



HOUSING STRATEGY
2004 - 2010

APPENDIX

A

HOUSING STRATEGY 2004 - 2010

Executive Summary

The preparation of a Housing Strategy is a requirement under the Planning and Development Act, 2000, Part V and Part II of the Planning and Development (Amendment) Act, 2002. This Housing Strategy will extend from 2004 – 2010, which is the lifetime of the Development Plan. The Act specifies that the Housing Strategy will:-

- Estimate the existing and likely future need for housing in the area, and ensure that sufficient zoned and serviced land is made available to meet such needs.
- Provide that as a general policy a specific percentage (not exceeding 20%) of the land zoned in the Development Plan for residential use, or for a mixture of residential and other uses, shall be reserved for those in need of social or affordable housing in the area.
- Ensure that a mixture of house types and sizes are provided to meet the needs of different categories of households, including the special requirements of elderly persons and persons with disabilities.
- Counteract undue segregation between persons of different social backgrounds.

Sections 1 and 2 set out the existing and likely future need for housing.

Between 1996 and 2002 the population of Dun Laoghaire Rathdown only increased by 0.7% or 1,390 persons giving a total population of 191,389 compared to an original Strategic Planning Guidelines forecast population of 200,000 for 2001.

The shortage in housing supply has resulted in a deflection of population to the outer counties of the Greater Dublin Area.

In order to meet the requirements of the Strategic Planning Guidelines for the Greater Dublin Area it is estimated that 2,260 houses need to be constructed annually between June 2002 and December 2010. Given that over the last five years house completions were at an average of 850, there is a real need to increase construction levels considerably to meet this demand.

Section 3 outlines the demand for affordable housing within the County. This demand is based on the demand within different income brackets and the shortfall in supply and is projected forward to 2010. The shortfall ranges from 42% in 2004 to 47% in 2010. This shortfall includes the social housing supply. Without the social housing supply the shortfall would range from 49% in 2004 to 54% in 2010. Therefore the Local Authority is in accordance with Part V of the Planning and Development Act in seeking 20% social and affordable housing from developers.

Section 4 sets out how the requirements outlined in the previous sections can be addressed. Issues dealt with include the need to increase housing supply, the issue of sustainability, housing mix required and the location of social/affordable housing in the County. The need to avoid undue segregation is highlighted.

Sections 5 and 6 set out the demand for social housing in the County and likely supply over the lifetime of the Housing Strategy. Over the life time of the strategy it is estimated that 3,848 social housing units will be supplied without the benefit of the strategy. Demand will be 6,170 leaving a shortfall of 2,322 units.

Background

The preparation of a housing strategy by the Local Authority is a requirement under the Planning and Development Act 2000, Part V. For Dun Laoghaire-Rathdown County the Housing Strategy will extend from 2004 – 2010, which is the life time of this Development Plan. This housing strategy 2004 – 2010 involves a review and update of the existing housing strategy which was prepared in 2001.

The Act clearly states that a report on progress achieved be given to the Council two years after the making of the housing strategy and

“Where the report indicates that new or revised housing needs have been identified, the manager may recommend that the housing strategy be varied accordingly”

At present the full results of the 2002 Census are not available. Therefore, it is imperative that the strategy be updated again in 2006. The review is also important given the current world economic and political state. To provide projections forward to 2010 in relation to house prices and income is unrealistic in this context. The calculations in this strategy are projected with some degree of certainty to 2006 and with less certainty from 2006 to 2010.

The ESRI Quarterly Economic Commentary, Summer 2002 stated that:-

“The Irish economy in line with international economy, had made a tentative recovery over the first half of 2002 from the sharp slowdown experienced in the latter half of 2001. The strength of the international recovery remains fragile however, uncertainty about the true financial state of many corporations amid concerns about accounting practices is a prime cause of the fragility leading to a reassessment of the benefits claimed for the ‘new economy’.”

The Housing Strategy must include an analysis of demand and supply for the different sectors of the housing market, forecast future needs and shortfalls, and propose objectives to balance demand with supply in a sustainable manner. The

procedures for the preparation of a Housing Strategy are set down in the Act.

Part V of the Act sets out specific provisions in relation to housing supply. The principal objective of Part V is to encourage and facilitate a level of housing supply to meet the needs of all sectors of the population within an area covered by individual local authority development plans. Part V:-

- Requires the development of housing strategies by local authorities, which will form an integral part of their Development Plan and act as a cornerstone for future housing development in the area covered by the Plan;
- Requires inclusion of specific objectives in development plans for the provision of social and affordable housing based on need. The housing strategy can provide that a specific objective of not more than 20% of the land zoned for residential development or for a mix of residential and other uses, will be set aside to meet these needs;
- Includes a statutory obligation on planning authorities to ensure that sufficient land is zoned for housing to meet the projected housing requirements over the development plan period.

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Section 1: Housing Demand

1.1 Housing demand in Dun Laoghaire Rathdown

To estimate the demand for housing within the County of Dun Laoghaire Rathdown the Strategic Planning Guidelines 2000 Review household figure is used¹. The Greater Dublin Area growth is distributed in the same proportion as in 1999. The projected growth for 1996 – 2011 for each local authority area is shown in Table 1.1 below.

Table 1.1 Strategic Planning Guidelines Projected growth 1996 – 2011 (Households)

Local Authority Area	% of additional households	Additional households in SPG update 2000	Total increase in Households SPG 1999	Total (1999 + 2000)
Increase in Dublin City	17.65% of 44,800	7,907	37,915	45,824
Increase in DLR	9.56% of 44,800	4,283	20,531	24,814
Increase in Fingal South	19.14% of 44,800	8,575	41,106	49,681
Increase in South Dublin	17.78% of 44,800	7,965	38,191	46,156

Source: Strategic Planning Guidelines Review, 2000, Strategic Planning Guidelines, 1999

¹ It should be noted that the figures forecast by the Strategic Planning Guidelines are held in dispute by others. A study of the future Growth of Housing Needs in Dublin prepared by the Faculty of the Built Environment, Bolton Street, 2001 recommended a five year supply level of 3,000 units per annum for Dun Laoghaire-Rathdown. This target was based on the assumption that the level of population displacement to the outer counties of the GDA was in the order of 30,000. A more recent report by the same team has indicated that the preliminary Census report confirms that the population displacement is in fact greater than anticipated.

Table 1.2 below illustrates the number of dwelling units constructed in the County from 1996 to June 2002. The balance of the Strategic Planning Guidelines allocation is distributed over the remaining number of years of the Guidelines (2002 – December 2010). This gives an estimate of the annual demand for housing over the period of the Housing Strategy.

Table 1.2 Adjusted Household Numbers and Population Forecasts - DLRCo.Co. 1996-2010

Year	Households numbers	Additional units
1996	61,469	1,053
1997	62,522	712
1998	63,234	549
1999	63,783	886
2000	64,669	860
2001	65,529	1,166
2002	66,695	785
2003	67,480	2,350
2004	69,830	2,350
2005	72,180	2,350
2006	74,530	2,350
2007	76,880	2,350
2008	79,230	2,350
2009	81,580	2,350
2010	83,930	2,350
Total	86,283	

Note: The figures for 1996 to 2002 are actual house completions. The figures from 2002 to 2011 are estimated and rounded off to 2,350 per annum.

Table 1.2 highlights the need to more than double existing house construction rates within the County to meet the projected growth figures.

1.2 Socio-Economic and Demographic analysis

The Housing Strategy 2001 – 2004 provides a detailed socio-economic and demographic analysis, which covers age profile, social class and household size in the Dublin Region.

This analysis was based on information from the 1996 Census of population. The conclusions of this analysis were:-

- The proportion of the population in the first time buyers age group in this County is high at 24%. The needs of this sector must be met. These needs can be summarised as: **affordable, suitably located residential units of adequate size.**
- The high proportion of over 55's and the lack of down-sizing in the housing market would indicate that many houses within the existing stock are under-utilised. Mobility within the housing market must be encouraged to address under utilisation of residential units and best use of existing resources.
- Dun Laoghaire-Rathdown displays a higher percentage of population in the top social classes compared to the percentage for the Dublin Region – 47% compared with 30.5% for the Region as a whole. Therefore a greater mix of house prices and sizes is required in Dun Laoghaire-Rathdown in order to achieve an equitable geographical distribution of social classes throughout the Dublin Region.
- Household size has dropped significantly, resulting in a demand / need for a change in house type.

Between 1996 and 2002, the population of Dun Laoghaire - Rathdown only increased by 0.7% or 1,390 persons, giving a total population of 191,389 compared to an original SPG forecast population of 200,000 for 2001. This lack of population growth can be attributed to a variety of factors including the age and price of housing stock.

Housing Supply and Urban Development Issues in the Greater Dublin Area, a report prepared by the Faculty of the Built Environment, Dublin Institute of Technology, October, 2002 states that:-

"Dun Laoghaire-Rathdown represents the most extreme example of a county which has stagnated in terms of both housing supply and population growth in recent years. One of the main reasons for this trend is the fact that much of the county is either developed for housing, much of which is of a considerable age, or a large proportion of open land in the county is mountainous and thus excluded from this development." (Williams, Shiels, Hughes, October 2002)

In an earlier report prepared by the same team, it was recommended that 3,000 units per annum need to be constructed in order to prevent population deflection to the outer counties of the Dublin Region. Results from Census 2002 have indicated that this population deflection is in fact higher than expected.

Section 2 Housing Supply

The housing demand identified in Section 1 requires a housing supply response. This is outlined below.

2.1 Dun Laoghaire-Rathdown

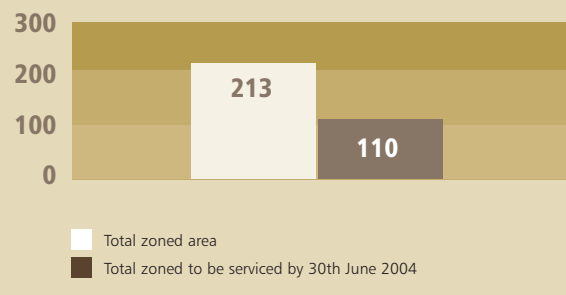
The supply side profile of Dun Laoghaire-Rathdown is as follows:-

Fig. 2.1 shows residential land availability in Dun Laoghaire - Rathdown in June 2002, this is defined as serviced residentially zoned land.

Note: This chart relates to sites over 0.5hectare. Due to the developed nature of the County, smaller infill sites are also an important land resource.

In June 2003, Dun Laoghaire -Rathdown had 292 hectares of zoned undeveloped land for residential use. The Department of the Environment and Local Government *Residential Density – Guidelines for Planning Authorities* published in September 1999, states that:-

Fig 2.1: Total Hectares of undeveloped land available for residential development in the Dun Laoghaire -Rathdown area



Source: Local Authority returns to the Housing Supply Unit survey June 2002

"Studies have indicated that whilst the land take of the ancillary facilities remains relatively constant, the greatest efficiency in land usage on such lands will be achieved by providing net residential densities in the general range of 35 – 50 dwellings per hectare and such densities should be encouraged generally."

Therefore the land bank of 292 hectares will achieve differing results depending on the densities achieved.

292 @ 35 units per hectare	= 10,220 dwellings
292 @ 40 units per hectare	= 11,680 dwellings
292 @ 45 units per hectare	= 13,140 dwellings
292 @ 50 units per hectare	= 14,600 dwellings

In order to meet the requirements of the SPG up to 2011, Dun Laoghaire-Rathdown needs to build a total of 18,803 dwelling units between June 2003 and the end of 2010 (2,350 per annum). The SPG forecast figure of 18,803 is based on the assumptions that household size will continue to decrease up to 2011. Table 2.1 outlines the shortfall in zoned land taking projected development at a range of densities.

Table 2.1 Land Requirements at varying densities, June 2002 – Dec 2010

Density	Existing zoned land	Shortfall	Minimum land required
35 per ha	10,220	8,538	245 ha
38 per ha	11,096	7,707	211 ha
40 per ha	11,680	7,123	187 ha
43 per ha	12,556	6,247	145 ha
45 per ha	13,140	5,663	126 ha
50 per ha	14,600	4,203	84 ha

The figures outlined above relate to the minimum residential land required throughout the lifetime of the Development Plan. In reality land zoned may not become readily available on the open market and may not be developed during the lifetime of the Housing Strategy.

House completions are at an average of 850 units p.a. over the last five years. This is below the 2,350 which is now required to meet SPG forecast demand.

Table 2.1 illustrates that adequate land is not zoned to facilitate SPG forecast demand up to 2011. Therefore additional land will need to be zoned in the Development Plan to cater for additional homes.

An analysis of sites over 0.5 hectare under construction in the County between June 2001 and June 2002 indicated that the average density of new residential development is 43 units per hectare. Based on the land availability data provided above, this density would result in the need for 145 additional hectares to be zoned for residential development. However, it should be noted that the areas to be zoned for residential use as recommended above are based on the presumption that all new dwellings are to be located on

currently non-residentially zoned land (i.e. greenfield). In reality, some development will take place on sites within the existing built up area. Chapter 5 contains a policy to retain existing population levels within each DED by encouraging densification.

A further analysis of the five largest sites under construction in the County resulted in an average density of 38 units per hectare. Using this density some 202 hectares of residential land will be required.

2.2 House Prices

The Planning Department of Dun Laoghaire-Rathdown County Council surveyed auctioneers in regard to house prices achieved within the County in 2002. The results are illustrated in Table 2.2 below. These house prices are considerably higher than those for the Dublin region, which are collated by the Department of the Environment and Local Government.

Table 2.2 The distribution of House Prices in the Dun Laoghaire-Rathdown Area in 2002

Up to €241,250	25%
€241,250 to € 292,039	25%
€292,040 to €393,618	25%
€393,618 plus	25%

These house prices reflect the class composition within this County and clearly identify the fact that the housing market in this County is catering for those on higher salaries. Section 94(5)(a)(i) and (ii) of Part V of the Planning and Development Act, 2000 states that when making an estimation of the amount of social and affordable housing the planning authority shall have regard to:-

“(i) the supply of and demand for houses generally, or houses of a particular class or classes, in the whole or part of the area of the development plan;

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- (ii) *the price of houses generally, or houses of particular class or classes, in the whole or part of the area of the development plan”.*

Summary of Supply

1. There is a need to rezone additional land for residential development during the lifetime of the plan i.e. 2004 – 2010. Even if all existing land zoned becomes available on the open market there is a need to zone in the region of 150 to 208 hectares for additional residential development up to 2010. This is in order to meet the projected demand as outlined in the SPGGDA: (This is assuming that the current population loss out of existing residential areas will continue at the same rate). If the existing zoned land is not developed there will be a need to increase the zoning required.
2. The rate of house construction in the County will have to be more than doubled to reach the annual projected demand.
3. House prices within this County currently favour those households in the higher economic bands and make it difficult for persons on average incomes. Some 49% of County householders cannot afford houses within the County, this will increase to 54% by 2010

Section 3: Demand for Affordable Housing within Dun Laoghaire-Rathdown

3.1 Affordable housing in accordance with Part V of the Planning and Development Act, 2000.

The 2004 - 2010 Housing Strategy has to estimate housing demand within the County, calculate the affordability of residential units for people with different household incomes using the parameters set down by the Act, identify the supply of household units within different income brackets and calculate the shortfall in supply relative to affordability.

The Act clearly defines those that fall into the affordable housing category:

Section 93 (1)

“eligible person” means... a person who is in need of accommodation and whose income would not be adequate to meet the payments on a mortgage for the purchase of a house to meet his or her accommodation needs because the payments calculated over the course of a year would exceed 35 per cent of that person’s annual income net of income tax and pay related social insurance;

Section 93 (3)

In determining the eligibility of a person for the purposes of this Part, the planning authority shall take into account –

- (a) *Half the annual income, net of income tax and pay related social insurance, of any other person who might reasonably be expected to reside with the eligible person and contribute to the mortgage payments, and*
- (b) *Any other financial circumstances of the eligible person and any other person who might reasonably be expected to reside with the eligible person and contribute to the mortgage payments.”*

3.2 Estimating Shortfall in Affordable Housing

The demand for housing in Dun Laoghaire-Rathdown is taken to be the Strategic Planning Guidelines growth projection. As Dun Laoghaire-Rathdown is catering for a metropolitan housing need, the incomes for the Dublin Region are considered to reflect the ability of those in all sectors of the community requiring a house in the County to afford one. The income levels are calculated using the 1994/95 Household Budget figures for the State and correcting these for Dublin using an inflatory indicator of 1.15. The projected growth of these incomes to 2010 was calculated using the ESRI's medium term review for national disposable income growth up to 2010. Information on house prices within the County was gathered by way of house price survey within the County. These house prices are projected forward over the period of the housing strategy using Bacon's projected house price increases and also an average percentage increase of 8%. The demand for housing is broken into different economic bands of the households requiring housing. The maximum mortgage affordable by the different economic bands is calculated.

Using the house price survey and the assumption that supply will reach demand, the number of houses available at different house prices is calculated. From this information, conclusions are drawn in respect to the markets ability to cater for the demand in an affordable manner. The table below summarises the situation.

Table 3.1 Shortfall of Affordable Housing (using Louth Model Strategy).

	2004	2005	2006	2007	2008	2009	2010
1) Household formation	2,260	2,260	2,260	2,260	2,260	2,260	2,260
(2) No. of Households meeting affordable criteria	1,109	1,127	1,144	1,162	1,179	1,197	1,215
(2) As a % of (1)	49%	50%	51%	51%	52%	53%	54%

Note: The percentages given in table 3.1 are the shortfalls in affordable residential units available.

In addition to these calculations supporting the Council's requirement of the full 20% of land under Part V of the Planning and Development Act, 2000, the over provision of houses at the upper end of the market is of note. It is estimated that 234 households fall into the top end of the market. As 565 units are projected to be provided in this quartile this shows an over supply of units. This indicates that we are attracting households in the higher economic groups from adjoining counties.

It is appreciated that the procedure outlined above is complicated. The procedure used is modelled on the DOELG Model Strategy for Louth. It is felt that the above methodology does not take account of the interference in the market by the local authority by the direct provision of social housing. An annual average of 200 newly constructed starts for the purpose of providing social housing has been agreed with the DOELG. As the SPG figure of 2,260 remains constant, for the purpose of calculating the impact of the local authority construction programme on the actual % shortfall in affordable housing, the conclusions are reassessed using the following approach. 2,060 units will be provided by the private sector and 200 units will be provided by the public sector. These 200 units will be provided at the lowest house price. This results in the following conclusions being drawn.

HOUSING STRATEGY
2004 - 2010**Table 3.2 Shortfall of Affordable Housing
(Allowing for the Local Authority providing 200 of the
2,260 units starts)**

	2004	2005	2006	2007	2008	2009	2010
1) Household formation	2,260	2,260	2,260	2,260	2,260	2,260	2,260
(2) No. of households meeting affordable criteria	959	977	994	1,012	1,029	1,047	1,065
(2) As a % of (1)	42%	43%	44%	45%	45%	46%	47%

Note: The percentages given in Table 3.2 are the shortfall in affordable residential units available.

From Table 3.2 it is clear that even with the interference in the private housing market by the local authority there remains a serious shortfall in affordable housing.

The figures in table 3.2 must be broken down to estimate the proportion of households meeting affordable criteria that can be categorised as social. Table 3.3 below outlines the estimated breakdown in demand for affordable accommodation between those requiring social housing and those requiring affordable housing.

Table 3.3 Breakdown of demand for affordable housing

	2004	2005	2006	2007	2008	2009	2010
Total number of households meeting affordable criteria (1)	959	977	994	1,012	1,029	1,047	1,065
Number of households in (1) requiring social housing	501 (52%)	501 (51%)	501 (50%)	501 (49%)	501 (49%)	501 (48%)	501 (47%)
Number of households in (1) requiring affordable housing	458 (48%)	476 (49%)	493 (50%)	511 (51%)	528 (51%)	546 (52%)	564 (53%)

Source: See details of calculations below

Table 3.3 clearly identifies a need for at least 50% of the 20% required under Part V to be social housing.

The Local Authority is still in accordance with Part V of the Planning and Development Act, 2000 in requiring 20% from developers.

The 20% take, if estimated at 20% of the private units built per annum (20% of 2,060) gives a possible 412 units – this is well below the figures shown in Table 3.3 (501). While it is anticipated that changes in the housing market through increases in supply should improve the availability of affordable housing this will not address social housing in any substantial way. Therefore even if a case is made for using half of the 20% for social housing that will equate to approximately 206 units which is less than half of the 501 social housing units required.

Details of Calculations for Table 3.3

Calculating the shortfall in the annual demand for social housing that could be facilitated by Part V of the Planning and Development Act, 2000.

Table 3.4 Housing Programme 2002 – 2010

New Build	2,268
Purchases	180
Casual Vacancies	900
Voluntary Co-operative Housing	500
Total	3,848

Table 3.5 Housing Demand 2002 – 2010

Demand at 28/3/02	2,530
Projected growth 1/4/02 – 31/12/02	312
Projected growth 2003 – 2010	3,328
Total	6,170

Assuming the Council will build 2,268 units, the remaining demand will require sites for development. The following will be competing with the private sector for housing units:-

1. The 180 units to be purchased.
2. The 500 units to be provided by the voluntary co-operative sector.

It is considered reasonable to include the above for the purpose of calculating shortfall in the social housing supply over the life of the Strategy. A proportion of the units outlined above can be provided under the 20% land take for housing under Part V.94(4)(c) of the Planning and Development Act, 2000.

Table 3.6 Shortfall in social housing units 2003 - 2010

Purchases	180
Voluntary/ Co-operative Housing	500
Growth in demand	3,328
Total shortfall in social housing units 2003 – 2010	4,008

The total shortfall in social housing units from 2003 to 2010 is 4,008 which equates to 501 units a year. This calculation does not clear the social housing list.

Section 4 The Housing Market

Part V of the Planning and Development Act requires that;

Section 94 (1) (a)

“Each planning authority shall include in any development plan it makes in accordance with Section 12 a strategy for the purpose of ensuring that the proper planning and sustainable development of the area of the development plan provides for the housing of the existing and future population of the area in a manner set out in the strategy.”

4.1 Increase supply

It is an objective of this housing strategy to increase supply and ensure greater affordability. To achieve this the **supply of houses will have to be increased**. This can be tackled in a number of ways:-

1. Ensure that sufficient land is zoned and serviced.
2. Remove any delays in the planning system i.e. improve applications through pre-planning application discussions.
3. Ensure that infrastructure comes on line when forecast.
4. Facilitate mobility within the housing market by providing houses for all sectors of the community within each area.
5. Adopt a scheme for contributions that is clearly transparent.
6. Provide for increases in housing densities.

4.2 Sustainability

In addition, sustainability will have to be a major factor in determining location and allocation of houses.

1. Match house size with household size.
2. Promote residential developments at an appropriate density which will maximise the potential of public transport, walking and cycling.

4.3 Housing Mix

It is necessary to look at the housing market as a whole and not just the social/affordable sector.

The high percentage of first time buyers within the County, the high percentage of elderly and the falling household size need to be taken into consideration when looking at housing mix and also when entering into agreements between the local authority and builders.

The strategy is to look forward. The County is now tackling the baby boom of the late 1970's and early '80's. This group of first time buyer will move on and as their needs will evolve the ability of the housing sector to address these needs into the future must be reflected in terms of housing mix or house design.

It is important that future development in this County reflects both house price mix and house type mix in the house types being produced.

Dun Laoghaire-Rathdown in 1996 had a large number of households relative to the County's size in comparison to the other Dublin Region local authority areas. This is reflected in the mature residential environment within the County and a housing stock of large 3 and 4 bedroom houses.

In the private housing market the Council can intervene on house type mix having regard to the needs of the ageing population, the dramatic drop in household size, and the location of the site.

The local authority does not have control over the cost of houses; size does not automatically reflect cost. The local authority has only been given one policy instrument and that is the ability to require the developer to provide up to 20% social and affordable housing. The 2000 Act does not address the issue of the proportion of property value that can be attributed to location.

The mix of social housing units required is that identified by the Housing Needs Assessment. In accordance with this

assessment the breakdown of house type required is 25% one bedroom, 50% two bedroom and 25% three plus bedrooms. The actual unit sizes for each house type may vary. The actual unit sizes must comply with the requirements of the Social Housing Guidelines.

In the case of affordable housing being provided by agreement under Part V of the Planning and Development Act, the breakdown of housing type required is 25% one bedroom, 50% two bedroom and 25% three plus bedrooms in Local Area Plan areas. In developed parts of the County, the proportion of 3 plus bedroom units may be reduced significantly. This breakdown of unit size reflects the changes in household size in the County identified by the Strategic Planning Guidelines and has regard to the existing housing mix in an area.

4.4 Social/Affordable Mix

Development of policy in respect to proportion of social housing having regard to existing level of social housing in the area.

Section 95 (1) (d) of Part V of the Planning and Development Act, 2000 states that;

"In order to counteract undue segregation in housing between persons of different social backgrounds, the planning authority may indicate in respect of any particular area referred to in paragraph (l) that there is no requirement for housing referred to in section 94 (4) (a) in respect of that area, or that a lower percentage than that specified in the housing strategy may instead be required."

It is an objective of this Housing Strategy to avoid undue segregation through the equitable geographical distribution of social housing throughout the entire County.

Section 5 Social Housing Demand

5.1 Policy background

The main influences on present social housing policy are the "Plan for Social Housing" announced by the Minister for the Environment in February 1991, "Social Housing – The Way Ahead" introduced by the Government in May 1995, and "Action on Housing" introduced by the Government in June 2000.

House prices in Dublin are extremely high at present (particularly in Dun Laoghaire-Rathdown) and as a result it is difficult for people who are dependent on National Social Welfare Rates or who have relatively modest incomes to avail of many of the private houses on offer. Almost 82% of Dun Laoghaire-Rathdown County Council's housing applicants had estimated gross incomes of less than €15,000 per annum in March 2002 according to the Assessment of Housing Needs – March 2002.

It is clear that the provision of social housing directly by the local authority or voluntary and co-operative housing in conjunction with the local authority is the only realistic option for most of the applicants on the housing list. The Council must therefore maximise the number of units of housing accommodation it produces through new construction and the purchase programme or through assisting the voluntary co-operative housing bodies and through Part V of the Act.

5.2 Multi-Annual Programme

In order to address the requirements for social housing provision in the National Development Plan 2000 – 2006, the Department of the Environment and Local Government has introduced a multi-annual housing construction programme. Under this programme Dun Laoghaire-Rathdown County Council has been allocated 900 starts for the period 2000 – 2003. During the lifetime of this housing strategy it has been assumed that there will be a further multi-annual programme for the period 2004 to 2007 and for the 4 years commencing in 2008.

5.3 Assessment of Housing Need

The Council is required to carry out an assessment of housing need every three years.

Table 5.1 below outlines the housing demand based on the housing assessment carried out on 28th March 2002. Gross demand for local authority housing was 2,530 units.

The gross demand for local authority housing for Dun Laoghaire-Rathdown County Council, both existing and projected to the end of 2010, will be in the order of 6,170 housing units. The projected additional demand for 2003 – 2010 is based on the current rate of 416 applications for local authority housing per year being maintained for the next 8 years.

Table 5.1 Housing Demand – 2002 – 2010

Demand at 28/3/02	2,530
Projected growth 1/4/02 – 31/12/02	312
Projected growth 2003 - 2010	3,328
Total	6,170

Section 6 Social Housing Supply

6.1 Provision of Accommodation by the Local Authority

The Council's ability to provide accommodation is subject to the approval by the Department of the Environment and Local Government of further multi-annual programmes during the lifetime of this strategy and the provision of funding for same.

The Council estimates that it will provide the following number of units of accommodation under the following headings:

(a) New Construction

The Department of Environment and Local Government introduced a multi-annual housing programme for the period 2000 – 2003. Under this programme, Dun Laoghaire-Rathdown County Council was given approval for 900 starts, which could be provided by constructing new dwellings and/or acquiring existing dwellings.

For the purposes of this housing strategy it is assumed that a further multi-annual programme will be approved for the 4 year period 2004 – 2007 and for the 4 year period commencing in 2008. Only 3 years of this programme will fall within the lifetime of this strategy. It is further assumed that the Council will receive approval for a similar number of starts for these programmes ie: 900 for 2004 - 2007 and 900 for 2008 - 2011. In order to estimate the likely number of new completions during the period of the strategy it has been assumed that a two year construction period will be the norm, that all current and proposed projects will proceed as planned and that all starts will commence in their programme year. Accordingly Table 6.1 sets out the estimated number of social housing units which will be completed by Dun Laoghaire-Rathdown County Council from a current date to the end of this strategy.

Table 6.1 New construction

Pre 2000 Programme	212
2000 – 2003 Programme	826
2004 – 2007 Programme	820
2008 – 2010 Programme	410
Total	2,268

(b) Purchase Programme

The Council intends to continue its policy of purchasing new/second-hand dwellings to augment its building programme. Over the period 2002 – 2010, the Council proposes to purchase up to 20 units of accommodation per year, making a total of 180 units. This policy will be kept under review during the lifetime of the strategy.

(c) Casual Vacancies

The Council's extensive refurbishment/redevelopment programme over the past 20 years has had a significant impact on the availability of casual vacancies for allocation to applicants on the housing list. This has led to a pent-up demand for social rented housing, which is likely to continue for the duration of the strategy.

Given a housing stock of c.4,000, it is anticipated that the casual vacancies will be c.100 per year for the period of the strategy. The Council is therefore providing for a total of 900 casual vacancies up to the end of 2010 (i.e. 100 x 9).

HOUSING STRATEGY 2004 - 2010

Set out below in Table 6.2 is a summary of the number of units likely to be available to the Council to deal with social housing need over the period of the strategy.

Table 6.2 Housing Programme

New Construction	2,268
Purchases	180
Casual Vacancies	900
Total	3,348

Source: Dun Laoghaire-Rathdown County Council.

6.2 The Role of the Voluntary and Co-operative Housing Sector

Due to the limited amount of land owned by the Council it has not been possible in recent years to provide land to the voluntary and co-operative housing sectors to facilitate their programmes.

Based on output in recent years it is anticipated that 500 social housing units will be provided by the voluntary and co-operative housing sector over the period 2002 - 2010.

6.3 The Housing Needs of Persons with Special Requirements

The Assessment of Housing Need sets out the different categories of households seeking accommodation from the Council. The housing needs of the following categories require special attention.

(A) Travellers

Table 6.3 Traveller Accommodation Programme 2000 - 2004

Estimated Accommodation Requirement of Travellers Over the five year period 2000 – 2004	
Standard Housing	52 families
Group Housing	9 families
Official Halting Sites	57 families
Total	118 families

Source: Dun Laoghaire-Rathdown Traveller Accommodation Programme

Programme of proposed Traveller Specific Accommodation

Table 6.4 Traveller Specific Accommodation

Location	No of Units
Bird Avenue	3
Cloragh	3
Enniskerry Road/Kilgobbin	4
Gort Mhuire	3
Kiltiernan, Glenamuck Road	4
Lehaunstown	5
Mount Anville Road	5
Pottery Road	5
Rathmichael Road	5
Stillorgan Grove	6
University College Dublin	5
West Pier, Dun Laoghaire*	3
Ballyman**	5
Stillorgan Industrial Estate**	4

*Subject to a variation to the Development Plan.

**Precise locations to be determined.

Group Housing

Dunardagh, Blackrock

(B) Homeless Persons

Under the Council's Scheme of Priorities for Letting Housing Accommodation, homeless persons are awarded priority for housing accommodation as provided for in the Housing Act, 1988.

Counted In, the report of the 2002 assessment of homelessness in Dublin, Kildare and Wicklow published in August 2002 by the Homeless Initiative and prepared by the ESRI, shows the distribution of the homeless population in the Greater Dublin Area according to broad local authority area;

Table 6.5 Homelessness in Greater Dublin Area, March 2002

Area	All homeless persons	
Dublin City Council	2,590	88.2%
South Dublin County Council	130	4.4%
Dun Laoghaire-Rathdown County Council	140	4.8%
Fingal County Council	60	2%
Wicklow	10	0.3%
Kildare	10	0.3%
Total	2,940	100%

These figures are based on a survey of homeless individuals and families who made contact with a homeless service or who were accepted as homeless by a local authority in the last week of March 2002.

(C) Senior Citizens

There are c.550 dwellings in the Council's housing stock at present which are occupied by senior citizens. These dwellings consist of a mix of sheltered housing and single storey, one bedroomed units located at various locations throughout the County. The Council has provided a personal alarm system to 350 tenants and it is proposed to extend this programme to all senior citizens living in non-sheltered housing.

The 2002 Assessment of Housing Need revealed that 124 elderly persons were in need of housing accommodation in Dun Laoghaire-Rathdown County. This represents some 5.8% of the total Assessment. It is likely that the demand for senior citizens accommodation will rise over the period of the strategy as statistics from the 1996 Census of Population show an increasing elderly population in the County over the next six years.

(D) Residents Whose Family Has Left The Family Home.

Dun Laoghaire-Rathdown County Council has developed a policy whereby persons of senior citizen age who own former rented Council dwellings, or suitable private dwellings in the County and who find their dwellings too large for their needs, may request the Council to purchase their home on the condition they make a financial contribution to be determined by the Council from the proceeds of the sale of the house to the Council in return for a life long tenancy of a senior citizen dwelling. The Council's ability to promote this scheme is subject to the availability of funding from the Department of the Environment and Local Government.

While it will be the Council's policy to promote such a scheme to the maximum extent possible, the entitlements to social housing of senior citizens on the housing list who have no significant financial means will be maintained.

(E) Disabled Persons

The Council has in previous years provided a small number of specially adapted units in new housing schemes for disabled people according as the need arose. The 2002 Assessment of Housing Need revealed that 47 applicants were categorised as disabled. The Council is aware that there are a number of voluntary housing organisations providing accommodation for disabled persons in the County and that these groups have waiting lists for such accommodation. The Council will ensure that provision will be made for the needs of disabled persons both by direct provision of housing by the Council and by continuing to co-operate with voluntary housing bodies over the period of the strategy.

(F) Single Person Applications Under 60 Years Of Age

In the 2002 Assessment of Housing Need there were 512 single person applications under 60 years of age, this accounts for 24% of the total net need. The Council will reflect the needs of this group in its future housing programme and in any arrangements with voluntary housing organisations over the period of the Strategy.

6.4 Type of Accommodation to be provided for Social Housing

Having regard to reducing household size as reflected in the 2002 Assessment of Housing Needs, it is necessary to review the policy of the Council of providing predominantly 3 bedroomed houses to meet its social housing needs.

In future a mixture of 1, 2, 3 and 4 bedroomed units of accommodation will be provided to meet the needs of applicants as indicated on the housing list compiled by the Council.

It is proposed that the breakdown of house type will be 25% one bedroom, 50% two bedroom and 25% three or more bedrooms. The actual unit sizes for each house type may vary.

6.5 Meeting Social Housing Demand

Table 6.6 below shows that under the anticipated Housing Programme 2002 – 2010 including voluntary and co-operative housing, 3,848 housing units will be provided. Table 5.1 shows estimated housing demand over the same period to be 6,170 units. It is clear that the deficit of 2,322 units will not be met. It is essential that a portion of the units/land being provided pursuant to the provisions of Part V of the Planning & Development Act, 2000 be utilised for social housing.

Table 6.6 Housing Programme 2002 – 2010

New Build	2,268
Purchases	180
Casual Vacancies	900
Voluntary Co-operative Housing	500
Total	3,848

The current multi-annual housing programme of 900 starts is for the period 2000-2003. It is clear from the foregoing figures that an increased programme will be required for the next multi-annual programmes for the period 2004 - 2007 and 2008 - 2011.

6.6 Counteracting Social Segregation

Section 94 of the Planning and Development Act, 2000 states that a housing strategy shall take into account the need, inter alia, to counteract undue segregation in housing between persons of different social backgrounds.

It is the Council's policy to encourage the development of mixed and balanced communities so as to avoid areas of social exclusion.

Section 7 Policy and Land Use implications to provide for the identified housing need in the County

See Policy RES2 – Chapter 5 of the plan.

The Agreement

The provision of social and affordable housing shall be in accordance with Part II Section 3 of the Planning and Development (Amendment) Act, 2002. Where the developer /applicant proposes to accord with this requirement by the provision of units the following should be taken as a guide to the developer/applicant. 20% of the gross residential floor area of the proposed development is considered the proportion of the development to be under negotiation for the purpose of social and affordable housing.

In addition, it should be noted that where it is proposed to provide social and/or affordable housing, the required housing mix will normally be as outlined in this Housing Strategy.

Where the development received permission prior to the making of the variation of the County Development Plan to incorporate the Housing Strategy 2001-2004 (10th September 2001), and that permission included an agreement in accordance with former Policy R7 of the County Development Plan, and in the case that the permission is affected by Section 96A of the Planning and Development (Amendment) Act, 2002 which reverses the impact of section 96 (15) of the Planning and Development Act, 2000 the following shall apply. The applicant shall comply with the terms of the original agreement under Policy RES2. In return for extending the permission, developers will be required to pay a levy in respect of 10% of the remainder of houses on the site.

