

Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council

Discussion Paper Report Housing SPC

Date: Wednesday 29th July 2020

Item No. 4

Progress Report on Dublin City Council's Housing Regeneration Programme

1 Summary

Dublin City Council, building upon its experience of regenerating complexes, is seeking to refine its 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 were 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.

Dublin City Council has made very significant progress over the last two years on the necessary regeneration of our apartment complexes throughout the city. There is currently 6,358 units in Dublin City Council's construction pipeline across 102 projects. This is the highest ever pipeline the council has ever had and will facilitate the council's regeneration programme by creating opportunities to de-tenant nearby complexes in a strategically planned manner. A record number of stage approvals from the DHPLG and effective collaboration with AHBs has resulted in the City Council having such a large pipeline. The product of our endeavours will become much more appreciable from 2022 onwards.

Under the strategic framework of the National Development Plan, the National Planning Framework and the City Development Plan, Dublin City Council has reviewed 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 strive 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. Innovative sequencing solutions will have to be deployed to ensure community stability is maintained during the building programme.

State funding for replacement housing is likely to be challenging as the primary focus will likely to be on new construction. Equally, the Council must compete with other housing authorities with regards State funding. Most other councils develop houses on green field lands. The Council is faced with a different proposition as it generally seeks to develop apartments on brownfield sites. Accordingly, the Council is at a relative cost disadvantage when competing against other housing authorities on two fronts and must ensure that the regeneration projects it proposes demonstrate sufficient additionality (net gain in numbers on site), value for money and quality designs.

The Council needs new thinking. What was radical before Covid 19 crisis may become mainstream, and what was mainstream may now become redundant. The City Council needs to identify opportunities and changes to public housing funding that Covid 19 crisis may present.

A strategic regeneration capital plan for the next 20 years is required to implement the regeneration of the 6,000 apartments. Significant progress has been made over the last two years in gearing up the regeneration programme. Notwithstanding, the City Council needs to examine methods to exponentially increase its output. Collaborations with AHBs, Co-operatives, the Land Development Agency and other stakeholders need to be considered if the regeneration programme is to be successfully implemented within the 20 years.

2 Where are we?

2.1 Progress over the last 2 years

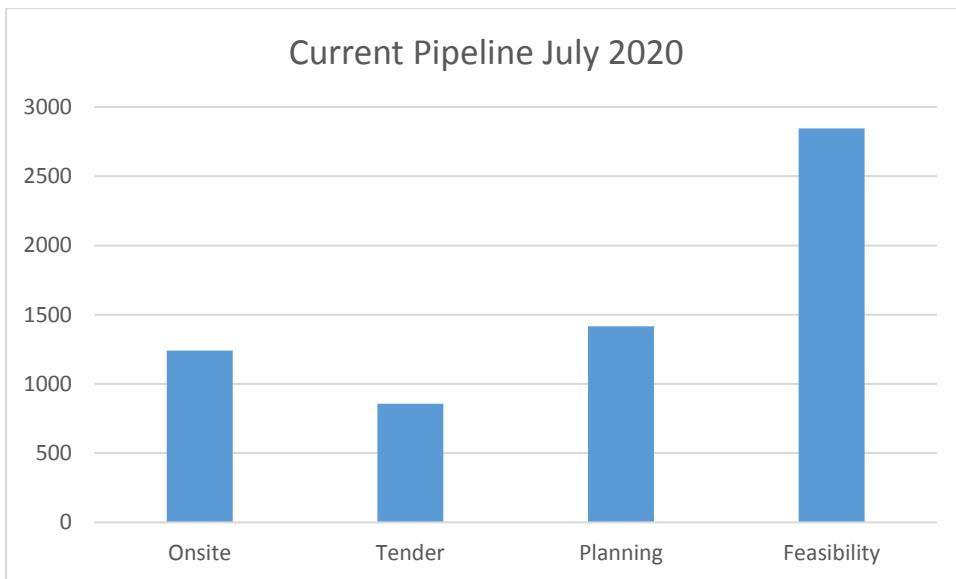
- Progress achieved on all major projects
- Largest ever social housing pipeline
- AHBs contributing significantly to this pipeline
- Strategic Audit of all complexes completed
- Land acquisition and assembly
- Established frameworks for design teams and contractors which will expedite projects
- Using volumetric off-site construction methods
- Positive working relationship with DHPLG
- Record number of stage approvals
- Full complement of staff across professional disciplines

2.2 Largest Pipeline

Dublin City Council has made very significant progress over the last two years on the necessary regeneration of our apartment complexes throughout the city. A record number of stage approvals from the DHPLG and effective collaboration with AHBs has resulted in the City Council having the largest pipeline it has ever had.

There is currently 6,358 units in DCC's construction pipeline across 102 projects. 1,240 units under construction across 32 projects. The majority of these will be delivered in 2021.

- 856 units at tender stage. These are due for delivery during 2022/23.
- 1,417 units at design/planning stage for delivery 2023 to 2025
- 2,845 units at preliminary/feasibility stage



AHBs are contributing significantly to this pipeline that will provide the momentum and capacity required to leverage further de-tentanting and facilitate further regeneration.

2.3 Regeneration Complexes

- 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.

2.4 Strategic Development Audit of City Council's apartment complexes 2020 to 2040

Following the SPC in May 2018, all 240 apartment complexes were audited, assessed and categorised using the following multi-criteria:

- Development potential
- Stock condition and maintenance perspective
- Practical sequencing solutions

Priorities for each of the 11 local electoral areas have been identified and these will inform the future regeneration programme for the next 20 years.

Key lessons from the audit

- It is possible to build more and better homes
- Higher densities are a pre-requisite to achieving this

- Protected structures need a customised positive intervention solution which ensures an improvement in quality of life for residents whilst also respecting the architectural heritage of the building
- There are a number of clusters that offer excellent development opportunities, warrant investment and dedicated attention

2.5 Breakdown of Housing Regeneration Projects

Regeneration Projects on site:

Scheme	Units	Finish Date
O'Devaney Gardens	56	Q3 2021
St Teresa's Gardens	54	Q1 2021
Dominick Street	72	Q3 2021
Chamber Weaver/ Cork St	55	Q1 2022
Cornamona	61	Q2 2022

Schemes at Tender Stage:

Scheme	Units	Finish Date
Sackville Ave	14	2021

Schemes at Advanced Stage of Planning or Design:

Scheme	Units	Status/next milestone	Finish Date
Infirmiry House	38	Part 8 planning achieved. Out to tender Q4 2020	2022
Dorset Street	158	Stage 1 approval achieved. Design team appointed April 2020. Design development and	2024

		public consultation. Lodge for Part 8 Q4 2020.	
St Finbarr's Court	46	Stage 2 granted May 2020. Lodge Part 8 September 2020. Aiming to start on site Q2 2021.	2023
St Andrew's Court	42	Appoint design team Q3 2020. Public consultation and design development Q3 & Q4 2020	2023
Cromcastle Court	120	Public consultation and design phase ongoing. Lodge Part 8 Q3 2020	2024
Slademoore, Ayrefield	42	Public consultation and design phase Q3 & Q4 2020	2023
Glin Court	26	Public consultation and design development Q3 2020. Lodge for Part 8 Q4 2020	2023
Dolphin House Phase 2	30	Ongoing consultations with regeneration board Q3 2020. Proposed revision of masterplan to take into account recent planning guidelines and policies Q4 2020.	TBC

Scheme emerging from lengthy judicial review:

Scheme	Units	Status/next milestone	Finish Date
Croke Villas	61	Successfully defeated judicial review. The project plans and budgets are being reviewed with DHPLG.	2024

Schemes at Early Stage of Planning or Design

Scheme	Units	Status/next milestone	Finish Date
Constitution Hill	100	Procurement of design team Q3, 2020. Public consultation and detailed design phase Q3 & Q4 2020	2025
Kildonan	160	Procurement of design team Q3, 2020. Public consultation and detailed design phase Q3 & Q4 2020	2025

Schemes submitted to DHPLG for Stage 1 approval

Scheme	Units	Notes
Matt Talbot Court	92	Submitted June 2020
Crumlin Road/Lissadel	45	Submitted July 2020. This will be the first phase and will ultimately facilitate the de-tenancy of Lissadel Maisonettes

Schemes being prepared for Stage 1 submission:

Scheme	Units	Notes
Dunne Street /North Clarence Street	130	Cost Effectiveness Analysis being prepared
Thomas Court Bawn, School St, Meath PlaceSchool Street	TBC	This will be the first of a number of flat complexes in the Liberties that need regeneration
Sarsfield Road	180	Initial application being developed

Schemes at feasibility stage:

Scheme	Units	Notes
Bluebell (428) & Bernard Curtis House (180)	608	Multi-disciplinary team engaging with Bluebell Community Council.
Broombridge Road	15	Ongoing development
Ravensdale	20	Ongoing development
Clonmacnoise	30	Ongoing development
St Bricins	5	Infill housing
Portland Row De	TBC	To be used to de-tenant Dunne Street/North Clarence Street
Gorsefield Court	90	Ongoing development
St Anne's Court	51	Ongoing development
Church of the Annunciation, Finglas	45	To be used to de-tenant Mellow's Court
Glover's Court	TBC	To be used to create momentum for a cluster of regeneration projects
Orchard Road	51	To be used to de-tenant Ballybough House

Site Acquisitions/Assembly:

Scheme	Units	Notes
Bluebell & Bernard Curtis House	1,200	Site acquired from Irish Water. Multi-disciplinary team engaging with Bluebell Community Council.
Bannow Road	100	Site acquired from adjacent land-owner. Feasibility ongoing
Kildonan	160	Site acquired on long-lease from the Department of Justice
Woodville- Will facilitate regeneration of Cromcastle Court		Site being acquired from HSE

Potential acquisition of land adjacent to flat complexes

- Management are looking at a number of potential site acquisitions to facilitate further regeneration.

2.6 Highly motivated and full staff compliment

The City Council has a highly motivated, committed and energetic team working in unison across disciplines and areas to ensure projects are expedited.

Vacancies across the relevant professional disciplines have been filled in order to ramp up the regeneration programme.

2.7 Positive working relationship with Department of Housing, Planning and Local Government

Both the City Council and DHPLG realise that we are inter-dependent and there is a growing mutually beneficial relationship based on openness, respect and collaboration. The recent expedited approvals could be considered a by-product of this relationship.

2.8 Provision is being made by Department of Housing, Planning and Local Government

DHPLG's capital budget for 2020 is €1.4b. The department are aware of the regeneration programme and are making multi-annual budgetary provision for same.

3 Where are we going?

More and Better 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

- 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.

4. How are we going to get there?

4.1 Summary

- 20 year strategic plan
 - Delivery projects with greatest additionality (net gain in numbers)
 - Build more and better
 - Plan for every complex (including protected structures)
 - Strategically sequence developments and detenanting
 - Tenant led-plan
 - Assemble resources: human and financial
 - Collaborate with AHBs, Co-operatives, Land Development Agency and others who can assist in the delivery of the plan
 - Sustainable development
 - Tenant empowerment and ownership
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- 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.
 - New bricks and mortar is not sufficient to sustain the regeneration of our estates. 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
 - 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.
- 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.
- Dublin City Council will remain committed to provide ongoing quality maintenance service to all its apartments throughout the process.
- The City Council will seek to keep communities in-tact by using its current housing programme to sequence its regeneration programme.
- By building more and better homes on a site this will create opportunities to de-tenant nearby complexes in a strategically planned manner.
- The City Council will also avail of other delivery options including part Vs. The executive will seek approval from DHPLG to acquire and not lease Part V units.

4.2 Positive Intervention Plan for Protected Structures

The City Council needs to make positive interventions to its protected structures housing complexes, which will improve the quality of life for our residents. The Housing Department is examining options on how to redevelop Ballybough House whilst simultaneously respecting and preserving the architectural heritage of the protected structure.

The key challenge will be to redevelop the scheme whilst relating sensitively to the architectural detail, scale, proportions and design of the original structure. Experienced staff within City Architects, the Housing and Community Services Department and the Planning and Economic Development Department are collaborating on this exercise.

One of the options is the amalgamation of units into larger sized apartments. A pilot amalgamation is currently underway and this will enable an informed evidence based approach to the future re-development of the complex.

It is envisaged that this collaboration could become a blueprint for the redevelopment of similar city council housing schemes which are protected structures across the city. The City Council will have to make a special funding case to the DHPLG for funding such schemes. This will be challenging as in amalgamation units will be lost. However, the City Council will cite the increase in public housing in the wider area and will argue strongly that these complexes merit special consideration.

5. Summary

Significant progress has been achieved over the last two years in ramping up the regeneration programme. Given the scale of the task, a 20 year strategic plan is required. Dublin City Council will need to be creative in how it delivers this plan and potential collaborations with AHBs, Co-Operatives, the Land Development Agency and private developers needs to be seriously considered.

**Darach O'Connor,
Senior Executive Officer
29th July 2020**