



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

1 Summary

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

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

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

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

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

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

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

2 Key Issues that need to be discussed

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

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

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

3 Dublin City Council's Regeneration Progress

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

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

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

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

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

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

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

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

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

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

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

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

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

6 Where are we?

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

7 Where are we going?

More Homes

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

Better Homes

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

8 How are we going to get there?

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

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

9 Options for funding requirements

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

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

10 Recommendation:

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

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

Brendan Kenny
Deputy Chief Executive

Tony Flynn
Executive Manager

Appendix A:

Estate Renewal and Regeneration: Update on Technical Work,

by City Architects Division

March 2018

Appendix B:

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

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

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

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

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

Location	Area	Year	Number 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	Number 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

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