



**NOTIFICATION TO ATTEND MEETING OF THE HOUSING SPC  
TO BE HELD IN THE COUNCIL CHAMBER, CITY HALL, DAME STREET, DUBLIN 2.  
ON THURSDAY 8 MARCH 2018 AT 3.00 PM**

**AGENDA**

**THURSDAY 8 MARCH 2018**

**PAGE**

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|---|---|----------------|
| 1 | Minutes of meeting dated Thursday 8th February 2017 and matters arising |                |
| 2 | Scheme of Lettings - Proposed Revised Scheme                            | <b>3 - 34</b>  |
| 3 | DCC Flat Complexes Regeneration Proposals                               | <b>35 - 76</b> |
| 4 | Emergency Motion in the Name of Cllr. Mannix Flynn                      |                |

That this meeting of DCC call on the CEO and the Director of Dublin Region Homeless Executive to issue a full, clear and comprehensive statement on the recent media reports of homeless individuals being 'sectioned' by a doctor belonging to the medical charity 'Safetynet'.

These media reports were contained in the Irish times and other media outlets. The report was also filmed for the Irish Times website and detailed how individuals were being sectioned under Section 4, Section 8 and Section 13 of the 2001 mental health act.

This sectioning would appear to have been carried out in the presence of the Housing First Intake team (IFIT). IFIT is jointly run by Focus Ireland and the Fr Peter McVerry Trust who are funded by Dublin City Council.

I would like this report to address the issues of how the media came to be involved in this sensitive issue? What protocols and guidelines are there in place for such procedures to be enacted on homeless individuals?  
What oversight and independent assessment or second opinion is available in these instances? Was the Homeless Executive of DCC made fully aware of these issues?

Was the data protection act breached in any way by media presence which could readily identify any individual who was taken into care under such circumstances?

Also, who takes overall responsibility for this most sensitive of issues? Surely a person is entitled to their privacy and their integrity no matter what the circumstances. To certify a person is a very serious matter and in this instance there is potential for breach of constitutional rights and basic human and civil

rights.

The media reports and indeed the Irish Times Video report seem to concern themselves much more with sensationalisation than a homeless person's privacy.

Reasons for emergency motion:

*There has been general disquiet and fear generated among those that are homeless and sleeping rough on our streets. This fear was generated by this well publicised event and individuals are now in terror of being simply picked up against their wishes and sectioned under the mental health act. Dublin City Council needs to make a clear statement on this matter so as to assure individuals, who are already in a very vulnerable situation, of their rights.*

*It is unacceptable in this day and age that DCC who assumes overall responsibility for homelessness and rough sleepers allow this to happen in the manner that it did without any regard whatsoever for homeless individuals, rough sleepers and their families.*

*Please see attached sensationalised media report from the Irish Times.*

*<https://www.irishtimes.com/news/social-affairs/services-sectioning-homeless-people-who-refuse-shelter-1.3413507>*



## **Report on the review of the Scheme of Lettings – Allocations.**

Section 22 of the Housing (Miscellaneous Provisions) Act 2009 requires housing authorities to set out the order of priority to be accorded to households assessed as qualified for social housing support and to households, already in receipt of social housing support, that are approved for transfer. This is the first review of the scheme, which was adopted in 2014. The Scheme was amended in 2017 to include provision for the Housing Assistance Payment (HAP) scheme.

A Scheme of Lettings sub-group of the Housing Strategic Policy Committee was formed and met on 4 occasions with additional feedback by email submissions. A number of key themes emerged in the course of the consultation and these are developed below:

### **Homelessness:**

We are proposing to continue assessing homelessness as defined in the 1988 Act and recording it as the basis of need but will no longer prioritise offers of social housing to homeless families ahead of other households who have prior dates of application.

The rationale for this proposed change is as follows:

1. DCC provided a higher than ever number of homeless households with social housing in 2017, including 130 Rapid Built units built specifically for homeless families. We consider that it was the correct response to the housing situation at that time; however, we need to be equally conscious of the number of families with far longer time on the housing list who are themselves moving between rental properties and facing many of the same issues in relation to security of tenure in the private rental market.
2. Some households with very long waiting times are at risk of being disqualified on income grounds despite having an assessed need over a number of years and local authorities cannot exercise discretion in relation to income thresholds. By directing more housing offers to those longest qualified it is hoped to address this.
3. There is overcrowding in the private sector but also within our own social housing stock that may become unsustainable and result in homelessness. There was a strong view from the Elected Members' sub-group that we need to prevent homelessness and deterioration of existing stock by relieving overcrowding.

4. The Dublin Region Homeless Executive has researched patterns of use by families in emergency accommodation. Families who are new to homelessness are far more likely to avail of Housing Assistance Payment (HAP) and have shorter stays. Once families stay beyond 6 months in emergency services the uptake of HAP decreases.
5. We are concerned that families will endure a prolonged period in emergency accommodation and not consider alternatives, in order to secure what they believe to be the most sustainable option for their family i.e. social housing. This is completely understandable but DCC does not have adequate stock and families may not realise that waiting for a social housing offer given the current numbers in homeless services is likely to take some years.

While it might seem counter-intuitive to cease prioritising families for social housing, it is with a view to encouraging shorter stays and supporting families to rent independently with enhanced financial and social support. This would be balanced by increasing the target allocations to the Transfer Homeless HAP band.

**In summary what we propose for Homeless Families is:**

- a) Provision of Emergency accommodation including Family Hubs.
- b) Qualification for the Homeless HAP scheme, with a month's deposit and rent in advance and 50% uplift on existing rent supplement caps;
- c) Homeless families will retain their length of time entitlement on the list.
- d) Expanded place finder service to assist households in emergency accommodation to find accommodation;
- e) Higher proportion of allocations to Band 1 **Transfer HAP**.
- f) Under CAS and other housing development schemes DCC will continue to set aside a small proportion of dwellings specifically targeted at vulnerable homeless households. These will include housing provided by Focus Ireland, Peter McVerry Trust, Dublin Simon, Alone inter alia;
- g) Homeless households may apply for medical and welfare priority in the normal way;
- h) Any homeless households who would be reached for offer under the length of time qualified on the list will continue to be offered social housing support;
- i) Visiting support varying from intensive and indefinite (Housing First) to time-limited and low-support may be made available to homeless households.
- j) We will continue to set aside a number of units for Housing First as the most effective response to rough sleeping and chronic homelessness. Priority for the units is based on time homeless and level of vulnerability to rough sleeping.

- k) An impact Assessment of Changes Review will be commissioned by the Council in March 2019.

### **Children in Shared Custody/Access arrangements:**

The issue of children in access arrangements not being offered bedroom accommodation with partial access/custody arrangements has been considered. All parties agreed that in principle it would be beneficial to be able to provide for the overnight access through provision of extra bedrooms. However, Dublin City Council must have regard to the housing available to it and to secure the most beneficial, effective and efficient use of such limited stock as we have. Consideration must be given to children in overcrowding situations (Band 2) and families currently in emergency accommodation where children do not have any access to a separate bedroom (Band 1). The impact of allowing additional bedroom requirements in these cases may be significant:

- a) There are currently 895 access households identified on the system.
- b) It is likely this would increase if the policy changes. This may impact significantly on current housing and transfer list positions for 2 bedroom accommodation.
- c) There will be an effect on the supply both in social housing and in the rental market of 2 bedroom accommodation available to families if separated parents are also competing for this accommodation.

If the supply were not so constrained, Dublin City Council would recommend listing separated parents with partial custody/access arrangements for one additional bedroom on assessment of the relevant legal documentation. However given the extensive waiting lists in Dublin City Council, it is recommended that while there are households with children on the housing wait list with a greater need, i.e. no access to a bedroom, the following should apply:

- a) Children of parents living apart will in general be included in the Household of each parent but the type and extent of accommodation, which they require, will be assessed taking into account the extent to which their need for accommodation is met in the household of the other parent.
- b) Dublin City Council will assign multiple bedroom unit requirements to the parent with whom the children reside for the greater part and a 1-bedroom requirement to the other parent.

### **Older Persons:**

Dublin City Council sets aside a proportion of its stock to cater for the housing needs of older persons. As the definition of older persons is defined in the Housing (Miscellaneous Provisions) Act 2009 as 65 years and older, it is recommended, *without affecting existing qualified applicants*, that the age of qualification for Older Persons accommodation be raised to 65 with consideration on application of persons 60 years and over where any of the following factors apply:

- 1. Disability: Physical, sensory, intellectual or mental health
- 2. Medical Grounds: if the applicant has been awarded medical priority.
- 3. Compassionate: If the applicant has been awarded welfare priority.

4. Homeless: If the applicant is residing in Section 10 funded accommodation.

### **Disability:**

Dublin City Council will require 5% of all new developments to make specific provision for disability. Dublin City Council under its CAS and other housing development schemes sets aside a small proportion of dwellings for individuals who, in the opinion of the housing authority and supported by objective assessments, require specific supports relating to their form of disability and will allocate appropriately (based on date of qualification in the first instance and match of needs in the second). E.g. HAIL/Cheshire Homes etc.

### **Medical Priority:**

As requested we have attempted to set out more clearly how medical priority is awarded and to separate it from disability.

### **Refusals:**

We are setting out more clearly what happens in the case of refusals of housing offers.

### **Appeal:**

We have included for an appeal of decisions.

### **Other changes:**

A small number of other changes have been made. We have brought in sections that were formerly in the guidance document to create one unified document to explain how you qualify for social housing and how we prioritise households for offer. These include re-ordering Sections 1 and 2.

### **Equalisation of Band One:**

It is proposed to use the qualifying date for Band 1 and not the categories within Band 1 as the basis for housing offer. In effect this means there would be no advantage in having a medical over a welfare priority and no need to apply twice for priority.

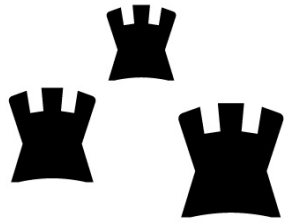
### **Transfer Chain:**

This is a new proposal based on a suggestion in one of the sub-groups. It would allow for DCC to implement a number of moves in a chain to meet a number of needs and optimise the stock.

### **Conclusion:**

This draft revised scheme is being submitted for the consideration of the Housing Strategic Policy Committee and if endorsed will be brought to the April meeting of the City Council for approval and implementation.

**Brendan Kenny**  
**Deputy Chief Executive**  
**8<sup>th</sup> March 2018**



**Dublin City Council**  
Comhairle Cathrach Bhaile Átha Cliath

**HOUSING**  
**ALLOCATIONS SCHEME**  
(Scheme of Letting Priorities)

Draft Revision – March 2018

# Housing Allocations Scheme

## (Scheme of Letting Priorities)

### **Section 1. Introduction**

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### **Section 2. The Housing And Transfer Lists**

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- 2.3 Waiting Time
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### **Section 3. The Rental Accommodation Scheme (RAS)**

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## **Section 7. Choice Based Lettings**

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- 9.1 General Rules
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## **Section 10. General Provisions**

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- 10.4 Preferential Treatment of Existing Tenants/Residents (sub-tenants) of Flats for Vacancies in the Same Complex
- 10.5 Emergency Needs
- 10.6 Consideration of All Applicants on Estate Management grounds
- 10.7 Tenant Induction Course
- 10.8 Estate Management/ Social Inclusion
- 10.9 Designating Dwellings for Letting to Particular Categories of Applicants
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- 10.11 Applications for Exceptional Social and Medical Grounds, Financial Contributions, Traveller and Surrender of Larger Priority
- 10.12 Interpretation

# Section 1. Introduction

## 1.1 Introduction

The purpose of this Allocations Scheme is to set out:

1. the basis for prioritising the allocation of all housing support to persons whose eligibility and need for accommodation has been established in accordance with Section 20 of the Housing (Miscellaneous Provisions) Act 2009 (and associated regulations), and
2. the basis for prioritising transfer applications from a Dublin City Council (DCC) tenancy or other housing support including Approved Housing Body (AHB), Social Housing Leasing Initiative, Rental Accommodation Scheme (RAS) and Housing Assistance Payment (HAP).

In general, Housing and Transfer applicants will be prioritised having regard to time on the list and, any Priority status awarded to applicants for housing or transfer under this Scheme.

## 1.2 What Housing does the Scheme apply to?

1. Dwellings provided under the Housing Acts 1966 to 2009 or Part V of the Planning and Development Act 2000 – of which Dublin City Council is the owner,  
  
or
2. of which the housing authority is not the owner and which are provided under a contract or lease between the housing authority and the owner concerned, including rental accommodation availability agreements and leasing.  
  
and
3. Dwellings owned and provided by Approved Housing Bodies (AHBS) to whom assistance is given under section 6 of the Housing Act 1993 for the purposes of such provision.

## 1.3 Who can apply to Dublin City Council?

1. A household resident in Dublin City Council's functional area.
2. A household residing outside the Dublin City Council may be included to such extent that they have a local connection to the functional area:
  - a) Member of household has resided for a **continuous five year period** at any time in the area;
  - b) **Employment** of any member of household is in the area or is located within 15 kilometres of the area;
  - c) A household member is in **full-time education** in any university, college, school or other education establishment in the area;
  - d) A household member with enduring physical, sensory, mental health or intellectual impairment is attending a related educational or medical establishment in the area;
  - e) A relative of any household members lives in the area and has lived here for a minimum of two years, where there are close links with the household in the form of a **commitment or dependence**.

3. The Council may at **its discretion** accept an application from an applicant not resident in the Dublin area and who does not meet the local connection criteria. These applicants may **only** choose from the housing areas within Dublin City Council's area.

## 1.4 Qualifying for Social Housing - Assessing Eligibility for Social Housing Support

To be considered for an offer of accommodation from Dublin City Council an applicant must in accordance with the Housing (Miscellaneous Provisions) Act 2009 and associated regulations, and in the opinion of Dublin City Council, be **both eligible for social housing support and in need of such accommodation**. If a household does not meet the eligibility criteria, then the assessment ceases at that point.

In order to be eligible to apply to Dublin City Council, the following is assessed:

1. **Income:** The applicant's income must not exceed the thresholds prescribed in the Household Means Policy.
2. **Residency:** The right of non-Irish nationals to qualify for social housing support must meet the criteria set out in Housing Circular 21/2012.
3. **Alternative Accommodation:** The household must, in the opinion of the Council, have no alternative accommodation available it.
4. **Support Previously Provided:** In determining the most appropriate form of social housing support for a qualified household, Dublin City Council will not consider the provision of social housing supports for a household that was previously a tenant of a dwelling or a site provided by a housing authority and incurred arrears of rent for an accumulated period of 12 weeks or more in any period of 3 years, and which arrears have not been paid, and the household has not entered into an arrangement with the housing authority for the payment of such arrears or, has not substantially complied with the terms of the arrears agreement. In these circumstances a household may be eligible for HAP, an AHB or a site but will not qualify for the full range of social housing supports until the issues are resolved.

## 1.5 Qualifying for Social Housing - Assessing the Basis of Need for Social Housing Support

In determining the basis of need Dublin City Council must have regard to the household's current accommodation -

1. whether the household is homeless within the meaning of Section 2 of the Housing Act 1988;
2. whether the household is currently living in overcrowded conditions;
3. whether the accommodation is unfit for human habitation;
4. whether the accommodation is unsuitable for reasons of a physical, sensory, mental health and/or intellectual disability within the household;
5. whether the accommodation is unsuitable for the household's adequate housing on exceptional medical or compassionate grounds;
6. where there are shared households and the applicant household has, in the opinion of the housing authority, a reasonable requirement for separate accommodation;
7. where a household's Mortgage has been deemed by the Lender as unsustainable; Reg 22 (ee) , 2011 and Code of Conduct for Mortgage Arrears 2011;

8. where a household is dependent on rent supplement, without which the household would have a difficulty providing for their accommodation needs. Reg (eee), 2016;
9. where there are other grounds where the accommodation is unsuitable in any other material respect having regard to particular circumstances.

## 1.6 Classifying the Accommodation Needs: Special Categories

1. The Council may, from time to time, set aside for persons of such category or categories as the authority may decide, a proportion of dwellings becoming available to the authority for Specific accommodation requirements arising from any of the following:
  - a) **Older Persons:** Dublin City Council has set aside a proportion of its stock to cater for the housing needs of older persons. As the definition of older persons is defined in the Housing (Miscellaneous Provisions) Act 2009 as 65 years and older.
  - b) **Traveller specific accommodation:** inclusive of halting sites and group housing for members of the Traveller community.
  - c) **Homeless:** Dublin City Council under its CAS and other housing development schemes sets aside a small proportion of dwellings specifically for homeless households.
  - d) **Disability:** Dublin City Council will require 5% of all new developments to make specific provision for disability. Dublin City Council under its CAS and other housing development schemes sets aside a small proportion of dwellings for individuals who, in the opinion of the housing authority and supported by objective assessments, require specific supports relating to their form of disability and will allocate appropriately (based on date of qualification in the first instance and match of needs in the second).
  - e) **Exceptional Medical Grounds:** Where a housing unit has adaptations appropriate to an exceptional medical need, Dublin City Council will allocate to the most appropriate household on the medical priority list in terms of meeting the household's needs and not according to the next on list.
2. Where such a number, or proportion, of dwellings is set aside, priority shall be afforded to the specified categories in the letting of these dwellings.
3. All specific accommodation requirements identified in the application or subsequent medical or social reports submitted are assessed but do not automatically confer a basis for priority. Dublin City Council will consider the accommodation needs at the time of offer in relation to the suitability of the accommodation offered.

## 1.7 Household Composition

### 1.7.1. Household Members who can be included in an Application

2. The partner (aged 18 or over) of the applicant, including married, civil partners, unmarried and same sex partners.
3. Where members of a household are forced to live at different addresses, the assessment of housing need (such as overcrowding) will be carried out assuming the whole family are residing together at the more suitable accommodation. Suitability will usually relate to the households housing needs (for example size of property or medical needs) and the security of tenure of both addresses. The applicant will be placed in the band which reflects the best accommodation available to the household.
4. A person that the Council accepts as suitable for inclusion on the basis of an accepted commitment or dependence, such as being a designated carer in receipt of Carer's allowance.
5. Dependent children ordinarily living with the applicant on a full-time basis, or for whom the applicant or their partner has primary care and control. The applicant will be asked to provide some evidence of the dependency and full-time residency e.g. birth certificate and child's benefit payment/social welfare dependent allowance and the Court/Custody order where applicable. In most cases this will be clear, however to avoid doubt this includes:
  - a) children of a current or previous relationship of the applicant or their partner residing on a full-time basis;
  - b) grandchildren who are dependent on the applicant or another member of the household included in the application or for whom the applicant has accepted caring responsibility;
  - c) subsequent births of dependent children;
  - d) dependent children of the applicant who join the household on a full-time permanent basis following adoption or the issuing of a residence or care and control order by a court;
  - e) exceptionally, those residing with the tenant for foster care or placed with the applicant/tenant where Health Services Executive /Social Services have confirmed that the placement will be a permanent or long term arrangement. Continued inclusion of foster children will be reviewed periodically;
  - f) access children, subject to the submission of the relevant legal documentation and/or a Statutory Declaration relating to same **(Please refer to bedroom requirements)**
  - g) other situations where the applicant has responsibility for a child will be considered on a case by case basis.
6. Persons residing with the applicant who, in the opinion of the Chief Executive, should be considered a member of the applicant's household, regard being had to all circumstances including the length of time resident with applicant. The Council may request all relevant documentation.

### 1.7.2. Persons who cannot be included in an Application

- a) Friends, lodgers, sub-tenants and any other adults not listed above wishing to be included in order to share accommodation with the applicant.
- b) Anyone who does not have a legal right to remain in the State on a long-term basis, in accordance with Circular Ship 41/2012, or any subsequent replacement Circular .
- c) Anyone who has moved into the current property without good reason and caused the household to be overcrowded.
- d) Anyone who does not intend to move to any accommodation offered to the applicant(s).
- e) Any of the persons listed above will be disregarded for the purpose of assessing any overcrowding and the size of property that the household requires.

## 1.8 Composite Households

Applications from two households residing apart but wishing to be accommodated together will be considered on a case by case basis by taking into account age, medical related care/support issues, overcrowding and demand. The availability of suitable alternative accommodation will be a factor. The housing need will be assessed assuming the whole family are residing together at the larger tenancy. Their application will be placed within the Band deemed most suitable by Dublin City Council from the date the application was approved.

## 1.9 Assessment of Bedroom Requirement

Under-occupation and overcrowding are assessed by working out how many rooms the applicant's household needs and looking at the number of rooms available to the household at present. If the applicant's household has more rooms available than their assessed need, they are under-occupying the property. If the applicant's household has fewer rooms available than their assessed need, the difference between the two is the level of overcrowding.

Sex overcrowding is deemed to exist where two persons of opposite sex, not being spouses or partners and both aged 9 years or over must sleep in the same room due to lack of accommodation.

*When assessing need for accommodation based on overcrowding, applications will be assessed on the following basis:*

Household Composition	No of Bedrooms Required
Single person, Couple, person over 9, or two persons over 9 years of the same sex	1
Lone Parent/Couple with 1 or 2 children under 9 years	2
Lone Parent/Couple with 3 or 4 children under 9 years	3
Lone Parent/Couple with 5 or 6 children under 9 years	4
Lone Parent /Couple with >6 children under 9 years	5

## **1.10 Extra Bedrooms on Exceptional Medical Grounds**

A request for an extra bedroom on medical grounds may be taken into account and will be assessed on a case-by-case basis by a housing officer – who may seek recommendations from the appointed medical referee - having regard to the medical reports submitted. The applicant will be placed in the appropriate band with regard to bedroom requirement in accordance with the above. This will be facilitated only on an exceptional needs basis. Dublin City Council will explore options such as reconfiguration of existing space to allow for storage of medical equipment and this will be recommended in the first instance.

## **1.11 Children in Shared Custody/Access arrangements:**

Dublin City Council will assess separated parents with partial custody/access arrangements for inclusion as part of their household and the following will apply to assignment of bedroom need:

- a) Children of parents living apart will be included in the Household of each parent but the type and extent of accommodation, which they require, will be assessed taking into account the extent to which their need for accommodation is met in the household of the other parent.
- b) Dublin City Council assigns multiple bedroom unit requirements to the parent with whom the children reside for the greater part and a 1-bedroom requirement to the other parent.

## **1.12 Applications from Tenants of Other Local Authorities and Approved Housing Bodies outside Dublin City Council Administrative Area**

Only Dublin City Council tenants, Dublin City Council RAS tenants or tenants of Approved Housing Bodies within the Dublin City Council administrative area can apply for Dublin City Council Transfer List.

Tenants of Local Authorities other than Dublin City Council may, be considered for inclusion on the Housing List providing there are exceptional circumstances warranting this and subject to the possibility of the resulting vacancy being allocated to an applicant from Dublin City Council's housing list where appropriate. A welfare recommendation may be required in some cases.

## **1.13 Inter-Transfers**

- a) A tenant of Dublin City Council or of an Approved Housing Body may, with the consent of the Chief Executive exchange the tenancy of his/her existing dwelling for the tenancy of another Dublin City Council dwelling. Applications for Inter-Transfers between tenants of Dublin City Council and other Local Authorities may be granted subject to the approval of both Local Authorities.
- b) Applications for such consent will not be considered where either tenant is seeking an area or type of dwelling from which he/she has transferred or inter-transferred within the previous 2 years. Dublin City Council in considering applications from tenants to inter - transfer will, in general, have regard to the following factors:
  1. Reasons given by applicants for inter - transfer request;
  2. Whether inter - transfer would result in overcrowding;
  3. Whether inter - transfer would result in under utilisation of accommodation;
  4. Tenancy record of applicants;
  5. Rent payment record of applicants;
  6. Any record of anti social behaviour relating to the applicants;

7. Existing condition of respective dwellings;
  8. The relative demand for the respective units of accommodation;
  9. Any special circumstances;
  10. Applicants who are approved for an Inter-Transfer will not be considered by Dublin City Council for a further Inter- Transfer or for a transfer for a minimum of 2 years following the inter transfer
  11. Where Dublin City Council is satisfied that there has been any financial gain by either party as a direct result of the Inter-Transfer, the application will be refused and removal from the transfer list will be immediate. Where evidence is received after the transfer takes place the transfer will be reverted.
- c) Applicants will be required to sign a declaration to the effect that they will go into occupation of and continue to occupy the respective dwellings. Where one of the parties either does not take up residence in the dwelling as provided in the declaration or vacates it within a period of six months, proceedings for possession will, in the absence of a satisfactory explanation, be taken against the other party to the exchange.
- d) Approval will not be granted to an application which would result in an applicant getting the tenancy of a high demand dwelling they would otherwise not be entitled to under this Allocations Scheme save in exceptional circumstances.

## **1.14 Succession to Tenancy**

2. No succession of tenancy will apply where the accommodation is designated for Special needs e.g. Older Persons
3. In all cases, there must be no alternative suitable accommodation available to the applicant(s) for succession of tenancy and the applicant(s) must have been included in the household details for rent assessment purposes for the requisite period(s) as outlined below.
4. Departure of the tenant by way of purchasing or providing own accommodation will not be grounds for a child over 18 years to remain in the dwelling and apply for succession.
5. No further consideration will be given where the above eligibility criteria 1-3 are not met.

**Where death or departure of a tenant takes place, the tenancy will normally be given to a surviving spouse/partner, provided:**

- a) such spouse/partner has been resident in the dwelling for a continuous period of at least two years immediately prior to the death/departure of the tenant and,
- b) has been included in the family household for rent assessment purposes for the requisite period.

**On the death of both parents the tenancy will normally be given to a son or daughter, irrespective of number in the household, provided:**

- a) he/she has been living in the dwelling for at least two years immediately prior to the death or departure of the tenant and has been included in the family household for rent assessment purposes for the requisite period;



- b) only 1 application for succession is received from the remaining household members. Where there is more than one member of the household remaining in the dwelling, the tenancy will normally be given to the member who, in the opinion of the Chief Executive, is most likely to keep the household harmoniously together once the other residency criteria has been fulfilled.

**A person other than a spouse, partner, son or daughter who has resided in the dwelling for at least five years immediately prior to the death or departure of the tenant may be allowed to succeed where:**

- a) they have been included in the family household for rent assessment purposes for the requisite period, and
- b) there is no spouse, partner, son or daughter eligible to succeed, and
- c) where the dwelling size is appropriate to his/her needs.

**A spouse, partner, son or daughter who was residing at the date of death/departure of the tenant who has not resided for the full two years prior to the death or departure of the tenant but has a total of ten years aggregate residence in the dwelling in the previous fifteen years may be considered to succeed to the tenancy where;**

- a) the applicant has been included in the family household for rent assessment purposes for the requisite period and,
- b) the accommodation is suitable to the household need i.e. bedroom requirement and,
- c) is in need of housing accommodation and unable to provide accommodation from his/her own resources, the test of which shall be by way of qualification for the social housing list.

#### **Departure - Marital Breakdown**

Where a legal separation /divorce agreement exists, there will be regard to the terms of the agreement in the consideration of any application to succeed tenancy.

#### **Departure - Desertion**

Where there is no legal separation or divorce agreement and where the Council is satisfied that a spouse or other joint tenant has vacated the tenancy for a period of at least 2 years, the City Council may consider an application for succession.

### **1.15 Definition of Older Persons**

The Council provides designated dwellings for Older Persons on the Housing and Transfer lists. Older Persons for the purpose of this Scheme are persons of 65 years of age or over. Persons 65 years or over are eligible for Older Persons Schemes but the following categories are also eligible:

1. Couples where one person is aged 65 or over and the other at least 60 years.
2. Single persons aged 60 or over where priority for such accommodation is awarded on medical and/or exceptional social grounds.
3. Persons 55 or over who had applied or were entitled to apply for inclusion in the Scheme prior to the 2018 review up to and inclusive of applications received up to the 31<sup>st</sup> December 2018.

## **1.15 Applications from Property Owners**

Applications are not accepted from current property owners or from previous property owners unless the applicant provides full documented details as to the reason why they can no longer remain in or had to dispose of that accommodation as part of a legal resolution to that ownership issue.

Persons purchasing dwellings who, through unemployment, loss of income or other valid reasons, are no longer able to meet their repayments may apply to Dublin City Council for social housing support. Dublin City Council will have regard to cases where the mortgage on the households existing accommodation is deemed unsustainable by the Mortgage lender under the terms of the Central Banks 2011 Code of Conduct for mortgage arrears. The applicant must provide to Dublin City Council written confirmation from the lender which sets out that the mortgage has been deemed unsustainable and the reasons for that determination and evidence they have been through the full MARP process.

## **1.16 Independent Living**

All applicants must be capable of living on their own or, where considered necessary by Dublin City Council, have engaged successfully with necessary support services at time of offer of accommodation and comply with good estate management. Dublin City Council may request an assessment of capacity to live independently and/or an assessment of support needs from qualified persons.

## Section 2. The Housing and Transfer Lists

### 2.1 Dublin City Council Banding Scheme

Dublin City Council operates Housing and Transfer Lists and allocations are made from these lists.

Within the Housing and Transfer lists, priority is determined by two factors; the applicant's broad level of housing need and length of time on the list. The broad levels of housing need are reflected by bands contained within the lists. Applications will be assessed and placed in the appropriate band of the Housing or Transfer lists. Once in a band, applicants are offered available housing in date order.

### 2.2 The Housing and Transfer Lists

Applicants assessed as being qualified for social housing support are placed on the Housing List.

Applicants assessed as having no housing need will not be placed on the Housing list, but will be provided with advice, information and assistance on accessing alternative housing options. The list of qualified households will be categorised into three Bands reflecting broad levels of housing need, from very high, to moderate.

<b>Band 1</b>	<b>Medical and Welfare Priority</b> and other specified Priority Cases
<b>Band 2</b>	<b>All overcrowded cases and those with previously awarded medical or welfare points</b>
<b>Band 3</b>	<b>All remaining qualified households</b>

Within each of the three Bands, there may be households who have specific accommodation requirements which will need to be identified.

### 2.3 Waiting Time

Waiting time determines priority for housing within each band. A new applicant will be placed in the band that reflects their housing need. In all bands new applicants' waiting time will commence from the date of their qualification. Any applicants listed before them will have greater priority for offers of accommodation. The length of time an applicant waits for an offer will be determined both by their position in a band, the number of properties directed towards that band, and by their choice of area and type of accommodation.

### 2.4 Housing Areas

Where a household is accepted as being eligible to apply to a particular housing authority, they must select at least one area of choice within the functional area of that Authority.

Dublin City Council's functional area is divided into ten housing areas. Applicants may select up to **three areas** for which they wish to be considered for housing. One area choice must be in the Dublin City Area. The other choices may include areas within the City or in the functional areas of the other three Dublin Local Authorities – SDCC, DLRCC and FCC.

An applicant may only change/amend areas of choice once in any 12-month period.

## 2.5 Changing Bands on the Housing List

There will be occasions where a significant change in circumstances, such as the birth of another child or in the event of priority being awarded on medical or exceptional social grounds may result in the application being placed in a different band. The Banding Scheme has been devised so that any movement between bands will continue to reflect the time the applicant has spent waiting on the list of qualified households.

- **Band 1:** All qualifying applicants will be treated equally and the position on this band will be determined by date the priority was awarded.
- **Band 2:** The position on this band will be determined by the date of housing application and if assessed as overcrowded.
- **Band 3:** The position on this band will be determined by the date of housing application of all remaining qualified households.

In some instances an applicant may move down a band where their circumstances have changed, such as their bedroom requirement decreasing if an older child moves away, whilst other may move up a band where they are now deemed overcrowded following the birth of a child.

## 2.6 The Transfer List under the Banding Scheme

Tenants of Dublin City Council, including tenants of dwellings provided under the Social Housing Leasing Initiative, RAS or by AHBs may apply for consideration for a transfer to other dwellings within the administrative area. Accepted transfer applicants will be placed on the list from the date they made their transfer application.

The table below indicates the transfer need factors that determine a household's priority within the banding scheme.

Band 1	Medical and Welfare and other specified Priority Cases
Band 2	All overcrowded cases and those with previously awarded medical or welfare points
Band 3	All remaining qualified households

### 2.6.1 Within each of the three Bands, there may be households who have specific accommodation requirements which will need to be identified. e.g.

- a) Dublin City Council tenants displaced by fire and flood;
- b) Applicants requiring specifically adapted units e.g. wheelchair accessible accommodation;
- c) De-tenanting (where Dublin City Council tenants are required to move out of their home to allow major works to be carried). Such status will **not** apply to Approved Voluntary Bodies tenancies;
- d) Temporary Transfer where the property is in serious disrepair. Such status will **not** apply to Approved Housing Body tenants;
- e) Older person surrendering larger accommodation;
- f) Under-occupying their existing Dublin City Council tenancy;
- g) RAS tenants;
- h) RAS tenants who need a transfer as a result of Lease expiry or non-renewal of contract by the landlord;

- i) All other tenants who in the opinion of the Local Authority have a reasonable requirement for alternative accommodation.

### **2.6.2 Notwithstanding any of the above circumstances, tenants seeking a transfer must fulfil the following requirements to the satisfaction of Dublin City Council:**

- a) Have held the tenancy in their present dwelling for a period not less than two years unless it is a temporary tenancy;
- b) Have a clear rent account or - in cases of exceptional medical or welfare need - a transfer may be considered where an agreement is in place and there is substantial compliance;
- c) Have kept their dwelling in satisfactory condition, subject to inspection;
- d) Have complied with the conditions of their tenancy agreement;
- e) Have no record of anti-social behaviour.

### **2.6.3 Applications from tenants with Rent Arrears**

Applications from tenants with Rent Arrears will be accepted only if there is an arrears agreement in place and substantial compliance has been certified by the Rents Section.

## **2.7 Target Allocations Policy**

Available properties will be targeted to the bands in differing proportions through the target allocations policy resulting in faster or slower housing through the band. This policy will be determined by the City Council and reviewed (annually or more often) as is considered appropriate.

## **2.8 Changing Bands on the Transfer List**

There will be occasions where a significant change in circumstances, such as the birth of another child or a sudden worsening in an applicant's health may result in the application being placed in a different band. The Banding Scheme has been devised so that any movement between bands will continue to reflect the time the applicant has spent waiting on the list of qualified households.

In some instances an applicant may move down a band where their circumstances have changed, such as their bedroom requirement decreasing if an older child moves away, whilst others may move up a band where they are now deemed overcrowded following the birth of a child.

## **2.9 Transfer Chains**

It may be possible from time to time to create a chain of Dublin City Council tenants who need to move and have been on the transfer list. These will be used in the following circumstances:

- 1) To address overcrowding and under occupation and make good use of stock;
- 2) To move a number of welfare/medical priority cases and make good use of stock;
- 3) To address estate management issues;
- 4) Housing First: tenancy breakdown is anticipated in Housing First for approximately 10% of applicants. Transfer chains will be used to allow for a transfer among Housing First tenancies and to safeguard against a return to rough sleeping.

## Section 3. The Rental Accommodation Scheme (RAS)

### 3.1 The Rental Accommodation Scheme

The Rental Accommodation Scheme (RAS) is an initiative to cater for people who are in receipt of Rent Supplement (state support payment) and who have generally been living in the private rented sector for 18 months or more. Under the Scheme, Dublin City Council enters into direct contracts with Landlords for their properties for a specified time, usually a minimum of 4 years. In order to apply, a landlord must be tax compliant and their property must pass an inspection to ensure the accommodation meets required standards.

In the interest of good estate management, detailed and comprehensive background checks are carried out by the Council on all potential RAS tenants.

### 3.2 Applications for Housing under the Rental Accommodation Scheme

Applicants who are residing in private rented accommodation and are in receipt of Rent Supplement for over 18 months are eligible also to apply for social housing support under the Rental Accommodation Scheme. Applicants in receipt of rent supplement for a lesser period may be considered in exceptional circumstances or if a landlord is willing to enter the Scheme.

Applicants on the RAS list will be considered for a RAS tenancy with regard to their housing requirements, area preference and date of award of rent supplement.

### 3.3 Applicants housed under the Rental Accommodation Scheme seeking a Transfer

All RAS tenants who have been housed under this Scheme are deemed to be adequately housed and will, after 2 years tenancy, be eligible to apply for inclusion on the Transfer List in the same way as tenants of Council tenancies and Approved Housing Bodies. The Council will only accept Transfer applications from RAS tenants who have been housed **by and within** the Council's Administrative area.

Offers of suitable accommodation under the RAS Scheme will be recorded and refusals of any such offers will be taken into account in the same way as refusals of offers of Council and Approved Housing Body accommodation.

RAS tenants, who are in need of a Transfer to alternative accommodation through no fault of their own, as a result of Lease Expiry or non-renewal by their current Landlord, will be placed in Band 1 with a specific priority for alternative accommodation. This will allow all such cases to be identified at an early stage and help facilitate the Council to source suitable accommodation on a timely basis.

RAS tenants may be considered for an alternative RAS tenancy or for a Dublin City Council or an Approved Housing Body Tenancy depending on the degree of priority awarded to them through the banding system.

## **Section 4. The Housing Assistance Payment Scheme (HAP)**

### **4.1 Housing Assistance Payment Scheme (HAP)**

The Housing Assistance Payment Scheme (HAP) is a form of social housing support which is available to households who have been deemed eligible for inclusion on Dublin City Council's Housing List, including many long-term Rent Supplement recipients. Under HAP, Dublin City Council will make the full rent payment, subject to rent limits, on behalf of the HAP recipient directly to the landlord. The HAP recipient will then pay a differential rent to Dublin City Council.

### **4.2 Applications for Housing under the Housing Assistance Payment Scheme**

Any household that qualifies for social housing support will be eligible to apply for HAP.

Current Rent Supplement recipients who qualify for social housing support will be transferred from Rent Supplement to HAP on a phased basis.

### **4.3 Applicants housed under the Housing Assistance Payment Scheme seeking a Transfer**

HAP recipients who wish to do so will be able to access other social housing supports such as local authority housing or housing provided by approved housing bodies, not through the current waiting list system, but through the transfer system operated by Dublin City Council. The HAP recipient will automatically move onto the transfer list when the HAP tenancy begins. The transfer list will reflect the time that the recipient previously spent on the waiting list. The HAP recipient will therefore be placed on the transfer list on no less favourable terms than if they remained on the waiting list.

## **Section 5. Approved Housing Body Housing Accommodation**

### **5.1 Applications for housing provided by an Approved Housing Body**

Applicants who have been deemed eligible for inclusion on the Housing List of qualified persons may be eligible for nomination to an Approved Housing Body and may be referred to that Body for interview and consideration for suitable vacancies, having regard to their housing requirements, area choice and time on the list. The selection process for suitable nominations to an Approved Housing Body will be based on the same criteria as any applicant for a Dublin City Council tenancy i.e. bedroom requirement, time on the list, priority status.

Such applicants will be interviewed by the Approved Housing Body and that Body will determine if an offer of suitable accommodation is to be made.

Offers of suitable accommodation by Approved Housing Bodies will be recorded and refusals of any such offers will be taken into account in the same way as refusals of offers of Council accommodation.

### **5.2 Applicants housed by Approved Housing Bodies seeking a Transfer**

Applicants housed by an Approved Housing Body on foot of a Council nomination are deemed to be adequately housed and will, after 2 years tenancy, be eligible for inclusion on the Transfer List, in the same way as tenants of Dublin City Council tenants and Rental Accommodation Scheme tenants.

Qualifying Transfer applicants will be placed on the list from the date of application.

Tenants will only be eligible for inclusion on the transfer list if the rent account is not in arrears and the rent assessment is up-to-date. Exceptions will apply on a case by case basis at the discretion of the Chief Executive (DCC).

The Council will only accept Transfer applications from tenants of Approved Housing bodies in the Council's Administrative Area.

Offers of suitable accommodation by Approved Housing Bodies will be recorded and refusals of any such offers will be taken into account in the same way as refusals of offers of Council and RAS accommodation.



## Section 6. Priority Need for Social Housing Support

Regard will be had to the following categories of need for applicants whose main application is with Dublin City Council:

### 6.1 Persons Displaced by Fire, Flood, Dangerous Building etc.

Persons rendered homeless by fire and flood, including persons displaced from dangerous buildings under the Local Government (Sanitary Services) Act, 1964 will be considered a priority and included in Band 1 of the appropriate list.

### 6.2 Homeless Persons

A person shall be regarded as homeless if, in the opinion of Dublin City Council, the person is unable to provide accommodation from his/her own resources and

- 1) there is no accommodation available which, in the opinion of Dublin City Council, the person together with any other person who normally resides with him/her or who might reasonably be expected to reside with him/her, can reasonably occupy or remain in occupation of, or
- 2) the person is living in a hospital, night shelter or other such institution, and is so living because he/she has no accommodation of the kind referred to in paragraph (i)
- 3) the person has not voluntarily surrendered a tenancy or was asked to leave a tenancy by reason of breach of tenancy agreement.

Dublin City Council will determine the appropriate housing support to be offered to applicants assessed for as having an accommodation need based on homelessness. This will include emergency accommodation and family hubs.

Dublin City Council will offer additional housing support in the form of access to the **Homeless (Prevention) Housing Assistance Payment** Scheme, to applicants assessed as homeless based on the above criteria.

In addition Dublin City Council under its CAS and other housing development schemes may set aside a small proportion of dwellings for homeless households.

### 6.3 Persons Displaced by City Council Redevelopment

Persons displaced from a dwelling required by Dublin City Council for redevelopment may be offered alternative accommodation in their immediate locality subject to the availability of suitable accommodation.

### 6.4 Persons Living in Unfit Accommodation

Persons living in an unfit dwelling which is the subject of either a Demolition Order or a Closing Order made under Section 66 of the Housing Act, 1966. (In making an offer, regard will be had to the period of residence at the date the Order was made). Persons subject to the specified order will be considered a priority and included in Band 1 of the appropriate list.

## 6.5 Medical Grounds

1. Priority status for Housing/Transfer applicants may be given in cases of exceptional medical circumstances. This is only if it relates to the applicant's housing conditions and the accommodation is unsuitable by reason of the disability or illness. This priority may cover a particular type of accommodation and/or accommodation in a particular area.
2. Dublin City Council, in making lettings of dwellings where priority is awarded on medical grounds shall consider an independent recommendation from the Medical Examiner appointed by the Council.
3. Medical evidence will only be submitted to the independent Medical Examiner based on **written** information received from a Medical Doctor or a Medical Consultant.
4. Explanatory and background material from Public Health Nurses, Social Workers, Occupational Therapists and other Health Professionals may accompany this evidence but will not form the basis of the decision which must be based on a report from a Medical Doctor or Consultant.
5. If unsuccessful, an appeal may be made but if refused further applications will not be considered, unless there is a significant change in circumstances.
6. Only medical evidence relating to persons included on the application will be assessed. Medical evidence relating to other occupants in the dwelling will not be considered.
7. Priority status may be awarded for conditions, which cause **major problems** where the management of the course of the illness will be helped by a change in housing. These cases will be considered a priority and included in Band 1 of the appropriate list. The housing support offered may be HAP/RAS/AHB/Leasing/Social Housing stock depending on the suitability of the accommodation to meeting the needs.
8. The criteria for assessing the above will include whether the applicant can access kitchen and bathroom facilities in the current accommodation or cases where an individual may not return from hospital until accommodation suitable to their needs is made available.
9. Priority Status may be revoked if the housing circumstances of the applicant, or a household member included on the application, change by virtue of a change of address or where the housing circumstances at the time of award of the priority status have now altered.

## 6.6 Exceptional Social Grounds

Priority status for Housing/Transfer may be given on exceptional social grounds. The City Council, in making lettings of dwellings where priority is claimed on exceptional social grounds shall consider a recommendation from the Chief Housing Welfare Officer. Decisions will be made by the Chief Housing Welfare Officer on the basis of the exceptional nature of the case.

All applications must be submitted **in writing** to the Chief Housing Welfare Officer and must be accompanied by supporting third party evidence. Cases will only be re-examined if there is a change in circumstances and new evidence is provided.

All applicants who allege that they are subject to harassment and/or intimidation must have their cases investigated by the Area Housing Manager and/or An Garda Síochána in the first instance. A report from the Area Housing Manager or/and the Anti Social Behaviour Unit and/or An Garda Síochána may be requested in the above cases.

The Chief Housing Welfare Officer may revoke Priority Status if there is a significant change in circumstances.

## 6.7 Older Persons Surrendering Larger Accommodation

Older Persons who wish to transfer from larger Dublin City Council dwellings to designated Older Persons accommodation. Persons qualifying will be considered a priority and included in Band 1 of the appropriate list.

## 6.8 Tenants Surrendering Larger Accommodation in High Demand Areas

Tenants prepared to surrender high demand accommodation which is larger than their needs. Qualifying applicants will be considered a priority and included in Band 1 of the appropriate list.

## 6.9 Tenants of Dwellings to be Demolished/Refurbished

Dublin City Council tenants requiring transfers as a consequence of the de-tenanting/demolition of their existing dwellings may be offered appropriate accommodation in their immediate locality subject to the availability of accommodation. Where an existing Dublin City Council Scheme is being demolished and redeveloped, and the circumstances allow for rebuilding to take place on site without having to transfer the tenants elsewhere, then the priority will only apply to re-housing on that site. However a flexible approach will be adopted by Dublin City Council in relation to tenants of dwellings to be demolished/refurbished who are seeking re-housing outside their own locality, subject, in general, to the Allocations Scheme and to the availability of suitable accommodation.

## 6.10 Traveller Community

Priority status may be awarded to members of the Traveller Community, following recommendation by Dublin City Council's Traveller Accommodation Section, to facilitate access to social housing supports. Priority status will be reviewed if the family leaves the halting site. The housing support offered may be HAP/RAS/AHB/Leasing/Social Housing stock depending on the suitability of the accommodation to meeting the needs.

## 6.11 Return of adapted property

Council tenants currently living in adapted accommodation provided by Dublin City Council or by an Approved Housing Body can apply for priority status if no-one in the household requires adapted accommodation. Qualifying applicants will be considered a priority and included in Band 1 of the appropriate list.

## 6.12 Removal of Priority

Refusal of two reasonable offers of accommodation from an applicant with a Band 1 priority will result in the revoking of priority status as well as the general rules with regard to the refusal of offers. See **General Rules 10.3**

## Section 7. Choice Based Lettings

### 7.1 Introduction

The Housing Miscellaneous Provisions Act 2009 gives Local Authorities powers to include a system of Choice Based Lettings (CBL) in their Allocation Scheme and is particularly successful in areas with units which prove difficult to let.

Choice Based Lettings is a new approach to letting homes which allows tenants and prospective tenants to bid for the available designated properties they are interested in. Where there are 2 or more bids for the same property, the applicant with the highest priority in accordance with the Allocations Scheme will be offered the property.

The Chief Executive may designate properties for Choice Based Letting.

### 7.2 Choice Based Lettings Procedure

1. A property that become available for re-let and has been designated to the CBL Scheme may be advertised in the Local Area Office, in local newspapers and also on the Dublin City Council website
2. Expressions of interest will be invited and applicants will be asked to register their interest with the Area Housing Manager in the relevant local area office. There will be a timeframe for applicants to register their interest.
3. If a number of applicants express an interest in a property the final offer will be to the applicant deemed eligible in accordance with the order of priority set out in the Allocations Scheme. Factors such as household size, the age of the family, medical or welfare needs, rent payment history, and the type of accommodation available may be taken into account.
4. All offers of accommodation will be subject to the usual estate management checks.
5. In the case of transfer applicants only tenants with a clear rent account will be considered.

**8.1 Financial Contribution Scheme**

The Financial contribution Scheme was introduced by Dublin City Council in recognition of the fact that there are persons of 55 years and over living in the City, who find their existing dwellings too large for their needs and who wish to be considered for housing by Dublin City Council, as tenants, in Older Persons accommodation. The following conditions apply:

1. The property must be located in Dublin City Council's administrative area.
2. Admission to the Financial Contribution Scheme shall only be offered to a home owner if Dublin City Council wishes to purchase a home owner's property and is able to source a vacancy in older person's accommodation for the applicant.
3. Applicants that may have to sell their property due to separation, divorce, or family agreements shall only be able to access one dwelling per property.
4. Dublin City Council cannot purchase any house with a value in excess of the price limit set out by the Department of Housing, Planning, & Local Government for acquisitions.
5. Dublin City Council shall only consider purchase of properties at a discount for homeowners who are eligible for older person's accommodation.
6. Successful applicants will be placed on the financial contributions list until a suitable vacancy arises.
7. Refusal of 2 offers of accommodation in the applicant's area of choice will result in cancellation of the application.
8. Home owners who are housed must pay a housing rent to Dublin City Council in line with the differential rent scheme.
9. The discount Dublin City Council shall apply is:

<b>55 years to 69 years old:</b>	<b>60% of the market value of the property</b>
<b>70 years and older:</b>	<b>70% of the market value of the property</b>
10. The date of acceptance on to the list is the effective date for selection for vacancies. Properties may be subject to inspection when the candidate is reached for selection. If the dwelling is found unsuitable by Dublin City Council or it may require substantial repairs Dublin City Council shall not purchase the property and an applicant shall not be eligible for the Financial Contribution Scheme.

## Section 9. General Rules regarding Offers and Refusals

### 9.1 General Rules

1. It is important to note that, before any offer or nomination or invitation to register an interest in property is made, all applications will be checked/ verified. This is to ensure the accuracy of the Council's records and compliance with the rules of any Scheme under which the application is made. An offer or nomination may not be made to applicants if a change in circumstances alters their housing need. Offers or nominations are also made subject to the applicant having a satisfactory rent account.
2. If there is a genuine case where an applicant cannot move at the time of offer, suitable discretion can be applied, e.g. elderly person on housing list who is unwell or an applicant whose partner has passed away.
3. Where two applicants have equal status on the list and have been reached for an offer for a property that becomes available for allocation (i.e. they were listed in the same band at the same time), priority for the allocation will be determined as follows:
  - a) household size
  - b) the age of the family
  - c) medical or welfare needs
  - d) rent payment history
  - e) the type of accommodation available will be taken into account.

### 9.2 Grounds for Refusing to Offer Accommodation

Notwithstanding the provisions of this Scheme in regard to an applicant's entitlement to be considered for accommodation the Chief Executive may refuse to allocate a dwelling for any of the following reasons:

- a) Where such an allocation would be contrary to good estate management.
- b) An offer may not be made where an applicant has failed to notify the Housing Department of any material changes in their housing circumstances and a re-assessment of their circumstances requires the application to be placed in a different band.
- c) Where the applicant refuses to disclose any information which is requested by Dublin City Council either on the application form or at subsequent interviews and which is required either for the purpose of assessing the application or for estate management purposes.
- d) Where Dublin City Council has reason to believe that the household has done something, or failed to do something that has resulted in their accommodation now being less suitable to their housing needs than it would formerly have been
- e) Where applicants are deemed to have deliberately created unsatisfactory living conditions to increase their housing need, i.e. if they have moved to less suitable housing than their previous accommodation without good reason

- f) Where an applicant provides false or misleading information either on the application form or at subsequent interviews.
- g) Where the allocation would result in excessive overcrowding under the Scheme.

### 9.2.1 In the case of Transfer applicants -

- a) Where the letting conditions of Dublin City Council have not been complied with.
- b) Where the dwelling being surrendered is not in a satisfactory condition.
- c) The overriding concern of the Dublin City Council is to ensure that every transfer granted to a tenant is:
  - i. In accordance with good estate management. No transfer will therefore be granted if it is considered.
  - ii. Not contrary to good estate management.
- d) No transfer will be granted where it would result in excessive overcrowding.
- e) Until a joint tenancy is regularised following any changes in circumstances i.e. death of joint applicant or separation.

## 9.3 Refusal of Offers of Accommodation

### a) Housing List:

In the event of two refusals of Social Housing (accommodation with either Dublin City Council, one of the approved Housing Associations or under the Rental Accommodation Scheme), Dublin City Council will suspend a household from the waiting list. This will result in the household not being offered social housing for the suspension period. It should be noted that this period will not subsequently count for 'time on list' purposes.

Where two reasonable offers are refused by an applicant with any Priority Status case the applicants will lose their Priority Status and be considered instead on the basis of their time on the waiting list as and when their suspension period is over and their suspension period will not count for 'time on the list' purposes. The applicant may not reapply for priority for a period of 12 months following removal of priority unless there is a significant change of circumstances.

### b) Transfer List:

Where two reasonable offers are refused by transfer applicants, the transfer application will be cancelled. A new application for transfer will not be accepted for 12 months in these circumstances.

Where two reasonable offers are refused by an applicant with any Priority Status, the applicants will lose their Priority Status and the transfer application will be cancelled. A new application for transfer will not be accepted for 12 months.

The refusal of an offer made under Choice-Based Letting is not counted as a refusal for the purposes of the general refusals policy.

## Section 10. General Provisions

### 10.1 Lists, Records and Reports

The Chief Executive will keep all necessary lists and all records, and obtain such relevant reports as in his / her opinion will best facilitate the operation of the Scheme.

### 10.2 Approach to Allocations

In order to ensure the best possible use of dwellings which become available, larger dwellings will in general be allocated to larger households and smaller dwellings to smaller households.

### 10.3 Household Budget Scheme

It is the policy of Dublin City Council to facilitate the payment of rent through the Household Budget Scheme and all qualifying housing/transfer list applicants will be requested to sign up to this scheme before being allocated a Dublin City Council tenancy.

### 10.4 Preferential Treatment of Existing Tenants/Residents (sub-tenants) of Flats for Vacancies in the Same Complex

Existing tenants and residents in a flats complex may be given preference for vacancies in the **same complex** where this is appropriate i.e. to manage overcrowding or for health reasons.

### 10.5 Emergency Needs

Where the need of accommodation arises from an emergency, the Chief Executive may make a letting to that person as he/she considers necessary to meet that need, notwithstanding the order of priorities for lettings as set out in this Scheme.

### 10.6 Consideration of All Applicants on Estate Management grounds

It is the policy of the Dublin City Council that applicants who apply to Dublin City Council for housing and who are being considered for an allocation of a tenancy will have their application examined on estate management grounds before an allocation is finally made and in accordance with Section 14(1) and 15(2) of the Housing (Miscellaneous Provisions) Act 1997. It is also the policy of Dublin City Council to have applications from persons to reside in a Dublin City Council rented accommodation examined on estate management grounds.

### 10.7 Tenant Induction Course

It is the policy of Dublin City Council that prospective tenants of all accommodation being provided by the Dublin City Council may be required to attend a tenant induction course before the tenancy of a dwelling is granted.



## **10.8 Estate Management/Social Inclusion**

Nothing in this scheme shall operate to prevent the Chief Executive from making or not making an allocation on grounds of Estate Management or social inclusion.

## **10.9 Designating Dwellings for Letting to Particular Categories of Applicants**

In accordance with the Housing (Miscellaneous Provisions) Act 2009 Dublin City Council may, from time to time, decide to set aside a particular number or proportion of the dwellings becoming available to Dublin City Council for letting to particular categories of persons/organisations. Where such a number, or proportion, of dwellings is set aside, priority shall be afforded to the specified categories in the letting of these dwellings.

Dublin City Council may approve special lettings of Dublin City Council dwellings to organisations providing social services to the local community.

### **10.10 Appeal**

An applicant may appeal any decision by applying in writing to the Allocations Officer, Dublin City Council, Wood Quay, Dublin 8.

### **10.11 Applications for Exceptional Social and Medical Grounds, Financial Contributions, Traveller and Surrender Larger Priority**

Dublin City Council will only consider applications for the above categories from applicants whose authority of application is Dublin City Council. Where an applicant has applied to another Dublin authority and is included on the Council's list of qualified persons by way of an area of preference, such supporting documentation submitted will be considered only with regard to the suitability of the offer to the applicant's needs.

### **10.12 Interpretation**

The Chief Executive's decision shall be final in relation to the interpretation of any matter concerning this Allocations Scheme.





## **Report on Renewal and Redevelopment proposals for Dublin City Council Apartment Complexes**

### **1 Summary**

Dublin City Council, building upon its experience of regenerating complexes, is seeking to develop a strategy to regenerate its apartment complexes that are over 40 years old and build more and better social and affordable homes. Dublin City Council has currently over 6,000 apartments that are built more than forty years ago. Because of its scale this Renewal and Redevelopment Programme has the potential to be the largest regeneration Programme in the State.

Under the strategic framework of the National Development Plan, the National Planning Framework, the City Development Plan, Dublin City Council will review its own active land management and co-ordinated planning in addressing the housing shortage. In addition to providing vital housing, Dublin City's Renewal and Redevelopment Programme will act as a dynamic catalyst for urban redevelopment.

Dublin City Council will seek to deliver housing led area renewal and estate redevelopment at increased sustainable densities and build upon established principles of community-based, tenant-led approaches to estate regeneration, ownership and management.

State funding for replacement housing is likely to be challenging as the primary focus appears to be on new builds. Accordingly, the Council may need to consider creative ways of sourcing the finance for this programme which will most likely necessitate funding solutions, from a combination of public and private sources.

The current demand for housing means the Dublin City Council no longer has the option of decanting the entire estate before undertaking building works. New innovative building sequencing solutions are available to ensure community stability is maintained during the building programme.

Based on an Audit of Priority Projects in 2011, the City Architects Division have advanced plans for a small number of estates that could proceed quickly. This is the subject of a separate report in Appendix A. Because of the scale of the Programme a capital works plan for the next 15 years is envisaged to implement the renewal and redevelopment and regeneration of the 6,000 apartments.

Dublin City Council is now seeking input from its elected members in the first instance on a number of issues that will facilitate the development of its Housing Regeneration Strategy and Capital Works Programme. One of those issues is whether or not Dublin City Council should introduce a *Decent and Better Homes Standard* that will operate as a new minimum standard that will be designed to trigger action where it is not met. The other questions are listed in the following section.

## 2 Key Issues that need to be discussed

The following is a non-exhaustive list of key issues for consideration that will inform Dublin City Council's Estate Regeneration strategy:

1. What lessons have we learnt from our previous estate regenerations?
2. How can existing communities be kept intact during the regeneration process?
3. What is international best practise in energy efficiency, essential infrastructure, green space and sustainably mixed neighbourhoods?
4. Who are the more and better homes for?
5. How do we ensure sustainable communities?
6. What types of tenure and land uses are envisaged?
7. Is the model of mixed tenure and mixed income communities acceptable?
8. What is the most appropriate vehicle(s) for the delivery of the renewal and redevelopment programme?
9. What role(s) if any should Approved Housing Bodies play?
10. What role(s) if any should the private sector play?
11. What is the most appropriate finance model(s) for the delivery of the programme?
12. Should there be a *Decent and Better Homes* standard for all our stock?
13. What roles do the other statutory agencies (HSE, Department of Education, Department of Social Welfare, Department of Justice etc.) have in ensuring the redevelopment and regeneration is sustainable?
14. What are the non-physical elements of regeneration that need to be planned in advance?
15. How best to ensure new housing programmes delivers a combination of successful social integration through refurbishment or redevelopment, enhanced quality of life, and proximity to educational, training and employment opportunities?
16. What community benefits should be considered in the programme?

Dublin City Council is seeking your input into the above questions. It is also proposed that other relevant stakeholders are involved in the framing of this strategy.

### **3 Dublin City Council's Regeneration Progress**

Dublin City Council has a long history of improving housing schemes in the city and good design, quality materials and high standards of construction have always been recognised as its hallmarks. Very significant progress over the last 10 – 15 years has been made on the necessary regeneration of our apartment complexes throughout the city. It has successfully implemented regeneration and refurbishment projects across its five administrative areas. Some key highlights include the regeneration of nearly 3,000 units in Ballymun, the demolition of Fatima Mansions its replacement with mixed tenure Herberton development; the refurbishment of Boyne Street, the transformation of St Joseph's Mansions to Killarney Court (managed by Cluid) to the current building programme ongoing in Dolphin House and Croke Villas, and with work planned for St Teresa's Gardens and work imminent on St Mary's Mansions.

Several Senior Citizen Complexes with bed-sit units have been refurbished across the city to a very high standard in recent years (converting two bed-sits into single one bed-roomed apartments). However, in the process the overall number of units (density) has been reduced in most cases by 50% which is not sustainable in light of the current housing demand.

### **4 Why is developing a Renewal and Redevelopment strategy and plan important now?**

With the focus on new builds, the City Council must agree a new capital work programme for its apartment schemes that are over 40 years old and in need of renewal/redevelopment.

There are over 6,000 apartments across more than a 100 schemes (Appendix). By virtue of its scale this Renewal and Redevelopment Programme has the potential to be the largest housing regeneration programme in the State with far-reaching positive implications.

It has the potential to deliver the type of scale required to make a real difference to the quality of life of our tenants, our waiting list and implement our objectives as part of the Government's *Rebuilding Ireland: Action Plan on Housing and Homelessness*. The Regeneration Programme will deliver across the five pillars of Rebuilding Ireland, namely: addressing homelessness; accelerating social housing; building more homes; improving the rental sector and utilising existing housing.

The City Council is already making headway with the ambitious regeneration of a number of its inner city complexes, with plans to complete and deliver some 4,200 quality homes in sustainable communities and create better urban places by 2022.

This delivery will necessitate funding solutions from a combination of public and private sources.

## **5 What implications does Project 2040: A National Framework Plan have on our regeneration plans?**

In addition to providing vital housing, Dublin City's Regeneration and Development Programme will act as a dynamic catalyst for urban regeneration. *Project 2040* and the *National Framework Plan* place particular emphasis on the physical consolidation of the city centre area. Compact and smart urban growth is planned. A new €2 billion Urban Regeneration and Development Fund will aim to achieve sustainable growth in Ireland's five cities and other large urban centres, incentivising collaborative approaches to development by public and private sectors.

The plan seeks to secure at least 40% of future housing needs by building and renewing within our existing built-up areas.

Under Project 2040 it is proposed that a National Regeneration and Development Agency be established to ensure more effective co-ordination and management of the development of lands, in particular publicly-owned lands within and throughout urban centres across a range of scales, delivering more compact and sustainable growth.

Dublin City Council should be strategically positioned to maximise this funding opportunity and to deliver more and better homes.

## **6 Where are we?**

- There are over 6,391 units across 109 flat complexes.
- They were built from the 1930s onwards. See Appendix B for a full list.
- A high proportion of these buildings are in need of renewal/redevelopment.
- A significant number of the buildings have no lifts. The precinct surrounding the blocks and in particular the ground floor units are challenging to manage. These ground floor units can be challenging to let and lack any privacy and are prone to anti-social behaviour.
- Approximately €30m is spent on the reactive maintenance of these complexes
- The buildings are in general physically solid structures, well located and currently support stable communities.

## **7 Where are we going?**

### **More Homes**

- Increased social and affordable housing built on public lands
- This can be achieved through more efficient and effect use of public lands.

### **Better Homes**

- The Housing Department would like to develop a plan for every flat complex to ensure the delivery of quality, safe, warm, sustainable and energy efficient homes.
- The needs of the elderly and disabled will be customised into every plan.
- Improved neighbourhoods: Our regeneration projects will act as a catalyst for the renewal of underutilised areas by strengthening the fabric of urban centres, bringing back a mixture of uses to urban areas and locating people where services are available.
- Reducing anti-social behaviour
- Future proofing homes

## **8 How are we going to get there?**

- Each site needs to be reviewed in conjunction with elected members and residents.
- The following options should be considered for each estate complex:
  - Amalgamation of existing blocks
  - New build extensions to blocks
  - Additional floor to the blocks
  - New build blocks within the site to offset the loss of units by the amalgamation of the existing units
  - Phased demolition and re-build
- Recent feasibility studies indicate the cost of deep retrofitting complexes can be as high as demolition and rebuild.



- There will be significant challenges in securing funding approval of the scale and magnitude for this Renewal and Redevelopment Programme.
- Dublin City Council appreciates that the proximity of friends, family, neighbours and personal networks built up over generations has a real social value and gives a commitment that it will plan and implement strategies to keep communities intact whatever redevelopment option is chosen.
- Some of the flat complexes may require a deep retrofit and similar to the demolition option may require the construction of temporary residential buildings on site. Whilst this could facilitate keeping the community intact, it will be more costly and the length of the project will need to be prolonged.
- A major factor influencing the need to regenerate housing areas is the way that the blocks create or fail to create good streets and shared areas. Many feasibility studies have shown that no satisfactory regeneration can be designed that does not involve demolishing blocks that otherwise would be capable of being remodelled and reused.
- Some of our apartment complexes may be protected structures and a case by case assessment of each site will be required.
- Dublin City Council will remain committed to provide ongoing quality maintenance service to all its apartments.

## **9 Options for funding requirements**

1. Categorise flat complexes into bundles and procure accordingly
2. Seek funding from the following:
  - a. Department of Housing
  - b. Housing Finance Agency
  - c. European Investment Bank
  - d. Other sources
3. Set up an arms length company to deliver the programme

4. Investigate Public Private Partnership options including joint ventures (JVs) with other public (semi-state) and private agencies (i.e. EU housing development corporations)
5. Sell/transfer/lease stock and land
6. Transfer of some flat complexes to an Approved Housing Body
7. Negotiate with adjacent landowner
  - a. This option will be subject to a legal agreement and will need to address DCC's concerns regarding planning, keeping the community intact and finances.

## **10 Recommendation:**

That a multi-disciplinary project team headed up by Darach O'Connor, Senior Executive Officer convene to:

- (a) review the key issues that will facilitate the development of the strategy
- (b) review the appropriateness and feasibility of the funding options and
- (c) agree a capital work programme and its delivery mechanism
- (d) report back to the Housing SPC

**Brendan Kenny**  
**Deputy Chief Executive**

**Tony Flynn**  
**Executive Manager**

**Appendix A:**

**Estate Renewal and Regeneration: Update on Technical Work,**

**by City Architects Division**

**March 2018**

## Appendix B:

### Central Area Apartment Complexes Over 40 Years old (Incl. S/C)

Location	Area	Year	Number Of apartments
Sheridan Court	Central	1970/2007	78
Ballybough House and Poplar Row	Central	1939/1973	141
Alfie Byrne/Hill Street	Central	1958/1965	60
Hardwicke St (ROConnor/DO'Dwyer Hse)	Central	1957/1957	210
Blackhall Parade/Marmion Ct	Central	1970/1969	84
Dorset Street	Central	1966/1965	137
St Michans House	Central	1934	120
Chancery House	Central	1935	27
Avondale House	Central	1936	66
Henrietta House	Central	1939	48
James Larkin House	Central	1954	20
Gardiner Street	Central	1960	38
Dunne Street	Central	1963	21
North Clarence Street	Central	1963	42
Charleville Mall	Central	1964	26
North William Street	Central	1964	47
Kevin Barry House	Central	1966	60
Constitution Hill	Central	1968	90
St Georges Place	Central	1969	60
Matt Talbot Court	Central	1971	72
Courtney Place	Central	1972	90
Temple House	Central	1974	10
Friary Court	Central	1978	10

## South Central Apartment Complexes Over 40 Years old (Incl. S/C)

<b>Location</b>	<b>Area</b>	<b>Year</b>	<b>Number of apartments</b>
St Audeons House	South Central	1936	55
Emmet Buildings	South Central	1936	72
Oliver Bond House	South Central	1936	391
Mary Aikenhead House	South Central	1939	150
Galtymore Drive	South Central	1940	8
Marrowbone Lane	South Central	1940	112
Thomas Court	South Central	1941	28
Rafters Lane	South Central	1952	14
Lissadell Road	South Central	1952	40
Huband Road	South Central	1953	20
Bluebell Road	South Central	1953	36
Davitt House	South Central	1957	64
Bernard Curtis House	South Central	1958	120
Ravensdale Close	South Central	1959	16
Micheal Mallin House	South Central	1959	54
La Touche Court	South Central	1960	44
Riverview Court	South Central	1960	45
Tyrone Place	South Central	1960	97
Rutland Avenue	South Central	1963	53
Meath Place	South Central	1964	30
School Street	South Central	1964	40
Thomas Court Bawn	South Central	1964	40
Pimlico Terrace	South Central	1965	30
Summer South	South Central	1965	40
Braithwaite Street	South Central	1965	69
Basin Street	South Central	1967	132
Ash Grove, The Coombe	South Central	1970	35
Sarah Place	South Central	1970	52
Islandbridge Court	South Central	1970	68
Clonmacnoise Court	South Central	1976	29
Rossaveal Court	South Central	1976	40
Lissadel Court	South Central	1977 / 2001	41

## South East Apartment Complexes Over 40 Years old (Incl. S/C)

Location	Area	Year	Number of apartments
Beggars Bush Court	South East	1910	49
Moss Street	South East	1917	24
Mercer House	South East	1934	104
Pearse House	South East	1938	345
Whelan House	South East	1939	64
Markievicz House	South East	1939	170
George Reynolds House	South East	1950	76
Canon Mooney Gardens	South East	1952	80
O Rahilly House	South East	1955	112
McDonagh House	South East	1957	32
Whitefriar Gardens	South East	1957	64
Leo Fitzgerald House	South East	1958	46
Beech Hill Villas	South East	1962	52
Rathmines Avenue	South East	1962	74
Cuffe Street	South East	1963	30
Grove Road	South East	1963	30
Digges Street	South East	1963	34
York Street	South East	1963	40
Conway Court	South East	1965	54
Bishop Street	South East	1966	66
O Carroll Villas	South East	1967	32
Macken Villas	South East	1967	36
Verschoyle Court	South East	1969	81
St Vincent St (South)	South East	1971	41
Glovers Court	South East	1976	38
Mount Drummond Court	South East	1979	36
Beech Hill Court	South East	1983	32

## North West Apartment Complexes Over 40 Years old (Incl. S/C)

<b>Location</b>	<b>Area</b>	<b>Year</b>	<b>Number of apartments</b>
Albert College Court	North West	1970s	30
Ard na Meala	North West	1970s	30
Broombridge Road	North West	1950s	10
Canon Burke Court	North West	1970	10
Carnlough Road	North West	1930	8
Glasanaon Court	North West	1977-1985	49
Martin Savage Park	North West	1973	7
Mellowes Court	North West	1978	57
Sandyhill Gardens	North West	1973	9
Finglaswood Road	North West	1952	36
Burren Court	North West	1973	41
Botanic Avenue	North West	1975	36

## North Central Apartment Complexes Over 40 Years old (Incl. S/C)

<b>Location</b>	<b>Area</b>	<b>Year</b>	<b>Number of apartments</b>
Cromcastle Court	North Central	1971	128
Glin Court	North Central	1976/1986	39
Gorsefield Court	North Central	1977	45
Lismeen Court	North Central	1975	24
Millwood Court	North Central	1977	41
Mount Dillon Court	North Central	1977	45
Raheny Court	North Central	1969	41
Rosevale Court	North Central	1968	63
St. Anne's Court	North Central	1977	61
St. Gabriel's Court	North Central	1974	43
St. Vincent's Court	North Central	1979	20
Thorncastle Court	North Central	1966	54



<b>Area</b>		<b>Number of Apartments</b>
<b>Central Area</b>	<b>(23)</b>	1557
<b>South East Area</b>	<b>(27)</b>	1842
<b>South Central Area</b>	<b>(32)</b>	2065
<b>North West Area</b>	<b>(13)</b>	323
<b>North Central Area</b>	<b>(14)</b>	604
<b>Total Complexes:</b>	<b>(109)</b>	<b>6391</b>



# Estate Renewal Technical Report 1

March 2018

Photo: Greg Dunn



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council

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## **1.0 Introduction**

This report provides an overview of work carried out by the City Architects Division on the review of upgrading and the regeneration of the existing Dublin City Council Flat complexes in order to improve the quality of homes, improve the local settings of these complexes and increase the number of homes to get the most efficient use of land.

This report follows a City Wide Audit which was carried out in 2010/2011 to prioritize the complexes that were in most need of refurbishment under three main headings: design, condition, and social situation.

This report will give an update on assessments and feasibility studies carried out on some of these complexes, initiation of proposals, policies and finally what options are available for consideration for future works. The report highlights cost implications as there are challenges securing funding approval for deep retrofit. The costs for retrofit can be as high as the cost of demolition and rebuilding and this option can also provide more housing. The report lists the schemes currently being developed as capital projects under the Capital Works Management Framework.

Under the strategic framework of The National Development Plan, the National Planning Framework, and the City Development Plan, DCC must continue to review its own active land management and coordinated planning in addressing the housing shortage. There is a large array of factors the Council must look at to find the best solution for each complex. Options for future state funding may be challenging and the Council may therefore need to consider creative ways of sourcing the finance for this continued programme.

## 2.0 Objectives

In order to prepare proposals for renewal of estates, the technical work undertaken is informed by a series of broad objectives. These are set out as follows:

- **Improving homes**  
Providing new and renovated homes that address housing need and local and national housing policies. Providing a layout that functions well in terms of access, servicing and security and creates easy connections to local amenities for residents.
- **Improving neighbourhoods**  
Contributing to the quality of the surrounding streets by e.g. providing greening and visual amenity. Improving the perception of the estates as safe and positive places. Contributing to the local context and public spaces. Exploiting any other opportunities to contribute to the local economy, for example by including spaces for small enterprises.  
Contributing to a neighbourhood that meets the needs of existing and future residents, is integrated and socially diverse, is sensitive to its environment, contributes to a high quality of life, is well designed, planned, built, and managed.
- **Improving inclusion**  
Providing upgraded homes that meet up to date standards of accessibility and provide for a range of needs across ability and time of life in line with the Council's Disability Strategy, Age Friendly City policies and Child Friendly City Policies.
- **Reducing anti-social behaviour**  
Providing a reinvented site that is enjoyable and safe for residents and with quality that is self-sustaining and avoiding features that facilitate anti-social behaviour.
- **Efficient use of land**  
Providing additional homes through increased densities and more efficient site layouts.
- **Climate change**  
Providing highly energy efficient homes and buildings that contribute to carbon reduction. Contributing also to all the other actions of the Climate Change Action Plan: Transport, Flood Resilience, Working with Nature, and Resources.
- **Practicality**  
Proposing works that are efficient and practical in terms of sequencing and phasing
- **Robust**  
All retrofitted housing on the sites will be intended to be used for sixty years, meeting all standards that new housing would meet in relation to floor areas, accessibility, fire safety, energy performance, indoor air quality and so on.
- **Deep retrofit**  
It should be noted that it will be difficult to revisit blocks to carry out deeper retrofits once a shallower upgrade has been completed. It would be expected that no further work on the housing areas would be carried out for 30 years, that is, before 2050. All work should therefore take into account policies and targets for all years up to 2050.

### **3.0 Project proposal**

#### **3.1 The project programme**

The work currently being undertaken on the regeneration of flat complexes falls into the following areas:

- Updated assessment of the priority list of complexes to inform decisions on the appropriate approach for each site.
- Technical feasibility studies for energy retrofits
- Initiation of proposals for individual sites as capital works projects.

#### **3.2 Updated assessment of the priority list to inform appropriate approach**

A city-wide audit was carried out in 2011 to prioritise the complexes that were in most need of refurbishment under three main headings: design, condition and social situation. 30 complexes, comprising 60 apartment blocks built from 1939 to 1970, were selected for assessment with respect to regeneration options.

Since the list was drawn up, a number of the locations listed have undergone refurbishment works or have been transferred to Approved Housing Bodies for upgrade and management.

Following on from the initial assessment City Architects have been carrying out 'desktop' feasibility studies (i.e. studies based on existing site layout information and in advance of carrying out site surveys or investigations) to identify the potential of each site to improve the layout, improve the quality of the homes (e.g. by amalgamating homes to provide larger units) or to deliver additional housing units. To date desktop feasibility studies have been carried out, to various levels of detail, for the following complexes:

- St Finbarr's Court
- Dorset Street - Mary's Place
- Constitution Hill
- Lissadell Road/Rafter's Lane
- Gardiner Street
- Matt Talbot Court
- Dunne Street/ North Clarence Street
- Tyrone Place
- Bernard Curtis House

Further information on this work is set out in **Section 6** below.

#### **3.3 Technical feasibility studies for energy retrofits**

Energy efficiency upgrade of flat blocks was first considered in 2009, when the Department of Environment asked Dublin City Council to carry out a pilot to investigate externally insulating an existing block, with the aim of achieving an average BER of B3.

Glovers Court, a five storey maisonette block near St Stephens Green, was chosen as the subject of the pilot. The study found that adding external insulation had implications which it was not possible to deal with in a simple manner. It was found preferable to undertake a more comprehensive improvement of all aspects of the block, addressing its shortcomings in terms of space standards, access and fire escape as well as energy efficiency. The intended pilot project involving energy upgrade only did not proceed.



In 2011, City Architects co-operated with post-graduate students and staff of DIT School of Architecture in four studies of a similar five storey block. The brief to the students was to propose ways to bring the blocks up to all the standards that a new building would meet, and the students presented their results to the management of the Housing Department.

In 2012, the Council was asked to propose capital projects that might attract loans and funding from EU, from the European Investment Bank and from the European Regional Development Fund. City Architects prepared a proposal to undertake a programme of deep retrofits, as proposed at Glovers Court and by the DIT studies, of 30 five storey maisonette blocks, comprising 1500 flats and costing in the region of €200 Million.

This proposal was accepted, and included in the South East Region Assembly Operational Plan 2014 -2020. An essential element of this plan was that the programme was to be carried out by voluntary housing bodies rather than being directly funded by the Irish state.

Dublin City Council however got approval from Department of the Environment to carry out the first of these projects as a pilot to test not only the design and construction but also of the management systems that would be involved in the voluntary housing bodies running the programme.

St Marys Place, part of the housing complex at Dorset Street, was chosen as the site for this pilot because this complex was at the top of Housing Department's priority list for improvement or regeneration.

A further series of detailed technical assessments has been carried out on a number of other complexes to develop proposals for 'deep retrofit' works to improve energy efficiency and to improve the quality of the homes. Deep retrofit works means basically stripping a building back to its primary structure (e.g. columns and floor slabs) and rebuilding it so that it meets modern standards of floor area, accessibility, fire safety and energy efficiency.

The findings from these pilot studies were as follows:

- It is neither possible nor desirable to carry out energy efficiency works alone. Issues of space standards, accessibility, fire escape and open space design all need to be addressed at the same time.
- In certain cases complexes have other issues besides energy efficiency (e.g. such as a poor or inefficient layout) which would not be addressed by retrofit works and which would still remain as problems after the expenditure on retrofits. For example, in the case of Dorset Street the existing site layout provides a relatively low density of housing which could yield a greater number of homes if re-planned. Preliminary studies of other complexes such as Lissadell Road and St. Finbarr's Court also indicate that retrofit might not deliver value for money in terms of estate regeneration. In these cases demolition would provide a greater improvement in quality and numbers of homes.
- In other cases where the existing site layout already delivers desirable density e.g. Constitution Hill, or where complexes have a desirable heritage value e.g. Gardiner Street, the preferred option could be retrofit and additional infill. In particular, the four storey deck access blocks, such as Pearse House and Markievicz House, which help to form good streets and enclose good internal courtyards, should not be demolished and studies will be needed to determine how these can best be brought to a desirable standard and retained in use for a further sixty years.

- In general the cost of retrofitting complexes can be as high as the cost of demolition and rebuilding. In the case of Dorset Street, a ‘deep retrofit’ proposal would incur a high capital cost relative to the amount and quality of accommodation that would be returned to use.
- Currently there are significant challenges in securing funding approval for deep retrofit projects. This is because the level of work required is so invasive that very significant other works are required that are not energy efficiency related (e.g. changing internal layouts). Existing funding streams related to energy efficiency do not cover such works.
- On many sites, there is often an opportunity to build a new block without having to demolish any existing building. This then allows residents to move permanently to the new apartments, vacating an existing block for retrofitting. Once the retrofitting is completed in this block, residents from another block can move in permanently. Phasing a combined new build and retrofitting project in this way can significantly reduce disruption of the community, and significantly ease the management of “decanting” residents, eliminating the need to find accommodation outside the immediate housing area.

Following the conclusion of the deep retrofit studies for St. Mary’s Place, an overall urban design strategy was commissioned to examine the different alternative options available for the St. Mary’s Place, Dorset Street and Constitution Hill complexes. The options considered included:

- Ongoing maintenance and repair (as a baseline comparison)
- Energy retrofit works
- Energy retrofit with new additional infill blocks.
- Demolition and rebuild.
- A combination of retrofit and rebuilding.

The outcome of this study was the recommendation in the case of Dorset Street that demolition and reconstruction would deliver the most benefit in terms of quality and number of homes. In the case of Constitution Hill the preferable option would be deep retrofit of the existing blocks with additional infill blocks.

### **3.4 Initiation of proposals for individual sites as capital works projects.**

The following schemes are currently being developed as capital projects under the Capital Works Management Framework:

- St. Finbarr’s (Stage 1 submitted and approved)
- Dorset Street (Stage 1 submitted, awaiting approval)
- Constitution Hill (Stage 1 submission being prepared)
- Lissadell Road / Rafter’s lane (Stage 1 submission being prepared)
- Gardiner Street (Stage 1 submission being prepared)
- Matt Talbot (Stage 1 submission being prepared)
- Dunne Street / North Clarence St. (Stage 1 submission to be prepared)
- Tyrone Place (Stage 1 submission to be prepared)
- Bernard Curtis House (Stage 1 submission to be prepared)

Some of these are described briefly below:

### **St. Finbarr's Court**

A Stage 1 approval has been approved for the demolition and rebuilding of this scheme to provide 46 senior citizen's dwellings in place of the 28 existing obsolete one-room flats. The tender for the design team to deliver the development is currently in preparation.

### **Dorset St / St. Mary's Place**

Following the options appraisal of the Dorset Street complex, it was decided to proceed with preparing a scheme for the demolition and redevelopment of the complex. A Stage 1 application for funding for the redevelopment was submitted to the Department of Housing, Planning & Local Government (DHPLG) in December 2017.

### **Constitution Hill**

Following the options study for Constitution Hill, it was considered that the existing site layout provides a relatively high density of housing which can be maximised and can yield a greater number of homes with the strategic redevelopment of the existing land available for building. Therefore a feasibility study has been prepared for a scheme for the amalgamation and retrofit of the existing apartments and the construction of an additional storey which will address space standards, accessibility, condensation, dampness, energy efficiency and fire safety to the existing accommodation, and achieve additional units within the existing footprint. The proposal also includes new apartment blocks in the available land to optimise density. A Stage 1 application for funding for the redevelopment is to be submitted to the Department of Housing, Planning & Local Government (DHPLG) in March 2018.

### **Lissadell Road / Rafter's Lane**

A Stage 1 submission is being prepared for a proposal to redevelop this complex. Feasibilities were carried out on the existing maisonettes and different options examined for their renewal which includes extensions and infill. The proposal includes new apartment blocks in the available land to optimise density. A Stage 1 application for funding for the redevelopment is to be submitted to the Department of Housing, Planning & Local Government (DHPLG) in April 2018.

### **Gardiner Street**

A Stage 1 submission is being prepared for a proposal to carry out amalgamations of units to provide larger homes in the existing block. As this will reduce the number of existing units the proposal also includes for a new infill building to provide new homes to maintain numbers and to more fully develop this city centre site.

### **Matt Talbot Court / Dunne Street- North Clarence Street / Tyrone Place / Bernard Curtis House**

The options being considered for these four complexes are:

- Total refurbishment with infill
- Partial demolition, infill and refurbishment (similar to Dolphin House Phase 1),
- Complete demolition/new build.

It is intended to prepare Stage 1 submissions to the Department of Housing and Planning in 2018 for these complexes.

## **3.5 Overall Programme and Costs**

Programmes for estates are developed on a project by project basis, planned in line with the DPER CWMF work stages (Stages 1 to 5).

An overall project to deliver the regeneration of a significant number of estates, such as the first 9 schemes listed in the following table, is a long term programme which requires coordinated planning across a number of different areas of work. Key issues which require consideration and coordination when planning of the timing of the work stages above are:

- Phasing. Phasing of developments increases the costs of projects (through the added costs of multiple contracts and temporary abortive works that are required between phases) and also involves longer timeframes for delivery, which has a further cost effect in the form of inflation. Projects where an estate is available for works in a completely vacant situation would be more time and cost effective.
- Temporary relocation of residents. The timeframes required to vacate buildings either through tenants relocating to different homes or through providing temporary accommodation need consideration. This may also create constraints on the number of projects which can be under construction at a given time.
- Enabling works contracts. Carrying out site 'enabling works' contracts can reduce the risks of costs arising on projects at construction stage and also give greater certainty in terms of site conditions.
- Resources and capacity. The number of construction projects being managed simultaneously needs careful consideration both in terms of technical/management resources and in terms of construction inflation.

The overall programme for these nine sites is ten years, with approximately 700 new homes and will cost in the region of €2.5 billion.

#### 4.0 Housing complexes already regenerated

##### *Cromcastle Court- Phases 1 & 2*

Built in 1971 Cromcastle Court is a development built with the French modular system 'Balency et Schuhl' using precast walls and in-situ concrete floors. It has 8 no. 4-storey blocks with a total of 128 flats.

Energy Upgrade works for Block 1 at Cromcastle Court were carried out in 2 phases and completed in October 2016. Phase 1, in 2015, consisted of installing air to water heat pumps with weather compensated controls with remote access. Windows were upgraded to high-performance double glazed upvc windows. Phase 2 consisted of the installation of external wall insulation. The average BER rating improved from an E1 to a B3 after Phase 1, and B1 after Phase 2.

The energy upgrades achieved were: 65.9% (Phase 1), and 77.5% (Phase 2). Funding for the installation of the windows at Phase 1 was from SEAI. The Upgrade of the heating systems was carried out through the ESCO / MESA. The External Wall Insulation (EWI) of Block 1 was carried out through a Better Energy Community (BEC) Scheme in 2016 with funding from SEAI and the Department of Housing, Planning, Community and Local Government. A second block was externally insulated in 2017 through the Better Energy Community Scheme.

##### *Dolphin House Regeneration (deep retrofit and demolish and new build)*

Built during 1956/57, Dolphin House has 392 apartments in four-storey deck access blocks. The first phase of Dolphin House Regeneration project consists of the deep retrofitting of 2 of the existing housing blocks to provide 63 refurbished apartments, demolition of one smaller block and construction of 37 new apartments and houses – 100 units in total.

The apartments in the blocks that are retrofitted will meet the same standards of floor area, energy efficiency and accessibility as the new buildings, and will have a life expectancy of sixty years.

There is an overall plan for the entire housing area, suggesting that it will be possible to have about 600 apartments and houses on the site, approximately half of which will be in existing blocks that will be renovated and the other half will be new apartments and houses. This will represent an increase in density of more than 50% on the original 379 flats.

##### *Ballymun Regeneration*

Almost 2,800 flats in 8 and 16 storey system-built buildings that were built in 1960s had were demolished and replaced them with almost 1,900 houses and low-rise apartments over a period of twelve years. These new houses should have a useful life of at least 50 years, to 2070. In addition 1,400 private housing units were constructed, so that there was a net gain in housing numbers of about 18%. The new streets and open spaces are designed to support sustainable communities.

##### *Herberton (formerly Fatima Mansions) (demolish and new build)*

Fatima Mansions was a housing area in Rialto formed of a number of four storey deck access blocks containing a total of 364 flats, built in the 1940s. The entire area was redeveloped by means of a PPP as a mixed use development that is mainly residential but includes commercial/retail/enterprise space. There is a neighbourhood centre including a crèche and a café together with a fitness/sports facility including a swimming pool in the basement. The development is in six blocks varying from two to seven storeys high. There are nearly 600 dwellings; 110 houses for social rent and 480 flats of mixed tenure. This represents a significant increase of residential density, in addition to the other uses. The site

is approximately 5.6Ha, so that the residential density was increased from 65 dwellings per hectare to more than 100, an increase of 50%.

*O'Devaney Gardens (demolish and new build)*

The O'Devaney Gardens site is a c. 5.6ha site situated in Strategic Development and Regeneration Area (SDRA) 11 as set out in the City Development Plan 2016-2022. The site was the subject of a Masterplan dating from 2010. This masterplan seeks to create a new, high quality mixed use quarter comprising a new residential neighbourhood supported by a mix of commercial uses, recreation facilities and enhanced transport infrastructures.

Central to the Masterplan design philosophy was the endeavour to eliminate the segregated, "backlands" nature of the pre-existing residential flat complexes and their wider site. This is to be achieved by increasing the permeability of the wider site through additional connections to the adjacent streetscapes thus creating increased connectivity to the Stoneybatter/Manor Street Area. A new, primary route through the site is proposed. This route operates on a north/south axis, connecting the North Circular Road to the north with Montpelier Gardens to the south. Secondary routes, extensions of existing streets which adjoin the site, intersect with the primary route at various points. The resultant residential blocks and public amenity space are defined by the geometry of this new streetscape.

The pre-existing O Devaney Gardens public housing complex was constructed in 1954 and consisted of 278 Residential Units set out in 13, four storey blocks. 2 of the 1950s residential blocks are extant. The process of re-locating residents from these remaining blocks is in train and the remaining blocks are programmed for demolition in 2018 in anticipation of the site wide re-development works which will see the construction of a minimum of 500 residential Units on the site.

The first phase of the re-development of the O Devaney Gardens site will consist of the construction of 56 Units comprising a mix of 2/3 storey houses and apartments (the subject of a planning permission granted in 2011). These Units are of brick faced cavity wall construction and will achieve an A3 Building Energy Rating.. The design of a number of these Units was tailored to the specific requirements of residents of the pre-existing housing on site and thus, some of the Unit typologies are quite generous relative to current space standard provisions.

Construction of this phase of development is scheduled to commence in Q2 2018.

*Croke Villas (demolish and new build)*

The Croke Villas site is situated in Strategic Development and Regeneration Area (SDRA) 14 as set out in the City Development Plan 2016-2022. The Croke Villas public housing complex was constructed in 1961 and consisted of 79 Residential Units set out 4 four and five storey "Gull Wing" type blocks. The proposed re-development of the Croke Villas Site will see the construction of 61 apartments and 11 houses with a basement level car-park providing 36 car spaces with provision for 54 bicycles. 3 of the four residential blocks have been demolished, with the final block scheduled for demolition following the completion of an adjacent development on Ballybough (which will accommodate the residents of the current remaining block). 6 derelict cottages (the site of the proposed new terraced houses) on Sackville Avenue have also been demolished .

The Croke Villas site is in a state of advanced architectural degradation and consequently has become an attractor of anti-social behaviour. The new residential development will achieve an A3 Building Energy Rating and espouses best design practice with regard to access, provision of daylighting and communal amenity.

Separate to the provision of new housing, the GAA and Croke Park are developing a new National Handball Exhibition Centre on part of the lands of the pre-existing residential

complex. This project will contain facilities for use by the local community.

Central to the development of the sites as a whole, will be the creation of a high quality “boulevard” which will serve to unify the various strands of the development.

Construction works for the residential development are scheduled to commence in Q1 2019.

#### *Older People’s Flats - 2 into 1s*

The Bedsit Amalgamation Programme focuses particularly on elderly residents, addressing a lack of space and comfort in the bedsits normally let to older people. The scheme enables residents to remain in their neighbourhood but in more appropriate accommodation. The works consist of combining existing bedsit units to form one-bed apartments. The alterations provide improved space standards, which is important to residents who can spend a lot of time indoors.

Re-using unsuitable bedsit units improves the efficiency and extends the life of the flat blocks they are located in. The programme’s holistic approach which takes in energy efficiency, sustainable use of housing stock, the residents’ place within their communities and quality of interior design to make enjoyable homes makes these projects an example of best practice.

From 2015 to the end of 2017 approximately 282 bedsit units will have been amalgamated. The uplift on the BERs is from an average of E to an average high Cs, Bs, up to A2.

Currently, a block of Senior Citizen’s Apartments at St Bricin’s Park is being retrofitted to Passive House standard. The project takes on board all the principles of Passive House design, namely:

- Super insulation levels
- High standard of air tightness
- High performance external windows and doors
- Mechanical ventilation with heat recovery
- Elimination/minimization of thermal bridges

The intended outcomes are:

- Enhanced energy efficiency of the existing block.
- Remediation of existing deficiencies in existing block such as space standards and access provision.
- Improved site planning and landscaping providing better access and a higher standard of amenity.
- Improved interface with surrounding areas, contributing to local regeneration.

Complex	Units Extg	Units Proposed	Year Built	Area	No. of Blks	No. of Flrs	Est Cost (Ex VAT)	Phases	Start Construction*	Com-plete**	Remarks
Dorset St. / Mary's Place	107+ 6 bedsits	104 Apts / 11 houses + 3no.Commercial Units + Creche	1966/ 1965	Central	5	5	35m	2	2019	2023	Stage 1 Process CBA required
Constitution Hill 90 Units	60+ 28 Bedsits+ 1 creche	100 + 1 Commercial Unit + Creche	1968	Central	3	5	30+	3	2019	2023	Stage 1 Process CBA required Retrofit + New Build
Matt Talbot Court	48+ 24 bedsits	86	1971	Central	3	5	28m	2	2019	2022	CA Feasibility- New Build CBA required
Gardiner Street 38 Units (Existing)	36+ 2 bedsits	37/ 43	1960	Central	1	5	12.2m / 14.1m	2	2019	2020	CA Feasibility- Retrofit + New build
Bernard Curtis House	120 Units	150	1958	South Central	5	4	45m	5	2020	2028	CA Feasibility- Retrofit + New Build CBA required
Dunne St./ Nth Clarence St.	63	75	1963	Central	3	5	23m	2	2021	2024	CA Feasibility- CBA required
Tyrone Place 97 Units (Existing)	97	116	1960	South Central	3	5	38m	3	2021	2024	CA Feasibility New Build CBA required
St Finbarrs Court SCD	1 Unit + 28 bedsits	46	1970	North Central	2	2	12m	1	2019	2021	Stage 1 New Build
Lissadell Rd/ Rafter's Ln	50 Maisonettes	100	1952	South Central	6	2	30m	3	2020	2023	Stage 1 Process New Build CBA required
<b>Total</b>	<b>582 + 86 Bedsits</b>	<b>679</b>			<b>31</b>		<b>250m</b>		<b>*Assuming vacant possession</b>	<b>**Assuming no break in phases</b>	

There are approximately 11,200 homes in 690 apartment blocks (family and senior citizens blocks built before 2000). The 31 blocks listed above constitute 4.5% of the total number of existing blocks

The programme for the remaining housing stock over 60 years old would be in the region of 30 years and the renewal of these estates will cost in the region of €25 billion.



## 5.0 Context and policies

This proposal is for a programme of 9 projects that will run until from 2018 to 2028.

It would be expected that no further work on the 9 housing areas would be carried out for the subsequent 30 years, that is, before 2050. The work should therefore take into account policies and targets for all years up to 2050. As an example of such targets, European Union targets for energy efficiency and decarbonisation of energy for 2050 envisage all buildings, both existing and new, being Nearly Zero Energy buildings well within that timeframe.

It should be noted that it will be difficult to revisit blocks to carry out deeper retrofits once a shallower upgrade has been completed.

## 5.1 Housing policies

### National Policy

Rebuilding Ireland:

The Government's Action Plan on Housing and Homelessness, Rebuilding Ireland (2016), sets out five key pillars supporting a range of actions to address current housing undersupply and to ensure the accelerated delivery of housing.

A Key objective of the plan, *Pillar 5 - Utilise Existing Housing*, requires that existing housing stock be used to the maximum degree possible with a call for focus on measures to use vacant stock to renew urban and rural areas.

Occupancy of existing housing stock is to be optimised and key actions under this objective include the better management of social housing through rapid re-letting of vacant units (Voids), Vacant housing Repair and Leasing initiative and Urban Regeneration including Living City Initiative.

The Urban Regeneration and Housing Act 2015:

In accordance with the Urban Regeneration and Housing Act 2015, it is a key pillar of the Dublin City Council development plan to promote the development and renewal of areas that are in need of regeneration, in order to prevent: (i) adverse effects on existing amenities in such areas, in particular as a result of the ruinous or neglected condition of any land, (ii) urban blight and decay (iii) anti-social behaviour or (iv) a shortage of habitable houses or of land suitable for residential use or a mixture of residential and other uses.

### Local Policy

The Dublin City Council Development Plan includes a Housing Strategy which emphasises sustainable communities and balanced development, recognising that in some cases housing regeneration may warrant demolition of existing dwellings.

QH5: To promote residential development addressing any shortfall in housing provision through active land management and a coordinated planned approach to developing appropriately zoned lands at key locations including regeneration areas, vacant sites and under-utilised sites.

QH6: To encourage and foster the creation of attractive mixed-use sustainable neighbourhoods which contain a variety of housing types and tenures with supporting community facilities, public realm and residential amenities, and which are socially mixed in order to achieve a socially inclusive city.

QH8: To promote the sustainable development of vacant or under-utilised infill sites and to favourably consider higher density proposals which respect the design of the surrounding development and the character of the area.

QH19: To promote the optimum quality and supply of apartments for a range of needs and aspirations, including households with children, in attractive, sustainable mixed income, mixed-use neighbourhoods supported by appropriate social and other infrastructure.

QH20 To ensure that apartment developments on City Council sites are models of best practice and deliver the highest quality energy efficient apartments with all the necessary infrastructure where a need is identified to include community hubs, sports and recreational green open spaces and public parks and suitable shops contributing to the creation of attractive, sustainable, mixed-use and mixed income neighbourhoods.

QH21 To ensure that new houses provide for the needs of family accommodation with a satisfactory level of residential amenity, in accordance with the standards for residential accommodation.

QH23: To discourage the demolition of habitable housing unless streetscape, environmental and amenity considerations are satisfied, and a net increase in the number of dwelling units is provided in order to promote sustainable development by making efficient use of scarce urban land.

QH26 To promote the transformation of the key regeneration areas into successful socially integrated neighbourhoods including those on the Main Inner City Regeneration Areas Map and promote area regeneration in parts of the city which require physical improvement and enhancement in terms of quality of life, housing and employment opportunities, including the Docklands. It is recognised that the nature of some housing regeneration initiatives may warrant the demolition of existing dwellings before proposals for new or replacement dwellings are agreed.

Wider Housing/other policies (not exhaustive)

- Sustainable Residential Development in Urban Areas 2009 (see [here](#)) and Urban Design Manual: A Best Practice Guide 2009 (see [here](#))
- Construction 2020 Strategy, 2014 (see [here](#))
- Social Housing Strategy 2020: Support, Supply and Reform, 2014 (see [here](#))
- Regional Planning Guidelines for the Greater Dublin Area 2010–2022
- Regional Spatial and Economic Strategies (forthcoming)
- The Public Realm Strategy (see [here](#)) and local area realm plans eg Luas Cross City public realm works (see [here](#))
- The Parnell Square Cultural Quarter (see [here](#))
- The Dublin Line (part of the Civic Spine strategic network) [here](#)
- Transport Strategy for the Greater Dublin Area, 2016-2035 (see [here](#))

## 5.2 Planning policies and local plans

The Dublin City Development Plan 2016 – 2023 sets out the vision for Dublin City, and also sets restraints on development. The overarching vision for the city is that *“Within the next 25 to 30 years, Dublin will have an established international reputation as one of the most sustainable, dynamic and resourceful city regions in Europe... It will be a socially inclusive city of urban neighbourhoods...”*

Local planning policies include:

- The DCC Public Realm Strategy and City Centre Public Realm Masterplan
- Strategic Development Zones: Grangegorman, Docklands, Poolbeg.
- Local Area Plans: The Liberties LAP.
- Proposed Area Plans including Stoneybatter, Manor Street and O'Devaney Gardens

### 5.3 Other Council Initiatives and programmes

There are a large number of plans and programmes being actively promoted by DCC at present. These involve collaboration across stakeholders and development agencies with financing through a number of programmes and sources including the EIB, the DECLG Regeneration programme, the National Tourism Development Authority, DCC internal revenue and philanthropic funding.

These projects include:

- The Housing Land Initiative
- The work of the North East Inner City Task Force
- Luas Cross City public realm works
- Integration of the Grangegorman DIT campus development
- The Parnell Square Cultural Quarter
- The Dublin (part of the Civic Spine strategic network)
- The Grafton Street Quarter

These interventions will lead to intensification of activity and environmental improvements in their vicinity. Collectively, they contribute to significant economic renewal. Many of the five storey flat blocks identified in this proposal are adjacent to or within the sphere of these major developments. The work proposed here will be of significant economic and social regeneration benefit in its own terms. The programme will provide dwellings that are highly energy efficient, and will support the retention and improvement of urban communities in well established mixed use areas. When set within the wider strategic context and associated projects, this programme will further enhance the collective positive economic impact.

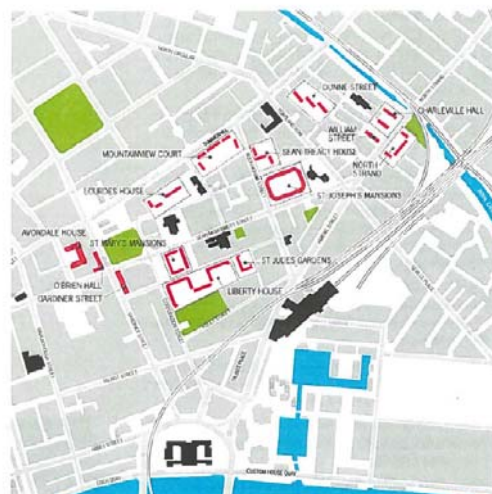
#### 2.4.6 Other Housing in the Plan Area

A number of other housing blocks are located in the Study Area which will require varying degrees of refurbishment.

This list includes:

- **St Mary's Mansions** on Sean MacDermott Street, which has recently been refurbished but is experiencing social problems;
- **O'Brien Hall** on Gardiner Street, a new housing complex;
- **Gardiner Street** complex comprising 38 flats and built in 1960;
- **Avondale House** on Cumberland Street comprising 63 flats and built in 1963;
- **Charleville Hall and North Strand** complexes, comprising 73 flats in total and built in 1964;
- **Dunne Street/North Clarence Street** complex which was built in 1965 and requires improved services;
- **St Agatha's Senior Citizens** complex on North William Street built in 1975, and
- **James Larkin House**, comprising 34 flats and built in 1954.

Not included is the Corporation housing at Portland Close, Beaver Street, Champion's Avenue, Summerhill and Gloucester Place which has been built in the past 15 years and is of the highest standard.



PLAN 4  
Housing Blocks

## 5.4 Environmental policies

The following are some of the EU, national and City Council environmental policies that will impact on the proposed regeneration programme.

### EU

- Energy Roadmap 2050
- Energy Performance of Buildings Directive – updated 2018.

### Ireland

- National Energy Efficiency Action Plan v3 2014
- National Biodiversity Action Plan
- Rebuilding Ireland
- The National Planning Framework
- Project Ireland 2040

### DCC

- Dublin City Development Plan 2016-2022
- Dublin City Sustainable Energy Action Plan 2010-2020
- Covenant of Mayors
- Dublin City Council Draft Climate Change Action Plan 2018 – 2023

The main objectives of some of these policies that should inform the regeneration of flat complexes are described below.

#### *Energy Roadmap 2050*

On 15 December 2011, the European Commission adopted the communication "[Energy Roadmap 2050](#)". The EU is committed to reducing greenhouse gas emissions to 80-95% below 1990 levels by 2050. The Energy Roadmap 2050 is the basis for developing a long-term European framework.

#### *Energy Performance of Buildings Directive 2018*

The 2010 [Energy Performance of Buildings Directive](#) and the 2012 [Energy Efficiency Directive](#) are the EU's main legislation covering the reduction of the energy consumption of buildings.

In December 2017 the European Commission announced a proposed update to the Energy Performance of Buildings Directive aimed at accelerating the cost-effective renovation of existing buildings. The revised EPBD will create a clear path towards a nearly zero emission building stock in the EU by 2050, with interim milestones for 2030 and 2040. Renovation of all existing buildings will be required in order to meet ambitious emissions targets.

Individual states will have to set milestone targets for 2030 and 2040 to show measurable progress towards the 2050 target.

EPBD, and EU policy in general, envisages the public sector leading by example. Dublin City Council should aim to exceed mandatory minimum targets, and to demonstrate best practice in the field of retrofitting buildings, in energy efficiency, in greenhouse gas emissions and also in other aspects.

### *Rebuilding Ireland*

“Rebuilding Ireland – an Action Plan for Housing and Homelessness” (Minister for Housing, Planning, Community and Local Government, July 2016) is the Government policy on housing and homelessness. Pillar 5 of the plan concerns utilising existing housing. It commits to “regeneration of cities, towns and villages”, says that “the social housing regeneration programme targets the country’s most disadvantaged communities”, and states “regeneration is a priority from a social policy perspective, encompassing the provision of social housing, improvements to existing housing, as well as social/community and economic renewal”.

### *Project Ireland 2040*

Two of the ten priorities of Project Ireland 2040 are particularly relevant to the regeneration of housing areas in Dublin – Compact Growth and Transition to Low Carbon and Climate Resilient Society. A new Urban Regeneration and Development Fund will contribute to 40% of our future housing needs being met by building and renewing within our existing built-up areas. 45,000 homes per annum are to be upgraded to reduce carbon emissions.

### *Dublin City Development Plan 2016-2022*

The development plan sets out a new approach to meet the needs and aspirations of citizens of Dublin and the country, not only for the 6-year life of the plan, but for the long term. This approach is based on the principles of sustainability and resilience on the social, economic and environmental fronts.

The vision for the city is that within the next 25 to 30 years, Dublin will have an established international reputation as one of Europe’s most sustainable, dynamic and resourceful city regions. Dublin, through the shared vision of its citizens and civic leaders, will be a beautiful, compact city, with a distinct character, a vibrant culture and a diverse, smart, green, innovation-based economy. It will be a socially inclusive city of urban neighbourhoods, all connected by an exemplary public transport, cycling and walking system and interwoven with a quality bio-diverse green space network. In short, the vision is for a capital city where people will seek to live, work, experience, invest and socialise, as a matter of choice.

### *Dublin City Sustainable Energy Action Plan 2010-2020*

Dublin City Council realises that the current trend of energy consumption within the city is unsustainable and a clear and ambitious plan is needed both to halt and to reverse this trend of rising energy consumption. Dublin City Sustainable Energy Action Plan 2010- 2020 reviews the potential for reducing Dublin City’s carbon footprint along with the associated capital costs of the measures and the resulting energy cost savings. It then sets out a schedule of concrete actions that have been carried out since the baseline year 2006, or are planned for implementation in the future period up to 2020.

### *Covenant of Mayors*

Dublin is one of more than 6000 cities, towns and villages across the EU that has signed the Covenant of Mayors, being amongst the first to sign in 2009. Dublin in 2017 committed to a new integrated Covenant of Mayors for Climate & Energy, adopting the EU 2030 objectives and an integrated approach to climate change mitigation and adaptation. This involves a pledge to reduce CO2 emissions by at least 40% by 2030 and to adopt an integrated approach to tackling mitigation and adaptation to climate change. The three pillars of the strengthened Covenant are mitigation, adaptation, and secure, sustainable and affordable energy.

### *Dublin City Council Climate Change Action Plan 2018 – 2030*

The Climate Change Action Plan 2018 – 2030 is to be presented to councillors for adoption early in 2018. It proposes actions to mitigate and to adapt to climate change. It incorporates the provisions of the National Energy Efficiency Action Plan, and of Dublin City Council’s .

Actions likely to be required when regenerating the eight large complexes include energy efficiency, decarbonisation of energy, dealing with storm water within the site, complying with a Green Infrastructure Strategy, retaining and planting trees, installing green and brown roofs, providing opportunities for community and individual gardens, allowing for flood resilience, reducing and recycling waste (both in use and during construction process).

The Climate Change Action Plan emphasises the need to protect and enhance biodiversity as an adaptation to climate change. It points out the Dublin Bay Biosphere, a UNESCO site, is the first designated biosphere in the world to include a national capital city. This is an opportunity for Dublin to be a world leader in biodiversity management.

As part of necessary adaptation, resilience against flooding is necessary. In designing the regenerated complexes we will be required to consider at the outset means to minimise run-off of storm water into drains, means to reduce peaks in run-off, and means to ensure the run-off is clean.

## 6.0 The Stock

### 6.1 History and Typologies

“From the earliest nineteenth-century ‘improving’ housing schemes in the city architectural quality has been a priority in the work of the City Council ... Good design, quality materials and high standards of construction have always been recognised as fundamental components in all housing improvement strategies.” *“The Significance of Dublin’s Historic Housing”*

“In the inner city a new housing model was developed in the late 1960s in the design of the 5-storey maisonette blocks, developed to house larger families.... What is unfortunate is that the way these blocks are positioned on inner city sites generally bears no relationship to existing context, ignoring the urban design principles of O’Rourke and Simms in the 1930s.” *“The Significance of Dublin’s Historic Housing”*

Inner city flat blocks are of two basic types; the Four Storey Deck Access type, built before the mid 1960s, and the Five Storey Maisonette type built in general in the 1960s and 1970s.

There are also a number of two storey flat blocks for older people, built generally between 1970 and 1990.

Six of the nine priority complexes included in this plan are of the five storey maisonette type. Bernard Curtis House is of the four-storey deck access type. St Finbar’s Court is of the two-storey type for older people. Lissadell Road consists of two storey maisonettes, a type that is not very common.

It is important to note that a major factor influencing the need to regenerate housing areas is the way that the blocks create or fail to create good streets and shared areas. The five storey maisonette blocks in particular often tend to stand in isolation surrounded by badly designed open space. It is for this reason that feasibility studies have shown that in many cases no satisfactory regeneration can be designed that does not involve demolishing blocks that otherwise would be capable of being remodelled and reused.

The four storey blocks tend to have a much more satisfactory and manageable relation to streets and enclosed private spaces. Partly for this reason, the housing areas that consist of four storey blocks tend not to be as high up the priority list for improvement as do the five storey blocks. This is despite the fact that the five storey blocks were built more recently. The four storey blocks lend themselves to reuse after upgrading more readily than the five storey blocks. Blocks of this type have been successfully upgraded and reused at Mary Aikenhead House, St Joseph’s Mansions and at Dolphin House.

### 6.2 The Building Types

#### *Four Storey Deck Access Blocks*

This type of building was built before 1967, when cavity wall construction became normal. These are normally one or two bedroom flats suitable for families of two to four people. Their floor area and room sizes are small by current standards, particularly the kitchens and bathrooms, they are four storeys high without lift access, and they do not always meet all standards that would apply to new buildings.

They always have individual heating systems, are never connected to common or district heating. They have no renewable energy measures. Most of these flats are in good city centre locations, they are often an important element of



the streets they are in, and a large number of them are protected structures because of their cultural significance.



*Five storey Maisonette Blocks*

These are five storey blocks with two-storey two-bedroom maisonettes accessed from decks on first and third floors, and one-person flats at ground level. Access to the upper decks is by stairs.

The blocks are solid, well located, and support stable communities in centre city locations. Many of them make a positive contribution to the urban form, but others tend to have unsatisfactory relationships with adjoining streets and open spaces.

The flats are small by current standards, particularly the kitchens and bathrooms, their energy efficiency is low, and they do not always meet all standards that would apply to new buildings. The floor area of the one person one-room flats in particular is considered inadequate.





### *Two Storey Older People's Blocks*

These are one-room or two-room flats for older people built between 1970 and 1990. The one-room flats have a floor area of 25m<sup>2</sup>, and are considered inadequate. The blocks are two storeys high, the lower level flats are accessed directly and independently from ground level, upper level ones are accessed by way of an external stairs and external deck.



## 7.0 Assessment of existing complexes

Since the early 1990s the Housing Maintenance commenced the upgrading of the flatted council's housing stock in a programmed way which included a cyclical maintenance regime. Under the Area Regeneration Programme four areas of accommodation upgrading were undertaken, namely: window replacement, central heating installation, roof replacement and upgrading and precinct improvements.

An audit of existing flat complexes was carried out in 2010/2011. In this audit schemes were ranked over a number of headings: Design, Condition, and Social situation. The audit was undertaken by the Area Housing Teams, City Architects and included input from the council's community, rents and allocations sections. The results show that there are schemes which are in various stages of their life cycle. Some need significant renewal which entails considerable capital investment.

Based on the priority ranking from that audit, the following actions have taken place:

- Refurbishment to complexes have taken place or are in the process of being refurbished by the Council or AHBs (Crampton Buildings, Hogan Court, St Mary's Mansion's, Jamestown Court)
- Complexes are programmed for capital works for either refurbishment and redevelopment or both (Dolphin House, O'Devaney Gardens, St Michael's Estate, Cornamona Court, Dominick St., North King Street, Ballybough Road, Croke Villas)
- Ongoing energy upgrade works, which include the energy efficiency upgrade programme, installation of energy efficient heating systems, window replacement, external wall insulation, and gas boiler replacement programme.
- Programmed maintenance works which include upgrading/refurbishing roofs, staircases, drainage and fire protection works.
- A rolling programme of remedial works through voids (Tyrone Place, Bernard Curtis House, Oliver Bond House, Ballybough House, St. Michans, etc.)

In 2017 A desktop review, has been carried out in City Architects of selected complexes . This review consisted in the assessment of each complex with respect to condition of the buildings, housing density, quality of the site layout and whether the buildings were protected structures or of heritage value.

That initial review included in some cases feasibility studies which have informed a way forward. Up to now over 20 complexes comprising 46 blocks and over 1,200 apartments have been reviewed up to sketch feasibility. The options considered for these blocks comprise a combination of:

- Amalgamation of existing blocks
- New build extensions to blocks
- Additional floor to the blocks
- New build blocks within the site to offset the loss of units by the amalgamation of the existing units.
- Phased demolition and re-build.
- Phased amalgamation.

### List A

**Complexes against criteria developed from pilot at Dorset St./ Mary's Place, and identification of appropriate redevelopment option.**

Address	No. of Floors	Year Built	No. of Blocks	No. of Units	Area	CA Review	Recommendations
St Finbarr's Court	2	1970	2	29 Bedsits	North West	Stage 1 Approved	Demo. & New build
Dorset Street – St. Mary's Place	5	1966	5	107+ 6 bedsits	Central	Stage 1 Submitted	Demo. & New build 3 Phases
Constitution Hill	5	1968	3	60+ 28 Bedsits+ 1 creche	Central	Complete for Stage 1	Amal. + Retrofit + Densification + New Build 3 Phases
Lissadell Road/ Rafter's Lane	2	1952	6	50	South Central	Ready for for Stage 1	Demo. & New build 4 Phases
Gardiner Street	5	1960	1	36+ 2 bedsits	Central	Ready for Stage 1	Amal. + Retrofit + Densification + New Build
Matt Talbot Court	5	1971	3	48+ 24 bedsits	Central	CA Feasibility	Demo. & New build 3 Phases
Dunne Street / North Clarence Street	5	1963	1	11+ 3 Bedsits	North East	CA Feasibility	Demo. & New build Amal. + Retrofit + Densification
	5	1963	2	63	North East		
Tyrone Place	5	1960	3	97	South Central	CA Feasibility	Demo. & New build 3 Phases
Bernard Curtis House	4	1958	5	120	South Central	CA Feasibility	Amal. + Retrofit + Densification 5 Phases

