

# Dublin Region Homeless Action Plan 2025-2027



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

Introductory  
message from  
Director of  
DRHE



Homeless Action  
Plan 2025-2027

The Dublin Region Homelessness Statutory Management Group has prepared an action plan for addressing homelessness 2025-2027

I want to sincerely thank everyone who gave us their honest feedback, put forward ideas, reviewed, researched and shared their lived experiences to shape this plan. We have included a review of the previous plan as an appendix to this plan.

During the last plan we achieved some good outcomes:

- 4,248 Family households were prevented or exited to a tenancy between 2022 and 2024.
- 3,965 singles were prevented or exited to a tenancy between 2022 and 2024.
- An overall improvement in the standard of emergency accommodation.
- More accessible, better integrated, social and health services for people experiencing homelessness.

But in that same period, the number of people experiencing homelessness increased significantly. In December 2024, there were 1,511 more single adults and 646 more families in emergency accommodation than in January 2022.

A lot of public money is spent on temporary accommodation. Expenditure on emergency accommodation has risen from €194 million in 2022 to €305 million in 2024.

**This plan won't end homelessness in Dublin by 2027.** But, if we see through the actions successfully, it will mean that our collective efforts, elected, voluntary and statutory, are focused on what makes the most impact on reducing homelessness in the Capital.

We learned from the feedback that we need to more actively seek out customer feedback on how services are working and collectively we need to ensure we are concerned with the outcomes for people experiencing homelessness, not just reporting on activity.

We are committed to implementing this plan in its entirety and we believe it will make a real impact for people at risk of homelessness.

Mary Hayes  
Director

## Legislation

### Homeless Action Plan 2025-2027

In accordance with Section 37 of the Housing (Miscellaneous Provisions) Act 2009, each Housing Authority must prepare an Action Plan to address homelessness in the administrative areas concerned by the Housing Authorities, the Health Service Executive and other bodies providing services to address homelessness.

A Homelessness Action Plan shall specify the measures proposed to be undertaken to address homelessness in the administrative area or administrative areas concerned by the housing authorities as the case may be, the Health Service Executive, specified bodies, or approved housing bodies or other bodies providing service to address homelessness or the performance of whose functions may affect or relate to the provision of such services, including but not necessarily limited to measures to achieve the following objectives:

- (a) The prevention of homelessness
- (b) The reduction of homelessness in its extent or duration
- (c) The provision of services, including accommodation, to address the needs of homeless households
- (d) The provision of assistance under section 10(b)(i), as necessary to persons who were formerly homeless, and
- (e) The promotion of effective co-ordination of activities proposed to be undertaken by the bodies referred to in this subsection for the purposes of addressing homelessness in the administrative area or areas concerned.

The legislation provides for two roles. the SMG to prepare and implement the plan and the DJHCF to advise, guide and inform.

#### **Dublin Joint Consultative Forum (DJHCF)**

Dublin City Council, South Dublin County Council, Dún Laoghaire-Rathdown County Council, Fingal County Council, Health Service Executive, Tusla, the Homeless Network, the Irish Prison and Probation Service, CDETB and Threshold.

#### **Statutory Management Group (SMG)**

DRHE, HSE, Tusla and one representative for the 3 Dublin County Local Authorities

#### **Homeless Network**

The Homeless Network is a coalition of Non-Governmental Organisations (NGOs) dedicated to offering support, housing, and essential services to individuals facing homelessness. The Homeless network nominates representatives to be a member of the Dublin Joint Homeless Consultative Forum and its subgroups.

## Partnership

### Homeless Action Plan 2025-2027

The Dublin Region Homeless Executive (DRHE), under Dublin City Council, is the lead local authority to address homelessness in the Dublin region, including South Dublin County Council, Fingal County Council, and Dún Laoghaire-Rathdown County Council.

The DRHE is responsible for coordinating the implementation of this Homeless Action Plan, managing regional service delivery, distributing Section 10 funding for homelessness services and commissioning new services.

The DRHE funds 21 Non-Governmental Organisations (NGOs) that deliver 104 services across the Dublin Region. In addition, the DRHE oversees and finances the provision of private emergency accommodation for those experiencing homelessness.

Along with members of the Dublin Joint Consultative Forum and the Statutory Management Group, the DRHE will remain dedicated to prioritising service users in every decision-making process.

#### **Partnership in Implementation**

Addressing homelessness in Dublin relies heavily on collaboration between stakeholders. This plan is shaped through consultations with Statutory bodies, NGO service providers and service users and incorporates their contributions into the actions.

The Statutory Management Group (SMG) is responsible for agreeing annual business plans with more detail on the exact actions and role of all partners in implementation.

Prevention remains at the heart of our approach and by enhancing early interventions, strengthening tenancy supports and expanding on affordable housing solutions, our aim is to reduce the experience of homelessness throughout the life span of this plan.

The collaborative efforts between government agencies, housing providers and support provided by Non-Government Organizations, will be crucial in delivering effective support and ensuring that those that are at risk of homelessness receive the assistance they need.

## Our Work

### Homeless Action Plan 2025-2027

While there is unquestionably work to do, there have been many improvements made to standards of emergency accommodation under the Quality Standards Framework over the course of the Homeless Action Plan 2022-2024.

Please see highlights below:

#### **Private Emergency Accommodation (PEA)**

In 2022, the implementation of a Quality Standards Framework to Private Emergency Accommodation (PEA) commenced. The overall strategy is to align standards and service provision within PEA service to the NGO sector. This has been achieved thus far by the following:

In October 2022, the DRHE & HSE jointly launched the introduction of an in-reach care & case management system operated by the NGOs into the PEA's. There is also a team of DCC Housing Support Officers working across the PEA sector, dedicated to promoting suitable move on options for all residents. With this in place, residents in both NGO's & PEA services are receiving wrap around supports focusing on health, addiction, employment and housing needs.

A set of 11 Key Performance Indicators (KPI's) for PEA's were introduced and are returned on a quarterly basis. The KPI's cover areas such as fire safety, complaints, adverse incidents, training, exclusions & child welfare. Returns are monitored by the standards team.

In 2022, a joint project with HSE Dublin North City & County Social Inclusion Team (HSE DNCC) and Dublin Regional Homeless Executive (DRHE) devised a training programme for all PEA staff. Training modules include:

- ⇒ First Aid with AED
- ⇒ Fire Warden
- ⇒ Naloxone & overdose awareness
- ⇒ Suicide Awareness and Prevention
- ⇒ CPI Verbal Intervention
- ⇒ Trauma Informed Care
- ⇒ Children First E-Learning Programme
- ⇒ Safeguarding Vulnerable Adults
- ⇒ Intercultural Awareness
- ⇒ Equality and Diversity

Success from this training programme can be evidenced by the number of overdose and medical interventions made, as well as child safety and suicide/ self-harm interventions cited through KPI returns over the 2022-2024.



## Our Work

### Homeless Action Plan 2025-2027

#### Inspections / Site Visits

There are currently 4 avenues of inspection & site visits taking place across both the NGO & PEA sector which have developed over the period of the Homeless Action Plan:

#### Independent Inspectorate:

The DRHE ran a tender for an Independent Inspectorate for all S.10 funded Emergency Accommodation in 2022. Eamonn O'Boyle & Associates (EOBA) were successful and commenced inspections in October 2022. EOBA Inspections cover fire safety, environmental health & food safety standards alongside general review of building condition.

There has been a total of 350 independent inspections over 2022 – 2024.

#### Unannounced Visits by DRHE Standards & Facilities Teams:

The DRHE Standards & Facilities Teams conduct unannounced out of hours site visits each month across all s.10 funded accommodation. Fire safety logs, staffing ratios, child safety protocols and occupancy are reviewed during these site visits.

There has been a total of 568 unannounced visits by the DRHE standards & facilities team over 2022 - 2024.

#### NQSF NGO Inspections:

Inspections of NGO services under the National Quality Standards Framework recommenced in 2023 following a temporary postponement due to Covid. The aim of these inspections is to ensure services are well organised, coordinated, integrated and focused on moving people out of homelessness, as quickly as possible, into long-term, sustainable housing.

<b>NGO</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>Total</b>
NQSF	0	26	66	92
EOBA	23	75	78	176
Unannounced	58	72	104	234
<b>PEA</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	
EOBA	21	81	72	174
Unannounced	100	109	125	334

## Our Work

### Homeless Action Plan 2025-2027

#### Dublin Fire Brigade:

Dublin Fire Brigade conduct their own unannounced / announced visits on all Emergency Accommodation. Quarterly meetings held with the DRHE to discuss any issues identified or works required.

#### Complaints

There is a designated complaints officer within the DRHE. All complaints received are investigated by the Standards & Facilities teams and responded to within the designated time frames.

Complaints	2022	2023	2024	Total
	122	150	*233	505

**\*The rise in complaints is not necessarily indicative of service standards but rather reflects greater awareness of the complaint process among service users due to increased advertising efforts.**

#### **NQSF**

Upon engagement with the sector, the DRHE developed an online cyclical training series which commenced in 2024. The training series is targeted at homeless services frontline staff. Topics covered include Housing, Long Term Supported Accommodation, Homeless HAP as a move on option, post settlement supports, Health and referral pathways, day & prevention services.

## Our Work

### Homeless Action Plan 2025-2027

#### Working with Rough Sleepers

The DRHE outreach team collaborates closely with the Dublin Simon Outreach team in conducting early morning engagements and coordinating bookings for individuals bedded down through the Central Placement Services. This has resulted in improved service coordination, increased uptake on emergency accommodation along with a more efficient & targeted client engagement for referrals to housing and other supportive services.

The DRHE Housing First & Outreach Team coordinates and facilitates an interagency approach between Housing First & the Outreach Team in providing a targeted approach to people who have a history of entrenched rough sleeping. This approach has yielded positive outcomes, whereby some have successfully moved into a tenancy with Housing First supports, while others have secured suitable long-term support housing solutions.

Since the introduction of the Housing First model, which is designed to assist individuals with a history of homelessness and complex needs in securing tenancies, the previous plan resulted in a notable rise in new tenancies created during the period 2022 to 2023. The number of new tenancies in 2024 reflects a pause in intake during the tendering process.

A continued interagency approach and collaboration between all service providers and stakeholders must continue to ensure needs of people roughly sleeping are met.

Year	Number of Housing First Tenancies Created between 2022-2024
2022	103
2023	156
2024	111
<b>Total</b>	<b>370</b>



## Our Work

### Homeless Action Plan 2025-2027

As part of the governance foundation in this action plan, the DRHE will continue to create strong oversight and implementation structures around governance and to oversee that accountability structures are in place for all agencies, both statutory and voluntary, engaged in delivering homeless services.

#### Finance and Governance

- ⇒ Continued communication between the NGO/ PEA sector and the Monitoring & Standards team regarding knowledge & training needs, updates, blocks & barriers and successes.
- ⇒ Review of SLAs to ensure a focus on service **impact** on homelessness. The DRHE will agree with all funded organisations a Service Level Agreement which specifies the services, conditions and funding of same.
- ⇒ The DRHE will prepare an Annual Section 10 Homeless Budget for submission to the DHLGH, in line with Dublin City Council's annual estimates of expenditure.
- ⇒ A key principle is ensuring a value for money approach for all the services being provided. All expenditure and recoupments to be made in line with Department of Public Expenditure and Reform Circulars [1] and DHLGH's protocols.
- ⇒ The DRHE will document the process for new service and change of service requests to align with the budgetary cycle.

#### Homeless Expenditure 2015-2024

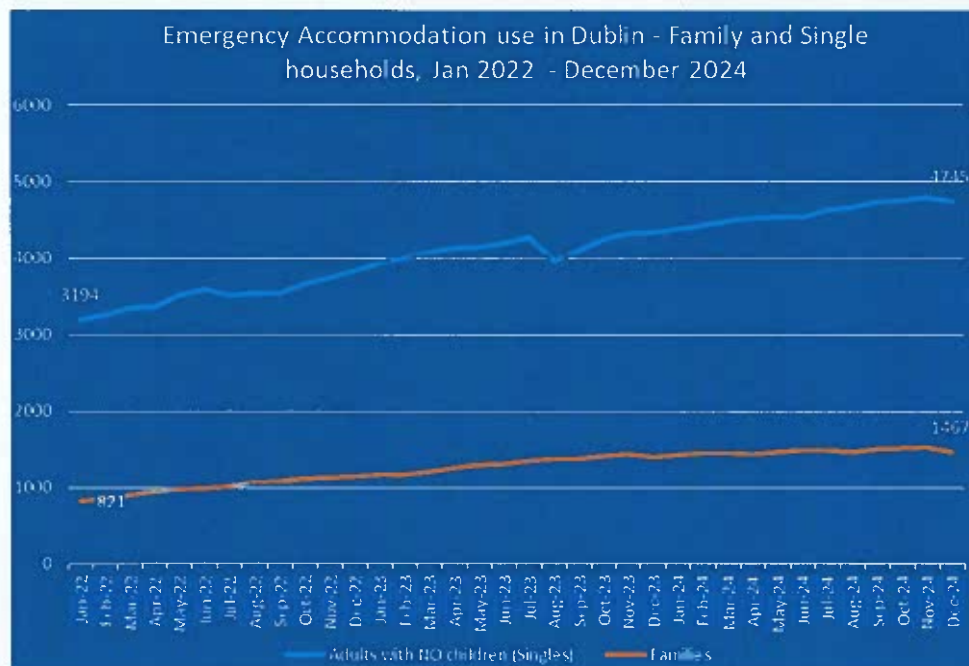


## Research & Trends

### Homeless Action Plan 2025-2027

#### Scale of Homelessness in the Dublin Region

The use of emergency accommodation in the region continues to rise, as demonstrated by consistent month-on-month increases. Between January 2022 and December 2024, the number of households in emergency accommodation grew by 2,197—comprising 1,551 additional single adults and 646 more families. These figures highlight a persistent and disproportionate vulnerability to homelessness among single-person households in the region.



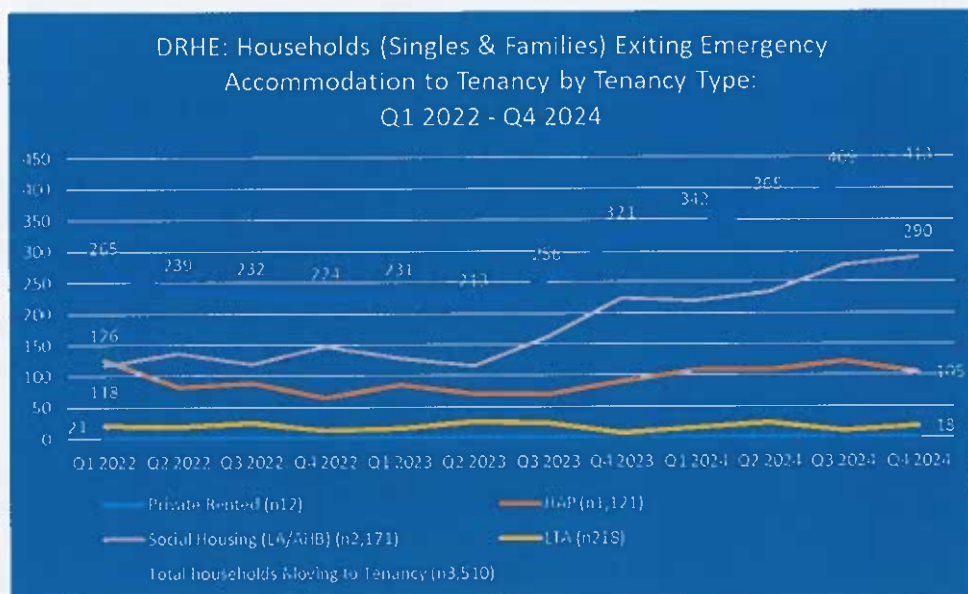
## Research Projects

### 2025—2027

- Patterns of homeless service use 2017 – 2023
- New Families 2024 – include analysis on young families 18-24yrs and add trends reasons from 2016 –2024
- New Singles years 2021 –2024 include analysis on young Singles 18-24yrs and couples
- Aging and homelessness analysis of 65+ in EA 2023 – 2024
- Rough Sleeper data trend analysis years 2020 – 2024
- HAP Tenancy Exits/preventions Sustainability 2020 – 2023
- Singles transitioning to families in EA
- Understanding Repeat Homelessness

## Exits by Tenancy Type

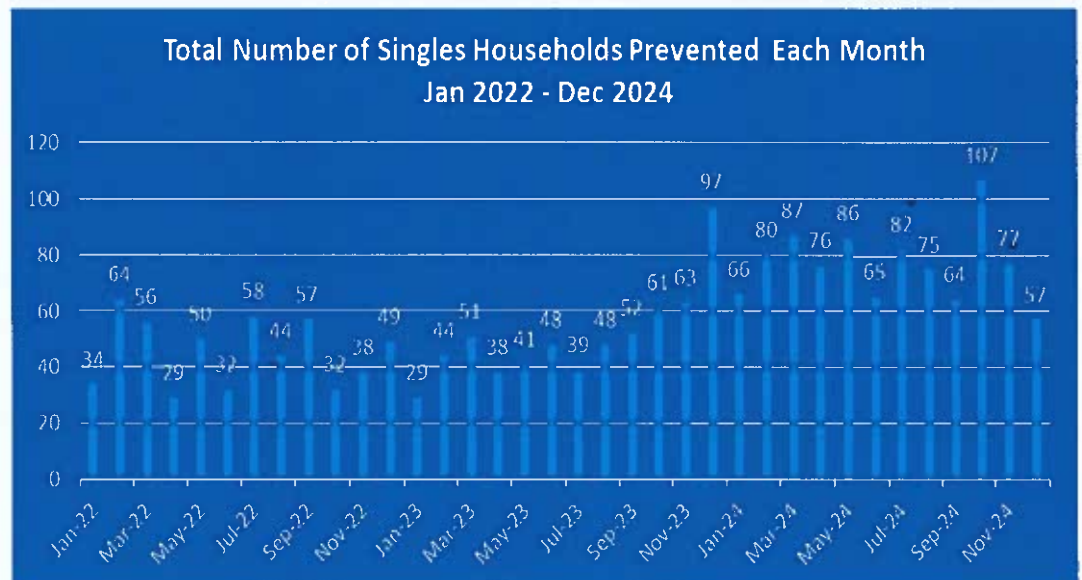
Between Q1 2022 and Q4 2024, a total of 3,510 households exited emergency accommodation into tenancies across the Dublin Region. Most exits were into Social Housing (LA/AHB), which accounted for 2,171 households, reflecting strong delivery of local authority and AHB tenancies during the period. Housing Assistance Payment (HAP) tenancies represented the second largest pathway, supporting 1,121 households to exit homelessness. This data underlines the critical importance of continued investment in social housing supply and targeted support through HAP. It also suggests a need to review and expand the role of LTA and explore other tenancy pathways to further strengthen housing-led responses to homelessness.



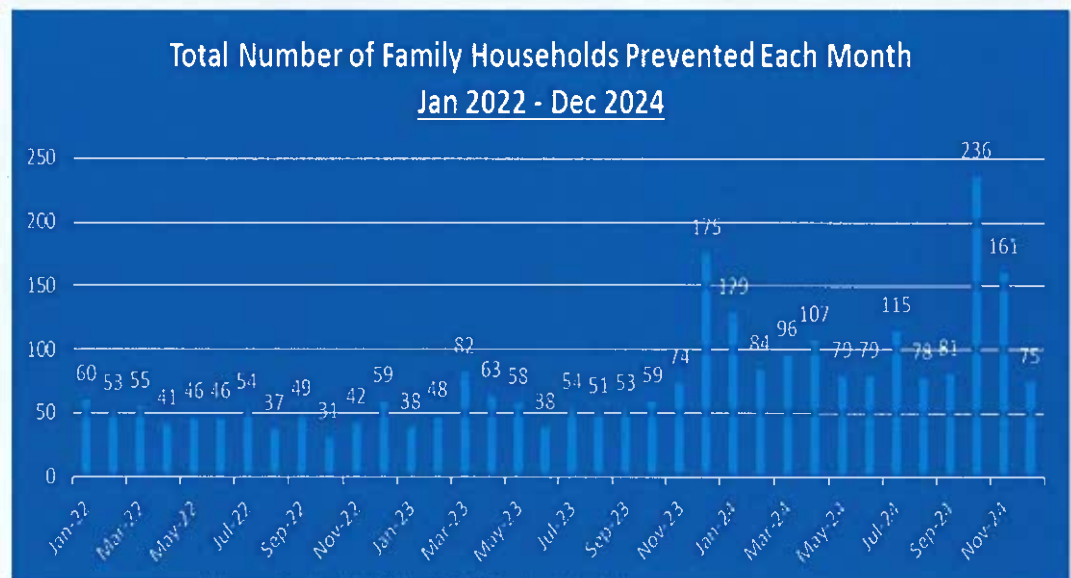
## Preventions 2022-2024

### Homeless Action Plan 2025-2027

## Single Preventions 2022-2024



## Family Preventions 2022-2024

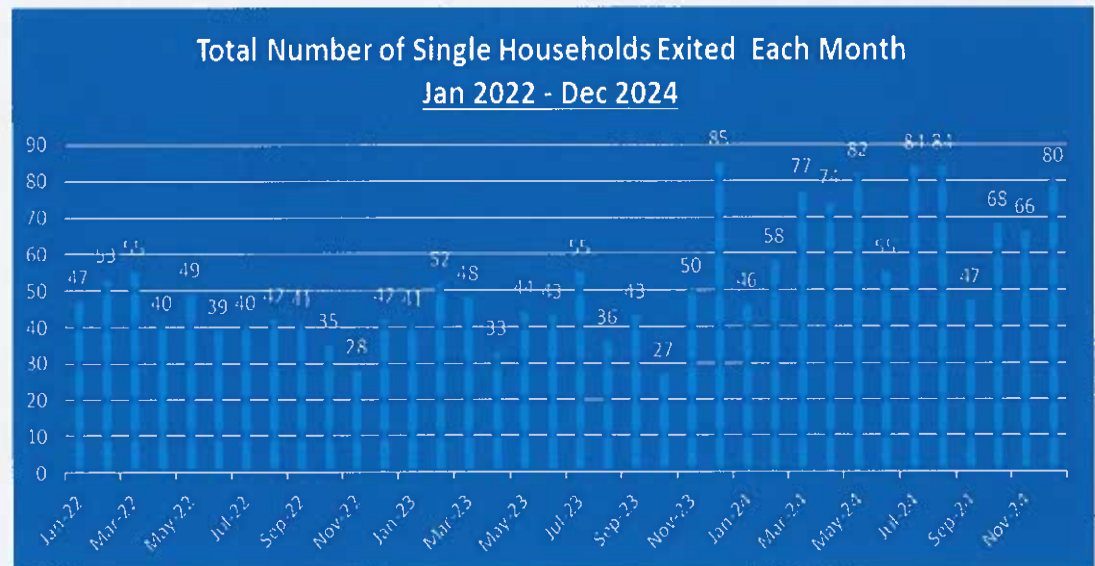




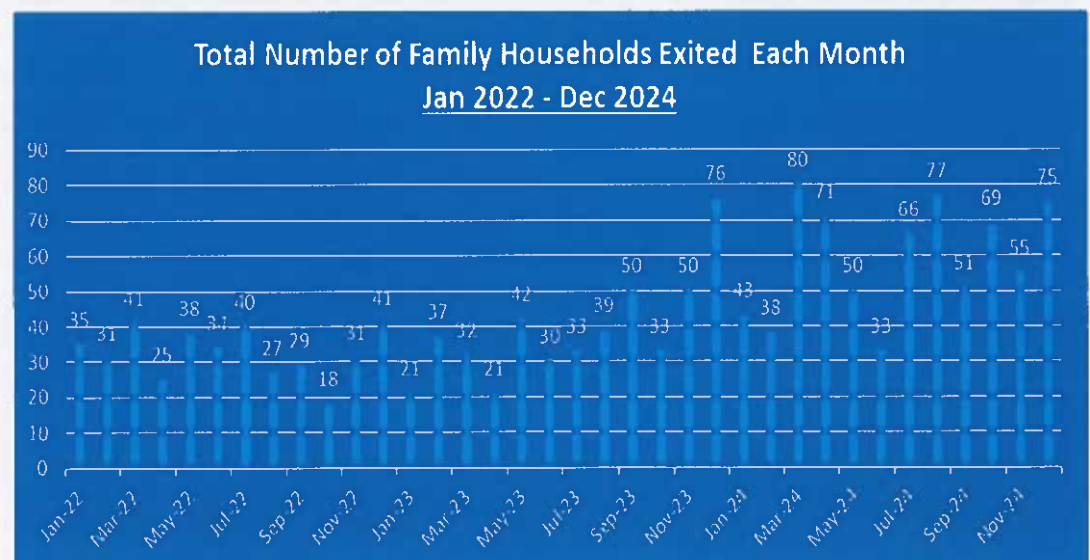
## Exits 2022-2024

### Homeless Action Plan 2025-2027

#### Single Exits 2022-2024



#### Family Exits 2022-2024





## Consultation process for this Plan

### Homeless Action Plan 2025-2027

Seven Rapid Insight (RI) sessions were conducted by CES between January and March 2024. The RI methodology allowed for focused, real-time online engagement using the chat function to capture fast-paced, inclusive contributions. Each session explored the three strategic pillars of the Homeless Action Plan: Prevention, Protection, and Progression. The following groups were included in the Rapid Insight Sessions:

- Local Councillors from Dublin City Council, South Dublin County Council, Fingal County Council and Dún Laoghaire–Rathdown County Council.
- NGO's
- Joint Consultative Forum
- SMG

A focus group was held by the consultant for service users to obtain their feedback and recommendations for the new plan.

#### **Feedback**

The recommendations emerging from the review of data and insights gathered during these sessions outline a roadmap for meaningful systemic change. Grounded in the lived experience of stakeholders, expert knowledge, and international best practice, they directly address the challenges identified throughout the engagement process. At the same time, they build upon the operational strengths and collaborative spirit already visible across Dublin's homelessness sector. Below are several key recommendations for the new Action Plan.

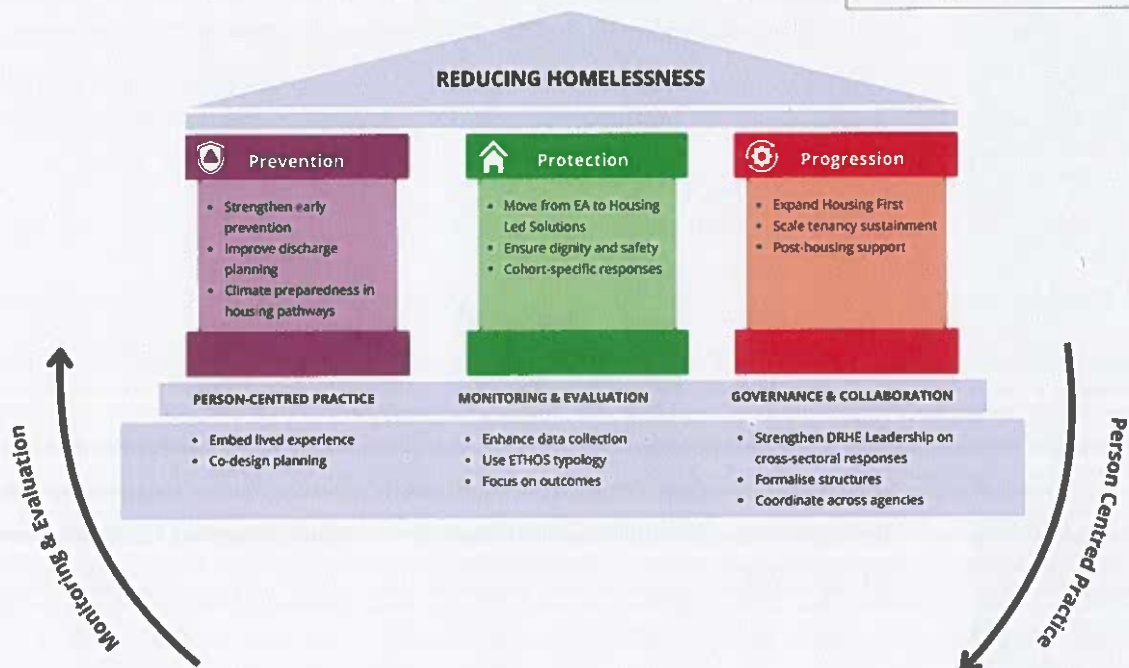
The following are some of the recommendations for the new Action Plan.

1. **Strengthen Early Intervention and Housing-Led Prevention**
2. **Redesign Emergency Accommodation as Stabilising Support**
3. **Embed a Continuum of Support for Sustainable Progression**
4. **Position DRHE as Strategic Convenor and System Leader**
5. **Shift to a Person-Centred, Outcomes-Focused System**
6. **Build a Smart and Transparent Data and Evaluation System**

Governance & Collaboration



This visual emphasises the coherence and complementarity of the strategic pillars - ranging from prevention and progression and the underpinning support structures of person-centred practice, governance and monitoring and evaluation.



## Implementation of the Public Sector Equality and Human Rights Duty

Homeless Action Plan  
2025-2027

The Public Sector Equality and Human Rights Duty requires that this Action Plan reflects a concern to eliminate discrimination, promote equality and protect human rights for the diversity of service-users. An equality and human rights impact assessment was undertaken at final draft stage to comply with the Duty.

The full range of the identified groups for the Duty is captured in our commitment to diversity in the Action Plan. The groups identified for the Duty are: those covered by the grounds of gender (including transgender persons and those transitioning), civil status, family status (including lone parents and carers), age, disability (broadly defined to include all impairment groups), sexual orientation, race, religion, membership of the Traveller community, and socio-economic status (specifically those at risk of or experiencing poverty and exclusion); those at the intersections of these grounds; and rights holders under relevant human rights instruments.

The equality and human rights issues identified as relevant for and to be addressed by this Action Plan are:

- **Dignity & Respect**
- **Diversity & Accessibility**
- **Inclusion & Social Justice**
- **Participation & Engagement**
- **Choice & Autonomy**

Over the coming pages we have listed the actions in the Homeless Action Plan for the coming 3 years. The feedback and the actions have been cross checked by the independent consultants to ensure we are reflecting objective feedback from key stakeholders.

# Prevention Pillar

Prevention Objective 1. Start working with high-risk communities early							
This objective aims to prioritise prevention support for households vulnerable to homelessness.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making It Happen?	When Will We Measure and Report?	How Will We Measure and Report?
1.1.1	Prevention	Prioritised housing support for elderly individuals	Prioritise social housing and social housing support alternatives for all single adult households aged 70 years and over presenting at risk of homelessness.	Lowering the age threshold to 65 for single adults and couples will be included for decision by Clirs in DCC Scheme of Lettings review to allow elderly people facing homelessness to access housing.	DCC	Annual & quarterly returns	PASS Report on Number of OP prevention tenancies via Social Housing/Support).
1.1.2				Prioritise the allocation of housing for older persons, particularly those aged 70 and above, who present as homeless or at risk of homelessness.	DCC, DLR, SDCC, FCC	Annual & quarterly returns	PASS Report on Number of OP prevention tenancies. Social Housing/Support).
1.1.3	Prevention	That families stay together and can be reunited in event of a separation without entering homelessness.	Get cross-departmental clarity at National Homeless Action Committee to ensure immigration and family reunification policies are not leading to homelessness.	Family Reunification Policies designed to prevent homelessness.	DRHE/NGO reps on NHAC	Annual	Reduction in Family reunification as a Reason for Homelessness
1.1.4	Prevention	That a family working with any agency, will be offered support to protect against homelessness.	Offer families support to advocate with landlords or apply to Local Authorities, or help searching for a rental property.	Every family who comes to the attention of Tusla Family Support Services and funded services will be part of a plan such as Meitheal or a Family Support Plan and if homelessness is an issue for the family, then measures will be taken to try and address this.	TUSLA CFSN & its Funded Services  DRHE – Visiting Tenancy Sustainment Services & its Funded Services	Bimonthly (SMG & DHJCF)  Service Level Agreement	



Objective 2. Focus on supporting people to remain in their homes by implementing preventative measures.							
This objective aims to prevent homelessness by avoiding evictions, securing new tenancies, and providing timely, accessible help and support to ensure individuals and families to maintain stable housing.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making It Happen?	When Will We Measure and Report?	How Will We Measure and Report?
1.2.1	Prevention	Focus on avoiding evictions from HAP/PR sector & focus on new tenancies in the PR sector to prevent from homelessness.	Prevent (Reduce) homelessness via the Second-Hand Social Housing Acquisitions Programme in acute situations for recipients of HAP/RAS.	Level of DHLGH Funding Available to Local Authorities	DCC/DLR/FCC/SDCC	Annual & quarterly returns	100% Utilisation of 2025 Allocation
1.2.2			Increase HHAP and RAS tenancies as alternative to EA as an approach to preventing homelessness	PR Supply & DHLGH Funding and Support	DCC/DLR/FCC/SDCC	Annual & quarterly returns	Number of Homeless Preventions via HHAP or RAS
1.2.3			Prevent (Reduce) homelessness by mediation to sustain the current accommodation (where appropriate) and/or approval for HHAP.	S10 Funding & Resources	DCC	Annual & quarterly returns	PASS report by service on the total number of Households in the Dublin Region who received a NOT or Presented at risk of Homelessness from Family or Relationship Breakdown a. supported to find another tenancy, or b. maintained in their existing tenancy.
1.2.4			Reduce presentations by mediation to sustain the current accommodation (where appropriate) and/or assist to find PR with HAP.		Focus Ireland in DCC; Dublin Simon in DLR/FCC/SDCC;	SLA- Annual Return of KPIs	PASS report by service on the total number of Households in the Dublin Region who received a NOT or Presented at risk of Homelessness from Family or Relationship Breakdown a. supported to find another tenancy, or b. maintained in the existing tenancy.
1.2.5	Prevention	Accessible help and support at the right time	Raise awareness of rights and supports for those facing homelessness	Easily accessible information, including in its content and	DRHE	Q4 2025	Information is available

1.2. 6			Provide accurate, timely and accessible advice and information and/or support with Dispute Resolution under RTB to households in the private rental sector, in receipt of a NOT.	format for those facing homelessness S10 Funding & Resources	NGOs funded under Day Services and Prevention	Monthly	Monthly Report on the total number of Households in the Dublin Region who received a NOT a. supported to find another tenancy, b. referred to homeless services, c. maintained in the existing tenancy. Non-PASS data to be verified by Sample Audit Monthly report on number of people requesting information.
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Objective 3. Strengthen early intervention pathways							
These actions aim to focus on prevention and early integrated planning to ensure individuals receive the necessary support and resources to maintain stable housing and avoid homelessness.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making It Happen?	When Will We Measure and Report?	How Will We Measure and Report?
13.1	Prevention	Targeted discharge planning from care, prison, hospital, IPAS	Reduce discharge planning gaps, particularly for individuals leaving hospitals, prisons, or International Protection Accommodation Services (IPAS) without a clear housing pathway.	Effective Working of the Hospital Discharge Protocols to Escalate Cases of Inappropriate Discharges into Homelessness. Discharge protocols for other identified areas as required and effective implementation of the protocols	HSE - Irish Prison Service/Probation Service	Quarterly return from agency responsible	Discharge protocols are in place and being followed reported to SMG. Increase in appropriate and timely discharge planning reported to SMG.
13.2			Work with the TUSLA Aftercare Steering Committees (ACSC) to prevent homeless.	CAS Care Leaver National Youth-specific prevention strategies Targeted discharge planning for young people leaving care Accurate figures for number of young people leaving care in the 4 LAs/connection with Dublin Reporting mechanism for TUSLA through SMG to liaise with ACSC.	TUSLA	Annual & quarterly returns	PASS Report on Number of Care Leavers Presenting to Homeless Services Track Number of young people leaving care as per TUSLA reports
13.3	Prevention	Integrated Planning	Prevent households at Risk of Homelessness through provision of appropriate Care & Case management Supports, taking account of specific needs arising from diversity of service users.	Formal interagency delivery structures to coordinate prevention work. Partnership protocols to ensure clarity on roles, escalation routes, and feedback loops between agencies involved in prevention. Standardised shared outcomes framework	HSE DCC/DLR	Quarterly	PASS/KPI/ SLA MONTHLY/QUARTERLY REPORTS

1.3. 4	Prevention	Strengthen capacity to respond to specific needs of the diversity of those at risk of and experiencing homelessness	Develop the knowledge base of the specific situation, experience and needs of the diversity of those at risk of and experiencing, and apply this, with initial attention to: LGBTQI+ people Traveller Community Young People	Research undertaken as required; engagement with representative associations; organisational systems in place with a capacity to capture diversity and establish specific needs; and actions identified and pursued to respond to specific needs	DRHE Lead with support from HSE on training	SLAs	PASS/SLA/KPI REPORTING
1.3. 5	Prevention	Provide agile and responsive services that react quickly to the changing homeless landscape.	Respond to changing need within the homeless sector in Dublin with a minimal amount of delay. Hear the voice of those with lived experience. Learn from the practice and experience of frontline staff. Publish data to stakeholders and the public where appropriate Disaggregate data to allow analysis of accessibility of services for different groups of people.	Effective monitoring, evaluation systems, protocols and mechanisms for data collection. Implement service user and frontline staff forums and feedback loops. Ability to gather, analyse and react to both qualitative and quantitative data.	DRHE	Quarterly report	Conduct an equality assessment and report on implementation of actions. Ensure published data is disaggregated to give richer reporting.

# Protection Pillar



Objective 1. Ending and preventing rough sleeping.							
This objective focuses directly on safeguarding individuals from the dangers of homelessness and aims to ensure that nobody has to sleep outdoors.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making It Happen?	How Will We Measure and Report?	When Will We Measure and Report?
2.1.1	Protection	Reduce the need to sleep rough	Reduce Rough Sleeping through Effective Outreach	Maintain the current outreach services	Dublin Region Coordinator of Housing First and Outreach	Track the reduction in numbers of rough sleepers. A PASS service report on numbers of Rough Sleepers: a. moved to Housing First Intake b. linked to health and social care services c. Moved to Emergency Accommodation d. Moved to LTA	Daily and quarterly
2.1.2			Prevent Rough Sleeping through the Provision of appropriate and safe Emergency Accommodation	An adequate supply of Emergency/Temporary Accommodation for households in the 4 Dublin LAs. System for accurately checking daily capacity	Each Local authority is responsible for providing emergency/temporary accommodation. Each EA Service Provider	A point in time check of number of households per Local authority and number of bedspaces provided by each Local authority.	

Objective 2. Providing Adequate and Equitable Emergency Accommodation							
This objective addresses the necessity of having enough emergency housing options available across the Dublin region and that these options meet certain standards.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making it Happen?	How Will We Measure and Report?	When Will We Measure and Report?
2.2.1	Protection	A balanced supply of Emergency Accommodation across the DRHE area.	Ensure a supply of new emergency accommodation suitable for the range of people who require emergency accommodation.	Infrastructure and Accommodation Development Plan Sites, Funding and Resources	Each Local Authority	Comparison of the number of beds available in each Local authority with their homeless population to ensure an upward trend. PASS and Property Team to Measure Quarterly for Progress	Track annually until 2027
2.2.2	Protection	Reduce the reliance on the Private sector for emergency accommodation	Increase the number of refurbished or acquired projects for emergency, temporary, or long-term supported accommodation run by both NGOs and local authorities.	Identification of potential projects across each LA for refurbishment or acquisition. Tender for Acquisitions.	The NGOs and 4 Dublin Local Authorities	Identify the number of New NGO/ Local authority owned beds added to Emergency, Temporary and Long-term supported accommodation.	Track annually by LA and include in DRHE/SMG Annual report
2.2.3			Develop and implement a pilot modular site to provide emergency accommodation.	A suitable site to be identified and stakeholder buy in secured. Adequate resources to staff the accommodation.	SDCC	Number of New LA owned Beds added to the stock of Emergency accommodation x LA	
2.2.4	Protection	Ensure children's supports are taken into account when placing a family accepted as homeless.	Consider the educational and support links of children when placing in Emergency accommodation.	Available EA across the Dublin Region Available EA to meet the family size requirements.	Each Local Authority	No of Complaints based on Location of EA.	PASS

2.2. 5	Protection	Children living in EA will be supported on a case-by-case basis and according to their needs.	Assess the sufficiency of supports to children in EA.	Research Tender Suitably qualified applicants Implementation Planning	SMG	Review of existing level of child support.	Measure Q4 2025 and report to DHJCF and update Councillors in monthly report as new services are developed.
2.2. 6	Protection	Respond to the health needs of children in Emergency Accommodation	HSE Social Inclusion will develop a Team to work with homeless families in PEA.	Funding Approval	HSE	HSE Update to SMG and JCF	Bimonthly Progress Report once
2.2. 7	Protection	Provision of internet access to children for the purposes of educational projects.	Ensure there is an adequate Acceptable Use Policy in place in each emergency accommodation to allow children in emergency accommodation accomplish educational tasks/ learning exercises	Ensure that each contract for the provision of EA includes Wi-Fi access.	DRHE	To be included in inspection reports and reported to the SMG.	Annually

Objective 3. Maintaining Quality and Dignity in Emergency Accommodation							
This objective emphasises the importance of the standards and conditions within emergency accommodation to ensure the wellbeing of residents.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making It Happen?	How Will We Measure and Report?	When Will We Measure and Report?
2.3.1	Protection	All accommodation is high-quality, safe and those using it are being supported	Ensure that Emergency Accommodation is run and maintained in accordance with the NQSF and respects the dignity and wellbeing of all.	An independent system for regular audits and inspections. That all providers are aware of their responsibilities under the NQSF standards.  Robust complaints system.	DRHE	Compliance to standards audits conducted by independent inspectorate on an announced and unannounced basis.	Quarterly publication of the Independent Inspectorate reports on the DRHE website; Quarterly Report from Standards Team to be reviewed by the SMG.
2.3.2	Protection	Identify activity programmes available for children accessing EA	Work with the activity and wellbeing officers in each LA to identify activity programmes available for children accessing EA	Promotional advertisement in EA	SEO in each LA	Report and Update to the JCF and SMG	Annually

Objective 4. Facilitating Exits from Homelessness:							
This objective highlights the proactive goal of helping individuals move beyond emergency accommodation and into more stable housing.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making it Happen?	How Will We Measure and Report?	When Will We Measure and Report?
2.4.1	Protection	Time in EA is reduced.	Every eligible household placed in EA to have an active housing application and be informed of their housing options.	Staff with relevant knowledge to support families.	Each Funded Service Providing Keyworker and Or Case Management. NGO for own services, PACT, HSOs and HAT team for PEAs.	Housing applications to be measured against agreed KPIs in service level agreements. PASS report on Housing Application Status.	DRHE Monthly Report, Monthly and Quarterly Report to DHLGH
2.4.2			Ensure that each household assessed as needing case management supports are assigned a resource.	Staff and resources to support effective case management Early identification of need especially where households require additional support needs.	DRHE Standards Team	Funded services will provide case management status through PASS.	A quarterly review of all case management provided to SMG.



# Progression Pillar

Objective 1. Provide stable accommodation that prioritises families, chronic homelessness and rough sleepers.							
This objective aims to reduce chronic homelessness and rough sleeping, transition families from homelessness to secure housing, and expand housing options for all households							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making It Happen?	How Will We Measure and Report?	When Will We Measure and Report?
3.1.1	Progression	Reduce Chronic Homelessness and Rough Sleeping	Create tenancies each year to align with the National Housing First Strategy 2019 - 2026.	Support scaling up of the Housing First scheme	DCC/DLR/FCC/SDCC	No of Allocations to All Single Adult Households in Housing First	National Monitoring Tool Housing First Office; Monthly Report DRHE; Monthly Report to DHLGH
3.1.2			Provide comprehensive support services, such as healthcare, mental health care, and social services, within Emergency Accommodation (EA) and Housing First programs to ensure individuals receive all the help they need in one place and in a manner that takes account of specific needs arising from diversity.	Joint working protocols with HSE and others at operational level, with shared accountability and reflecting shared commitment to elimination of discrimination, promote equality and adapt for diversity and protect human rights within support services. Ensure joint working protocols are compliant with the Public Sector Equality and Human Rights Duty.	HSE	Housing First Sustainment Rate & Reasons for Breakdown	National Monitoring Tool Housing First Office; Monthly Report DRHE; Monthly Report to DHLGH
			Make Housing First available to individuals and couples rough sleeping but also those in EA experiencing chronic homelessness.	Referrals to Housing First from EA support teams and capacity for new tenancies.	DCC/DLR/FCC/SDCC & HF Providers	No of HF Allocations x EA and x R/S	National Monitoring Tool Housing First Office; Monthly Report DRHE; Monthly Report to DHLGH

3.1.3	Progression	Move families from homelessness to secure tenancy	Focus on Families 2 years+ in homelessness	Ensure individual housing exit plans for each Household	DCC/DLR/FCC/SDCC	Measuring the % of families in EA over 2 years+ each month.	Monthly DRHE Report
3.1.4			Increase Housing Pathways for Family Households in Emergency Accommodation	Pilot to target rightsizing to free up family homes for allocation, with consideration in the first instance given to homeless households.	DLR	No of Allocations to Families Experiencing Homelessness	Monthly Return To DHLGH; SMG To Monitor
3.1.5			Increase Housing Pathways for Families 2 years+ in Emergency Accommodation	Increased lettings under Surrender Larger Priority (RightSizing Policy) to free up housing to be made available to Homeless Households.	DCC	No of Allocations to Families Experiencing Homelessness	Monthly Return To DHLGH; SMG To Monitor
3.1.6	Progression	Maximise the Housing Options available to All Households	Pilot a scheme to expand the Rental Accommodation Scheme.	Implementation plan for the pilot scheme	DCC/DLR/SDCC (with DHLGH)	Increase in RAS tenancies available to Homeless Households.	DRHE Monthly Report; Monthly and Quarterly Report to DHLGH
3.1.7			Maximise the Exits to Homelessness through the HHAP scheme	Placefinder(s) to Liaise with Landlords; 2 months' rent in advance;	DRHE	The number of exits to HAP tenancies from EA.	DRHE Monthly Report; Monthly and Quarterly Report to DHLGH
3.1.8	Progression	Allocations Policies that Support Progression of Households from Emergency Accommodation	Ensure allocations are made to households assessed as homeless in accordance with the adopted Scheme of Lettings for each Local Authority.	Alignment of Allocations and Homeless Services within each LA	DCC/DLR/FCC/SDCC	No of Households Moving to LA/AHB/LTA each month.	DRHE Monthly Report; Monthly and Quarterly Report to DHLGH

Objective 2. Provide integrated and defined pathways into sustainable tenancies							
This objective supports the establishment of clear pathways into sustainable tenancies, supports service users' autonomy, allocates suitable accommodation, and involves service users in co-designed planning, services, and reviews.							
	Pillar	What Do We Want to Achieve?	What must we do?	What Needs to be in Place for it to Succeed?	Who Is Responsible for Making It Happen?	How Will We Measure and Report?	When Will We Measure and Report?
3.2.1	Progression	Clearly defined pathways into sustainable tenancies	Provide systems and supports that facilitate progression, taking account of specific needs that arise from diversity of service-users.	Integrated case management across all service providers. Easily accessible information, including in its content and format for workers, volunteers and service users. Set clear standards for service provision in EA relating to progression. Reframe temporary accommodation as a place where individuals can be supported and stabilise before moving into sustainable tenancies.	DRHE	Measure Exit rates to Tenancy x Service.	KPI Reports
3.2.2	Progression	Support autonomy for service users to build Sustainable Tenancies	Increase the number of people who successfully maintain independent tenancies.	A comprehensive and individualised support service that address the range of needs of individuals and take account of the specific needs that arise for the diversity of individuals transitioning into tenancies. A structured programme providing immediate needs assessment, personalised support planning, and access to essential services within the first 3-6 months of a tenancy, taking account of specific needs arising from diversity	NGO Tenancy Sustainment Services	No of Exits to Tenancy with Support; KPIs for Tenancy Sustainment Services to measure outcomes for service user. No of cases closed successfully (i.e. with settlement indicators met) and Tenant Satisfaction with Service.	KPI Reports
			Equip individuals with essential life skills, including tenancy management, financial literacy, English language and literacy, and further education and employment readiness	Training programmes that focus on Tenancy Skills Training, Education and Employment Support, Financial, language and literacy Workshops, Health and Wellbeing Programmes, Building Social Connections.	City of Dublin ETB	Number of individuals participating in training programs, percentage achieving educational or employment goals, improvement in financial literacy scores, engagement in community activities	Report to JCF

3.2 .3			Provide ongoing support and early intervention to prevent tenancy breakdown.	Mechanisms to identify when tenants are struggling and require support.	NGO Tenancy Sustainment Services	Report and record the outcomes for cases taking up Tenancy Sustainment/SLI supports. No of Cases successfully closed with settlement indicators. Identification of Breakdown issues and Blocks to Achieving Appropriate Support for Tenants. Provision and Uptake of Peer Support.	KPI Reports
3.2 .4			A robust peer support programme	An accessible peer support network.			
3.2 .5	Progression	Suitable accommodation allocated to service users, taking account of specific needs arising from diversity.	Compare need and available housing when allocating property.	Housing need of Households Experiencing Homelessness to be reflected in Housing Delivery Plans, ensuring attention is given in these to universal design and addressing specific needs arising from diversity.	DCC/DLR/FCC/SD CC	No of Exits to Tenancy with Support; KPIs for Tenancy Sustainment Services to measure outcomes for service user. No of cases closed successfully (i.e. with settlement indicators met) and Tenant Satisfaction with Service.	KPI Reports
3.2 .6			Housing and service user needs profile to be considered in allocations				
3.2 .7	Progression	Co-designed planning, services and review	Embed lived experience in every aspect of service delivery	Service user working groups and representation in the planning, delivery and review of services with steps taken to support a capacity to engage and to secure participation of the diversity among service-users.	DRHE	Engagement with service users. Number of working groups and representatives.	Annual

## Appendices

### Homeless Action Plan 2025-2027

*Housing (Miscellaneous Provisions) Act 2009 and Chapter 6 provisions as the basis for this Framework Homelessness Action Plan for the Dublin Region 2025-2027:*

*37.— (1) A housing authority shall, in respect of its administrative area, not later than 8 months after the coming into operation of this Chapter, adopt a plan (in this Act referred to as a “homelessness action plan”) to address homelessness.*

*A homelessness action plan shall specify the measures proposed to be undertaken to address homelessness in the administrative area or administrative areas concerned by the housing authority or housing authorities, as the case may be, the Health Service Executive, specified bodies, or approved bodies or other bodies providing services to address homelessness or the performance of whose functions may affect or relate to the provision of such services, including but not necessarily limited to measures to achieve the following objectives—*

*(a) the prevention of homelessness,*

*(b) the reduction of homelessness in its extent or duration,*

*(c) the provision of services, including accommodation, to address the needs of homeless households,*

*(d) the provision of assistance under section 10 (b) (i), as necessary, to persons who were formerly homeless, and*

*(e) the promotion of effective co-ordination of activities proposed to be undertaken by the bodies referred to in this subsection for the purposes of addressing homelessness in the administrative area or areas concerned.*

*(3) A homelessness action plan shall be in writing and shall take account of—*

*(a) any available information regarding the extent of the need for services to address homelessness, including, in the case of housing supports, any summary of social housing assessments prepared under section 21 in respect of homeless households,*

*(b) the costs of the proposed measures referred to in subsection (2) and the financial resources that are available or are likely to be available for the period of the homelessness action plan to the housing authority or housing authorities concerned, the Health Service Executive or any specified body, as the case may be, for the purposes of undertaking those measures and the need to ensure the most beneficial, effective and efficient use of such resources,*

*(c) such policies and objectives for the time being of the Government or the Minister in so far as they may affect or relate to the provision of services to homeless persons, and*

*(d) such other matters as the Minister may specify in a direction given to the housing authority under subsection*



## Appendices

### Homeless Action Plan 2025-2027

#### Appendix 1 (Continued)

(4), including (except in the case of the first homelessness action plan) a review of progress made in the implementation of the homelessness action plan during the period of the previous plan.

(4) (a) The Minister may, from time to time, give directions in writing to a housing authority for the purpose of either or both of the following —

- (i) providing guidance as to the form and content of a homelessness action plan, and
- (ii) specifying the period for which such a plan is to remain in force, which period shall not in any case be less than 3 years.

(b) The housing authority shall comply with any directions given under paragraph (a).

#### Appendix 2

Housing (Miscellaneous Provisions) Act 2009 Sections 38 and 39 (Homelessness Consultative Forum and Management Group)

38.— (1) Subject to subsections (3) and (4), as soon as practicable after the coming into operation of this Chapter and having regard to section 37 (1), a housing authority shall establish a body to be known as the homelessness consultative forum and shall appoint its members.

(2) The functions of a homelessness consultative forum are to provide information, views, advice or reports, as appropriate, to the management group in relation to —

(a) homelessness and the operation and implementation of the homelessness action plan in the administrative area concerned,

(b) the provisions of the draft homelessness action plan, and

(c) any proposed modification of the draft homelessness action plan pursuant to section 40 (6).

(3) Where either or both of the conditions specified in subsection (4) (a) are met or where the Minister so directs pursuant to subsection (4) (b), a housing authority shall enter into an arrangement with any other housing authority whose administrative area adjoins the administrative area of the housing authority concerned or with any other housing authority, as appropriate, to establish a joint homelessness consultative forum which shall perform the functions specified in subsection (2) in relation to the administrative areas of the housing authorities which are parties to the arrangement.

## Appendices

### Homeless Action Plan 2025-2027

#### Appendix 2 (Continued)

(4) (a) The conditions referred to in subsection (3) are that the housing authority considers that—

(i) a joint homelessness consultative forum would further the objectives of a homelessness action plan because of the extent or nature of homelessness in its administrative area, or

(ii) a joint homelessness consultative forum and the sharing of administrative services relating thereto would ensure the most beneficial, effective and efficient use of resources.

(b) The Minister may, where he or she considers it appropriate, direct housing authorities to enter into an arrangement pursuant to subsection (3) and the housing authorities shall comply with any such direction.

(5) In the case of an arrangement pursuant to subsection (3) for the establishment of a joint homelessness consultative forum, the housing authorities concerned shall, by agreement in writing, appoint one housing authority (in this Chapter referred to as the "responsible housing authority") for the purposes of the performance, on behalf of the housing authorities concerned, of their functions under this Chapter.

(6) A housing authority or, in the case of a joint homelessness consultative forum, the responsible housing authority, in accordance with such directions as the Minister may give under section 41, shall appoint a chairperson of the homelessness consultative forum or joint homelessness consultative forum, as the case may be, from the membership thereof.

(7) The chairperson appointed under subsection (6) shall also be the chairperson of the management group.

(8) The membership of the homelessness consultative forum shall comprise the following persons:

(a) one or more than one employee of the housing authority or, in the case of a joint homelessness consultative forum, one or more than one employee of each of the housing authorities concerned nominated by the housing authority or housing authorities concerned, as the case may be;

(b) one or more than one employee of the Health Service Executive nominated by the Health Service Executive;

(c) subject to such directions as the Minister may give under section 41 (1) (a), persons nominated by specified bodies, and

(d) subject to subsection (9), persons nominated by—

(i) approved bodies, and

(ii) any other bodies,

providing services to homeless persons in the administrative area or, in the case of a joint homelessness consultative forum, administrative areas concerned or the performance of whose functions may affect or relate to the provision of such services, as the housing authority or responsible authority, as the case may be, consider appropriate in accordance with such directions as the Minister may give under section 41.

## Appendices

### Homeless Action Plan 2025-2027

#### Appendix 2 (Continued)

(9) The number of persons referred to in subsection (8) (d) shall not exceed one half of the membership of the homelessness consultative forum or joint homelessness consultative forum, as the case may be.

(10) A homelessness consultative forum or joint homelessness consultative forum, as the case may be, shall regulate, by standing orders or otherwise, the meetings and proceedings of the forum.

(11) The housing authority or, in the case of a joint homelessness consultative forum, the housing authorities concerned, may provide such services and support relating to the operation of the homelessness consultative forum or joint homelessness consultative forum, as the case may be, as is considered necessary by the housing authority or housing authorities, in accordance with such directions as the Minister may give under section 41 .

(12) The proceedings of a homelessness consultative forum or joint homelessness consultative forum, as the case may be, shall not be invalidated by any vacancies among the membership.

#### Appendix 3

##### Irish Human Rights and Equality Commission Act 2014

42. (1) A public body shall, in the performance of its functions, have regard to the need to-

- (a) eliminate discrimination,
- (b) promote equality of opportunity and treatment of its staff and the persons to whom it provides services, and
- (c) protect the human rights of its members, staff and the persons to whom it provides services.

(2) For the purposes of giving effect to subsection (1), a public body shall, having regard to the functions and purpose of the body and to its size and the resources available to it—

- (a) set out in a manner that is accessible to the public in its strategic plan (howsoever described) an assessment of the human rights and equality issues it believes to be relevant to the functions and purpose of the body and the policies, plans and actions in place or proposed to be put in place to address those issues, and
- (b) report in a manner that is accessible to the public on developments and achievements in that regard in its annual report (howsoever described).

In assisting public bodies to perform their functions in a manner consistent with subsection (1), the Commission may give guidance to and encourage public bodies in developing policies of, and exercising, good practice and operational standards in relation to, human rights and equality.

(4) Without prejudice to the generality of subsection (3), the Commission may—

- (a) issue guidelines, or
- (b) prepare codes of practice in accordance with section 31 ,

in respect of the development by public bodies of performance measures, operational standards and written preventative strategies for the purpose of reducing discrimination and promoting human rights and equality in the public sector workplace and in the provision of services to the public.

## Appendices

### Homeless Action Plan 2025-2027

#### Appendix 3 (Continued)

(5) Where the Commission considers that there is evidence of a failure by a public body to perform its functions in a manner consistent with subsection (1) and that it is appropriate in all the circumstances to do so, the Commission may invite the public body to—

(a) carry out a review in relation to the performance by that body of its functions having regard to subsection (1), or

(b) prepare and implement an action plan in relation to the performance by that body of its functions having regard to subsection (1), or both.

(6) A review or an action plan under subsection (5) may relate to—

(a) equality of opportunity or human rights generally, or

(b) a particular aspect of human rights or discrimination, in the public body concerned.

(7) The Commission may, and, if requested by the Minister, shall, review the operation of subsection (1).

(8) For the purposes of assisting it in carrying out a review under subsection (7), the Commission shall consult such persons or bodies as it considers appropriate.

(9) Where the Commission carries out a review under subsection (7) it—

(a) may, or

(b) where the Minister has requested the review, shall,

make a report of the review to the Minister and any such report shall include such recommendations as the Commission thinks appropriate.

(10) The Commission shall cause a copy of the report to be laid before each House of the Oireachtas.

(11) Nothing in this section shall of itself operate to confer a cause of action on any person against a public body in respect of the performance by it of its functions under subsection (1)

#### Appendix 4

##### CES Review of Homeless Action Plan 2022-2024

## Appendices

### Homeless Action Plan 2025-2027

We are grateful for all the individuals and organisations who kindly took part in the consultation for the production for this Action Plan.

#### **NGO**

Focus Ireland

Peter McVerry Trust

Dublin Simon

Merchants Quay Ireland

Threshold

Depaul

Respond

Sophia Housing

Cuan Mhuire

The Salvation Army

McGrath Housing

Hail

Sons of Divine Providence

Crosscare

Novas

Anew

Ana Liffey

Capuchin Day Centre

The Iveagh Trust

#### **Membership**

Dublin Joint Consultative Forum

Statutory Management Group

HSE

Tulsa

#### **Councillors**

Dublin City Council

Dún Laoghaire-Rathdown County Council

South Dublin County Council

Fingal County Council

#### **Consultation**

CES

