



**NOTIFICATION TO ATTEND MEETING OF THE HOUSING SPC
TO BE HELD IN THE COUNCIL CHAMBER, CITY HALL, DAME STREET, DUBLIN 2.
ON THURSDAY 10 MAY 2018 AT 3.00 PM**

AGENDA

THURSDAY 10 MAY 2018

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5	Scheme of Letting Priorities	61 - 100
6	AOB	

HOUSING STRATEGIC POLICY COMMITTEE MEETING

THURSDAY 5TH APRIL 2018

ATTENDANCE

Cllr. Members		Officials
Chris	Andrews	Brendan Kenny, Assistant Chief Executive
Janice	Boylan	Tony Flynn, Executive Manager
Christy	Burke	Eileen Gleeson, Director DRHE
Anthony	Connaghan	Mary Flynn, Deputy Director DRHE
David	Costello	Dymphna Farrell, Senior Executive Officer
Patrick	Costello	Mary Hayes, Administrative Officer
Daithi	Doolan	Aisling Browne, Project Estate Officer
Pat	Dunne	Patrick Teehan Administrative Officer
Alison	Gilliland	
Andrew	Keegan	
Ray	McAdam	
Críona	Ní Dhálaigh	
Cieran	Perry	
Éilish	Ryan	
Norma	Sammon	
Sonya	Stapleton	
	External Members	
Aoife	Delaney	Disability Federation of Ireland
Francis	Doherty	Peter McVerry Trust
Pat	Greene	Dublin Simon Community
Aideen	Hayden	Threshold
Kevin	White	Alone
Jill	Young	Irish Council for Social Housing

Apologies

Cllr. Sony Stapleton

Cllr. Ray McAdam

Other Cllrs present:

Ardmhéara Mícheál MacDonncha

Cllr. Gaye Fagan

Others:

1. Minutes of meeting dated Thursday 8th March 2018 and matters arising.

Agreed: Minutes agreed.

2. Chairperson's Business:

Cllr. Daithi and members expressed their gratitude to Dublin Fire Brigade and all concerned for their response to the fire in the Metro Hotel in Ballymun. Cllr. Doolan sought a current update from management concerning families affected by the incident.

Brendan Kenny, Assistant Chief Executive updated members in relation to D.C.C.'s engagement with families to date and the procedure involved.

- **Correspondence**
None received
- **Update on Sub-Groups**
 - **Condensation: Next Meeting 10th April @ 15:00**

3. Scheme of Lettings Priorities – Proposed Revision & Motion in the name of Cllr. Alison Gilliland

Scheme of Letting Priorities – Proposed Revision

Discussion Followed.

Cllr. Gilliland explained the context of Motion.

Discussion Followed.

Agreed: Members agreed to discuss Scheme of Lettings Priorities and Cllr. Alison Gilliland's motion in tandem on the agenda.

Agreed: A report will be prepared in advance of May Housing SPC and that report along with a recommendation from the SPC will go to council for amendment or adoption at the May Council meeting. The SOL group can meet if there is a need once the report has been circulated.

Agreed: Bring the Scheme of Lettings Priorities review to the May City Council meeting.

Agreed: Motion Noted

4. Housing Update Reports

- **Homelessness**

Discussion Followed.

Agreed: Report Noted.

- **Housing Supply**

Discussion Followed.

Agreed: Report Noted.

- **Traveller Accommodation**

Discussion Followed.

Agreed: Report Noted.

5. Emergency Motion in the name of Cllr. Cieran Perry

Cllr. Perry explained the context of Motion.

Discussion Followed.

Agreed: Motion Noted

6. A.O.B.

REPORT TO SPC re Docklands (Part V) – For Noting

Discussion Followed.

Cllr. Doolan extended an invitation to Housing SPC members to attend the launch of the Housing with Supports initiative. Invitation shall be sent to members in due course.

Chair thanked all for their attendance,

Cllr. Daithi Doolan
CHAIRPERSON



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council

Discussion Paper Report

Housing SPC

Date: 10th May 2018

Further Report on Regeneration and Development Proposals for Dublin City Council Apartment Complexes

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Discussion Document

This paper is a discussion document which is in its second iteration following discussion and direction by the members of the Housing SPC. The paper was first presented to the March SPC and has subsequently been updated with particular focus on the funding options for the regeneration of DCC's older 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 to build more and better public housing. Dublin City Council has currently over 6,000 apartments that are built more than forty years ago. Because of its scale this Regeneration Programme has the potential to be the largest such programme in the State.

Under the strategic framework of the National Development Plan, the National Planning Framework, Rebuilding Ireland and 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 Regeneration 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.

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.

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.

Nine sources of public and private finance are analysed in this paper using a Multi-Criteria Assessment. Option 1, which proposes to continue seeking funding from the Department of Housing, Planning and Local Government, was found to be optimal according to this scoring model. The other options are ranked in accordance with their score. The merits of the other options including transferring complexes to approved housing bodies and negotiating with adjacent landowners and leveraging land through long-term leasing are outlined in this paper.

A one size fits all approach to regeneration will not be appropriate. Each apartment complex will be treated as unique and the regeneration delivery and funding mechanism will need to be sufficiently flexible to reflect this.

Because of the scale of the Programme a capital works plan for the next 15 years is envisaged to implement the regeneration of the 6,000 apartments.

Dublin City Council is proposing as part of the Housing Strategy¹ component of the City Development Plan to audit the developmental potential (to achieve greater densities) of the council's apartment complexes and make recommendations on the Council's Capital Works Programme for the period 2018 to 2040.

Rank	Funding Options	Score
1	Continue to seek funding from the Department of Housing, Planning and Local Government	88
2	Negotiate with adjacent landowner	82
3	Transfer some apartment complexes to Approved Housing Bodies	78
4	Leverage land through long term leasing	77
5	Seek funding from the Housing Finance Agency	70
6	Set up an-arms length company to deliver the programme	66
7	Public Private Partnership options	64
8	Partial Land Disposal	60
NA	Seek funding from corporate bonds	NA

Colour	DCC
Green	DCC would have no reservations about this option
Light Green	DCC would consider this option further
Yellow	DCC should investigate further
Red	DCC would have some reservations at present with this option

¹<http://www.dublincity.ie/sites/default/files/content/Planning/DublinCityDevelopmentPlan/Documents/Dublin%20City%20Development%20Plan%202016%20-%202022%20Volume%202.pdf>

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 and Skills, Department of Social Protection, 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 deliver 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?

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

3. Lessons from our previous estate regenerations with regards sustainable communities

Lesson 1: New Bricks and Mortar is not sufficient to sustain the regeneration of our estates.

Lesson 2: Local empowerment and capacity building is perhaps the key issue in ensuring sustainability. DCC needs to empower the local community to sustain change over the long term and to be guardians of their own estate and future

Estate regeneration is about reinforcing a sense of community identity, rebuilding social networks, empowering the local community to sustain change over the long term and enabling them to be guardians of their own estate and future.

The local community needs to be involved from the start of the process and supported by the City Council's area and community development staff.

The City Council's local area and community development staff need to develop and sustain the local capacity of the community with regards:

- key project planning skills (reading maps/inputting in the design etc)
- knowledge of the Council and the Department of Housing's approval's system
- how to exert influence over the plans, priorities and actions

Lesson 3: Mixed income estates are more sustainable than equivalents

Why Mixed Income?

One of the biggest challenges facing DCC is the need to provide quality public housing while avoiding contributing to or reinforcing social segregation through the creation of single class segregated estates.

Research by the Irish Housing Unit² (2005) outlined three categories of neighbourhood effects of mono-tenure³ estates:

1 Economic

If households on low incomes are concentrated in an area, money available to support local shops, sports facilities and local commercial services is likely to be scarce.

2 Social

An important aspect of areas dominated by social housing is stigmatisation where residents experience discrimination in such areas as access to credit, education and employment.

3 Community

Where there is a concentration of unemployment and poverty, communities can become inward looking. This can have the effect of reducing wider social networks necessary to access employment and other opportunities, and a lack of working families to act as role models.

The benefits of introducing mixed incomes in existing estates may include:

- More money to support local facilities (shops/leisure facilities/schools etc)
- Improved reputation and confidence in the area
- Greater diversity and respect for differences
- Increased tenant satisfaction

² Norris, M, Mixed Tenure Housing Estates: Development, Design, Management and Outcomes, (2005)

³ report by Clúid on stigma in social housing estates and discusses social mixing:

https://www.cluid.ie/wp-content/uploads/2017/03/Cluid_Changing-Perceptions-report_D6.pdf

4. Dublin City Council's Regeneration Progress

Dublin City Council has made very significant progress over the last 10 – 15 years 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 the 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 imminent on St Mary's Mansions and St Teresa's Gardens.

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

5. 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 B). By virtue of its scale this Regeneration and Development 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, to those on our waiting list and to 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.

6. 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*⁴ 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.

⁴ See <http://npf.ie>

7. Where are we?

- There are over 6,391 units across 109 flat complexes that were built from the 1930s onwards (see Appendix B).
- A high proportion of these buildings are in need of renewal/redevelopment.
- Approximately €30m is spent annually on the reactive maintenance of these complexes.
- The buildings are in general physically solid structures, well located and currently support stable communities.

8. Where are we going?

More and Better Homes

More Homes

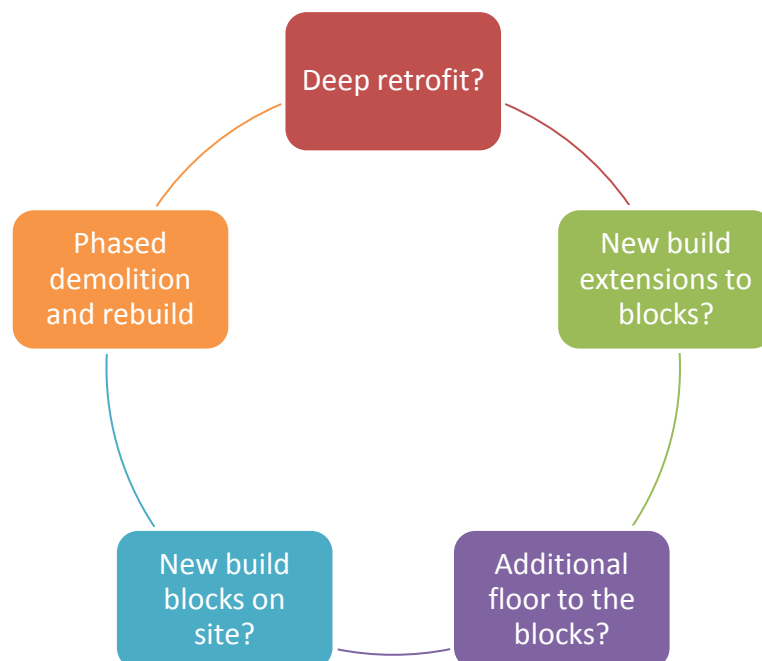
- Increased public housing built on public lands.
- This can be achieved through more efficient and effective use of public lands (much greater densities)

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.

9. How are we going to get there?

- Each site needs to be reviewed in conjunction with elected members and residents. DCC in leading housing led regeneration must also consider strategies to underpin the long-term physical, social and economic regeneration of the areas.
- The following options should be considered for each estate complex on a case by case basis:
 - Deep retrofit?
 - New build extensions to blocks
 - Additional floor to the blocks
 - New build blocks within the site?
 - Phased demolition and re-build



- Recent feasibility studies indicate the cost of deep retrofitting complexes can be as high as demolition and rebuild.

- 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.
- There will be significant challenges in securing funding approval of the scale and magnitude for this Regeneration 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 optimise the full developmental potential of the land.
- 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 throughout the process.

10. Options for funding requirements

In accordance with the Public Spending Code, where a cost benefit analysis approach is required on all projects with a value in excess of €20m, a Multi-Criteria Assessment (MCA) has been undertaken on all identified funding options. The MCA considered all options that had the potential to meet some or all identified Project Objectives.

The primary objective is the funding of additional social housing on public regeneration lands. The high level nature of this assessment reflects the fact that the variables cannot be precisely determined and the measures are therefore based on risks, probabilities and estimations of the in-house multi-disciplinary team. The criteria are designed to attach relative importance to each criterion. The cost to DCC is considered the most important criterion and is given a double weighting. The other criteria are: does the option facilitate ramping up of regeneration; does the option enable DCC to retain control of the land and what is the risk assessment for the option.

The score against each criterion is expressed on the range 0 -10

Table 1. Scoring methodology for each criterion

Score	Ability of the stated option to fulfil a particular criterion
0 -3	DCC would have serious reservations about the potential to achieve this
4-5	DCC would have some reservations about the potential to achieve this
6-7	DCC would have slight reservations about the potential to achieve this
8-10	DCC would have no reservations about the potential to achieve this

Option 1, which proposes to continue seeking funding from the Department of Housing, Planning and Local Government, was found to be optimal according to this scoring model, see section below for details.

DCC needs to consider how any borrowed funds would be repaid?

Differential vs Economic vs Market Rent

Local Authorities charge differential rents (based on tenant's net disposable income) as required by national policy. Differential rents are typically 13-15% of a tenant's net weekly disposable income. DCC's average weekly rent is €62.50. It is not credible for DCC to seek borrowings from financial institutions citing differential rents income alone as a basis for repayment of the loan.

Market rent is the rent that a landlord will secure through demand and supply levels for rented accommodation in a given location.

Economic rent is the amount required to meet the cost of provision including maintenance of the housing unit.

To enable DCC to raise/borrow finance, some form of state funding of the wedge between differential and economic rent is required on an ongoing basis for the term of the loan. This could be similar to the Payment and Availability Agreement that Approved Housing Bodies receive which is approximately 90% - 95% of market rent for the term of the loan.

10.1 Continue to seek funding from the Department of Housing

Dublin City Council will continue to submit proposals to the Department of Housing, Planning and Local Government. State funding for replacement housing is likely to be challenging as the primary focus appears to be on new builds. However, such funding should be more available where we are going to achieve a significantly higher density on Regeneration sites and as other opportunities for new build in the city dry up i.e. shortage of other building land.

We may need to consider more creative ways of sourcing the finance for this programme. This will most likely necessitate funding solutions from a combination of public and private sources or the use of innovative funding mechanisms previously unexplored in Dublin for example, those which constitute best practice in comparable EU cities (see Section 11).

The main benefit is the City Council can avail of up to 100% capital grant funding and there is no borrowing or repayments required. It should be noted that DCC may not always get 100% of the costs and does top-up the grant funding with funding from its own resources in some cases. For example the Department has capped expenditure on Community Facilities and DCC provides the balance from its own resources.

The main risk to this option that has been identified is that State funding for housing will be on new builds and not replacement housing.

Table 2. First option: continued departmental funding score

Option 1.	Continue to seek funding from the Department of Housing, Planning and Local Government			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	10	100%	4	40
Facilitate ramping up of regeneration programme	8	80%	2	16
DCC retain control of lands	10	100%	2	20
Risk assessed	6	60%	2	12
Total				88

10.2 Seek funding from the Housing Finance Agency

The HFA generates funding through a number of sources including the National Treasury Management Agency (NTMA), Local Authorities (LA's), the European Investment Bank (EIB) and the Council of Europe Development Bank (CEDB). EIB and CEB funding is available to the HFA subject to the end projects meeting certain conditions: primarily the development of new housing or regeneration of existing housing stock which includes improved energy efficiency.

The Housing Finance Agency (HFA) has confirmed that they view Dublin City Council as a relatively safe proposition for lending and are willing to collaborate.

The most efficient method for the HFA, DCC and DHPLG to proceed would be as follows:

1. DCC to identify a project requiring finance
2. HFA to lend up to 100%
3. DHPLG agrees to underwrite an adjusted Payment and Availability (P&A) Agreement between DCC and HFA for the term of the loan.

Outcomes

- HFA finances the project
- DCC gets finance
- DHPLG pays a lower P&A agreement to DCC than to AHB (because the interest rate is lower)

Constraints

- Payment and Availability Agreements are currently only available to AHBs
- In the absence of DHPLG agreement to extend the P&A model to local authorities, it would not be feasible for any local authority to pay back the finances from differential rents alone and some form of subsidy would be required.
- Due regard should be given to the availability of a borrowing envelope required for the proposals under review. This may, or indeed may not be available and until confirmed cannot be assumed. The value of the local authority borrowing envelope for non-housing and housing purposes is limited. This is a more critical issue than the availability of funds for loan from the HFA.

Risks

The main risk identified is the risk of repayment default and the impact DCC's borrowing could have on its other services.

Financial Prudence:

DCC should avoid incurring further debt given its current housing indebtedness of over €500 million. Given DCC current indebtedness to the HFA, this should not be increased further without serious consideration of the other funding options.

Table 3. Second option: HFA funding score

Option 2.	Seek funding from the Housing Finance Agency			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	6	60%	4	24
Facilitate ramping up of regeneration programme	10	100%	2	20
DCC retain control of lands	10	100%	2	20
Risk assessed	3	30%	2	6
Total				70

10.3 Seek funding from Corporate bonds

European Housing Associations that have raised bonds on the financial markets are interested in collaborating with the City Council on this Regeneration Programme.

Corporate bonds are a way for a company to raise debt for unspecified operational purposes. They can be issued in many forms but all bonds are essentially promises to pay back both the principal debt and a return to the purchaser over a defined period of time. Generally bonds pay a fixed rate of interest and over a relatively long period (15 -25 years) and are often traded, providing the added advantage of liquidity to investors.

Constraint

The Local Government Act 2001 removed the capacity of Dublin City Council to issue bonds. Previously DCC held this capacity, principally through Acts in the 1960's. As part of the work programme of the Finance SPC, representations have been made to the Department of Finance for DCC to be facilitated to issue a municipal bond, for housing purposes. This was refused as was the proposal that the NTMA issue a bond on DCC's behalf, again for housing purposes.

Further investigation is warranted for DCC to understand whether or not the 2001 Act precludes DCC engaging with bonds as a source of funding. Also this option does not address how this funding would be repaid.

A bond issue is a form of borrowing and should be compared with other forms of borrowing to establish whether there is benefit in securing funds through a bonds issue rather than a grant/bank loan.

Given the restrictions applying to all borrowing (i.e. bank loans and bonds), there would not seem to be a valid basis to pay an additional premium for funds secured through a bond issue.

Option 3. A meeting is provisionally scheduled in June 2018 with a European Housing Association to be informed of experience in other jurisdictions.

10.4 Set up an arms-length company to deliver the programme

Arms-length management organisations (ALMO's) were first established in the UK in 2002; there are now 33 ALMO's managing over 450,000 properties across 36 local authorities. For example, in London the following ALMO's operate;

- Barnet Homes - 15,706 units
- CityWest Homes - 21,150 units
- Homes for Haringey - 20,441 units
- Lewisham Homes - 17,909 units
- Sutton Housing Partnership - 7,419 units
- Tower Hamlets Homes - 21,099 units
- Kensington & Chelsea TMO - 9492 units

The ALMO model allows social housing investment without completely passing ownership of housing stock out of council control. One third of board members are council tenants with the remaining positions filled by serving councillors and independents, often with business and housing experience. This structure enables organisations to access housing expertise, retain a relationship with their parent councils as well as guaranteeing tenants an important voice at a senior level.

There are examples of arm's-length companies in Dublin that have had a redevelopment/regeneration brief:

- Dublin Docklands Development Authority
- Ballymun Regeneration Limited
- Grange Gorman Development Agency
- Temple Bar Cultural Trust

The main risks identified relate to issues of control and transfer of assets that would need to be seriously considered before establishing such a company.

The other issue is how will funds be repaid?

However, the fundamental question is *why* set up an arm's-length company if the cost of borrowing increases as a result?

Financial institutions view Dublin City Council as a more favourable lending proposition than an arm's-length company and the interest rate offered will reflect this.

Table 4. Fourth option: ALMO model score

Option 4.	Set up an-arms length company to deliver the programme			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	6	60%	4	24
Facilitate ramping up of regeneration programme	10	100%	2	20
DCC retain control of lands	7	70%	2	14
Risk assessed	4	40%	2	8
Total				66

10.5 Investigate Public Private Partnership options

Dublin City Council has had mixed fortunes with Public Private Partnerships (PPPs). The collapse of a number of prominent PPPs in the last decade seems to eclipse the transformation of Fatima Mansions into Herberton and the current development at Charlemont Street.

The SPC agreed a motion on the 8th March 2018 that “Public lands should only be for Public Rented Housing”. This would preclude the traditional PPP model (which delivered the transformation of Fatima Mansions into Herberton, the current development in Charlemont Street and will deliver the three Housing Land Initiative Sites, namely: O’Devaney Gardens, St Michael’s Estate and Oscar Traynor Road) but would not preclude the model currently used in the planned development of social units in Scribblestown and Belmayne. The latter were announced in October 2015 of a plan to build 1,500 social housing units at six different sites in five different local authority areas through a public private partnership (PPP). Two-and-a-half years later, the contract for the first batch of 500 units - valued at €100m - is still under negotiation with a short list of contractors.

The challenge will arise where DCC owns a large tract of land and wants to ensure a mixed income and sustainable community; it will be just left with the option of social and affordable rented accommodation.

Public Private Partnerships have been formally recognised in the UK through the National Audit Office (NAO) as being high risk and are not recommended to be entered into by local authorities. The experience of UK local authorities merits further investigation.

Constraints:

In terms of procurement, this is the slowest and most expensive way to build housing.

The contracting authority effectively pays a premium for deferring payment and extending out the contracts for many years.

The bigger the contracts the longer they take.

In large outsourced contracts, the government department or agency may have little if any control over who those subcontractors are and weighing up their record on safety, or

employment practices, or construction quality or their local labour policies. When control of the supply chain is outsourced it is often entirely driven by price. This leaves us exposed to another Carillion type collapse.

PPPs were established here on engineering contracts: on a roads contract there are fewer things to go wrong, it is easier to assess future costs, they are lower risk.

But housing projects are far more complex, construction risks and future costs are difficult to price. So bidders walk the line between risking their business if their estimates are inadequate or charging a premium to cover all eventualities.

The complexity of construction contracts and their long-term nature brings a significant amount of risk. But what the Carillion experience shows is that risk is never really outsourced because ultimately it can fall back on the taxpayer.

Table 5. Fifth option: PPP model score

Option 5.	Public Private Partnership options			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	6	60%	4	24
Facilitate ramping up of regeneration programme	9	90%	2	18
DCC retain control of lands	6	60%	2	12
Risk assessed	5	50%	2	10
Total				64

10.6 Partial Land Disposal

The City Council should be reluctant to sell or transfer any public land. In the UK the following three mechanisms are generally used by local authorities, often in combination with Approved Housing Bodies (AHB's):

1. Unconditional land sales
2. Conditional land sales
3. Development Agreements

The challenge/risk of using land sales at the early stages of estate regeneration is that it tends to centre on the loss of control on the part of the local authority and wider community. A parallel example would be the NAMA sales to companies that have failed subsequently to develop the land. A land sale could be considered in the context of DCC having completed a significant proportion of development on the site for public housing and in the absence of alternative funding is seeking to finance vital community services/infrastructure via disposing of a proportion of the site.

Development agreements can be used to help the local authority retain some controls but the use of these contractual agreements can lead to difficulties in ensuring that all scenarios can be equally planned for and that land value is fairly apportioned. Furthermore, development agreements can also be complex for a local authority to procure and usually require an OJEU Competitive Dialogue process. In addition, in many cases the actual development within the 'red line' of the project boundary will be influenced by regeneration activities that are taking place outside of it. This infrastructure investment can be very challenging to capture.

Table 6. Sixth option: land disposal score

Option 6.	Land Disposal			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	6	60%	4	24
Facilitate ramping up of regeneration programme	10	100%	2	20
DCC retain control of lands	4	40%	2	8
Risk assessed	4	40%	2	8
Total				60

10.7 Leverage land through long term leasing

The City Council should be reluctant to sell or transfer any public land. It should endeavour to lever the value of the land without disposing of its interest in the land.

In the UK, some high profile housing regeneration schemes are being facilitated through the use of institutional investment in long leases, sometimes referred to as ‘income strips’.

‘Income strip’ relates to a forward funding deal where an investor and a developer deliver new homes (e.g. rental units) on an estate regeneration site. DCC/AHB commits to the development by agreeing to taking on a long lease on the units (say 35 to 45 years). At the end of the lease term the homes revert to DCC (the freeholder).

The benefit for the investor is they acquire an income from the asset for an extended period. The benefit for DCC would be that residential units are developed on the basis of a revenue commitment (via AHB) as opposed to a capital sum.

An example of this is the Thames View estate in Barking and Dagenham⁵.

The ‘Legacy’ development vehicle (led by former English soccer players and headed by Rio Ferdinand) is based upon this model.

The Legacy Funding Model

1. The Freehold is retained by the Local Authority.
2. Leasehold for 45 years issued by Local Authority to an investor.
3. Development is funded by investor at their own risk.
4. Net rental income paid directly to Local Authority by tenants.
5. Local Authority pays a proportion of that rent to investor.
6. After lease has expired, LA retains entire built site.
7. The Local Authority can retain asset and have an income stream or alternatively can trigger the right to buy and sell units and keep all proceeds.

⁵ See <https://vimeo.com/163024972>

Table 7. Seventh option: long term leasing score

Option 7.	Leverage land through long term leasing			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	7	70%	4	28
Facilitate ramping up of regeneration programme	9	90%	2	18
DCC retain control of lands	8.5	85%	2	17
Risk assessed	7	70%	2	14
Total				77

10.8 Transfer some apartment complexes to Approved Housing Bodies

Approved Housing Bodies (AHBs) have been, and continue to be, a key mechanism for the Department of Housing, Planning and Local Government to implement its Housing Strategy. The Government's Social Housing Strategy 2020 *“places AHBs at the heart of social housing provision in the coming years, with a view to the sector expanding significantly and playing a lead role in the delivery and supply of new social housing.”*

AHBs, as private non-profit bodies offer accommodation, similar to private landlords, to low-income households in need of housing.

Currently, AHBs are classified as private non-profit controlled institutions.

What sources of finance are available to AHBs?

There are two primary funding mechanisms provided by the Department of Housing, Planning and Local Government to facilitate the construction or acquisition of properties for social housing purposes by AHBs.

Under the **Capital Assistance Scheme (CAS)**, funding of up to 100% of project costs may be advanced by local authorities to AHBs to provide accommodation for the elderly, homeless and people with disabilities.

The Department of Housing, Planning and Local Government also provides financial support to AHBs in the form of a long term loan under the **Capital Advance Leasing Facility (CALF)** to assist with the financing of the construction or acquisition of units that will be provided for social housing use. This loan facility can support up to 30% of the eligible capital cost of the project, where the units will be provided by the AHB under long-term lease arrangements (known as Payment and Availability Agreements and funded by the Social Housing Current Expenditure Programme (SHCEP)) to local authorities for social housing use.

Both schemes are administered by local authorities, and funding advanced to AHBs is subsequently recouped from the Department of Housing, Planning and Local Government in line with the terms and conditions of the relevant scheme. A Section 183 by the Council to dispose of the lands is also required.

What are the implications of Central Statistics Office’s Review of Sector Classification of Approved Housing Bodies (December 2017)?

The Irish Council for Social Housing stated in December 2017 that the decision to reclassify 16 large housing associations as bodies controlled by the Government could threaten their ability to borrow money to build thousands of rental homes. The implications of the CSO’s recommendation to Eurostat may be significant for housing associations.

Under the Rebuilding Ireland programme, the large housing associations – known as Tier 3 bodies and each controlling more than 300 houses – are expected to build up to 15,000 houses by 2021.

The CSO felt that the housing bodies have independent governance structures, but they fell down on “finance and control”. The decision could limit their ability to fund construction through borrowings from banks or credit unions and create uncertainty for building programmes.

What are the benefits and constraints of DCC giving a housing regeneration project to an AHB?

Benefits

- Additional mechanism to increase supply of social housing in DCC’s area
- AHBs (unlike LA’s) can avail of the Payment and Availability Agreement underwritten by the Department of Housing, Planning and Local Government
- Some positive examples of sustainable refurbishment
- AHBs have ramped up their stock since the 1980s

- Perceived to be efficient landlords
- Specialised staff
- AHBs assume project risks

Constraints

- Transfer of public lands to a third party private non-profit controlled institution
- Long term housing function of DCC?
- Capacity to fulfil a programme of this scale would have to be considered
- Considered to be on balance sheet in the future?
- Views of existing DCC tenants who may be reluctant to move to an AHB
- Tenants have no right to buy

Table 8. Eighth option: transfer some stock to AHB score

Option 8.	Transfer some apartment complexes to Approved Housing Bodies			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	9	90%	4	36
Facilitate ramping up of regeneration programme	8	80%	2	16
DCC retain control of lands	5	50%	2	10
Risk assessed	8	80%	2	16
Total				78

10.9 Negotiate with adjacent landowner

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.

DCC should examine the potential opportunity of liaising with adjacent landowners. In particular, DCC should examine the potential of collaborating with the following:

- Health Services Executive
- Coras Iompar Eireann (CIE)/Dublin Bus
- Religious Institutions
- Educational Institutions and the Department of Education
- Private Developers
- NAMA

In the UK, Transport for London (TfL) is to build 10,000 homes across the capital during the next decade as it turns to property development to raise £1bn of funding for the capital's Underground system, trains and buses. The group that runs London's public transport network has shortlisted 75 sites, spanning 300 acres in total, to use for building homes, as well as office and retail space.

CIE is currently partnered with a commercial property development company to redevelop lands it no longer requires for transport purposes. DCC has occupied apartment complexes on lands that adjoin CIE lands and the opportunity for a future joint venture with CIE exists.

An agreement with an adjacent landowner could benefit DCC if agreement could be secured re delivering additional housing units.

Table 9. Ninth option: negotiate with landowner score

Option 9.	Negotiate with adjacent landowner			
Criteria	Score 0-10	% Score	Weight	Weight Score
Cost to DCC	10	100%	4	40
Facilitate ramping up of regeneration programme	9	90%	2	18
DCC retain control of lands	5	50%	2	10
Risk assessed	7	70%	2	14
Total				82

11. Summary Analysis

Table 10. Score review of all nine stated options

Rank	Funding Options	Score
1	Continue to seek funding from the Department of Housing, Planning and Local Government	88
2	Negotiate with adjacent landowner	82
3	Transfer some apartment complexes to Approved Housing Bodies	78
4	Leverage land through long term leasing	77
5	Seek funding from the Housing Finance Agency	70
6	Set up an-arms length company to deliver the programme	66
7	Public Private Partnership options	64
8	Partial Land Disposal	60
NA	Seek funding from corporate bonds	NA

Colour	DCC
	DCC would have no reservations about this option
	DCC would have slight reservations about this option
	DCC would consider this option further
	DCC would have some reservations at present with this option

12. Comparative cities with innovative best practice:

1. Cost Rental

An alternative for DCC would be to support the provision of affordable cost rental housing. Cost rental systems are well-established in other countries such as Denmark and Austria. The rent charged would be a mid market rent. i.e. somewhere between differential rent and market rent.

The City of Vienna is recognised as the global innovator with regards cost rental housing. Alternative models can be viewed in Glasgow and Edinburgh.

2. Approved Housing Body Led Regeneration

Glasgow is a leading example of what can be achieved via Approved Housing Body, stock transfer and raising bonds on the international finance markets.

Glasgow City Council and house builder Keepmoat have just agreed a deal to build 826 new homes in one of the city's key regeneration areas. More than three quarters of the new homes (628) in the Sighthill Transformational Regeneration Area (STRA) will be for private sale. The remaining 198 will be for 'mid-market rent' and will be let by Glasgow Housing Association (GHA).

The STRA programme is being delivered by a partnership between the city council, Scottish Government and GHA. It has received funding from the Glasgow City Region City Deal. The 10 year programme will involve a €250m investment into the area in the north of the city.

3. Perimeter Design of Public Housing

With regards the technical design of the perimeter of the apartment complex and its street and internal courtyard treatment, our Architects Division cite Amsterdam city as a model of best practice.

4. Euro-cities Conference on Financing Affordable Housing

Dublin City Council is hosting an international conference on the 19 and 20 June 2018. This event is being co-ordinated by Dr Dáithí Downey and his research team. Invitations will issue shortly to the Housing SPC members.

13. Recommendations:

The multi-disciplinary project team (already in place) headed up by Darach O'Connor, Senior Executive Officer :

- (a) Issue a tender to review the development potential of all housing apartment complexes across the five administrative areas
- (b) Meet with councillors across the five area committees to discuss a rolling implementation plan
- (c) agree a capital work programme for the city and its delivery mechanism
- (d) seek interaction/learning/collaboration with cities of best practise
- (e) report back to the Housing SPC on an ongoing basis.

Brendan Kenny
Deputy Chief Executive

Tony Flynn
Executive Manager

10th May 2018

14. Appendices

Appendix A:

**Draft tender brief for City Housing Development Potential and Regeneration
Implementation Plan**

May 2018

Appendix B:

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

Location	Area	Year	No. 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)

Location	Area	Year	No. of apartments
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	No. 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)

Location	Area	Year	No. of apartments
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)

Location	Area	Year	No. of apartments
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

All Apartment Complexes Over 40 Years old (Incl. S/C)

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



Housing Strategy Update 2015-2017

1. Executive Summary:

This report gives a summary overview of the scale and extent of both public housing and accommodation delivery by Dublin City Council as well as private housing development over the period 2015 to 2017. In doing so it includes data on all categories of social housing option delivered by Dublin City Council over this period that resulted in new tenancies for households assessed as being in housing need and placed accordingly on the DCC social housing waiting lists. It also includes data on new housing supply from Dublin City Council planning permissions granted within the same period.

Data from two general sources in DCC for the period 2015 to 2017 is presented. Firstly, data on the delivery and use of new DCC public housing units and on the establishment of new tenancies in both public and privately owned housing units for eligible persons on DCC's social housing waiting lists is sourced from DCC Housing and Community Services Department. Secondly, data on the extent and nature of DCC planning permissions granted for development, including residential development is sourced from DCC Planning Department.

Available data confirms a year-on-year increase over the period 2015 to 2017 in DCC's provision of housing options that have resulted in lettings to eligible households on DCC's social housing waiting list. The provision of lettings rose from 1,689 (in 2015) to 2,415 (in 2016) and to 4,373 (in 2017). **The total for lettings over the period is 8,477 households.**

The primary source of new lettings is private rental housing registered under the Housing Assistance Payment Scheme. This represents 42 percent of all lettings over the period. The remain balance comprises 34.5 percent of lettings being social tenancies in renovated and retrofitted public housing units restored to use and 23 percent of lettings being social tenancies in new build public housing units arising from Part V agreements, Rapid Build programme and completions of new developments in each respective year over the period.

Over the period, a total of 1,228 housing units and 3,211 apartments have been granted permission in DCC. 455 new residential units have been permitted under the provisions of Part 8 and 7,055 student bedspaces have been permitted.

2 Social Housing Provision

2.1 Overview of the categories of social housing options enumerated:

There are seven distinct categories of social housing options enumerated in this data. They are as follows:

1. New build housing for public rental and use as social tenancies by DCC (i.e. including the Rapid Build housing programme and new housing delivered *via* Approved Housing Bodies developments (AHB) to which DCC has full nomination rights for social tenancies);
2. New build housing delivered to DCC for public rental use and letting as social tenancies under Part V arrangements (Planning and Development Act, 2000) (as amended);
3. Existing DCC public housing units renovated, retrofitted and returned for use and letting as social tenancies by DCC;
4. Existing private housing units purchased for use and letting as social tenancies by DCC (including units acquired under the Buy and Renew Scheme);
5. Existing private housing units repaired and leased for use and new letting as social tenancies by DCC;
6. Existing private housing units and established private tenancies registered with DCC under the Housing Assistance Payment (HAP) scheme; and
7. Existing private housing units and new private tenancies registered with DCC for formerly homeless households under the Homeless HAP scheme.

2.2 The distinction between new housing and new tenancies

It is important to understand the clear distinction made here between new housing supply for use and letting as social tenancies and new tenancies (social and private) supplied under DCC's social housing options in existing housing stock in both public and private ownership.

New housing supply refers here to all newly constructed dwellings in public ownership (i.e. DCC and Approved Housing Bodies) and provided as social tenancies. This includes all new dwelling units provided by Approved Housing Bodies in DCC's area to which DCC retains full nomination rights for households assessed as being in housing need and placed accordingly on the DCC social housing waiting lists.

New tenancies supplied in existing housing stock in both public and private ownership result from the additional social housing options delivered by DCC as per national housing policy and refers to the following tenant households:

- a) Public housing tenant households with social tenancies resident in newly renovated/ retrofitted public housing units that have been returned to use by DCC;
- b) Private housing tenant households in receipt of long-term income maintenance support (under the Supplementary Welfare Assistance rent supplement payment) who transfer to DCC for registration under the Housing Assistance Payment (HAP) scheme.

- c) Private tenant households who have exited homeless emergency accommodation and are supported under the terms of the Homeless HAP operated by DCC for the Dublin region¹

2.3 Summary data on DCC housing provision, 2015 to 2017

Table 1 below confirms a year-on-year increase over the period 2015 to 2017 in DCC's provision of housing options that have resulted in lettings to eligible households on DCC's social housing waiting list.

Available data confirms a year-on-year increase over the period in DCC's provision of housing options from 1,689 lettings (in 2015) to 2,415 lettings (in 2016) and to 4,373 lettings (in 2017). The total for lettings over the period is 8, 477 households.

The primary source of new lettings is private rental housing registered under the Housing Assistance Payment Scheme. This represents 42 percent of all lettings over the period.

The remaining balance comprises 34.5 percent of lettings being social tenancies in renovated and retrofitted public housing units restored to use and 23 percent of lettings being social tenancies in new build public housing units arising from Part V agreements, Rapid Build programme and completions of new developments in each respective year over the period.

Table 1: DCC housing provision resulting in lettings to eligible households, 2015 to 2017

Year	2015	2016	2017	Total for Period
1. New Build incl. Part V & Rapid Build	565	558	820	1,943
2. Renovation/ Retrofit of Existing Public and Private Housing ¹	1,012	975	934	2,921
3. Leasing/ Letting of Existing Private Housing for HAP ²	112	882	2,619	3,613
Summary Total	1,689	2,415	4,373	8,477

¹ Includes 3 private properties in 2017 under the *Buy and Renew* Scheme. The balance remaining are all DCC properties brought back into use.

² Includes new tenancies for formerly homeless households: 112 tenancies in 2015; 934 tenancies in 2016 and 1,579 tenancies in 2017.

Figure 1 (below) gives data on all DCC's new build housing for public rental and use as social tenancies². The Rapid Build programme was initiated by DCC and from initial delivery of 22 units in 2016, supply rose to 130 units in 2017. New supply under Part V arrangements rose from 25 units in 2016 to 56 in 2017. The rate of completions arising from schemes in development has increased from 565 in 2016 to 634 in 2017.

While absolute figures remain below optimum to meet outstanding demand and housing need, the rate of increase in DCC's new housing supply programme is notable over the period and particularly for the Rapid Build programme. The upward inflection in rates of new supply from 2016 is positive and must be maintained and further enhanced under DCC's overall Housing Strategy, 2016 to 2022.

Figure 1: DCC new build housing for public rental and use as social tenancies (including Part V), 2015 to 2017

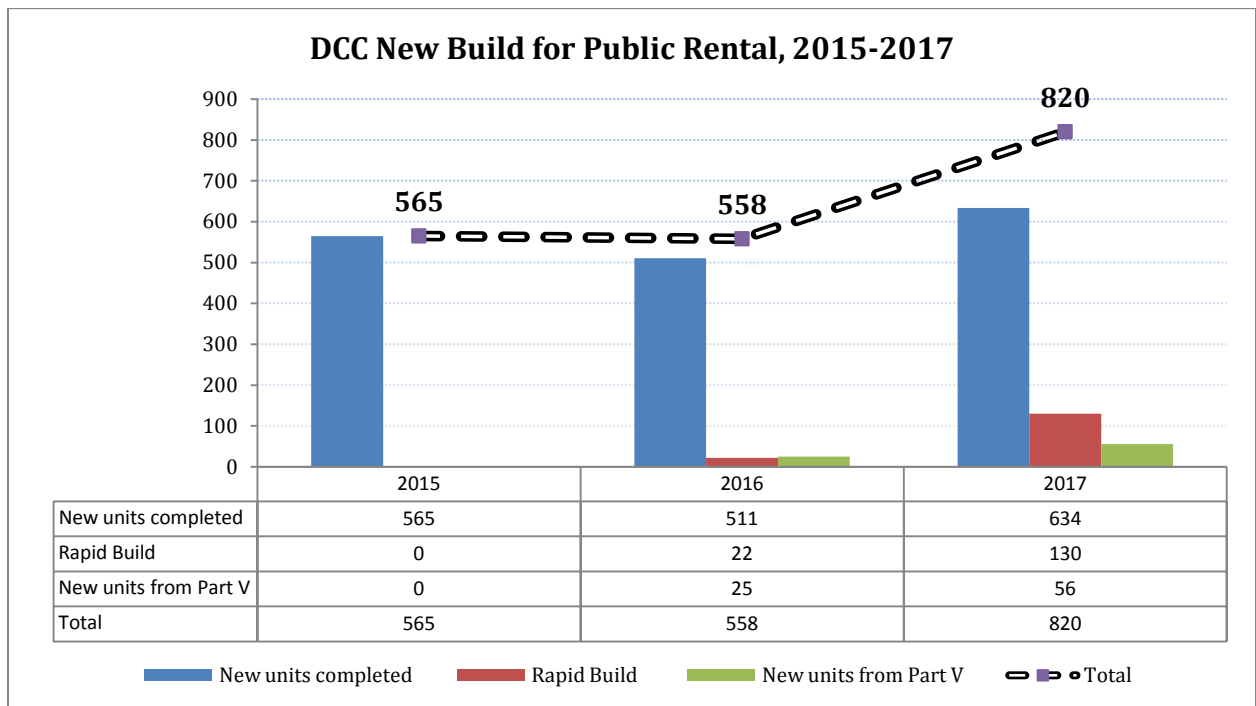


Figure 2 (below) illustrates that over the period to 2017 a total of 2,869 residential properties were made available for social tenancies through renovation and retrofitting³. All of these properties bar three (3) are DCC owned stock that had previously been withdrawn from use.

DCC's positive record of renovating and retrofitting its available, suitable and vacant public housing units has produced additional tenancies for households with priority housing needs. Nonetheless, this is not without consequences to DCC's ability to effectively manage its overall housing portfolio, including impacts on decanting options

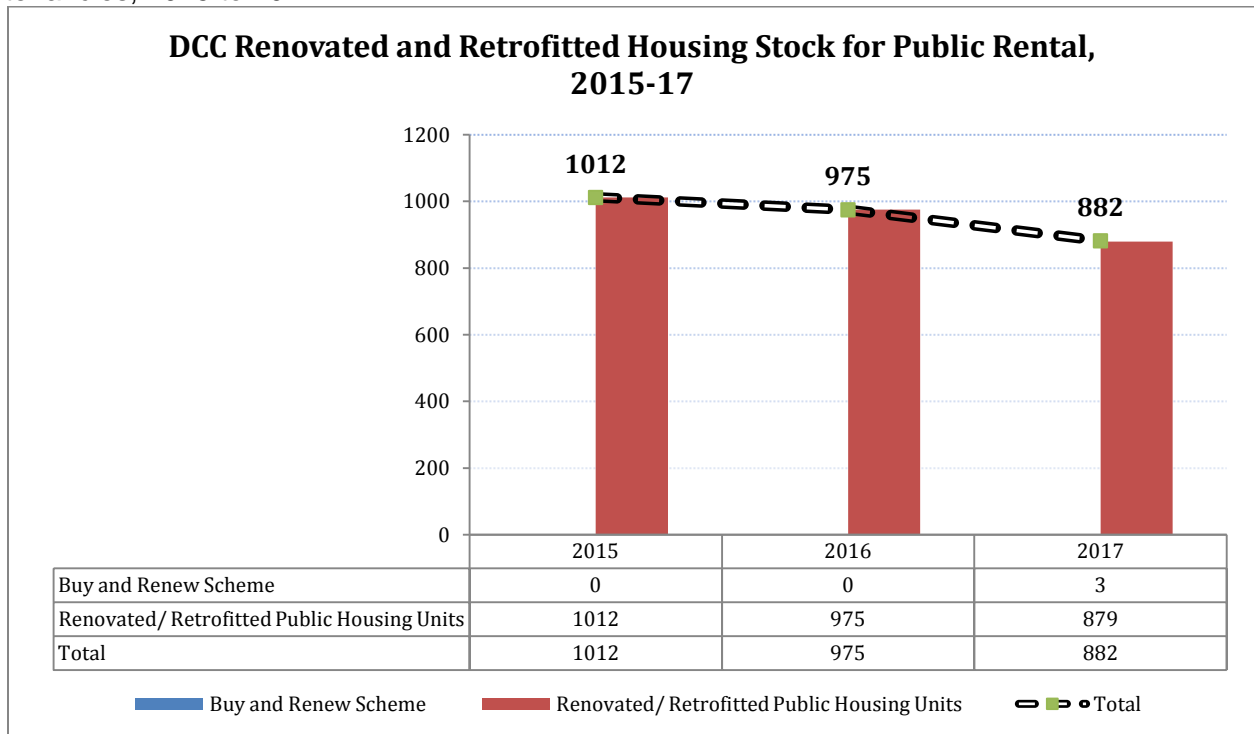
² For social housing option categories 1 and 2 as noted.

³ For social housing option categories 3, 4 and 5 as noted.

for regeneration programmes and for tenants on DCC's transfer list. As scaled up new build public housing provision is being established from 2018, there are concerns over the short to medium term viability and sustainability of the renovation programme to continue to deliver at high rates. Indeed, as available and suitable stock declines, so too has the number of yearly lettings arising over the period. Lettings have declined from 1,012 units in 2015 to 882 units in 2017.

Notwithstanding the fact that fewer so-called 'void' units remain available and viable for this return to use, DDC maintains ambitious targets for ongoing renovation and retrofitting of these residual vacant public housing units.

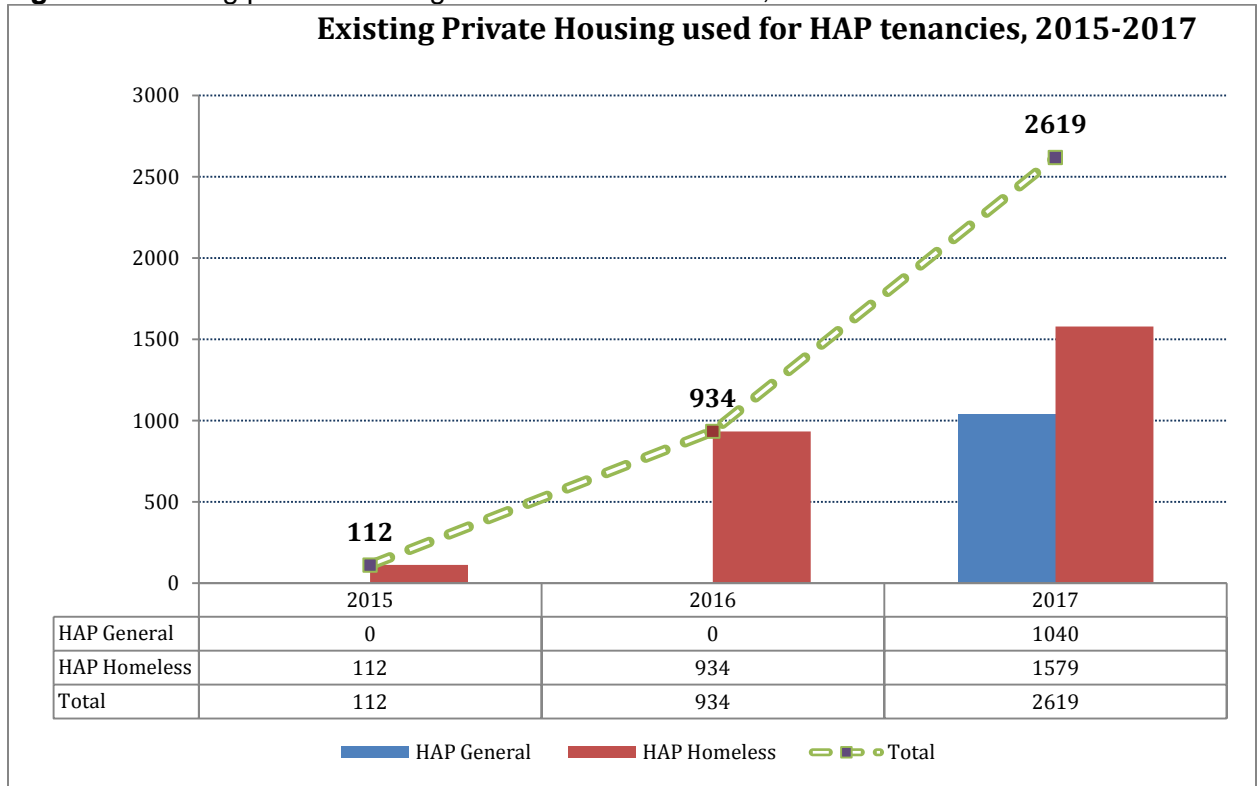
Figure 2: DCC renovated and retrofitted housing stock for public rental as social tenancies, 2015 to 2017



As shown in Figure 3 (below), the period 2015 to 2017 saw a large increase in leased properties made available to eligible households through the HAP scheme. DCC led delivery of the Homeless HAP pilot in Dublin from late 2015 and established 112 new tenancies for formerly homeless households. This rose to 934 new tenancies in 2016.

In 2017 DCC became a provider of the mainstream HAP option for private tenants in receipt of income supports for rent. In 2017, DCC's Homeless HAP continued to provide new tenancies at a higher rate of 1,5709 households while 1,040 existing tenancies were registered DCC for HAP. Combined, both the Homeless HAP and mainstream HAP produced 2,619 tenancies in 2017.

Figure 3: Existing private housing used for HAP tenancies, 2015 to 2017



3 Residential Planning Permissions 2015 - 2017

The Dublin Housing Taskforce reports on activity relating to large scale residential developments in the Dublin Region. This is a snapshot of activity and Table 2 below shows the level of activity from Q1 2016 to Q4 2017 in the Dublin City Council functional area.

Table 2 Large Scale Residential Developments as returned to the Dublin Housing Taskforce

	Total Number of Permitted Units		Total Number of Units Built to Date		Total Number of Units Under Construction		Total Permitted but not Commenced	
	Houses	Apartments	Houses	Apartments	Houses	Apartments	Houses	Apartments
Q1 2016	1870	3688	104	18	420	675	1346	2995
Q2 2016	1823	3916	383	100	288	820	1152	2996
Q3 2016	2169	4608	438	62	288	901	1443	3645
Q4 2016	2285	5011	421	48	341	843	1523	4120
Q1 2017	2245	5769	439	48	611	1313	1195	4408
Q2 2017	1958	5791	193	48	670	1248	1095	4495
Q3 2017	1976	6196	289	48	682	1643	1005	4505
Q4 2017	1911	7051	365	48	599	2004	947	4999

Source: Returns to the Dublin Housing Taskforce

This data does not include permissions under 10 units, part 8 proposals, voluntary sector or student housing.

Figure 4 below illustrates the total number of residential units approved by DCC Planning Department that include residential uses, as per the returns to the CSO.

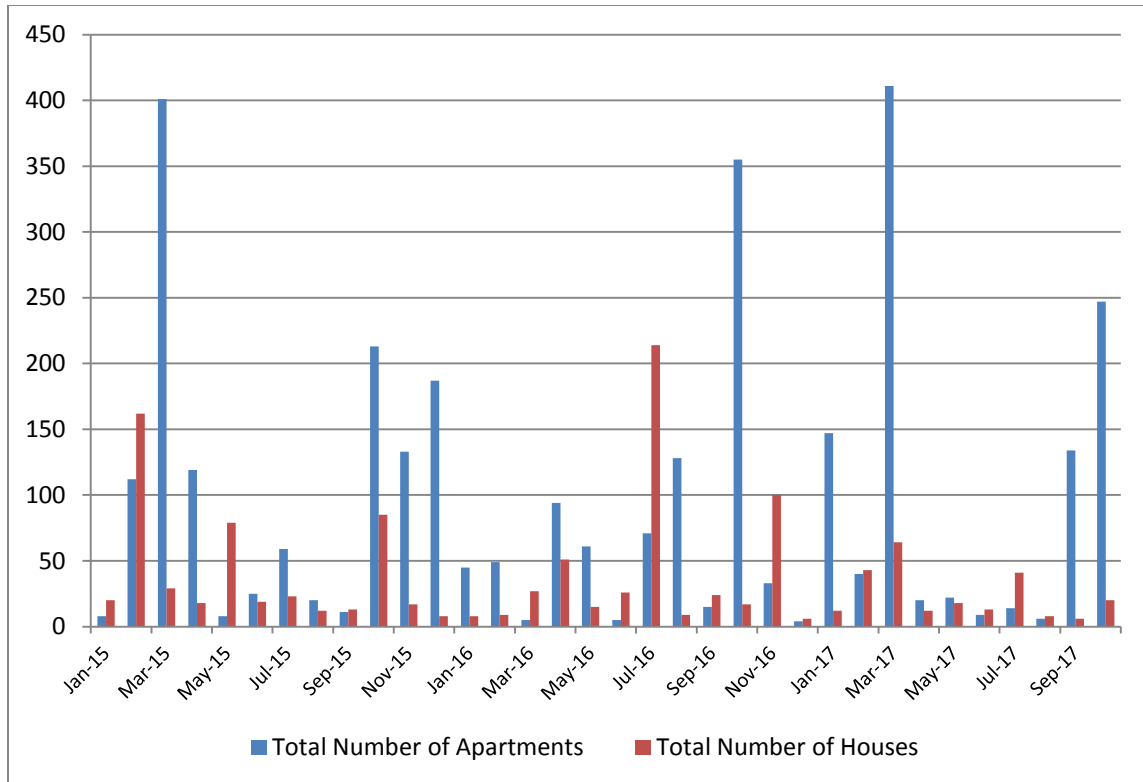


Figure 4: DCC planning permissions for residential development

Over the period 2015 to 2017, a total of 1,228 housing units and 3,211 apartments have been granted permission in the DCC area.

The number of apartment units with planning approval fell from 1,296 in 2015 to 865 in 2016 but rose again to 1,050 in 2017 (up to October of that year). There was a marginal increase in the number of housing units from 485 in 2015 to 506 in 2016. This fell to a total of 237 in 2017 (up to October of that year).

In relation to other residential activity taking place in the DCC area, Table 3 provides an indication of the number of residential units delivered by Part 8 permissions in the period January 2015 to October 2017. Although this can be in the form of both amalgamations of existing de-tenanted units and new build, it can be seen that 455 new units have been permitted in the last two years.

Table 3: Part 8 residential units permitted

2015	89 (0 new, all amalgamations)
2016	112 (102 new)
2017	374 (353 new)

Student accommodation activity is indicated in Table 4 and it can be seen that there are a significant number of bedspaces permitted in Purpose Built Student Accommodation in the period Jan 2015 to October 2017. This represents a significant addition to the student residential offer and is anticipated to have a positive impact on the private rental sector by virtue of movement from private rental into purpose built accommodation.

Table 4: Student Bedspaces Permitted

2015	1378
2016	3934
2017	1743

John O'Hara
A/City Planner
20th February 2018



This report is similar to the reports already submitted to this Strategic Policy Committee (SPC) on the proposed Review of the Allocations Scheme. It forms the basis of the final report that it is being submitted for approval of Elected Members at the May (14th) meeting of the City Council. It does include an addendum document on the proposals around Homelessness arising from the Notice of Motion by Councillor Alison Gilliland which was agreed at the April SPC meeting.

Report on the review of the Scheme of Lettings

Section 22 of the Housing (Miscellaneous Provisions) Act 2009 requires housing authorities to make an allocations scheme determining 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. *Sub-Section 22 (9) allows for a review of the scheme by the Elected Members of the Local Authority, for its amendment or for a new scheme*

The setting of income levels on qualification for inclusion on the assessment of housing need is a national issue and any changes to those income levels is a matter for the Department of Housing, Planning and Local Government and is outside the control of Dublin City Council and this review. This is the first review of this Scheme, which was adopted in 2014. The Scheme was however amended in 2017 to include provision for the Housing Assistance Payment (HAP) Scheme.

It is essential at a time of very limited supply, that such a Scheme reflects as much fairness as possible for all applicants on the Housing and Transfer Lists and to avoid any unintended implications from any of the various provisions in the scheme.

A scheme of lettings sub-group of the Housing Strategic Policy Committee was established some months ago and met on several occasions with additional feedback by email submissions. Elected members of the City Council have very significant direct experience in the operation of the Scheme of Letting Priorities. In addition the issues involved have received very significant consideration and reflection from Management in the City Council and in the Dublin Region Homeless Executive.

There is considerable expertise and experience built up over many years on Housing and Homelessness in both DCC and the DRHE with staff in the Central Placement Service (CPS) and the Housing Allocations/Housing Welfare Service having the greatest interaction of all with homeless households in Dublin on a daily basis.

The process was also assisted by the experienced research team which is part of the DRHE.

We also received and considered representations on the review from Focus Ireland and we have discussed the issues raised with them on a number of occasions. We welcome their input.

A number of key themes have emerged in the course of consultation and consideration/reflection. These are developed below:

Homelessness:

Dublin City Council is proposing to continue assessing homelessness as defined in the 1988 Housing 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. (many are much longer on the waiting lists)

As it stands once a family is accepted and assessed as homeless they move onto a separate Homeless Priority List as well as being offered various forms of emergency accommodation. The rationale for the proposed changes is as follows:

1. Dublin City Council provided a higher than ever number of homeless households with social housing in 2017, including 130 Rapid Built homes provided specifically for homeless families and also acquisitions by the National Housing Agency from the various Financial Institutions (Distressed mortgages). We consider that it was the correct response to the housing situation at that time however we need to be equally conscious of the large 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. There is overcrowding in the private sector but also within our own social housing stock that may soon become unsustainable and also 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.
3. 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. Local authorities cannot exercise discretion in relation to income thresholds. It is hoped to address this by directing more housing offers to those qualified for the longest period.
4. The Dublin Region Homeless Executive continually researches 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 may endure a prolonged period in emergency accommodation (particularly in commercial facilities) and not consider alternatives, in order to secure what they believe to be the most sustainable option for their family i.e. permanent social housing. This is completely understandable but DCC does not have adequate housing stock and families may not realise that waiting for a permanent social housing offer given the current numbers in homeless services is likely to take some years.
6. While emergency accommodation options have been enhanced with the introduction of Family Hubs we consider that the Housing Assistance Payment Scheme within the Private Rented Sector has become a much more sustainable option for Homeless Families. Under our proposed changes to the Allocations Scheme families will move more quickly out of HAP and the resultant vacancies will be *back filled* by other Homeless Families.

While it might seem counter-intuitive to cease prioritising homeless families for social housing as in the current Scheme, it is with a view to encouraging shorter stays in emergency accommodation and supporting families to rent independently with enhanced financial and social support.

This will be balanced by significantly increasing the level of allocations to Homeless HAP Band 1 Transfer List.

In summary what we propose for Homeless Families is:

- a) Continuing the provision of emergency accommodation where necessary including Family Hubs.
- b) Continued qualification for the Homeless HAP scheme, with a month's deposit and rent in advance and 50% uplift on existing rent supplement caps;
- c) Retaining their full length of time entitlement on the list when moving onto the Transfer List from a Homeless HAP Tenancy.
- d) Expanded place-finding service to assist families in emergency accommodation to find accommodation under the Housing Assistance Payment Scheme (HAP)
- e) *A much higher proportion of lettings to Band 1 Transfer HAP.***
- f) Continuing to set aside a small proportion of dwellings Under CAS and other housing development schemes specifically targeted at vulnerable homeless households. These will include housing provided by Focus Ireland, Peter McVerry Trust, Dublin Simon, Alone etc.
- g) Homeless Families may apply for medical and welfare priority in the normal way, and we will put greater focus on Homeless families gaining welfare priority through our Housing Welfare Service.
- h) Homeless households reached for offer under the length of time qualified on the list will continue to be offered social housing.

- i) Visiting support varying from intensive and indefinite (Housing First) to time-limited and low-support will 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 these units is based on the length of time homeless and the level of vulnerability to rough sleeping.
- k) Persons of 55 years and over in Section 10 funded services and on the Council's housing list will continue to be prioritised for Older Persons accommodation schemes.

It is very important that I further clarify item (e) above which will confirm that the proposed revision of the scheme will not result overall in Homeless families being de-prioritised.

In 2017 just over 20% (318) of all lettings made by Dublin City Council were to Homeless families and in the context of the proposed revision of the scheme, Dublin City Council will continue to make a similar level of lettings to Homeless families by gradually increasing the proportion of total lettings to families living in Homeless Hap tenancies (Band 1 Transfer List) while continuing to house those existing families with Homeless priority under the current scheme. Overall between these lettings to Homeless families and the Transfer lettings to Homeless HAP residents, Dublin City Council will maintain a target allocation of 21% of lettings to Homeless Families (including this year 2018.)

Any revisions approved to the Allocations Scheme will not be applied retrospectively and they will only become effective after approval by the Elected Members at a full City Council meeting.

- *Please see addendum report at the end of this document for further information on the proposals on Homelessness.*

Children in Shared Custody/Access arrangements:

The issue of children in shared care arrangements being offered separate bedroom accommodation for those children has been considered. While acknowledging these children may have bedrooms allocated to them with their custodial parent all parties agreed that in principle it would be beneficial to provide for overnight access through the provision of extra bedrooms.

However, Dublin City Council is obliged to have regard to the housing available to it and the need to secure the most beneficial, effective and efficient use of such limited stock. Consideration must be given to children in overcrowding situations (Band 2) and families currently in emergency accommodation where children do not have any separate bedroom (Band 1).

The impact of allowing additional bedroom requirements in these cases would 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 supply was not so constrained, Dublin City Council would recommend listing 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 list with a greater need, i.e. bedroom allocated to them, the following should apply:

- a) In general save for particular reasons a child assigned a bedroom with one parent will not be assigned a room with the other for as long as other families with children have no accommodation with separate children's bedrooms.
- b) 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. In determining the most appropriate form of social housing support for a household the council will consider the availability and best use of scarce resources.

This particular issue received much attention and diverse views from members of the Strategic Policy Committee (SPC) and while we are not recommending any real change at this time, it is ultimately a matter for the elected members to decide upon.

Older Persons:

Dublin City Council sets aside a proportion of its stock to cater for the housing needs of older persons.

As an older person is defined in the Housing (Miscellaneous) Provisions) Act 2009 as "65 years or older" it is recommended, *without affecting existing qualified applicants*, that the age of qualification for Older Persons accommodation be raised to **60** (Currently 55) with consideration on application of persons **55** years (Currently 50) 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 (Housing Act) funded Housing.

In a previous era when there was a plentiful supply of suitable housing, Dublin City Council reduced the age of qualification for older persons accommodation (to 55 and 50) but we consider that it is now appropriate to increase both by five years.

We will allow a transitional period of three months before implementing these particular provisions.

Disability:

Dublin City Council will require 5% of all new developments to make specific provision for disability. Dublin City Council under its Capital Assistance Scheme (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.

Appeals:

We have included provision for an appeal of decisions.

Equalisation of Band One:

It is proposed to use the qualifying date for Band 1 as the basis for housing offers. 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.

Young people exiting care.

There is a new provision relating to this important category.

Other changes:

A small number of other changes have been made largely relating to clarifying areas of existing policy e.g. succession of tenancy.

Retrospection:

Any approved revisions to the scheme will **not** be applied retrospectively.

Conclusion:

This important issue has been under consideration now for a long period with extensive input from a range of experts in this field.

The proposed revised scheme (first draft) report was debated comprehensively at the March meeting of the Housing Strategic Policy Committee (SPC) and similarly at the April SPC meeting.

We will now submit this Revised Scheme of Letting Priorities to the Elected members of Dublin City Council for approval at its meeting scheduled for May the 14th.

Brendan Kenny
Deputy Chief Executive
14th May 2018

N.B - This report should be read in conjunction with the Scheme of Letting Priorities Document (attached) where all the material revisions are outlined in yellow print.

See below for Addendum Report on Homelessness Issue.

Addendum to report, Proposals on Homeless Applicants.

The following Notice of Motion in the name of Councillor Alison Gilliland was submitted to the SPC in the course of the debate on the Review of the Scheme of Letting Priorities (Allocations Scheme)

DCC notes the proposed changes in the Housing Allocations System, in particular the changes relating to removal of the Homeless Priority waiting list. DCC also notes the concerns regarding these changes expressed by key organisations working to support and evidence those experiencing homelessness. To ascertain that these proposed changes do not negatively impact on the experience and the opportunity to be housed of those families and individuals who find themselves homeless, DCC will carry out a full Impact Analysis on the proposed changes and present the results for consideration prior to any decision being taken to proceed with the proposed allocations.

At the April meeting of the SPC it was agreed to proceed to the May City Council meeting to seek approval for the proposed revisions to the scheme but that management would further consider the contents of the Motion and prepare an addendum report for the Council meeting (14th May) which could be discussed at the next SPC meeting which will be held on Thursday 10th May.

Housing Management will ensure that an *impact Assessment* of the Changes relating to Homelessness will be carried out by Dublin City Council which will be initiated with effect from the date of implementation and will continue during the 12 months following implementation. This assessment will also examine the opportunities/or lack of for those Households in overcrowded situations. We will report on an ongoing basis to the Housing SPC on this impact assessment.

In 2017 the following represented the breakdown of overall lettings made by Dublin City Council:

Number to the Housing List – 1,107 70%
 Number to the Transfer List - 479 30%

Going forward in the context of the proposed changes in the review this breakdown will move to 50/50.

The following is a further breakdown of lettings in 2017 as per each band:

Housing List 1,107- (2017)

To Band 1	725	66%
To Band 2	217	20%
To Band 3	165	14%

Transfer List 479– (2017)

To Band 1	210	44%
To Band 2	127	26%
To Band 3	142	30%

Going forward as the new scheme develops, the following shows in general terms how lettings will be divided up:

New scheme Housing List- 50% of lettings

To Band 1		40%
To Band 2		40%
To Band 3		20%
		100%

New scheme Transfer List – 50% of lettings

To Band 1		60%
To Band 2		20%
To Band 3		20%
Total		100%

Band 1

All priority cases

Band 2

All overcrowded cases and applicants previously awarded medical or welfare points

Band 3

All remaining qualified households

Currently there are 637 families (DCC applicants) in Homeless emergency accommodation and they will continue to be catered for under the provisions of the existing scheme.

There are over 2,500 Homeless HAP tenancies now in the Dublin area with 175 new tenancies being sourced in March which exceeds the monthly target of 120. While this important scheme is holding up so far, if this situation changes significantly i.e. if the numbers available decreases then we will need to review the Scheme of Letting Priorities accordingly.

Until the families above (637) are accommodated in HAP or in social housing the 21% ring fenced lettings for Homeless families will be divided between this grouping and those in Homeless HAP.

We will work closely with Landlords with a view to ensuring that vacancies that arise in Homeless Hap tenancies are backfilled by other Homeless families. This work will be done by our Prevention and Place-finding teams. The proposed new Allocations Scheme means that taking up a Homeless HAP tenancy is now a much stronger route into permanent social housing rather than an alternative to it.

There is of course a worry about insecurity in the private rented sector (even though HAP has been relatively stable in the Dublin area), and there is a need to give special attention to families who through no fault of their own find themselves evicted from a Homeless HAP tenancy. We will prioritise those families as much as possible through our Prevention and Place finding teams. There would be some merit in changing the term Homeless HAP in order to eliminate any stigma that might attach to it. This is something we will consider.

We recognise that some families in emergency accommodation are particularly vulnerable and not able to cope with the complexities of the Housing System and therefore we will deploy some of our Welfare support service to assess and support these families linking in with the Focus Ireland HAT team who already carry out an assessment of each Homeless family. Some such families could be designated as priority under Band 1 of the Housing List.

In relation to single Homeless Persons there were 165 lettings to this grouping in 2017 which represented 14% of Band 1 Housing List lettings. We do not anticipate any reduction in this number going forward indeed it needs to be increased and will do so mainly through the Housing First initiative. Single Homeless persons who are in Homeless HAP tenancies will be catered for under Band 1 Transfer List and others will catered for under Band 2 Housing List and Housing Band 1 if they have welfare or Medical priority.

The changes being made in the scheme if approved are in our view significant but fair and take account of the changed Housing environment in recent years (HAP etc) however we are of course operating within the reality of a very serious housing supply situation and any Allocations Scheme in that context is difficult.

It is essential that there is clear communication of these changes and the implications of them to the households concerned. We will work closely with existing Case Managers involved with families in emergency accommodation, with the Focus Ireland HAT team and other partner organisations in rolling out this necessary communication immediately following approval of the new scheme.

10th May 2018



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council

HOUSING ALLOCATIONS SCHEME

(Scheme of Letting Priorities)

Draft Revision – May 2018

Housing Allocations Scheme

(Scheme of Letting Priorities)

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Section 1. Introduction

1.1 Introduction

The purpose of the 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).
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?

All those qualified applications as outlined under the Social Housing Assessment Regulations 2011.

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.

Band 1	Medical and Welfare Priority 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

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 with the exception of Band 1 which is based on the date Priority was awarded. 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 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 – South Dublin County Council, Dún Laoghaire- Rathdown County Council and Fingal County Council.

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

2.5 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

2.5.1 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.

2.5.2 Extra bedrooms on Exceptional Medical Grounds

A request for an extra bedroom on Exceptional Medical Grounds may be taken into account and will be assessed on a case-by-case basis by the Allocations Officer – who may seek recommendations from the appointed Chief Medical Officer - having regard to the medical reports submitted. 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.

2.6 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 awarded on Exceptional Medical Grounds 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 others may move up a band where they are now deemed overcrowded following the birth of a child.

2.7 The Transfer List under the Banding Scheme

Tenants of Dublin City Council, including tenants of dwellings provided under the Social Housing Leasing Initiative, HAP, 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, Welfare, Homeless HAP 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

2.7.1 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 out). Such status will **not** apply to AHB tenancies;
- d) Temporary Transfer where essential maintenance requires the temporary relocation of tenant for completion of works. Such status will **not** apply to AHB tenants;
- e) Older person surrendering larger accommodation;
- f) Under-occupation of 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) Homeless HAP tenants

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

2.7.2 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 application 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 serious anti-social behaviour.

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 except for Band 1. The position on this band will be determined by date Priority Status was awarded.

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:

- a) To address overcrowding and under occupation and make good use of stock;
- b) To move a number of Welfare/Medical Priority cases and make good use of stock;
- c) To address estate management issues;
- d) 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.

2.10 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, AHB tenants, HAP tenants within the Dublin City Council administrative area can apply for Dublin City Council's 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.

2.11 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 Dublin City Council and reviewed (annually or more often) as is considered appropriate.

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 Dublin City 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 RAS. 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 AHBs. Dublin City Council will only accept Transfer applications from RAS tenants who have been housed by and within Dublin City 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 AHB 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 given a specific priority for alternative accommodation. This will allow all such cases to be identified at an early stage and help facilitate Dublin City Council to source suitable accommodation on a timely basis.

RAS tenants may be considered for an alternative RAS, Dublin City Council, AHB or Social Housing Leasing Initiative tenancy.

Section 4. The Housing Assistance Payment Scheme (HAP)

4.1 Housing Assistance Payment (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 an income related 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 an AHB, 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 effective date for the recipient's position on the Transfer List will be their date of qualification for Social Housing Support. Households who were homeless prior to receiving a HAP tenancy will have Priority on Band 1 of the Transfer List.

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 AHB 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 AHB 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 AHB 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 AHB on foot of a Dublin City 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 and of the RAS.

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 Allocations Officer (DCC).

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

Offers of suitable accommodation by an AHB will be recorded and refusals of any such offers will be taken into account in the same way as refusals of offers of Dublin City Council and RAS accommodation.

6.1 Homeless Persons

A qualified applicant on Dublin City Council's Housing List 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:

a) There is no accommodation available which in the opinion of Dublin City Council the applicant 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

b) The applicant 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 (a),

Or

c) The applicant has not voluntarily surrendered a tenancy,

Or

d) The applicant was not asked to leave a tenancy by reason of breach of tenancy agreement.

Dublin City Council will determine the appropriate Social Housing Support to be offered to applicants assessed as having an accommodation need based on homelessness.

In addition Dublin City Council under its Capital Assistance Scheme and other housing development schemes may set aside a number of dwellings for homeless households.

Section 7. Priority Need for Social Housing Support

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

7.1 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, who are otherwise eligible, will be considered a Priority and included in Band 1 of the appropriate list.

7.2 Persons Displaced by Dublin 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.

7.3 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.

7.4 Exceptional 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 condition. This Priority may cover a particular type of accommodation and/or accommodation in a particular area.
2. Dublin City Council, in considering an application for a Medical Priority may at its discretion seek a recommendation from an independent Medical Examiner.
3. Dublin City Council will only submit **written** medical evidence received from a Medical Doctor or a Medical Consultant to the independent Medical Examiner.
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 or condition.
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 accommodation or where the housing circumstances at the time of award of the Priority Status have now altered.

7.5 Exceptional Social Grounds

1. Priority Status for Housing/Transfer may be given on Exceptional Welfare Grounds. Dublin City Council, in making lettings of dwellings where Priority is claimed on Exceptional Welfare Grounds shall consider a recommendation from a Senior Housing Welfare Officer.
2. Appeals of decisions will be made to the Chief Housing Welfare Officer on the basis of the exceptional nature of the case.
3. Applicants awarded such Priority Status should be assured of the confidential nature of this process with the Housing Welfare Service.
4. The housing support offered may be HAP/RAS/AHB/Leasing/Social Housing stock depending on the suitability of the accommodation to meeting the needs.
5. All applicants who claim that they are subject to harassment and/or intimidation must have their cases investigated by the Housing Estate Management Staff (DCC) and/or An Garda Síochána in the first instance. A report from Housing Estate Management and/or from An Garda Síochána may be requested in such cases.
6. Applications awarded Priority Status will be reviewed periodically. A Senior Housing Welfare Officer may revoke Priority Status if there is a significant change in circumstances. Appeals of decisions can be made to the Chief Welfare Officer.
7. 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 accommodation or where the housing circumstances at the time of award of the Priority Status have now altered.

7.6 Older Persons

7.6.1 Older Person Homeless

An applicant assessed as homeless as per Section 6.1 and who is aged 55 years and over, may apply to be included in Band 1 for Older Persons' accommodation only.

Any applicant of aged 70 years and over who is assessed as homeless may be offered available Older Persons' accommodation notwithstanding the order of Priorities for lettings as set out in the Scheme.

7.6.3 Surrendering Larger Accommodation

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

7.7 Tenants Surrendering Larger Accommodation in High Demand Areas

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

7.8 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 such accommodation.

Where an existing Dublin City Council Housing 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.

7.9 Traveller Accommodation

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 of HAP/RAS/AHB/ Social Housing Leasing Initiative Housing stock depending on the suitability of the accommodation to meeting the housing needs.

7.10 Return of Adapted Property

Dublin City Council tenants currently living in adapted accommodation provided by Dublin City Council or by an AHB 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.

7.11 Young People Leaving Care

Young people leaving care will be considered in accordance with the *Protocol for Young People Leaving Care*. When they become eligible for housing (age 18) they will receive Priority under Band 1- Housing List. In addition, certain properties will be designated for vulnerable young people leaving care when notified to Dublin City Council by Tusla Aftercare Steering Committees.

7.12 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 11.3

8.1 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 can be particularly successful in areas with units which prove difficult to let.

CBL 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 Allocations Officer may designate properties for CBL.

8.2 Choice Based Lettings Procedure

1. A property that becomes 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 Allocations Section/ Area Offices. 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.
6. An applicant having refused an offer under CBL will not be eligible for CBL for a period of 12 months.

Section 9. Financial Contribution Scheme (Downsizing)

9.1 Financial Contribution Scheme

The Financial Contribution Scheme was introduced by Dublin City Council in recognition of the fact that there are persons of 60 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 Persons' 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 will apply is:
60 years to 69 years old: 60% of the market value of the property
70 years and older: 70% of the market value of the property
10. The date of acceptance on to the list is the effective date for selection for vacancies.
11. Properties may be subject to inspection when the candidate is reached for selection. If the dwelling is found unsuitable by Dublin City Council or if it requires substantial repairs Dublin City Council may not purchase the property and an applicant will not be eligible for the Financial Contribution Scheme.

Section 10. Succession to Tenancy and Inter-Transfers

10.1 Succession to Tenancy

1. No succession of tenancy will apply where the accommodation is designated for Older Persons or designed/adapted for the use of someone with a disability who no longer resides in the property.
2. 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.
3. 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.
4. No further consideration will be given where the above eligibility criteria 1-3 are not met.

10.1.1 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.

10.1.2 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 Allocations Officer is most likely to keep the household harmoniously together once the other residency criteria has been fulfilled.

10.1.3 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.

10.1.4 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.

10.1.5 Departure - Marital Breakdown

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

10.1.6 Departure - Desertion

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

10.2 Inter-Transfers

- 1) A tenant of Dublin City Council or of an AHB may, with the consent of the Allocations Officer 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.
- 2) 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:
 - a) Reasons given by applicants for Inter-Transfer request;
 - b) Whether the Inter-Transfer would result in overcrowding;
 - c) Whether the Inter-Transfer would result in under utilisation of accommodation;
 - d) Tenancy record of applicants;
 - e) Rent payment record of applicants;
 - f) Any record of anti social behaviour relating to the applicants;
 - g) Existing condition of respective dwellings;
 - h) The relative demand for the respective units of accommodation;
 - i) Any special circumstances;
 - j) 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.
- 3) Where Dublin City Council has grounds to believe 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.
- 4) 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.

- 5) 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.

11.1 General Rules

1. Before any offer or nomination or invitation to register an interest in a property is made, all applications will be checked/ verified. This is to ensure the accuracy of Dublin City 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. an elderly person on the 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.

11.2 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 Allocations Officer 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) 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.

11.2.1 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 given to a tenant is in accordance with 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. the death of joint applicant or a separation.

11.3 Refusal of Offers of Accommodation by the Applicant

1. Housing List:

In the event of two reasonable offers of Social Housing being refused, Dublin City Council will suspend the applicant from the waiting list. This will result in the household not being offered social housing for the suspension period of 12 months. It should be noted that this period will not subsequently count for 'time on list' purposes.

This will include offers of social housing accommodation with either Dublin City Council, another Dublin Local Authority (where an applicant has an Area of Preference) an AHB, a Social Housing Leasing Initiative or under the RAS.

Where two reasonable offers are refused by an applicant with any Priority Status the applicant will lose such Priority Status and be considered instead on the basis of their time on the waiting list when their suspension period is over.

2. 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.

This will include offers of social housing accommodation with either Dublin City Council, an AHB, Social Housing Leasing Initiative or under the RAS.

Where two reasonable offers are refused by a transfer 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.

3. Choice Based Letting:

An applicant having refused an offer under CBL will not be eligible for CBL for a period of 12 months.

11.4 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.

11.5 Older Persons' Accommodation

Dublin City Council provides designated dwellings for Older Persons on the Housing and Transfer lists. Older Persons for the purpose of this Scheme are persons of aged 60 years of age or over.

The following categories are also eligible:

1. Couples where one person is aged 60 years or over, and the other person is at least 55 years.
2. Persons aged 55 years or over where Priority has been awarded.
3. Persons aged 55 or over who had qualified or were entitled to apply for inclusion in the Scheme prior to the 2018 review, up to and inclusive of applications received before 31st December 2018.

11.6 Applications from Property Owners

1. Applications are not accepted from current property owners or from previous property owners unless the applicant provides fully 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 the ownership issue.
2. 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.
3. Dublin City Council will have regard to cases where the mortgage on the household's existing accommodation is deemed unsustainable by the mortgage lender under the terms of the Central Bank's 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 that they have been through the full MARP process.

11.7 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.

11.8 Lists, Records and Reports

The Allocations Officer 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.

11.9 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.

11.10 Household Budget Scheme

Dublin City Council will facilitate the payment of rent through the Household Budget Scheme and all qualifying Housing/Transfer List applicants will be asked to sign up to this scheme before being allocated a Dublin City Council tenancy.

11.11 Preferential Treatment of Existing Tenants/Residents (Sub-Tenants) of Flats for Vacancies in the Same Complex

Transfer applicants residing in a flat complex may be given preference for vacancies in the **same complex** where this is appropriate i.e. to manage overcrowding, and for Estate Management reasons. These applications will be considered in accordance with time on the list.

11.12 Emergency Needs

Where the need of accommodation arises from an emergency, the Allocations Officer may make a letting necessary to meet that need, notwithstanding the order of priorities for lettings as set out in this Scheme.

11.13 Consideration of All Applications on Estate Management Grounds

Dublin City Council will examine all applications on estate management grounds before an allocation is finally made, 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.

11.14 Tenant Induction Courses

Dublin City Council may require prospective tenants of all accommodation being provided to attend tenant induction courses before the tenancy of a dwelling is granted.

11.15 Estate Management/Social Inclusion

Nothing in this scheme shall operate to prevent the Allocations Officer from making or not making an allocation on grounds of Estate Management or Social Inclusion.

11.16 Designating Dwellings for Letting to Particular Categories of Applicants

1. Dublin City 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.
 - b) **Traveller specific accommodation:** Dublin City Council may provide halting sites and/or 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 the household's need for adopted accommodation 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.

11.17 Appeal

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

11.18 Applications for Exceptional Social and Medical Grounds, Financial Contributions, Traveller and Surrender of 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 Dublin City 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.

11.19 Interpretation

The Allocations Officer will have the primary responsibility in relation to the interpretation of any matter concerning this Allocations Scheme. Her/his decision may be appealed to the relevant Executive Manager in Dublin City Council.

12.1 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. Applicants must be 18 years or over.
4. Dublin City 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.

12.2 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.

As part of the eligibility assessment the following will be considered:

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 Dublin City Council, have no alternative accommodation available to it.
5. **Support Previously Provided:** In determining the most appropriate form of Social Housing Support for a qualified applicant, Dublin City Council will not consider the provision of Social Housing Supports for an applicant who 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.

12.3 Qualifying for Social Housing - Assessing the Basis of Need for Social Housing Support

In determining the basis of need Dublin City Council will 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' 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 prescribed under Social Housing Regulations 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. (Social Housing Regulations 2016);
9. where there are other grounds where the accommodation is unsuitable in any other material respect having regard to particular circumstances.

12.4 Household Composition

12.4.1 Persons who may be accepted as part of an applicant's Household

1. The partner (aged 18 or over) of the applicant, including married, civil partners, unmarried and same sex partners.
2. 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.
3. A person that Dublin City 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.
4. 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 formally 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 **(See bedroom requirements)**
 - g) other situations where the applicant has responsibility for a child will be considered on a case by case basis.
5. Persons residing with the applicant who, in the opinion of the Allocations Officer should be considered a member of the applicant's household, regard being had to all circumstances including the length of time resident with applicant. Dublin City Council may request all relevant documentation and may review at offer stage.

12.4.2. Persons who will not be accepted as part of an applicant's household:

- 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 Housing Circular 12/2012, 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.

12.5 Transfer Applications from Tenants with Rent Arrears

Transfer applications from tenants with rent arrears will be accepted only if there is an arrears agreement in place and substantial compliance has been certified but no allocations will be made except in accordance with 2.7.2(b).

END



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council