



Focus on Homelessness

European Homeless Count: Indicators
of Homelessness in Dublin and Cork

Oona Kenny
Eoin O'Sullivan
Aisling McGovern
Mike Allen

FOCUS
Ireland

Table of Contents

Introduction.....	6
Background to the European Homeless Count	6
ETHOS Light 1: Rooflessness	8
Time-Series of Roofless Adults in the Dublin and the South-West Regions, 2014–2025.....	10
ETHOS Light 3: Accommodation for the Homeless	12
Time-Series of Adults in ETHOS Light 3 aAccommodation in the Dublin and the South-West Regions, 2014–2025	14
Citizenship.....	16
Time-Series of the Citizenship of Adults in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2022–2025	19
Gender.....	21
Time-Series of Female Adults ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025	22
Household Composition.....	24
Time-Series of Adult-Only Households in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025.....	25
One Parent Households.....	27
Time-Series of One-Parent Households in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025.....	28
Couple Households without Children	30
Couples with Children	31
Time-Series of Adult Couples with Children in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025.....	32
Age	34
Time-Series of Adults in ETHOS Light 3 Accommodation Only by Age in the Dublin and the South-West Regions, 2014–2025	36
References	38
Appendices	38
Appendix 1 ETHOS Light Harmonised Definition of Homelessness (FEANTSA).....	38
Appendix 2 EU Citizenship Homelessness Levels, EHC 2025	39
Appendix 3 Non-EU Citizenship Homelessness Levels, EHC 2025	39

List of Figures

Figure 1: ETHOS Light 1 (Rooflessness) Rate per 1000 population, EHC 2025	8
Figure 2: Number of Roofless Individuals in Dublin, Q1 2014-Q4 2025.....	11
Figure 3: Number of Roofless Persons with PASS IDs at Last Count in the South-West Region.....	11
Figure 4: ETHOS Light 3 adults, Rate per 1000 population, EHC 2025	12
Figure 5: Adults in ETHOS Light 3 Accommodation in Dublin, April 2014-December 2025.....	14
Figure 6: Adults in ETHOS Light 3 Accommodation in the South-West, April 2014-December 2025.....	15
Figure 7: Citizens of Country of Residence as Percentage of ETHOS Light 1-3, EHC 2025.....	16
Figure 8: Non-National EU Citizens as a Percentage of ETHOS Light 1-3, EHC 2025	17
Figure 9: Non-EU Citizens as a Percentage of ETHOS Light 1-3, EHC 2025.....	17
Figure 10: EU and Non-EU Citizenship Homelessness Levels	18
Figure 11: Citizenship of Adults in ETHOS Light 3 Accommodation in Dublin, April 2022-December 2025.....	19
Figure 12: Citizenship of Adults in ETHOS Light 3 Accommodation in the South-West, April 2022-December 2025	20
Figure 13: Citizenship of Adults in ETHOS Light 3 Accommodation in Ireland, April 2022-December 2025	20
Figure 14: Percentage of Female Adults in ETHOS Light 1-3, EHC 2025	21
Figure 15: Percentage of Female Adults in ETHOS Light 3 Accommodation in Dublin, 2014-2025	22
Figure 16: Percentage of Female Adults in ETHOS Light 3 Accommodation in the South-West, 2014-2025	23

Figure 17: Single Person Households as a Percentage of all Households in ETHOS Light 1-3, EHC 2025	24
Figure 18: Adult Only Households in ETHOS Light 3 Accommodation in Dublin, 2014-2025.....	25
Figure 19: Adult Only Households in ETHOS Light 3 Accommodation in the South-West, 2014-2025	26
Figure 20: One Parent Households as a Percentage of all Households in ETHOS Light 1-3, EHC 2025	27
Figure 21: Adult Individuals with Dependent Children in ETHOS Light 3 Accommodation in Dublin, 2014-2025	28
Figure 22: Adult Individuals with Dependent Children in ETHOS Light 3 Accommodation in the South-West, 2014-2025	29
Figure 23: Adult Couples Without Children as a Percentage of all Households in ETHOS Light 1-3, 2025.....	30
Figure 24: Couples with Children as a Percentage of all Households in ETHOS Light 1- 3, 2025.....	31
Figure 25: Adult Couples with Dependent Children in ETHOS Light 3 Accommodation in Dublin, 2014-2025	32
Figure 26: Adult Couples with Dependent Children in ETHOS Light 3 Accommodation in the South-West, 2014-2025	33
Figure 27: 18-24 Year-Olds as a Percentage of all Adults in ETHOS Light 1-3, 2025	34
Figure 28: 25-64 Year-Olds as a Percentage of all Adults in ETHOS Light 1- 3, 2025	35
Figure 29: 65+ as a Percentage of all Adults in ETHOS Light 1-3, 2025	35
Figure 30: Age Profile of Adults in ETHOS Light 3 Accommodation in Dublin, 2014-2025.....	36
Figure 31: Age Profile of Adults in ETHOS Light 3 Accommodation in the South-West, 2014-2025	37

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 (DHLGH), 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 recent years, the number of entries into and exits from emergency accommodation, length of stay in emergency accommodation, expenditure in homeless services, and regional variations of homelessness data. 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 at www.focusireland.ie/focus-on-homelessness.

This special edition of Focus on Homelessness aims to contextualise the comparative data on a number of indicators of homelessness that were captured in Cork and Dublin in October 2025, as part of a European Homelessness Count (EHC)¹. This report aims to add context to the EHC results with time-series data from DHLGH where available to place the point-in-time indicators of homelessness in Cork and Dublin in context.

Background to the European Homeless Count

The EHC was a two-year pilot project funded by the European Commission, in response to increasing policy demand for reliable and comparable data. Using the ETHOS Light harmonised definition of homelessness developed by FEANTSA², it aimed to establish and test a common framework for measuring homelessness across cities in the European Union. Counts were conducted in 15 cities across 10 Member States in 2024 and this expanded to 35 cities in 21 Member States in 2025. Cork City and the Dublin region participated in both years, led locally by Focus Ireland, assisted by Professor Eoin O'Sullivan, a member of the European Observatory on Homelessness and the School of Social Work and Social Policy, Trinity College.

The project introduced an innovative modular methodology, adaptable to diverse local governance and welfare contexts, existing data collection strategies and available administrative data sources across cities. Instead of imposing rigid standardisation, this approach allowed local ownership and the flexibility to

¹ See <https://www.kuleuven.be/lucas/en/images/eu-homelessness-counts-final-report-2026.pdf>

² See appendix 1 for further detail.

implement the study using street counts, service-based surveys, administrative data, or a combination of these methods. The counts in Cork and Dublin were based mostly on administrative data from the Pathway Accommodation and Support System (PASS - the bed management and client support system operating in Dublin since 2011 and nationally since 2013) and supplemented with data from online service-based surveys. Homelessness counts using survey data from services both within and beyond the homeless sector, are common in many EU cities and countries (see Benjaminsen et al., 2020).

To allow a minimum core for European comparability, participating cities had to count people experiencing homelessness (PEH) in at least ETHOS Light categories 1–3 (roofless or sleeping rough, in emergency or overnight accommodation, and in temporary homeless accommodation). Cities could opt to include additional data on PEH in ETHOS Light categories 4, 5 and 6 if they wished. Both Irish cities collected data for ETHOS Light groups 1 - 3. The Dublin region also included data from a sample of homeless and other services, to include an experimental coverage of ETHOS Light groups 4 - 6 (institutions, unconventional dwellings and living with family and friends).

ETHOS Light 1: Rooflessness

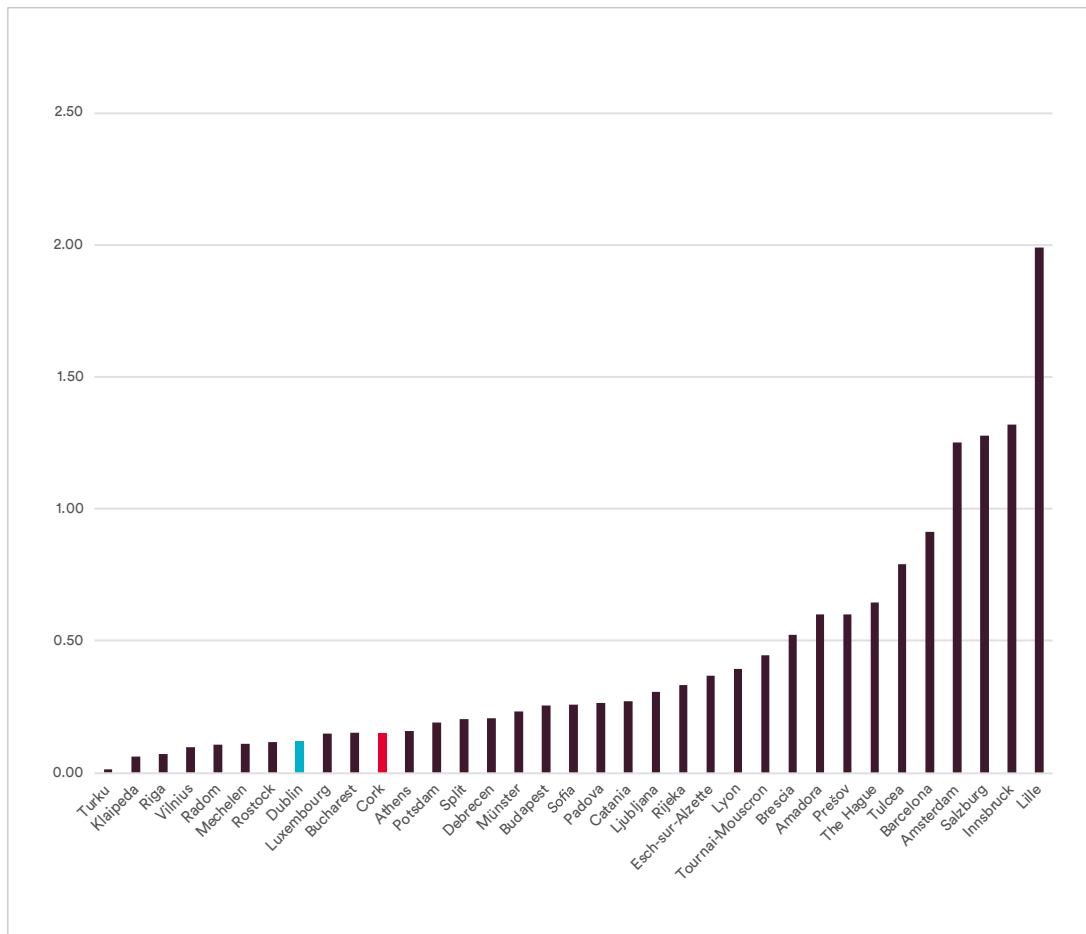


Figure 1: ETHOS Light 1 (Rooflessness) Rate per 1000 population, EHC 2025

Figure 1 shows the rate of PEH in ETHOS Light category 1, rooflessness or rough sleeping. The rate for Cork is 1.5 persons per 1,000 in the population and for Dublin it is 1.2. Caution is advised in any comparison of results between cities as variation could be due to a number of factors. Firstly, the modular methodology allowed flexibility to use existing data collection strategies and supplement or combine these with other methods. However, this variation in approach means for example, a risk of missing people who want to remain hidden in cities relying only on street counts to measure ETHOS Light 1. Cities relying only on administrative or survey data from services working in the area, risked missing PEH who are not in contact with services or non-coverage due to lack of services or where services decline to participate in data collection. In larger cities, it is more challenging to cover the full geographical area using either method, again increasing the risk of non-coverage. There were also differences in the timing of street counts across cities for example, these took place in the early evening, late night, early morning etc. and while most took place over a single day or night, some were conducted over a few days or in Dublin’s case, a week. For cities that collected data on PEH from services using surveys, there were variations in the time allowed for services to return the survey data.

In Cork, a street count took place across 8 pre-defined zones in the city on 9th October and data from the official winter rough sleeper count that took place between 20-26th October, was used for the Dublin region. This was supplemented with online service-based surveys to include unaccommodated international protection applicants sleeping rough in the Dublin region, as they are excluded from the official street count.

When interpreting the results above, variation in national and local governance, policy and social welfare contexts between cities should also be considered. For example, rooflessness is criminalised in some of the cities in the Count. Structural shortages of, or poor conditions in homeless accommodation or shelters can mean that more PEH are forced to experience rooflessness. Similarly, barriers to accessing such accommodation, due to for example, local connection rules or exclusion of non-nationals and undocumented migrants, can also lead to higher rates of rooflessness. Conversely, lower rates in ETHOS Light 1 could be linked to stronger shelter and homeless accommodation provision leading to higher rates of PEH counted in ETHOS Light categories 2 and 3.

Finally, there may be some inconsistency in the calculation of population rates. For example, the rate of PEH in ETHOS Light 1 in Dublin, is based on the full population of all four administrative areas within the region. However, the street count is restricted only to certain zones in the city centre, and specific locations in the three other administrative areas. Zones are identified using information held by local authorities and received from state and NGO services, and the general public about rough sleeping locations. Specific zones in the city centre and certain locations in the wider Cork City administrative area were based on similar information.

Time-Series of Roofless Adults in the Dublin and the South-West Regions, 2014–2025

In the Dublin region, a point in time count of roofless individuals has taken place every Spring and Winter since 2007 with more detailed information included since 2014. Over the eleven years covered by Figure 2 below, a minimum of 168 individuals who were roofless were captured in the point-in-time count in Winter 2014, and in Winter 2025, a minimum of 145 individuals were identified as roofless during the point-in-time count. The point-in-time count moved from a one-night point-in-time count (purple bars) to a week-long point-in-time count (blue bars) in the Winter count of 2020 (a count did not take place in Spring 2020 due to Covid-19 restrictions). The number of roofless individuals at a point-in-time is significantly lower than the number of unique individuals identified as roofless by the Housing First Intake team in any given quarter. For example, over Q4 2025 (Oct-Dec), 439 unique roofless individuals were in contact with the Dublin Housing First Intake Team, with 145 roofless individuals identified during the Winter 2025 week-long point-in-time count. On average 69% of those roofless individuals in contact with the Housing First Intake Team over a quarter were also accessing emergency accommodation over the period 2014-2025.

The average number of unique roofless individuals over the period of the one-week count was 115, compared to an average of 142 over the period of the one-night count. As the numbers counted over one-week is likely to be higher than a count over one night, this suggests a significant decrease in the number of unique individuals experiencing rooflessness in the Dublin region.

Data on the extent of rooflessness for the Dublin Region includes those *with a PASS ID and those without*. For example, in the Winter 2025 Count, 145 unique individuals were identified as roofless during the week of the Count, of which 86% or 125 had PASS IDs.

In the South-West Region which covers the local authority administrative areas of Cork City, Cork County and Kerry County, information on rooflessness is available on a consistent basis since 2014, but in comparison with the Dublin Region, the data is based on the numbers *roofless with a PASS ID only over a 3-month period*. Thus, comparisons between the numbers roofless in the Dublin Region and South-West Region are not possible, as the often-higher number of individuals experiencing roofless in the South-West compared to the Dublin Region is a consequence of measuring rooflessness over a considerably longer period of time (3 months rather than one night, and subsequently over one week in Dublin). The overall trend in the South-West region shows a rapid upward trajectory between 2014 and mid-2017, before dropping to less than 100 individuals in late 2021 and early 2022, and then resuming an upward trajectory between 2020-2025, as shown in Figure 3.

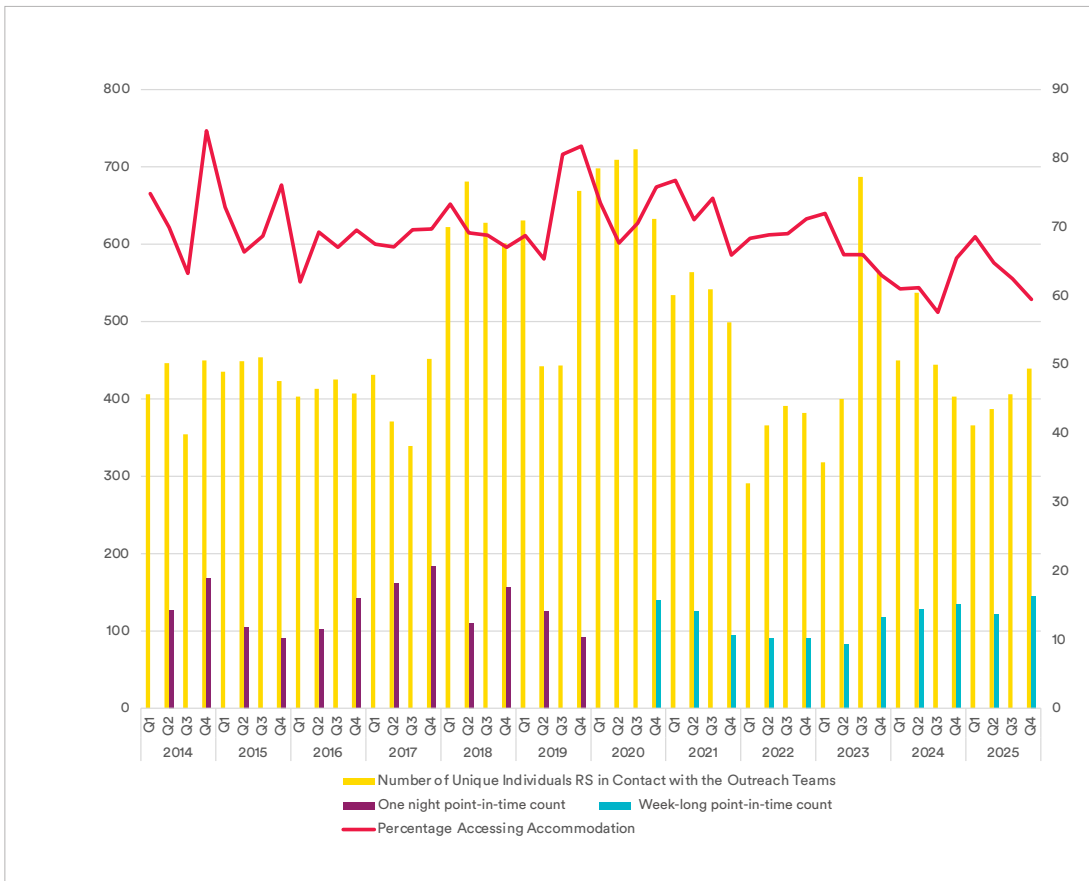


Figure 2: Number of Roofless Individuals in Dublin, Q1 2014-Q4 2025

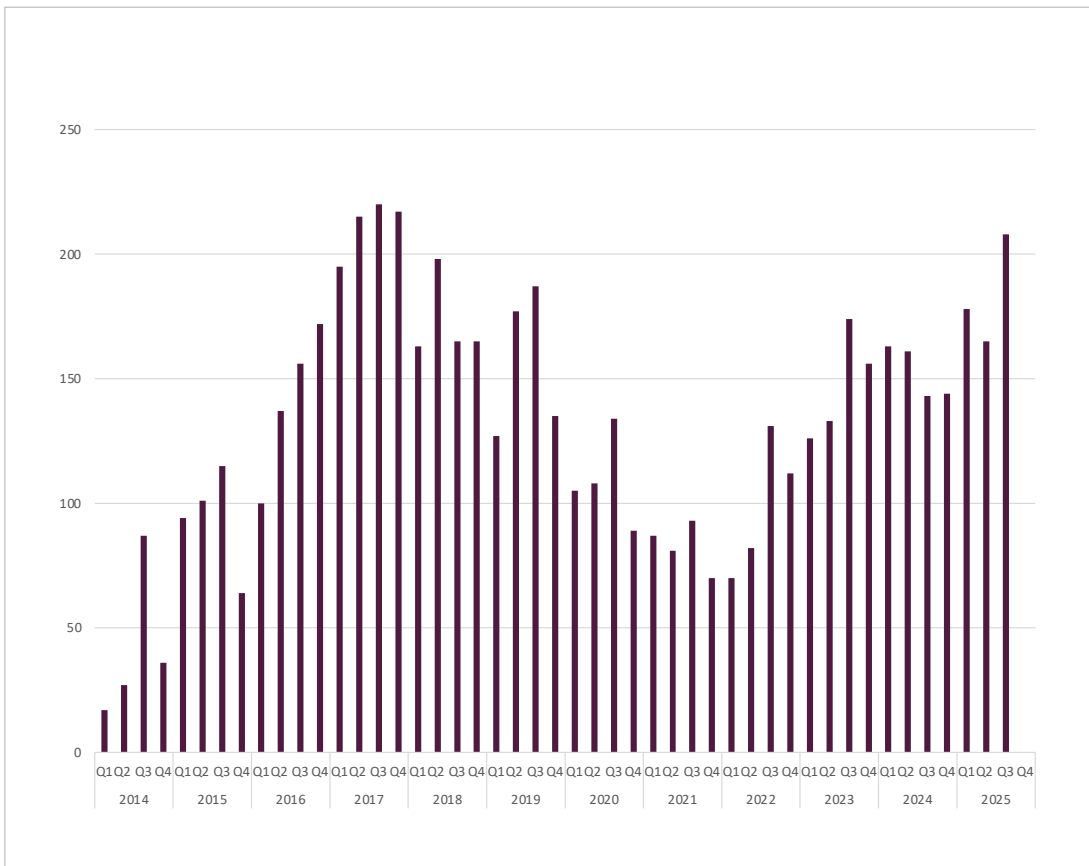


Figure 3: Number of Roofless Persons with PASS IDs at Last Count in the South-West Region

ETHOS Light 3: Accommodation for the Homeless

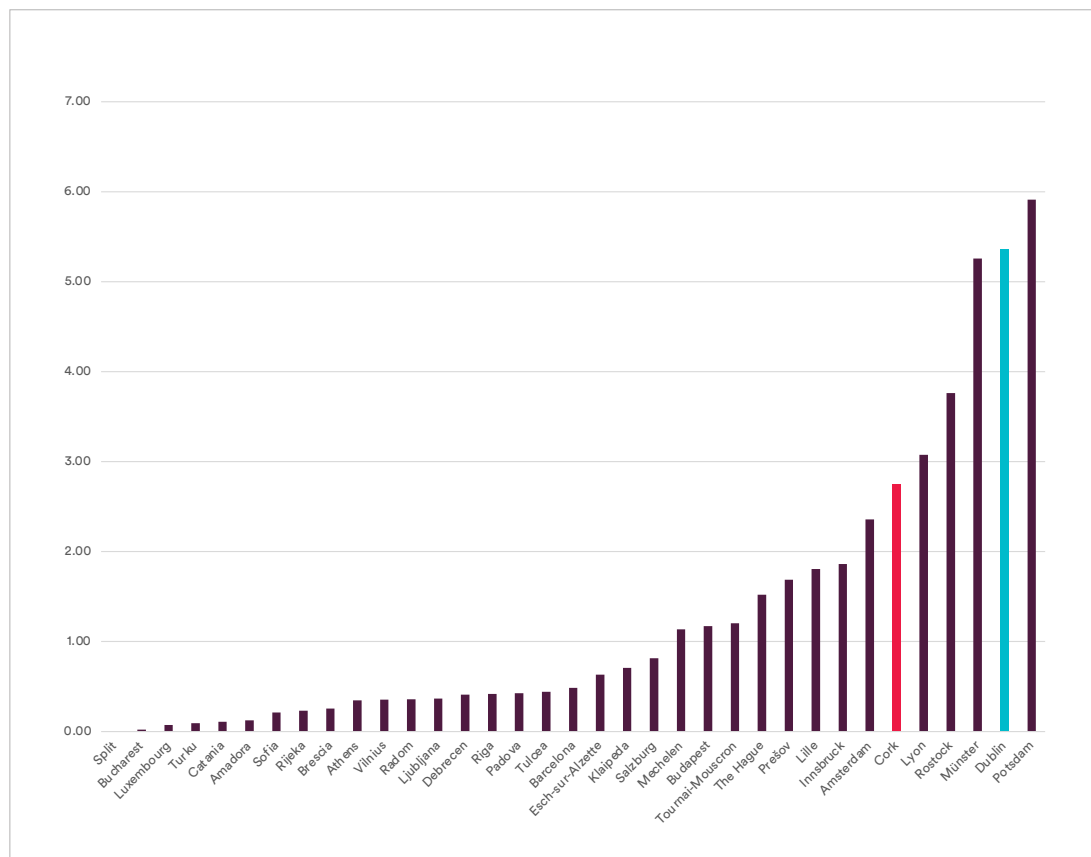


Figure 4: ETHOS Light 3 adults, Rate per 1000 population, EHC 2025

Figure 4 shows the rate of PEH in ETHOS Light category 3, homeless accommodation. The rate for Cork is 2.7 persons per 1,000 in the population and for Dublin it is 5.4. Again, caution is required when interpreting these figures and especially in making any comparisons between participating cities. As noted above, there are differences in data collection methodologies and in social conditions across cities including political support for the project.

The number of PEH in this category can vary depending on the extent of the homeless accommodation and shelter system. For example, the results show a higher rate of PEH in ETHOS Light 3 in cities with well-developed service systems, such as Munster, Rostock and Potsdam in Germany and in the Irish cities. This suggests that ‘homelessness is largely mediated through temporary accommodation systems, and that rough sleeping is comparatively limited or effectively channelled into services’ (Hermans et al., 2026). The data collection system in Germany is also similar to that in Ireland with mandatory municipal reporting of administrative data from ETHOS 2 and 3 services to inform national statistics. The French cities of Lyon and Lille also depended on administrative data sourced from the national SIAO database which contains comprehensive information on all adults present in shelters on a reference date. Amsterdam and Innsbruck in the Netherlands also used comprehensive administrative data held by a large number of participating multi sector organisations.

Results also vary depending on definitions of homelessness for example, despite attempting to align the type of services for inclusion in ETHOS Light 3, refuges or crisis accommodation for those experiencing domestic violence are not included across all participating cities. These services, or the clients using these services, often do not identify as homeless and refuges are often funded or administrated by government departments outside of those responsible for housing or homelessness. While this is the case in Ireland, for the purpose of the EHC, these services were included in ETHOS Light 3 for both Cork and Dublin. Definitional differences also exist around other cohorts such as undocumented migrants and refugees, meaning that these groups may not be included in homelessness counts in all cities. For example, these hard-to-reach groups may be excluded from services, or services catering specifically for them may decline to participate in service-based surveys. In Ireland, as in most participating cities, those with an application for international protection still in process are excluded from homelessness accommodation. There are no barriers in Ireland to accessing these services for refugees and other migrants however, in many cities including Cork and Dublin, local area connection rules can make this more challenging for these groups (Baptista et al., 2015).

Time-Series of Adults in ETHOS Light 3 Accommodation³ in the Dublin and the South-West Regions, 2014–2025

As shown in Figure 5, as of the third week of December 2025 there were 8,184 adults in ETHOS Light 3 accommodation in Dublin. This is an increase of 458% since data was collected and published in this format in mid-2014. This number plateaued between 2019 and 2021, largely due to a significant decrease in the number of families in ETHOS Light 3, whereas the number of adult-only households grew during this period (O’Sullivan et al, 2024). From 2022 to 2025 the number of adults in ETHOS Light 3 accommodation increased by 71% from 4,788 in January 2022 to 8,184 in December 2025. Of all the adults in ETHOS Light 3 accommodation in Ireland in December 2025, 71% were in the Dublin region, a figure that has been consistent since 2014. In 2014, the number of adults in ETHOS Light 3 accommodation were evenly split between NGO operated Supported Temporary Accommodation and Private Emergency Accommodation, but by the end of 2025, 70% were in Private Emergency Accommodation.

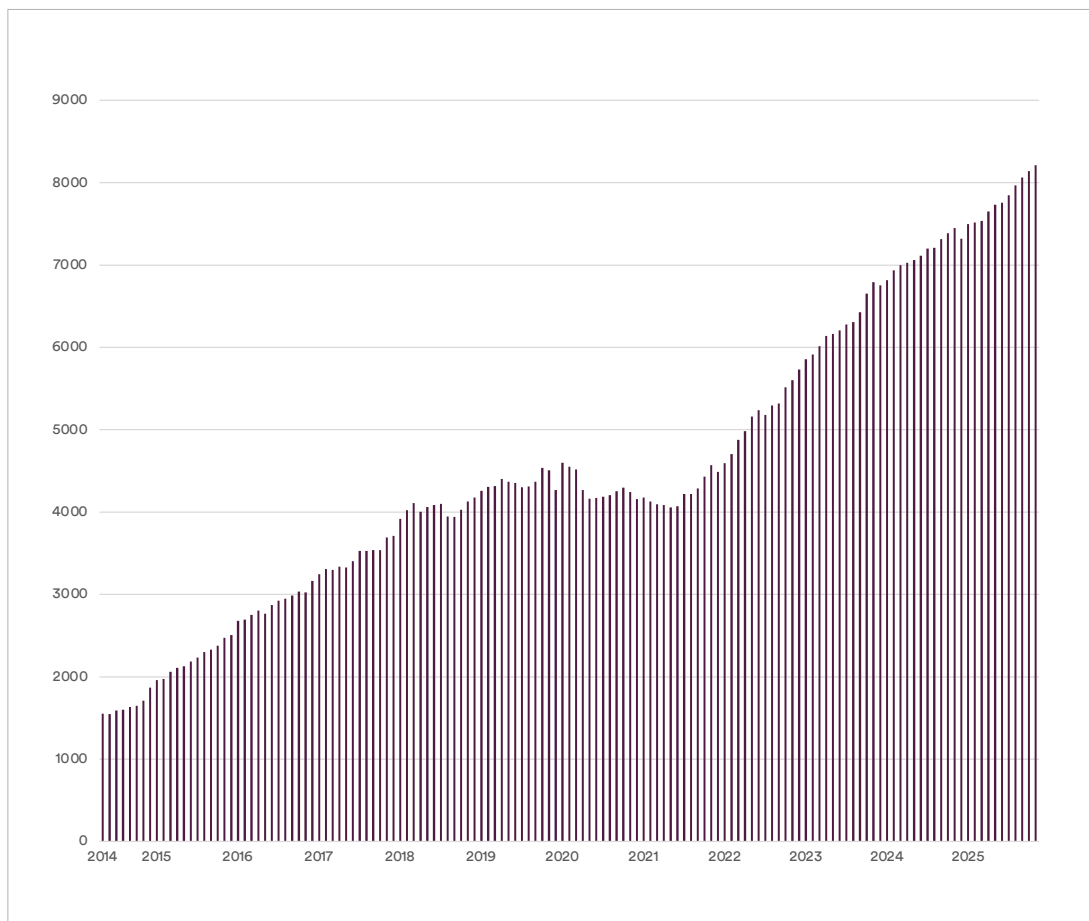


Figure 5: Adults in ETHOS Light 3 Accommodation in Dublin, April 2014-December 2025

³ The term 'emergency accommodation' in the Irish context refers to homeless accommodation covered under ETHOS Light Category 3.

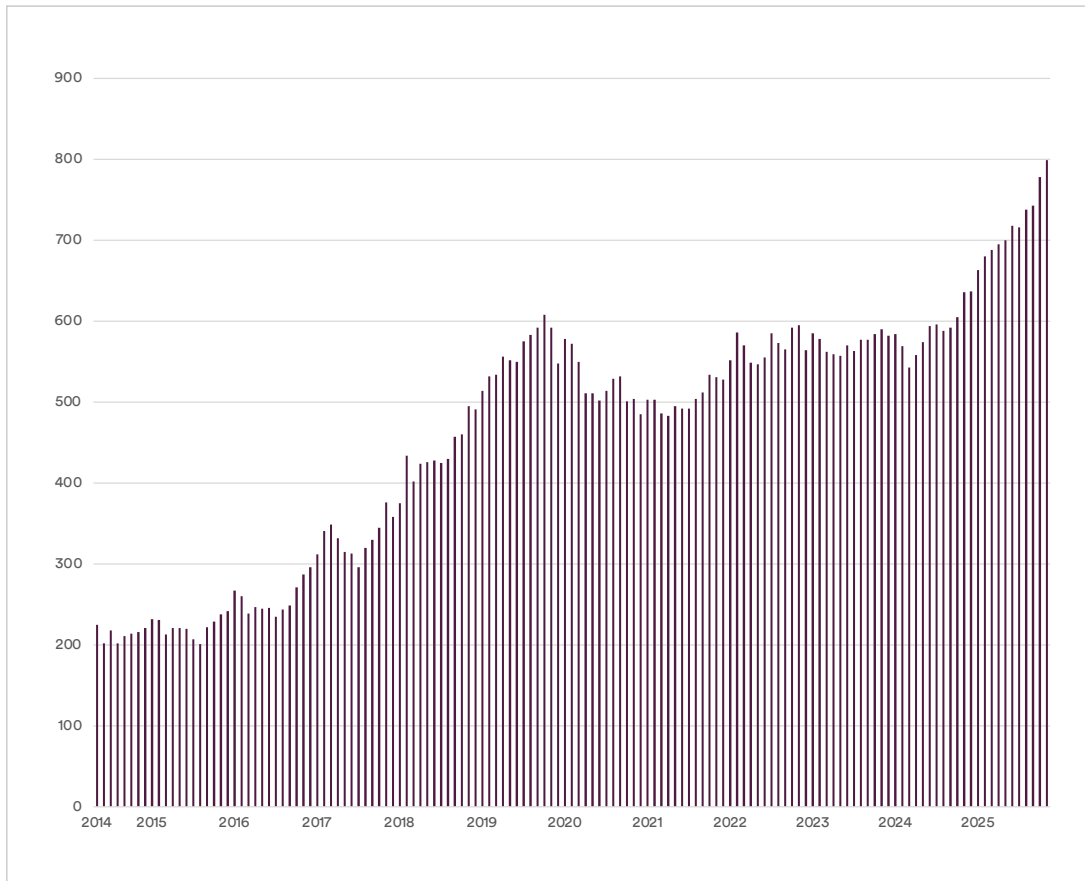


Figure 6: Adults in ETHOS Light 3 Accommodation in the South-West, April 2014-December 2025

In the South-West Region the number of adults in ETHOS Light 3 accommodation increased from 202 adults in mid-2014 to just over 600 in late 2019 before plateauing until late 2024 as shown in Figure 6. The numbers then steadily increased to 777 in the third week of December 2025, an increase of 285% between mid-2014 and the end of 2025. Over 90% of adults in ETHOS Light 3 accommodation in the South-West region are in Cork City and County, and of all the adults in ETHOS Light 3 accommodation in Ireland in December 2025, 6.7% were in the South-West region. In 2014, 10% of all adults in ETHOS Light 3 type accommodation were in Private Emergency Accommodation, but by the end of 2025, 75% were in Private Emergency Accommodation.

Citizenship

Figure 7 shows the proportion of PEH who are citizens of the EHC participating country. The proportion who are not citizens of the participating country, but who are either citizens of another EU country or of a non-EU country are shown in Figures 8 and 9. In total, Irish citizens make up 43.2% of all those included in the count in the Dublin region and 61% in Cork City. A higher rate of non-Irish citizens is expected in Dublin as the capital city, and this can be further broken down as representing 34.8% non-EU citizens and 21.3% EU citizens. A higher rate of PEH are non-EU citizens in Cork City also, at 26.3% while 12% of PEH in Cork are EU citizens.

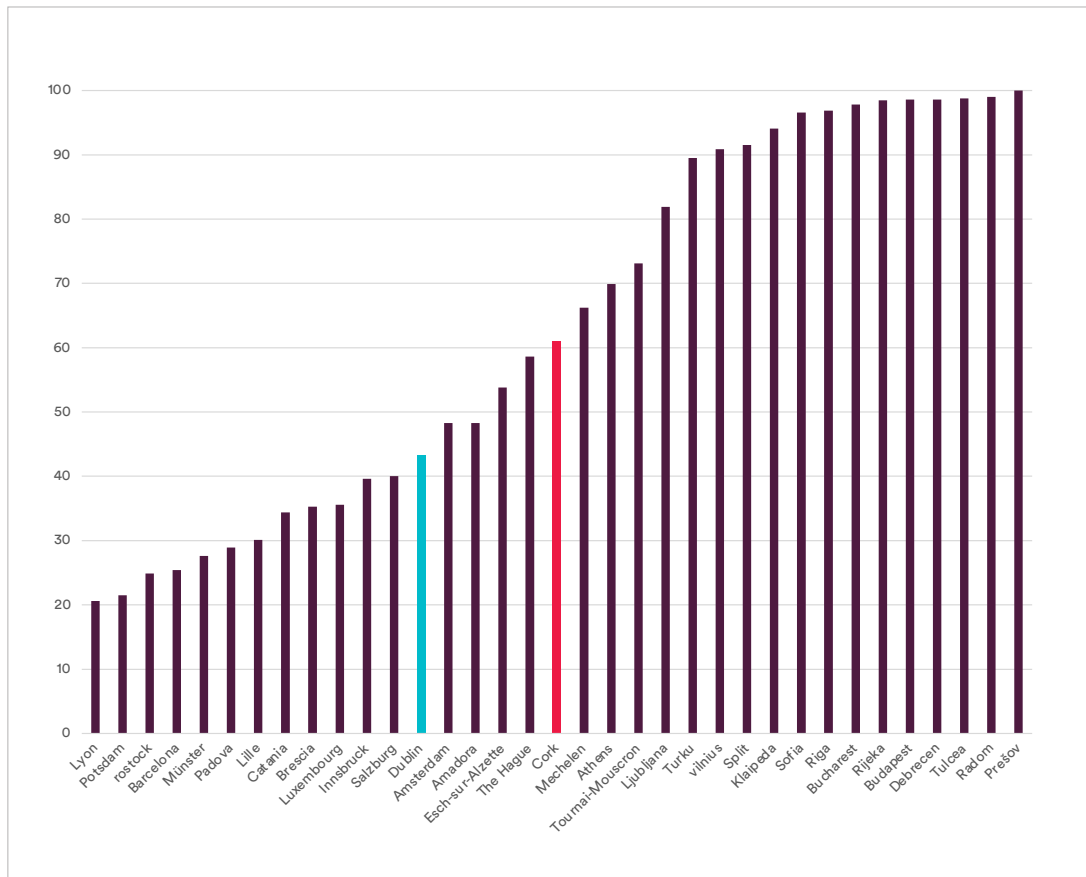


Figure 7: Citizens of Country of Residence as Percentage of ETHOS Light 1-3, EHC 2025

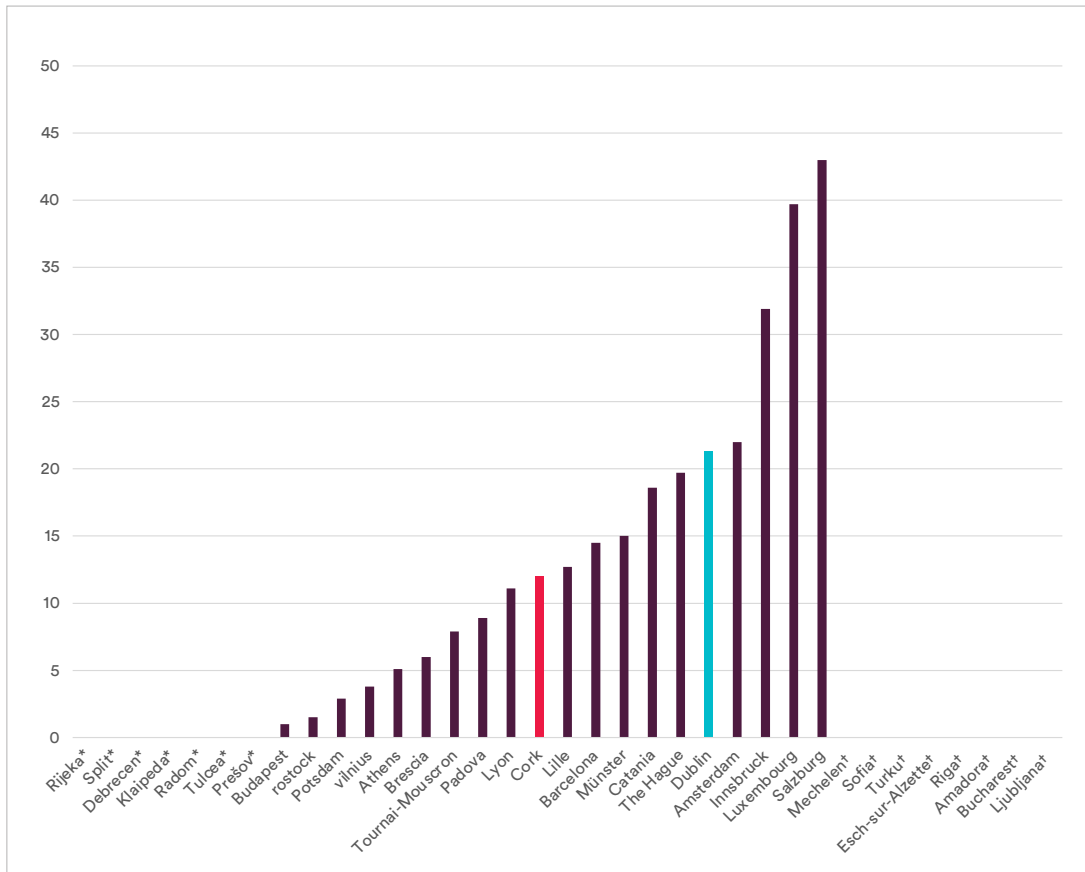


Figure 8: Non-National EU Citizens as a Percentage of ETHOS Light 1-3, EHC 2025

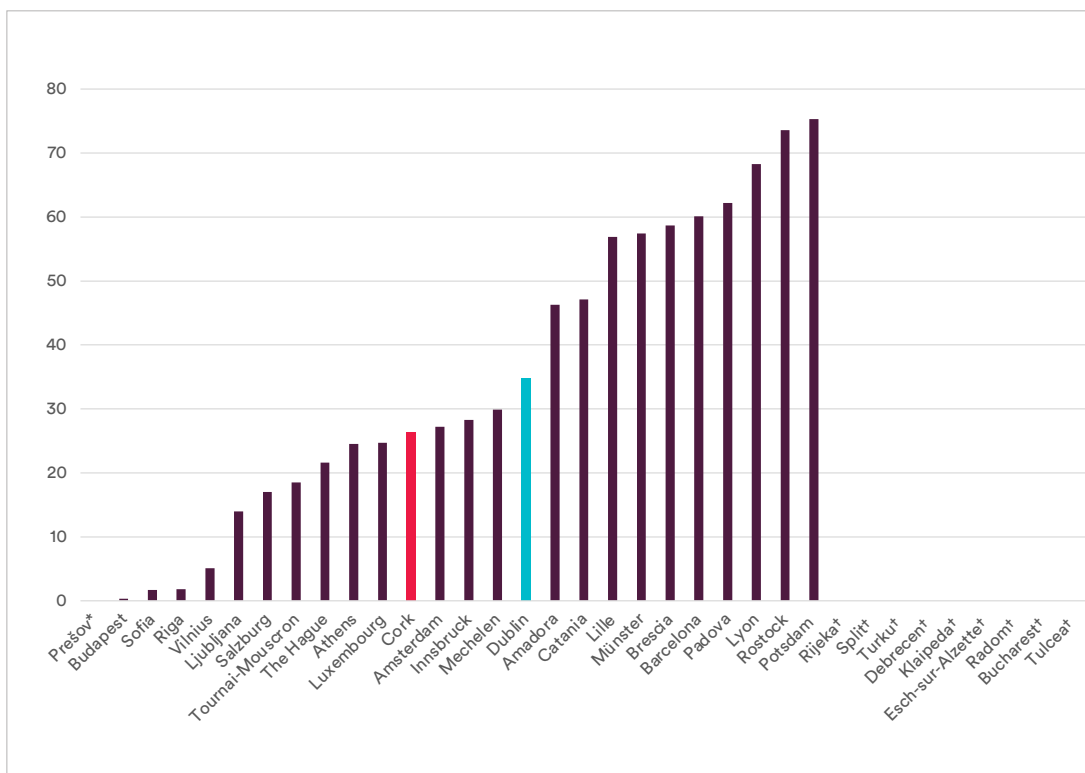


Figure 9: Non-EU Citizens as a Percentage of ETHOS Light 1-3, EHC 2025

* City with reported findings of zero † City with reported findings of <10



Figure 10: EU and Non-EU Citizenship Homelessness Levels

Figure 10 shows that homelessness levels among those who are not citizens of the participating country, are substantially higher in many Central and Eastern European countries compared to those in Western Europe⁴. However, this can be a result of welfare eligibility rules and service accessibility as well immigration levels and patterns of homelessness.

⁴ See Appendices 2&3 for graphics showing results for EU citizens and for non-EU citizens mapped separately.

Time-Series of the Citizenship of Adults in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2022–2025

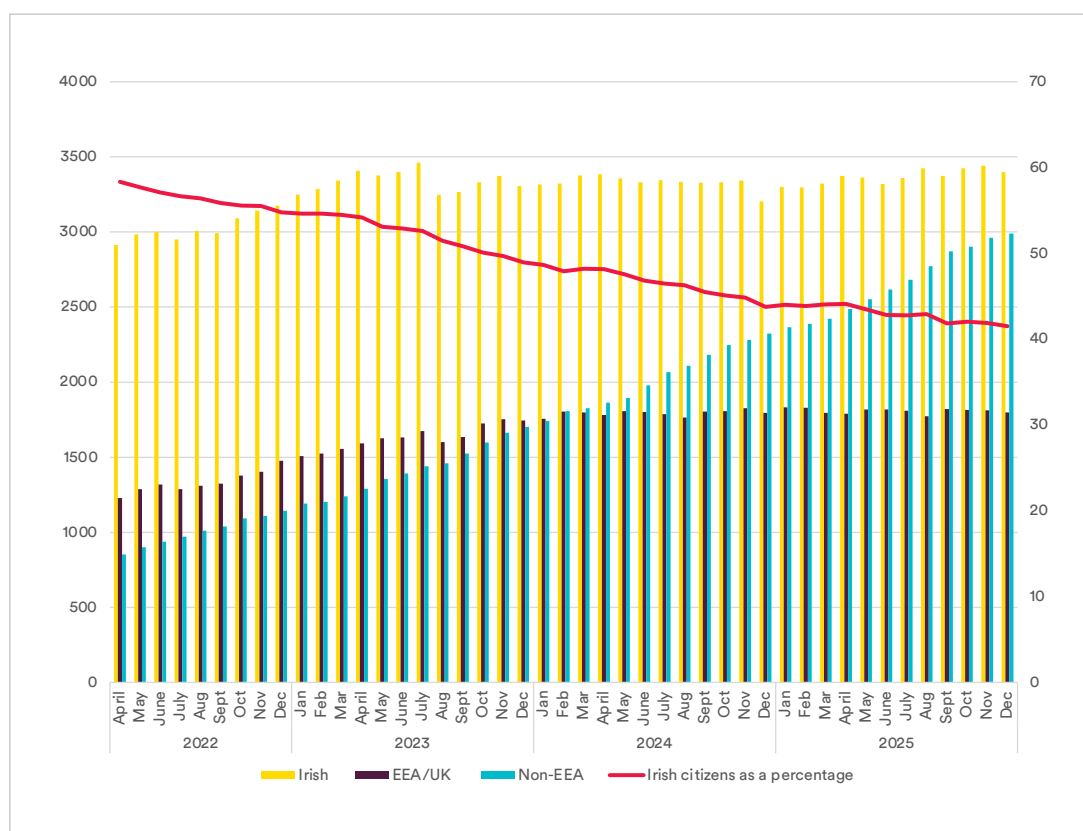


Figure 11: Citizenship of Adults in ETHOS Light 3 Accommodation in Dublin, April 2022-December 2025

Figure 11 shows the citizenship breakdown of all adults in ETHOS Light 3 accommodation between April 2022 (when data on citizenship was first published) and December 2025 in the Dublin Region. In December 2025 there were 3,398 Irish citizens (41.9%), 1,797 UK/EEA citizens (21.8%), and 2,989 non-EEA citizens (36.3%) in ETHOS Light 3 accommodation in Dublin. Non-EEA citizens have seen the largest increase, from 852 in April 2022 to 2,989 in December 2025 – an increase of 251%. While the number of Irish citizens in ETHOS Light 3 has remained relatively stable since 2023, they represent a declining proportion of the total number of adults in ETHOS Light 3 accommodation in Dublin, falling from 58.3% in April 2022 to 41.9% in December 2025.

Figure 12 shows the citizenship breakdown of all adults in ETHOS Light 3 accommodation between April 2022 and December 2025 in the South-West Region. In December 2025 there were 487 Irish citizens (62.7%), 103 UK/EEA citizens (13.3%) and 187 non-EEA citizens (24.1%) in ETHOS Light 3 type accommodation in the South-West. Non-EEA citizens have seen the largest increase, from 60 in April 2022 to 187 in December 2025 – an increase of 211.7%. The number of Irish citizens in ETHOS Light 3 accommodation represents a declining proportion of the total number adults in ETHOS Light 3 accommodation, falling from 76.9% in April 2022 to 62.7% in December 2025.

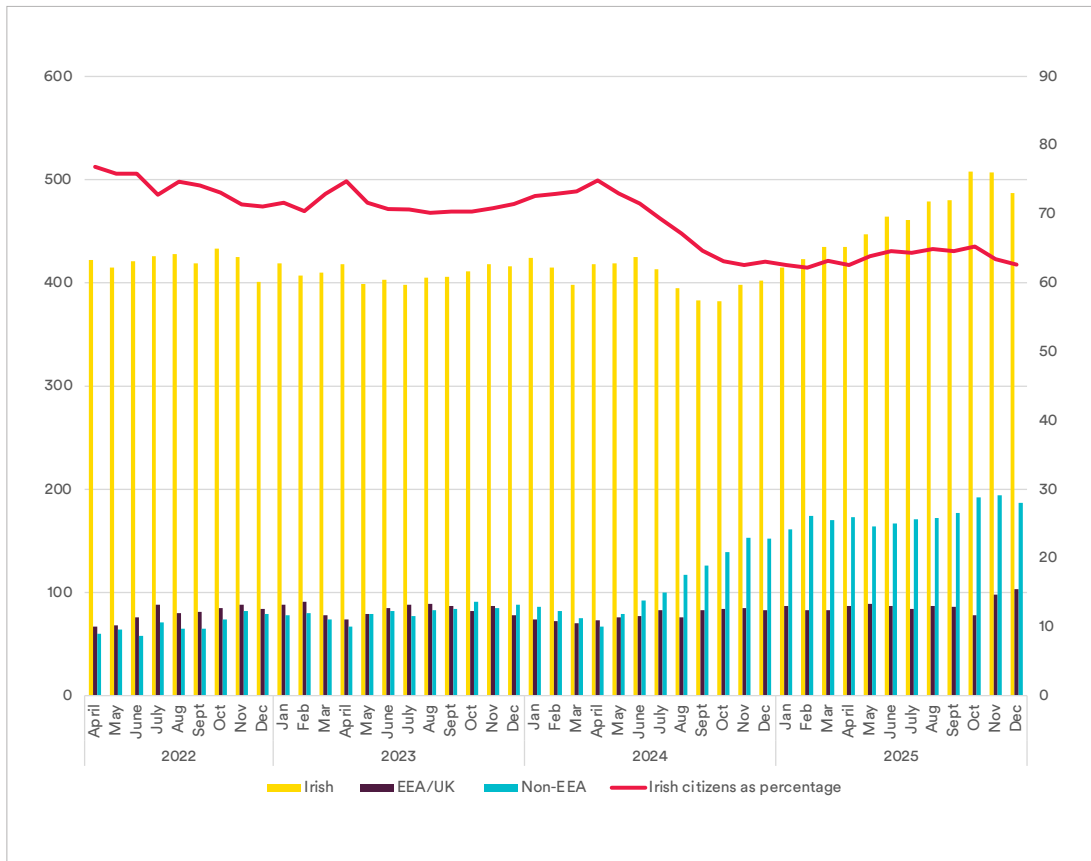


Figure 12: Citizenship of Adults in ETHOS Light 3 Accommodation in the South-West, April 2022-December 2025

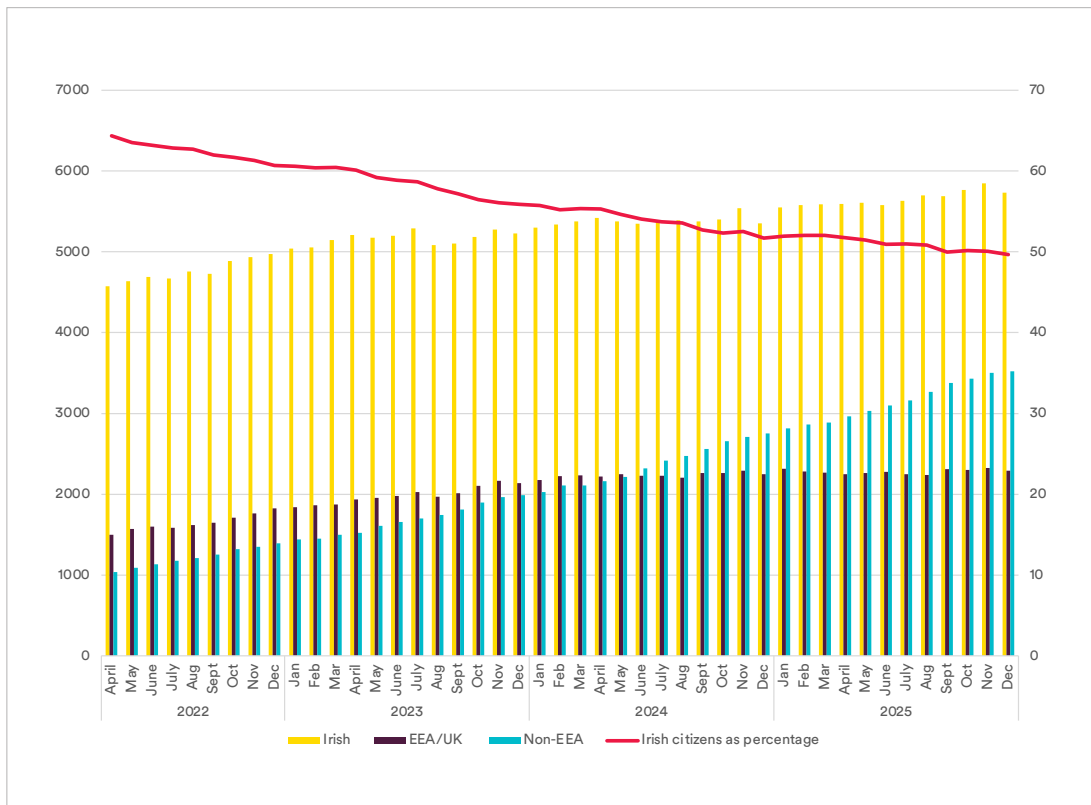


Figure 13: Citizenship of Adults in ETHOS Light 3 Accommodation in Ireland, April 2022-December 2025

Gender

Figure 14 shows that the share of women experiencing homelessness was 36.3% in Cork City and 39% in the Dublin region. Other research (Mayock and Sheridan, 2012; Bretherton and Mayock, 2021) shows that women are less likely to use homeless services and rely more on informal networks such as family and friends. The scale of this remains hidden in the Irish cities, despite the modular methodology allowing cities to include ETHOS Light categories 4, 5 and/or 6 if they wished. Cork City did not count beyond the mandatory categories of ETHOS Light 1–3 and survey data collected from a sample of homeless and other services working with those in ETHOS Light groups 4–6 in Dublin, was too small to be representative or extrapolate information from. Where data on ETHOS Light 4–6 is collected comprehensively in other cities, this often shows a higher share of women and consequentially, a lower share in the results for ETHOS Light 1–3⁵.

Variation in the results for gender may also be due to whether cities included refuges and crisis accommodation for domestic violence. While these were included in both Dublin and Cork, the shortage of this type of accommodation in Ireland means that the number of women captured is small.

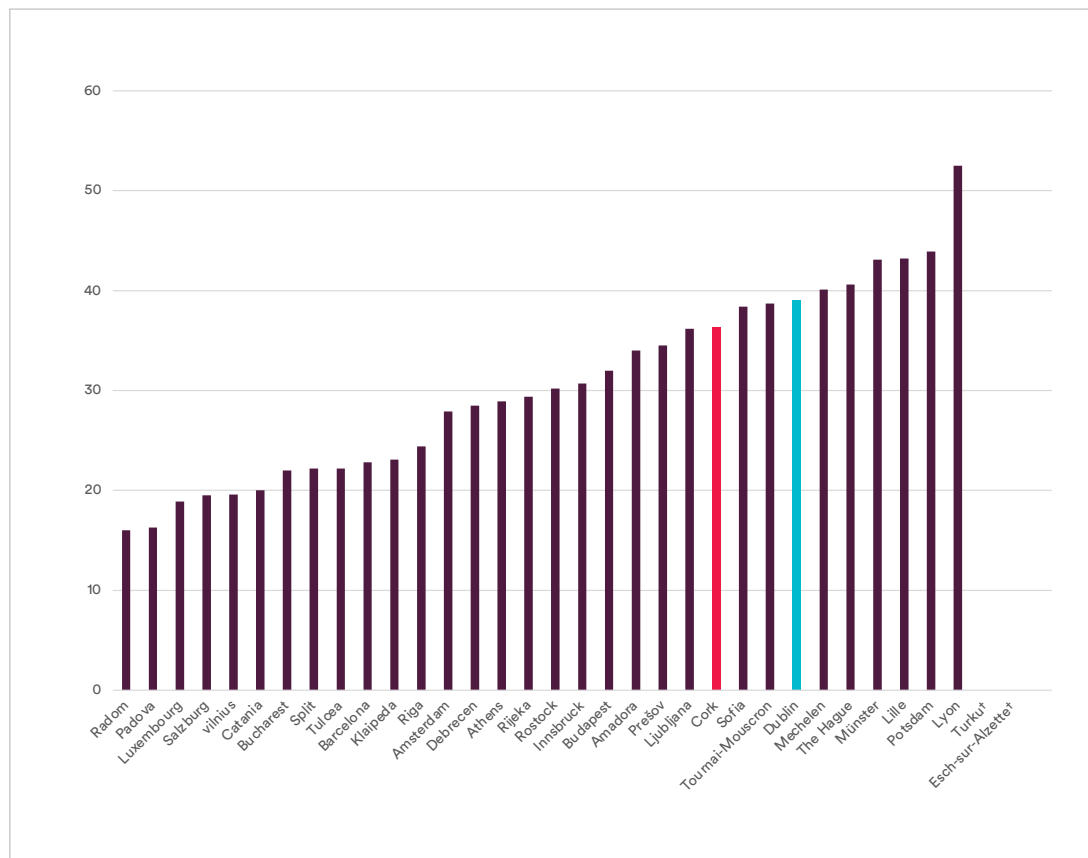


Figure 14: Percentage of Female Adults in ETHOS Light 1-3, EHC 2025

5 The final report by Hermans et al. (2026) includes results from all cities for ETHOS Light groups 1 – 3 only. Results for ETHOS Light groups 4 – 6 in the cities where this was explored, can be found in the individual city reports on the EHC project website at https://www.kuleuven.be/lucas/en/eu_homelessness_counts

Time-Series of Female Adults ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025

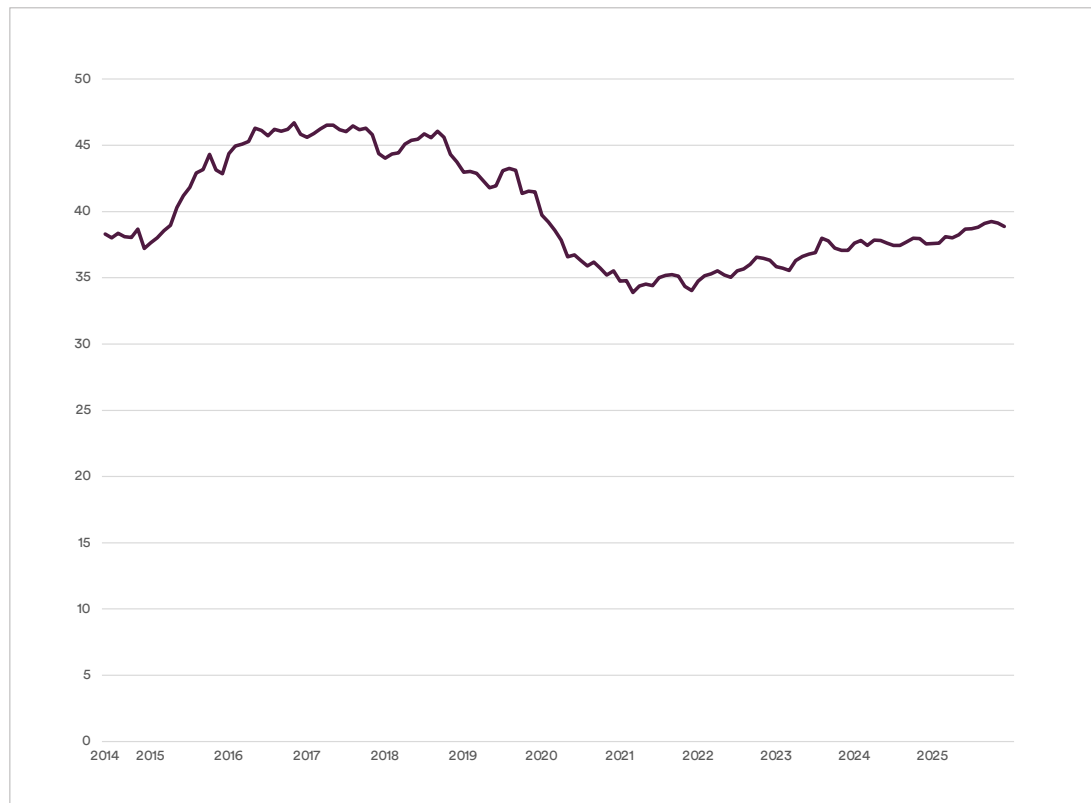


Figure 15: Percentage of Female Adults in ETHOS Light 3 Accommodation in Dublin, 2014-2025

Figure 15 shows the proportion of female adults in ETHOS Light 3 accommodation only in the Dublin region. As of December 2025, there were 3,183 women in ETHOS Light 3 accommodation. The proportion of women in ETHOS Light 3 accommodation in the Dublin region was highest between 2017 and 2019 at over 45 percent, but as a consequence of a significant decline in family homelessness (which comprises a significant number of female headed households) and an increase in the number of adult only males, the proportion dropped to below 35% before gradually rising to nearly 40 percent.

In the South-West Region, as of December 2025, there were 270 women in ETHOS Light 3 accommodation only (see Figure 16). The proportion of females in ETHOS Light 3 accommodation in the South-West increased from 25% in 2014 to 44% in mid-2019, before dropping to 30% over the period 2021-22, and increasing to 35% in 2023 and remaining at approximately one-third of all adults in ETHOS Light 3 accommodation in 2024 and 2025.



Figure 16: Percentage of Female Adults in ETHOS Light 3 Accommodation in the South-West, 2014-2025

Household Composition

Single person Households

Across most cities, the homeless population consists primarily of single person households (see figure 17). In almost half of the participating cities, more than 80% are single individuals. As with the EHC results from other profile sections, these findings reflect the scale of service provision and access policies along with underlying patterns of homelessness. For example, cities with gender-segregated accommodation for single adults, may have limited access for couples which can inflate the proportion of single-person households. Conversely, where more family shelters, homeless accommodation or self-contained units are available, family homelessness is more visible.

The proportion of single person households in Dublin and Cork is 57.4% and 70.9% respectively. These figures are slightly lower than those reported in the official monthly homelessness reports because couples without children are normally recorded as single persons in those reports but were separated out of the data for the EHC.

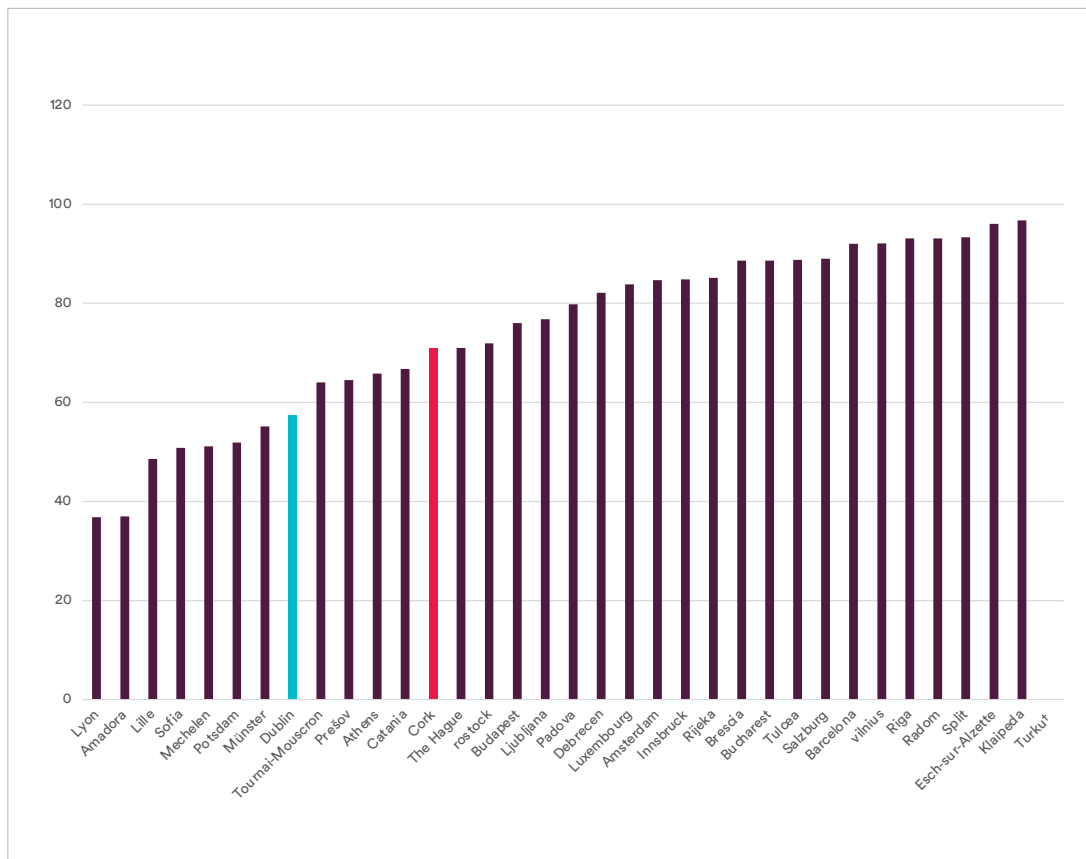


Figure 17: Single Person Households as a Percentage of all Households in ETHOS Light 1-3, EHC 2025

Time-Series of Adult-Only Households in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025

Figure 18 shows the number of adult-only households in ETHOS Light 3 accommodation in the Dublin region at a point-in-time, and as a percentage of all households in ETHOS Light 3 accommodation in the Dublin region. In the third week of December 2025 there were 5,025 adult-only households in ETHOS Light 3 accommodation in the Dublin region. 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 ETHOS Light 3 accommodation in the Dublin region has increased by 318% since June 2014 (n=1,202) and makes up over 70% of all households in ETHOS Light 3 accommodation in the Dublin region.

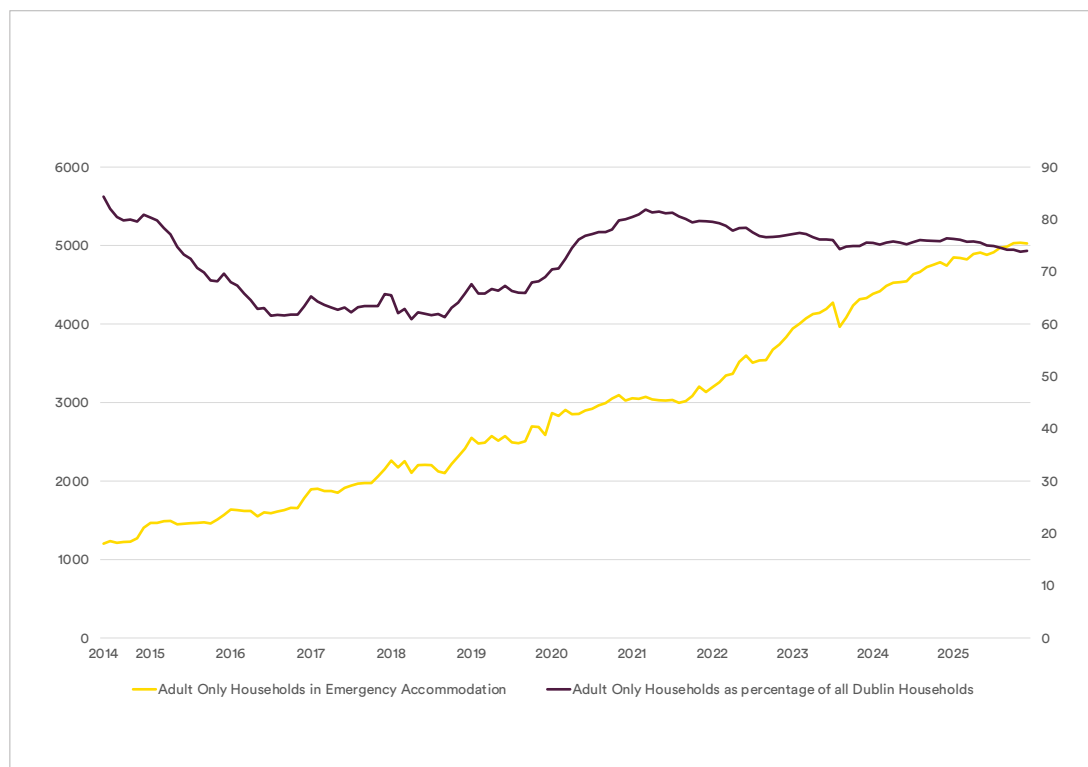


Figure 18: Adult Only Households in ETHOS Light 3 Accommodation in Dublin, 2014-2025

Figure 19 shows the number of adult-only households in ETHOS Light 3 accommodation in the South-West region, and as a percentage of all households in ETHOS Light 3 accommodation in the South-West region. In the third week of December 2025 there 610 adult-only households in ETHOS Light 3 accommodation in the South-West region. Increases in adult-only homelessness are not entirely consistent but broadly have increased since 2014. Numbers experienced a decrease in late 2022-2023 but have increased consistently since then. The number of adult-only households in ETHOS Light 3 accommodation in the South-West has increased by 218% since June 2014 (n=192). Adult-only households in the South-West make up nearly 85% of all households in ETHOS Light 3 accommodation in the South-West region as of December 2025.

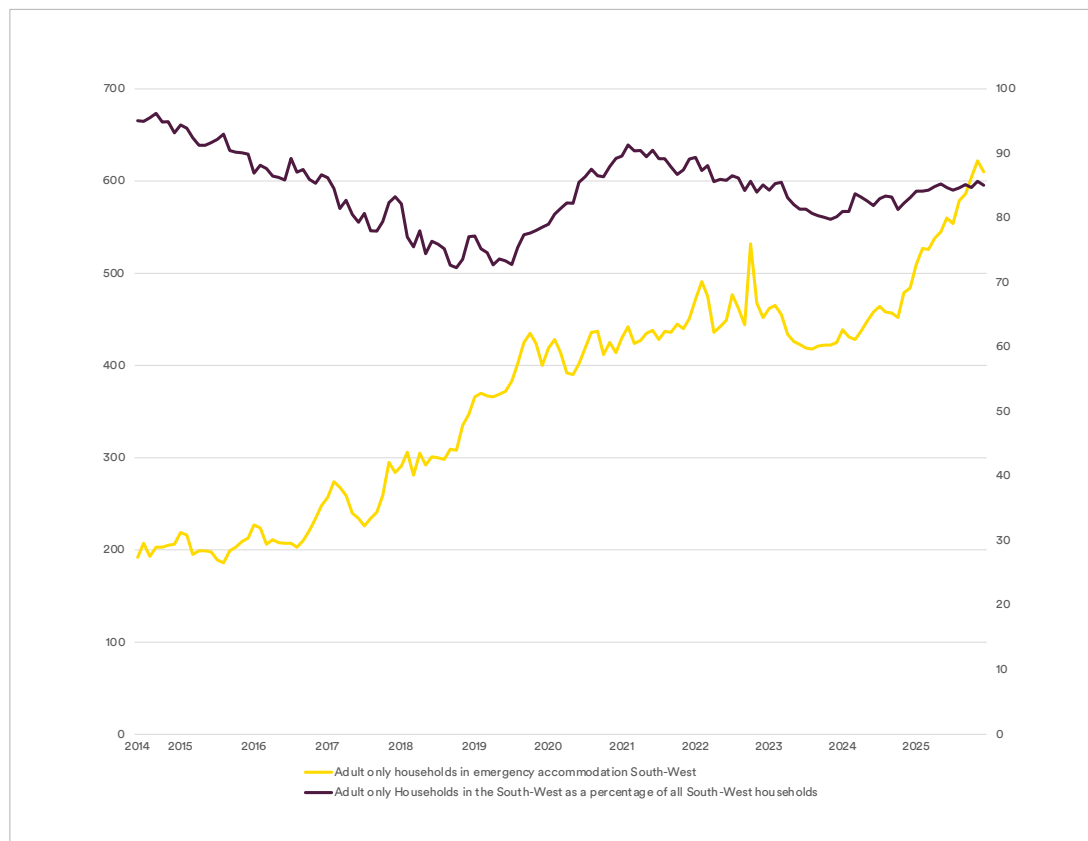


Figure 19: Adult Only Households in ETHOS Light 3 Accommodation in the South-West, 2014-2025

One Parent Households

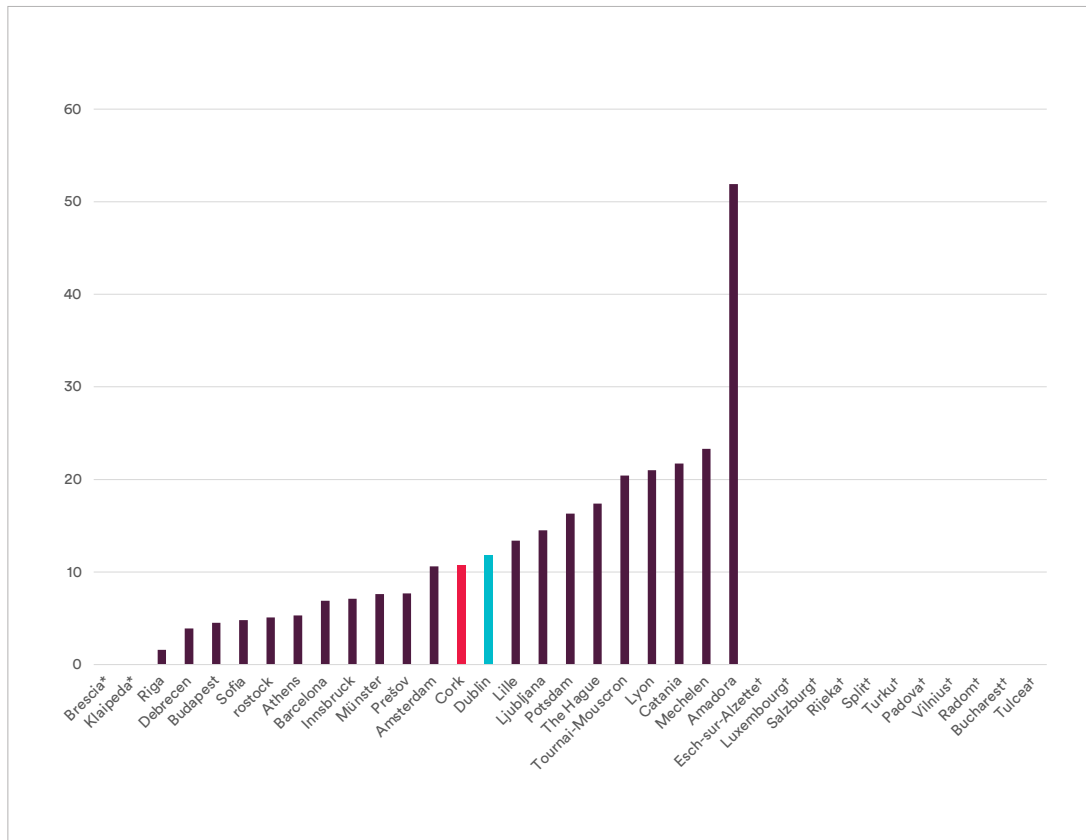


Figure 20: One Parent Households as a Percentage of all Households in ETHOS Light 1-3, EHC 2025

Figure 20 shows the proportion of households that are composed of one parent with children. There is a total of 10.8% of these households in Cork and 11.8% in Dublin. While the figure for Amadora looks unusually high at 51.9%, this is explained as being due to the comprehensive inclusion of women’s refuges in ETHOS Light 3. As noted earlier, crisis accommodation for those escaping domestic violence were included in both Dublin and Cork, however the shortage of this type of accommodation in Ireland means that the number of women captured here is small.

As noted above, cities that include ETHOS Light 4–6, may show higher a proportion of one parent families in these categories, with lower proportions in ETHOS Light 1–3. This is because these households are predominantly female headed and women often avoid homeless accommodation, preferring instead to stay with family and friends or in other informal arrangements.

* City with reported findings of zero † City with reported findings of <10

Time-Series of One-Parent Households in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025

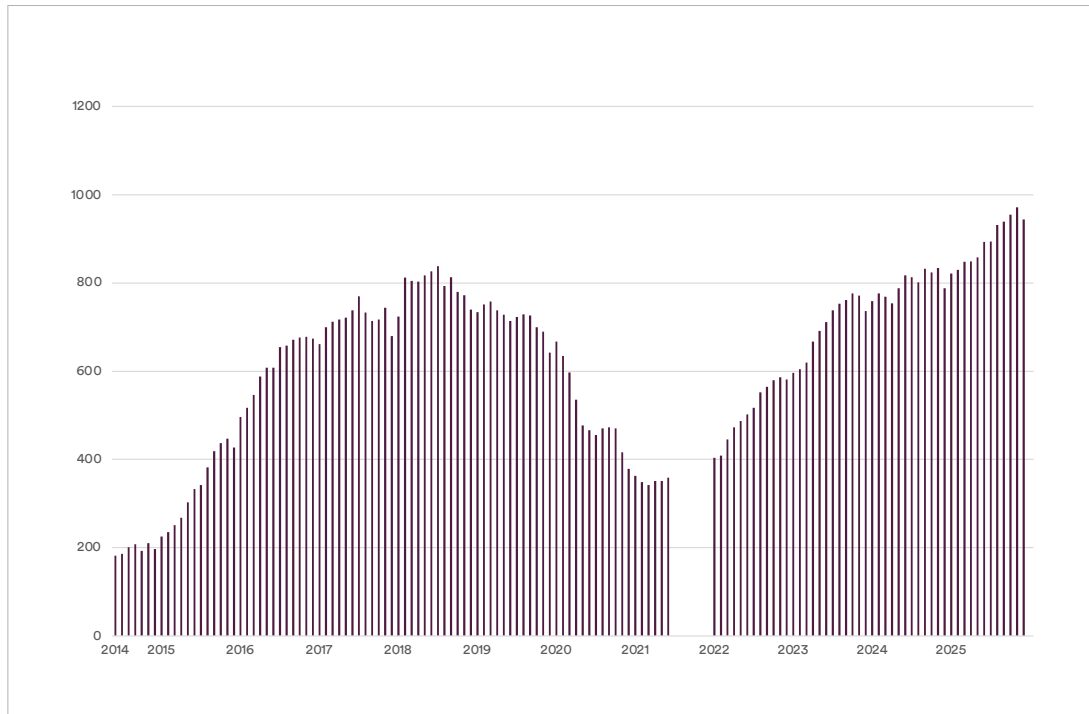


Figure 21: Adult Individuals with Dependent Children in ETHOS Light 3 Accommodation in Dublin, 2014-2025

Figure 21 shows the number of one-parent households in ETHOS Light 3 accommodation in the Dublin region between 2014 and 2025. Between mid-2014 and mid-2019 the numbers of such households increased from 200 to over 800, but consistent with the overall decline in family homelessness between 2019 and 2021, the number of such households declined to less than 400 in mid-2021. From 2022 onwards, the number of lone-parent households in the Dublin region consistently increased, with 944, or 56% of all one-parent households nationally, in ETHOS Light 3 accommodation in the third week of December 2025.

Figure 22 shows the number of one-parent households in ETHOS Light 3 accommodation in the South-West region between 2014 and 2025. Between mid-2014 and mid-2019 the numbers of such households increased from 10 to over 94, but consistent with the overall decline in family homelessness and similar to the trend in the Dublin region between 2019 and 2021, the number of such households declined to 27 in January 2021. From 2022 onwards, the number of lone-parent households in the South-West region consistently increased, with 66, or 4.7% of all one-parent households nationally, in ETHOS Light 3 accommodation in the third week of December 2025.

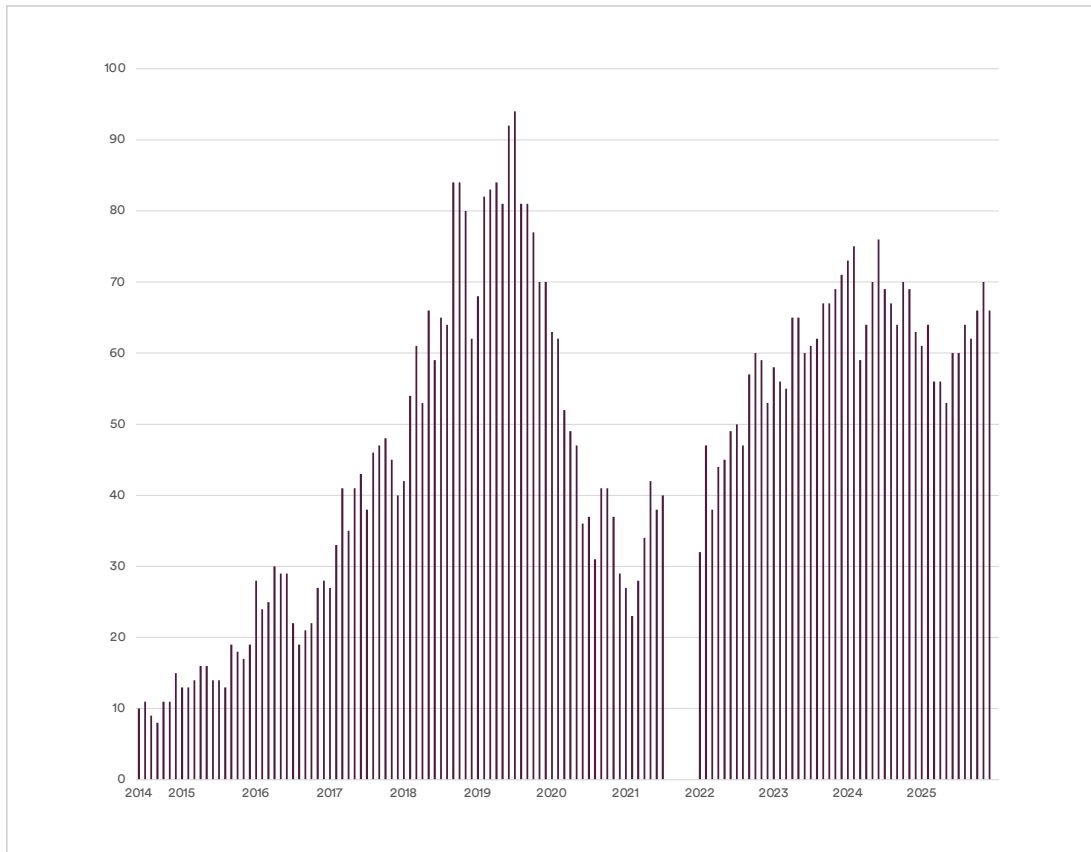


Figure 22: Adult Individuals with Dependent Children in ETHOS Light 3 Accommodation in the South-West, 2014-2025⁶

⁶ Data on one-parent households was not published August-December 2021

Couple Households without Children

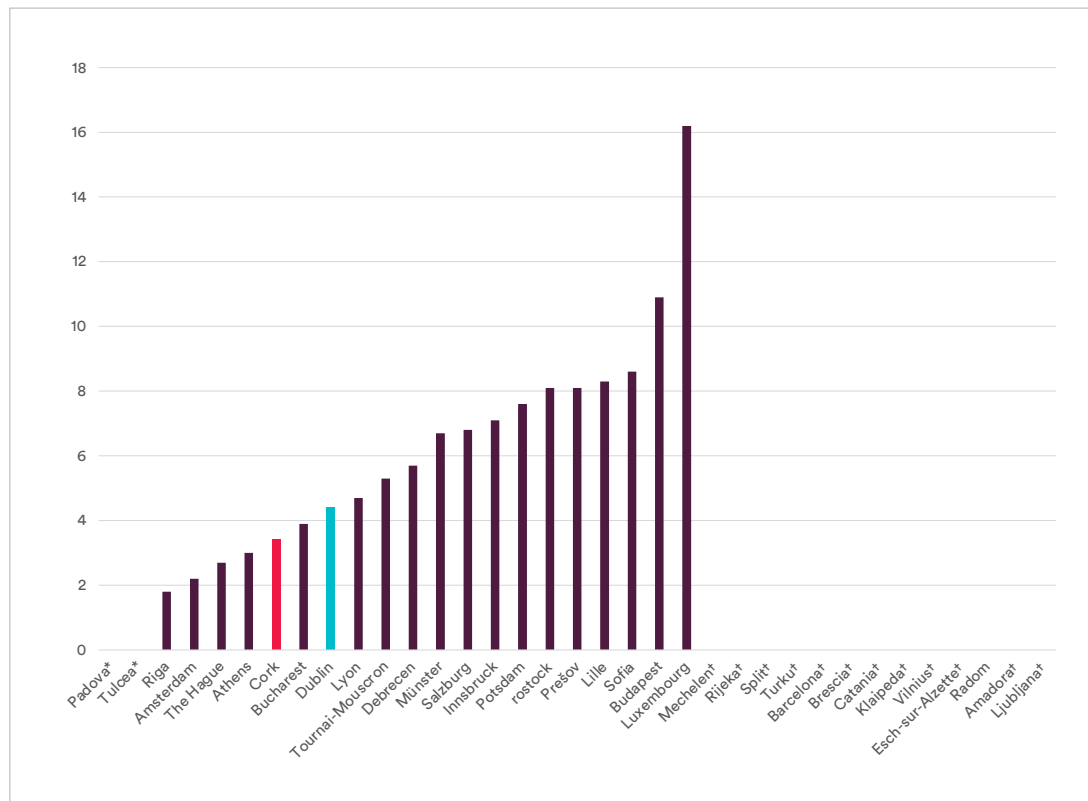


Figure 23: Adult Couples Without Children as a Percentage of all Households in ETHOS Light 1-3, 2025

Figure 23 shows that the proportion of households comprised of couples without children is low across all participating cities and is <10 or zero in some cities. The results show that the proportion of these households in Cork and Dublin is 3.4% and 4.4% respectively. As noted above, couples without children are reported as single person households in official Irish statistics but these were disaggregated in the EHC.

Figure 24 shows a relatively higher proportion of ‘couple with children’ households or families in Dublin, where 19.3% of these households were captured in the EHC while there were 11.4% of these households in Cork.

Again, these results may be related to the provision of, and access to particular services as well as underlying homelessness patterns. No published time-series data is available on couple households with no children.

* City with reported findings of zero † City with reported findings of <10

Couples with Children

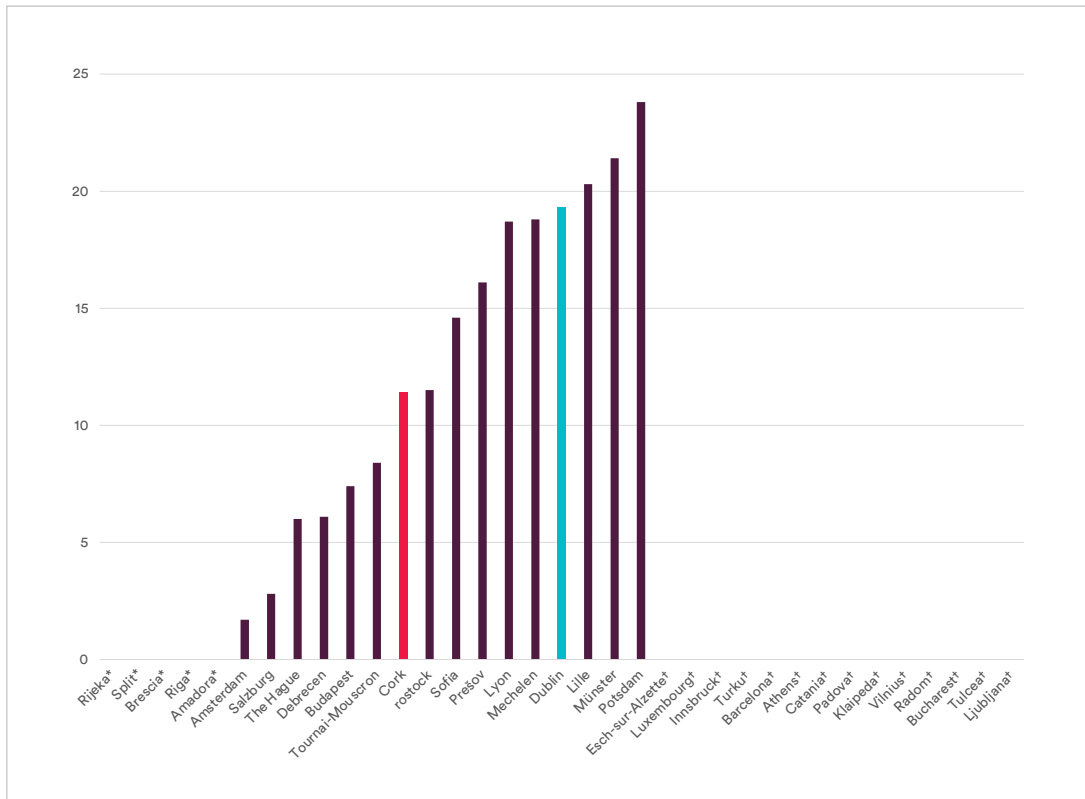


Figure 24: Couples with Children as a Percentage of all Households in ETHOS Light 1- 3, 2025

* City with reported findings of zero † City with reported findings of <10

Time-Series of Adult Couples with Children in ETHOS Light 3 Accommodation in the Dublin and the South-West Regions, 2014–2025

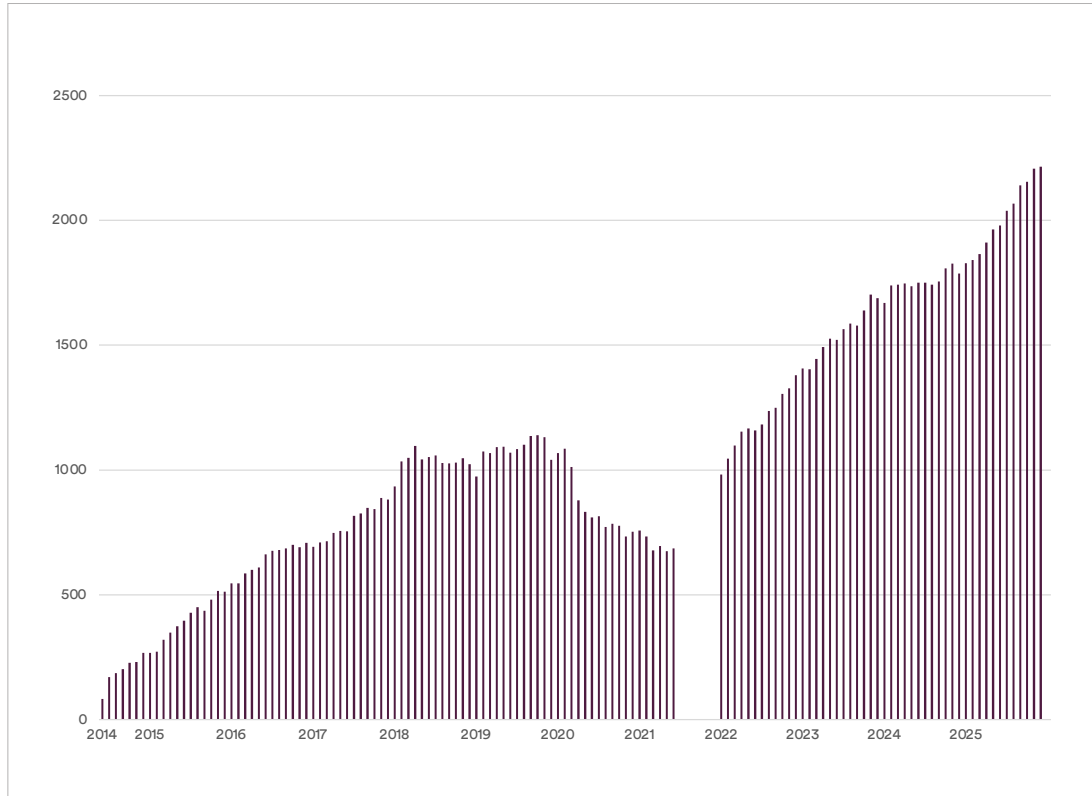


Figure 25: Adult Couples with Dependent Children in ETHOS Light 3 Accommodation in Dublin, 2014-2025⁷

Figure 24 shows the trend in the number of adult couples with children in ETHOS Light 3 accommodation in the Dublin Region. From a low base of less than 100 such households in mid-2014, the number had exceeded 1,000 households by early 2018 and then dropped to less than 700 households in early 2021. From 2022 onwards the number of couples with children increased steadily each month with 2,215 such households in ETHOS Light 3 accommodation in December 2025.

In the case of South-West Region, there were no couples with children recorded in ETHOS Light 3 accommodation in 2014, but from early 2015 onwards the numbers increased with over 600 such households recorded in early 2019, and similar to the trends in the Dublin region, dropped rapidly during the Covid-19 period to less than 20 households in early 2021 (see Figure 26). With a number of peaks and troughs, by December 2025, there were 103 couples with children in ETHOS Light 3 accommodation in the South-West Region.

⁷ Data is not available August 2021-January 2022

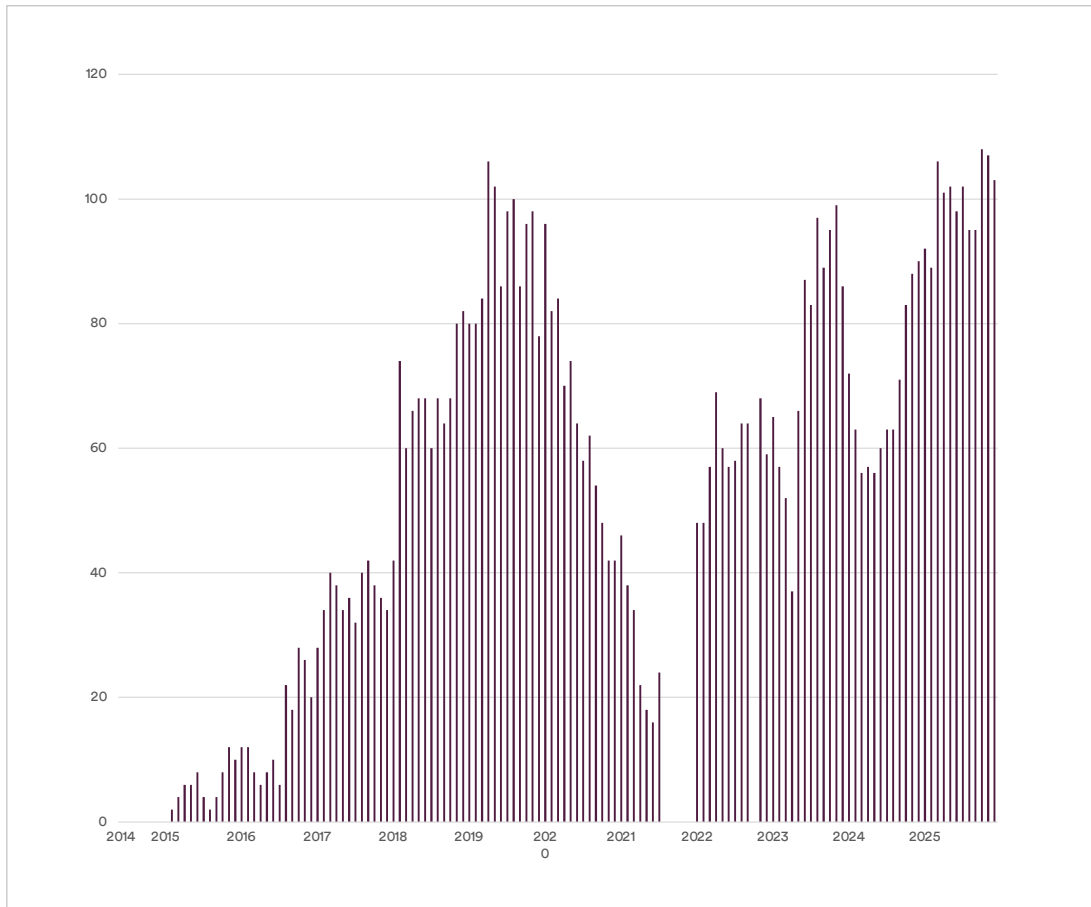


Figure 26: Adult Couples with Dependent Children in ETHOS Light 3 Accommodation in the South-West, 2014-2025⁸

⁸ Data on one parent households was not published in the second half of 2021

Age

The following charts show the age distribution of those captured in the EHC. While there were additional age categories in the EHC, these have been collapsed to align with the age categories presented in the DHLGH data.

18-24 year olds

There are large differences between cities in the proportions of youth homelessness or those under the age of 25 who are experiencing homelessness. Higher proportions are present in the Belgian, Dutch, French German and Irish cities (see figure 27). The rate of youth homelessness is higher in Dublin at 18.1% compared to Cork where it is 13.9%.

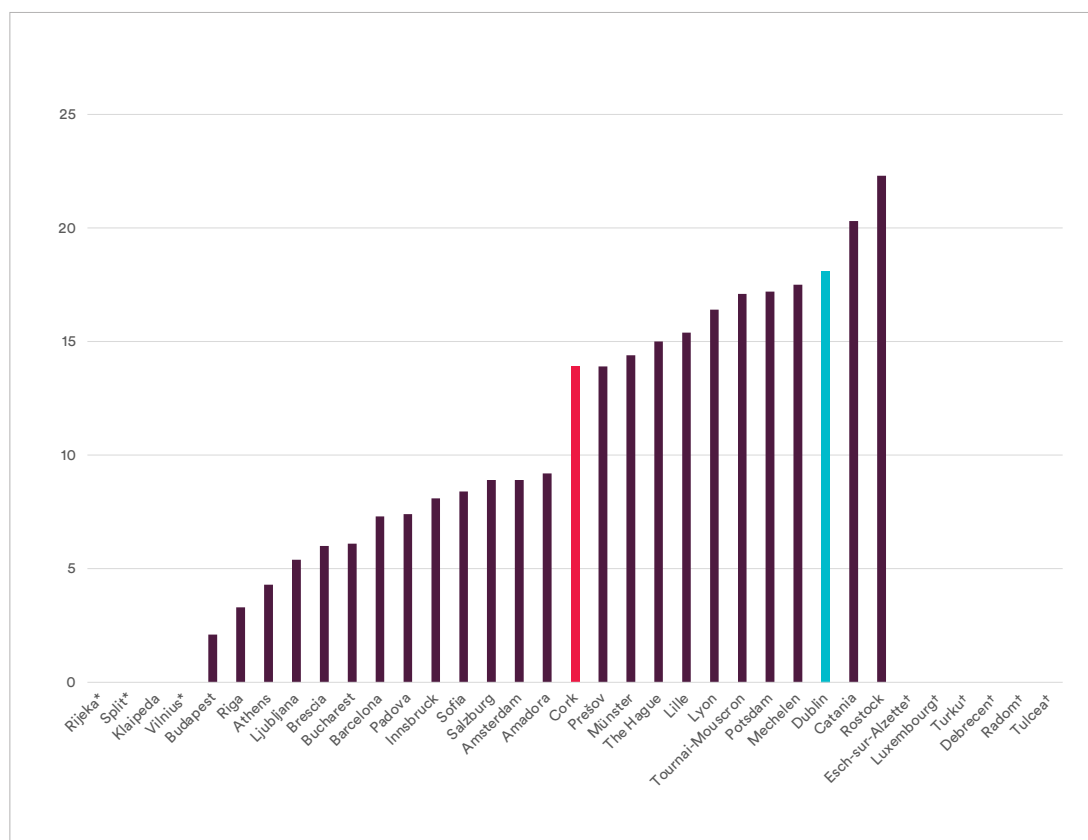


Figure 27: 18-24 Year-Olds as a Percentage of all Adults in ETHOS Light 1-3, 2025

25-64 year olds

Figure 28 shows a strong concentration of the 25 - 64-year-old age category across most cities whereas some Central and Eastern European cities show particularly high proportions of older persons (64+), see figure 29.

65+

Cork City and the Dublin region have notably low rates of older person homelessness in contrast to other participating cities, with 2% and 2.4% of PEH falling into this category respectively.

* City with reported findings of zero † City with reported findings of <10

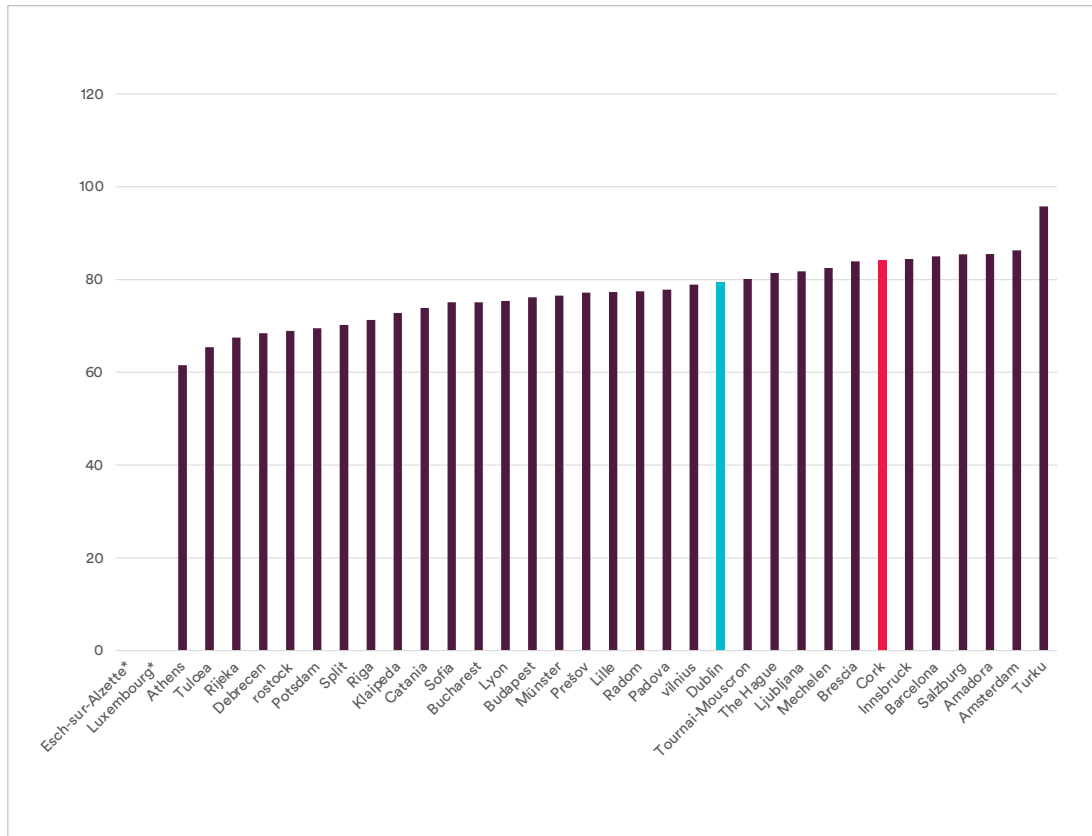


Figure 28: 25-64 Year-Olds as a Percentage of all Adults in ETHOS Light 1- 3, 2025

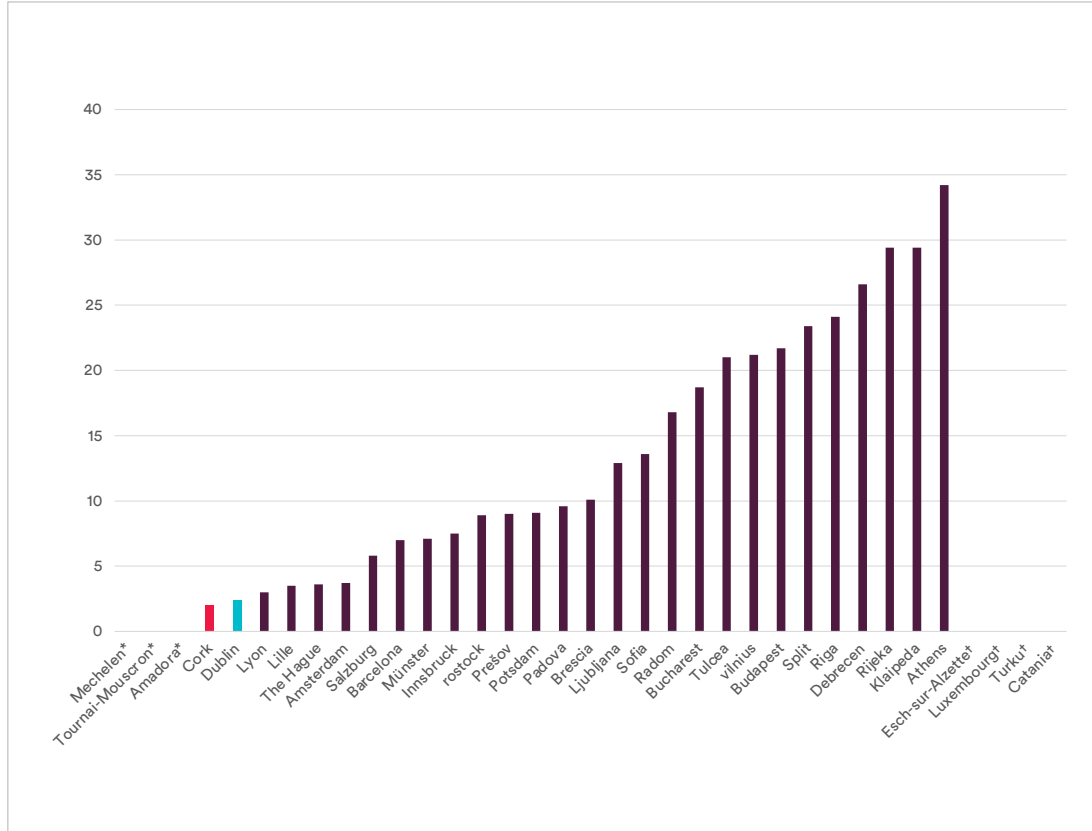


Figure 29: 65+ as a Percentage of all Adults in ETHOS Light 1-3, 2025

* City with reported findings of zero † City with reported findings of <10

Time-Series of Adults in ETHOS Light 3 Accommodation Only by Age in the Dublin and the South-West Regions, 2014–2025

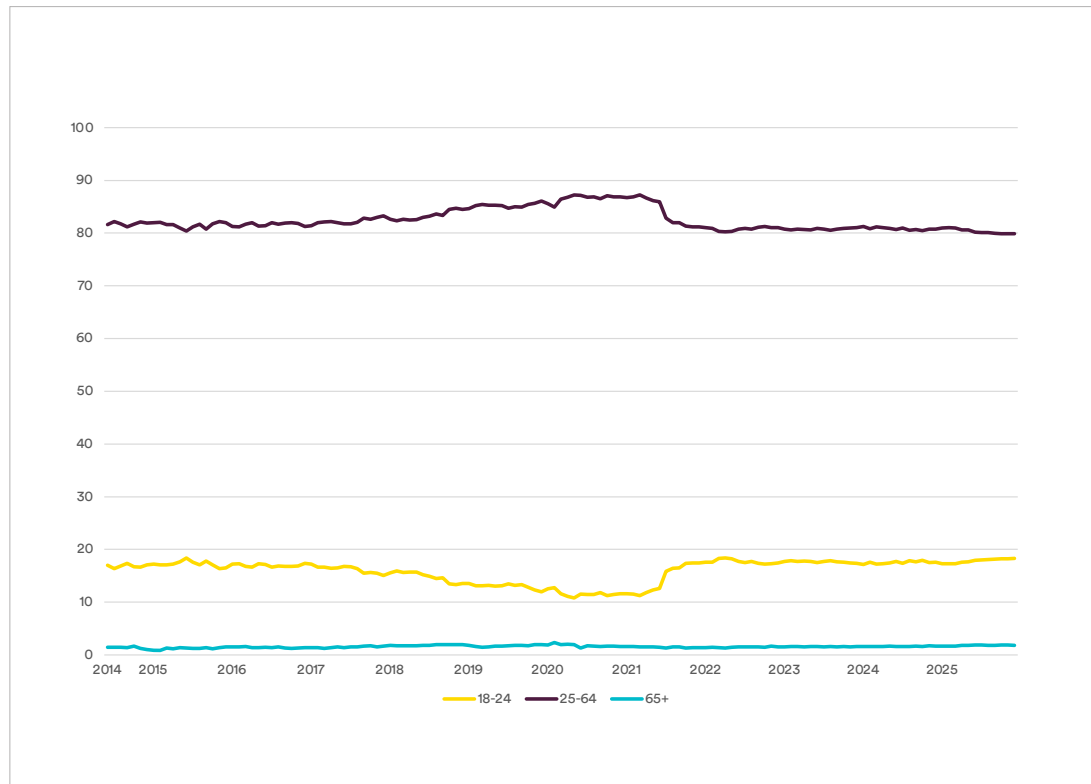


Figure 30: Age Profile of Adults in ETHOS Light 3 Accommodation in Dublin, 2014-2025

Figure 30 shows the age profile of those in ETHOS Light 3 accommodation only in the Dublin region at a point-in-time between mid-2014 and the end of 2025. 25-64 year olds make up the majority of adults in ETHOS Light 3 accommodation in the Dublin region, at 79.9%, followed by those aged 18-24 at 18.3%. The 65+ category is the smallest age category, at 8% in December 2025. Overall, the age profile in the Dublin region shows remarkable consistency over the 11-year period.

Figure 31 shows the age profile of all adults in ETHOS Light 3 accommodation only in the South-West region at a point-in-time between mid-2014 and the end of 2025. 25-64 year olds make up the majority of adults in ETHOS Light 3 accommodation in the South-West at 84% in December 2025, followed by those aged 18-24 at 13.1%. The 65+ category is the smallest age category, at 2.8%. As is the case in the Dublin region, the age profile in the South-West region shows remarkable consistency over the 11-year period.

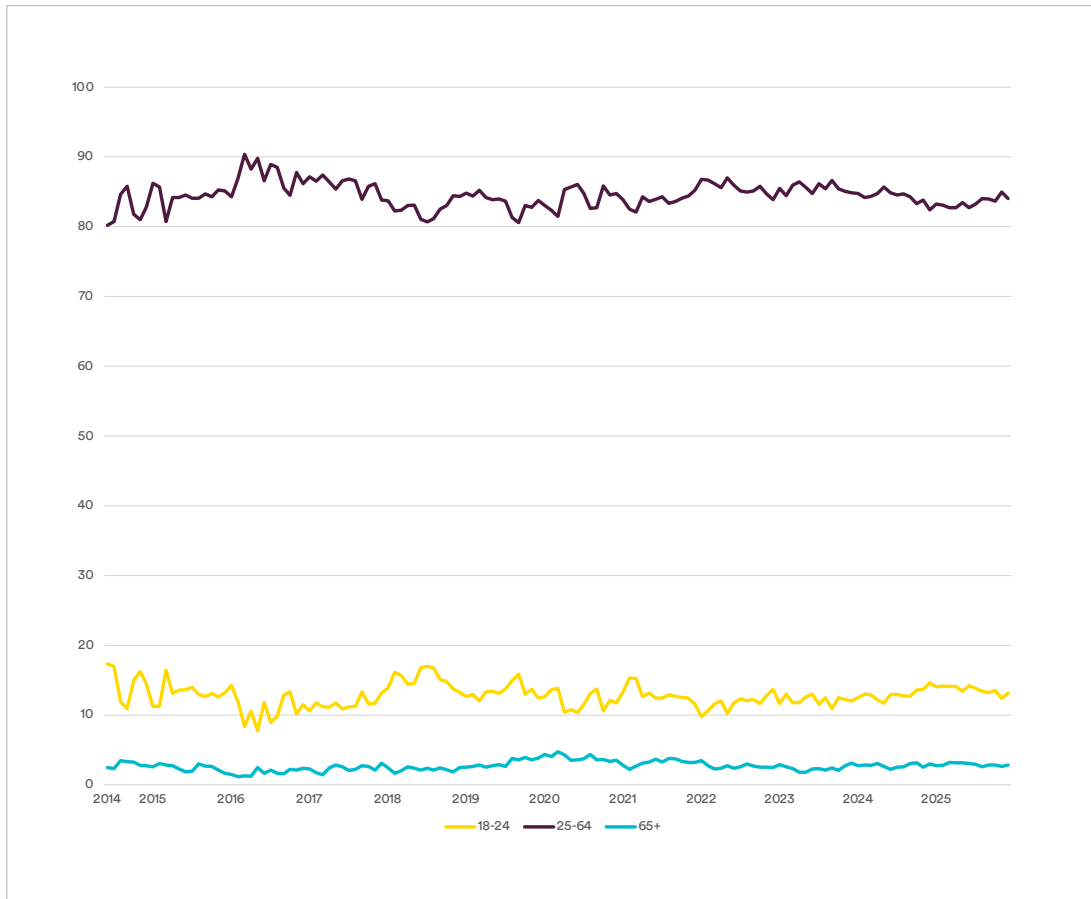


Figure 31: Age Profile of Adults in ETHOS Light 3 Accommodation in the South-West, 2014-2025

References

Baptista, I., Benjaminsen, L. and Pleace, N. (2015) ‘Comparative discussion of the operation of local connection rules’ in Local Connection Rules and Access to Homelessness Services in Europe. Brussels: EOH Comparative Studies on Homelessness No. 5. Available at <https://www.feantsa.org/files/Observatory/Comparative-Studies/5/Comparative-Studies-5-Full-Report.pdf>

Benjaminsen, L., Dhalmann, H., Dyb, E., Knutagard, M., Lindén, J. (2020) ‘Measurement of Homelessness in the Nordic Countries’, European Journal of Homelessness, Vol 14(3), pp. 149–170. https://www.feantsa.org/files/Observatory/Journals/Volume-14/V14-3/EJH_14-3_A7_web2.pdf

Bretherton, J. and Mayock, P. (2021) Women’s Homelessness: European Evidence Review (Brussels: FEANTSA).


Hermans, K., Demaerschalk, E., Mertens, N. and Teller, N. (2026) European Homelessness Counts; Final Report Year 2 (Brussels: European Commission).

Mayock, P. and Sheridan, S. (2012) Women’s ‘Journeys’ to Homelessness: Key Findings from a Biographical Study of Homeless Women in Ireland. Women and Homelessness in Ireland, Research Paper 1. (Dublin: School of Social Work and Social Policy and Children’s Research Centre, Trinity College Dublin).

O’Sullivan, E., Curran, H., Byrne, E. and M. Allen (2024) COVID-19 and Trends in Homelessness in Ireland, In Johnson, G., D. Culhane, S. Fitzpatrick, S. Metraux and E. O’Sullivan (Eds) (2024) Research Handbook on Homelessness (Cheltenham: Edward Elgar)

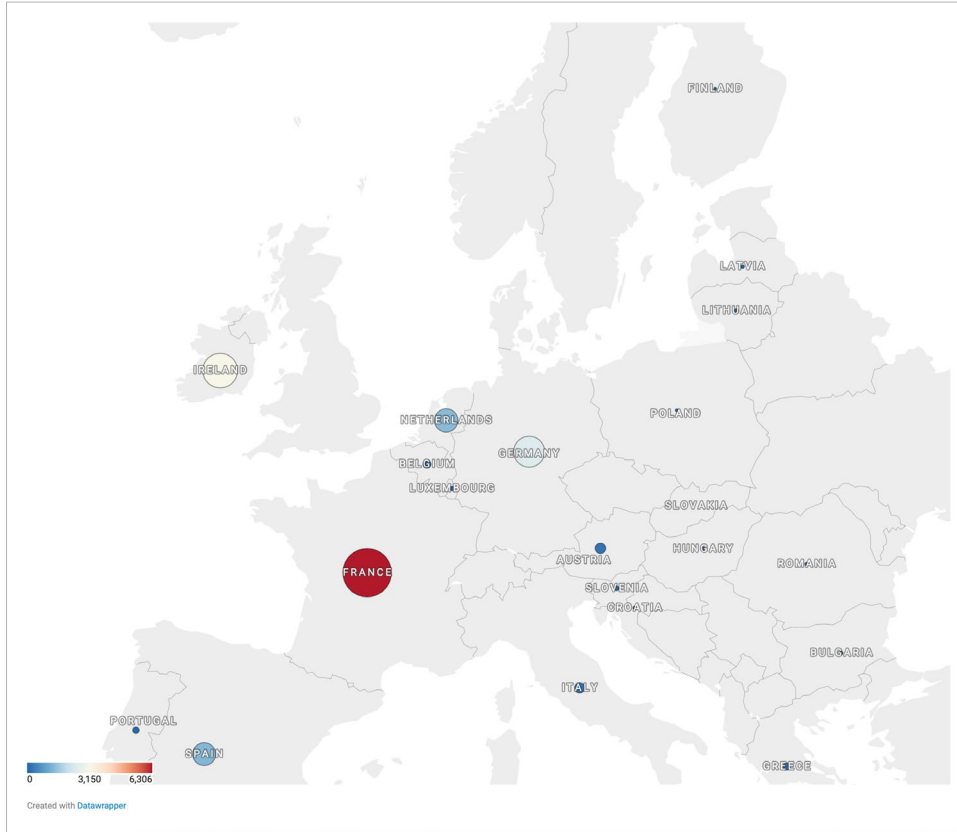
Appendices

Appendix 1 ETHOS Light Harmonised Definition of Homelessness (FEANTSA)

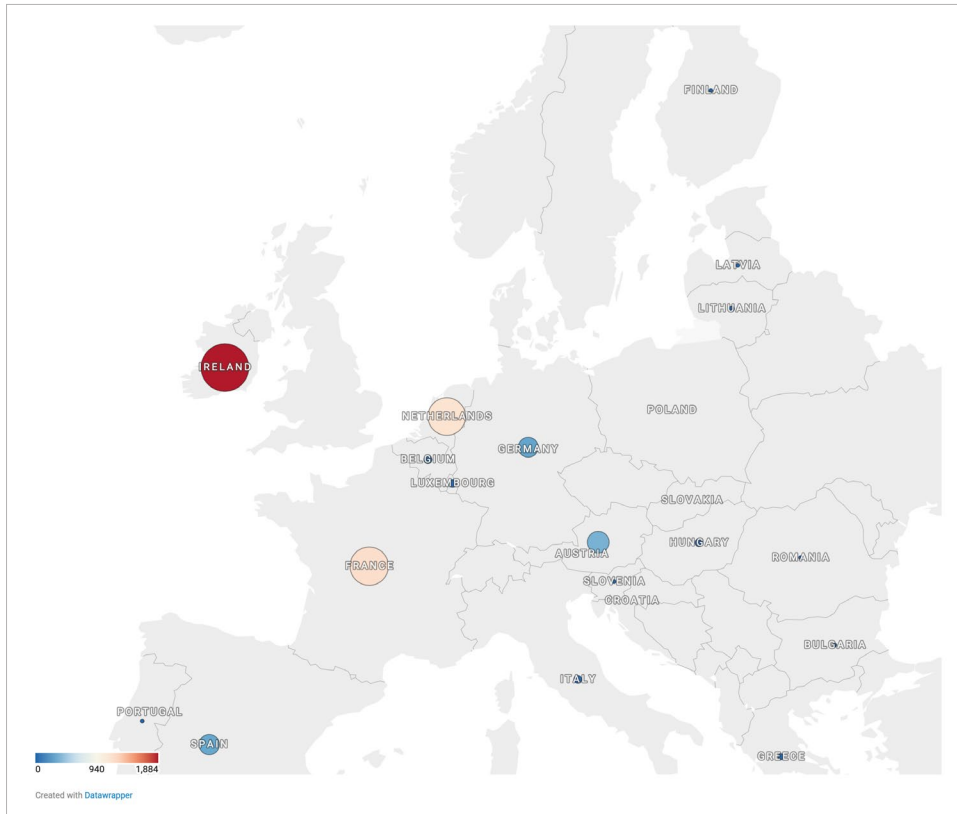
 EUROPEAN TYPOLOGY OF HOMELESSNESS AND HOUSING EXCLUSION	
1	People living rough in the streets of public spaces without shelter.
2	People in emergency accommodation who move frequently between various accommodation such as overnight shelters.
3	People in homeless accommodation where stay is time limited, e.g. homeless hostels, temporary accommodation (with / without support), refuges for domestic violence.
4	People in institutions , e.g. hospital or prison for longer than necessary because they have no housing prior to discharge or who will be released into homelessness.
5	People in unconventional dwellings due to lack of housing, e.g. mobile homes or caravans on illegal campsites, non-conventional or temporary buildings
6	People living temporarily with family or friends due to lack of housing

See <https://www.feantsa.org/files/Home/ETHOS/PDFS/ETHOS-Light.pdf> for further information

Appendix 2 EU Citizenship Homelessness Levels, EHC 2025



Appendix 3 Non-EU Citizenship Homelessness Levels, EHC 2025



Oona Kenny was seconded from the Housing Agency as the Irish Lead for the European Homelessness Count Research.

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

Aisling McGovern is Research Officer in Focus Ireland.

Mike Allen is Director of Advocacy in Focus Ireland.

The views expressed in this report are those of the author(s) and do not necessarily represent those of The Housing Agency.

The EHC research used in this report was funded by the European Union, which is separate to the Focus on Homelessness Series.

Publication date June 2026

ISBN 978-1-9193717-1-9

FOCUS
Ireland



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



Funded by
the European Union

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

Registered Charity
CHY 7220

FOCUS
Ireland