



Pre-Budget Submission 2027



Delivering a Sustainable Addiction Service Model

Contents

Executive Summary	3
Background of Coolmine	4
Demand for Services	5
Our Impact	6
Our Services	8
Continuum of Care	9
Action Plan	10
Action 1 Development of a Prison Therapeutic Community	11
Action 2 Fully Funded Service Delivery Investment	12
Action 3 Centralised Sustainable Multi-Annual Funding Model	13
Action 4 €14m Investment to Redevelop Coolmine Lodge	14
Action 5 Recovery Capital Investment	15
Action 6 Sustainable Service Delivery through Alignment with Public Sector Pay Rates	16
Conclusion	17
Appendix	18
References	19



Executive Summary

Budget 2027 is critically important to the future of individuals and families supported through addiction and homeless services. Coolmine Therapeutic Community (Coolmine) is calling for targeted and sustained investment to safeguard existing services and respond to increasing demand.

The publication of the Citizens' Assembly on Drugs report in January 2024 marked a significant milestone in Ireland's approach to drug use. Its recommendations clearly call for an innovative, ambitious, comprehensive and coordinated response. This direction is further reflected in the Programme for Government and the emerging National Drugs Strategy, both of which emphasise a strengthened health-led approach across prevention, harm reduction, treatment and recovery.

Central to these developments is the need for significantly enhanced resourcing of statutory, community and voluntary addiction services, alongside improved policy alignment across broader social determinants such as housing, health and social inclusion.

As a leading provider of addiction services to some of the most marginalised individuals in Irish society, Coolmine is seeking action and investment across six key actions to safeguard service delivery, expand capacity and strengthen recovery outcomes:

01

Investment of €1 million to establish a prison-based Therapeutic Community, supporting recovery and reducing recidivism.

02

An increase of €230k in Section 39 funding, to safeguard the current quantum of service delivery in 2027.

03

A centralised, sustainable multi-annual funding model, on a full cost recovery basis to support long-term planning and service stability.

04

An investment of €14 million to redevelop Coolmine Lodge, increasing residential treatment capacity by 33% for homeless men.

05

An investment of €560k to develop regional aftercare and recovery service centres of excellence, strengthening recovery capital.

06

Alignment of Section 39 pay with public sector pay rates, with a mechanism to ensure inclusion in future pay agreements.



These actions will support the delivery of innovative, comprehensive and person-centred services, reducing homelessness, improving health outcomes and delivering long-term savings to the Exchequer.

Background of Coolmine

Coolmine is a national drug and alcohol treatment service that has been providing a range of high-quality residential and day services since 1973. The organisation supports individuals experiencing long-term social deprivation and problematic substance use, as well as their families.

Coolmine is primarily funded through a Service Level Agreement (SLA) with the HSE under Section 39 of the Health Act 2004 (see Appendix for full breakdown of funders).

In 2025, a total of 3,282 individuals accessed support across a range of services, including community and residential treatment, outreach, pre-entry, step-down supports, medical services, career guidance, housing support, family services and aftercare programmes.

Coolmine's vision is that everyone has the opportunity to overcome addiction and live a fulfilled and productive life. In practical terms, this involves not only providing access to high-quality treatment but also supporting the development of recovery capital for individuals and their families, enabling successful reintegration into their communities.

Since 2021, service delivery has expanded in collaboration with the HSE, including the establishment of community-based services in the Mid-West and South-West.

**At the end of 2025,
Coolmine operates
16 facilities and
22 satellite
clinics
across
Ireland.**



Services focus on:



Improving physical and psychological health and wellbeing



Supporting reconnection with family



Developing positive peer relationships



Facilitating access to housing



Supporting engagement in education, training and employment

Demand for Services

Demand for addiction treatment continues to grow significantly:

15,422
cases

were recorded by
the NDTRS in 2025
(highest on
record)



Cocaine accounts for

42% of cases

reflecting sustained growth

1 in 8
cases

involve homelessness



Homelessness has reached record levels:



Nearly 17,000 individuals in
emergency accommodation
(Jan 2026)



Over 2,659 families
experiencing homelessness

These trends confirm escalating need and reinforce the urgency of investment in treatment, recovery and prevention.

Our Impact

3,282

Total
Presentations



201

Residential
placements



3,081

Community supports provided



72

Children provided with
residential supports



492

Family members
supported



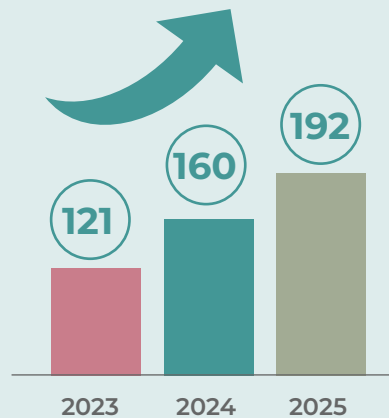
53

Graduates of a
therapeutic community
programme



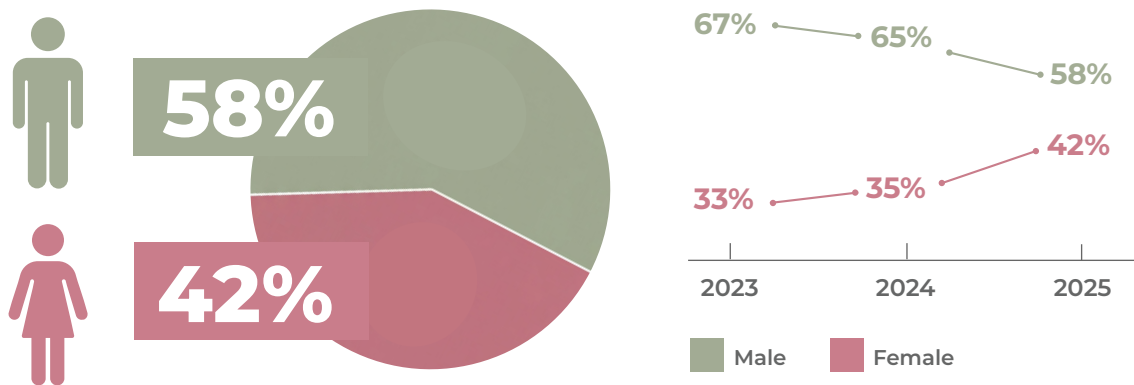
192

Travellers
Supported
(including PACT)

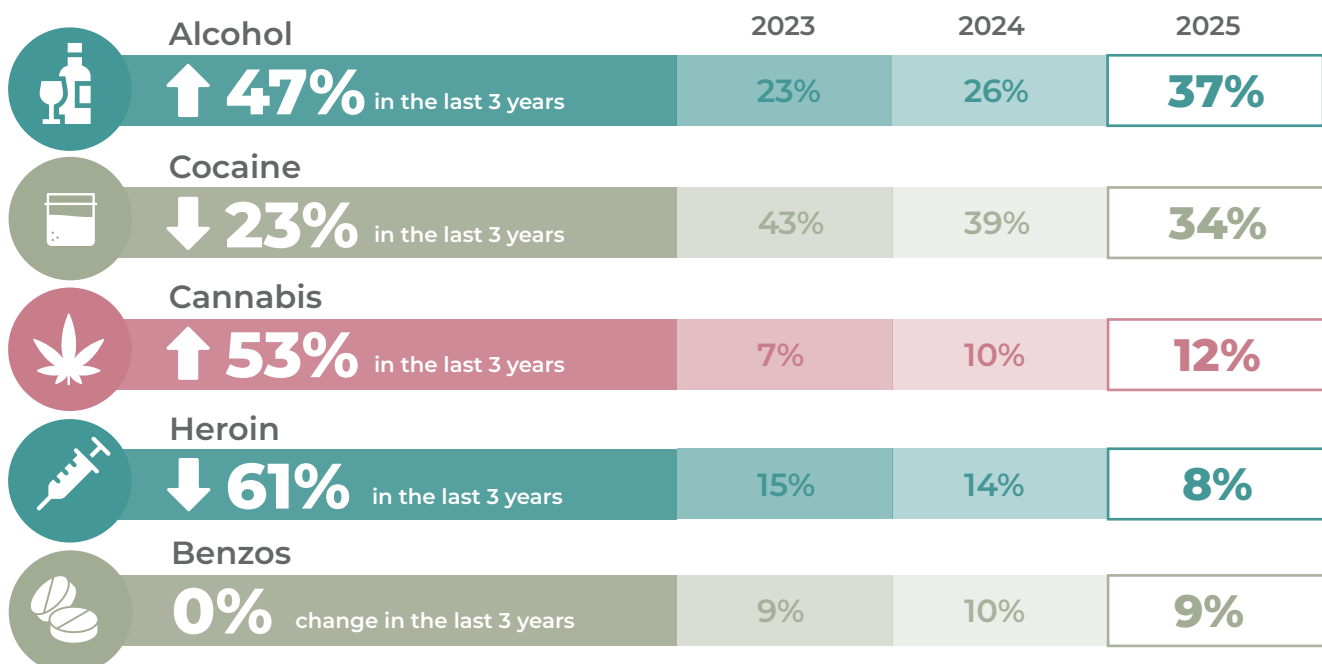


+59%
in the last
three years

National Trends: Gender Breakdown



Presentation Types (Primary Substances)



Our Services

KERRY

Kerry

Dúchas House,
Edward St. Tralee,
Co. Kerry
V92 W653
086 1367691

CORK

North Cork

Q2 Market Green Plaza,
Midleton,
Co. Cork,
P25 H2F9
021 2021230

East Cork

4 A Market Green,
Medical Units,
Midleton,
Co. Cork
P25 NV 62
086 0130714

Cork City North

Unit 2 The Glen Community
Services Building,
Carnloch Court,
The Glen,
Cork
T23H2CA
021 2021241 / 086 0832352

Cork City South

12 Mary Street,
Cork,
T12 EY15
021 2021251

West Cork

Ahiohill,
Enniskean,
Co. Cork
P47 YK59
086 0130723

Teaghlach Family Service

11 Boyce's Street,
Gurranabraher,
Co. Cork,
T23 XN44

DUBLIN

D15 CAT

Community Day Service
37A Coolmine Industrial Estate,
Coolmine,
Dublin 15
01 699 1078
d15staffteam@coolminetc.ie

Coolmine Lodge

Men's Residential Service
Grove Road, Blanchardstown,
Dublin 15
D15 AK66
01 8214545
admissions@coolminetc.ie

Ashleigh House

Women and Children's
Residential Service
Damastown Walk,
Damastown,
Dublin 15,
D15 HK12
01 8251100
admissions@coolminetc.ie

Coolmine House

Community Day Service
Coolmine House,
19 Lord Edward Street,
Dublin
01 6794822
admissions@coolminetc.ie

Office

Administration
Unit 1, Block 8
Blanchardstown
Corporate Park
D15 EE9T
01 6991587
info@coolminetc.ie

PACT Team

Outreach
9a Trinity Street,
Dublin 2
086 415 9099

Coolmine EDIT

Community Day Service
Unit 6 Edenmore Shopping Centre,
Edenmore, Raheny,
D05 KH36
086 074 6293

LIMERICK

Mahon House

Community Day Service
Mahon House,
William St. Upper,
Limerick,
V94 T8KR
086 083 2550

Continuum of Care



Contact & Assessment

Primary Treatment

Reintegration

Aftercare

Lifelong Aftercare

Flexible & Ongoing

Minimum 5 months

Minimum 2 months

Minimum 5 months

Flexible & Ongoing

Prison Inreach

Men's Residential:
34 Placements including 4
Methadone Detox Places

Career Guidance &
Pathways to Employment

Structured Aftercare
Programmes

Community Inreach/
Outreach

Women's Residential:
24 Placements incl. Mother
& Baby Pregnant Women
4 Detox Places

Community Employment
and Education

Graduate Support

Assertive Homeless
Inreach Services

On Site Early Years
and Childcare Service

Ongoing Child
Care Support

Peer Support

Assertive Traveller
Outreach Services

Community Early Years and
Child Care Service Creche

Structured Integration
Programmes

Ongoing Counselling
Support

Hospital Inreach

Structured Drug Free
Day Programmes

Housing Support

Stabilisation
Programmes/
Reduce the Use

Cocaine Specific
Programmes

Recovery Intern
Programme

Pre Entry
Programmes

Alcohol Specific
Programmes

Ongoing Counselling
Support

SAOR Brief
Intervention

Community
Detoxification

Recovery Programmes/
Prosocial Activity

Counseling Service

Psychiatric Service

Gender Specific
Programmes

Lifelong Peer-Led
Aftercare
Group



Action Plan





Action 01

Development of a Prison Therapeutic Community

Coolmine’s residential Therapeutic Communities (TCs) provide a structured, evidence-based recovery programme to more than 250 individuals each year, with approximately 40% of referrals coming directly from Irish prisons.

The TC model supports the development of life skills, peer accountability, resilience and pro-social behaviour. It delivers strong outcomes, including a 98% non-offending rate 18 months post-treatment and a 72% drug-free status two years after treatment.

Irish prisons are experiencing rising levels of addiction, overcrowding, long waiting times for treatment and unmet gender-specific needs. These challenges contribute to high levels of relapse and reoffending, placing increasing pressure on justice, health and social systems. This investment will reduce pressure within the prison system and across wider public services, while supporting sustained recovery outcomes.

International evidence demonstrates that prison-based Therapeutic Communities reduce recidivism, improve wellbeing and are cost-effective, particularly when linked to community-based aftercare.

Based on the proposed two-year pilot project, the model would support approximately 150 individuals. This projection is grounded in an annual treatment capacity of 75 individuals, assuming a 70% retention and completion rate.

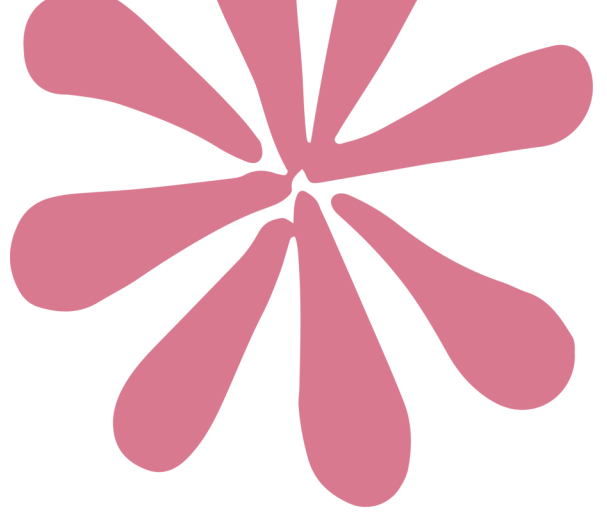
Coolmine estimates that a prison-based TC would generate approximately €9.4 million in Social Return on Investment (SROI) over the two-year pilot period. These calculations draw on established cost-benefit analyses and evidence comparing the costs of treatment with the significantly higher costs incurred by health and criminal justice systems when individuals do not receive treatment. A widely accepted benchmark indicates that every €1 invested in treatment yields approximately €6 in savings across health and justice sectors.

Annual Cost Per Unit Coolmine	Annual Unit Per Cost of Person Untreated	Annual Cost x 150 TC Placements	Annual Cost x 150 People Untreated	Savings based on 70% Retention Rate	Savings over a 5-Year Period (70% Retention)
€18,000	€108,000	€2,700,000	€16,200,000	€9,400,000	€47,000,000

This proposal aligns with the Irish Prison Service Strategy 2023–2027 and the draft National Drugs Strategy.

Proposal

Invest €1 million to establish a prison-based Therapeutic Community.



Action 02

Fully Funded Service Delivery Investment (€230k)

While newer services are funded on a full cost recovery basis, historic service arrangements for essential services remain underfunded.

This is particularly evident in two Dublin-based services:

- The Drug Free Day Programme
- Coolmine Ashleigh House, one of 2 only mother and children residential service in Ireland

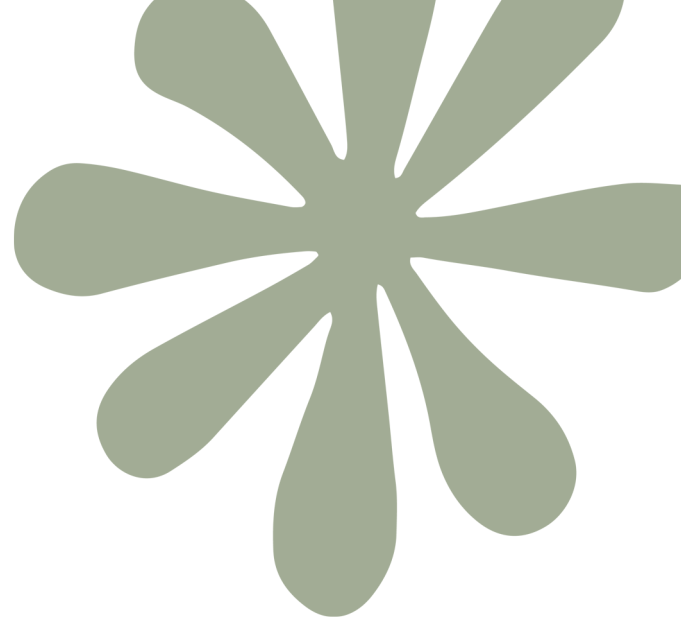
In 2025:

- Ashleigh House was underfunded by €181k
- The Drug Free Day Programme was underfunded by €49k

Without addressing these shortfalls, Coolmine cannot sustain current service levels in 2027 and may be required to reduce capacity.

Proposal

A €230k increase in Section 39 funding to safeguard service delivery.



Action 03

Centralised Sustainable Multi-Annual Funding Model

Coolmine operates across four CHO areas, each with separate Service Arrangements. This creates administrative complexity and limits the ability to effectively plan and coordinate services.

Funding is typically agreed annually and retrospectively, making long-term planning and service development increasingly challenging. This uncertainty also impacts staff recruitment and retention.

Coolmine is seeking a multi-annual funding agreement (3–5 years) that supports:

- Long-term planning
- Service stability
- Improved workforce retention

Funding should be provided on a full cost recovery basis, including:

- Core service costs (utilities, maintenance, insurance)
- Staff salaries and pension contributions (including post auto-enrolment introduced in January 2025)
- Annual inflationary adjustments

Proposal

Introduce a centralised multi-annual funding model on a full cost recovery basis.



Action 04

€14m Investment to Redevelop Coolmine Lodge

Coolmine Lodge is a 30-bed residential service for men, providing approximately 140 placements annually. Demand significantly exceeds capacity, with 93 individuals currently on the waiting list. Many require detoxification and present with complex mental health needs.

The current infrastructure is outdated and does not align with modern standards of care. Dormitory-style accommodation limits privacy, dignity and the delivery of trauma-informed care. Multi-occupancy rooms can increase risks related to health, wellbeing and engagement in treatment.

The proposed redevelopment will:

- Increase capacity by 33%
- Provide single occupancy, ensuite rooms
- Include a dedicated detox unit
- Deliver new purpose-built facilities to support service delivery

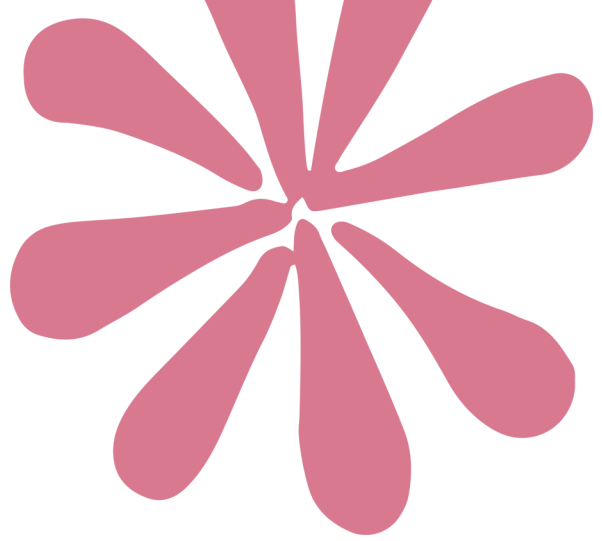
Coolmine residential services is very cost-effective. For example, a single male placement in Coolmine Lodge (men's residential) is €18k per annum whilst a staffed prison placement is estimated at €99k per year (IPS 2024).

This investment will reduce reliance on acute hospital services and support improved treatment outcomes, in line with Sláintecare principles.

A HSE Strategic Healthcare Framework application is currently underway.

Proposal

Invest €14 million to redevelop Coolmine Lodge.



Action 05

Recovery Capital Investment (€560k)

Coolmine is seeking investment of €560k to develop designated aftercare and recovery services across three regions: Dublin, Cork/Kerry and Limerick.

These services will:

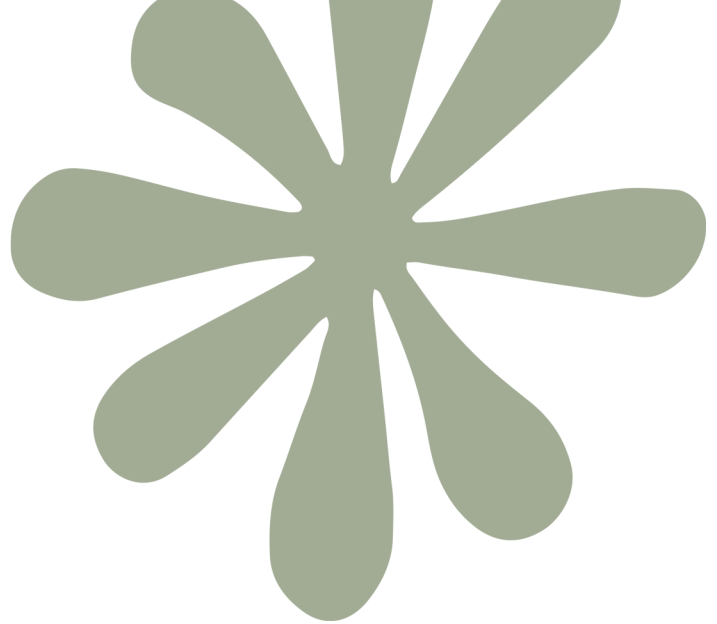
- Provide structured aftercare for individuals exiting treatment
- Build recovery capital through targeted programmes
- Support long-term recovery outcomes
- Develop partnerships with local community services and social enterprises

The centres will also support training and development opportunities, including Recovery Intern programmes, and strengthen peer-led support within communities.

Peer support and self-help are core components of the Coolmine model and this proposal extends these supports into regional communities, in line with the recommendations of the Citizens' Assembly on Drugs.

Proposal

Invest €560k to deliver regional aftercare and recovery service centres of excellence.



Action 06

Sustainable Service Delivery through Alignment with Public Sector Pay Rates

The inability to match public sector pay increases, due to limitations within Section 39 funding arrangements, has resulted in salary scales falling behind those in the public sector.

At the same time, the HSE and other public bodies are able to attract staff from community and voluntary organisations, reducing their own vacancy rates while increasing workforce pressures within the sector.

This disparity has contributed to challenges in attracting and retaining staff, which in turn has impacted service delivery. Organisations have been required to reduce or limit services, despite increasing levels of demand.

Coolmine is a Section 39 funded public service provider and requires investment to align pay with public sector rates in order to maintain workforce stability. In January 2024, the organisation received the first payment under the WRC 8% pay agreement, which contributed to reducing staff turnover from 43% in 2023 to 22% in early 2024.

A subsequent WRC pay agreement of 9.25%, applied over two years to October 2026, has further supported staff retention and service quality. While these developments are welcome, a significant gap remains.

Coolmine is seeking to address this variance through appropriate sectoral and WRC processes, alongside the establishment of a structured mechanism to ensure that Section 39, Section 10 and Section 56 organisations are included in future public sector pay agreements.

Proposal

Align Section 39 pay with public sector rates and establish a mechanism to include the sector in future pay agreements.



Conclusion

Coolmine's Pre-Budget Submission 2027 sets out a clear, evidence-based case for investment in addiction treatment and recovery services.

The six actions outlined are necessary to safeguard existing services, address growing demand and strengthen recovery outcomes. They are aligned with national policy direction and will deliver measurable benefits across health, housing and justice systems.

Investing in addiction services delivers both social and economic value, supporting individuals and families, strengthening communities and reducing long-term costs to the State.



Appendix

Context – Current Income and Sources of Income

Coolmine's total income for 2025 was €11,052,821, representing a 5.5% increase compared to €10,468,745 in 2024. This growth reflects both the increasing demand for our services and the continued trust placed in us by our funding partners.

Our work would not be possible without the ongoing commitment and support of our principal funders.

In 2025, the primary sources of income were as follows:

- Health Service Executive (HSE): 75%
- Department of Justice and Equality via the Probation Service: 6.7%
- Department of Social Protection – Community Employment (CE) Scheme: 1.4%

Additional income was generated through:

- Resident contributions (5.9%), typically redirected welfare payments during participation in residential programmes
- Unrestricted income, community fundraising, and donations (11%)

Coolmine deeply values the strong relationships it has built with its funders and stakeholders. The continued financial support, guidance, and collaboration from the HSE, the Probation Service, and others have been essential in enabling us to meet rising service demand while maintaining a high standard of care. We extend our sincere thanks to all those who contribute to the sustainability and growth of our mission to support individuals and families in recovery

NDTRS Drug Treatment Demand Infographic 2025 - [HRB Drug Treatment Demand in Ireland 2025](#)

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David's Story

David Mannion's journey reflects the realities faced by many individuals who come into contact with both addiction services and the prison system, and the significant impact that structured recovery support can have.

Before engaging with Coolmine, David's life was characterised by repeated cycles of addiction and imprisonment. He spent extended periods in and out of the prison system, with limited access to meaningful recovery supports. Like many individuals in custody, he experienced the challenges of addiction alongside the absence of structured pathways into sustained recovery.

David's pathway changed when he engaged with the Therapeutic Community (TC) model in Coolmine. The structure, accountability and peer support central to the TC model provided him with the stability and environment required to begin addressing his addiction in a sustained way. Through this approach, David was supported not only to stop using substances, but to build the skills, resilience and confidence required to maintain recovery beyond treatment.

While his recovery journey included setbacks, including relapse, the consistency of the TC model and the continuity of support enabled him to re-engage and continue progressing. Over time, he completed treatment, returned to education and went on to achieve a degree in Sociology and Social Policy. He also established his own business, demonstrating the long-term potential of sustained recovery when appropriate supports are in place.

Today, David is a father and speaks openly about the importance of being present in his son's life. His role as a parent is central to his motivation to maintain recovery and continue building a stable and positive future.

David remains strongly connected to Coolmine and is committed to giving back. He actively supports the organisation and is a strong advocate for the development of prison-based Therapeutic Communities. Drawing on his own experience of repeated imprisonment and recovery, he highlights the importance of providing structured, evidence-based treatment within the prison system to break the cycle of addiction and reoffending.

His journey demonstrates the impact that access to the right intervention, at the right time, can have for individuals, their families and wider society.



COOLMINE
OVERCOMING ADDICTION, SUPPORTING RECOVERY