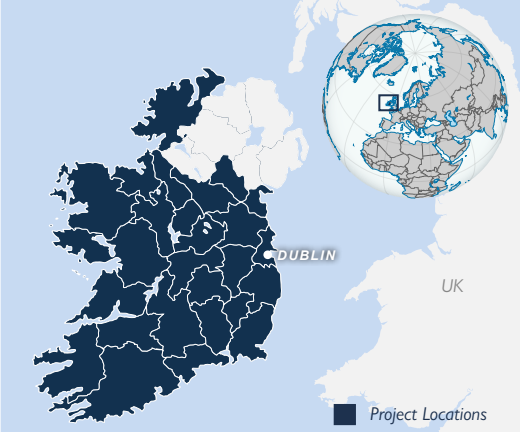
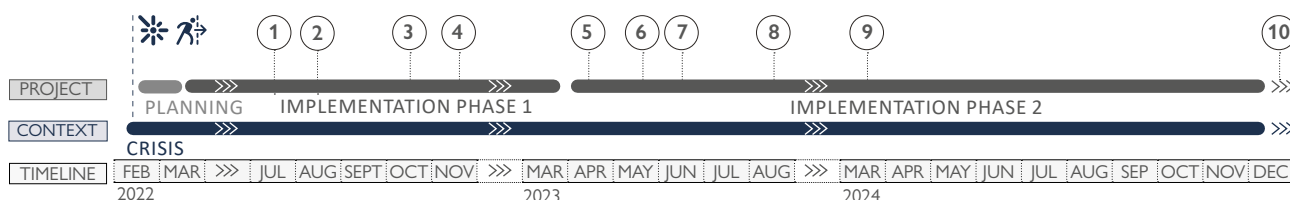


CASE STUDY

IRELAND 2022-2024 / UKRAINE CRISIS

CONTEXT LOCATION	SHELTER TYPE	SUPPORT METHODS
CRISIS Housing of Beneficiaries of Temporary Protection in Ireland following the escalation of armed conflict between Ukraine and Russia		
PEOPLE AFFECTED 106,703 people had been granted Temporary Protection Status in Ireland (as of April 2024)*		
PEOPLE IN STATE ACCOMMODATION 66,268 people were living in state-sponsored accommodation (including pledged accomm.)*		
PROJECT LOCATIONS across Ireland		
PEOPLE SUPPORTED BY THE PROJECT 12,900 individuals (Beneficiaries of Temporary Protection) in 5,872 properties		
PROJECT OUTPUTS The Register of Pledges offering a large-scale host accommodation pipeline across the country.		
PROJECT COST USD 433-866 monthly per property The Accommodation Recognition Payment (ARP), was a monthly tax-free Government-issued payment to hosts, paid per eligible property (not per person hosted) and ranging at different times from EUR 400-800.		PROJECT SUMMARY The displacement of people from Ukraine into Ireland was met with exceptional public solidarity. The organization's existing Register of Pledges became the primary mechanism through which residents offered rooms and vacant homes to people displaced from Ukraine, with over 21,000 pledges made in the first three months of the response. A Consortium of partners coordinated the pledge response, demonstrating that hosting can be delivered safely and effectively at scale when comprehensive support for both hosts and guests are in place.

* Sources: Department of Children, Equality, Disability, Integration and Youth (DCEDIY) and the Central Statistics Office (CSO)



Feb 2022: Russian invasion of Ukraine

- Jul 2022:** The Accommodation Recognition Payment (ARP) was announced at EUR 400 by the Irish Government.
- Aug 2022:** 3,967 displaced people living in hosted accommodation.
- Oct 2022:** Informal partnership of Consortium Partners launched and Customer Relationship Management tool (CRM) initiated.
- Nov 2022:** ARP raised to EUR 800 per month, and Offer a Home programme launched.
- Apr 2023:** Consortium of Partners officially launched.
- May 2023:** CRM data sharing platform launched to Consortium Partners and Local Authorities.
- Jun 2023:** 18,850 displaced people living in hosted accommodation.
- Aug 2023:** Safe Homes Research Started.
- Mar 2024:** End of Safe Homes research period. 22,879 displaced people living in hosted accommodation.
- Dec 2024:** 34,867 displaced people living in 18,676 hosted properties.



The program helped people arriving from Ukraine to find accommodation with host families who were willing to offer a home or spare room they owned.



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Through matching, follow up and casework, as of December 2024 the program enabled 12,900 individuals to find safe accommodation in private homes.

BACKGROUND

The escalation of the armed conflict in Ukraine in February 2022 triggered mass displacement across Europe. In Ireland, the Temporary Protection Directive (TPD), activated on 4 March 2022, granted displaced people immediate access to work, healthcare, education, and suitable accommodation; access to housing and healthcare were the most challenging aspects of Ireland's implementation, reflecting pre existing pressures. Ireland's hosting infrastructure was shaped by the Register of Pledges (ROP), an online system used to collect offers of spare rooms or vacant homes from the Irish public to house displaced people. The register was created in 2015 to support programme refugees and remained active prior to the Ukraine response (but unfunded since 2018), as it was not designed for large scale emergency use. Concurrently, Ireland's wider accommodation system for international protection applicants was under strain.

SITUATION DURING THE CRISIS

Arrivals from Ukraine were received at a national reception centre to apply for Temporary Protection and initial support. Those without pre arranged accommodation were transferred to emergency centres (such as sports or community halls) and then to longer term placements in hotels, holiday villages, and rest centres; the latter were initially intended for short stays of two to three weeks, but many people remained significantly longer. Within these centres, displaced people sought more stable options, including hosted accommodation, and local authorities also used rest centres to identify households interested in entering hosting arrangements. As arrivals increased, the emergency accommodation system came under sustained pressure. Hosting emerged as a key component of the national response, supported by national and local actors.

NATIONAL SHELTER RESPONSE

Ireland's accommodation response combined emergency provision with rapid expansion of pledged housing (i.e., houses or apartments offered by the Irish public). The online register described above, managed by the organization leading the hosting program, was scaled up to manage offers of accommodation, expanding call centre capacity and developing a Customer Relationship Management (CRM) system to triage and manage pledges. Local authorities and partner organizations supported matching and placement processes. Policy measures included the Accommodation Recognition Payment (ARP) for hosts and the Offer a Home (OAH) scheme led by local authorities. In April 2023, a multi agency Consortium was formed, at the request of the government, to coordinate matching, placement, and support activities across the hosting system. By April 2024, 28 per cent of displaced people in state sponsored accommodation were living in pledged homes, rising to 32 per cent when private and direct matches were included.



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The program was reactivated and scaled up from an existing system that had been established in 2015, though it had not been designed for large volumes.

PROGRAM DESIGN

The hosting program was designed as a community based accommodation solution supporting new arrivals under temporary protection. Its goals were to provide safe, suitable, and immediate accommodation; reduce pressure on emergency and long term housing systems; and enable dignified, community integrated living arrangements. The design leveraged the existing (but small scale) online register infrastructure that could be rapidly expanded, combined with strong public willingness to offer their properties or spare rooms. Casework and safeguarding were central: hosting involves shared living arrangements and requires structured screening, matching, and ongoing support. The caseworker model was built around four core functions: matching, follow up support, extensions beyond the initial term, and high needs casework for complex situations. The model ensured placements were safe, appropriate, and sustained.

Additional support measures were determined by policy. The two different policy measures mentioned above (the ARP and OAH) helped sustain placements recognizing the contribution of those providing accommodation, as well as supported the creation of a complementary entry route through local authorities. Intended outcomes were increased availability of safe and affordable accommodation, structured support for hosts and guests, reduced reliance on emergency centres, and embedding hosting within a coordinated, multi agency response.

PROJECT IMPLEMENTATION

PARTNERSHIPS AND OPERATIONAL CAPACITY

Government funding enabled rapid scaling. To process high volumes of pledges from homeowners, a commercial call centre was contracted to triage pledger details, supplemented in the early days by surge support from national services and volunteers. Professional bodies supported safety assessments of hosted properties. As arrivals increased, local authorities and multiple partners began placing people into pledged accommodation using shared data. This expansion increased capacity but introduced coordination challenges and slowed early placements. In April 2023, the creation of the multi agency Consortium clarified roles, improved coordination, and enabled more efficient use of resources across transport, casework, and on the ground support.

DATA MANAGEMENT AND SYSTEMS

The jointly administered pledge system and the new CRM tool (launched October 2022) became critical to receive, manage, and report on triaged data. Prior to its introduction, organizations relied on spreadsheets, which made verification slow and inconsistent. The CRM improved speed, accuracy, and coordination across agencies involved in matching and allowed management of multiple entry routes (reception centres, local authority referrals, community contacts, direct approaches) with greater transparency.



Hosts could offer vacant houses, apartments or even spare rooms, and were vetted by the organization staff and the local police, where necessary.

CASEWORK MODEL

Casework was delivered through the four function model: matching, follow up, extensions, and high needs casework. Initially, each caseworker carried out all four functions. In October 2023, the model was scaled to a rotating team structure to reduce burnout and improve consistency. Dedicated teams were assigned to each function, supported by an escalation pathway and an initial needs assessment conducted by the casework lead. This improved workload distribution and strengthened follow up with hosts and guests.

SAFEGUARDING

Safeguarding requirements were integrated throughout. A Safeguarding Manager oversaw processes, supported caseworkers, and managed more complex cases. Hosts with children in the home underwent police vetting, and vacant properties received safety assessments. Displaced people were supported through needs assessments, information provision, and facilitated introductions; caseworkers provided ongoing support to both hosts and guests to help resolve issues and maintain safe, appropriate placements.



Matching potential hosts and guests was the first step of the process.

TARGETING

The program targeted people displaced from Ukraine under Temporary Protection who required safe, immediate accommodation. Matching served as a core targeting mechanism: caseworkers assessed personalities, preferences, and needs of both hosts and guests, managed expectations, and ensured suitability and safety. Durable placements typically depended on this third party facilitation and ongoing support. While due to the conflict dynamics in Ukraine many displaced people were women and children, who were generally easier to match with hosts, the program also had a significant number of men, for whom it was more challenging to find accommodation.

COORDINATION

OPERATIONAL COORDINATION

With hosting accounting for a substantial proportion of state sponsored accommodation, strong coordination was essential. The Consortium met bi weekly to align operations, resolve issues, and plan jointly. Core activities, such as transport, casework, on the ground support, were streamlined, reducing duplication and improving consistency. The Consortium also coordinated public campaigns and awareness raising at national and local levels to support host recruitment and consistent messaging.

ADVOCACY COORDINATION

The Consortium provided a structured mechanism for joint engagement with government. Shared messaging and coordinated recommendations strengthened advocacy and improved clarity in communication with central authorities.

LOCAL AND COMMUNITY COORDINATION

Partners worked closely with local authorities and community actors to raise awareness about hosting and the use of vacant homes. Community roadshows showcased host experiences to recruit new hosts; informational clinics explained steps for accessing hosted or shared accommodation. Local authority-led coordination networks known as Community Response Fora brought civil society, volunteers, and service providers together to support people under Temporary Protection, with comprehensive integration supports in several counties.



Guests ended up staying for different periods of time, even beyond one year.

MAIN CHALLENGES

- Lack of a clear exit pathway. The program was built for short to medium term accommodation, but Ireland's severe housing shortage meant hosting became longer term without a defined route to independent housing. This created pressure on hosts, guests, and services.
- Coordination with the government in early phases. While operational coordination was strong, policy changes were at times communicated with short notice, requiring rapid adaptation and influencing the number of people presenting for accommodation. Communication subsequently improved significantly.
- Uncertainty inherent to temporary protection. The nature of temporary protection limited the ability to plan for long term integration.
- Integration challenges in rural areas. Limited transport, childcare, and services in some rural areas constrained employment opportunities for displaced people and increased reliance on casework.



The program was implemented across varying contexts in the country. In some rural locations, where access to services and employment opportunities were scarce, integration for Ukrainian guests was challenging.



The program was built on the exceptional level of solidarity shown by the Irish public, with over 21,000 offers of homes and spare rooms in just the first 3 months.

OUTCOMES AND WIDER IMPACTS

DIRECT OUTCOMES

- National mobilization of community based accommodation. Exceptional public offering of properties and spare rooms enabled rapid expansion of safe, and affordable housing.
- Positive hosting experiences when properly supported. Structured casework and safeguarding contributed to high satisfaction, with 92 per cent of hosts who described their experience as good or better than expected; and 80 per cent of guests who reported being satisfied or very satisfied.
- Improved coordination and matching. The Consortium model strengthened communication and operational alignment, leading to more efficient matching and better on the ground support.
- Increased awareness of hosting. Public campaigns and public spaces such as clinics helped promote hosting as a valid shelter option within the national protection response.

WIDER IMPACTS

- A scalable model for community based accommodation. With adequate supports, private home offers can be mobilized at scale and integrated into a national response.
- Improved multi agency coordination. The Consortium strengthened civil society capacity and provided a template for coordinated crisis response across NGOs, local authorities, and government, improving readiness for future displacement.
- Community mobilization and social cohesion. Hosting activated local networks and community groups, contributing to social cohesion and local integration.

UNINTENDED CONSEQUENCES

- Variable experiences by timing and location. Outcomes differed by arrival period, matching process, and rural/urban context.
- Structural limitations in the wider housing system. Crisis driven measures highlighted systemic housing gaps affecting displaced people and Irish society more broadly.



FURTHER READING ON SHELTER PROJECTS

On the Ukraine crisis: [SP 9TH ED. / A.22-A.23 / UKRAINE](#)

On host family support:

[SP 2009 / A.4 DEM. REP. CONGO](#); [SP 11-12 / A.17 LEBANON](#);

[SP 9TH ED. / A.3 ETHIOPIA](#); [SP 10TH ED. / A.20 POLAND](#).

STRENGTHS, WEAKNESSES AND LESSONS LEARNED

STRENGTHS

- ✓ **Strong national and local collaborative partnerships.** Coordinated partnerships between government agencies, civil society, local authorities, and communities enabled national reach, consistent messaging and an effective response to displaced people's needs.
- ✓ **Hosting, when accompanied by appropriate support for both host and guest households, provides a stable basis for displaced people to adapt to their new circumstances.** High satisfaction among hosts (92%) and guests (80%) demonstrated that, when adequately resourced, hosting provides a safe and stabilizing environment.
- ✓ **Robust mediation and casework support.** Caseworkers were central to host–guest communication, conflict resolution, and expectation management; partnership with a professional mediation organization strengthened this function and staff development.
- ✓ **Financial support enabling sustainability.** The Accommodation Recognition Payment provided essential support to hosts, helping sustain placements and reducing early exits.
- ✓ **Flexibility and adaptability.** Partners regularly reviewed and adapted casework models and services as needs evolved and the policy environment shifted.

WEAKNESSES

- × **Crisis driven design without long term planning.** Hosting became longer term without a clear exit strategy due to wider housing constraints, creating pressure for all parties.
- × **Maintaining consistent assessments of housing options offered by the public.** Variations in standards and assessment practices across organizations led to inconsistent decisions.
- × **Caseworker pressure and conflict resolution demands.** High caseloads and complex interpersonal dynamics increased stress and limited proactive support.
- × **Urban/rural divide affecting integration.** Rural placements often lacked transport, childcare, and services, limiting employment opportunities and integration.
- × **Variability in partner capacity and ethos.** Differing organizational cultures and capacities made it challenging to maintain consistent standards across processes such as property assessment and matching.

LESSONS LEARNED

- **Foster national–local partnerships from the outset.** Collaborative partnerships across government, NGOs, local authorities, and communities are essential to deliver coordinated, effective hosting at scale.
- **Define roles and responsibilities early.** Multi stakeholder hosting requires clear roles, expectations, and responsibilities across partners and levels.
- **Build flexibility into the model.** Casework and services must adapt continually to changes in needs and policy context.
- **Support mediation and regular communication.** Caseworkers are critical mediators; access to professional mediation and tailored training strengthens conflict resolution. Periodic communications to all hosts help sustain commitment.
- **Financial support for hosts is necessary for sustainability.** The government-sponsored Accommodation Recognition Payment played an important role in sustaining arrangements; hosting without financial support is difficult to maintain long term.

RECOMMENDATIONS MOVING FORWARD

- Invest early and continuously in shared data and case management systems with sufficient capacity for high volumes; sustain this investment during quieter periods to ensure readiness and improve accountability.
- Establish clear pathways to durable housing solutions from the start, planning and communicating routes from hosting to longer term accommodation options.
- Build comprehensive support systems into the model from day one, including adequate staffing and training for casework, safeguarding, conflict resolution, and expectation setting.
- Standardize accommodation assessments while respecting local diversity through shared minimum standards, clear suitability criteria, and consistent refurbishment guidance.