

# New families entering emergency accommodation in the Dublin region, years 2020- 2023



**Feidhmeannacht um Dhaoine ar Easpa**  
**Dídine Réigiún Bhaile Átha Cliath**  
Dublin Region Homeless Executive

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# Acknowledgements

On behalf of the Dublin Region Homeless Executive, I would like to acknowledge and thank Pathie Maphosa and her team for their research and work in preparing this report. This report focuses on families entering emergency accommodation in the Dublin region between 2020-2023, it follows the previous report in 2019 and helps provide essential insight into the factors that lead to families experiencing homelessness and their pathway out of homelessness



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### Abbreviations

DRHE – Dublin Region Homeless Executive  
EA – Emergency Accommodation  
HAP - Housing Assistance Payment  
LA – Local Authority



# 1.0 Introduction

This research provides context on families that became homeless during the period 2020 – 2023. Family homelessness continues to be a feature of homelessness in the Dublin region as evidenced by the number of households entering homelessness for the first time each month.

Reasons for family homelessness have included but not been limited to tenancy loss in the private rented sector, relationship breakdown in family settings or between partners, overcrowding and lack of sufficient funds to meet rent costs. At the root of a majority of presentations is the structural issue of lack of affordable housing.

Over the years, the government has implemented various action plans and strategies to address homelessness in Ireland (Baptista et al, 2022, page 21).<sup>1</sup> Informed by national policy, the Dublin Region Homeless Executive (DRHE) has continued to plan and implement ways of preventing and addressing homelessness in alignment with government goals as evidenced by the region's three-year action plans<sup>2,3</sup>.

In 2016, the DRHE began using the homeless administrative data to produce reports on families becoming homeless for the first time in the Dublin region. The administrative data provides an opportunity to understand issues contributing to family homelessness and a number of reports have been published to this effect since.<sup>4,5,6</sup>

## 2.0 Research Objective

The main objectives of this report are to:

- Determine the scale of new family entries into emergency accommodation during the period 2020 – 2023
- Analyse the reasons for homelessness provided at point of entry and demographics
- Review exits to tenancy in the same year of entry and duration of homelessness
- Provide eight-year trends data on family homelessness between 2016-2023

*Reviewing the data across the years and including previously published data enables analysis of any new emerging trends or any deviations from known patterns.*

## 2.1 Methodology

This research uses local authority administrative data on new families who entered homelessness in the period 2020 – 2023 in the Dublin region. The data is collected during the assessment process and entered on the homeless database, (PASS) then downloaded for analysis. The analysis follows the same method established in previous DRHE published research on family homelessness for the years 2016 – 2019.<sup>7,8,9</sup>

Following methodology used in previous research, the new families' datasets collated each month for the period 2020 to 2023 were merged into yearly datasets and any duplicates were removed. The anonymous family household number auto-generated within PASS was used as the primary identifier for each household unit. For demographics such as age, gender and citizenship, the primary key identifier was each unique adult client's identifier known as PASS id. on the homeless database. The datasets were thereafter analysed using the Excel statistical package.

<sup>1</sup> Baptista, Isabel, Culhane, Dennis, Pleace, Nicholas, O'Sullivan Eoin (2022) From Rebuilding Ireland to Housing for All: International and Irish lessons for tackling homelessness Research Report. Focus Ireland Dublin. Page 21, Table 1.

<sup>2</sup> Dublin Region Homeless Executive (2019) The Homelessness Action Plan Framework for Dublin, 2019-2021. Dublin: Dublin Region Homeless Executive (DRHE)

<sup>3</sup> Dublin Region Homeless Executive (2022) Homelessness Action Plan 2022-2024 A Framework for Dublin, Dublin: Dublin Region Homeless Executive (DRHE)

<sup>4</sup> H, Morrin & B, O'Donoghue Hynes (2018), A report on the 2016 and 2017 families who experienced homelessness in the Dublin Region. Dublin: Dublin Region Homeless Executive (DRHE)



## 2.2 Research Limitations

The research is based on administrative data collected by staff in each local authority. There can be inconsistencies in collecting the data particularly in relation to reason for homelessness with some records having missing data. Length of time experiencing homelessness prior to presentation is unknown and limits our understanding of other living situations experienced before contacting the local authority. The local authority only documents the reason provided at the point of assessment. This research is based on data extract from PASS at a point in time, any changes thereafter are not accounted for.



## 2.3 Report Outline

The remainder of report is divided into two parts. Part 1 provides an in-depth analysis of new family entries into homelessness in the Dublin region in years 2020 – 2023. Part 2 amalgamates the data with 2016-2019 data to provide trends in new family entries in the period 2016 – 2023.



<sup>5</sup> H. Morrin (2019), A profile of families experiencing homelessness in the Dublin Region: 2016-2018 families. Dublin: Dublin Region Homeless Executive (DRHE)

<sup>6</sup> Z. Matthews (2022). A profile of families experiencing homelessness in the Dublin Region, 2019. Dublin Region Homeless Executive (DRHE)

<sup>7</sup>Morrin, H. and O'Donoghue Hynes, B. (2018) A report on the 2016 and 2017 families who experienced homelessness in the Dublin Region. Dublin: Dublin Region Homeless Executive (DRHE)

<sup>8</sup>Morrin, H. (2019) A profile of families experiencing homelessness in the Dublin Region: 2016–2018. Dublin: Dublin Region Homeless Executive (DRHE).

<sup>9</sup>Matthews, Z. (2022) A profile of families experiencing homelessness in the Dublin Region, 2019. Dublin: Dublin Region Homeless Executive (DRHE)





# **Trends on new family entries into homelessness**

**2020-2023**

# Summary Key Homeless Statistics 2020-2023

## Family entries into homelessness

› **3,152 families and 6,245 dependents became homeless for the first time in the Dublin region in the period 2020 – 2023** a decrease of 21% compared with entries in the period 2016 – 2019.

› Covid19 moratoriums on evictions and rent increases had an effect on the number of families that became homeless between 2020 and 2023.

- On average 66 new families entered homelessness each month, this average was lower than in the period 2016 – 2019 (84 new families)
- During 2020 and 2021 (the pandemic years), there was slight deviation from the known seasonal pattern of homeless entries. Entries in December 2020 increased by 7.1% and decreased in January 2021 by 10% converse to known trends. Entries also decreased in July of both years – contrary to known seasonal trends.

## Reasons for homelessness

› **NOTs accounted for 28% of all reasons for homelessness in the period 2020 – 2023**

- NOTs due to landlords selling properties were the in the majority, at an average of 38% of all NOTs in the period 2020 - 2023.
- NOTs relating to rent arrears averaged 13%, followed by NOTs relating to landlord requiring property for their own use (12%) and NOT – unsuitable accommodation (9%).
- Type of NOT was not indicated for 15% of NOTs
- Remainder various types of NOTs below five percent each accounted for 13% when combined.

› **Family circumstances accounted for 37% of all reasons for homelessness in the period 2020 – 2023**

- Relationship breakdown with parents accounted for 60% of family circumstances, followed by relationship breakdown with other family members (15%), other family circumstances (14%) and relationship breakdown with partner (12%).

› **'Other reasons' for homelessness accounted for 36% of reasons for homelessness in the period 2020 – 2023**

- Overcrowding had the highest average percentage in this category at 31.6% followed by new arrivals from abroad at 20.6%, domestic violence at 14.3% and family reunification at 6.6%. Remainder reasons had percentages under five percent and combined total of 27%.



# Summary Key Homeless Statistics 2020-2023

## Demographics

- › On average **61% of new households were lone parents** and this has been the trend over the last eight years in the region.
- The lone parents were predominantly female at an average of 93%.
- Although relatively small, there was an increase in male-headed lone parents. The percentage of this cohort went from 5% in 2020 to 10% at the end of year 2023
- › Gender analysis showed that **69% of overall parents were female**. This corresponds with the high percentage of female lone parents.
- › Majority of new families (**48%**) in the period 2020 – 2023 had one child.
- › New parents were predominantly Irish (**51%**), with 30% from the EU (EEA) and 19% of non-EU citizenship.
- Percentage of parents of non-EU citizenship increased each year and more than doubled from 12% in 2020 to 26% at the end of 2023.
- › Majority (**62%**) of parents were in the age range **25 – 44 years**.

## Exits from EA in the same year of entry

- › Of all new family entries, on average **28% successfully exited EA to a tenancy in the same year of EA entry**.
- 75% of the tenancies were achieved through Homeless HAP
- **85% of families moving to tenancy were small size** (61% had one child and 24% had two children).
- › Further **12% new families exited without tenancy** and did not return to EA.
- Of these, 46% did not provide a reason at exit, 24% returned to family, 26% relocated to another country/Region and the remainder 4% exited for other reasons.

## Families remaining in EA post year of entry

- › Majority (**60%**) of the new families remained in EA past their year of entry in the period 2020 - 2023.
- Year 2020 had the lowest percentage of new families remaining in EA post year of entry (39%). Thereafter more than half of the family entries in each year remained in EA, 53% in 2021, 71% in 2022 and 72% in 2023.





### 3.0 New family presentations 2020 – 2023

The following section provides details of new families that entered emergency accommodation each month in the Dublin region during the period 2020 – 2023 and forms the basis of this report.

3,152 new families and 6,245 dependents became homeless for the first time in the Dublin region in the four-year period, 2020-2023. Of the dependents, 5,883 were children under 18 and 362 were adult dependents.

In 2020, families entering homelessness (n=694) declined by 32% compared to 1,022 families that became homeless in 2019. Thereafter families entering homelessness increased year on year to the end of year 2023.

Table 1: New families entering emergency accommodation each month, 2020 - 2023

YEAR	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	TOTAL	%
2020	94	80	40	14	25	59	55	76	71	64	56	60	694 <sup>10</sup>	-32.1%
2021	54	47	53	78	62	78	64	78	63	66	64	39	746 <sup>11</sup>	7.5%
2022	74	80	91	80	64	69	79	78	63	58	62	49	847	13.5%
2023	57	62	84	79	81	74	75	81	82	63	84	43	865 <sup>12</sup>	2.1%
TOTAL	279	269	268	251	232	280	273	313	279	251	266	191	3152	



<sup>10</sup> Total varies from the reported total of 699 new families reported across the 12 months. When data was reviewed for research purposes, five families did not show up to the offered accommodation. Affected month were March (two families), July (one family), August (two families).

<sup>11</sup> Total varies from previously reported total of 749 new families across the 12 months. Three duplicate families were identified and removed. The affected months were April, September and December – all reduced by n1.

<sup>12</sup> Total varies from reported total of 867 new families across the 12 months. Two duplicate families were identified and removed. The affected months were August and November – all reduced by n1.

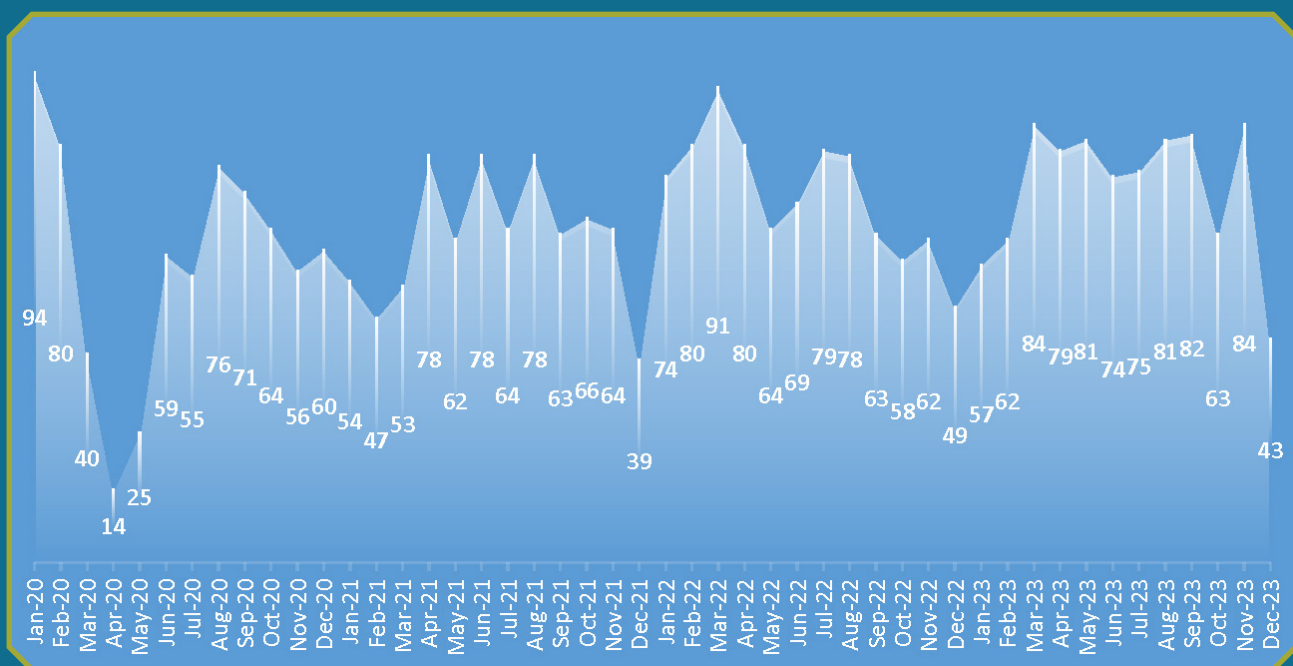
### 3.1 Seasonality in new presentations 2020 – 2023

In the period 2020 – 2023, slight deviations from the known pattern of entries into homelessness were evident. There was an increase of 7.1% in family entries in December 2020, instead of expected seasonal decrease in that month. Similarly, new entries decreased by 10% in January 2021 converse to an expected increase that month.

The variations were related to Covid-19 measures in place at the time. Thereafter, the entries reverted to known pattern of decreases in December and increases in January for the years 2022 and 2023.

A significant decrease of 65% in the number of new family entries was recorded in April 2020 (14 families), the lowest number of entries ever recorded since 2014. Covid19 restrictions on population movement implemented on the 27<sup>th</sup> of March 2020 played a role in the reduction of new entries.

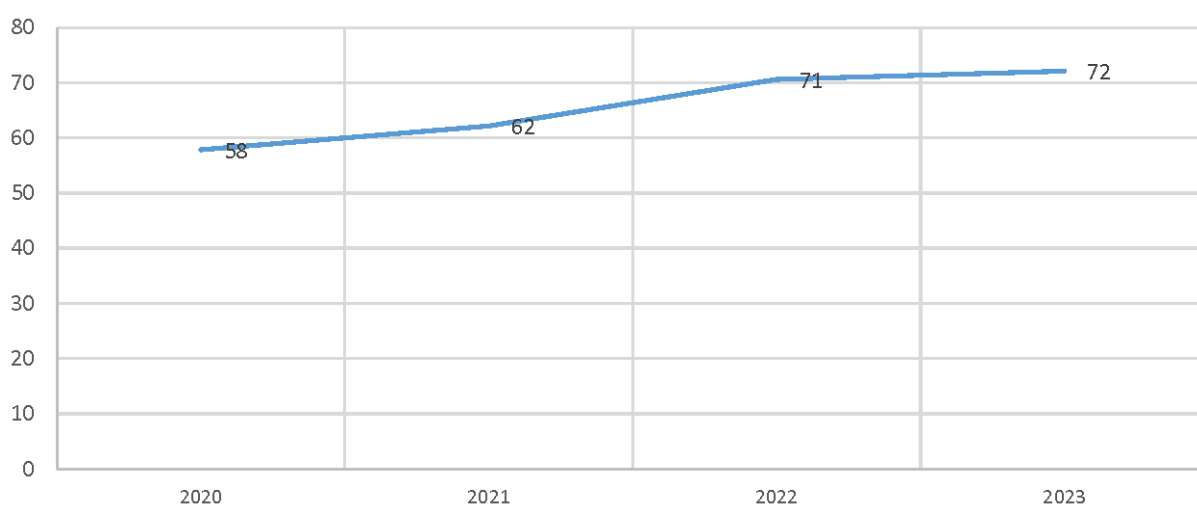
Figure 1: Trend in new families entering emergency accommodation by month, 2020 - 2023



## 3.2 Average new presentations per month 2020 – 2023

Year 2020 had the lowest average of new entries into homelessness. The decline is partially attributable to the Covid19 pandemic restrictions. The monthly average increased thereafter and had risen by 24% at the end of year 2023.

Figure 2: Monthly average for new families entering emergency accommodation, years 2020 - 2023



## 3.3 Summary

A total of 3,152 families entered homelessness in the period 2020 – 2023, a 21% decrease on the preceding four years (2016 – 2019) when 4,012 families entered homelessness.

During 2020 and 2021 (the pandemic years), there was a slight deviation from the known seasonal pattern of homeless entries before reverting to known pattern in 2022 – 2023.

In the period 2020 – 2023, the average number of new families entering homelessness each month increased each year. The monthly average was lowest in year 2020 (58 new families) which was an outlier due to the impact of

the Covid19 pandemic and the measures put in place at the time. In 2023 the monthly average (n=72) was 24% higher than the 2020 average.

The next section provides a comprehensive analysis of the reason for homelessness data provided by the new families.

## 4.0 Reasons for homelessness 2020-2023

This chapter details reasons for homelessness provided by the 3,152 new families who entered emergency accommodation in the years 2020 – 2023. There are three primary reasons available on PASS

- 'Family circumstances',
- 'Notice of Termination (NOT)' (from private rented accommodation)'
- 'Other reasons'

In addition, staff select sub-headings under these primary headings in PASS, which facilitate a more detailed review of the data. A reason for homelessness was recorded on PASS for 97.5% or 3,073 new families and these informed the reason for homelessness analysis. Data was unavailable for 2.5% or 79 new families on PASS.



In 2020 and 2021, 'family circumstances' were the primary reason for homeless presentations for 52.2% and 40.8% of families, respectively. Family circumstances decreased to the lowest levels ever recorded in this category, to 26.5% in 2022 and 26.8% in 2023.

The percentage of 'NOTs' were 21.2% and 18.7% for the years 2020 and 2021 respectively but increased to 36.7% in 2022, and 33.8% in 2023. The low figures in 2020 and 2021 were linked to the Covid19 moratorium on evictions, which was introduced during the pandemic. In 2022, NOTs increased by 18 percentage points to 36.7% compared with 2021 total of 18.7%, before decreasing to 33.8% in 2023.

In 2021, 'Other reasons' for homelessness increased significantly from 26.6% in 2020 to 40.5% as there was a rise in families who reported having either no income source, were new arrivals from abroad or had insufficient funds to pay for private rented accommodation. In the period 2022 – 2023, 'Other reasons' was the primary category presented for family homelessness. The percentage was 36.9% in 2022 and 39.4% in 2023 (see Appendix 1 for a more detailed breakdown).

Table 2 shows the percentage breakdown of the reasons for family homelessness in each year over the four-year period 2020 – 2023<sup>13</sup>. Appendix 1 provides a detailed breakdown of the reasons for homelessness under each category for the years 2020 - 2023.

Table 2: Categories of reasons for family homelessness by percentage, 2020 - 2023

Reason for Homelessness 2020 - 2023				
Category of reason for homelessness	2020	2021	2022	2023
Family Circumstances	52.2%	40.8%	26.5%	26.8%
Other reasons	26.6%	40.5%	36.9%	39.4%
PR - Notices Of Termination (NOTs)	21.2%	18.7%	36.7%	33.8%
Total	100% (n=694)	100% (n=746)	100% (n=847)	100% (n=865)



## 4.1 Private Rented Sector Notices of Termination 2020-2023

A reason for the NOT served by landlords was recorded for the majority of families on PASS. NOTs served due to 'sale of property' was the most common reason recorded each year. It increased from 24.8% in 2020 to 37.3% in 2021 and 49.7% in 2022. Thereafter the percentage decreased by 10.5 percentage points in 2023 to 39.2%.

Table 3: Breakdown of Notices of Termination (NOTs) by NOT type, 2020 - 2023

Private Rented	Year 2020	Year 2021	Year 2022	Year 2023
NOT - Property to be Sold	24.8%	37.3%	49.7%	39.2%
NOT - Rent Arrears	10.3%	17.2%	8.9%	14.3%
NOT - Landlords Own or Family House	11.7%	11.9%	9.3%	16.8%
NOT - Unsuitable Accommodation	11.0%	9.7%	7.6%	9.1%
NOT - Anti Social Behaviour	2.1%	5.2%	1.7%	2.4%
NOT - Other	0.0%	3.0%	5.6%	1.4%
NOT - Substantial Renovations	3.4%	3.0%	4.3%	2.4%
NOT - First Six Months	3.4%	2.2%	1.3%	0.3%
NOT - Breach of Tenancy Obligations	0.0%	1.5%	2.0%	2.4%
NOT - New Part 4 Tenancy	0.0%	0.7%	0.0%	1.7%
NOT - Change of Use	0.0%	0.0%	0.3%	0.0%
NOT - Landlord Bankrupt / Receivership	0.7%	0.0%	0.0%	0.7%
NOT - License agreement ended	0.0%	0.0%	0.0%	0.7%
NOT - Unknown (General)	32.4%	8.2%	9.3%	8.4%
<b>Total NOTs</b>	<b>145</b>	<b>134</b>	<b>302</b>	<b>286</b>

## 4.2 Family circumstances 2020 – 2023

Relationship breakdown with parents was the main reason for homelessness presented by families under the family circumstances category through the years 2020 – 2023. The percentage decreased by 4 percentage points between 2020 and 2021 before increasing to 61.9% in 2022 and 67.4% in 2023.

Percentages of partner relationship breakdown also increased through the years 2020 – 2023 from 7.6% in 2020 to 18.5% in 2023 representing a 10.9% increase in families experiencing partnership conflict.

Other types of family circumstances decreased each

year from 23.5% in 2020 to 4.0% in 2023, representing a decrease of almost 20 percentage points presenting for this reason.

Percentages of relationship breakdown with other family members (excluding parents) varied. In 2020 12.3% of families reported relationship breakdown with other family member, the percentage increased to 22.2% in 2021 before decreasing to 14.2% in 2022, and 10.1% in 2023.

Table 4: Breakdown of Family Circumstances category, 2020 - 2023

Family circumstances	Year 2020	Year 2021	Year 2022	Year 2023
Relationship breakdown - parent	56.6%	52.6%	61.9%	67.4%
Family Circumstance - Other	23.5%	16.7%	12.4%	4.0%
Relationship breakdown - other family member	12.3%	22.2%	14.2%	10.1%
Relationship breakdown - partner	7.6%	8.5%	11.5%	18.5%
<b>Total</b>	<b>357</b>	<b>293</b>	<b>218</b>	<b>227</b>

<sup>13</sup>Records with missing reason for homelessness have been excluded from the calculation of percentages in the table. The percentages for missing reasons were 1%, 4%, 3%, and 2% for the years 2020, 2021, 2022, and 2023 respectively. Missing reasons arise when clients do not engage with the local authority for assessment or have left EA prior to the assessment taking place.

## 4.3 Other reasons for homelessness 2020 – 2023

The category 'Other reasons' reveals that there were growing number of other reasons for family homelessness. Since 2021, percentages in this category increased as previously shown in Table 2.

Overcrowding was the frequently stated 'other reason'; the percentages fluctuated starting with

35.7% in 2020 before decreasing to 27.1% in 2021. In 2022, the percentage rose to 32.6% before decreasing again to 30.8% in 2023.

All other remaining reasons also contributed to the overall increase in the 'Other reasons' for homelessness category.

Table 5: Breakdown of Other reasons for homelessness category, 2020 - 2023

Other Reasons provided	Year 2020	Year 2021	Year 2022	Year 2023
Overcrowding/Sofa surfing multiple addresses	35.7%	27.1%	32.6%	30.8%
Newly arrived from abroad - less than 6 months	19.8%	26.1%	20.4%	16.2%
Domestic Violence	10.4%	10.7%	18.1%	18.0%
Family Reunification	3.3%	3.4%	7.6%	12.0%
Victim of anti-social behaviour	4.9%	3.4%	3.6%	2.7%
Irish Resident Returning From Abroad	3.3%	2.1%	2.0%	3.0%
No Income Source	2.7%	9.6%	1.3%	0.6%
Insufficient Funds / Affordability of P.R.	1.1%	5.5%	5.6%	2.1%
Leaving Direct Provision	1.6%	3.1%	1.6%	3.6%
Leaving HSE childcare services	2.2%	0.7%	1.0%	0.6%
PR Other - Illegal Eviction	0.5%	2.1%	0.3%	2.7%
Illegal halting	0.5%	0.0%	0.0%	0.0%
Substance abuse	0.5%	0.3%	0.3%	0.9%
Leaving general hospital	1.1%	1.0%	0.0%	0.3%
Leaving Prison	0.0%	0.3%	0.0%	0.6%
Left informal tenancy	0.0%	0.7%	0.7%	3.6%
PR Other - Property Uninhabitable (Fire)	1.1%	1.4%	1.3%	0.9%
PR Other - Unsuitable Accommodation (No NOT)	1.1%	0.3%	2.0%	0.3%
PR Other - Asked to Leave Accommodation	4.9%	0.0%	0.0%	0.0%
PR Other - Left HAP Tenancy (No NOT)	0.0%	1.0%	0.3%	0.9%
PR Other - Property Repossessed	1.6%	0.7%	0.3%	0.3%
PR Other - Property to be Sold (No NOT)	0.0%	0.3%	0.3%	0.0%
PR Other - house raided by police	0.5%	0.0%	0.0%	0.0%
Transitioned from single to family (lone parent)	1.1%	0.0%	0.0%	0.0%
PR Other - left without reason	0.5%	0.0%	0.0%	0.0%
Entrenched Rough Sleeper	0.0%	0.0%	0.3%	0.0%
Presenting from outside Dublin region	1.1%	0.0%	0.3%	0.0%
<b>Other Reasons Total</b>	<b>182</b>	<b>291</b>	<b>304</b>	<b>334</b>

## 4.4 Summary

The reason for homelessness data for years 2020-2023 showed that there is no one specific consistent cause of family homelessness, pointing to the complexity of homelessness.

In the period 2020 - 2023, 'Other reasons' for family homelessness steadily increased in percentage to outnumber private rented issues and family circumstances by the end of year 2023.

NOTs due to landlords selling properties was the most common type of NOT served to families. The overall number of NOTs served decreased in 2020 and 2021, before increasing in 2022 and subsequently

decreasing again in 2023.

Within the category 'family circumstances', parental relationship breakdown was the primary reason for families becoming homeless in the period 2020 - 2023. However, the overall number of families presenting due to family circumstances declined in the period 2021 – 2023 compared to NOTs and Other reasons for homelessness.

The following section provides information on the demographics of the new families entering homelessness in the period 2020 – 2023.

## 5.0 Family Demographics 2020 - 2023

This section reviews demographic data for the new families who accessed emergency accommodation in years 2020-2023 to include analysis on family composition, gender, number of dependents, citizenship and age of new parents.

### 5.1 Family composition year 2020 - 2023

Analysis of the family composition of the 3,152 new families who entered homelessness in the period 2020 – 2023 showed that the majority of families were lone parents (61%). Apart from 2021, the percentage of lone parents entering homelessness for the first time in the period 2020 – 2023 exceeded 60%.

Table 6: Family composition by percentage, years 2020 - 2023

Family Compositions as %	2020	2021	2022	2023
Lone Parents	63%	58%	61%	63%
Couples	37%	42%	39%	37%
Total	100% (n=694)	100% (n=746)	100% (n=847)	100% (n=865)

Additionally, data showed that female lone parents were most vulnerable to homelessness at 93% of all lone parents. However, the percentage of male-headed lone parents (7%) increased in the period 2020 – 2023.

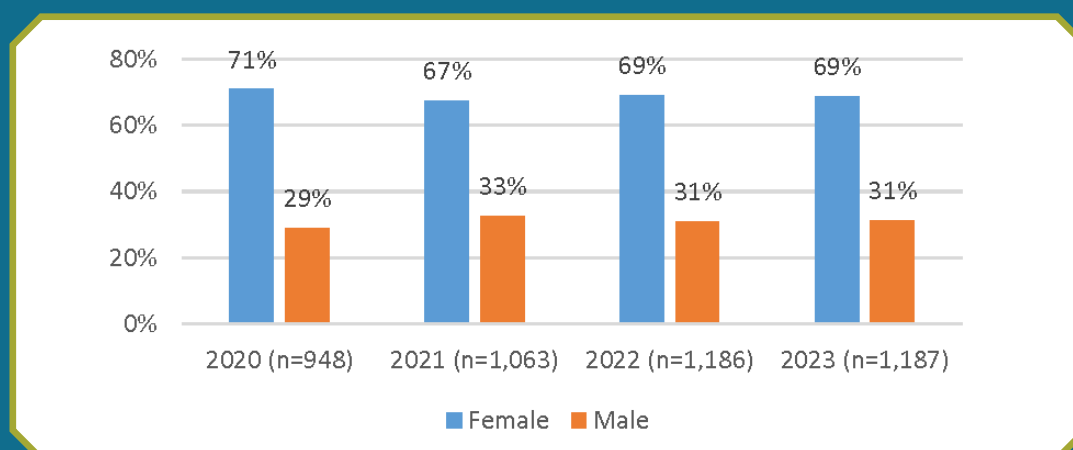
Table 7: Female headed new households as percentage of all lone parents 2020 - 2023

Lone Parent Households	2020	2021	2022	2023
% Female headed	95%	94%	94%	90%
% Male headed	5%	6%	6%	10%
Total	436	429	508	543

### 5.2 Gender of parents new to homelessness 2020 - 2023

Parents in newly homeless family households were composed of more females (69%) than males (31%) across the years 2020 – 2023. The higher percentage of female parents corresponds to the high percentage of female-headed lone parents reflected at Table 7.

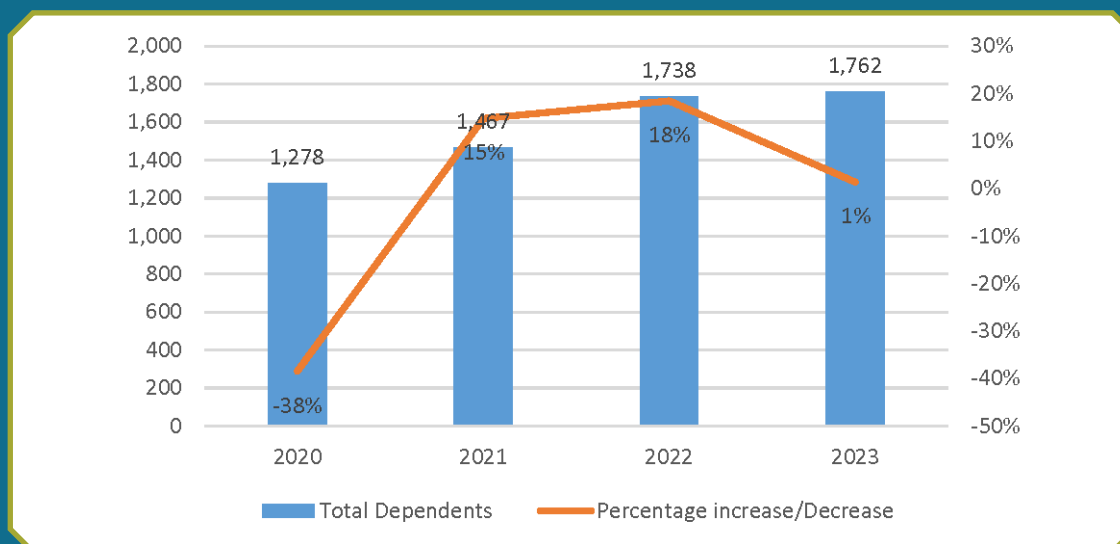
Figure 3: Gender of new parents in families entering EA, 2016 - 2023



## 5.3 Number of dependents in new family units accessing emergency accommodation

Overall, there were 5,883 children under the age of 18 and 362 adult dependents who entered emergency accommodation with the 4,384 parents (n=3,152 families) in the period 2020 - 2023. The number of total dependents (children and adult dependents) entering EA in year 2020 (1,278) was 38% lower than had entered EA in 2019 (2,076) and this was the highest percentage decrease in the period 2020 - 2023.

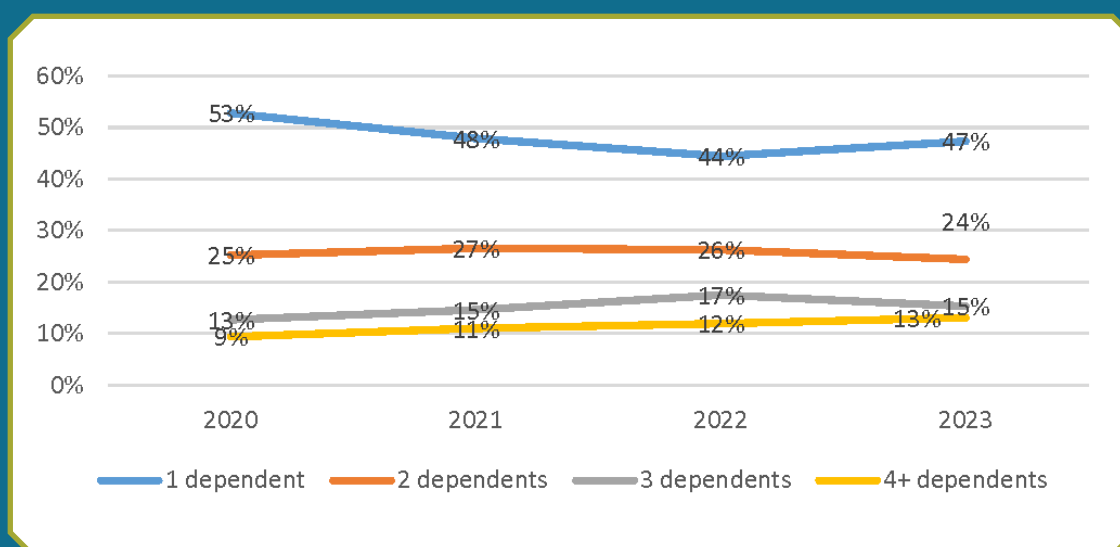
Figure 4: Dependents in new families entering EA, years 2020 - 2023



## 5.4 New families by size 2020 – 2023

There is variation in the size of families who entered emergency accommodation in the period 2020 – 2023, ranging from families with one dependent to families with four or more dependents. The majority of families in the period 2020 – 2023 had one dependent, with year 2020 recording the highest percentage at 53%.

Figure 5: Number of dependents in new family households, year 2020 - 2023





## 5.5 Citizenship of parents in new family units accessing EA

Parents with Irish citizenship represented 50.8% of all parents, followed by EU parents at 30.3% and non-EU parents at 18.9% in the period 2020 - 2023. The trend in this period showed an overall decrease in parents with Irish citizenship from 59% in year 2020 to 47% at the end of 2023.

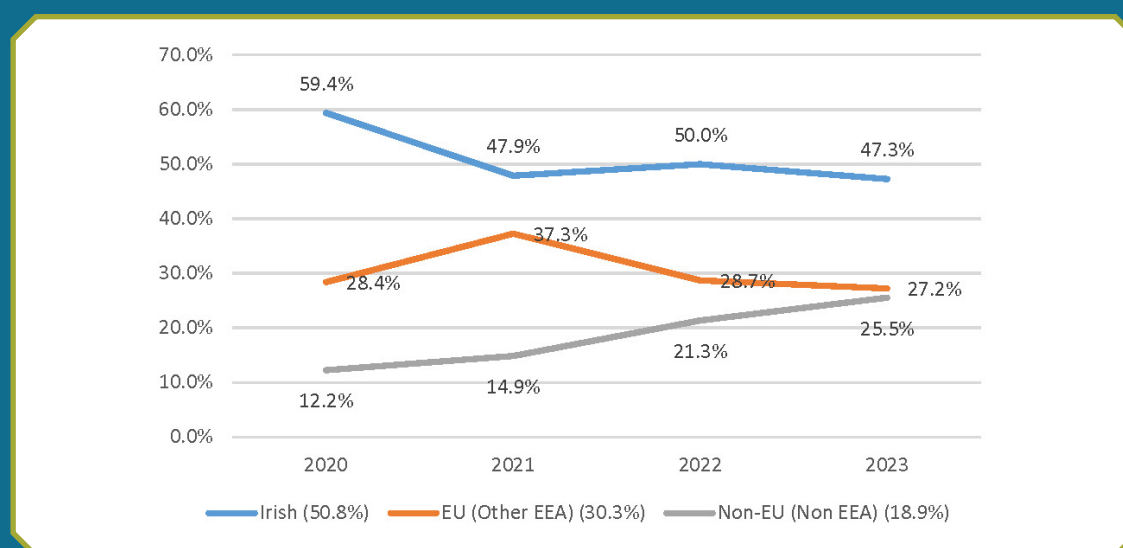
Percentage levels of EU (Other EEA - including UK) families peaked at 37.3% in year 2021, before declining to 28.9% in year 2022 and 27.2% at the end of year 2023.

The majority of new parents in the EU (Other EEA) cohort were from Romania at 79.2% in 2020, 81.1%

in 2021, before decreasing to 55.9% and 42.7% in years 2022 and 2023 respectively. The increase in EU parents from Romania has been associated with families experiencing homelessness due to recent arrival into Ireland.

The non-EU percentages increased consistently over the period 2020 - 2023, more than doubling from 12.2% in 2020 to 25.5% in 2023. The growth in non-EU parents was partially related to increases in family reunification and exits from direct provision (see appendix 1).

Figure 6: Citizenship of new parents entering homelessness, years 2020 - 2023



## 5.6 Age of new parents 2020 – 2023

The average age of new parents entering homelessness in the period 2020 – 2023 was 33 years. The average age decreased in 2020 and 2021 (31 years) compared to 2019 (34 years) before increasing to 34 and 35 years in 2022 and 2023 respectively.

In the period 2020 – 2021 (during the pandemic years), the percentage of new parents in the age range 18 – 24 years increased from 18.2% in 2019 to 30.9% in year 2020, and 28.8% in year 2021. Thereafter the numbers revert to nearly the same levels as recorded in 2019.

New parents in the age range 25-44 years remained the majority age group, recording an increase in percentage levels throughout the four years.

The percentage of new parents in the age range 45 – 64 years increased over the period 2020 – 2023. The percentages in 2020 (10%) and 2021 (11%) were lower than figures recorded in 2019 (16%).

Although the number of new parents in the age range 65 and over increased slightly, this remained under 0.5% through the period 2020 – 2023.

Table 8: Age range of new parents, 2020 - 2023

Age ranges	2020	2021	2022	2023
18-24 years	30.9%	28.8%	20.0%	16.5%
25-44 years	58.6%	59.8%	62.6%	65.6%
45-64 years	10.3%	11.2%	17.1%	17.4%
65+ years	0.1%	0.2%	0.3%	0.4%
<b>Total</b>	<b>100% (n=948)</b>	<b>100% (n=1,063)</b>	<b>100% (n=1,186)</b>	<b>100% (n=1,187)</b>
Mean age	31.0	31.4	34.3	35.1

## 5.7 Summary

This section reviewed the demographic data for the 3,152 families that entered homelessness for the first time in the Dublin region during the period 2020 – 2023.

Lone parents remained the majority among new families who entered homelessness, accounting for 61% in this period.

Female lone parent households were more vulnerable to homelessness at 93% of total lone parents. This aligns with the gender component recorded in the new parents' data whereby females represented 69% of the parents in 2020 – 2023.

The percentage of male lone parents grew from 5% in 2020 to 10% at the end of year 2023.

Family sizes entering homelessness in 2020 – 2023 were small with the majority having one child. Families with four or more children increased by one percentage point each year in the period 2020 – 2023.

Citizenship analysis showed that new parents were predominantly Irish, in line with previous trends. The percentage levels of this cohort fluctuated across the four years and overall showed a decrease from 59.4% in 2020 to 47.3% in 2023. On the other hand, parents of non-EU citizenship increased from 12% in 2020 to 26% at the end of year 2023. The percentage of parents of EU (Other EEA, including UK) citizenship peaked in 2021 at 37.3% before decreasing to year 2020 percentage levels thereafter.

In the period 2020-2021, the average age of new parents decreased to 31 years compared to 34 years in 2019. The average age thereafter increased to 34 years in 2022 and 35 years in 2023.

## 6.0 Exits to tenancy in the same year of EA entry 2020 - 2023

Families who enter EA can move on to secure housing in the same year as becoming homeless. In 2019, 53% of families who entered homelessness successfully exited within the same year<sup>14</sup>.

The number of families exiting homelessness to a secure tenancy in the same year of entry into EA declined year on year in the period 2020 – 2023. By the end of 2023, 18% of families that entered homelessness successfully exited to a secure tenancy in the same year.<sup>14</sup>

Table 9: Family Exits to tenancy in same year of EA entry, years 2020 - 2023

Year	HAP	LA Housing	AHB	LTA	Other (RAS/PR)	Total households Exiting to tenancy	Total New Family Entries	Family Exits as % of total Entries in each year
2020	296	21	9	9	3	338	694	49%
2021	217	13	18	0	1	249	746	33%
2022	90	38	25	0	2	155	847	18%
2023	72	61	20	0	1	154	865	18%
Total	675	133	72	9	7	896	3152	28%

### 6.1 Exits secured through HAP tenancies

In the period 2020 - 2023, HAP accounted for 75% of new family exits to a tenancy the same year as entering homeless services. Analysis showed that HAP tenancies were in decline from 2021, when 87% of families secured a HAP tenancy, to 2023 when 47% of families secured a HAP tenancy, reflecting increased difficulties in securing HAP properties.

Table 10: Exits secured by new families through HAP, years 2020 - 2023

Year	HAP	All other tenancies	Total new families Exiting to tenancy	HAP as % of all exits
2020	296	42	338	88%
2021	217	32	249	87%
2022	90	65	155	58%
2023	72	82	154	47%
Total	675	221	896	75%

<sup>14</sup> Matthews, Z. (2022) A profile of families experiencing homelessness in the Dublin Region, 2019. Dublin: Dublin Region Homeless Executive (DRHE)

## 6.2 Exits to secure housing by number of dependents in family 2020 - 2023

Another measurable factor in relation to the ability of families to exit homeless accommodation to secure housing is family size. Analysis showed that small size families had a higher rate of exit to secure housing in the same year of experiencing homelessness.

Over 50% of the families exiting homelessness in the same year only had one child, as the number of

children increased, the percentage of exits became lower with each additional child.

Percentage of exits to a tenancy for families with four or more children were small and at their peak in 2023, accounted for 7% of tenancy move-ons in the same year of entry.

Table 11: New families exiting to tenancy in the same year of EA entry by number of dependents, 2020 - 2023

No. Dependents	2020	2021	2022	2023
1	67%	70%	55%	51%
2	22%	19%	25%	29%
3	7%	8%	14%	13%
4+	4%	3%	5%	7%
<b>Total families moving to tenancy</b>	<b>100%</b> <b>(n=338)</b>	<b>100%</b> <b>(n=249)</b>	<b>100%</b> <b>(n=155)</b>	<b>100%</b> <b>(n=154)</b>

Comparing new family entries to exits to tenancy by family size clearly shows an over-representation of households with one dependent in the exits.

For each year, the percentage of families with one dependent entering EA was lower than the percentage of same family size exiting EA. For

example, households with one dependent made up 47% of families entering EA in 2023, but accounted for 51% of exits to tenancy in the same year. On the other hand, families with four or more dependents made up 13% of entries but only 7% of exits.

Table 12: Comparison of percentage level of entries and exits to tenancy by family size, 2020 - 2023

No. Dependents	2020		2021		2022		2023	
	Entries	Exits	Entries	Exits	Entries	Exits	Entries	Exits
1	53%	67%	48%	70%	44%	55%	47%	51%
2	25%	22%	27%	19%	26%	25%	24%	29%
3	13%	7%	15%	8%	17%	14%	15%	13%
4+	9%	4%	11%	3%	12%	5%	13%	7%
<b>Total</b>	<b>100%</b> <b>(n=694)</b>	<b>100%</b> <b>(n=338)</b>	<b>100%</b> <b>(n=746)</b>	<b>100%</b> <b>(n=249)</b>	<b>100%</b> <b>(n=847)</b>	<b>100%</b> <b>(n=155)</b>	<b>100%</b> <b>(n=865)</b>	<b>100%</b> <b>(n=154)</b>



## 6.3 Other non-tenancy exits from EA 2020 – 2023

An additional 365 new families (12% of new families) left EA in the same year of EA entry through a non-tenancy exit and did not return to EA services. Of the families, 46% left without providing a reason for exit, 24% returned to family, 16% relocated to another country, the remaining 14% were split across various reasons. It was outside the scope of this research to determine the outcomes of those leaving without reason or cancelling their EA booking.

Table 13: Percentage of Other types of Exits from EA by new families 2020 - 2023

Year	Left without reason - No show	Returned to family	Relocation to another country	Returned to another region	Client cancelled booking	Other reason	Total Other Exits each year	Total New families in year of entry	Other Exits as % of all New Family Entries in each year
2020	31%	28%	22%	7%	2%	9%	85	694	12%
2021	46%	29%	20%	0%	4%	0%	99	746	13%
2022	53%	19%	11%	3%	7%	7%	89	847	11%
2023	52%	20%	9%	0%	9%	11%	92	865	11%

## 6.4 Summary

This section has provided data on exits to tenancy including other non-tenancy exits in the same year of EA entry.

In the period 2020 – 2023, 896 or 28% of families who entered EA successfully exited to a tenancy in the same year of entry. Homeless HAP facilitated 75% of the exits over the four-year period.

Families with one dependent were over-represented in the tenancy exits with percentage rate of exits being higher than rate of entry into EA. The percentage rate of exits for larger families was lower than the percentage rate of entry. This is consistent with the findings in Matthews (2022), where probability of exiting EA decreased relative to the number of dependents, with larger families having lower opportunities for moving out of homelessness in the same year.

Data also showed that some families who entered EA exited without securing a tenancy. 365 families (12%) who entered EA in the period 2020 – 2023 had a non-tenancy exit in their first year of entry. The outcomes for non-tenancy exits who left without a reason (46%) were unknown.

The following section examines data on new families that remained in EA post first year of EA entry (60%).



## 7.0 Families remaining in EA post year of entry 2020 - 2023

Of the 3,152 families that entered homelessness in the period 2020 – 2023, 28% were able to secure an exit out of homelessness into a tenancy in the same year of entering EA, and a further 12% exited to other living situations and did not return to EA. The majority of the new families (60%) or 1,891 families remained in EA past their year of entry resulting in a longer duration of homelessness.

Table 14: New families remaining in EA post year of entry, 2020-2023

Year	New Families Entering EA	Families Exiting to Tenancy or Other Exit in same year of Entry	Families Exiting to Tenancy or Other Exit in same year of entry as % of new families entering EA	New Families remaining in EA in year of entry	Families remaining in EA as % of new family entries into EA
2020	694	423	61%	271	39%
2021	746	348	47%	398	53%
2022	847	244	29%	603	71%
2023	865	246	28%	619	72%
Total	3,152	1,261	40%	1,891	60%

### 7.1 Duration of homelessness, new families 2020-2023

Family exits from homelessness whilst premised on availability of a secure tenancy are also dependent on a number of other variables including number of children, area of choice where household would like to live, and availability of suitable affordable accommodation. Any of these factors can affect duration of homelessness.

Of the families that remained in emergency accommodation at the end of each year of entry

(Table 14 n=1,891), an analysis was carried out on duration in EA as at 31st of December of each year.

At the end of year 2020, 39% or 271 of new families who entered EA in that year remained in EA and all were less than a year in EA. By the end of year 2023, 91% of the new families who entered EA in 2020 had exited, however 9% or 61 families remained in EA and had duration of three or more years at that point.

Table 15: Duration in emergency accommodation, new families who presented in 2020 (n=694)

Duration	EA Point in time check	In EA	Departed EA	Departures as % of 2020 new families (n=694)	Families remaining in EA as % of 2020 new families (n=694)
less than a year	In EA 31st Dec 2020	271	423	61%	39%
1 year plus	in EA 31st Dec 2021	134	560	81%	19%
2 years plus	in EA 31st Dec 2022	89	605	87%	13%
3 years plus	in EA 31st Dec 2023	61	633	91%	9%

For new families that came into EA in year 2021, 53% remained in EA in their first year of entry and over 80% had exited EA as of 31st December 2023. The remaining 152 families or 20% of the new families were now in EA for two years.

Table 16: Duration in emergency accommodation, new families who presented in 2021 (n=746)

Duration	EA Point in time check	In EA	Departed EA	Departures as % of 2021 new families (n746)	Families remaining in EA as % of 2021 new families (n=746)
less than a year	In EA 31st Dec 2021	398	348	47%	53%
1 year plus	in EA 31st Dec 2022	220	526	71%	29%
2 years plus	in EA 31st Dec 2023	152	594	80%	20%

Analysis of year 2022 new families showed that the majority (71%) remained in EA in their same year of entry and after a year, 41% of the new families still remained in EA. This percentage was higher than new families remaining in EA at that point in time in 2020 (19%) and 2021 (29%).

Table 17: Duration in emergency accommodation, new families who presented in 2022 (n=847)

Duration	EA Point in time check	In EA	Departed EA	Departures as % of 2022 new families (n847)	Families remaining in EA as % of 2022 new families (n=847)
less than a year	In EA 31st Dec 2022	603	244	29%	71%
1 year plus	in EA 31st Dec 2023	345	502	59%	41%

For new families who entered EA in year 2023, 72% remained in EA as of 31st December 2023 and all were less than a year in EA at that point.

Table 18: Duration in emergency accommodation, new families who presented in 2023 (n=865)

Duration	EA Point in time check	In EA	Departed EA	Departures as % of 2023 new families (n865)	Families remaining in EA as % of 2023 new families (n=865)
less than a year	In EA 31st Dec 2023	619	246	28%	72%

Tables 15 to 18 show a decline in the percentage of families exiting EA in same year of entry, with the majority families experiencing longer spells of homelessness. Year 2020 was the only year where over 50% of new households departed EA within their first year of entry. The percentage of families who remained in EA longer than a year following EA

entry in 2021 and 2022 increased to 29% and 41% respectively, compared to 19% in 2020. Similarly, the percentage of families staying two years and longer from the 2021 family entries was higher (20%), compared to 13% in 2020 indicating an increase in lack of exit pathways.

Table 19 Duration in EA as percentage of new family entries each year, years 2020 - 2023

Duration in EA	2020	2021	2022	2023
Less than a year	39%	53%	71%	72%
1 year plus	19%	29%	41%	
2 years plus	13%	20%		
3 years plus	9%			

## 7.2 Duration of stay by family size, families in EA longer than 2 years

On the 31st of December 2023, 61 families remained in EA from the year 2020 new families. The families had spent three or more years in EA at that point. Family size analysis showed that the majority (56%) were larger families.

Table 20: Year 2020 new families in EA 3 years or more as of 31st December 2023 (n=61)

Year	1 Child	2 Children	3 Children	Total 2020 new families in EA 3+ years
2020	13	14	34	61
Percentage	21%	23%	56%	100%

Family size analysis was similarly applied to the 152 families in EA for two years or more since EA entry in 2021. Nearly half (49%) had three or more dependents.

Table 21: Year 2021 new families in EA 2 years or more as of 31st December 2023 (n=152)

Year	1 Dependent	2 Dependent	3 Dependent	Total 2021 new families in EA 2+ years
2021	36	41	75	152
Percentage	24%	27%	49%	100%

## 7.3 Summary

Analysis of duration shows that the percentage of families staying longer than a year in EA post entry increased each year between 2020 and 2022. The number of families staying longer than two years also increased between the 2020 and 2021 new families. From the 2020 cohort of new families, 9% were now

in EA 3 years or longer as of 31st December 2023. For all families remaining in EA longer, the majority were larger households with three or more dependents evidencing that family size was a potential factor impacting on duration of stay in homeless services.





## 8.0 Homeless prevention through housing & entries into homelessness 2020 - 2023

This section provides data on families that contacted local authorities in the Dublin region who were at risk of homelessness and were (i) prevented from becoming homeless through provision of alternative housing and (ii) those who entered homelessness for the first time.

During the four-year period 2020 to 2023, 3,069 families at risk of homelessness were re-housed into alternative tenancies without having to access emergency accommodation. In the same period 3,152 families entered homelessness for the first time in the Dublin region.

Table 22: Families vulnerable to homelessness, 2020 – 2023

### Total families vulnerable to homelessness, year 2020 - 2023

Household Type	2020	%	2021	%	2022	%	2023	%	Total	%
Families moving directly to prevention tenancies	845	54.9%	862	53.6%	578	40.6%	784	47.5%	3,069	49.3%
Families entering homelessness	694	45.1%	746	46.4%	847	59.4%	865	52.5%	3,152	50.7%
Total families	1,539	100%	1,608	100%	1,425	100%	1,649	100%	6,221	100%

## 8.1 Ratio of preventions to EA entries 2020 – 2023

The monthly average ratio of preventions to entries into homelessness shows variation over the years mirroring the percentage trends. In 2020, there were nearly two preventions for every family entry into homelessness. The rate of prevention decreased

in 2021 but remained higher than the rate of entry into EA. However, from 2022 to 2023 the rate of entry became higher at nearly two entries for every successful prevention..

Table 23: Average rate of preventions through housing and new family presentations per month, 2020 - 2023.

Year	2020	2021	2022	2023
Average monthly family prevention rate	1.5	1.2	0.7	1.0
Average monthly family entry rate	0.8	0.9	1.5	1.3

## 8.2 Summary

There is fluctuation in both the number of families prevented from homelessness and those entering homeless services overtime. Years 2020 to 2021 had a more successful prevention rate compared to entries into EA, thereafter

the rate became lower than entries into EA during the period 2022 – 2023, indicating challenges in mitigating homelessness.

## 9.0 Family entries into homelessness and exits to secure housing 2020 - 2023

The number of families entering homelessness in the period 2020 – 2023 was 11% higher than exits. The lowest number of family entries were recorded in 2020 (694), which was the only year that entries were lower than exits (1,220).

Table 24: Flow in and out of homelessness (family entries and exits), 2020 - 2023

Total families entering and exiting homelessness					
Household Type	2020	2021	2022	2023	Total
Families entering homelessness	694	746	847	865	3152
Families exiting EA to tenancies	1220	695	456	464	2835

Further analysis of entries and exits by ratio revealed that in year 2020 the ratio indicated there were over two exits for every family entry. Conversely, there were two entries for every exit by the end of 2023.

Table 25: Average rate of new family entries and exits per month, 2020 - 2023

Year	2020	2021	2022	2023
Average monthly family entry rate	0.6	1.3	1.9	2.1
Average monthly family exit to tenancy rate	2.4	1.0	0.6	0.6

### 9.1 Summary

There is an increasing gap between entries into and exits out of homelessness, with the latter decreasing. Year 2020 had the highest number (1,220) of family exits to tenancy ever recorded by the DRHE, with two exits for every family entry into homelessness. Thereafter the number of exits decreased significantly for the remaining years 2021 – 2023 whilst the entries increased. In the last two years (2022 and 2023), the number of entries has surpassed both exits and preventions.

Sections 1 through 9 have provided analysis of new families that entered homelessness in the period 2020 – 2023, including average rate of entry, reasons for homelessness, demographics of the families and the dynamics between prevention, entries, and exits out of homeless.



# 10.0 Conclusion Part 1

This report is an addition to previous DRHE family homelessness reports<sup>15,16,17</sup>. The main objective of the report was to provide context into the scale and profile of new family entries into emergency accommodation in the period 2020 – 2023 as well as build on previous reports on family homelessness. The research reviewed the entry rates, reasons for homelessness and the demographic profiles of the families in each year including the dynamics between entries into, preventions from and exits out of homelessness.

In the last four years, 3,152 families became homeless in the region. The average rate of entries into emergency accommodation slowed down in the four years compared to the period 2016 – 2019. Year 2020 had the lowest rate of entry ever recorded and this was largely associated with the Covid19 pandemic. The known seasonality of entries into emergency accommodation remained the same with decreased entries in December and peaks in January, July/August, apart from 2021 when the eviction moratorium that was in place affected the trend. Since 2021, the number of new family entries increased. The rate of entry was twice that of families exiting in 2022 and 2023. The ratio of preventions to entries was higher in the period 2020 to 2021 with nearly two preventions for every entry into homelessness. This however reversed in the period 2022 to 2023 to nearly two entries for every family prevented from homelessness.

Reasons for homelessness in the period under review shifted from previous research findings where issues from the private rented sector and family relationship breakdown were the main cause of family homelessness. Notices of termination fell by more than half of the percentages previously recorded between 2016 – 2019 to 21% in 2020 and 19% in 2021 during the pandemic years. A growing number of 'Other' reasons for homelessness grew in percentage to surpass notices of termination and family circumstances in 2022 (36.9%) and 2023 (39.4%). Some reasons in this category however will have stemmed from issues in the private rental sector and family relationships.

The household composition findings were similar to all previous DRHE research. Lone parent households were consistently in the majority at an average of 61% of new family entries in the period 2020 – 2023 and mostly female (93%). The average age of parents in this period was 33 years.

Although the majority of new families were Irish, there was significant increase in non-EU family presentations.

Family size showed that the majority of families had small households. On average 60% had one child, followed by those with two children at 24%, while the remaining 16% had 3 children or more during the period 2020 - 2023. Family size was also a factor in the ability of families to exit EA quickly. Families with fewer children exited faster, with over 50% of families exiting within the same year of EA entry having only one child during the period 2020 - 2023.

Just over a quarter of families (28%) who entered EA exited

to tenancy in the same year of entry. A further 12% had a non-tenancy exit in the same year of entry. The majority of families (60%) remained in EA beyond their first year of entry. Duration of stay also showed that families were increasingly staying longer in EA. One year post-entry, 19% of new families entering homelessness in 2020 were still in EA. The one-year EA duration percentage increased by 10 percentage points for 2021 and doubled to 41% for families who had entered in 2021 and 2022 respectively. Some families experienced longer duration of homelessness, 20% of families who entered EA in 2021 remained in EA after two years and 9% of families who entered EA in 2020 were in EA for at least three years at the end of 2023.

Of the 152 new families from 2022 entries, remaining in EA for at least two years, 49% had three or more children. Of the 61 new families from the 2020 cohort remaining in EA for at least three years, 56% had three or more children. A higher percentage of larger families therefore experienced longer spells of homelessness compared to small size families.

The report also showed further complexities of homelessness when the entries were analysed alongside preventions and exits from EA. In 2020, exits outnumbered preventions and entries, with entries being at their lowest. In 2021, preventions rose to surpass entries and exits. In 2022 and 2023, the entry rate became higher than both preventions and exits.

The Homeless Housing Assistance Payment (HAP) continued to be the main route of securing housing for many families at risk of homelessness and those exiting emergency accommodation between 2020 and 2023. This was similar to trends in previous DRHE research. However, the number of HAP tenancies have been in constant decline and since December 2021, fewer than 90 households have been housed through HAP each month.

The tenant in-situ prevention has been a positive additional intervention measure for those at risk of homelessness due to landlords selling the rented property and where the local authority has successfully acquired the property and kept the tenant in the home. 122 tenant in-situ tenancies were achieved in 2023. However, tenant in-situ prevention is dependent on intent of sale of properties by landlords, as well as the local authority being timely aware of intention to sell.

Overall this report has provided further insights into the dynamics of family homelessness in the Dublin region in the period 2020 - 2023. The report has revealed a shift in reasons for homelessness as well as the citizenship profile of new families. Overtime, there has also been a decrease in available HAP properties, making reliance on HAP as a housing strategy challenging. This research also showed correlation between duration of homelessness and family size. These findings add to existing knowledge on family homelessness in the Dublin region and provide opportunities for re-strategising and/or strengthening existing measures on homeless prevention and housing.

The remainder of this report provides family homelessness trends over the eight-year period 2016 – 2023.

<sup>15</sup> H, Morrin & B, O'Donoghue Hynes (2018), A report on the 2016 and 2017 families who experienced homelessness in the Dublin Region. Dublin Region Homeless Executive

<sup>16</sup> H, Morrin (2019), A profile of families experiencing homelessness in the Dublin Region: 2016-2018 families. Dublin Region Homeless Executive

<sup>17</sup> Z. Matthews (2022). A profile of families experiencing homelessness in the Dublin Region, 2019. Dublin: Dublin Region Homeless Executive

# **Trends on new family entries into homelessness**

**2016-2023**



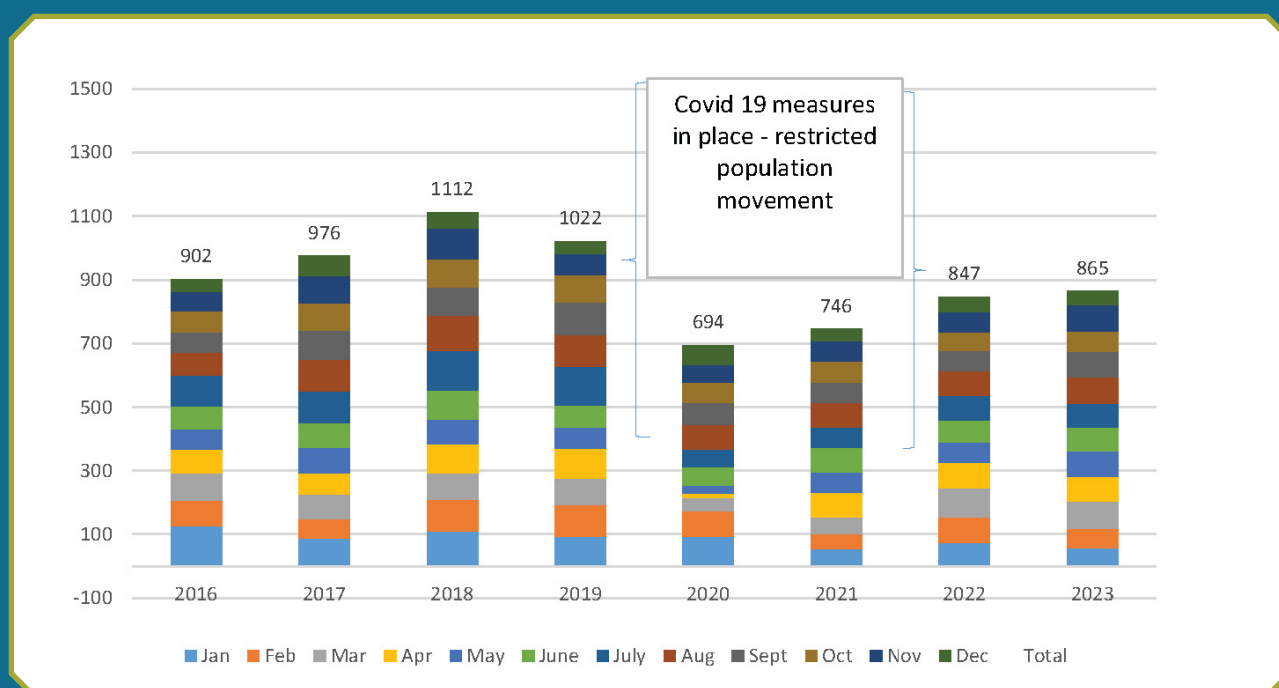
# 11.0 Trends on new entries into homelessness 2016 – 2023

The DRHE previously published reports on new family entries in the Dublin region for the periods 2016 to 2019. The reports have cumulatively provided the trends including demographics of new families. This section provides a comparative analysis of the previous research findings to those outlined in part one of this report.

## 11.1 Monthly new entries into homelessness 2016 - 2023

In the period 2016 to 2019, a total of 4,012 families entered homelessness for the first time in the Dublin region compared to 3,152 during the period 2020 to 2023. New families had decreased by 21.4% in the latter period. A significant decrease occurred in 2020 mostly influenced by Covid19. From 2021, entries increased each year to the end of 2023. Although on the rise, the rate of entry into EA each year during the period 2020 – 2023 remained lower than during the period 2016 – 2019.

Figure 7: New family entries into homelessness, 2016 - 2023

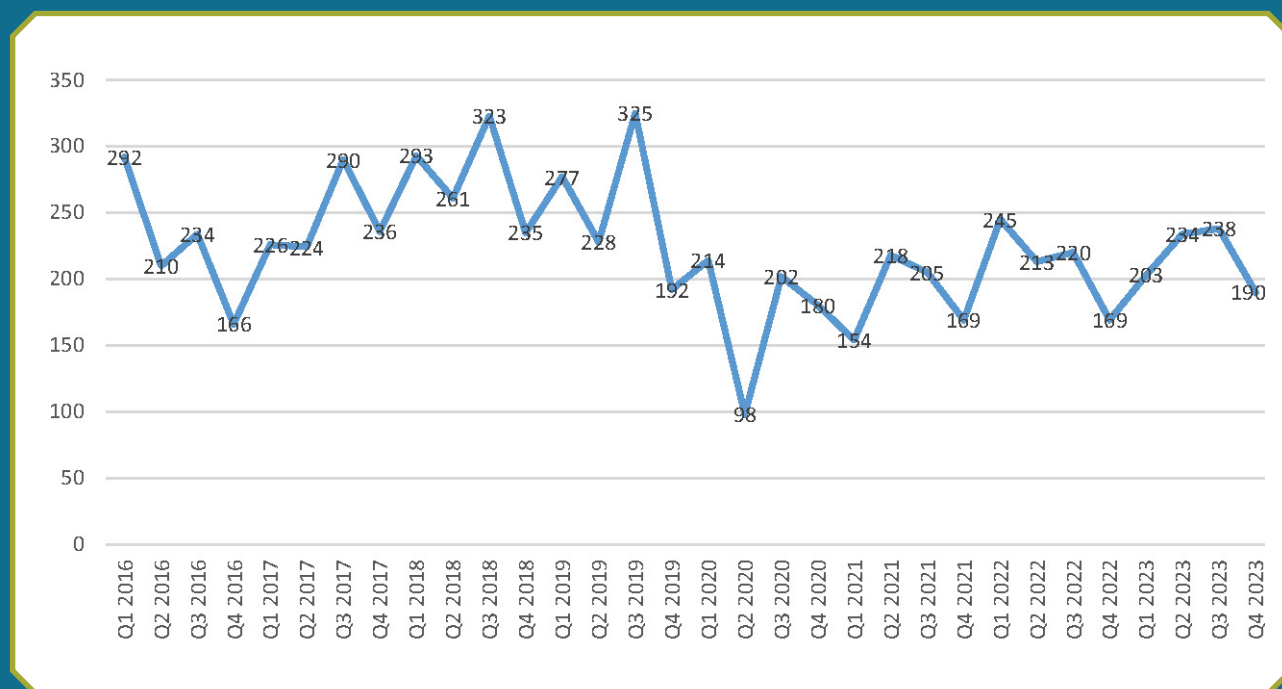


## 11.2 Seasonality in new presentations, 2016 – 2023

The monthly data for the period 2016 – 2023 was aggregated to quarterly datasets for trend analysis. In the period 2016 – 2019, entries increased in the first quarter of each year following Christmas and in the 3rd quarter during the summer months, before children return to school. Decreases were recorded in the last quarter and especially in the month of December, likely influenced by the Christmas season.

The trends remained the same in the period 2020 – 2023 apart from 2021 when entries decreased in the 1st and 3rd quarters instead of the expected increases.

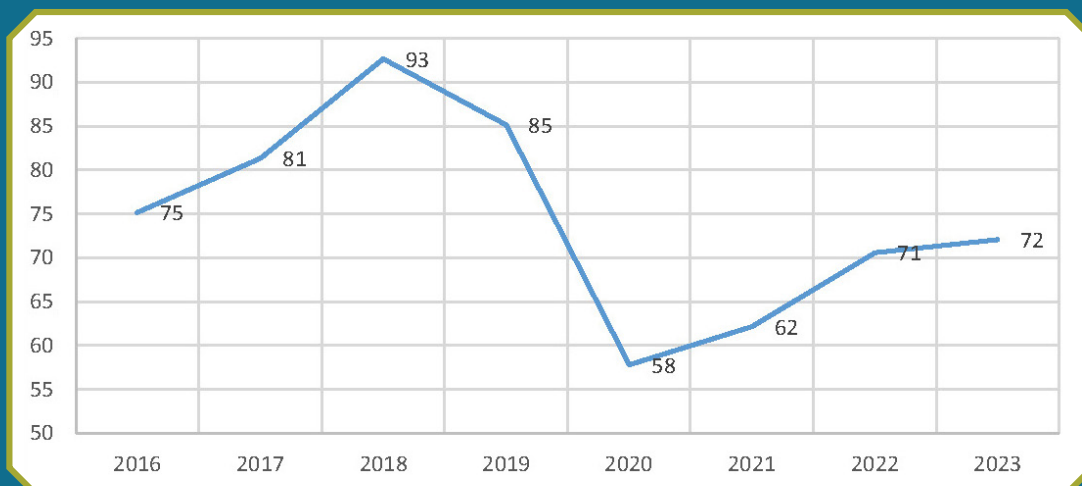
Figure 8: New family entries by quarter, year 2016 - 2023



## 11.3 Average new entries each month, 2016 - 2023

The trend shows that the monthly average of new entries into homelessness during the period 2016 – 2019 was comparatively higher than in the latter period 2020 - 2023. During the period 2020 – 2023, the averages fell significantly with the lowest in 2020 (58 new families) and remained lower than reported during the period 2016-2019.

Figure 9: Average of new family entries each month, 2016 - 2023



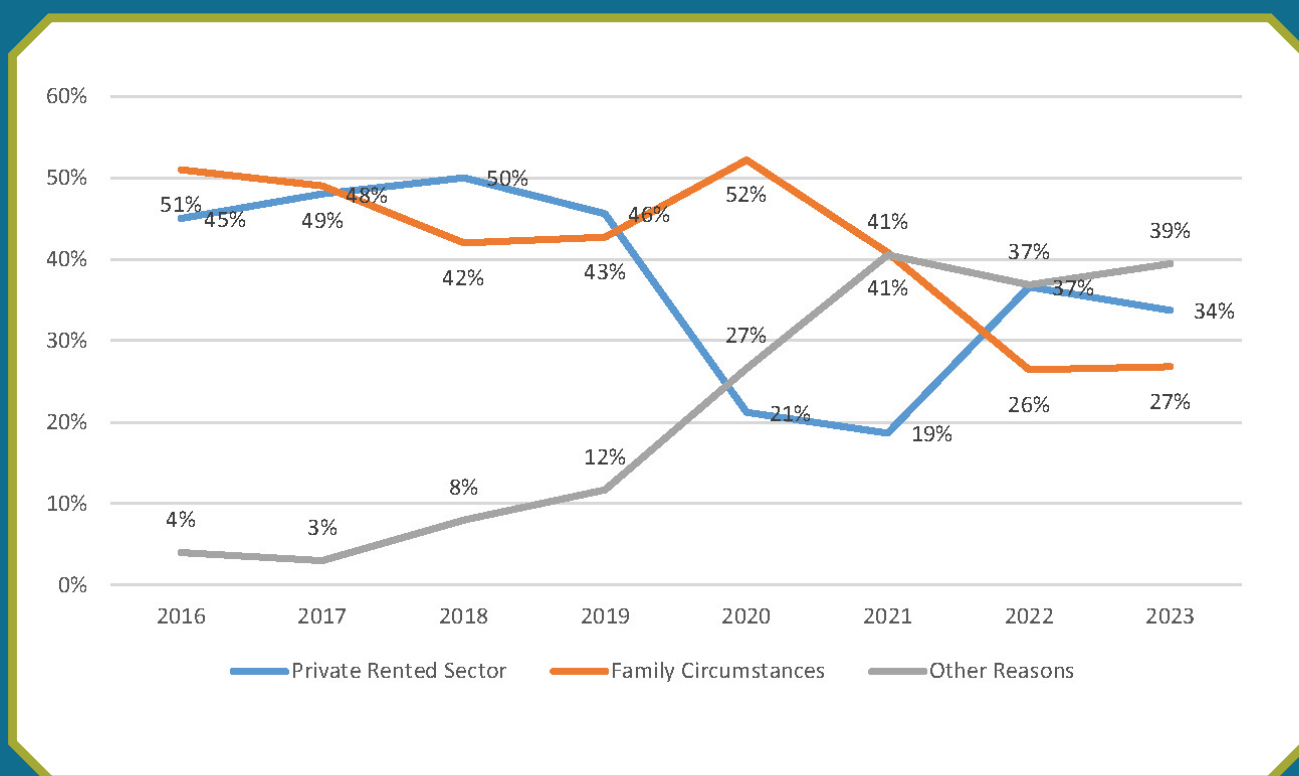
## 11.4 Reasons for homelessness trends, 2016 -2023

In the period 2016 – 2019, the two main drivers of family homelessness were family circumstances and notices of termination (NOTs), alternately<sup>18,19,20</sup>.

A trend shift in reasons for homelessness than previously recorded occurred in the period 2020 – 2023. 'Other reasons' for homelessness increased significantly from 2020 to peak at 41% in 2021 before slight decrease in 2022 (37%). In 2023, the percentage point was 39%. In contrast, the percentage peak during the period 2016 – 2019 was 12%. Similar to the period 2016 – 2019, overcrowding was the main cause of homelessness under this category during the period 2020 – 2023. Percentage growth in various other reasons including families with no income source or insufficient funds, unsuitable accommodation, new arrivals into Ireland, those exiting direct provision and family reunification contributed to the significant percentage increase during the period 2020 – 2023.

Another shift was the decrease in family circumstances and NOTs. Family circumstances decreased from 52% in 2020 to 27% at the end of 2023, during the period 2016 – 2019, the lowest percentage was 42%. NOTs decreased to their lowest percentage points of 21% and 19% in 2020 and 2021 respectively before increasing to 34% at the end of 2023. The Covid19 moratorium on evictions introduced between 2020 and 2021 partially influenced the NOT percentage decrease. During the period 2016 – 2019, the lowest percentage point of NOTs was 45%.

Figure 10: Reasons for homelessness by percentage, 2016 – 2023



<sup>18</sup> H, Morrin & B, O'Donoghue Hynes (2018), A report on the 2016 and 2017 families who experienced homelessness in the Dublin Region. Dublin: Dublin Region Homeless Executive

<sup>19</sup> H, Morrin (2019), A profile of families experiencing homelessness in the Dublin Region: 2016-2018 families. Dublin: Dublin Region Homeless Executive

<sup>20</sup> Z. Matthews (2022). A profile of families experiencing homelessness in the Dublin Region, 2019. Dublin: Dublin Region Homeless Executive

## 11.5 Family composition trends, 2016 - 2023

In the period 2016 – 2019, family composition trends showed that lone parent households were most vulnerable to homelessness, accounting for over 60% of households entering homelessness. Analysis of family composition in the period 2020 – 2023 showed similar trends. Apart from 2020, lone parents in each year represented over 60% of households entering homelessness.

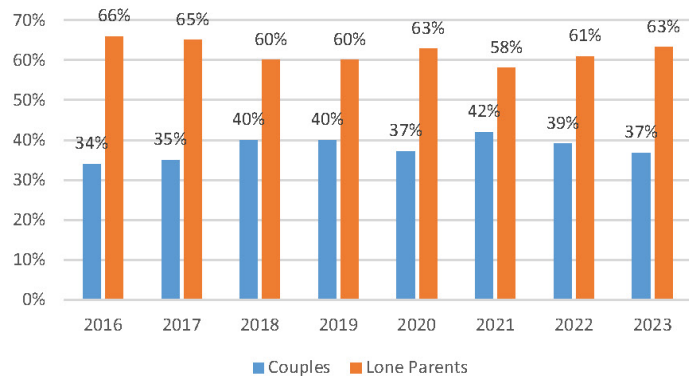
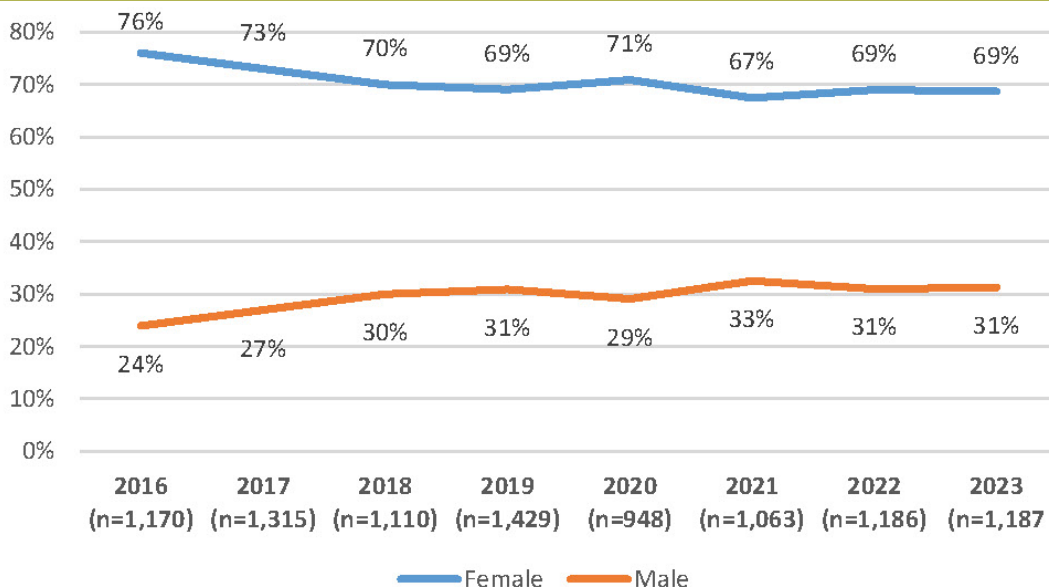


Figure 11: Percentage of families entering homelessness by household type, 2016 - 2023

## 11.6 Gender of parents in new family entries into EA, 2016 - 2023

Gender analysis showed consistently high representation of females in new families over the years. The period 2016–2019 showed that majority of parents were female. The percentages however decreased slightly from 76% in 2016, to 69% in 2019. Similarly, in the period 2020 - 2023, female parents were in the majority, beginning with an increase in 2020 (71%) and a slight decrease thereafter to 69% at the end of 2023. Overall, female parents consistently remained in the majority over the eight-year period.

Figure 12: Gender of new parents entering EA, 2016 – 2023

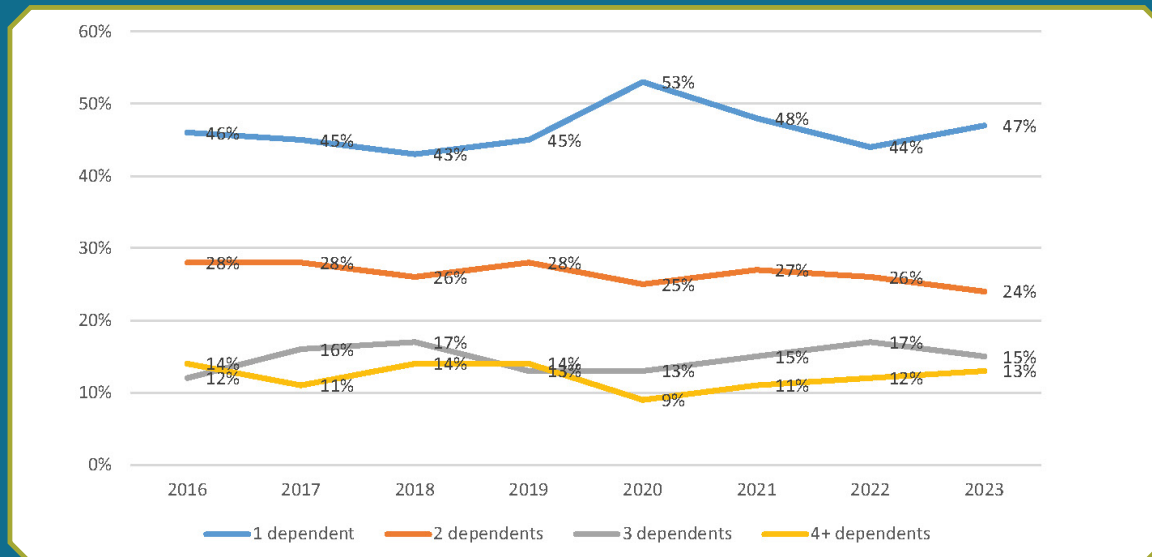




## 11.7 New families by size, 2016 -2023

During the period 2016 – 2019, families with one dependent were in the majority, similar to the trend observed in 2020 – 2023. There was a small increase in percentage points of this family size during the period 2020 – 2023 compared to the earlier period 2016 – 2019. The trend over the eight-year period shows that majority of families entering homelessness in the Dublin region tend to be of small size.

Figure 13: New families entering EA by size, 2016 - 2023



## 11.8 Citizenship of new parents in EA, 2016 – 2023

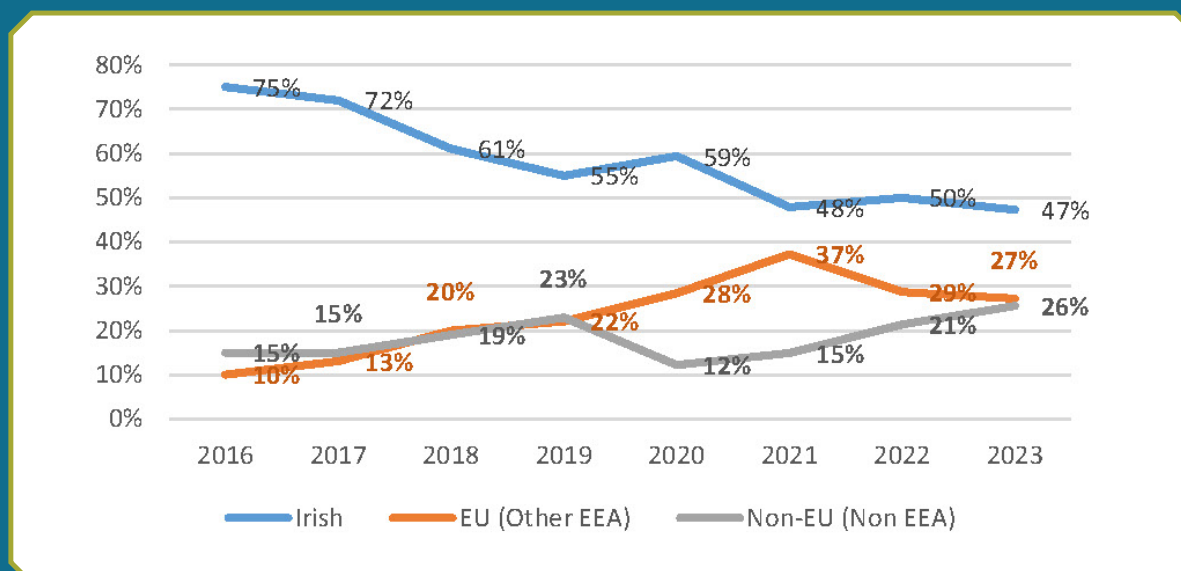
In the period 2016 – 2019, citizenship trends showed that percentage of parents with Irish citizenship decreased from 75% in 2016 to 55% in 2019. In the same period, the percentage of EU (EEA including UK) parents increased from 10% to 22%. The percentage of non-EU parents also increased from 15% to 23%.

A noticeable trend shift occurred during the period 2020 – 2023, firstly the percentage of parents of Irish citizenship increased in 2020 (59%), thereafter the percentage points fluctuated but remained below the 2019 levels.

The percentage of new parents of EU (Other EEA, including UK) citizenship continued to increase and peaked in 2021 at 37%, before decreasing to 29% and 27% in 2022 and 2023 respectively.

In 2020, the percentage of non-EU parents decreased to 12% compared to 23% in 2019. Thereafter the percentage increased steadily to reach 26% at the end of 2023.

Figure 14: Citizenship of new parents in EA, 2016 - 2023



## 12.0 Homeless prevention through housing and entries into EA, 2017 - 2023

Homeless prevention remains one of the core goals in the DRHE's efforts to address homelessness in the region. One of the intervention strategies that the DRHE focuses on is re-housing of families that have presented to the LAs at risk of losing their tenancies or experiencing a breakdown in their living situation. This section explores the dynamics between homeless prevention through re-housing and the in-flow of entries into emergency accommodation during the period 2017 to 2023.

### 12.1 Trends on homeless prevention and entries to EA

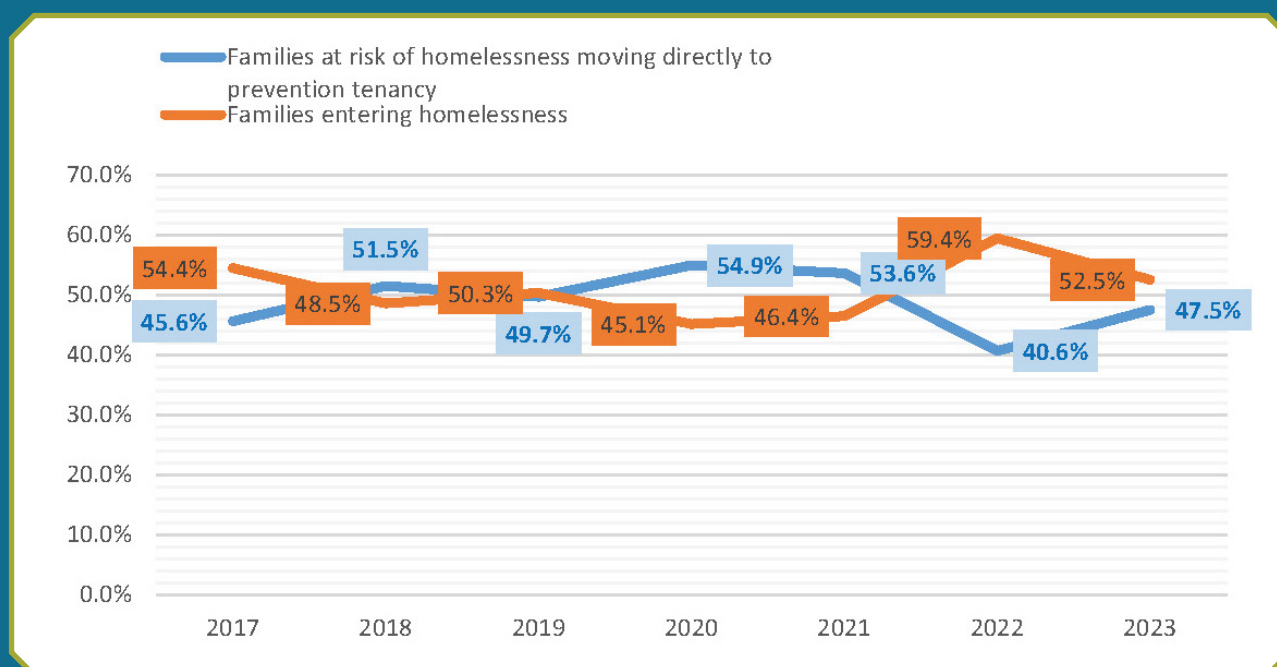
During the years 2017<sup>21</sup> to 2023, 6,075 families at risk of homelessness were provided alternative tenancies without entering EA. In the same period, 6,262<sup>22</sup> families had entered homelessness for the first time in the region. Families who became homeless accounted for 50.8% of all families vulnerable to homelessness and families rehoused accounted for 49.2%.

In the period 2017 – 2019, homeless prevention was more successful in 2018 whilst in 2017 and 2019 prevention efforts lagged behind entries into homelessness.

In 2020 and 2021 (pandemic years) homeless prevention surpassed entries into homelessness, with year 2020 recording the highest prevention percentage (54.9%) within the seven year period.

Preventions decreased in 2022 and 2023 with entries conversely increasing during this period. Year 2022 had the highest percentage of entries during the seven-year period (59.4%), and the lowest percentage of preventions (40.6%). Overall prevention efforts through re-housing remained slightly outnumbered by the in-flow of families into homelessness.

Figure 15: Percentage of families prevented from homelessness through re-housing and families entering EA, 2017 - 2023



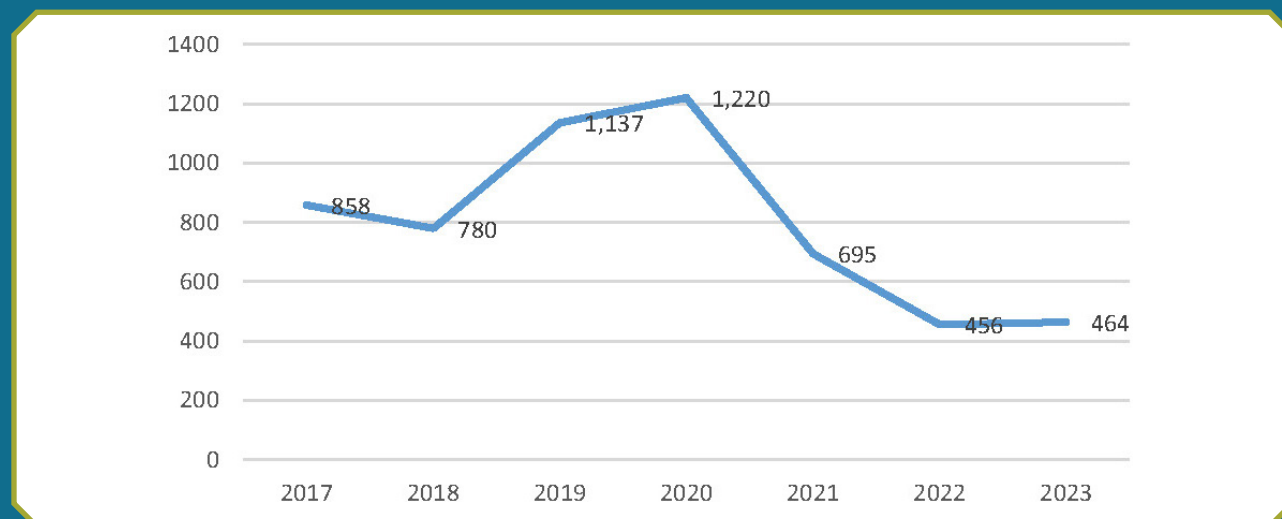
<sup>21</sup> Homeless prevention data was not available for the years prior to 2017.

<sup>22</sup> The new presentations total provided excludes families who entered homelessness in the years 2014-2016 in order to facilitate comparison with the preventions data that is only available from year 2017 onwards.

## 12.2 Families exiting emergency accommodation to a tenancy, 2017 – 2023

Parallel to entries into homeless services is the number of families who successfully exit EA through secure housing pathways. During the period 2017 – 2023, 5,610 families exited emergency accommodation to a secure tenancy. Year 2020 recorded the highest number of households exiting to EA (1,220) and from 2021 – 2023 exits declined each year.

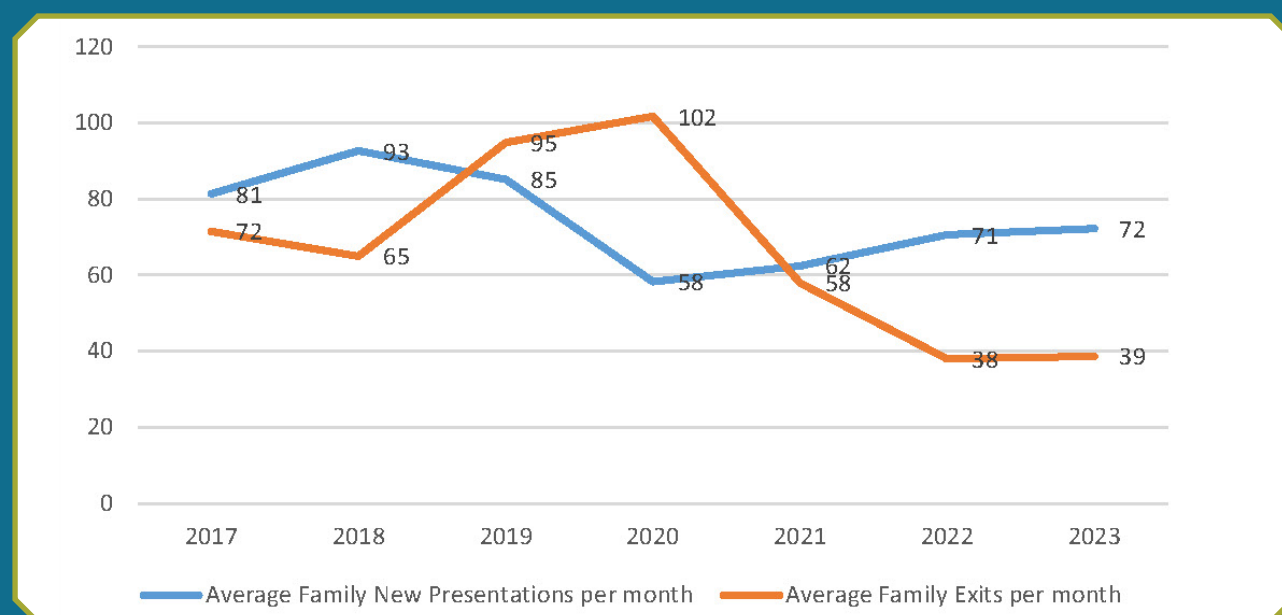
Figure 16: Families departing emergency accommodation to tenancy, 2017 - 2023



## 12.3 Family exits to secure tenancies and entries into homelessness, 2017-2023

During the period 2017 – 2023, exits from EA only outnumbered entries into EA twice, in 2019 and 2020. Year 2020 recorded the highest average number of exits to a tenancy, and lowest average number of entries into EA. Overall, there are more entries into homelessness compared to families exiting to a tenancy, which accounts for the rising number of homeless families in EA.

Figure 17: Average number of family exits and entries into EA, 2017 - 2023



## 12.4 Family preventions, entries and exits out of homelessness, 2017 - 2023

The triad of preventions, entries and exits out of homelessness influences the number of families in EA at any point in time and demonstrates the complexities of family homelessness. Preventions, entries and family exits are not linear and vary across the years with no one dominant factor.

In 2017, new family entries into homelessness outnumbered both family preventions and exits out of homeless services.

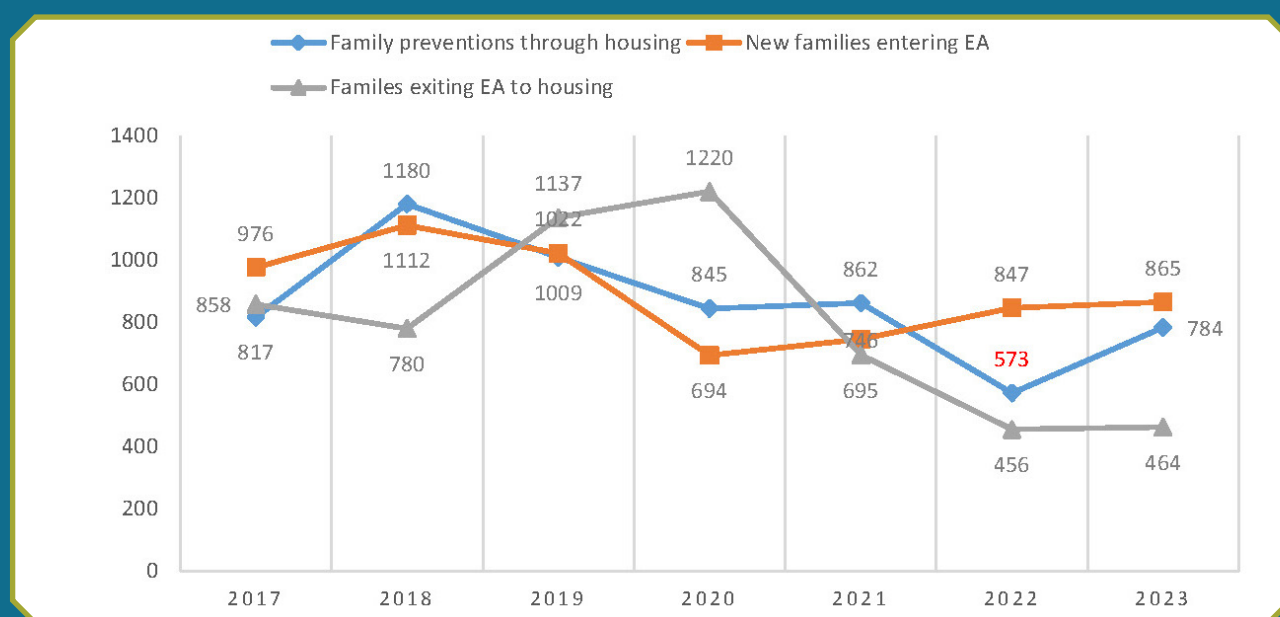
Year 2018 recorded the highest number of preventions during the period year 2017 to 2023. In that year, exits out of homelessness decreased significantly relative to new entries with 780 families exiting homelessness

to a secure tenancy; this was 332 households less than had entered homelessness in that year.

In 2019 and 2020, more family households exited homelessness than had entered emergency accommodation. In 2020, 526 more family households exited to tenancy than had entered EA, the highest number of family exits from EA during the period 2017 – 2023 and the lowest number of entries into EA during that period.

A shift occurred in 2022 and 2023 when entries into EA outnumbered both preventions and exits out of EA to a tenancy.

Figure 18: Family preventions, new entries into EA and Exits to housing, 2017 - 2023



# 13.0 Type of tenancies housing families at risk of and exiting homelessness

Local authorities provide various types of housing supports to families at risk of and those who have become homeless. This section explores the different tenancy types that have facilitated the housing of these families during the period 2017 – 2023.

## 13.1 Families allocated housing (preventions and exits) by tenancy type, 2017 – 2023

As in previous trends identified during the years 2017 – 2019<sup>23,24</sup>, the Homeless Housing Assistance Payment (HAP) continued to be the main tenancy type facilitating family exits from EA to a tenancy and prevention from homelessness during the period 2020-2023.

Throughout the period 2017 – 2023, each month, HAP housed more families compared to other tenancy types with the exception of September 2023. The anomaly in the December 2023 'Other' tenancy data is due to the addition of tenant in-situ tenancies<sup>25</sup>. Disregarding the tenant in-situ tenancies, HAP achieved more tenancies in that month<sup>26</sup>.

Figure 19 on the next page outlines the trend showing the continuance of HAP as the main source of housing for preventing families from, as well as exiting families out of homelessness. However, there has been a decline in the overall number of tenancies achieved within the period 2017 – 2023.

HAP increased between 2017 and 2018, recording a 47.6% increase. HAP tenancies peaked in 2018 and from the peak to the end of 2023, HAP had decreased by 55.6%.



<sup>23</sup> Matthews, Z. (2022) A profile of families experiencing homelessness in the Dublin Region, 2019. Dublin: Dublin Region Homeless Executive (DRHE)

<sup>24</sup> Note a typo error in Matthews (2022) page 15. HAP tenancies were created for 4024 families and not 4,042 as indicated in the report.

<sup>25</sup> Tenant in-situ is a prevention mechanism implemented by local authorities in 2023. Where a tenant has received a notice of termination due to landlord selling a property, the local authority will buy the property and keep the tenant in the home.

<sup>26</sup> December 2023 data for 'All other tenancies (LA/AHB/RB/HAA/RAS/PR)' is an outlier. 122 local authority tenant in-situ tenancies achieved between January – November 2023 were added onto the PASS system in December 2023.



Figure 19: Families housed each month (preventions and exits) by tenancy type, 2017 - 2023

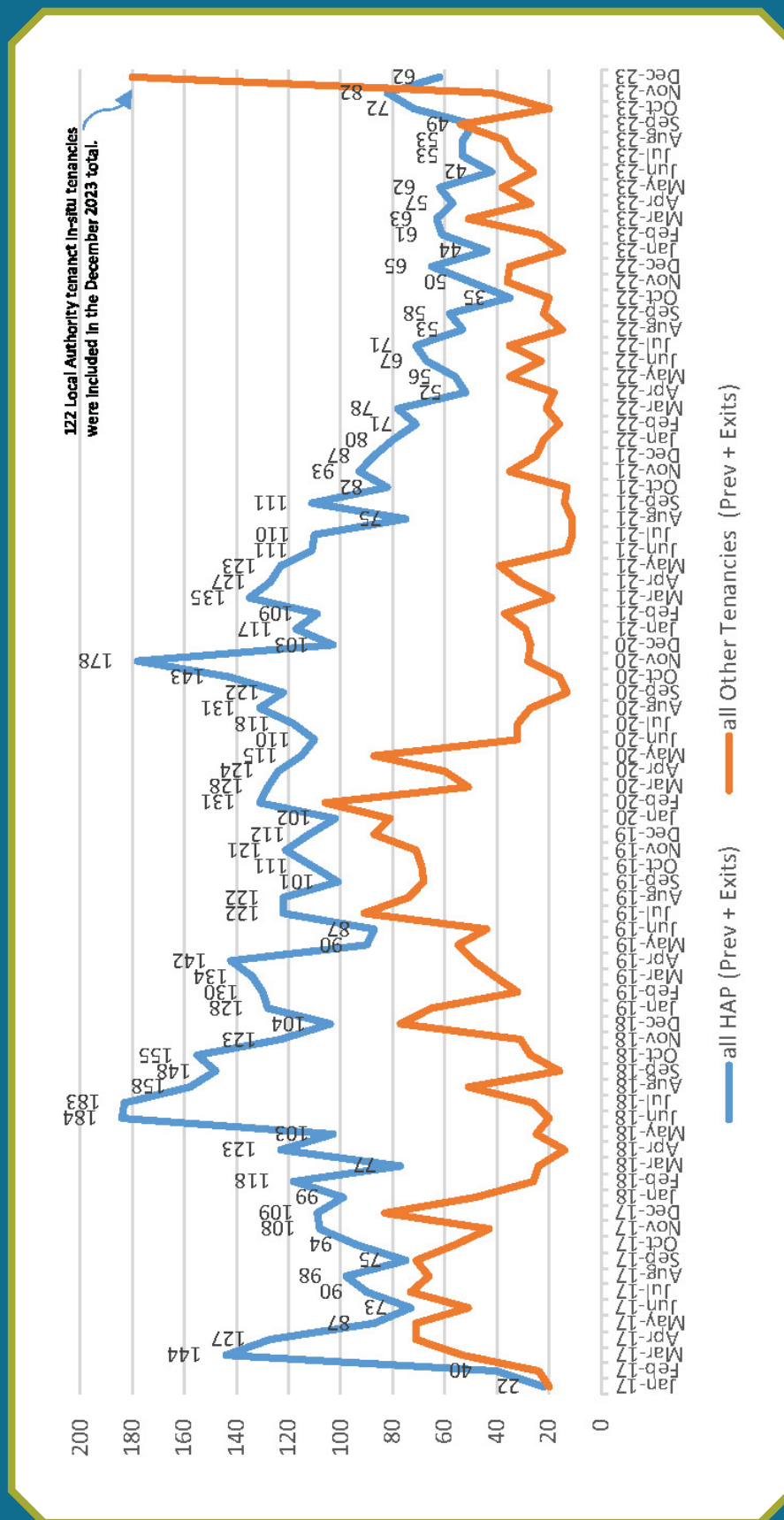
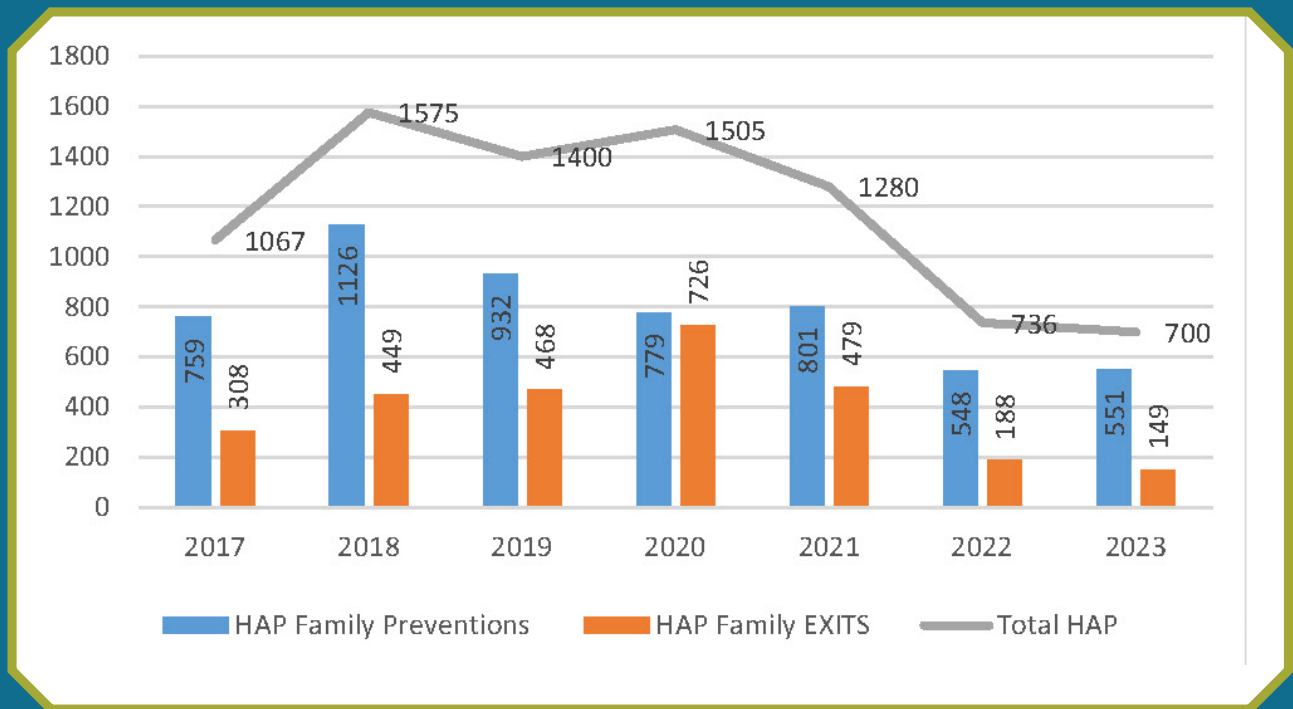


Figure 20: Homeless HAP tenancies achieved, 2017 - 2023



Further analysis of HAP tenancies shows that each year HAP has been more successful as a homeless prevention mechanism compared to exiting families out of homelessness. Overall, during the period 2017 – 2023 HAP housed 70% of families at risk of homelessness or exiting EA.



## 14.0 Conclusion Part 2

Trends reveal a consistent pattern of family entries into homelessness, with highs in January and peaks in July/August, before decreases in entries in December for most years. The rate of entry slowed down during the period 2020 – 2023 compared to the period 2016 – 2019.

Family composition shows that lone parents are consistently more likely to become homeless and that the majority are female. This trend has held through the period 2016 – 2023.

The majority of families becoming homeless are small, with most having one child. This trend remained consistent during the eight-year period 2016 – 2023. Reasons for homelessness trends have shifted. During the period 2016 – 2019, Notices of Termination (NOTs) and Family Circumstances were the main causes of family homelessness. However, during the period 2020 – 2023, 'Other' reasons for family homelessness increased as a proportion of overall newly homeless families and in the last two years 2022/2023 became the main causes of family homelessness.

However, it is important to note that some reasons in the 'Other reasons' category can be related to issues in the private rented sector and family circumstances.

Citizenship trends also show a shift with a decline in new families with Irish citizenship, and an increase in families of non-EU and EU (EEA) citizenship.

The average age of parents has remained consistent over the eight-year trend, with the mean age at 34 years. The complexities of providing interventions to family homelessness become evident in the dynamics of preventions, entries and exits out of homelessness in the period 2017 - 2023. The three factors fluctuate over the years, however during the last two years, entries have continued to surpass both preventions from and exits out of homelessness. In the eight-year period 2016 – 2023, HAP remained the main source of preventing families from homelessness and exiting families out of homelessness. However, also evident is the decline in the number of households able to avail of HAP since September 2021. The introduction of the tenant in-situ tenancy type is an additional housing intervention strategy that will support families at risk of homelessness.



# References

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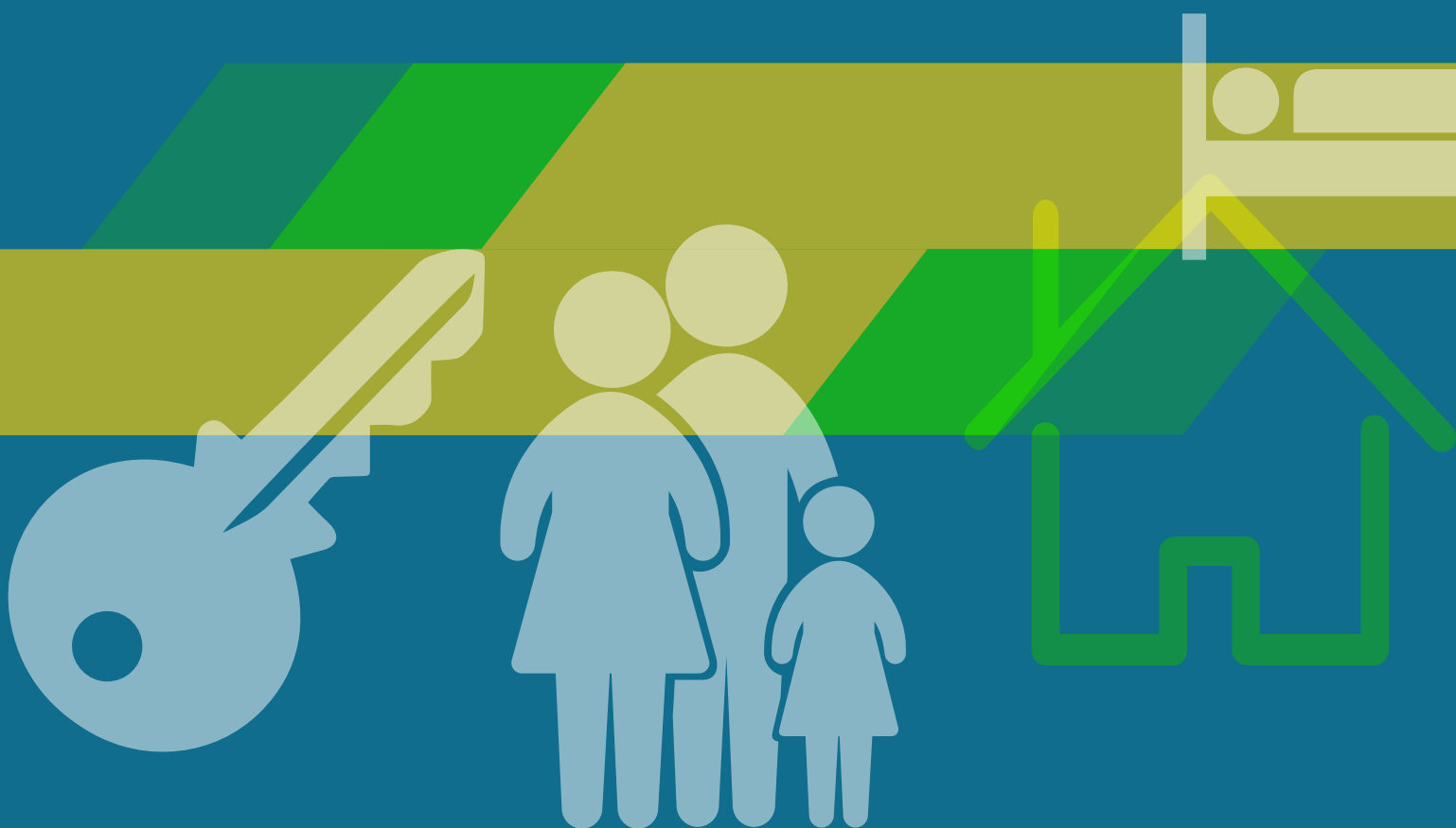


## Appendix 1: Reasons for homelessness

Reason for homelessness	2019	2020	2021	2022	2023
<b>Private Rented</b>					
NOT - Property to be Sold	32.4%	24.8%	37.3%	49.7%	39.2%
NOT - Rent Arrears	7.8%	10.3%	17.2%	8.9%	14.3%
NOT - Landlords Own Use or Family House	10.4%	11.7%	11.9%	9.3%	16.8%
NOT - Unsuitable Accommodation	3.0%	11.0%	9.7%	7.6%	9.1%
NOT - Anti Social Behaviour	0.0%	2.1%	5.2%	1.7%	2.4%
NOT - Other	6.1%	0.0%	3.0%	5.6%	1.4%
NOT - Substantial Renovations	8.7%	3.4%	3.0%	4.3%	2.4%
NOT - First Six Months	0.0%	3.4%	2.2%	1.3%	0.3%
NOT - Breach of Tenancy Obligations	7.8%	0.0%	1.5%	2.0%	2.4%
NOT - New Part 4 Tenancy	0.0%	0.0%	0.7%	0.0%	1.7%
NOT - Change of Use	0.0%	0.0%	0.0%	0.3%	0.0%
NOT - Landlord Bankrupt / Receivership	0.0%	0.7%	0.0%	0.0%	0.7%
NOT - License agreement ended	0.0%	0.0%	0.0%	0.0%	0.7%
NOT - Unknown (General)	23.70%	32.40%	8.20%	9.30%	8.40%
<b>Total NOTs</b>	<b>460</b>	<b>145</b>	<b>134</b>	<b>302</b>	<b>286</b>
<b>Family circumstances</b>					
Relationship breakdown - parent	40.7%	56.6%	52.6%	61.9%	67.4%
Family Circumstance - Other	29.3%	23.5%	16.7%	12.4%	4.0%
Relationship breakdown - other family member	21.1%	12.3%	22.2%	14.2%	10.1%
Relationship breakdown - partner	8.8%	7.6%	8.5%	11.5%	18.5%
<b>Total Family Circumstances</b>	<b>351</b>	<b>357</b>	<b>293</b>	<b>218</b>	<b>227</b>
<b>Other reasons provided</b>					
Overcrowding/Sofa surfing multiple addresses	44.9%	35.7%	27.1%	32.6%	30.8%
Newly arrived from abroad - less than 6 months	11.6%	19.8%	26.1%	20.4%	16.2%
Domestic Violence	9.6%	10.4%	10.7%	18.1%	18.0%
Family Reunification	3.0%	3.3%	3.4%	7.6%	12.0%
Victim of anti-social behaviour	0.0%	4.9%	3.4%	3.6%	2.7%
Irish Resident Returning From Abroad	3.0%	3.3%	2.1%	2.0%	3.0%
No Income Source	12.1%	2.7%	9.6%	1.3%	0.6%
Insufficient Funds / Affordability of P.R.	1.0%	1.1%	5.5%	5.6%	2.1%
Leaving Direct Provision	1.5%	1.6%	3.1%	1.6%	3.6%
Leaving HSE childcare services	2.0%	2.2%	0.7%	1.0%	0.6%
PR Other - Illegal Eviction	0.5%	0.5%	2.1%	0.3%	2.7%
Illegal halting	0.5%	0.5%	0.0%	0.0%	0.0%
Leaving addiction treatment/Substance abuse	0.5%	0.5%	0.3%	0.3%	0.9%
Leaving general hospital	0.0%	1.1%	1.0%	0.0%	0.3%
Leaving Prison	0.0%	0.0%	0.3%	0.0%	0.6%
Left informal tenancy	0.0%	0.0%	0.7%	0.7%	3.6%
PR Other - Property Uninhabitable (Fire)	0.0%	1.1%	1.4%	1.3%	0.9%
PR Other - Unsuitable Accommodation (No NOT)	0.0%	1.1%	0.3%	2.0%	0.3%
PR Other - Asked to Leave Accommodation	0.0%	4.9%	0.0%	0.0%	0.0%
PR Other - Left HAP Tenancy (No NOT)	0.0%	0.0%	1.0%	0.3%	0.9%
PR Other - Property Repossessed	0.0%	1.6%	0.7%	0.3%	0.3%
PR Other - Property to be Sold (No NOT)	0.0%	0.0%	0.3%	0.3%	0.0%
PR Other - house raided by police	0.0%	0.5%	0.0%	0.0%	0.0%
Transitioned from single to family (lone parent)	0.0%	1.1%	0.0%	0.0%	0.0%
PR Other - left without reason	0.0%	0.5%	0.0%	0.0%	0.0%
Entrenched Rough Sleeper	0.0%	0.0%	0.0%	0.3%	0.0%
Presenting from outside Dublin region	0.0%	1.1%	0.0%	0.3%	0.0%
Other	9.6%	0.0%	0.0%	0.0%	0.0%
<b>Other reasons Total</b>	<b>198</b>	<b>182</b>	<b>291</b>	<b>304</b>	<b>334</b>
<b>SUBTOTAL</b>	<b>1,009</b>	<b>684</b>	<b>718</b>	<b>824</b>	<b>847</b>
No Reason Listed on PASS	1.3%	1.4%	3.8%	2.7%	2.1%
<b>Total Families</b>	<b>1,022</b>	<b>694</b>	<b>746</b>	<b>847</b>	<b>865</b>



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**Feidhmeannacht um Dhaoine ar Easpa  
Díidne Réigiún Bhaile Átha Cliath**  
Dublin Region Homeless Executive