Appendix 2: Interim Housing Strategy

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Section 1: Introduction

1.1 Introduction

Under Section 94 (1) (a) of the Planning and Development Act 2000 (as amended), '*each planning authority shall include in any development plan that it makes in accordance with section 12 a strategy for the purpose of ensuring that 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 the manner set out in the strategy'*.

The implosion of Ireland's property bubble in 2008 prompted the announcement, in June 2011, of significant changes to Government housing policy with a new Vision for the future of the housing sector. The Housing Policy Statement of 2011 also flagged a comprehensive review of Part V. In August 2013 The Housing Agency published a consultation document entitled "Review of Part V of the Planning and Development Act, 2000" (Refer also 2.3 below). The Urban Regeneration and Housing Act 2015 was enacted on September 1st 2015. Part V provisions have been amended from 20% to 10%.

Aim:
The aim of this Strategy is to ensure access by each household in the County to affordable housing or accommodation of good quality, culturally acceptable, suitable to its needs and in the tenure of their choice, as far as possible.

The targets set in this Housing Strategy may be considered to be ambitious, given the present economic climate. However given the population increase in the County over the last intercensal period (+7%) and recent Central Statistic Office (CSO) projections it is important to plan for growth. Whilst sufficient zoned lands are currently available to meet residential targets in the County, it is considered that realistically, the delivery of these 'targets' will be achieved over a significantly longer time horizon than this Development Plan.

1.2 Strategy Format

The Strategy takes the format of a Written Statement as follows:

- Section 1 Introduction
- Section 2 An outline of the Legislative and National and Regional context.
- Section 3 Analysis of housing demand and supply.
- Section 4 Social housing demand and supply analysis.
- Section 5 An outline of the principle specific needs categories.
- Section 6 Estimate of social housing needs for the County over the Strategy period
- Section 7 Issues and objectives to secure delivery of the Strategy.

Section 2: Context

2.1 Legislative Context

Part V of the Planning and Development Act 2000 (as amended), and the Urban Regeneration and Housing Act 2015 requires that all Planning Authorities prepare Housing Strategies and incorporate them into their Development Plans. Section 10(1A) of the Act requires that Development Plans include a Core Strategy which shows that the Plan is consistent with both the National Spatial Strategy and Regional Planning Guidelines. Planning Authorities are required to demonstrate that the Housing Strategy is aligned with the population projections contained in the Core Strategy and the Regional Planning Guidelines.

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

The Planning and Development Act and the Urban Regeneration and Housing Act specifies, in particular, that in preparing the Housing Strategy the Planning Authority shall

1. have regard to the most recent summary of social housing assessments prepared under section 21(a) of the Housing (Miscellaneous Provisions) Act 2009 that relate to the area of the Development Plan,
2. consult with anyone standing approved of for the purposes of section 6 of the Housing (Miscellaneous Provisions) Act 1992 in its functional area, and
3. have regard to relevant policies or objectives for the time being of the Government or any Minister of the Government that relates to housing and, in particular, social integration in the provision of housing services.

The Act specifies that a Housing Strategy shall;

- Ensure that adequate zoned and serviced lands for residential purposes are available in appropriate locations to meet the requirements of the Housing Strategy and the existing and future housing demand
- Ensure that housing is available to people of different income levels and determine the distribution of this housing.
- Ensure that a mixture of house types and sizes is developed to reasonably match the requirements of the different categories of households, including the special requirements of elderly persons and persons with disabilities.
- Counteract undue segregation in housing between people of different social backgrounds.
- Provide that a specific percentage (not exceeding 10%) of the land zoned in the Development Plan for residential use or a mixture of residential and other uses shall be reserved for those in need of social or affordable housing in the area.

The Housing (Miscellaneous Provisions) Act 2009 requires the preparation of Housing Services Plans and contains new provisions on the assessment of social housing needs. It also revises the Housing Authority's management and control powers and introduces antisocial behaviour strategies. It increases the choice available to those seeking social housing by providing a more developed legislative basis for the Rental Accommodation Scheme (RAS) and by expanding paths to home ownership through a new Incremental Purchase Scheme.

The Urban Regeneration and Housing Act 2015 aims to implement Construction 2020 – Strategy for a Renewed Construction Sector and is focused on incentivising the activation of existing and new planning permissions. The main changes to the Part V agreements are as follows:

- The halving to 10% (from 20%) the percentage of land that must be provided for social and affordable housing in new housing developments (section 31 (b));
- A requirement that Part V agreements should be reached between developers and local authorities prior to the lodgement of a commencement notice for the development.
- The elimination of the current options allowing developers to fulfil their Part V obligations by means of the transfer of sites or land elsewhere, or of making a cash payment in lieu of Part V obligations, thereby signalling that the focus now firmly on the provision of an element of social housing as an integral part of new housing projects.
- The possibility for the new Part V provisions to be retrospectively applied to, and be renegotiated in respect of, existing planning permission where works have not yet commenced subject to the agreement of the developer and the planning authority.
- The introduction of the possibility for developers to agree with a planning authority to lease out units for social housing either on or off site.
- The increase in the size of developments exempted from the Part V provisions from developments of 4 units or less to developments of 9 units or less – in effect, Part V will now only apply to developments of 10 units or more.

2.2 National and Regional Policy

2.2.1 National Spatial Strategy (NSS)

The National Spatial Strategy 2002 – 2022 update (2010) outlines the Government's commitment to implementing long-term planning frameworks - taking account of the experience since 2002 and the new environmental, budgetary and economic challenges. There is a continuing emphasis on encouraging more sustainable patterns of urban and rural development. It is noted that the Department of Environment Community and Local Government (DoECLG) have given some recent indications (Spring 2013) that a comprehensive review and update of the NSS has been considered in response to the Country's significantly changed economic landscape.

2.2.2 Housing Policy Statement June 2011

In June 2011 the DoECLG issued a revised Housing Policy Statement. This document outlines a vision for the future of the housing sector in Ireland '*based on choice, fairness, equity across tenures and on delivering quality outcomes for the resources invested'.*

The overall strategic objective is to enable all households to have access to good quality housing appropriate to the household circumstances and in their particular community of choice.

It is considered that in general, housing policy decrees that those who can afford to do so should provide housing for themselves with the aid of the fiscal incentives available, and that those unable to do so from their own resources should have access to social housing or to income support to secure and to retain private housing.

The document also outlines the Government's view that there has been too great an emphasis placed on home ownership in the past and that this has had a detrimental effect on the economy. It is stated that future housing policy will require focusing on meeting the most acute needs. It is noted that it is not intended to terminate Part V fully as the statement confirms that there is a continued rationale for capturing planning gain for residential development which can be used to resource social housing supports.

A summary of the relevant measures outlined in the document are:

- The standing down of all affordable housing schemes.
- Maximising the delivery of social housing supports within the resources available.
- Transfer of responsibility for long-term recipients of rent supplement to local authorities.
- More equitable treatment of housing tenure.
- Publication of the Housing Strategy for People with Disabilities.
- New mechanisms for delivering permanent social housing.
- Creating an enabling regulatory framework to support the increasingly prominent role of the voluntary and cooperative sector in housing delivery.
- Implementation of measures to tackle anti-social behaviour across all housing tenures.

2.2.3 Social Housing Strategy 2020

In November 2014 the Government approved the 'Social Housing Strategy 2020' which supports a new vision *"that to the greatest extent possible, every household in Ireland will have access to secure, good quality housing suited to their needs at an affordable price and in a sustainable community".*

The aim of the strategy is threefold:

- To provide 35,000 new social houses, over the six year period to 2020.
- To support up to 75,000 Households through an enhanced private rented sector.
- To reform social housing supports.

The strategy will be underpinned by the development of sustainable funding of social housing.

The delivery of new housing will be via Local Authorities and Approved Housing Bodies (AHBs), which will be supported by a Dublin Social Housing Delivery task Force (DSHDT).

2.2.4 Other National/Housing documents

The Government outlined its commitment to ensure that housing provision was sustainable and of high quality in its guidance documents 'Delivering Homes, Sustaining Communities (2007), 'Quality Housing for Sustainable Communities' (2007).
The DoECLGs 'National Housing Strategy for People with a Disability' (2011) outlines the Government strategy to address the housing needs of people with disabilities over the period 2011 to 2016. The Government's Housing Policy Statement, also published in 2011, supports and further supplements the 'National Housing Strategy for People with a Disability' as part of a framework of initiatives to provide for the housing needs of vulnerable and disadvantaged households.

The DoECLGs Homeless Strategy National Implementation Plan (2008) states that the Strategy will be carried out primarily through the Local Homeless Action Plan process prepared under the Housing (Miscellaneous Provisions) Act 2009.

2.2.5 Regional Planning Guidelines for the Greater Dublin Area 2010 – 2022

The Regional Planning Guidelines for the GDA 2010 - 2022 (RPGs) aim to direct and influence future growth of the Greater Dublin Area (GDA) over the medium-to -long term, and to give effect to the overarching strategic planning framework set out in the NSS.

With specific relevance to Dún Laoghaire-Rathdown the RPG's recommend that *'As a mostly Metropolitan County, housing delivery should focus on strengthening the urban form of the County through building up town and district centres at public transport nodes; continuing sensitive infill to counteract falling population and declining services and supporting new housing growth along the key new public transport services of the Luas extension from Sandyford to Bray/Fassaroe (in two phases) and upgrades to the DART route through the Count'*.

In relation to rural housing, it advises that local authority policies need to '*take account of the differing types of rural housing demands in varying rural contexts and be tailored accordingly'.*

2.3 Implications for the Dún Laoghaire-Rathdown County Development Plan

Section 94 of the Planning and Development Act outlines the criteria that the Planning Authority should have regard to when estimating the amount of affordable housing required in the Plan area. The criteria include house prices, interest rates and the relationship between house prices, interest rates and income. In previous Housing Strategies Dún Laoghaire-Rathdown have been led by the 'Louth Model'.

However, because of low levels of Government funding for the provision of direct build social housing and the stepping down of the affordable housing provisions there would appear to be little or no benefit in preparing a Housing Strategy in accordance with the Louth Model. It is noted that other Planning Authorities have proceeded with their County Development Plan and Housing Strategy without recourse to the Louth Model (Wexford and Mayo Co Council for example). The inherent difficulty with Housing Strategies is that they always represent a 'snap-shot' in time of something that is constantly evolving and changing. This is particularly the case at this time when there is such volatility and uncertainty in the housing market in Dún Laoghaire Rathdown.

The following Interim Housing Strategy endeavours to address the obligations set out in Section 94 but all the time recognising and having regard to the rapidly changing and evolving housing landscape both nationally and locally. In addition it is noted as set out above that the Urban Regeneration and Housing Bill 2015 states that a Planning Authority shall have regard to the:

> "*relevant policies or objectives for the time being of the Government or any Minister of the Government that relate to housing and, in particular, social integration in the provision of housing services."*

Section 3: Analysis of Housing Demand and Supply

3.1 Housing Demand

This section sets out the projected demand for housing units in Dún Laoghaire-Rathdown based both on the population targets contained in the 2010-2022 Regional Planning Guidelines (RPGs) and the Core Strategy contained in the County Development Plan 2016 - 2022 (Refer Section 1.2 of the Written Statement).

3.1.1 Population

In previous Housing Strategies practice was to target the overall population of the County – and for the main settlements in the County - and predict the required number of housing units accordingly. The Planning and Development (Amendment) Act 2010, however, now requires Planning Authorities to take a more planned approach and to indicate the proposed 'distribution' of the population assigned to the County in the RPGs. The population allocations for the County are set by the RPGs.

Emerging Issue
Population in the County grew by 12,957 persons or almost 7%, between 2006 and 2011.

Census 2011 revealed that the population in the County grew by c. 13,000 or almost 7%, between 2006 and 2011. The population of the County now stands at 207,000 persons. The Glencullen ED had the third highest rate of growth of any ED in the Country – an increase of almost 4,000 persons. This recent pattern of growth represents a significant change in the demographic patterns of the last 25 years. It is testimony that policies pursued by the Council in recent years have succeeded in reversing a long-standing pattern of population decline. In the previous Census the County had the lowest rate of growth of any Council in the Country. The data collected in the Census 2011 indicates that a number of areas, including Dún Laoghaire, Sandyford and Dundrum environs, which were previously in decline, are now displaying a pattern of growth. It is notable that these areas of population growth in the Census 2011 correspond with areas of employment concentration.

Table 1: Population.

Census	Population	% increase
1991	185,410	
1996	189,999	2.4%
2002	191,792	0.9%
2006	194,038	1.2%
2011	206,995	6.3%

(Source: CSO)

3.1.1.1 Projected Population Growth.

The 2010–2016 RPGs set the following population targets for Dún Laoghaire-Rathdown:

Table 2: Targeted Growth

	Population 2006	Population 2016	Population 2022
DLR	194,000	223,000	240,000

(Source: RPG 2010 – 2016)

Census 2011 indicated a population count of 207,000. The population growth for the six year period 2011 to 2016 is therefore 223,000 minus 207,000 which is c.16,000. Targeted population growth for the six-year period 2016 to 2022 is 240,000 minus 223,000 which is 17,000, or c.3000 per annum. For the overall period 2011 to 2022 targeted population growth is 240,000 minus 207,000 which is 33,000 or c.3000 per annum.

3.1.1.2 Age Profile

Table 3 below outlines the age profile of Dún Laoghaire-Rathdown compared to that of the State and other parts of Metropolitan Dublin. The County has a lower percentage of population in the 0 – 14 age bracket than the National percentage and a corresponding higher percentage in the over 65 age category – 14.5 % compared to 11.7 % Nationally.

Table 3: Age profile.

Age Group	State	Dún Laoghaire-Rathdown	DLR %	State%
0 – 14	979590	37535	18.2	21.3
15 – 30	941372	44742	21.7	20.5
30 – 45	1089018	45098	21.9	23.7
45 – 65	1,042,879	49,014	23.8	22.7
over 65	535,393	29,872	14.5	11.7
Total	4588252	206261	100.0	100.0

(Source: CSO)

Dún Laoghaire has a significantly higher percentage of population in the over 65-age bracket – 14.5% than South Dublin (8.7%) and Fingal (7.2%) respectively. This has implications for the type of housing units required to meet the specific needs of the County's population. With an older demographic in the County, relative to the rest of the GDA, a policy that can ensure mobility within the housing market is to be encouraged. There is also an evidence-based argument for a broader range of house types.

Emerging Issue
Dún Laoghaire has a high percentage of population in the over 65 age bracket. 14.5% versus 11.7% nationally.

3.1.2 Household Structure

3.1.2.1 Household Size

In order to estimate the number of housing units required in the County over the period of the Strategy, it is necessary to establish the average household size in Dún Laoghaire-Rathdown.

Table 4: Number of Households

	1996	2002	2006	2011
Households	61,465	64,132	68,412	75,953
Increase		+2667	+4280	+7541
% increase		+4.3%	+6.7%	+11%

(Source: CSO)

Targeted household allocations for Dún Laoghaire-Rathdown are set out in the 2016–2022 RPG's. These household allocations mean that the County is expected to target household growth of c. 20,000 during the period 2016 – 2022. This translates to 3,300 households per annum for this six year period of the Development Plan. This is very highly ambitious and, in current circumstances, unlikely to be realisable.

Census 2011 indicates average household size in the County is 2.7, which reflects the National household size but is markedly lower than the other two Metropolitan Counties of Fingal and South Dublin where average household size in 2011 was 2.9.

Table 5: Average Number of Persons per Household.

Dún Laoghaire-Rathdown	2.7
Dublin City	2.4
Fingal	2.9
South Dublin	2.9
State	2.7

(Source: CSO)

3.2 Housing Supply

This section examines information available on housing supply, specifically data on house completions from the DoECLG and statistics on household numbers, composition and accommodation from the CSO. This data gives an indication on whether the demand forecast under the previous Strategy has been met, the type of units that have been built and any other changes that have occurred in order to identify more nuanced changes in demand into the medium term. The Section also analyses at vacant housing, house prices in the County, the role of the private rental sector in supplying housing, the supply of Social and Affordable Housing and the availability of zoned land.

3.2.1 House Completions

House completions in the County peaked at an all-time high in 2007 with 3,050 units built in that year alone. The Council's policies of encouraging densification in the existing built-up area and facilitating quality, higher density new development areas, such as Stepaside, contributed significantly to this increased rate of supply.

The Housing Strategy contained in the previous County Development Plan 2010-2016 identified a demand for nearly 15,000 units, over the lifetime of that Plan. The number of house completions, both within the County and Nationally, has however, fallen dramatically as a consequence of the recent economic climate. Table 6 below details the housing completions for Dún Laoghaire-Rathdown for the years 2010, 2011, 2012 and 2013.

Table 6: House completions

Year	**House Completions**
2010	384
2011	192
2012	175
2013	260

(Source: DoECLG)

Emerging Issue.
Despite the economic recession that triggered in 2008 population continues to grow nationally with the urban population reaching an all time high in 2011. We need to plan accordingly.

These figures reflect the reality of the challenging economic conditions that the Country continues to experience, but the targeted figures for housing completions in Dún Laoghaire-Rathdown as set out in the RPG's were forecast in 2006 when the economic climate was entirely different. However, there are positives that during the last intercensal period Dún Laoghaire-Rathdown managed to finally reverse the long standing trend of out migration and actually attracted persons into the County. In light of more positive economic indicators (from 1st quarter 2014 on) there remains a need to take account of, and be prepared for, a continuing recovery in the economy. Given the County's prime location in the Metropolitan Dublin area there is a need to ensure that, when economic stability returns, the Development Plan has sufficient land zoned and targets in place to meet the needs of any nascent population growth in the County. In National terms it is of note that despite the economic recession that triggered in 2008 population in the State continues to grow due to a high birth rate and this growth is primarily focussed in urban areas (CSO, 2011)

3.2.2 Housing Land Availability (HLA) Study

The Council's 2013 HLA study indicated that there are 640 hectares of zoned undeveloped land in the County. Of this total c.400 hectares is serviced and ready for residential development. It is estimated that c. 18,000 no. units can be delivered on these serviced lands at an average density of 43 units per ha. (A total of 34,000 units could be accommodated on zoned serviced and non-serviced lands).

As referred to in section 2.1 above (and the Core Strategy – Refer Section 1.2 of the Written Statement) the housing and population 'targets' of the County Development Plan - and by implementation this Housing Strategy – continue to be based on the most recently available, but now out-dated 2010 – 2022 RPG targets originally based on Census 2006. This situation will however evolve over the next two years with the updating/revision of both the NSS and the replacement RPGs, which will almost certainly be based on significantly different population projections and targets derived from the most recent Census 2011.

The CSO recently published (December 2013) 'Regional Population Targets' - based on Census 2011 – are now being used by a number of State and Semi-State organisations - including The Housing Agency – to plan and future-proof strategies and frameworks. There are significant differences between these projections and the Census 2006 based Regional Planning Guidelines targets. Starkly contrasting assumptions regarding migration trends account for the bulk of the difference with the CSO projecting a significantly lower rate of population and housing growth in the coming years then is forecast in the RPGs 'targets'.

The NSS and RPG reviews – as and when they are published – will necessitate a requirement for the Council to vary the County Development Plan, post adoption to take account of any revised population/housing targets. In the interim, however, the Council will seek to ensure a reasonable equilibrium of supply of zoned residential development land and population 'targets' derived as set out in the 2010 – 2022 RPGs – but underpinned, nevertheless, by a precautionary approach to repeat the prospect of a more constrained population/housing landscape being revealed in 2016/2017 post adoption of this County Development Plan process.

3.2.3 Housing Stock and Vacant Units.

Census 2011 indicated a housing stock of 85,896 units in Dún Laoghaire-Rathdown of which 7.7 % (c.6,600) were recorded as being vacant units (includes vacant houses, flats and holidays homes). Apartments accounted for 57% of the vacant units, houses 43%. The comparable National vacancy rate was 14.5%.

3.3 House Prices

The task of ascertaining average house prices in the County, and predicting future trends in this direction as a means of estimating affordability is fraught with difficulties particularly at this time when there is so much market volatility and uncertainty. There are a number of sources of data on house prices in the County.

- The DoECLG collects data at a Regional level, with information available for the overall Dublin area but not disaggregated by individual County/City.

- The CSO Residential Property Price Index (RPPI) also provides National data and datasets for the overall Dublin Region – but again not disaggregated to individual County/City Level. The RRPPI is designed to measure the change in the average level of prices paid for residential properties sold in Ireland. The Index is mix-adjusted to allow for the fact that different types of property are sold in different periods. The RPPI is compiled using data on drawdowns provided on a monthly basis by eight of the main Mortgage Lending Institutions under Section 13 of the Housing Act (2002). The growing rental market is not covered by the RPPI.

> ***Emerging issue***
> *Low percentage of vacant units in the County compared to National level.*

- The recently established Residential Property Price Register (RPPR) is of some use, although it does not break down purchased properties either by unit size or whether the unit is an apartment or a house.

- Estate agents and other agencies.

Unsurprisingly the comprehensive data review revealed that property values in the Dún Laoghaire–Rathdown Council area remain higher, on average, than any of the other three Dublin Authorities, and remain the highest of any County in the State. There is however a 'time lag' issue with any survey especially given that fact the market is constantly evolving.

3.3.1 Average House Prices in Dún Laoghaire–Rathdown

For the purpose of framing the Interim Housing Strategy, two detailed surveys to establish average property prices in the County were carried out in April 2013 (for the year 2012) and in April 2014 (for the year 2013).

Both quantitative and qualitative analytical methods were used. A telephone survey of various estate agents active in the County was conducted to determine average house prices and to discuss forecast changes and trends for the County in the future years covering the lifetime of the Plan.

Of interest in the year 2013 was the significant increase in the strength of cash sales. Information received from one estate agent surveyed identified '*a notable feature of the market is the strength of cash. 54% of all residential transactions were bought with cash in the first nine months of the year'* (2013). This feature cannot however, be identified as a definite trend in that there will not be an indefinite source of cash buyers. The market now operating is ever changing and subject to so much volatility that it creates a challenge in terms of drafting any coherent and tenable Interim Housing Strategy.

The house price data received from estate agents was for actual sales in the County during the years 2012 and 2013. This data was entered into a spreadsheet, which enabled the results to be viewed in ascending order, to enable the calculation of the median value as opposed to the average value. The median house price for the County is more meaningful than the average house price, as the average house price would be a skewed value given the very significant range between the highest and lowest house prices. The average house price for the County for the year 2012 (based on the data received from the estate agents) was €401,000. The median house price was €313,000. The comparable average house price for the County for the year 2013 was €443,000 while the median house price was €350,000.

Table 7: Average & Median House Prices:

	Average House Price	**Median House Price**
2012	€401,000	€313,000
2013	€443,000 (+11.4% year-on-year)	€350,000 (+11.9% year-on-year)

It should be noted that the information supplied by estate agents directly was very limited and sometimes variable. The data supplied by local estate agents was supplemented by information available from the CSO Residential Property Price Index and the Residential Property Price Register. Again it must be stressed that the CSO Property price Index does not provide data at individual County level and is restricted to mortgage drawdowns.

Notwithstanding, a desktop survey of data available on the Residential Property Price Register was used to ascertain average house prices for the County in 2012 and 2013. This data is produced by the Property Services Regulatory Authority (PSRA) pursuant to Section 86 of the Property Services (Regulation) Act 2011. It includes date of sale, price and address of all residential properties purchased in Ireland since the 1st January 2010, as declared to the Revenue Commissioners for Stamp Duty purposes. As intimated above it does not distinguish unit size nor does it indicate whether the unit is an apartment or a house.

The desktop survey involved analysis of 1000 separate property prices – of apartments and houses, in all the major towns, suburbs and rural areas of the County during the year 2012 and 2013. The survey was conducted in April 2013 and April 2014.

The website contains data for residential sales within each town, suburban area and rural area in the County. Again the house price data was entered into a spread sheet, which enabled the results to be viewed in ascending order, and enabling a median value to be calculated as opposed to the simple average value.

Again a median house price for this particular County is preferable to an average house price, as the average house price would be a skewed value, since the lowest house price and highest house price recorded in 2013 ranged from €90,000 to €525,0000.

The results of the desktop survey indicated that the average house price in the County in 2013 was €488,000 while the corresponding median house price €420,000.

There, therefore, is a marked divergence between the Residential Property Price Register median house price for 2013 (€420,000) and the survey of estate agents median house price derived from local estate agents in the same year (€350,000). Given the limited number of estate agents that responded to the survey, the median figure derived from the RPPR is considered to be more indicative of the actual figure. A comparison of the median house prices between 2012 and 2013 figures indicates a 23% increase.

Table 8: Average House Prices in 2012

<200000	200000 - 300000	300000 - 400000	400000 - 500000	500000 - 600000	600000 - 700000	700000 – 800000	800000 – 900000	900000 – 1m	1m +
13.9%	26 %	22.9%	16.7%	7.8%	4.3%	2%	2.7%	1.3%	2.4%

(Source: Dún Laoghaire-Rathdown survey)

Table 9: Average House Prices in the County 2013

<200000	200000 - 300000	300000 - 400000	400000 - 500000	500000 - 600000	600000 - 700000	700000 – 800000	800000 – 900000	900000 – 1m	1m +
8.3%	17.6 %	19.3%	20%	13.5%	7.1%	5.2%	2.4%	1.7%	4.9%

(Source: Dún Laoghaire-Rathdown survey)

Table 10: Average vs Median House Prices (RPPR derived)

	Average house price	**Median house price**
2012	€406,466	€340,000
2013	€487,373	€420,000 (+23& year-on-year)

3.3.2 Trends identified

Prices have risen, and continue to rise, but it is difficult to predict ongoing future trends in such a recovering and changing market.

Information received from estate agents related primarily to the current situation in the market with regard to house sales. Significantly all agents reported that in terms of house sales there has been stability in the Dublin market and in the first quarter of 2013 the market saw the first period of positive, albeit moderate, price growth since 2006'. (Sherry Fitzgerald, April 2013)

It was commented upon, however, that much of this increase is down to supply constraints. There were only 1,266 new residential units built in metropolitan Dublin in 2012 - this is only 6% of the numbers built in Dublin at the peak of the building boom in 2006. (Lisney, Feb 2013).

Of interest, and commented on by all estate agents, is the ever decreasing quantity of property for sale at present. In Dublin '*just 0.6% of the Dublin private housing market is currently available for sale. This is incredibly low by either historical or comparable levels*' (propertypad.ie). In normal circumstances most markets would have 3% of their housing stock for sale at any one time. Tentative steps towards a recovery within the construction sector are now evident, however, Central Government is seeking support to this rebirth through a series of objectives and initiatives set out in 'Construction 2020', which has a particular focus on Metropolitan Dublin. The number of pre-planning enquiries, planning applications and finishing out of existing larger residential schemes in Dún Laoghaire-Rathdown in 2014 to date would seem to indicate that there will be units coming 'on-stream' at some point in the medium term but again the time lag in delivering and releasing units to the market may continue to drive houses prices in the short-term.

3.4 Private Rented Sector

The private rented sector has grown in importance in the housing market in recent years, and the ongoing instability and volatility in the housing market and economy may mean that this trend towards private rented accommodation is likely to continue. Since 2009 rents have largely stabilised, while house prices have fallen, suggesting that the two property markets are moving independently from each other (source RICS). It would appear that the private rental sector in Ireland is healthy and is benefiting from the instability in the property market. It is noted that the Housing Policy Statement (June 2011) indicated that previous policy approach had put disproportionate value on owner occupation. Private rental accommodation can serve and is serving a critical function in the housing market at present and is likely to do so in greater numbers into the future.

Section 4: Social Housing Demand & Supply Analysis

4.1 Introduction

This section examines both the supply of and demand for social housing in the County and identifies how the actual provision of social housing has changed considerably in recent times.

4.2 Social Housing List

There are 4531 households on the Dún Laoghaire-Rathdown Social Housing List (January, 2015). This equates to approximately 5.6% of all households in the County (based on Census 20111 Household Figure). Nationally the figure is 89,872 households or 5.4% of the National figure of 1,654,000 (Census, 2011). The National figure is taken from the Housing Agency publication "Summary of Social Housing Assessment 2013" published in December 2013.

In order to calculate the amount of growth in demand for social housing it has been assumed that the number of persons requiring social housing will grow at the same rate as the general population for the period of the strategy (i.e. 7.3% in accordance with the Regional Planning Guidelines 'Allocation'). This would give a total of 4531 households in need of housing over the period of the Strategy (or c.12,230 persons based on an average household size of 2.7 persons).

Proposals for construction or purchase of social housing are currently very limited as a result of budgetary constraints. The delivery of social housing is extremely challenging in the current economic climate as all funding has been severely cut. In the future, and certainly within the lifetime of this Development Plan, the Rental Accommodation Scheme (RAS) and Social Housing Leasing Initiatives (SHLI) will provide a much larger component part of the overall social housing provision. Voluntary Housing Associations have made increasingly significant contributions to the provision of social housing to accommodate applicants from the local authority housing list. Of the 190 households housed from the Council waiting list in the last 11 months; 53 were by voluntary housing associations; 29 were long term rentals; 28 were by RAS, and 84 were placed in Council housing.

4.3 Social Housing Provision

Social housing in the County is currently being provided through a number of schemes. The SHLI and RAS are identified as two of the key models for long term social housing supports which can achieve greater 'value for money', replacing the very large capital-funded construction programmes pursued by local authorities in the past. The statutory basis for the Social Housing Leasing Initiative (long-term leasing schemes) and the RAS is provided for within the Housing (Miscellaneous Provisions) Act, 2009.

4.3.1 Rental Accommodation Scheme (RAS)

RAS is designed to provide security of tenure in good quality accommodation for eligible tenants in the private rented sector. Under RAS, eligible tenants and their landlords become RAS clients. Eligible tenants are those in receipt of Rent Supplement for more than 18 months and in need of long-term housing. The rent negotiated between the Council and the landlord is paid monthly by the Council directly to the landlord for the duration of the RAS contract. The tenant contributes to the rent but pays it to the Local Authority, not the landlord. Under RAS the landlord and tenant retain all duties and responsibilities under Landlord and Tenant law. The Residential Tenancies Act 2004 governs the relationship between the landlord and the tenant. Under RAS Local Authorities make agreements with private landlords (or voluntary bodies) to provide accommodation on a medium-to-long-term basis, i.e. a 4-year agreement or a 10 year agreement. The total number of RAS Tenants accommodated in the County at present (March 2013) is 400.

Emerging issue.
Increased role of the voluntary sector in the provision of social housing.

4.3.2 Housing Assistant Payment (HAP)

The replacement for Rent Supplement - the Housing Assistant Payment (HAP) - will be administered by Dún Laoghaire-Rathdown. The Government acknowledged in the Housing Policy Statement (June 2011) that Rent Supplement, which was always intended as a short-term income support, had actually become a long-term social housing support. The Government expressed its intention to transfer the responsibility for those requiring long-term rent support to the Local Authorities.

4.3.3 Social Housing Leasing Initiative (SHLI)

In order to increase the availability of properties for social housing provision, the DoECLG, launched the SHLI in 2009. This involves Housing Authorities leasing properties from private property owners for the purposes of providing accommodation to households on social housing waiting lists. Leasing introduces greater flexibility in the composition of the housing stock and provides the opportunity for housing authorities to benefit from market conditions to increase output and meet housing need in a cost effective manner.

Access to housing stock is achieved through a number of ways:

- Local Authorities leasing properties from private property owners for periods of 10-20 years.
- Approved Housing Bodies leasing from property owners, purchasing on the market or constructing properties and making them available for social housing provision through direct agreements with the DoECLG.
- Local Authorities temporarily utilising unsold affordable housing stock.

Section 5: Specific Housing Needs

5.1 Introduction

A number of categories of housing applicants require special, and very often, quite specific response. These categories are outlined in this section.

5.1.1 Homeless Persons

Under the Council's Scheme of Letting Priorities homeless persons may be awarded overall priority in the allocation of social housing. There are two main sources of obtaining data on people who are homeless in Ireland, both of which are carried out every three years, the Housing Need Assessment and the 'Counted In' survey. For the first time the CSO counted the number of people who were homeless on Census night 2011. There are 92 homeless persons on the Council list at present (March 2013).

The Government's 'Homelessness Policy Statement' (February 2013) has set 2016 as the target year for ending long-term homelessness. By moving away from over-reliance on expensive emergency accommodation, the 'housing-led 'strategy can also provide better value for the significant amount of public money invested in homeless services.

5.1.2 Traveller Accommodation

The Housing (Traveller Accommodation) Act 1998 requires Housing Authorities in consultation with travellers and with the general public to prepare and adopt a five year Traveller Accommodation Programme (by resolution of the elected members of the Council) to meet the existing and projected needs of travellers in the area. The 2009 – 2013 Traveller Accommodation Programme identified a requirement for 38 traveller-specific units and 21 houses. During the lifetime of the Programme 3 families have been accommodated in permanent traveller- specific units and 50 casual vacancies have been filled. There had also been significant ongoing refurbishment of existing schemes.

The 2014 – 2018 Traveller Accommodation Programme was adopted in January 2014 and as part of this Programme, a further detailed assessment of need was carried out. That assessment indicated that there are 114 traveller families resident in the County. 78 of these families are in permanent accommodation, which is an increase of 11% from the period of 2009 – 2013. Some 36 families remain without accommodation. In assessing overall future need the Council have taken into account these 36 families and also travellers who have reached the age of 18, who will reach the age of 18 over the lifetime of the Programme. This gives a total requirement of 62 families which does not take account of travellers who may migrate into the County.

Table 10: Traveller Accommodation Need 2014 – 2018

Standard Housing	15
Grouped Housing	30
Halting Sites	8
Total	**53**

(Source: Traveller Accommodation Programme 2014–2018)

The total of need of 62 units will be met by the 53 units shown above plus an additional 9 refurbished units.

Table 11: Accommodation Programme

Location	Number of Units
Halting site Programme	No of Bays
Cloragh	3
Kiltiernan, Glenamuck Road	4
West Pier	3
	10
Group Housing Programme	No. of Units
Enniskerry Road	4
Bird Avenue	3
Lehaunstown	5
Mount Anville Road	5
Pottery Road	5
Stillorgan Grove	6
Rathmichael Road	5
University College Dublin	5
	38

(Source: Traveller Accommodation Programme 2014 – 2018)

5.1.3 Disabled Persons

It is an objective of the Council to provide for the specific housing needs of people with disabilities. The Council provides a small number of specially adapted units in new housing schemes for people with disabilities. In addition it also adapts existing houses to the needs of tenants with disabilities, subject to resources.

The 2013 Assessment of Need (The Housing Agency, December 2013) included 386 applicants in Dún Laoghaire-Rathdown with disabilities, representing 11% of the total assessment. Nationally the percentage of those households having specific accommodation requirements due to a disability is only 4%. Dún Laoghaire-Rathdown has a significantly higher demand in this area that is primarily a consequent of aging demographics of the County.

5.1.4 Elderly Persons

It is estimated that the number of older persons will almost double in all regions of Ireland over the period 2006-2026 (CSO). As a County Dún Laoghaire-Rathdown has a higher than National average number of persons over 65. Many older persons own their own home and wish to remain at home in their own community for as long as they are able. It is appropriate and logical therefore, that more specific policies and objectives be set out in this Housing Strategy to cater for the needs of older people. The needs of older people can change over time - some may have specific housing needs relating to access, medical care, security and personal safety. Housing location in close proximity to convenience shops, public transport and community facilities are important. Building new homes suitable for older persons within established communities can free-up existing housing stock, which may be more suited to requirements of young families. Sheltered accommodation which enables older persons to live independently, but with on-site support and facilities can enable older people to remain in the local area. The Council currently has 574 no. units available for, and assigned to, elderly persons.

5.1.5 Household Composition

Nationally those seeking social housing single-person households made up the largest household type (44%). The next highest category is single-person with children. In Dún Laoghaire-Rathdown the percentage of single households is currently 50%. This figure is of particular relevance given the current property sector-led campaign for the construction of family-type homes to the virtual exclusion of other unit types. Whilst social housing represents only a small part of the overall housing demand it is important that appropriately sized units are still provided for single person households. It will, however, be extremely difficult to meet a significant proportion of this need from the Council's construction programme and other housing support options will require to be explored including units generated through Part V, the voluntary housing sector and RAS.

Section 6: Estimated Social and Affordable Housing

6.1 Estimated Affordable Housing Need

Section 94(4) of the Planning and Development Act (as amended) states that a Housing Strategy shall include an estimate of the amount of:

(i) housing for the purposes of the provision of social housing support within the meaning of the Housing (Miscellaneous Provisions) Act 2009, and
(ii) affordable housing (amendment under Housing (Miscellaneous Provisions) Act not commenced)*

*It should be noted that the Housing (Miscellaneous Provisions) 2009 contains an amendment to Section 94 4(a)(ii) of the Planning and Development Act but this amendment has not yet commenced yet and, at present, indications from the DoECLG that this amendment will not commence during the preparation of this Development Plan if at all.

Section 94(5)(a) details the items which Planning Authorities must have regard when making an assessment of affordable housing. The methodology for carrying out such an 'affordability assessment' is included in DoECLGs 'Housing Supply – A Model Housing Strategy and Step-by-Step Guide' (2000). This 'Louth Model' – in now some fifteen years old and its relevance in the current housing market is questionable.

The Government 'Housing Policy Statement' of June 2011 indicated that Affordable Housing Schemes should be stepped down and that there should be a move away from an over emphasis on the importance of owner-occupancy. Consequently it is considered that, at this point in time there is, therefore, no need to carry out a detailed and comprehensive affordable housing assessment in line with the 'Louth Model'. This would accord with the position adopted by other Housing Authorities – Mayo County Council and Wexford County Council for example – who have reviewed their respective Housing Strategies over the last year.

There is however awareness that house prices in Dún Laoghaire-Rathdown are the highest in the State and affordability is again becoming an issue. House price alone will not, however, ensure access to the property market - a number of other factors are relevant. Accessing finance can be a major hurdle. There is also less certainty with regard to people's future income due to the current economic situation with wage cuts/freezes and job uncertainty, and a large number of persons are in mortgage arrears and/or unsustainable mortgages.

Good planning practice promotes sustainable living patterns to ensure with people are able to live and work in close proximity. Any increase in affordability issues in any part of the County could potentially result in people who work in Dún Laoghaire-Rathdown being unable to afford to purchase property in the County.

Having regard to the changes in the overarching economic and policy context, and specifically the Housing Policy Statement of June 2011 announcing that Affordable Housing Schemes should be stepped down, it is considered unnecessary to carry out an 'affordability assessment' at this point in time.

The Two Year review of the County Development Plan should however, commit to including a re-examination of housing affordability in the County.

6.2 Estimated Social Housing Need.

The Government 'Housing Policy Statement' (June 2011) outlined that there was a continued rationale for capturing planning gain through Part V. The calculation provides details of the requirement for social housing based purely on a percentage of all new households formed.

The 2010 – 2022 RPS indicated that 19,850 households are 'targeted' to be accommodated in Dún Laoghaire-Rathdown over the lifetime of the Development Plan.

Section 4.2 of this Strategy estimates that 4,531 households will require social housing over the same time frame. This equates to 23% of the total housing provision over the period of the Plan. It should be noted that the affordable element has not been addressed. Therefore, it is considered a tenable position at this point in time to continue to apply a requirement of 10% of all land or equivalent to be reserved for the purposes of Part V in accordance with the provisions of the Urban Regeneration and Housing Bill 2015. .

Emerging Issue
10% of land zoned for residential development to be reserved for social housing.

Emerging Issue
10% of land zoned for residential development to be reserved for social housing.

Section 7: Issues and Objectives to Secure Delivery of the Strategy

7.1 Introduction

This section sets out the policies and objectives of the Housing Strategy.

Issues emerging from the Housing Strategy

- *Despite economic turnabout the population of the County is growing with in-migration into the County recorded for the intercensal period 2006 – 2011.*
- *Significant decline in house completions since 2007.*
- *Population growth not being met by house completions.*
- *Projected population growth from 2016 – 2022 is 7%*
- *High % of population in the over 65 age bracket.*
- *Sufficient lands zoned to accommodate planned development*
- *Affordable housing schemes have become less important as house prices have fallen below what can be offered for housing under the Scheme.*
- *House prices have fallen in the County but are still highest in the Country.*
- *No need to conduct 'affordability assessment' due to standing down of scheme.*
- *Estimated that 4730 households will require social housing over the life time of the Strategy - which equates to 23% of households.*
- *Justification exists for reserving 10% of land for social housing.*

7.2 Housing Mix

There are different requirements for housing mix for both social housing and private housing. The previous Housing Strategy 2010-2016 indicated a notional breakdown of social housing units as 25% one bed, 25% two bed and 50% three and four bed.

Over the intervening period the demand for one-bed social housing units has grown significantly – as evidenced by the current waiting list. The composition of the housing waiting list in March 2013 is follows:

Table 11: Social Housing Accommodation Requirements.

One bedroom need	53%
Two bedroom need	23%
Three & four bedroom need	24%

(Source: Dún Laoghaire-Rathdown County Council).

There is, however, a new focus on the delivery of social housing. In the future, and certainly within the lifetime of this Strategy, the Rental Accommodation Scheme (RAS) and Social Housing Leasing Initiatives (SHLI) will provide a much greater component part of the social housing provision. Voluntary Housing Associations have also made an increasingly significant contribution to the provision of social housing to accommodate applicants from the Local Authority housing list. The ongoing requirements with regard to social housing mix may have to change over the period to 2022, and the Council will require to respond by amending policy to reflect any such changes in social housing needs.

7.3 Housing Type

While the Council continues to require that developments provide for a housing mix, it is also essential that a range of house-types are provided within residential schemes. The inclusion of combinations of detached, semi-detached, terraced, single storey, and apartment units is essential.

7.4 Provision for Special Needs

The Council will encourage proposals from developers to satisfy Part V obligations which are directed towards special need categories namely, elderly accommodation, traveller accommodation, specialised accommodation for the homeless and specially adapted accommodation for persons with disabilities – where the proposal is related to a local need and is consistent with other policies of the Development Plan.

7.5 Implementation of the Housing Strategy

A ten percent social housing requirement will be applied in relation to all sites that are residentially zoned or proposals where a mixed-use development, including residential is proposed on any zoning in the County, unless otherwise stated in the Strategy, or exempt from the provisions of Part V.

In determining the type of agreement to be entered into, the Planning Authority shall consider the following in accordance with Part II, Section 3(c) of the Planning and Development (Amendment) Act 2002:

- Whether such an agreement will contribute effectively and efficiently to the achievements of the objectives of the Housing Strategy.
- Whether such an agreement will constitute the best use of resources available to the Planning Authority to ensure an adequate supply of social housing and any financial implications of the agreement for its functions as a Housing Authority.
- The need to counteract undue segregation in housing between persons of different social background in the area of the Authority.
- Whether such an agreement is in accordance with the provisions of the Development Plan.
- The time within which housing referred to in section 94(4)(a) is likely to be provided as a consequence of the agreement.

Consideration will also be given to housing market conditions prevailing at the time of entering into any such agreement.

7.6 Circumstances where a 'reduced element' may be Acceptable

Housing For Older People
In instances where it is proposed that the site or portion of a site be developed for elderly persons/assisted living accommodation, the portion of the site to be used for elderly/assisted living accommodation will generate a reduced percentage requirement in respect of social housing. This is to encourage the development of these types of units. It may also result in elderly persons vacating larger units for units more appropriate to their current needs and in turn returning family sized accommodation to the market.

Student Accommodation
It is recognised that there is a need to provide student accommodation for students studying both within and outside the County. The Council will support the provision of on-campus student accommodation and may also permit student accommodation off-campus where the proposed development:

- Is located within one pedestrian kilometre from the boundary of a Third Level Institution or proximate to existing or planned public transport corridors, cycle and pedestrian routes and green routes.
- Complies with the Department of Education and Science Guidelines on 'Residential Development for Third Level Students'. (Refer also Section 8.2.3.4 (xi) of the Written Statement).

No social housing will be required in instances where it is proposed that student accommodation is to be provided on the campus of a Third Level Institution. In all other instances of student accommodation the standard 20% social housing requirement will apply.

Semi-independent or supported living accommodation for people with intellectual and/or physical disabilities.
The Council recognises the particular difficulties parents of people with intellectual disabilities who must make provision for respite care, or permanent housing when parents can no longer care for their adult children. Current best practice is for the provision of semi-independent or supported living dispersed throughout the community. In instances where it is proposed to provide such units, a reduction in the required percentage of social and affordable housing may be accepted.

It should be noted that in accordance with Section 94 (13) of the Planning and Development Act as amended the Part V provision does not apply to the provision of housing by an approved housing body for households as qualified for social housing support so in the event of an approved housing body providing a scheme for the those with intellectual or physical disabilities who qualify for social housing support Part V would not apply.

7.7 Objectives

Objective HS1

It is an objective of the Council to secure implementation of the Interim Dún Laoghaire-Rathdown housing Strategy 2016 – 2022 by:

1. Ensuring that adequate and appropriate lands are zoned to meet future housing need identified in the Housing Strategy and the Core Strategy.
2. Requiring that 10% of all lands zoned for residential use, or for a mixture of residential or other uses, shall be reserved for the purposes of Section 94(4)(a)(i) of the Planning and Development Act 2000 – 2012 with the exception of the exemptions provided for in this Strategy.
3. Requiring a mix of house types in all new residential development to meet the categories of social housing need identified for the particular area.

Objective HS2

It is an objective of the Council to seek to facilitate all households access to good quality housing appropriate to their circumstances, and in a community of choice. The Council's priority will be on meeting the most acute needs – those unable to provide accommodation from their own resources.

Objective HS3

It is an objective of the Council to ensure that those with specific housing needs, such as the elderly, persons with disabilities, homeless persons and travellers, are accommodated in a manner appropriate to their specific needs.

Objective HS4

It is an objective of the Council to promote the development of sustainable housing developments which are energy efficient and efficient in their use of natural resources and are in accordance with 'Sustainable Residential Development in Urban Areas: Guidelines for Planning Authorities' and the accompanying 'Urban Design Manual '(2008).

Objective HS5

It is an objective of the Council to implement the Traveller Accommodation Programme 2014 – 2018, and any subsequently adopted strategy, during the lifetime of the Plan.

Objective HS6

It is an objective of the Council to engage in a range of options for housing provision, including direct new stock acquisition or build, leasing and RAS.

Objective HS7

It is an objective of the Council to support and assist the Voluntary Housing Sector in their role as providers of housing to those in need of accommodation.