

# Franel national contribution to the Fundamental Rights Report – Challenges and achievements in 2025

## Housing crisis and people experiencing homelessness

Ireland

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# Legal framework

*Please briefly elaborate on the legal framework to protect tenants or owners from homelessness and forced eviction. Please include respective provisions in the case of an execution order and in case an eviction takes place. Please consider specific provisions for vulnerable person, legal safeguards which prevent or limit evictions and intervention system in the case of eviction and early interventions before evictions.*

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The main legal frameworks that govern tenancy and forced evictions in Ireland are the Housing Act 1988<sup>1</sup> and the Residential Tenancies Act 2004<sup>2</sup>, Residential Tenancies (Amendment) Act 2019<sup>3</sup>, and the Residential Tenancies (Amendment) Act 2025<sup>4</sup>. Section 10 of the Housing Act 1988 enables the local authorities to make arrangements, including financial arrangements, for the provision of accommodation for a homeless person<sup>5</sup>. In addition, Section 9 of the Housing Act 1988 requires the housing authority to conduct periodic assessments, within every three years of the need for the provision by the authority of adequate and suitable housing accommodation. Section 9 (2) of the same Act states that the housing authority in making an assessment under this section, shall have regard to the need for housing of persons who are homeless, are living in accommodation that is unfit for human habitation or is materially unsuitable for their adequate housing, are in need of accommodation for medical or compassionate reasons, are elderly, are disabled or handicapped.<sup>6</sup> The 1988 Act does not impose a duty on housing authorities to provide housing to people who are homeless.

Section 28 of the Residential Tenancies Act 2004 protects tenants, after six months of continuous occupation of a dwelling, from eviction without a valid reason, provided the tenancy obligations are met<sup>7</sup>. Section 34 lists the grounds for termination of tenancy, which include breach of tenancy obligations, sale of the dwelling, landlord/family occupation, substantial refurbishment or renovation, unsuitable dwelling for the tenant's needs, or change of use of the dwelling<sup>8</sup>.

A tenancy of more than 6 months is known as a "Part 4 Tenancy"<sup>9</sup>, originally based on a 4-year cycle, and now of indefinite duration as passed by the Residential Tenancies

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<sup>1</sup> Ireland, Irish Statute Book, [Housing Act, 1988](#), 13 July 1988.

<sup>2</sup> Ireland, Irish Statute Book, [Residential Tenancies Act 2004](#), 19 July 2004.

<sup>3</sup> Ireland, Irish Statute Book [Residential Tenancies \(Amendment\) Act 2019](#), 19 June 2025.

<sup>4</sup> Ireland, Irish Statute Book [Residential Tenancies \(Amendment\) Act 2025](#), 19 June 2025.

<sup>5</sup> Ireland, Irish Statute Book [Housing Act, 1988](#), 13 July 1988.

<sup>6</sup> Ireland, Irish Statute Book [Housing Act, 1988](#), 13 July 1988.

<sup>7</sup> Ireland, Irish Statute Book [Residential Tenancies Act 2004](#), 19 July 2004.

<sup>8</sup> Ireland, Irish Statute Book [Residential Tenancies Act 2004](#), 19 July 2004.

<sup>9</sup> Ireland, Irish Statute Book [Residential Tenancies Act 2004](#), 19 July 2004.

(Amendment) (No. 2) Act 2021.<sup>10</sup> However, for tenancies created before 11 June 2022, which were based on a 6-year cycle, these protections do not apply, and a tenancy may be ended at the end of the cycle for no reason. This remains a risk until June 2028 as the legislation does not apply retroactively. In Q2 2025, Notices of Termination based on the 6-year cycle were at their highest level since 2022.<sup>11</sup> Notices of Termination from Private Rental remained the main driver of family homelessness in 2025 in Ireland<sup>12</sup>.

Two recent legislative measures to prevent eviction have expired. Protection against eviction during an emergency period was introduced under the Residential Tenancies Act 2004 (amended by the Emergency Measures in the Public Interest (Covid-19) Act 2020) by the Residential Tenancies Act 2020 (Section 4). During the COVID-19 emergency period, tenants with an expired termination notice could remain in the dwelling until the end of the emergency period, on the same terms and conditions as their tenancy before the notice was served. This ended in August 2020<sup>13</sup>. Following this, the Residential Tenancies (Deferment of Termination Dates of Certain Tenancies) Act 2022 provided a blanket temporary safeguard for tenants from eviction during the winter months until 18 June 2023, unless it was a tenancy of less than six months duration (Section 3)<sup>14</sup>. The Act did not prevent eviction notices, but deferred their enactment, except in the case of non-payment of rent or other tenant breaches of contract. As of November 2025, there was no announced plan to renew expired programmes of protection against eviction during winter, an emergency period or similar. Opposition legislation has been introduced in the form of the Residential Tenancies (Winter Ban on Evictions) Bill 2025 in early December 2025 to defer the termination dates of certain tenancies that fall, or would fall, during the period beginning on the day after the date of the passing of this Act and ending on 1 July 2026 in order to mitigate the risk that persons whose tenancies would otherwise be terminated during that period would be unable to obtain alternative accommodation<sup>15</sup>. The bill was debated and not opposed in the first stage<sup>16</sup>.

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<sup>10</sup> Ireland, Irish Statute Book, [Residential Tenancies \(Amendment\) \(No. 2\) Act 2021](#), 11 December 2021.

<sup>11</sup> Ireland, Residential Tenancies Board (2025) '[RTB Data: Notices of Termination](#)', 11 September 2025.

<sup>12</sup> Ireland, Dublin Region Homeless Executive (2025), [Monthly Report on Homelessness in the Dublin Region](#), 26 September 2025.

<sup>13</sup> Ireland, Law Reform Commission (2025), [Residential Tenancies Act 2004 Revised](#), 20 June 2025.

<sup>14</sup> Ireland, Irish Statute Book, [Residential Tenancies \(Deferment of Termination Dates of Certain Tenancies\) Act 2022](#), 29 October 2022.

<sup>15</sup> Houses of the Oireachtas, [Residential Tenancies \(Winter Ban on Evictions\) Bill 2025: First Stage](#), 10 December 2025.

<sup>16</sup> Houses of the Oireachtas, [Residential Tenancies \(Winter Ban on Evictions\) Bill 2025: First Stage](#), 10 December 2025.

Section 16 of the Residential Tenancies (Amendment) Act 2019<sup>17</sup> set the minimum notice period for termination by landlords to 28 days. Moreover, Section 6 of the 2019 Act highlights the criteria for any rent increases above the capped limit in Rent Pressure Zones (RPZs), strengthening compliance and notice obligations by the landlords. Section 3 of the amended Act extended tenancy protection to students living in student accommodation during the academic term times tenancy. Finally, Section 3 of the Residential Tenancies (Amendment) Act 2025<sup>18</sup> extended the duration and the geographic coverage of Rent Pressure Zones (RPZs) in Ireland, making every region in the country an RPZ and capping rent increases at a maximum of 2% (or inflation if lower) and extending this protection to 28th February 2026. The enactment of this legislation followed a review report by the Housing Agency on RPZ<sup>19</sup>, which found moderation of rents due to the existence of RPZs and that tenants outside RPZs faced higher rent increases. Moreover, some NGOs working with people experiencing homelessness like Simon Communities of Ireland and Threshold, were also involved in the extension of the RPZ until a tested plan is ready for implementation<sup>20</sup>. To ensure compliance with the RPZ policy, there is a need for a faster mechanism to investigate and sanction RPZ breaches<sup>21</sup>.

The Residential Tenancies Acts 2004–2024 establish the Residential Tenancies Board (RTB), which is empowered to provide mediation, adjudication, and binding determinations in disputes between landlords and tenants<sup>22</sup>. The Acts require that all notices of termination cite a valid statutory ground and comply with strict notice and form requirements, giving tenants procedural protections that can prevent unlawful eviction<sup>23,24</sup>. The grounds for termination include tenant non-compliance with obligations, unsuitability of the dwelling to the accommodation needs of the tenant and other residents, intended sale or transfer within 3 months intended residence by owner’s own family, substantial refurbishment or renovation, and intended change of use<sup>25</sup>.

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<sup>17</sup> Ireland, Irish Statute Book, [Residential Tenancies \(Amendment\) Act 2019](#), 24 May 2019.

<sup>18</sup> Ireland, Irish Statute Book, [Residential Tenancies \(Amendment\) Act 2025](#), 19 June 2025.

<sup>19</sup> Ireland, The Housing Agency (2025), [Review of Rent Pressure Zones Report](#), 10 June 2025.

<sup>20</sup> Simon Communities of Ireland (2025), [‘Letter to Taoiseach Micheál Martin Regarding RPZs’](#), 25 February 2025.

<sup>21</sup> Ireland, Houses of the Oireachtas (2025), [‘RTB Opening Statement to Joint Oireachtas Committee on Housing, Local Government and Heritage – Tuesday, 15th July 2025’](#), 15 July 2025.

<sup>22</sup> Ireland, Irish Statute Book, [Residential Tenancies Act, 2004](#), 19 July 2004.

<sup>23</sup> Ireland, Irish Statute Book, [Residential Tenancies Act, 2004](#), 19 July 2004.

<sup>24</sup> Ireland, Irish Statute Book, [Residential Tenancies \(Amendment\) Act 2024](#), 12 July 2024.

<sup>25</sup> Ireland, Irish Statute Book, [Residential Tenancies Act 2004](#), 19 July 2004.

Section 62 of the Residential Tenancy Act 2004 lists the requirements of a valid notice of termination, which are: shall be in writing, be signed by the landlord or his or her authorised agent or, as appropriate, the tenant, specify the date of service of it, if the duration of the tenancy is a period of more than 6 months, state (where the termination is by the landlord) the reason for the termination, specify the termination date, that is to say, the day (stating the month and year in which it falls), state that any issue as to the validity of the notice or the right of the landlord or tenant, as appropriate, to serve it must be referred to the Board within 28 days from the date of receipt of it<sup>26</sup>. Moreover, section 66 of the 2004 Act provides details about the termination notice periods by a landlord, for example, 28-day notice period for a tenancy of less than 6 months, 35 days period for a tenancy of more than 6 months but less than a year, 42 days period for a tenancy of more than a year but less than two years, 56 days for a tenancy of two years or more but less than three years, 84 days for a tenancy of more than three years but less than four years, 112 days period for a tenancy of four years or more<sup>27</sup>. Where notices are invalid, the RTB can strike them down, and only a Circuit Court order can enforce a determination<sup>28</sup>.

In terms of procedural protections during evictions, the Residential Tenancies Board (RTB) is charged with the responsibility to resolve disputes between landlords and tenants (Part 8)<sup>29</sup>. Section 81 of the Act states that a tenant can challenge a notice of termination of a tenancy by referring a dispute to the RTB for mediation or adjudication. Moreover, the Act requires the tenant to inform the landlord of their intention to refer to the Board for resolution of a dispute concerning the termination of the tenancy within ten days of receipt of the notice (Section 81(2)). The enforcement of the eviction orders is, however, not elaborated in the Residential Tenancies Acts 2004 and 2024. The landlord can seek a court order from a District Court, which shall then be supervised by An Garda Síochána. However, Garda policy is clear that their role is peacekeeping only, and not enforcement of evictions.<sup>30</sup>

While the Residential Tenancies Acts 2004 and 2024 do not protect licensees, who are renters who live in licence arrangements, such as spare-room ‘digs,’ Rent-a-Room schemes, head-tenant sublets, and other unregulated lets<sup>31</sup>. Moreover, many licensees receive no formal recognition or registration, have no access to the RTB’s dispute-

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<sup>26</sup> Ireland, Irish Statute Book, [Residential Tenancies Act 2004](#), 19 July 2004.

<sup>27</sup> Ireland, Irish Statute Book, [Residential Tenancies Act 2004](#), 19 July 2004.

<sup>28</sup> Ireland, Irish Statute Book, [Residential Tenancies Act, 2004](#), 19 July 2004.

<sup>29</sup> Ireland, Irish Statute Book, [Residential Tenancies Act 2004](#), 19 July 2004.

<sup>30</sup> An Garda Síochána, [Policy Document: Repossessions and Evictions](#), 6 October 2020.

<sup>31</sup> Threshold (2025), [‘Renting at the Frontier: Protecting The Rights of Licensees In Ireland’](#), 01 October 2025.

resolution services and therefore lack fundamental safeguards against sudden eviction, arbitrary rulemaking or neglected repairs<sup>32</sup>.

The Housing (Miscellaneous Provisions) Act 2014, and subsequent Statutory Instruments, created the Housing Assistance Payment (HAP)<sup>33</sup>. HAP allows local authorities to pay rent directly to landlords on behalf of eligible tenants, including those at risk of homelessness<sup>34</sup>. In cases of imminent eviction, the “Homeless HAP” or Place Finder functions operate under this legislative framework, giving local authorities power to provide deposits, advance rent, and higher discretionary rent limits<sup>35</sup>. The Equal Status Acts 2000-2015 prohibit discrimination by landlords against tenants with HAP<sup>36</sup>.

The Social Welfare Consolidation Act 2005 provides the legal foundation for discretionary payments under the Supplementary Welfare Allowance scheme, including Additional Needs Payments (ANP)<sup>37</sup>. These payments can cover rent arrears or essential household costs that would otherwise trigger eviction<sup>38</sup>.

For social housing tenants, the Housing (Miscellaneous Provisions) Act 2014 requires the use of statutory tenancy warnings and a right of review before repossession, ensuring procedural protections for households that are often lower-income or at higher risk of homelessness<sup>39</sup>.

For homeowners in mortgage arrears, the Code of Conduct on Mortgage Arrears (CCMA), issued as a statutory regulatory code by the Central Bank under legislative authority, requires lenders to engage in forbearance and alternative repayment arrangements prior to repossession<sup>40</sup>. The Personal Insolvency Act 2012 established the Insolvency Service of Ireland (ISI) and introduced statutory debt restructuring mechanisms such as Debt Relief Notices, Debt Settlement Arrangements, and Personal Insolvency Arrangements<sup>41</sup>. Courts are obliged under the Land and Conveyancing Law Reform (Amendment) Act 2019 to consider these statutory insolvency options before

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<sup>32</sup> Threshold (2025), [‘Renting at the Frontier: Protecting The Rights of Licensees In Ireland’](#), 01 October 2025.

<sup>33</sup> Ireland, Irish Statute Book, [Housing \(Miscellaneous Provisions\) Act 2014](#), 23 July 2014.

<sup>34</sup> Ireland, Irish Statute Book, [Housing \(Miscellaneous Provisions\) Act 2014](#), 23 July 2014.

<sup>35</sup> Ireland, [Housing Assistance Payment](#), no date.

<sup>36</sup> Ireland, Irish Statute Book, [Equality \(Miscellaneous Provisions\) Act 2015](#), 10 December 2015.

<sup>37</sup> Ireland, Irish Statute Book, [Social Welfare Consolidation Act 2005](#), 27 November 2005.

<sup>38</sup> Government of Ireland, Department of Social Protection, [‘Additional Needs Payment’](#), 06 June 2022.

<sup>39</sup> Ireland, Irish Statute Book, [Housing \(Miscellaneous Provisions\) Act 2014](#), 23 July 2014.

<sup>40</sup> Central Bank of Ireland (2013), [‘Code of Conduct on Mortgage Arrears’](#), 02 July 2013.

<sup>41</sup> Ireland, Irish Statute Book, [Personal Insolvency Act 2012](#), 26 December 2012.

granting possession orders on family homes, and are required to consider proportionality where the family home is concerned<sup>42</sup>.

If a household has no alternative accommodation, local authorities have powers under s.10 Housing Act 1988 to provide accommodation/assistance for people who are homeless (or being assessed).<sup>43</sup>

Tenancy law in Ireland does not create any special categories of persons against whom evictions are prohibited. The Equal Status Acts 2000-2015 prohibit discrimination in accommodation on protected grounds including disability, family status, race, membership of the Traveller community, and also the “housing assistance” ground (protecting people on HAP/Rent Supplement etc.). This prohibition on discrimination includes the initial stages of housing provision, the final stages of a tenancy, such as when a landlord is deciding to terminate, when ‘providing services or amenities related to accommodation’ such as when providing housing repairs and extends beyond landlords to letting agents who discriminate at the request of the landlords against a potential tenant or existing tenant.<sup>44</sup> Complaints under the Equal Status Acts are made to the Workplace Relations Commission. No injunctive relief is available in equality cases. In general, Ireland lacks an injunctive safeguard that allows courts to suspend evictions of tenants on proportionality or humanitarian grounds where eviction would result in homelessness.

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<sup>42</sup> Ireland, Irish Statute Book, [Land and Conveyancing Law Reform \(Amendment\) Act 2019](#), 10 July 2019.

<sup>43</sup> Ireland, Irish Statute Book, [Housing Act 1988, Section 10](#), 13 July 1988.

<sup>44</sup> Irish Human Rights and Equality Commission (2023), [‘Discrimination in housing under the Equal Status Act 2000 – 2018’](#), 2023.

# 1. Major developments in 2025

**Table 1 – Major legislative/policy measures on eviction and homelessness in 2025**

	Reference/name/ weblink	Short description and reference to the paragraph / page in the referenced document	Authorities responsible to implement
a) Legislative act / Policy measure	Residential Tenancies (Amendment) Act 2025 / <a href="https://www.irishstatutebook.ie/eli/2025/act/5/enacted/en/print">https://www.irishstatutebook.ie/eli/2025/act/5/enacted/en/print</a> .	This Act extended the duration and the geographic coverage of Rent Pressure Zones (RPZs) designating all of Ireland an RPZ and capping rent increases at a maximum of 2% with protection to 28 February 2026. <sup>45</sup> The Act increased the notice period that a landlord must give to a tenant, and is aimed at reducing the risk of homelessness by giving the tenant more time to secure alternative accommodation. There are new limits on 'no-fault evictions' for larger landlords (more than 4 properties) in cases where tenants have complied with their obligations. A new six-year rolling tenancy will apply only to small landlords (3 properties or less). This is also limited to new tenancies <sup>46</sup> .	Department of Housing, Local Government and Heritage.
b) Developments of safeguards to limit or	National Development Plan Review 2025 / <a href="https://assets.gov.ie/static/documents/NDP_R">https://assets.gov.ie/static/documents/NDP_R</a>	To improve housing security and	Department of Housing, Local Government and Heritage.

<sup>45</sup> Ireland, Irish Statute Book, [Residential Tenancies \(Amendment\) Act 2025](#), 19 June 2025.

<sup>46</sup> Ireland, Department of Housing, Local Government and Heritage (2025), '[Government Reforms to the Rental Sector – Starting 1 March 2026](#)', 4 November 2025.

prevent eviction	<a href="#">review document - updated in use.pdf</a>	affordability <sup>47</sup> , €50m <sup>48</sup> funding is allocated to the Housing Agency to purchase privately owned houses where tenants face eviction due to the sale of the property, allowing them to remain in the homes and continue paying their rent as social housing tenants. This is part of the additional €696 million capital funding approved in July 2025 for the implementation of the National Development Plan <sup>49</sup> , in which the government commits to allocate record funding to the Department of Housing, Local Government and Heritage for the Housing Programme <sup>50</sup> . The Minister for Housing, Local Government and Heritage said that the government has allocated a record amount of funding and investment in 2025, with almost €7.5 billion in capital funding being provided through a combination of exchequer resources, investment by the Land Development Agency and lending by the Housing Finance	
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<sup>47</sup> Ireland, Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation (2025), '[National Development Plan Review 2025](#)', 22 July 2025.

<sup>48</sup> Ireland, Department of Housing, Local Government and Heritage (2025), '[Minister Browne announces allocation of almost €700m in additional funding to accelerate housing delivery](#)', 10 August 2025.

<sup>49</sup> Ireland, Department of the Taoiseach (2025), '[Government publishes updated National Development Plan](#)', Press release, 22 July 2025.

<sup>50</sup> Ireland, Government of Ireland (2025), '[National Development Plan Review](#)', 22 July 2025.

		<p>Agency<sup>51</sup>. This funding is meant to, among other things, support second-hand acquisitions for priority categories of need, including Tenant in Situ acquisitions, and protect vulnerable households facing precarious living situations and homelessness.</p> <p>There were criticisms of the restrictions introduced to the Tenants in Situ scheme as most local authorities had exhausted their budget by mid-2025. In September, the Minister approved immediate spending of the Q1 2026 budget to ease the pressure.<sup>52</sup></p>	
c) Protection of vulnerable groups and intervention mechanism	<p>Programme for Government 2025 / <a href="https://assets.gov.ie/static/documents/programme-for-government-securing-irelands-future.pdf">https://assets.gov.ie/static/documents/programme-for-government-securing-irelands-future.pdf</a></p>	<p>The Interventions planned by the government through this programme include, creation of 2,000 Housing units to help eliminate long-term homelessness, ensuring full drawdown of Traveller accommodation funds, requiring local authorities to prioritise the leasing of one-bedroom units, addressing the immediate needs of single households, continuing the Social Housing Tenant in Situ Programme, and implementation of the Youth Homelessness</p>	<p>Department of Housing, Local Government and Heritage.</p>

<sup>51</sup> Ireland, Houses of the Oireachtas (2025), '[Statement to the Dáil Select Committee on Housing, Local Government and Heritage by Mr. James Browne T.D., Minister for Housing, Local Government and Heritage](#)', 02 October 2025.

<sup>52</sup> Ireland, Department of Housing, Local Government and Heritage, '[Minister Browne announces additional €50 million in housing acquisitions funding will be targeted at removing families from long-term emergency accommodation](#)', 23 September 2025.

		<p>strategy<sup>53</sup>. This is part of the Housing First policy which prioritises people getting housing before they deal with other problems such as addiction or mental health problems. Moreover, children and the families from ethnic minorities often experience cumulative and intersectional inequalities on their entries into, lived experiences of, and in the barriers the families experience exiting homelessness in Ireland<sup>54</sup>.</p> <p>In November 2025, the Department of Housing published details on the Short-Term Letting and Tourism Bill as part of the measures regarding short-term rentals and plans to ensure homes remain available for people who need long-term housing<sup>55</sup>. Some of the new rules that will be introduced under this bill include a national register for all short-term lets, managed by Fáilte Ireland from May 2026 and mandatory registration for anyone offering short-term</p>	
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<sup>53</sup> Ireland, Government of Ireland (2025), '[Programme for Government 2025: Securing Ireland's Future](#)', p.44, 22 January 2025.

<sup>54</sup> Mercy Law Centre (2024), '[EXCLUDED AND LEFT BEHIND: The Lived Experience of Long-Term Family Homelessness on Minority Ethnic Families and the Effects on Their Children](#)', 12 September 2024.

<sup>55</sup> Ireland, Department of Housing, Local Government and Heritage (2025), '[Rebalancing Short-Term Lets](#)', 13 November 2025.

	<p>Housing for All / <a href="https://www.gov.ie/en/department-of-housing-local-government-and-heritage/publications/housing-for-all-a-new-housing-plan-for-ireland/#view-the-plan">https://www.gov.ie/en/department-of-housing-local-government-and-heritage/publications/housing-for-all-a-new-housing-plan-for-ireland/#view-the-plan</a></p>	<p>accommodation (up to 21 nights)<sup>56</sup>.</p> <p>This is an ongoing measure by the Government of Ireland, initiated in 2021 and aimed at delivering 33,000 new homes each year between 2021 and 2030<sup>57</sup>. The plan's overall objectives are that every citizen should have access to good quality homes to purchase or rent at an affordable price, built to a high standard and in the right place, and offering a high quality of life<sup>58</sup>. Moreover, the plan has four pathways to achieving housing for all, which include, supporting home ownership and increasing affordability, eradicating homelessness, increasing social housing delivery and supporting social inclusion, increasing new housing supply, and addressing vacancy and efficient use of existing stock. Some of the key targets for people experiencing homelessness under this plan are to increase Housing First' targets to 1,200 occupancies over five years and establish a new National Homeless</p>	<p>Department of Housing, Local Government and Heritage.</p>
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<sup>56</sup> Ireland, Department of Housing, Local Government and Heritage (2025), '[Rebalancing Short-Term Lets](#)', 13 November 2025.

<sup>57</sup> Ireland, Government of Ireland, Department of Housing, Local Government and Heritage (2021), '[Housing for All - a New Housing Plan for Ireland](#)', 2 September 2021.

<sup>58</sup> Ireland, Government of Ireland, Department of Housing, Local Government and Heritage (2021), '[Housing for All - a New Housing Plan for Ireland](#)', 2 September 2021.

		<p>Action Committee<sup>59</sup>. For older people, the plan seeks to amend 'Fair Deal' Scheme (which provides financial support to those in long-term nursing home care) to stop rental income being penalised. The Plan however, has experienced challenges in delivering the annual targets, for example, 30,330 homes were completed in 2024 (against an overall target of 33,450), representing a 6.7 per cent decrease on the 2023 figure of 32,695 completions<sup>60</sup>. The construction of new apartments fell by almost a quarter<sup>61</sup>.</p> <p>In 2025, the social and affordable housing statistics showed 48% increase in new build social homes in the first nine months of 2025<sup>62</sup>. Across the first nine months of 2025, 3,143 new-build social homes were delivered, over 48% higher than the same period in 2024 (2,120) and above outputs for Q1–Q3 in both 2023 (2,638) and 2022 (2,704). The Q3 2025 Construction Status Report also indicated a robust supply</p>	
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<sup>59</sup> Ireland, Government of Ireland, Department of Housing, Local Government and Heritage (2021), '[Pathway to Eradicating Homelessness, Increasing Social Housing Delivery and Supporting Social Inclusion](#)', 2021.

<sup>60</sup> Housing Ireland (2025), '[Challenges abound as government housing policy aims to accelerate delivery](#)', 2025.

<sup>61</sup> Ireland, Houses of the Oireachtas (2025), '[Dáil Éireann debate - Wednesday, 12 Feb 2025](#)', February 2025.

<sup>62</sup> Ireland, Department of Housing, Local Government and Heritage (2025), '[Latest social and affordable housing statistics show 48% increase in new build social homes in first nine months of 2025](#)', 22 December 2025.

		<p>line with 25,848 social homes at various stages of design and construction at the end of September 2025<sup>63</sup>.</p> <p>Building on the Housing for All plan, the Government of Ireland, in November, introduced a new housing plan called “Delivering Homes, Building Communities”, which aims to speed up the delivery of new homes and tackle homelessness<sup>64</sup>. The plan targets the construction of 300,000 homes, including 72,000 social homes and 90,000 affordable housing supports. In addition, the plan will see the State take a bigger role while also encouraging the private sector to play a key part in delivery. To accelerate progress, the plan includes regulatory reforms, tax incentives, and the largest-ever investment in infrastructure in the history of the state<sup>65</sup>.</p>	
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<sup>63</sup> Ireland, Department of Housing, Local Government and Heritage (2025), ‘[Latest social and affordable housing statistics show 48% increase in new build social homes in first nine months of 2025](#)’, 22 December 2025.

<sup>64</sup> Ireland, Department of Housing, Local Government and Heritage (2025), ‘[Delivering Homes, Building Communities 2025-2030](#)’, 13 November 2025.

<sup>65</sup> Ireland, Department of Housing, Local Government and Heritage (2025), ‘[Delivering Homes, Building Communities 2025-2030](#)’, 13 November 2025.

## 2. Number of execution orders and actual evictions for private households

*Please provide data or estimates for 2025 or published in 2025, and as available for different categories (tenants/owners and as outlined in 2b and 2c) and any trends. Please indicate data limitations and justification for the choice of source(s) or lack of data*

Data on tenant evictions in Ireland is published by the Residential Tenancies Board (RTB). The RTB is the government agency that registers tenancies and resolves disputes between landlords and tenants. In 2025, there were 65 enforcement orders (execution orders) issued by the courts against tenants.<sup>66</sup> This was a drop compared to 2024, which had 97 execution orders<sup>67</sup>. These were orders issued against tenants by the courts. However, the data provided by RTB is not disaggregated. It includes all private property tenancy evictions, including Approved Housing Bodies (AHBs), which are a type of non-profit landlord. Local authority (council) dwellings are not included in the data. In addition, in 2025, RTB received a total of 14,826 notices of termination (NoTs), with Q1 having 4,693 NoTs, Q2 having 4,728, and Q3 having 5,405<sup>68</sup>. The 2025 NoTs for Q1 and Q2 were slightly higher than the 2024 Q1 and Q2 NoTs, which were 8,845 in total (Q1 4,810, Q2 4,035). The termination notices in Q3 were an increase of 35% as compared to the same period in 2024<sup>69</sup>. RTB is the only organisation in Ireland that provides data eviction in Ireland.

Based on the 2024 Mortgage Arrears Review report published on 11 June 2025, the number of Circuit Court repossession granted in 2024 was 141, which was a decrease of 33 percent compared to 2023<sup>70</sup>. Moreover, the report indicates that, as of Q4 of 2024, lenders were in possession of 110 properties, which represented a further drop from 202 recorded in 2023, showing a continuing downward trend in repossessions. These repossessions by lenders resulted in the eviction of homeowners from their dwellings<sup>71</sup>.

As of November 2025, the Department of Housing's homelessness data showed that there was a total of 16,996 homeless people living in local authority-managed

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<sup>66</sup> Ireland, Residential Tenancies Board (2025), '[Court decisions – enforcement orders](#)', 2025.

<sup>67</sup> Ireland, Residential Tenancies Board (2025), '[Court decisions- enforcement orders](#)', 2025.

<sup>68</sup> Ireland, Residential Tenancies Board (2025), '[Notices of Termination Q2 2023 to Q3 2025](#)', 2025.

<sup>69</sup> Ireland, Residential Tenancies Board (2025), '[Notices of Termination Q2 2023 to Q3 2025](#)', 2025

<sup>70</sup> Ireland, Department of Finance (2025), '[Mortgage Arrears Review 2024](#)', 11 June 2025.

<sup>71</sup> Ireland, Department of Finance (2025), '[Mortgage Arrears Review 2024](#)', 11 June 2025.

emergency accommodation as a result of evictions<sup>72</sup>. About 6,992 were male (59.9%), and 4,683 were female (40.1%). Children under 18 years were 5,321. Irish citizens were 5,846 (50.1%), those from the EEA/UK region were 2,325 (19.9%), while non-EEA citizens were 3,504<sup>73</sup>. In 2024, there were 10,354 adults living in local authority-managed accommodation: 6,372 were male, and 3,982 were female. In addition, 5,355 were Irish citizens, 2,246 were from the EEA/UK region, and 2,753 were non-EEA/UK. There were 4,510 children in homeless accommodation that year too<sup>74</sup>. These data from the Department of Housing are mainly on those sleeping in homeless emergency accommodation and do not include the national figures about those staying with family and friends, rough sleepers, homeless families temporarily accommodated in housing owned by their Local Authority, the women and children in domestic violence refuges, and asylum seekers in transitional accommodation<sup>75</sup>. However, in Dublin, the rough sleeper count for winter 2025, carried out over the week of 20-26 October, was published on 19 December 2025, and it showed an increase in rough sleeping since spring 2025 and winter 2024<sup>76</sup>. The total number of unique individuals engaged with by Outreach Teams during the count week in October 2025 was 145, which represented an increase of 24 persons (19.8%) as compared to spring 2025 when 121 individuals were found to be rough sleeping during the count week of 31 March to 6 April 2025<sup>77</sup>. The October 2025 figures was an increase of 11 persons (8.2%) compared to the winter 2024 count carried out the week of 4-10 November 2024<sup>78</sup>.

The main source of homelessness data is the Department of Housing, Local Authority and Heritage; however, other NGOs such as Focus Ireland, which provide supported housing, advice, information, and advocacy on homelessness also publish their own data, which mostly derive from the responsible government department<sup>79</sup>. Some

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<sup>72</sup> Ireland, Department of Housing, Local Government and Heritage, '[Monthly Homelessness Report](#)', November 2025.

<sup>73</sup> Ireland, Department of Housing, Local Government and Heritage, '[Monthly Homelessness Report](#)', November 2025.

<sup>74</sup> Ireland, Department of Housing, Local Government and Heritage (2024), '[Monthly Homelessness Report December 2024](#)', 31 January 2025.

<sup>75</sup> Ireland, Social Justice Ireland (2025), '[Homelessness: A Deepening Emergency](#)', 04 August 2025.

<sup>76</sup> Ireland, Department of Housing, Local Government and Heritage, '[Monthly Homelessness Report](#)', November 2025.

<sup>77</sup> Ireland, Department of Housing, Local Government and Heritage, '[Monthly Homelessness Report](#)', November 2025.

<sup>78</sup> Ireland, Department of Housing, Local Government and Heritage, '[Monthly Homelessness Report](#)', November 2025.

<sup>79</sup> Ireland, Focus Ireland (2025), '[Number of people who are homeless and relying on emergency homeless accommodation](#)', 2025.

organisations, such as Peter McVerry Trust, also provide data on homelessness in Ireland.

## Annex – Promising practice

Promising practice	
Title (original language)	Housing First Plan
Title (EN)	Housing First Plan
Organisation (original language)	An Roinn Tithíochta, Rialtais Áitiúil agus Oidhreachta
Organisation (EN)	Department of Housing, Local Government and Heritage
Government / Civil society	Government
Funding body	Government of Ireland
Reference (incl. URL, where available)	<a href="https://assets.gov.ie/static/documents/housing-first-national-implementation-plan-2022-2026.pdf">https://assets.gov.ie/static/documents/housing-first-national-implementation-plan-2022-2026.pdf</a>
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	2018-2026
Type of initiative	Government’s Action Plan on Housing and Homelessness
Main target group	People experiencing long-term chronic homelessness
Indicate level of implementation: Local/Regional/National	National
Brief description (max. 1000 chars)	The Housing First Plan in Ireland provides immediate, permanent housing to people experiencing homelessness, especially those with various physical or mental challenges or drug misuse <sup>80</sup> . People receive a house without conditions and are provided with individualised, comprehensive support, including health and addiction services. The programme is implemented across the country with coordination involving local, regional, and national stakeholders. This model aims to eradicate homelessness by 2030 and is based on the Lisbon Declaration on Combating Homelessness <sup>81</sup> , which Ireland signed in 2021. The plan aims to establish 1,319 additional tenancies between 2022 and 2026 <sup>82</sup> . Moreover, the plan sets out an average of 264 new tenancies per

<sup>80</sup> Ireland, Department of Housing, Local Government and Heritage (2022), ‘[Housing First National Implementation Plan 2022-2026](#)’, 20 December 2021.

<sup>81</sup> Ireland, Department of Housing, Local Government and Heritage (2021), ‘[Minister O’Brien to sign European declaration on combatting homelessness](#)’, 11 April 2025.

<sup>82</sup> Ireland, Department of Housing, Local Government and Heritage (2022), ‘[Housing First National Implementation Plan 2022-2026](#)’, 20 December 2021.

	<p>annum, with the specific targets for each region for each year<sup>83</sup>. The overall implementation and oversight of the plan is done by the Department of Housing, Local Government and Heritage, the Department of Health, the Health Service Executive (HSE), the Probation Service and the Irish Prison Service, and Local Authorities, in conjunction with NGO partners.</p>
<p>Highlight any element of the actions that is transferable (max. 500 chars)</p>	<p>One aspect of Ireland’s Housing First approach, which is transferable, is the immediate access to permanent housing without any conditions to people experiencing homelessness, supported with comprehensive and individualised support services for mental health, addiction, among others<sup>84</sup>. These houses are integrated into the communities, allowing the clients to live in normal tenancies with standard tenancy agreements<sup>85</sup>.</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to ‘one off activities’)</p>	<p>The Plan is embedded in the government’s housing system, which involves different government and non-governmental agencies (Department of Housing, Local Government and Heritage, the Department of Health, the Health Service Executive, the Probation Service, the Irish Prison Service, Local Authorities and their NGO partners)<sup>86</sup> that ensure its implementation and evaluation for effective impact. The partnership between the agencies and government departments involved also ensures continuity and upscaling over time.</p> <p>The plan is also sustainable because it allows staff to have close contact and communication with their clients, ensuring that clients’ needs are comprehensively responded to<sup>87</sup>. Based on the evaluation report, Housing First clients reported a high level of satisfaction with their housing and the supports they receive from their case managers<sup>88</sup>. In addition, it is sustainable because it has a narrow focus on single mature adults, as broadening the focus to include young adults and families would have required an increased number of agencies and departments, making it much harder to deliver the political and organisational common purpose required for its progress<sup>89</sup>. This narrowness in focus is a policy trade-off, thus is one of its negative sides, since it excludes adults</p>

<sup>83</sup> Ireland, Department of Housing, Local Government and Heritage (2022), ‘[Housing First National Implementation Plan 2022-2026](#)’, 20 December 2021.

<sup>84</sup> Ireland, Department of Housing, Local Government and Heritage (2022), ‘[Housing First National Implementation Plan 2022-2026](#)’, 20 December 2021.

<sup>85</sup> Greenwood, R.M., Byrne, S., and Branagh R O’shaughnessy (2022), ‘[National Housing First implementation Evaluation Findings Prepared for the National Housing First Implementation Committee](#)’, November 2022.

<sup>86</sup> Allen M and Byrne E (2023), ‘[Housing First and Structural Change in Ireland](#)’, 2024

<sup>87</sup> Greenwood, R.M., Byrne, S., and Branagh R O’shaughnessy (2022), ‘[National Housing First implementation Evaluation Findings Prepared for the National Housing First Implementation Committee](#)’, November 2022.

<sup>88</sup> Greenwood, R.M., Byrne, S., and Branagh R O’shaughnessy (2022), ‘[National Housing First Implementation Evaluation Findings Prepared for the National Housing First Implementation Committee](#)’, November 2022.

<sup>89</sup> Allen M and Byrne E (2023), ‘[Housing First and Structural Change in Ireland](#)’, 2024.

	<p>under 24 or families with complex needs<sup>90</sup>. There is a need to build appropriate homes such as one-bed and two-bed homes for smaller households, and larger homes for families stuck in homelessness, Traveller families, and families with status trapped in Direct Provision for years<sup>91</sup>.</p> <p>However, some of the NGO partners, such as the Peter McVerry Trust, have faced financial and governance challenges that threaten the successful implementation of the plan<sup>92</sup>.</p>
<p>Give reasons why you consider the practice as having concrete measurable impact</p>	<p>First, the approach sets specific targets: 1,319 additional tenancies between 2022 and 2026<sup>93</sup>. By the end of Q3 2025, 1,037 people were already in Housing First homes<sup>94</sup>. Therefore, the government is on track to deliver the target number of additional tenancies. Moreover, the plan sets out an average of 264 new tenancies per annum, with the specific targets for each region for each year<sup>95</sup>. The plan also has an evaluation and research component meant to provide evidence for effective implementation<sup>96</sup>. The last evaluation<sup>97</sup> was done by researchers from Limerick University and involved interviews, focus groups, and questionnaires with HF team members, programme managers, and stakeholders from NGOs, Local Authorities, and the Health Services Executive<sup>98</sup>. According to the evaluation report, Housing First programmes across Ireland are housing members of the target population, keeping them housed, and supporting them on their journeys to recovery and well-being. The programme also had 86% tenancy sustainment rates<sup>99</sup>. Despite the success rates, the plan has failed to realise a significant impact on the wider social housing and homelessness practice or policy, as Ireland has one of the highest</p>

<sup>90</sup> Allen M and Byrne E (2023), '[Housing First and Structural Change in Ireland](#)', 2024.

<sup>91</sup> Simon Communities of Ireland (2025), '[Submission to the Dept of Housing, Local Government and Heritage on the National Housing Plan 2025-2030 May 1st, 2025](#)', 01 May 2025.

<sup>92</sup> Ireland, Houses of the Oireachtas (2025), '[Opening Statement Department of Housing, Local Government and Heritage Joint Oireachtas Committee Governance and Operations of the Peter McVerry Trust](#)', 30 September 2025.

<sup>93</sup> Ireland, Department of Housing, Local Government and Heritage (2022), '[Housing First National Implementation Plan 2022-2026](#)', 20 December 2021.

<sup>94</sup> Ireland, Government of Ireland, Department of Housing, Local Government and Heritage (2025), '[Housing First](#)', 13 November 2025.

<sup>95</sup> Ireland, Department of Housing, Local Government and Heritage (2022), '[Housing First National Implementation Plan 2022-2026](#)', 20 December 2021.

<sup>96</sup> Ireland, Department of Housing, Local Government and Heritage (2022), '[Housing First National Implementation Plan 2022-2026](#)', 20 December 2021.

<sup>97</sup> Greenwood, R.M., Byrne, S., and B. O'shaughnessy (2022), '[National Housing First Implementation Evaluation Findings Prepared for the National Housing First Implementation Committee](#)', November 2022.

<sup>98</sup> Greenwood, R.M., Byrne, S., and B. O'shaughnessy (2022), '[National Housing First Implementation Evaluation Findings Prepared for the National Housing First Implementation Committee](#)', November 2022.

<sup>99</sup> Focus Ireland (2023), '[Housing First and Structural Change in Ireland](#)', 2024.

	<p>and fastest-growing levels of homelessness measured by current emergency accommodation usage in Europe<sup>100</sup>. Dublin has the highest level of homelessness in the entire country, accounting for 72% of individuals experiencing homelessness nationally<sup>101</sup>. According to the Department of Housing, the next goal is to create 2,000 tenancies under a new plan, which will set specific targets for each local authority beyond 2026<sup>102</sup>.</p>
<p>Give reasons why you consider the practice as transferable to other settings and/or Member States?</p>	<p>The Housing First plan is already being implemented in other member states, like Finland. However, while in other European Union member states the implementation is at the local and municipal level, the Irish model is implemented at the national level<sup>103</sup>.</p> <p>The governance model of the programme makes it transferable. For example, the tenancy targets for each region under the Housing First plan in Ireland is based on analysis of need, which is supported by the Housing Agency<sup>104</sup>. There is also a government-funded office of a national director and national office to drive and support the local delivery of these targets<sup>105</sup>.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice</p>	<p>Stakeholders such as local councils are involved in the implementation through the setting of tenancy targets based on needs analysis conducted by the Housing Agency in collaboration with the regional authorities<sup>106</sup>. Stakeholders with responsibility for implementing the Housing First model, at both senior and front-line service levels, across the HSE, Local Authority, and NGO sectors, are also involved in the action research programme focused on identifying implementation challenges as they emerge and informing the National Implementation Group as it further develops the programme<sup>107</sup>. An evaluation of the plan conducted in 2022 involved participants who were beneficiaries of the programme, case managers, and Housing First team members<sup>108</sup>.</p>

<sup>100</sup> Focus Ireland (2023), '[Housing First and Structural Change in Ireland](#)', 2024.

<sup>101</sup> Ireland, Houses of the Oireachtas (2025), '[Opening statement, Mary Hayes, Director, Dublin Region Homeless Executive](#)', 26 September 2025.

<sup>102</sup> Ireland, Government of Ireland, Department of Housing, Local Government and Heritage (2025), '[Housing First](#)', 13 November 2025.

<sup>103</sup> Focus Ireland (2023), '[Housing First and Structural Change in Ireland](#)', 2024.

<sup>104</sup> Ireland, Department of Housing, Local Government and Heritage (2022), '[Housing First National Implementation Plan 2022-2026](#)', 20 December 2021.

<sup>105</sup> Focus Ireland (2023), '[Housing First and Structural Change in Ireland](#)', 2024.

<sup>106</sup> Ireland, Department of Housing, Local Government and Heritage (2022), '[Housing First National Implementation Plan 2022-2026](#)', 20 December 2021.

<sup>107</sup> Ireland, Department of Housing, Local Government and Heritage (2022), '[Housing First National Implementation Plan 2022-2026](#)', 20 December 2021.

<sup>108</sup> Greenwood, R.M., Byrne, S., and Branagh R O'shaughnessy (2022), '[National Housing First implementation Evaluation Findings Prepared for the National Housing First Implementation Committee](#)', November 2022.