

Social Housing Need and Justification Report

Ballymun Sites (BMD)

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Prepared on behalf of:

National Development Finance Agency on behalf of Dublin City Council



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1. INTRODUCTION

1.1 Social Housing Public Private Partnership (PPP) Programme

The Social Housing Public Private Partnership (PPP) programme consists of the design, construction, financing and maintenance of approximately 880 homes as part of Social Housing Bundle 4 & 5 project bundles of social housing developments on sites around Ireland to be delivered by PPP. The Department of Housing, Local Government and Heritage is the approving authority for the programme with the NDFA as financial advisor, procuring authority and project manager. The Social Housing PPP Programme represents one of the many strands of delivery to increase the quantity of social housing. Housing for All also includes a specific objective to increase the use of PPPs to deliver social housing. The PPP model of delivery has been selected as an appropriate means of securing the delivery of social housing. Each site includes a mixture of housing typology (for example apartment, duplex, house) and site development works.

1.2 Purpose of Report

This report has been prepared by MacCabe Durney Barnes to support a Part 8 application on lands at Ballymun, Co. Dublin. The purpose of this report is to review the tenure and unit mix proposed for the Ballymun sites (5,15,16,17 and 18), having regard to the uplift in numbers and existing tenure and dwelling sizes in the Ballymun and surrounding area.

With the continued high levels of population growth, it is imperative that future urban development occurs in a sustainable manner, which makes most efficient use of the limited land available. This will ensure that future communities are connected and integrated within Dublin's urban form and are well placed to avail of existing and proposed services and infrastructure.

In summary, the proposed development consists of mixed uses in the form of 288 no. residential units across site 5,15,16,17 and 18. The scheme also includes 1228 sqm retail/ non-residential uses, 1,058 sqm community use, 324 sqm childcare facility and 4,267 sqm public open space at the site. The scheme has been designed in accordance with the Ballymun LAP. The proposed residential unit mix is made up of:

- 138 no. 1 bed apartments
- 87 no. 2 bed apartments
- 61 no. 3 bed apartments
- 2 no. 4 bed apartments

This report provides a further examination of the demographic profile of the area in which the site is located, with a view to establishing a justification for the proposed tenure and mix of units.

1.3 Report Structure

1. Introduction and Purpose of the Report
2. Housing Tenure & Type
3. DCC Housing Lists and Housing Stock profiles for Ballymun and adjoining areas
4. Census of Population 2022 Analysis
5. Conclusions on appropriate ratio of Social Housing Mix in Ballymun sites (5, 15, 16, 17 and 18)

2. HOUSING TENURE AND TYPE CONTEXT

Dublin City Council, in line with the policies set down in the Social Housing Strategy 2020: Support, Supply and Reform, adopted in November 2014, continues to provide a wide range of housing services throughout the County, including assessment, delivery and financing. One of the key objectives of the Housing Strategy as set out in Section 6.1 is *“to increase the stock of social housing within the county in order to meet the social housing needs identified in this Housing Strategy as well as the long-term housing needs of existing households on the local authority housing waiting list”*.

The Housing Strategy forms an integral part of the Dublin City Development Plan by incorporating national and regional housing policies and housing demand and supply requirements at a local level. The Housing Strategy is set out in Appendix 1. The conclusion of the HNDA and Housing Strategy is that Dublin City Council will require the maximum allowable provision (currently up to 20%) under the Planning Act (as amended) for social, affordable purchase & cost rental housing need as part of future planning permissions, reflecting the high levels of demand within the city.

A key policy objective of the Development Plan QHSN34 is *“to promote the provision of social, affordable purchase, cost rental and rental housing in accordance with the Council’s Housing Strategy, Part V of the Planning and Development Act, as amended by the Affordable Housing Act 2021 and government policy as outlines in the DHLGH ‘Social Housing Strategy 2020’ and support the realisation of public housing.”*

The HNDA modelling indicates that over the six-year plan period of 2023-2028, there is an estimated need for 10,247 social homes in Dublin City as well as 7,887 affordable homes; 4,997 households are estimated to be able to access private ownership in Dublin City, while 4,088 households are estimated to be able to meet their needs in the private rental market.

Tenure	2023	2024	2025	2026	2027	2028	Total
Social Rent	2,024	1,816	1,661	1,612	1,564	1,570	10,247
Affordability Constraint	1,306	1,296	1,231	1,301	1,330	1,423	7,887
Private Rented	777	719	661	639	633	659	4,088
Buyers	950	879	808	780	775	805	4,997
Total Housing Need	5,057	4,710	4,361	4,332	4,303	4,457	27,219

Figure 1: Table 4-1 of Development Plan Estimated Housing Need by Tenure 2023-2028

Table 20: Provision of Social Housing, Dublin City Council, 2016-2020

Type	2016	2017	2018	2019	2020
LA New Build ^[1]	56	295	264	90	124
AHB New Build ^[2]	99 (incl. Pt. Vs)	214	282	302	114
Part V -New Build ^[3]	-	56	104	119	81
Total New Build	155	565	650	511	319
LA Acquisitions inc Housing Agency Acq (HAA) and Reg Acq (RA)	147	217	265	424	240
AHB Acquisition excl. HAA	68	116	280	123	45
CALF HAA Acquisition	-	-	-	-	21
Acquisition Total ^[8]	215	333	545	547	306
Leasing ^[4]	25	79	61	115	246
RAS ^[5]	31	60	1	62	113
HAP ^{[6] [7]}	952	2,752	2,511	2,774	3,141

Source: Dept. of Housing, Local Government and Heritage, June 2021

Figure 2: Provision of Social Housing, Dublin City Council 2016-2020

The Housing for All Government Strategy was published in September 2021, which set a five year target over a range of different delivery streams. The Department of Housing, Local Government and Heritage has issued 9,087 homes to be delivered by Dublin City Council from 2022-2026. The table below details the targets by D.H.L.G.H. along with Dublin City Council's projected delivery, with further approximately 4,000 units in Affordable Purchase and Cost Rental.

	2022	2023	2024	2025	2026	TOTAL
Social Housing delivery target	895	1,931	1,974	2,122	2,165	9,087
Long term Leasing targets	480	475	410	100		1,465
D.H.L.G.H. Total Target	1375	2406	2384	2222	2165	10,552
D.C.C. Projected delivery	2022	2023	2024	2025	2026	
D.C.C. Build Programme	937	700	1,547	2,509	1,252	6,945
Long term Leasing Delivery	480	475	410	100		1,465
Part Vs	300	300	300	300	300	1,500
Total Delivery	1,717	1,475	2,257	2,909	1,552	9,910

Figure 3: Social Housing Targets (Source: Dublin City Council Development Plan 2022)

Section 3.3.4 of the Ballymun LAP provides a breakdown of the existing tenure mix in Ballymun, based on the 2011 and 2016 census. The overall vision for the LAP is stated as: "to create a successful and sustainable new town; which provides for and supports a thriving local economy, which caters for people across all spectrums of their lifecycle in both their house type and tenure and where communities are supported by the appropriate social, sporting and cultural amenities". A key principle of the LAP is Housing & Tenure KP2: To develop the remaining residential sites for a mix of house types and tenures to increase the population and support the existing services and businesses in the area.

Rightsizing is important because many older people are living in housing that does not suit their needs. The Healthy and Positive Ageing study reported that one quarter of older adults (aged 55+) found their homes difficult to maintain; 20% had a housing facility problem; and 10% were unable to keep their home adequately warm. Rightsizing is important in the context of population ageing. Like elsewhere in the world, the population of Ireland is ageing. By 2051 it is expected that there will be 1.6 million people over the age of 65 in Ireland.

In Ireland, there is significant underoccupancy of homes, with one recent survey suggesting there are up to 234,000 homes with two bedrooms not in regular use, and up to 99,000 homes with three bedrooms which are not in regular use. The Dublin City Age Friendly Strategy 2020-2025 recognises that there is insufficient life-cycle appropriate, alternative accommodation for older persons (including sheltered accommodation and nursing homes) in local communities. In this context, the provision of specific accommodation for older people is supported by the objectives of this housing strategy to provide alternative residential choices for older people

not requiring access to a nursing home with the goal of supporting older people across the city to age comfortably in the communities they belong to.

The DCC housing strategy supports the concept of independent living and assisted living for older people, the increased provision of supported housing units, the provision of specific purpose-built accommodation, including retirement villages, and rightsizing proposals that allow independent living for older people (as well as those living with a disability). The Council’s Housing Policy provides for allocation of age friendly homes to people aged 55 or older through the housing list, transfers (existing tenants rightsizing) or the community list (financial contribution for private homeowners rightsizing). Therefore, it is considered prudent to ensure sufficient supply is available to cater for the demand for such accommodation. QHSN18 policy of the Development Plan notes to support the needs of an ageing population in the community with reference to housing, mobility and the public realm having regard to Age Friendly Ireland’s ‘Age Friendly Principles and Guidelines for the Planning Authority 2020’, the Draft Dublin City Age Friendly Strategy 2020-2025 and Housing Options for our Aging Population 2019.

Dublin City Council Development Plan advises that a minimum of 50% of apartments are to exceed minimum area standards by 10%, and that in addition, 50% of apartments that are in excess of minimum size requirements are to be designed to be UD compliant. The UD standards noted are the requirements of the ‘Universal Design Guidelines for Homes in Ireland’ developed by the Centre for Excellence in Universal Design (National Disability Authority). The proposed scheme has been designed in accordance with this policy objective of the Development Plan which will provide much needed universally designed homes.

The provision of social housing on this site will facilitate diversity in tenure and facilitate housing mix in the area in accordance with Policy Objective QHSN35 of the Development Plan. This policy requires the provision of a greater diversity of housing type and tenure, including social and affordable housing. In addition, the quantum of 1 bedroom units will make significant inroads in the continuum demand for this typology recorded in the study area as outlined in section 4 of this report. The proposed development satisfies the provisions of the Development Plan by providing for 48% 1 bed, 30% 2 bed, 21% 3 bed and 1% 4 bed units.

Table 1: Proposed Unit Breakdown

Site	1 bed	2 bed	3 bed	4 bed	Total
Site 5	66	44	22	0	132
Site 15	6	0	2	0	8
Site 16	2	0	1	2	5
Site 17	17	9	8	0	34
Site 18	47	34	28	0	109
Total	138	87	61	2	288

3. DCC HOUSING LISTS AND HOUSING STOCK

3.1 Dublin City Housing Lists

For the purpose of this report, analysis of Dublin City's Housing Waiting List was undertaken. This analysis includes Area D and E, which forms part of the north west administrative area of Dublin City. The subject site is located within Area D but given the housing requirements and connectivity in the area, it is considered appropriate to also analyse the housing requirements in Area E to form a robust assessment of the housing need in the Ballymun and surrounding area.

A comparison of the combined waiting lists by bed size for October 2022 and October 2023 are shown below for Area D and E housing waiting lists. Between October 2022 and October 2023, the demand for housing in the study area increased from 6747 to 6825 persons on the waiting list. As shown below, 1 bed units make up the largest proportion of demand in both area D & E as well as in combination. Between October 2022 and October 2023, the demand for 1 bed units in Area D increased by 13%, which represents the greatest increase across all bed size requirements. In terms of the requirement for 2 bed, 3 bed, 4 bed and 5 bed units there was a steady increase across the subject areas and in combination with one another.

Table 2: DCC Housing Waiting List

Bed size Required	Area D October 2022	Area E October 2022	Total October 2022	Area D October 2023	Area E October 2023	Total October 2023
1 Bed	727	2405	3132	823	2351	3174
2 Bed	614	1759	2373	648	1733	2381
3 Bed	264	846	1110	298	829	1127
4 Bed	32	83	115	35	87	122
5 Bed	7	10	17	7	14	21
Total	1644	5103	6747	1811	5014	6825

The original brief for the site contained in the site selection report prepared by Dublin City Council noted that the proposed mix of unit types will reflect the current waiting list and the future need identified in the Council's housing waiting list and the Interim Housing Need Demand Assessment (HNDA). The following was an initial ratio based on the current waiting list presented as a guide to demonstrate the housing demand in the area with 1 bed units at 45%, 2 bed units at 39% and 3 bed units at 16%.

3.2 Ballymun Local Area Plan Sites

Amendments to the LAP in 2017, enabled the Council to respond to the need for additional social and affordable units in Ballymun and ensure that the future development of the housing sites will be done on a site by site basis (with consultation from the community). As part of the design process, elected members have been consulted and there are plans to hold a consultation event with the community in Ballymun.

Please see table below setting out the Housing LAP sites being progressed by DCC Housing that will deliver a mix of tenure and public bodies operating in the Ballymun area.

Table 3: Ballymun LAP Sites and Tenure

LAP Site	Indicative no. Units & sqm (LAP)	Tenure	Tenancy Body
2	Commercial/ Mixed use development 41,000 sqm	Mixed Tenure	PPP
5	16,000 sqm (128 units proposed under this application)	Social	PPP
6	30,000 sqm	Affordable	AHB
8	30-40	TBC	AHB
9	80-100	TBC	AHB
10	150-180	Social	PPP
11	110-140	Mixed Tenure	AHB
12	100	Affordable	DCC
13	40-50	Mixed Tenure	AHB
14	285-310 (if housing), or 750 (if apartments)	Mixed Tenure	AHB
15-18	c. 145 (Proposed under this application)	Social	PPP
19	40-50	Mixed Tenure	AHB
21	10-14	Affordable	AHB
25	94	Mixed Tenure	AHB

As demonstrated above, there are a number of sites being progressed to planning and development stage in the Ballymun LAP area that will deliver a mixed tenure neighbourhood. In total, 43% of the sites have been earmarked for mixed tenure, 21% for social, 21% for affordable housing and then the remainder of the sites tenure to be confirmed. It is considered, that through the mixed tenure approach currently being pursued by Dublin City Council on the LAP lands, this will enable the delivery of both social and affordable housing at an appropriate quantum. It should also be noted that the tenure across the Ballymun LAP area continues to be monitored by Dublin City Council to ensure a balanced and integrated approach is taken to the tenure in Ballymun.

4. 2022 CENSUS POPULATION ANALYSIS

4.1 Ballymun- Finglas Local Electoral Area

In examination of the delivery of social units at the site, it is pertinent to consider existing tenure types within the surrounding area. Area D & E are part of the North West Area, which, is one of the five areas within DCC's administrative area. Therefore, the study area for the purpose of this report is the Ballymun- Finglas LEA.

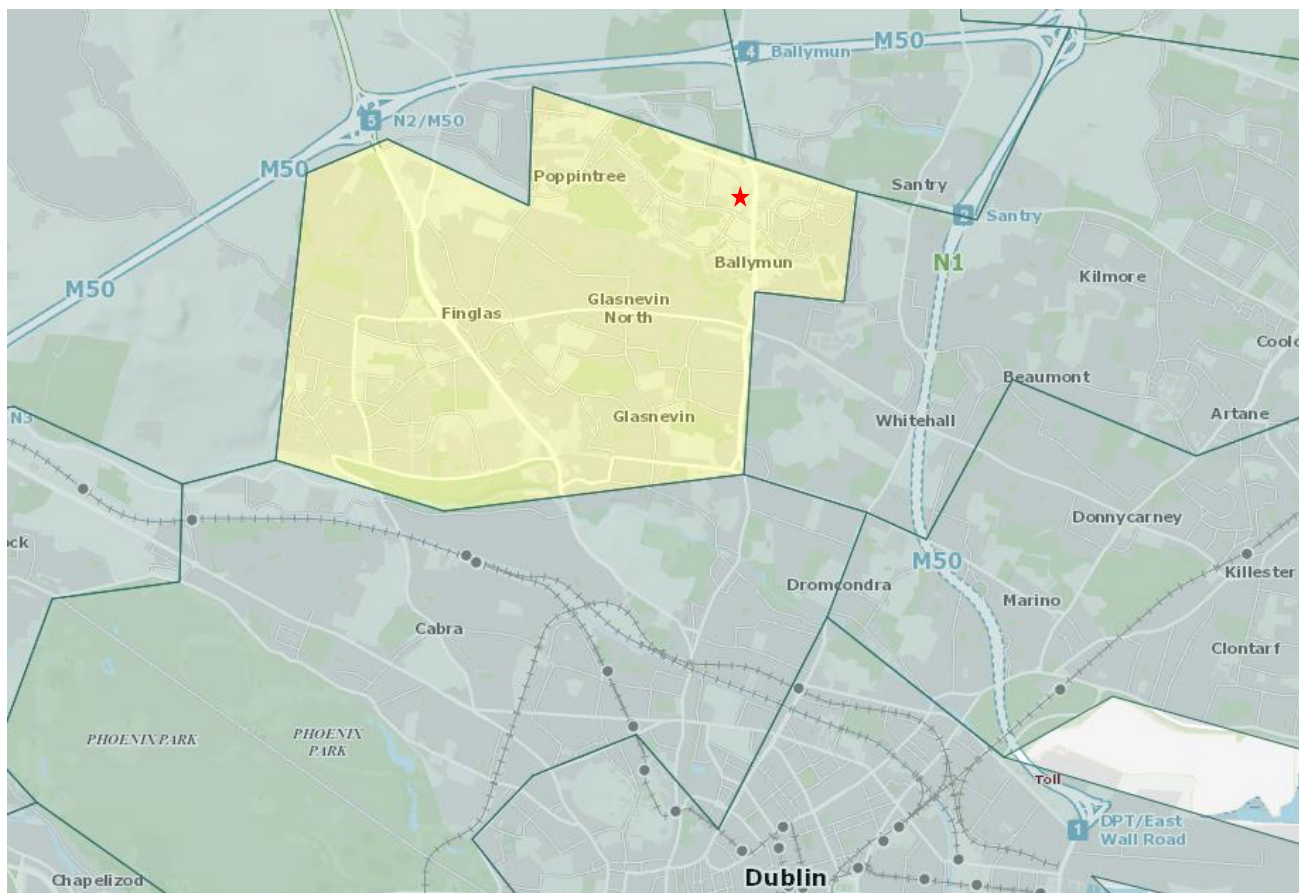


Figure 4: Ballymun-Finglas LEA

Table 4 below lists and compares the figures of type of occupancy recorded from the 2016 and 2022 Census.

The results show that in both 2016 and 2022, that the owned outright category was the largest cohort in the study area. In the intercensal period, the number of households owned with mortgage or loan decreased while those who rented from a private landlord increased by 3%. The number of households rented from Local Authorities increased by 11% between 2016 and 2022. In total, those who owned outright and owned with mortgage or loan formed 53% of the households recorded in 2022, while 10% of households in the LEA were rented from private landlord. In terms of renting from local authority, voluntary/ co-operative housing and occupied free of rent this was recorded as 26% of the number of households.

Table 4: Permanent private households by type of occupancy

Type of Occupancy	2016 Permanent private households by type of occupancy (Number)	2016 Number of persons in permanent private households (Number)	2022 Permanent private households (Number)	2022 Number of persons in permanent private households (Number)
Owned with mortgage or loan	5465	17348	4955	15958
Owned outright	5773	12682	5791	12660
Rented from private landlord	2490	7435	2555	7743
Rented from Local Authority	4345	13068	4843	13917
Rented from voluntary/co-operative housing body	300	763	586	1633
Occupied free of rent	195	402	164	319
Not stated	1049	2826	1419	3758
Total	19617	54524	20313	55988

The following in Table 5 is a breakdown by type of accommodation available in the Finglas-Ballymun LEA. The House/Bungalow typology makes up the vast majority of the total housing stock (83%) followed by Flats/Apartments (17%). This points towards the need to increase and balance the apartment type residential accommodation in the Finglas- Ballymun LEA with the existing housing stock which is predominantly House/Bungalow. It indicates a shortfall in this typology in a prime location which benefits greatly from its proximity to Dublin city centre.

Table 5: Private households by type of accommodation

Type of Accommodation	2016 Private households (number)	2022 Private households (Number)	Percentage Change (2016-2022)
House/Bungalow	15646	16784	7%
Flat/Apartment	3480	3518	1%
Bed-Sit	11	11	0%
Caravan/Mobile home	52	37	-29%
Total	19669	20350	3%

In terms of private households by size, between 2016 and 2022, 3 person households experienced the largest increase with growth of 12% for this household size. 1 person households grew by 3% and 2 person households increased by 4%. In 2022, 1 person households comprised 22% of the total number of private households in the LEA. 2 person households were recorded as the largest household size at 28%. Table 6 demonstrates that 1-2 person private households made up a substantial number of households. This highlights the demand for suitable accommodation to cater to smaller households in this location.

Table 6: Private Household by Size

Household Size	2016 Private Households (Numbers)	2022 Private households (Number)	Percentage Change (2016-2022)
1 person households	4440	4556	3%
2 person households	5521	5735	4%
3 person households	3783	4247	12%
4 person households	3268	3278	0%
5 person households	1699	1571	-8%
6 person households	598	629	5%
7 person households	222	203	-9%
8 or more persons households	138	131	-5%
Total households	19669	20350	3%

The Ballymun – Finglas LEA has a large proportion of one person households (22% 1 persons households). The breakdown of households by size in this location reinforces the importance of providing suitable accommodation for smaller households as they account for a large proportion of the overall households.

4.2 Ballymun Electoral Divisions

Given the significant areas associated with the Finglas-Ballymun LEA, which could have the potential to dilute the impact of different tenure types, a narrower study of the neighbourhood was undertaken with a 1km catchment from the site. The 1km study area is identified by the blue circle below and was used to assess existing housing tenure.

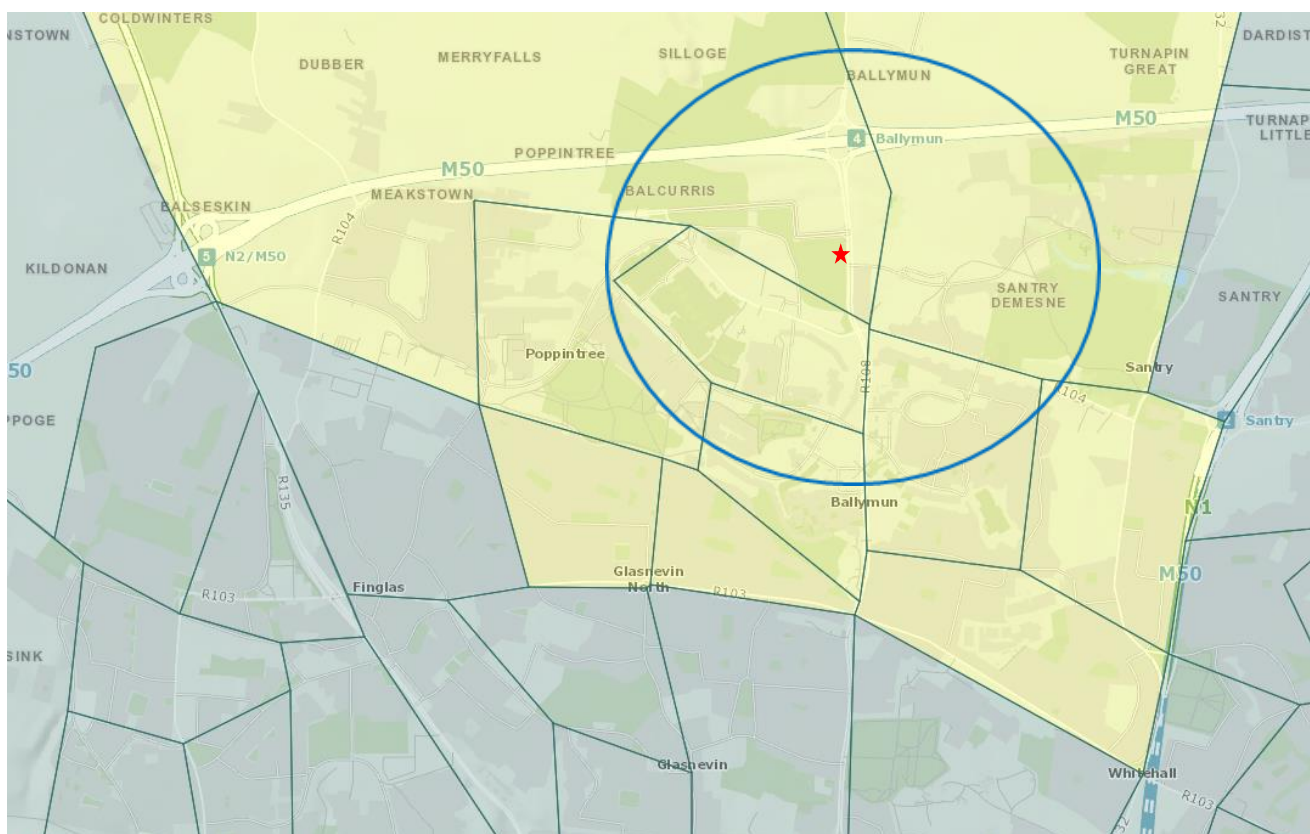


Figure 5: Extent of Demographic Study Area

Table 7 shows a breakdown by type of accommodation available within 1km of the site.

Table 7: 2022 Private households by type of accommodation

Electoral Division	House	Apartment	Bed Site	Caravan	Total
Dubber	1030	1843	1	8	2882
Ballymun A	1117	825	0	0	1942
Ballymun B	1113	373	0	27	1513
Ballymun C	1567	539	5	0	2111
Ballymun D	714	258	3	0	975
Ballymun E	597	1	1	0	599
Ballymun F	882	13	0	0	895
Airport	162	1777	0	0	1939
Total	7182	5629	10	35	12856

The house typology makes up more than half of the total housing stock (56%) followed by Apartments (44%). As stated in the National Planning Framework, to more effectively address the challenge of meeting the housing needs of a growing population in our key urban areas, it is clear that we need to build inwards and upwards, rather than outwards. This means that apartments will need to become a more prevalent form of housing, particularly in Ireland’s cities. The uplift in apartment accommodation in this area is therefore considered appropriate.

The following Table 8 includes figures on permanent private households by type of occupancy.

Table 8: 2022 Permanent private households by type of occupancy

Electoral Division	Owned with Mortgage	Owned Outright	Rented from private landlord	Rented from LA	Rented from Voluntary	Occupied free of rent	Not Stated	Total
Dubber	1011	227	1017	205	164	11	239	2874
Ballymun A	543	165	387	493	156	6	192	1942
Ballymun B	165	209	215	701	34	3	159	1486
Ballymun C	273	351	280	953	71	8	175	2111
Ballymun D	67	63	155	550	46	1	93	975
Ballymun E	199	329	42	2	1	6	20	599
Ballymun F	294	493	63	9	2	9	25	895
Airport	317	82	1124	109	47	13	247	1939
Total	2869	1919	3283	3022	521	57	1150	12821

The figures recorded in the 2022 census show that the rented from private landlord category was the largest cohort in the study area. In total, those who owned outright and owned with mortgage or loan formed 37% of the households recorded in 2022. While 26% of households in the EDs were rented from private landlord. In terms of renting from local authority, voluntary/ co-operative housing and occupied free of rent this was recorded as 28% of the number of households. Including the proposed development within the overall housing

statistics does not substantially alter the provision of social housing in the area, only increasing social housing from 3022 to 3295 within the area as defined by the blue circle and within a 1km of the site, which would be 30% from 28% of the total housing stock in the study area.

Following in Table 9 is a breakdown of private households by size within 1km of the site.

Table 9: 2022 Private Household by Size

Electoral Division	1 person	2 person	3 person	4 person	5 person	6 person	7 person	8 person	Total Households
Dubber	454	830	650	569	239	92	32	16	2882
Ballymun A	297	537	471	350	176	74	27	10	1942
Ballymun B	354	424	302	221	112	63	16	21	1513
Ballymun C	475	632	452	323	133	64	22	10	2111
Ballymun D	267	232	251	123	58	23	10	11	975
Ballymun E	143	170	89	120	49	17	7	4	599
Ballymun F	204	278	176	139	68	22	6	2	895
Airport	379	782	408	235	77	22	7	29	1939
Total	2573	3885	2799	2080	912	377	127	103	12856

The EDs have a large proportion of one person households (29% 1 person households). While 2 person and 3 person households make up 52% of the total number of private households in the study area. The breakdown of households by size in this location reinforces the importance of providing suitable accommodation for smaller households as they account for a large proportion of the overall households.

5. CONCLUSION

In summary, the proposed scheme at sites 5, 15, 16, 17 and 18 in the Ballymun LAP will provide a mix of uses in the form of retail, residential, community, public open space and creche uses. The provision of social housing on the site will facilitate diversity in tenure and facilitate housing mix in the northern suburbs of the city.

In the surrounding area, which consists of the Ballymun A to F Electoral Divisions (EDs) and the Dubber and Airport EDs, more than half of the housing stock consists of houses. The proposed development consists of apartment units which allows to achieve a greater housing stock mix and higher density in an area with high quality public transport and which is planned to be served by MetroLink.

Across the development site, 48% of the units are one-bed. The existing stock within 1km of the site includes 29% of one-bed units, compared to 52% two-bed units. The site is located in area D of the DCC social housing waiting list. Demand for one-bed units in this area is by far the strongest with 823 out of the 1,811 households requiring a one-bed units. In this regard, the development, which includes 138 one-bed units, will make positive contributions to alleviate housing need.

In addition, the Council's Housing Policy provides for allocation of age friendly homes to people aged 55 or older through the housing list, transfers (existing tenants rightsizing) or the community list (financial contribution for private homeowners rightsizing). Therefore, it is considered prudent to ensure sufficient supply is available to cater for the demand for such accommodation. The need to include sufficient supply for 1 bedroom units and universally designed units to accommodate our aging population has been recognised in the brief for the development of the site and will greatly assist Dublin City Council in making inroads in the demand for this tenure and typology in the subject area.

The proposed development must be considered appropriate to the area, providing for balanced and integrated housing tenure in this part of Dublin City.



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