

Draft Wicklow County Development Plan 2016-2022

Housing Strategy

1. Introduction

1.1 Statutory Background

This document sets out Wicklow's Housing Strategy for the period 2016 – 2022, which is the lifetime of the new Wicklow County Development Plan.

The preparation of a Housing Strategy is a requirement under the Planning and Development Act 2000 (as amended). Section 94 of the Act requires that 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 the manner set out in the strategy.

The procedures for the preparation of a Housing Strategy are set down in the Act. In particular, 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;
- Ensure that housing is available for persons who have different levels of income;
- 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 between persons of different social backgrounds;
- Provide that as a general policy a specific % (not exceeding 10%) 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 housing in the area.

Thus the Housing Strategy encompasses both the role of the Authority as the provider of social and special housing and its broader land use planning responsibilities.

1.2 Context

In the drafting of this Housing Strategy, regard was had of the following national, regional and local documents:

- National Spatial Strategy 2002-2020 (NSS)
- National Development Plan 2007-2013
- Regional Planning Guidelines for the Greater Dublin Area 2010-2016
- The Planning Act 2000 (as amended)
- Part V of the Planning and Development Act 2000 – Guidelines for Planning Authorities (DoEHLG 2000)
- The previous Wicklow Housing Strategy 2010-2016
- Local development plans in Wicklow

1.3 Review of the previous Housing Strategy

The 2010-2016 Housing Strategy comprised the following objectives:

- 1) To ensure the delivery of sufficient new homes to accommodate the growth of the County to 165,299 persons in 2016.
- 2) To ensure that houses are delivered in the locations required, to implement a balanced settlement strategy that provides for growth towns of varying sizes throughout the County.
- 3) To ensure sufficient zoned land is available in all growth settlements to meet projected housing demand.
- 4) To ensure that water services are or will be available during the currency of the plan, sufficient to meet the housing demand.
- 5) To ensure that investment in infrastructure is distributed in a balanced manner around the County, with priority given to designated growth towns.
- 6) To require that 20% of any unzoned land developed for residential use, or for a mixture of residential and other uses, shall be devoted to affordable housing.
- 7) To require that 20% of all zoned land developed for residential use, or for a mixture of residential and other uses, shall be devoted to social and affordable housing, in the following manner:
 - 1/3 social housing;
 - 1/3 affordable;
 - 1/3 discretionary, to be advised by the Local Authority, having regard to the housing needs in that area.
- 8) To require all new social and / or affordable housing development (whether Local Authority / Voluntary or Part V schemes) to provide a minimum of 50% of the units at a size of 3 bedrooms or greater.
- 9) To require all applicants for permission that will include social and / or affordable housing to engage in meaningful pre-planning discussions with both the Housing and Planning Authorities, in order to establish at the outset the location, house size and house design requirements of both Authorities.
- 10) To require the highest standard of design in all new social / affordable development or development containing an element of social / affordable housing, in accordance with the development standards set out in the County Development Plan and the DoEHLG social housing guidelines.
- 11) To encourage proposals from developers to satisfy Part V obligations which are directed toward 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 an identified local need and is consistent with other policies of the Development Plan.

In these regards:

- 1) As set out in the 2010 County Development Plan (CDP), the target population for the year 2016 was 165,299 persons, while the total housing target was 68,351 units (compared to 49,088 housing units in 2006). These targets were provided to Wicklow County Council by the Regional Authority through the Regional Planning Guidelines for the Greater Dublin Area 2010-2022 (RPGs)

Assuming a relatively steady, even rate of the growth (c. 2,000 housing units per annum), this would imply a population growth to 145,750 in 2011 and a housing stock of 58,720 units.

By 2011, Census revealed a population of 136,640 and housing stock of 54,351 units.

Therefore by 2011, there was a 'shortfall' in population growth by 9,100 persons and housing stock of 4,369 units.

Year	Population	Housing Units
2006	126,196	49,088
2011 target	145,750	58,720
2011 Census	136,640	54,351
2011 "shortfall"	9,100	4,369

Table 1.1: Population and housing unit targets and outcomes for 2011

To meet the 2016 housing target, a further 14,000 housing units would be required in the period 2011-2016; however, housing stock growth since 2011 has stagnated - the total number of housing units delivered between 2011 and 2015 will be in the order of 1,500 units. Therefore it is estimated that by 2016, there will be a shortfall in housing delivery, having regard to targets set out in the 2010 CDP and RPGs of c. 12,000-13,000 units.

This stagnation is due to the economic circumstances and is not related to lack of zoned land, services or any planning related restrictions. The 2010 County Development Plan, along with local plans adopted post 2010, provided enough zoned land for c. 29,000 housing units, of which c. 16,000 units were located in towns / areas with no services restrictions.

- 2) Of the houses delivered since the adoption of last County Development Plan and Housing Strategy in late 2010, it is estimated that only c. 40% units have been constructed in the 6 growth towns in the County, with the remainder being developed in smaller settlements and in the open countryside. This is not generally consistent with the targets set out in the 2010 CDP and RPGs, wherein it was the objective that c. 70% of all new homes would be delivered in the principal growth towns of Bray, Greystones, Wicklow, Arklow, Newtownmountkennedy and Blessington.
- 3) The 2010 County Development Plan and associated towns plans that formed part of it and Local Area Plans drawn up subsequently, provided enough zoned land for c. 29,000 housing units. Given the housing growth target of 19,443 units between 2006 and 2016 set out in the previous Housing Strategy (of which c. 15% was predicted to occur in the smaller unzoned settlements and in the open countryside), adequate zoned land was provided to meet the housing targets.

- 4) The 2010 County Development Plan and associated towns plans that formed part of it and Local Area Plans drawn up subsequently, provided enough zoned land for c. 29,000 housing units, of which c. 12,500 units were located in towns / areas with no infrastructure related restrictions. Given the housing growth target of 19,443 units between 2006 and 2016 set out in the previous Housing Strategy (of which c. 15% was predicted to occur in the smaller unzoned settlements and in the open countryside), inadequate serviced land was provided to meet the housing targets.

Town	Total housing yield of zoned land	Total estimated housing yield of serviced land ¹
Bray	4,689	2,086
Wicklow / Rathnew	5,640	5,640
Arklow	4,000	0
Greystones/ Delgany	3,767	2,000
Blessington	1,840	0
Newtown	1,706	750
Ashford	858	858
Aughrim	373	0
Baltinglass	649	75
Carnew	515	0
Dunlavin	845	0
Enniskerry	406	300
Kilcoole	782	250
Rathdrum	1,089	300
Tinahely	643	50
Avoca	127	0
Donard	96	37
Kilmacanogue	146	151
Newcastle	388	0
Roundwood	283	0
Shillelagh	80	0
Total	28,922	12,497

Table 1.2: Land zoned and serviced in towns of County Wicklow as per 2010 County Development Plan and associated Local Area Plans and Town/Settlement Plans

- 5) Of the limited major investment that occurred in infrastructure between 2010 and 2015, the priority has been the major growth towns. In particular:
- Bray: Completion of the Bray – Shanganagh wastewater treatment plant, initiation of the major flood protection scheme, major roads / footpaths investment on the Main Street, significant investment in bus corridors and cycleways;
 - Greystones: Upgrade of Greystones wastewater treatment plant, significant investment in cycleways and transport interchange at train station;
 - Wicklow: Completion of the Wicklow Town wastewater treatment plant (also serving Rathnew and Ashford), upgraded water supply network, flood protection works;

¹ as of Sept 2015

- (d) Arklow: Major investment in collector sewers and water supply system;
 - (e) Upgrade of the N/M11 between Rathnew and Arklow.
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- 6) The development management system has enforced the requirement that 20% of any unzoned land developed for residential use, or for a mixture of residential and other uses, be devoted to affordable housing.
 - 7) The development management system has enforced the requirement that 20% of any zoned land developed for residential use, or for a mixture of residential and other uses, be devoted to social and affordable housing. Of the housing units acquired under Part V from 2011 – 2015 (20 No.) 100% have been devoted to social housing; this is in light of the 2011 DoECLG 'Housing Policy Statement' wherein Local Authorities were directed to 'stand down' all existing affordable housing programmes.
 - 8) New social and / or affordable housing development (whether Local Authority / Voluntary or Part V schemes) generally provided a minimum of 50% of the units at a size of 3 bedrooms or greater.
 - 9) Applicants for developments including social and / or affordable housing have generally engaged in pre-planning discussions with both the Housing and Planning Authorities, in order to establish at the outset the location, house size and house design requirements of both Authorities.
 - 10) The highest standard of design has been required in all new social / affordable development or development containing an element of social / affordable housing, in accordance with the development standards set out in the County Development Plan and the DoEHLG social housing guidelines.
 - 11) Developers have been encouraged to submit to satisfy Part V obligations which are directed toward 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 an identified local need and is consistent with other policies of the Development Plan.

1.4 Approach

The approach to this task depends on a number of factors. Availability of relevant data is a major consideration in determining the precision and reliability of any analysis. Equally, the depth of the analysis depends on methods currently adopted for assessing "social" housing needs within the County. The structure of the analysis however is flexible and allows for the introduction of new or updated information that may become available during the course of implementation. Such flexibility will be required over the life of the development plan in order to take account of changing circumstances.

The approach adopted is summarised below:

- Project the number of expected household formations in the County for the period from 2016-2022. This involves an analysis of population growth and trends in household size. Together these factors are combined to generate a forecast of household numbers over the life of the development plan.

- Project the levels and distribution of household disposable incomes across these households over the period in question. This involves the application of available national income data to Wicklow and the characterisation of different income groupings across households within the County.
- Assess housing affordability in the County over the period, based on the income projections made.
- Project the levels and distributions of house prices over the period. A distribution of house price bands is then constructed which is matched up with the above-mentioned affordability bands.

1.5 Methodology and data sources

In preparing the strategy, reference was made the following guidelines and data sets:

- Department of the Environment, Heritage and Local Government guidelines – “Part V of the Planning and Development Act 2000 – Housing Supply – A Model Housing Strategy and step-by-step guide”, December 2000;
- CSO Census data;
- Department of the Environment, Heritage and Local Government and CSO regional population projections;
- Department of the Environment, Heritage and Local Government data on house completions;
- CSO income data;
- House price data from the Property Price Register;
- Available macroeconomic forecasts and data from the ESRI and other Government sources.

Where data was available on a national basis only, enabling assumptions were necessarily made regarding how - if at all - the position in Wicklow departed from national trends. In all cases where standard national projections (either in population, incomes or prices) were used, care was taken to make whatever adjustment might render the dataset more appropriate to the particular circumstances of Wicklow. Notwithstanding this issue of the application of (adjusted) national data to the County specific context, a principal concern throughout the preparation of this strategy has been that all available data-sets should be identified and accessed, and that any inference or interpretation drawn from that data should be clearly stated, well reasoned, and well founded.

In relation to house price data in particular, the Planning Authority has constructed its own forecasts of house price trends. Due to the fluctuations in the economy and the housing market at the time of drafting this strategy, it is not possible to source predictions upon which there is consensus.

Therefore in order to make the analysis robust, the ‘best case’ scenario (in terms of housing affordability) is utilised for the analysis i.e. house prices rise slowly. Similarly, with regard to predicting the growth of disposable income a ‘best case’ position is used for analysis, as the combination of these scenarios (i.e. income recovering while house price growth stays low) would give the least justification for seeking the maximum 10% social housing.

2. Estimating housing demand

2.1 Population Trends and Targets

Whilst this Housing Strategy is being drafted / adopted in 2015 – 2016, population data utilised will be from the 2011 Census, which is the most up to date data available. This obviously presents difficulties in analysing trends since 2011 and current housing needs.

Population in County Wicklow continued to grow steadily between 2006 and 2011, at a rate consistent with the overall national growth rate (8.2%) but below the rate of the combined 'mid east' counties of Wicklow, Kildare and Meath (11.7%).

State	Population	% change
1996	3,626, 087	
2002	3,917, 203	8%
2006	4,239,848	8.2%
2011	4,588,252	8.2%

Mid-East	Population	% change
1996	347,417	
2002	412,625	18.6%
2006	475,360	15.2%
2011	531,087	11.7%

Wicklow	Population	% change
1996	102, 683	
2002	114, 676	11.7%
2006	126, 196	10.04%
2011	136, 640	8.2%

Table 2.1: Population of Wicklow in relation to state and Mid-East Region 1996-2011

Source: CSO Census of Population 1996, 2002, 2006, 2011

Having regard to historical trends, taking into account recent CSO regional population projections up to 2031, and in accordance with the Regional Planning Guidelines for the Greater Dublin Area, the Wicklow 'Core Strategy' 2016-2022 has set the following population growth targets:

Wicklow	Population
2011	136,640
2022	158,000
2025	167,000
2028	176,000

Table 2.2: Population targets for Wicklow (County Development Plan 2016-2022)

These targets have been distributed as set out in Table 2.3 to follow.

The RPGs required that 42% of the total growth to be allocated to the Metropolitan Area settlements and that the 'majority' of the remainder to allocated to the Growth Towns, weighted towards the Large Growth towns in the settlement hierarchy and also particularly towards towns with rail based public transport i.e. c. 70% of total population growth to be directed towards the 'growth towns'.

As in the previous County Development Plan, rigid adherence to these distribution requirements has lead to difficulties – once the allocation for the metropolitan and other growth towns is distributed, and natural rural growth is taken into account, there is very little growth left to allocate to the 15 other towns in the County (Levels 5 and 6 in the hierarchy). The majority of these towns have capacity for growth, and to severely restrict development due to strict adherence to these population distributions requirements is considered a retrograde step, considering especially the investment in infrastructure that has been undertaken in these towns.

Furthermore, it is never possible to manage growth in any particular settlement to come in at an exact population figure at a set time, which is 2028 for the purposes of the 2016 County Development Plan. As development in 3 of the 6 growth towns, representing towards 35% of the projected county growth, is reliant on the cooperation and financing of Transport Infrastructure Ireland (former National Roads Authority and the Railway Procurement Agency) as is the case in Bray, or Irish Water as is the case in Arklow and Blessington, it is not possible to predict this with any accuracy whatsoever. The town population allocations in the County Development Plan have thus incorporated compensatory headroom of 15% to accommodate this uncertainty and to ensure that there will be sufficient capacity in other settlements if some growth towns are unable to deliver the necessary infrastructure to service their projected populations.

Designation	Town	2011	2022	2025	2028
Consolidation Town	Bray	29,339	36,237	38,119	40,000
Large Growth Town I	Wicklow / Rathnew	13,468	20,283	22,141	24,000
Large Growth Town II	Arklow	13,066	19,494	21,247	23,000
Large Growth Town II	Greystones/ Delgany	17,208	21,603	22,801	24,000
Moderate Growth Town	Blessington	4,780	6,540	7,020	7,500
Moderate Growth Town	Newtown	3,073	4,967	5,483	6,000
Small Growth Town	Ashford	1,484	2,675	3,000	3,250
Small Growth Town	Aughrim	1,315	1,758	1,879	2,000
Small Growth Town	Baltinglass	1,786	2,572	2,786	3,000
Small Growth Town	Carnew	1,145	1,698	1,849	2,000
Small Growth Town	Dunlavin	793	2,134	2,500	2,750
Small Growth Town	Enniskerry	1,940	2,302	2,401	2,500
Small Growth Town	Kilcoole	4,063	4,669	4,835	5,000
Small Growth Town	Rathdrum	1,638	2,843	3,171	3,500
Small Growth Town	Tinahely	956	1,308	1,404	1,500
Rural Town	Avoca	717	835	868	900
Rural Town	Donard	179	257	279	300
Rural Town	Kilmacanogue	799	897	923	950
Rural Town	Newcastle	817	1,065	1,132	1,200
Rural Town	Roundwood	780	1,052	1,126	1,200
Rural Town	Shillelagh	426	571	610	650
Urban total		99,772	135,761	145,576	155,200
Compensatory headroom			15%	15%	15%
	Large Villages	3,296	3,620	3,710	3,800
	Small Villages	1,346	1,610	1,680	1,750
	Rural clusters	892	1,060	1,100	1,150
	Open countryside	31,334	33,375	33,938	34,490
Rural Total		36,868	39,665	40,428	41,190
County total		136,640	158,000	167,000	176,000

Table 2.3: Population targets by area 2011-2028 (Wicklow County Development Plan 2016-2022)

2.2 Housing stock requirements

In order to meet these population targets, housing stock increases are required. As set out in the 2016-2022 'Core Strategy' the housing stock growth requirements are:

Year	2011	2022	2025	2028
Population	136,640	158,000	167,000	176,000
Housing Stock (existing)	54,351			
Housing Stock (required)		69,822	77,328	85,589
Increase (from 2011)		+15,471	+22,977	+31,238

Table 2.4: Housing targets for Wicklow 2011-2028 (Wicklow County Development Plan 2016-2022)

Broken down by settlements, the housing unit growth requirements (expressed in terms of the increase from 2011) are:

Settlement	2011	2022	2025	2028
Bray	11,518	2,558	3,829	5,378
Wicklow / Rathnew	5,399	2,480	3,515	4,739
Arklow	5,459	2,113	3,095	4,256
Greystones/ Delgany	6,637	1,754	2,543	3,501
Blessington	1,865	675	961	1,303
Newtown	1,078	851	1,130	1,456
Ashford	531	508	677	842
Aughrim	592	91	165	253
Baltinglass	769	230	353	498
Carnew	491	169	253	354
Dunlavin	313	516	693	849
Enniskerry	642	252	325	414
Kilcoole	1,402	412	544	710
Rathdrum	657	447	620	821
Tinahely	419	89	146	215
Avoca	282	43	67	98
Donard	92	8	20	35
Kilmacanogue	277	71	95	124
Newcastle	313	101	143	194
Roundwood	326	83	127	181
Shillelagh	200	22	46	75
Urban total	39,262	13,473	19,347	26,296
Rural total	15,089	1,998	3,630	4,942
County total	54,351	15,471	22,977	31,238

Table 2.5: Housing targets by area 2011-2028

Broken down by year, the requirements are as follows:

	Housing Stock	Actual housing completions pa	Required growth
2011	54,351	284	
2012	54,635	217	
2013	54,852	257	
2014	55,109	245	
2015	55,354	500	
2016	55,854		2,328
2017	58,182		2,328
2018	60,510		2,328
2019	62,838		2,328
2020	65,166		2,328
2021	67,494		2,328
2022	69,822		

Table 2.6: Actual and required completions 2011-2022

The following data / assumptions are used:

- all unit completions recorded add to the housing stock i.e. there is no obsolescence or abandonment of existing stock present in 2011
- new unit completions will increase in 2015 to 500 units
- by 2016, new unit construction and completions will escalate significantly.

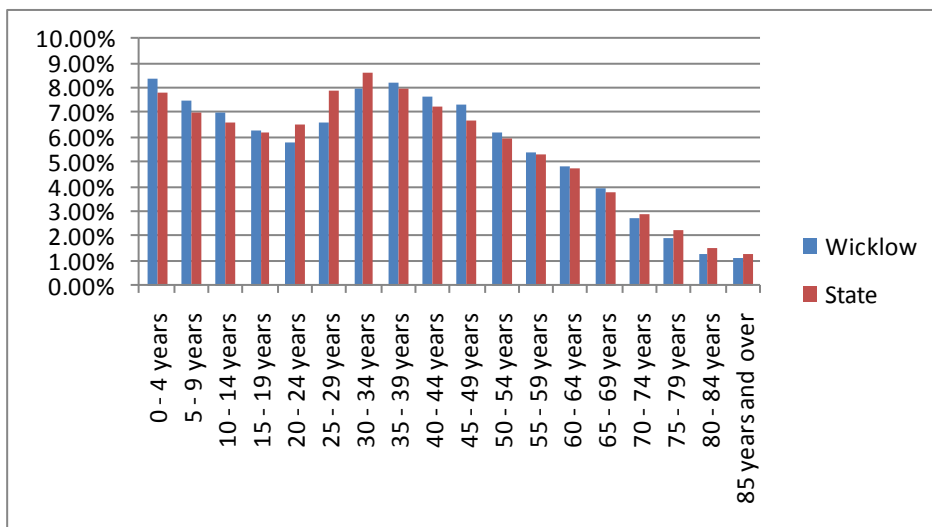
2.3 Demographic and occupancy trends (2011)

The demand for housing and the type of housing that will be required in the County will be influenced by the age profile of the County and its household composition.

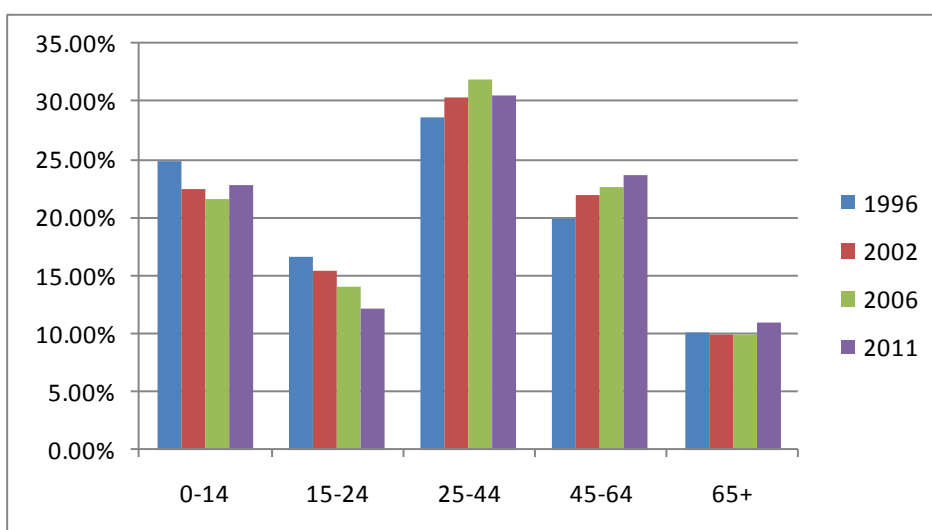
Age structure

The age structure of Wicklow in 2011 generally followed national trends, with:

- a slightly higher proportion of population in the younger age cohorts (under 19) than the national average
- a slightly lower proportion in the older age groups (over 70) than the national average.

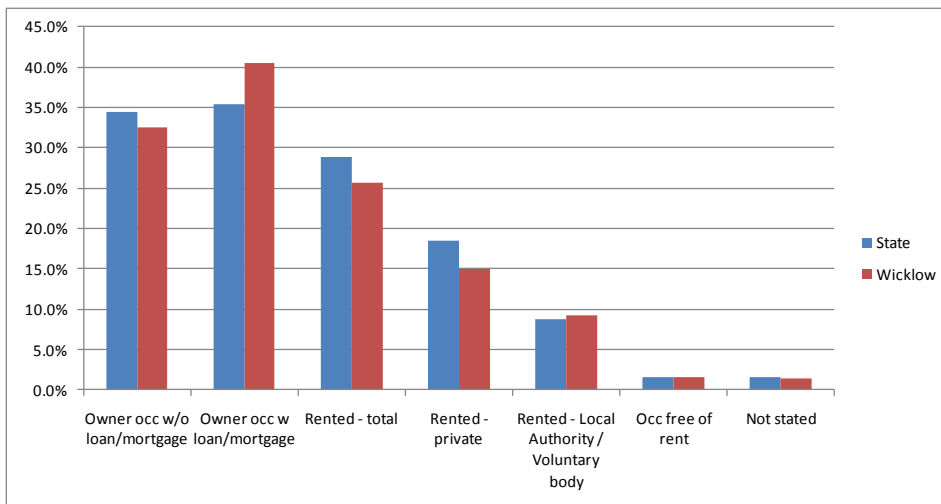


With respect to the changes in the age structure of the County between 1996 and 2011, the number of people in the older age cohorts (45-64 and over 65) is gradually increasing, with other age cohorts only fluctuating slightly over the years but noticeably, there has been steady decline in the 15-24 age group.

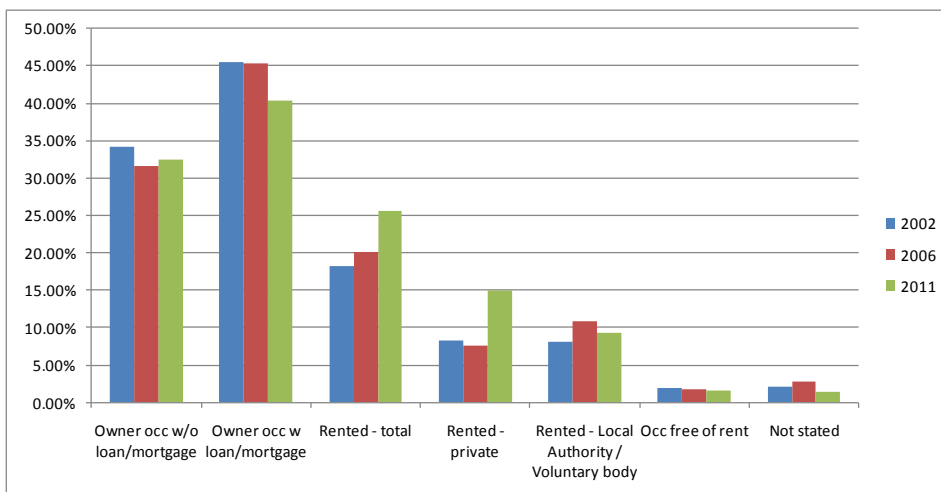


Housing tenure

County Wicklow has a higher rate of owner occupied houses than the national average, with c. 73% of households occupying their own homes either without or without a mortgage (the state average is 70%). Wicklow has a lower rate of renting (all forms of renting) than the State average, but this is mainly due to a lower rate of renting from private landlords, as the rate of renting from the Local Authority is in fact higher in Wicklow than the national average.



With respect to changes in tenure since 2002, the starkest change is the increased rate in renting, particularly renting from private landlords, matched with a slight decrease in the number of owner occupier paying mortgages. This is more than likely due to both the contraction in lending and the reduction in housing supply for purchase.



Implications for the housing strategy:

- With respect to age structure, the steady increase in the proportion of the County that is over 45 will in due course, require additional provision to be made for housing suitable for 'empty nesters' and older persons in need of specially adapted housing or housing with relevant services.
- At the other end of spectrum, the proportion of those in the 15-24 age cohort has been falling, which may suggest an easing off in pressure for new 'starter homes' from those already resident in the County during the lifetime of this strategy, as these are likely to be the persons seeking such housing up to 2022.
- However, given the increase in population in the under 14 age cohort, this easing off is unlikely to continue beyond 2022, when this large cohort is likely to start needing housing of their own.
- With respect to household composition, there is clearly a trend towards smaller households, and provision should be made in housing plans for more 1 and 2 bedroomed units. However, it needs to be borne in mind that c. 70% of all 2 person households (or 40% of all 1 and 2 person households) are either a husband and wife or cohabitating couple household with no children and while a proportion of these may be 'empty nesters', there is a strong likelihood that many of such households could expand to 3 or 4 person households within the lifetime of this strategy.
- Given that nearly 50% of household in County Wicklow have 3-5 persons, there is still likely to be strong demand for 3-4 bedroomed houses.
- The increase in renting from the private sector does not necessarily imply an increased demand for this type of housing, but instead a lack of finance to purchase and a lack of supply of new homes on the market. Any housing strategy must ensure that there is adequate supply of zoned and serviced land to address the supply side as the demand appears to be there – the obstacle to be addressed being funding for both the developer and the purchaser.

3. Household incomes & projections

Income levels are a key determinant of affordability, as set out in Section 93(1) of the Act. Income distribution (i.e. the proportion of households in certain income groups), rather than average income is utilised as it allows more meaningful comparisons to house prices. The income distribution for Wicklow was developed as follows:

- The CSO Household Budget Survey for 2009-2010 (which is undertaken every 5 years) was used to find the national household income distribution, by decile. The proportion of households in each decile was also taken from this survey. While this survey is from 2009-2010, the income growth pattern evident between 2005 and 2010 was used to extrapolate the income for 2011. All other data utilised for remainder of the exercise is from 2011²;
- This distribution was then adjusted on the basis of assumptions made about the gap between Wicklow and national levels of household income in 2010³;

The derived income distribution was inflated / deflated by assumed rates of household income growth up to 2022. The 2011 data was inflated up to 2014 using CSO data. Thereafter projections / predictions are required, which were made by Wicklow County Council Forward Planning Section, further to consideration of various predictions by bodies / publications such as the ESRI and Government's Medium Term Economic Strategy.

The rate of change of household disposable income experienced between 2010 and 2014 was sourced from the CSO Quarterly Accounts as follows:

Year	2011	2012	2013	2014
% change ⁴	-4.4%	+1.5%	-1.0%	+1.4%

Income range	Average weekly disposable income (State) 2009-2010	Adjusted weekly disposable income (State) 2011	% of households in each decile	Average annual disposable income (State) 2011	Wicklow deflator 2011	Average annual disposal income Wicklow 2011	Number of households in Wicklow 2011 ⁵
1 st decile	188.91	180.60	8.6%	9,391.09	0.984	9,240.84	4,122
2 nd decile	300.98	287.74	9.4%	14,962.32	0.984	14,722.92	4,471
3 rd decile	431.28	412.30	9.8%	21,439.79	0.984	21,096.75	4,690
4 th decile	549.2	525.04	10.3%	27,301.83	0.984	26,865.00	4,901
5 th decile	669.46	640.00	10.0%	33,280.20	0.984	32,747.71	4,803
6 th decile	802.56	767.25	10.1%	39,896.86	0.984	39,258.51	4,820
7 th decile	972.03	929.26	10.6%	48,321.56	0.984	47,548.41	5,047
8 th decile	1,183.82	1,131.73	10.8%	58,850.06	0.984	57,908.46	5,152
9 th decile	1,472.66	1,407.86	10.3%	73,208.87	0.984	72,037.53	4,909
10 th decile	2,289.38	2,188.65	10.2%	113,809.66	0.984	111,988.70	4,884
			100%				47,798

Table 3.1: Estimated distribution of Household Disposal Income in Wicklow 2011

² Data source: CSO Household Budget Survey 2009-2010, Table L (March 2012)

³ Data source: CSO County Incomes and Regional GDP, Table 2 (April 2014)

⁴ Data source: CSO Quarterly accounts

⁵ Data source: 2011 Census results for number of private households in County Wicklow

In terms of forward projection, particular regard has been taken of the ESRI's 'Medium Term Review 2013-2020 (July 2013). In this review, the ESRI considers a number of 'Scenarios' for the future growth of the economy as follows:

SUMMARY TABLE¹

	2013	2014	2015	2016	2017	2018	15-20
Recovery Scenario							
GDP, %	1.7	3.0	4.0	4.1	4.2	3.7	4.0
GNP, %	1.2	0.5	4.3	3.6	4.0	3.4	3.6
General Govt. Deficit, % of GDP	7.3	5.0	3.2	1.2	0.4	-0.3	-1.0
Unemployment Rate, % of Labour Force	14.0	13.4	11.8	10.6	9.5	8.2	5.6
Delayed Adjustment Scenario							
GDP, %	1.8	1.9	2.7	1.9	2.7	3.0	3.3
GNP, %	1.3	-0.9	3.0	1.1	2.8	3.1	3.2
General Govt. Deficit, % of GDP	7.3	9.2	3.2	1.2	0.3	-0.4	-1.0
Unemployment Rate, % of Labour Force	13.9	13.8	12.9	13.5	13.1	11.9	8.4
Stagnation Scenario							
GDP, %	1.7	3.5	1.3	1.1	2.0	0.8	1.4
GNP, %	1.2	0.0	1.9	0.6	2.1	0.4	1.1
General Govt. Deficit, % of GDP	7.3	4.5	2.7	2.5	2.0	0.6	0.7
Unemployment Rate, % of Labour Force	14.1	13.1	12.5	13.4	12.8	12.5	11.8

As the principal function of this strategy is to determine if it will be necessary for the Local Authority to intervene in the housing market and require developers to dedicate lands / units for social housing, this strategy would be most defensible if a situation were to be considered where incomes recover but house prices stay low, as this would give the least justification for seeking the maximum 10% social housing.

Therefore, it will be assumed that incomes will increase strongly at 4% per annum up to 2022.

Table 3.2: Projected Household Income Distribution Wicklow 2011-2022 (€)

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
% change		+1.5	-1.0	+1.4	+4.0	+4.0	+4.0	+4.0	+4.0	+4.0	+4.0	+4.0
1st decile	9,240.84	9,379	9,286	9,416	9,792	10,184	10,591	11,015	11,456	11,914	12,390	12,886
2nd decile	14,722.92	14,944	14,794	15,001	15,602	16,226	16,875	17,550	18,252	18,982	19,741	20,531
3rd decile	21,096.75	21,413	21,199	21,496	22,356	23,250	24,180	25,147	26,153	27,199	28,287	29,419
4th decile	26,865.00	27,268	26,995	27,373	28,468	29,607	30,791	32,023	33,304	34,636	36,021	37,462
5th decile	32,747.71	33,239	32,907	33,367	34,702	36,090	37,534	39,035	40,596	42,220	43,909	45,665
6th decile	39,258.51	39,847	39,449	40,001	41,601	43,265	44,996	46,796	48,668	50,614	52,639	54,744
7th decile	47,548.41	48,262	47,779	48,448	50,386	52,401	54,497	56,677	58,944	61,302	63,754	66,304
8th decile	57,908.46	58,777	58,189	59,004	61,364	63,819	66,371	69,026	71,787	74,659	77,645	80,751
9th decile	72,037.53	73,118	72,387	73,400	76,336	79,390	82,565	85,868	89,303	92,875	96,590	100,453
10th decile	111,988.70	113,669	112,532	114,107	118,672	123,418	128,355	133,489	138,829	144,382	150,157	156,164

4. Affordability Analysis

Using the above forecast for disposable incomes and the 'annuity formula' set out in the Part V guidance, it is possible to project the value of a house that the various cohorts of the population will be able to afford (adhering to the requirement that they do not expend greater than 35% of disposable income on mortgage costs). The methodology involves taking the annual disposable income (across the 10 deciles) and applying a formula (see below) that makes assumptions about the Loan-To-Value ratio (**90% in this instance**), term of loan (**25 years**) and interest rate (**4% in this instance**). It is possible to arrive at the maximum value of a property that an individual at this income band can afford.

Table 4.1: Maximum affordable house prices by disposable income band

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
1st decile	56,759	57,611	57,035	57,833	60,146	62,552	65,054	67,657	70,363	73,177	76,104	79,149
2nd decile	90,432	91,788	90,870	92,142	95,828	99,661	103,648	107,794	112,105	116,590	121,253	126,103
3rd decile	129,581	131,525	130,210	132,033	137,314	142,806	148,519	154,459	160,638	167,063	173,746	180,696
4th decile	165,011	167,486	165,811	168,133	174,858	181,852	189,127	196,692	204,559	212,742	221,251	230,101
5th decile	201,144	204,161	202,120	204,949	213,147	221,673	230,540	239,762	249,352	259,326	269,699	280,487
6th decile	241,135	244,752	242,304	245,697	255,525	265,746	276,375	287,430	298,928	310,885	323,320	336,253
7th decile	292,053	296,434	293,470	297,578	309,482	321,861	334,735	348,125	362,050	376,532	391,593	407,257
8th decile	355,687	361,023	357,412	362,416	376,913	391,989	407,669	423,976	440,935	458,572	476,915	495,992
9th decile	442,471	449,108	444,617	450,842	468,876	487,631	507,136	527,421	548,518	570,459	593,277	617,008
10th decile	687,861	698,179	691,197	700,874	728,909	758,065	788,388	819,923	852,720	886,829	922,302	959,194

The annuity formula used:

$$PV = Pt \left[\frac{1 - (1+i)^{-n}}{i} \right]$$

where PV = total loan size

Pt = monthly repayment amount

i = monthly interest rate

n = number of months over which the loan is to be paid

5. House Prices

Given the measure of affordability now established for Wicklow over the strategy period, the remaining element required to complete the assessment of social housing need in the County is to make some estimate of the prices at which new housing will be introduced over the life of the strategy.

The severe national downward price adjustment in the housing market that commenced in 2007-2008, appears to have bottomed out, with 2014 and 2015 seeing national price increases again.

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
National - all residential properties	100	111.8	128.4	128.7	111.3	91.6	81.8	67.6	65.4	69.5	80.3
National – houses	100	112.4	129.3	130.1	113.8	94.7	84.9	70.4	68.1	72.3	83.5
National – apartments	100	108.4	122.5	120.3	97.8	75.1	64.7	51.2	48.1	53.6	64.3
National excluding Dublin - all residential properties	100	110.7	125.6	128.5	112.7	95.9	85.7	72.8	67.7	68.5	74.8
National excluding Dublin - houses	100	111.1	126.4	129.5	113.8	97.5	87.1	74.3	69.3	70.1	76.6
Dublin - all residential properties	100	113.9	133.4	128.6	108.1	82.7	73.9	58.3	59.5	67.6	82.2
Dublin – houses	100	115.2	135.7	130.6	113.2	86.5	78.4	61.4	63.1	71.4	86.9
Dublin – apartments	100	109.9	125.9	122.3	96.5	74.1	63.7	52	49.6	57.9	70.8

Table 5.1: Property Price Index 2005-2015

Source: Residential Property Price Index (Base Jan 2005 = 100) (CSO)

With respect to Wicklow in particular, prices have been rising generally 2012-2014, with the rate of price growth fluctuating around the County, with price rises in the larger towns generally more significant. Taking the crude measurement of 'average house price' based on the total value of sales divided by total number of sales, between 2012 and 2014, average prices rose 6.2% between 2012 and 2013 and a further 10.4% between 2013 and 2014. In the larger towns, average prices appear to be more in the range of 8% - 15% growth over the last 2 years. Given the lack of development activity over the last six years and the shortage in the supply of new residential properties in most areas, it is assumed that house prices will continue to rise in 2015 and 2016, but will moderate by 2017 when more houses come on stream and new lending rules have bedded in.

As set out above, as the principal function of this strategy is to determine if it will be necessary for the Local Authority to intervene in the housing market and require developers to dedicate lands / units for social housing, this strategy would be most defensible if a situation were to be considered where incomes grow steadily but house price growth stays reasonably low, as this would give the least justification for seeking the maximum 10% social housing.

Therefore for the purposes of this assessment, a moderate average price growth rate across the County of 10% will be assumed for 2015 and 2016, with 5% thereafter.

This data does not however allow a meaningful assessment of affordability by comparison to the 'affordability' analysis set out in Part 4 of this report. In this regard, in accordance with the guidance set out in *Part V of the Planning and Development Act, 2000 – Housing Supply – A Model Strategy and Step by Step Guide (DoEHLG 2000)*, data has been collected on the number of houses that are available in price *bands*, that is, the number of houses that are available in the market within certain price ranges. The baseline data for this analysis is from 2014.

Table 5.2: Proportion of houses in each price band in 2014

	Band 1	Band 2	Band 3	Band 4	Band 5	Band 6	Band 7	Band 8	Band 9	Band 10
Price band (000's €)	Under 99,999	100-149	150-199	200-249	250-299	300-349	350-399	400-449	450-499	500+
% of Wicklow units in each band	11%	14%	19%	14%	13%	9%	5%	4%	2%	9%

Source: Residential Property Price Register for 2014

It is then necessary to inflate / deflate these bands according to predictions of house price change. It is assumed that the proportion of houses in each band remains constant.

Table 5.3: House price band inflation Wicklow 2014-2022

Year	Av price increase / decrease	Band 1	Band 2		Band 3		Band 4		Band 5		Band 6		Band 7		Band 8		Band 9		Band 10
2014	-	99,999	100,000	149,999	150,000	199,999	200,000	249,999	250,000	299,999	300,000	349,000	350,000	399,999	400,000	449,999	450,000	499,000	500,000
2015	10%	109,999	110,000	164,999	165,000	219,999	220,000	274,999	275,000	329,999	330,000	383,900	385,000	439,999	440,000	494,999	495,000	548,900	550,000
2016	10%	120,999	121,000	181,499	181,500	241,999	242,000	302,499	302,500	362,999	363,000	422,290	423,500	483,999	484,000	544,499	544,500	603,790	605,000
2017	5%	127,049	127,050	190,574	190,575	254,099	254,100	317,624	317,625	381,149	381,150	443,405	444,675	508,199	508,200	571,724	571,725	633,980	635,250
2018	5%	133,401	133,403	200,102	200,104	266,804	266,805	333,505	333,506	400,206	400,208	465,575	466,909	533,609	533,610	600,310	600,311	665,678	667,013
2019	5%	140,071	140,073	210,108	210,109	280,144	280,145	350,180	350,182	420,216	420,218	488,853	490,254	560,289	560,291	630,325	630,327	698,962	700,363
2020	5%	147,075	147,076	220,613	220,614	294,151	294,153	367,689	367,691	441,227	441,229	513,296	514,767	588,304	588,305	661,842	661,843	733,911	735,381
2021	5%	154,429	154,430	231,644	231,645	308,859	308,860	386,074	386,075	463,289	463,290	538,961	540,505	617,719	617,720	694,934	694,935	770,606	772,150
2022	5%	162,150	162,152	243,226	243,227	324,302	324,303	405,377	405,379	486,453	486,455	565,909	567,531	648,605	648,606	729,680	729,682	809,136	810,758
% of Wicklow units in each band		11%	14%		19%		14%		13%		9%		5%		4%		2%		9%

6. Conclusions

Affordability for each year of the strategy is set out to follow. The purpose of this analysis is to determine what proportion of new private housing the Housing Strategy will require to be devoted to social housing. As set out above, as the principal function of this strategy is to determine if it will be necessary for the Local Authority to intervene in the housing market and require developers to dedicate lands / units for social housing, this strategy assumes relatively steady income growth and moderate house price inflation post 2016, as this would give the least justification for seeking the maximum 10% social housing.

6.1 Affordability Index 2016

Year	Range	%	No. of houses required	Running total	Affordability by each decile	Upper band position	House price in band upper value	No. of units required within each band	% of units projected to be provided in each band	No. of units projected to be provided in each band	Housing shortfall i.e. no. of households not meeting affordability criteria	Housing shortfall as % of total housing units required
2016	1st decile	8.60%	200	200	62,552	1	120,999	532	11%	256	276	11.85%
	2nd decile	9.40%	219	419	99,661							
	3rd decile	9.80%	228	647	142,806	2	181,499	353	14%	326	27	1.16%
	4th decile	10.30%	240	887	181,852	3	241,999	343	19%	442	-	99
	5th decile	10.00%	233	1,120	221,673							
	6th decile	10.10%	235	1,355	265,746	4	302,499	288	14%	326	-	38
	7th decile	10.60%	247	1,602	321,861	5	362,999	233	13%	303	-	70
	8th decile	10.80%	251	1,853	391,989	6	422,290	180	9%	210	-	30
	9th decile	10.30%	240	2,093	487,631	8	544,499	214	9%	210	4	
	10th decile	10.20%	237	2,330	758,065	10	None	185	11%	256	-	71
	Total		2328					2,328				13.01%

6.2 Affordability Index 2017

Year	Range	%	No. of houses required	Running total	Affordability by each decile	Upper band position	House price in band upper value	No. of units required within each band	% of units projected to be provided in each band	No. of units projected to be provided in each band	Housing shortfall i.e. no. of households not meeting affordability criteria	Housing shortfall as % of total housing units required
2017	1st decile	8.60%	200	200	65,054	1	127,049	538	11%	256	282	12.11%
	2nd decile	9.40%	219	419	103,648							
	3rd decile	9.80%	228	647	148,519	2	190,574	357	14%	326	32	1.36%
	4th decile	10.30%	240	887	189,127	3	254,099	345	19%	442	- 97	
	5th decile	10.00%	233	1,120	230,540							
	6th decile	10.10%	235	1,355	276,375	4	317,624	289	14%	326	- 37	
	7th decile	10.60%	247	1,602	334,735	5	381,149	232	13%	303	- 71	
	8th decile	10.80%	251	1,853	407,669	6	443,405	178	9%	210	- 32	
	9th decile	10.30%	240	2,093	507,136	7	508,199	155	5%	116	39	
	10th decile	10.20%	237	2,330	788,388	10	None	234	15%	349	- 115	
	Total		2328					2,328				13.47%

6.3 Affordability Index 2018

Year	Range	%	No. of houses required	Running total	Affordability by each decile	Upper band position	House price in band upper value	No. of units required within each band	% of units projected to be provided in each band	No. of units projected to be provided in each band	Housing shortfall i.e. no. of households not meeting affordability criteria	Housing shortfall as % of total housing units required
2018	1st decile	8.60%	200	200	67,657	1	133,401	544	11%	256	288	12.38%
	2nd decile	9.40%	219	419	107,794							
	3rd decile	9.80%	228	647	154,459	2	200,102	361	14%	326	35	1.51%
	4th decile	10.30%	240	887	196,692							
	5th decile	10.00%	233	1,120	239,762	3	266,804	113	19%	442	- 329	
	6th decile	10.10%	235	1,355	287,430	4	333,505	277	14%	326	- 49	
	7th decile	10.60%	247	1,602	348,125	5	400,206	479	13%	303	176	
	8th decile	10.80%	251	1,853	423,976	6	465,575	288	9%	210	78	
	9th decile	10.30%	240	2,093	527,421	7	533,609	148	5%	116	32	
	10th decile	10.20%	237	2,330	819,923	10	None	118	15%	349	- 231	
	Total		2328					2,328				13.89%

6.4 Affordability Index 2019

Year	Range	%	No. of houses required	Running total	Affordability by each decile	Upper band position	House price in band upper value	No. of units required within each band	% of units projected to be provided in each band	No. of units projected to be provided in each band	Housing shortfall i.e. no. of households not meeting affordability criteria	Housing shortfall as % of total housing units required
2019	1st decile	8.60%	200	200	70,363	1	140,071	551	11%	256	294	12.65%
	2nd decile	9.40%	219	419	112,105							
	3rd decile	9.80%	228	647	160,638	2	210,108	365	14%	326	39	1.69%
	4th decile	10.30%	240	887	204,559							
	5th decile	10.00%	233	1,120	249,352	3	280,144	115	19%	442	- 327	
	6th decile	10.10%	235	1,355	298,928	4	350,180	278	14%	326	- 48	
	7th decile	10.60%	247	1,602	362,050	5	420,216	479	13%	303	176	
	8th decile	10.80%	251	1,853	440,935	6	488,853	288	9%	210	78	
	9th decile	10.30%	240	2,093	548,518	7	560,289	142	5%	116	26	
	10th decile	10.20%	237	2,330	852,720	10	None	111	15%	349	- 238	
	Total		2328					2,328				14.34%

6.5 Affordability Index 2020

Year	Range	%	No. of houses required	Running total	Affordability by each decile	Upper band position	House price in band upper value	No. of units required within each band	% of units projected to be provided in each band	No. of units projected to be provided in each band	Housing shortfall i.e. no. of households not meeting affordability criteria	Housing shortfall as % of total housing units required
2020	1st decile	8.60%	200	200	73,177	1	147,075	557	11%	256	301	12.92%
	2nd decile	9.40%	219	419	116,590							
	3rd decile	9.80%	228	647	167,063	2	220,613	369	14%	326	44	1.87%
	4th decile	10.30%	240	887	212,742							
	5th decile	10.00%	233	1,120	259,326	3	294,151	117	19%	442	- 325	
	6th decile	10.10%	235	1,355	310,885	4	367,689	278	14%	326	- 48	
	7th decile	10.60%	247	1,602	376,532	5	441,227	478	13%	303	175	
	8th decile	10.80%	251	1,853	458,572	6	513,296	288	9%	210	78	
	9th decile	10.30%	240	2,093	570,459	7	588,304	136	5%	116	20	
	10th decile	10.20%	237	2,330	886,829	10	None	105	15%	349	- 244	
	Total		2,328					2,328				14.79%

6.6 Affordability Index 2021

Year	Range	%	No. of houses required	Running total	Affordability by each decile	Upper band position	House price in band upper value	No. of units required within each band	% of units projected to be provided in each band	No. of units projected to be provided in each band	Housing shortfall i.e. no. of households not meeting affordability criteria	Housing shortfall as % of total housing units required
2021	1st decile	8.60%	200	200	76,104	1	154,429	563	11%	256	307	13.19%
	2nd decile	9.40%	219	419	121,253							
	3rd decile	9.80%	228	647	173,746	2	231,644	374	14%	326	48	2.05%
	4th decile	10.30%	240	887	221,251							
	5th decile	10.00%	233	1,120	269,699	3	308,859	119	19%	442	- 323	
	6th decile	10.10%	235	1,355	323,320	4	386,074	279	14%	326	- 47	
	7th decile	10.60%	247	1,602	391,593	5	463,289	478	13%	303	175	
	8th decile	10.80%	251	1,853	476,915	6	538,961	287	9%	210	77	
	9th decile	10.30%	240	2,093	593,277	7	617,719	130	5%	116	14	
	10th decile	10.20%	237	2,330	922,302	10	None	98	15%	349	- 251	
	Total		2328					2,328				15.25%

6.7 Affordability Index 2022

Year	Range	%	No. of houses required	Running total	Affordability by each decile	Upper band position	House price in band upper value	No. of units required within each band	% of units projected to be provided in each band	No. of units projected to be provided in each band	Housing shortfall i.e. no. of households not meeting affordability criteria	Housing shortfall as % of total housing units required
2022	1st decile	8.60%	200	200	79,149	1	162,150	570	11%	256	314	13.47%
	2nd decile	9.40%	219	419	126,103							
	3rd decile	9.80%	228	647	180,696	2	243,226	378	14%	326	52	2.23%
	4th decile	10.30%	240	887	230,101							
	5th decile	10.00%	233	1,120	280,487	3	324,302	122	19%	442	- 320	
	6th decile	10.10%	235	1,355	336,253	4	405,377	279	14%	326	- 47	
	7th decile	10.60%	247	1,602	407,257	5	486,453	478	13%	303	175	
	8th decile	10.80%	251	1,853	495,992	6	565,909	287	9%	210	77	
	9th decile	10.30%	240	2,093	617,008	7	648,605	123	5%	116	7	
	10th decile	10.20%	237	2,330	959,194	10	None	91	15%	349	- 258	
	Total		2328					2,328				15.70%

6.8 Summary & conclusions

Affordability for each year of the strategy is set out in the tables above and is summarised below:

Year	2016	2017	2018	2019	2020	2021	2022
(1) New household formations	2328	2328	2328	2328	2328	2328	2328
(2) No. not meeting affordability criteria	303	314	323	333	345	355	366
(2) as a % of (1)	13.01	13.47	13.89	14.34	14.79	15.25	15.70

It is therefore concluded that there is justification for seeking the maximum 10% of the land zoned for residential use, or for a mixed of residential and other uses, to be reserved for the provision of social housing.

7. Housing supply

Section 2.1 of this Strategy has already set out the number of additional housing units required during the currency of this Housing Strategy and the County Development Plan 2016-2022 (15,471 units). It has also been shown that there will be significant affordability issues and that the Local Authority will be required to intervene in new developments to the maximum permitted extent of 10%. Intervention at this level, assuming all development at eligible development with respect to Part V, could yield up to 1,547 units. In reality, the yield would be expected to be much lower given the number of housing developments that would, due to the number of houses or size of the site, be exempt from Part V requirements.

The Housing Strategy and the County Development Plan must ensure that there is sufficient land zoned and serviced to deliver these houses and policies in place to ensure the delivery of social units.

7.1 Zoned land

The (draft) County Development Plan sets the population and housing targets for the County up to 2028. However, it only provides 'zoning' for 13 settlements, the remainder of the settlements having their own stand-alone 'Local Area Plans', which will be reviewed after the adoption of the County Development Plan.

Local Area Plans

It is planned that these LAPs will be adopted during 2017-2019 period, in order of timeline priority (i.e. according to the date when each existing plan is due to expire). Each LAP will cover a period of 6 years (the latest plan to be reviewed having a timeline of 2019-2025) and zoning will be provided on the basis of the land needed to meet a 6 year horizon, plus 3 years zoning 'headroom' or 'market factor'⁶, as recommended in the Development Plan Guidelines issued by the Minister. The horizons utilised for each plan will also be cognisant of the fact the LAPs have the potential to be extended to last for up to 10 years, but no plan will include a timeline beyond 2028.

Zoning Table 7.2 to follow shows the zoning requirements for the LAP towns, up to the year 2025, plus headroom.

This table shows that the majority of current LAPs do not have sufficient zoned land available to meet the 2025 population and housing targets (the exceptions being Blessington and Rathdrum which are very slightly 'over-zoned' to the tune of 2-3 hectares each). The review of each LAP will ensure that each plan is consistent with the CDP 'Core Strategy' and its associated housing targets.

Other town / settlement plans

With respect to the remaining towns and settlements, their plans form part of this County Development plan and are therefore being adopted with a 2016-2022 horizon. Zoning is therefore provided on the basis of the land needed to meet the 2022 population and housing targets, plus 3 years 'headroom'.

⁶ "Headroom" or "market factor" which is 'extra' land that should be zoned over and above the minimum amount needed to accommodate the population target. Headroom is provided so as to allow for greater location choice and deal with any land supply inflexibility which may arise.

Zoning Table 7.3 to follow shows the zoning requirements for these settlements / towns, up to the year 2022.

Level 5: The majority of the town plans adopted for these towns prior to the review of this County Development Plan had a surplus of zoned land having regard to the population and housing targets set out in this plan. This was in the main due to the revised population targets included in this plan, as well as previous take up of land for housing development altering the headroom proportion⁷. Where a surplus was identified, the surplus land has been either re-designated for an alternative, non-residential use, or as a 'Strategic Land Bank' (SLB). The only exception is Enniskerry where a deficit was identified. Therefore the new Enniskerry town plan forming part of this CDP includes additional zoned land to address this deficit.

Level 6: These are 'settlement plans' that don't have the same detailed zonings as LAPs or Level 5 'town plans'. The amount of residential development that is facilitated in these settlements is therefore not a function of the amount of 'zoned' land, but is dictated by the population and housing objectives set out in the CDP and the 'settlement plan' itself.

Conclusions: Given the housing target of 15,471 units up to 2022, of which 13,473 are targeted to be developed in the settlements listed in Table 7.2 and 7.3 to follow, the capacity of existing zoned land (27,873 units) is more than adequate to meet the housing unit target.

⁷ For example, where it is determined that 100 acres of zoned housing land is required to achieve a certain housing target, a total of 150 acres may be zoned to allow for market choice or headroom (i.e. 50% headroom). If however 50 acres is developed, the 'headroom' proportion would increase to 100% (i.e. only 50 acres needed for development, yet 100 acres remain zoned)

Table 7.1: Housing growth requirements up to 2022 and capacity of zoned land in Wicklow

Settlement	2011	2022	Capacity of existing zoned land
Bray	11,518	2,558	4,689
Wicklow / Rathnew	5,399	2,480	5,640
Arklow	5,459	2,113	4,000
Greystones/ Delgany	6,637	1,754	3,767
Blessington	1,865	675	1,840
Newtown	1,078	851	1,706
Ashford	531	508	858
Aughrim	592	91	278
Baltinglass	769	230	521
Carnew	491	169	365
Dunlavin	313	516	840
Enniskerry	642	252	470
Kilcoole	1,402	412	782
Rathdrum	657	447	1,089
Tinahely	419	89	231
Avoca	282	43	120
Donard	92	8	37
Kilmacanogue	277	71	151
Newcastle	313	101	211
Roundwood	326	83	195
Shillelagh	200	22	83
Urban total	39,262	13,473	27,873
Rural total	15,089	1,998	
County total	54,351	15,471	27,873

Table 7.2: LAP Settlements

Settlement	Population 2011	Housing Stock 2011	Core Strategy Population Allocation 2025	Total Housing Unit Requirement 2025	Housing Unit Growth Requirement 2011-2025 ⁸	Housing Unit Growth Requirement + headroom ⁹	Total Housing Yield of existing zoned land ¹⁰	Shortfall/ Excess (UNITS)	Method of addressing shortfall / deficit
Bray	29,339	11,518	38,119	17,651	6,133	7,934	4,689	-3,245	Note 1
Wicklow – Rathnew	13,468	5,399	22,141	10,252	4,853	6,272	5,640	-632	Future LAP
Arklow	13,066	5,459	21,247	9,838	4,379	5,726	4,000	-1,726	Future LAP
Greystones – Delgany	17,208	6,637	22,801	10,558	3,921	5,034	3,767	-1,267	Future LAP
Blessington	4,780	1,865	7,020	3,251	1,386	1,782	1,840	+58	Future LAP
Newtownmountkenedy	3,073	1,078	5,483	2,539	1,461	1,840	2,056	+216	Note 2
Kilcoole	4,063	1,402	4,835	2,239	837	1,030	782	-248	Future LAP
Rathdrum	1,638	657	3171	1,469	812	1045	1,089	+44	Future LAP
							23,863		

Note 1: A future LAP for Bray town and environs shall address the zoning shortfall in Bray. This new plan shall comprise a 'Bray Municipal Area Local Area Plan' which shall replace the existing Bray Town Development Plan and the Bray Environs Local Area Plan, and shall encompass all settlements in the MD including Kilmacanogue and Enniskerry.

Note 2: The current Newtownmountkenedy LAP provides a potential yield on zoned housing land of 1,706 units. Additional lands have been zoned in this County Development Plan which have a housing yield of c. 350 units and in combination there is a zoning surplus of +216 units. There are no current proposals to address this zoning surplus in Newtownmountkenedy.

⁸ The discrepancy between this figure and that shown in the '2025' column in Table 2.5 is the fact that in the zoning of land a 15% 'compensatory headroom' is added to all towns in the County (see Part 2.4 of Chapter 2 of the County Development Plan). Essentially the figure in Table 2.5 is a 'minimum' while that shown in Table 7.2 is a 'maximum'.

⁹ Equivalent of +3 years zoning i.e. to meet '2028' target

¹⁰ As per plans adopted on foot of the 2010 County Development Plan

Table 7.3 Other Settlements

Settlement	Population 2011	Housing Stock 2011	Core Strategy Population Allocation 2022	Total Housing Unit Requirement 2022	Housing Unit Growth Requirement 2011-2022 ¹¹	Housing Unit Growth Requirement + headroom ¹²	Total Housing Yield of proposed zoned land ¹³	Shortfall/ Excess (UNITS)
Ashford	1,484	531	2,675	1,182	651	858	858	Balance
Aughrim	1,315	592	1,758	777	185	278	278	Balance
Baltinglass	1,786	769	2,572	1,136	367	521	521	Balance
Carnew	1,145	491	1,698	750	259	365	365	Balance
Dunlavin	793	313	2,134	943	630	840	840	Balance
Enniskerry	1,940	642	2,302	1,017	375	470	470	Balance
Tinahely	956	419	1,308	578	159	231	231	Balance
Avoca	717	282	835	369	87	120	120	Balance
Donard	179	92	257	114	22	37	37	Balance
Kilmacanogue	799	277	897	396	119	151	151	Balance
Newcastle	817	313	1,065	471	158	211	211	Balance
Roundwood	780	326	1,052	465	139	195	195	Balance
Shillelagh	426	200	571	252	52	83	83	Balance
							4,360	

¹¹ ¹¹ The discrepancy between this figure and that shown in the '2022' column in Table 2.5 is the fact that in the zoning of land a 15% 'compensatory headroom' is added to all towns in the County (see Part 2.4 of Chapter 2 of the County Development Plan). Essentially the figure in Table 2.5 is a 'minimum' while that shown in Table 7.3 is a 'maximum'.

¹² Equivalent of +3 years zoning i.e. to meet '2025' target

¹³ As per plans adopted pre 2016

7.2 Serviced land

While there are restrictions in the County with regard to transport infrastructure (roads, rail, public transport etc), in most locations, these do not in the main present an insurmountable bottleneck to the release or development of zoned land. The only exception is in Bray – Fassaroe, where the development of these lands west of the N/M11 is contingent on the development of a high quality public transport link to Bray town centre and Dublin (either light rail or other rapid transit format). Similarly, deficiencies in social and economic infrastructure persist, but the County Development Plan and associated subsidiary plans control the role out of new residential development such that it is commensurate with development of this necessary social infrastructure. However, restrictions in water services have and continue to present serious blockages to development. While Irish Water has a number of projects in train to address deficiencies, there is currently no certainty regarding any upgrades, other than projects actually under construction.

Table 7.4 below shows the estimated number of housing that would be possible to develop given existing infrastructure capacities as of September 2015.

Town	Total housing yield of zoned land ¹⁴	Total housing yield of serviced land ¹⁵
Bray	4,689	2,086
Wicklow / Rathnew	5,640	5,640
Arklow	4,000	0
Greystones/ Delgany	3,767	2,000 ¹⁶
Blessington	1,840	0
Newtown	1,706	750
Ashford	858	858
Aughrim	278	0
Baltinglass	521	75
Carnew	365	0
Dunlavin	840	0
Enniskerry	470	300
Kilcoole	782	250
Rathdrum	1,089	300
Tinahely	231	50
Avoca	120	0
Donard	37	37
Kilmacanogue	151	151
Newcastle	211	0
Roundwood	195	0
Shillelagh	83	0
Total	27,873	12,497

Table 7.4: Estimated housing yield of serviced land as of Sept 2015

¹⁴ As of Sept 2015, including the amended zoning provisions of the proposed draft County Development Plan 2016-2022

¹⁵ as of Sept 2015

¹⁶ It is estimated there is current capacity in the Greystones WWTP for c. 3,000 additional units – this has been apportioned as follows – 2,000 Greystones/Delgany, 750 Newtownmountkennedy and 250 Kilcoole

Given the housing target of 15,471 units up to 2022, of which 13,473 are targeted to be developed in the urban settlements listed in Table 7.4 above, there is inadequate serviced land available (enough land serviced to accommodate c. 93% of the urban housing growth targeted). Furthermore:

- Even if all serviced land were brought to the market and developed within the lifetime of the plan / strategy, the spatial distribution of these houses would not fully accord with the principles of the RPGs or the Core Strategy (which prioritises growth in Bray, Greystones Wicklow, Arklow, Newtownmountkennedy and Blessington) as there is currently no additional development capacity in Arklow and Blessington, and limited capacity in Greystones and Newtownmountkennedy (which are serviced by the same wastewater treatment plant in Greystones);
- The lack of services capacity in the south and west of the County is particularly marked, with current capacity for only c. 160 housing units across the 10 towns of Arklow, Blessington, Baltinglass, Aughrim, Carnew, Dunlavin, Tinahely, Avoca, Donard and Shillelagh; the current state of services infrastructure therefore does not afford adequate choice in housing location and in many cases, provides no option to residents but to move away from their home community in order to source housing.

7.3 Local Authority land bank

Wicklow County Council currently owns c. 61 hectares of zoned / designated housing land and the estimated capacity of this land is c. 1,165 units, as detailed in the table below. Not all of this land is however currently serviced.

Municipal Area	Hectares	Estimated development potential (units)	Of which serviced (units)	Location of serviced land
Baltinglass	14.076	294	67	49 Baltinglass 8 Tinahely 10 Knockananna
Arklow	25.531	385	40	40 Rathdrum
Wicklow	11.06	227	227	191 Wicklow - Rathnew 16 Ashford 20 Barndarrig
Bray	2.482	98	98	95 Bray 3 Kilmacanogue
Greystones	7.8267	161	161	107 Greystones – Delgany 54 Kilcoole
Total	60.9757	1,165	599	

Table 7.6: Estimated housing yield Local Authority owned land as of Sept 2015

7.4 Housing Output

Due to the collapse in the housing market post 2008, only c. 1,000 units were delivered 2011-2014. It is estimated that up to 500 units may be delivered in 2015 (see Table 2.6).

In order to meet the 2022 housing stock target of 69,822, an additional 15,471 housing units require to be delivered between 2011 and 2022; this would require housing delivery to accelerate to c. 2,328 units per annum in the years 2016-2022. While this is the 'target' as per the Core Strategy and this Housing Strategy, it is highly unlikely to be attained.

8. Social Housing

8.1 Introduction

This Housing Strategy takes into account the need to ensure that housing is available for people who have different levels of income and in particular for those in need of social housing. As such, this strategy is designed to ensure that a mixture of house types and sizes is developed to reasonably match the requirements of the different categories of households, as may be determined by the housing authority, including the requirements of target groups including older people and people with disabilities.

National Context

Launched in November 2014 by the Department of the Environment, the National Social Housing Strategy 2020 seeks to ensure that 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.

There are three central pillars in this Social Housing Strategy:

Pillar 1: Provision of New Social Housing Supply

Pillar 1 of the Strategy targets the delivery of 35,000 new social housing units over the period to 2020. The cost to the exchequer of building, acquiring or leasing these 35,000 units is estimated over the period to 2020 to be €3.8bn.

Under Pillar 1 of this Strategy, two primary delivery channels are envisaged: Local Authorities and Approved Housing Bodies (AHBs).

Pillar 2: Providing housing supports through the Private Rental Sector

Pillar 2 focuses on the delivery of social housing supports provided through the private rental sector. Current schemes include the Rental Accommodation Scheme (RAS), the Housing Assistance Payment (HAP) and Rent Supplement (RS). The Housing Assistance Payment or HAP scheme is due to be rolled out in County Wicklow in 2016. Under Pillar 2, the Strategy will continue work on the development of a national policy aimed at increasing investment in, and supporting the supply of, good quality, secure and affordable rental accommodation.

Pillar 3: Reform creating more flexible and responsive social housing supports

Pillar 3 includes a range of actions to ensure that social housing supports are responsive to people's current needs, as well as to improvements in their circumstances. Local authorities will continue to be a key social housing provider. They will also have an enhanced leadership and coordination role in facilitating and enabling social housing delivery by other providers. The Strategy provides for the implementation of a number of key reforms including:

- a new framework for rents and related charges for local authority housing and other forms of social housing
- a new tenant purchase scheme for existing local authority houses will be put in place.

The Strategy also strengthens Local Authorities' ability to effectively manage their housing stock to the benefit of all their tenants by expanding existing powers to counter anti-social behaviour.

8.2 Social Housing Demand

At the end of August 2015, there were 3,799 households seeking housing on Wicklow County Council's Housing List. This represents an increase of 56% on the number of housing applicants as per the Housing Needs Assessment 2013.

The demands are arising at the following locations and for the following type of units:

Municipal District	1 bed	2 bed	3 bed	4 bed	Total
Baltinglass	156	189	98	16	459
Arklow	380	387	138	16	921
Wicklow	334	391	147	26	898
Bray	484	367	188	5	1044
Greystones	157	222	88	10	477
Total	1,511	1,556	659	73	3,799

Table 8.1: Social housing demand in Wicklow as of September 2015

The key objective of the Housing Authority in Wicklow is to focus on the provision of high standard and affordable accommodation whilst increasing tenure options and adhering to the principles of sustainable communities. This remains a challenge for a number of reasons emanating from the legacy of the economic downturn. These include:

- Low output of newly constructed housing units during the economic downturn including both social and affordable housing. This has led to a severe shortage of units in the private rented sector specifically.
- Rising numbers of people experiencing homelessness for the first time.

8.3 Social Housing Supply

This section sets out the record of delivery of social and affordable housing over the lifetime of the last Housing Strategy 2010-2016.

It should be noted that as per the Government's Housing Policy Statement of 16 June 2011, the Government 'stood down' all existing affordable housing programmes in 2011 to reflect affordability conditions.

Provision of Social Housing units to incl. Acquisitions/Built/Leased	2010	2011	2012	2013	2014	2015 to date	Total
Built Social Units	16	8	3	8	-	-	35
Direct Acquisitions	18	17	20	6	10	25	96
Part V Social Unit Acquisitions	14	-	20	3	3	-	40
Social Units either acquired directly by Approved Housing Bodies (AHBs) or leased from this sector by Wicklow County Council	-	6	24	3	-	40	73
Social units provided under short and long term leasing from private sector	-	1	4	1	3	3	12
Social provided under RAS (Rental Accommodation Scheme) from private sector	85	86	129	67	60	44	471
Casual Vacancies - houses available to rent from existing stock	79	108	90	49	60	43	429
Mortgage to Rent	-	-	-	1	1	-	2
Total Social Housing Provision	212	226	290	138	137	155	1,158

Table 8.2: Provision of Social Housing units 2010-2015

Provision of Affordable Housing units to include Acquisitions/Built/Leased	2010	2011	2012	2013	2014	2015	Total
Part V Affordable Unit Acquisitions	8	-	-	-	-	-	8
1999 Construction Programme - WCC built Affordable Units on LA owned land	4	2	-	-	-	-	6
Other Affordable	-	-	-	-	-	-	-
	12	2	-	-	-	-	14

Table 8.3: Provision of Affordable Housing units 2010-2015

8.4 Housing needs of the elderly and people with a disability

The 'National Housing Strategy for People with a Disability 2011-2016' sets out a framework for the delivery of housing for people with disabilities through mainstream housing policy. In Wicklow, a 5-year Strategic Plan has been developed. Its objectives include:

- Developing plans to meet the housing needs and related supports for people with disabilities;
- Working with all agencies in the provision of services to people with disabilities including employment, education and training;
- Acting as a forum for the exchange of information.

In working to ensure the implementation of the national guidelines for housing assessment and allocation for people with disabilities, including those transitioning from institutional settings, the local Housing Disability Steering Group will work to identify:

- a number of pilot units for people transferring from institutional care to the community.
- the cohort of people in congregated settings for the pilot project that will transition from institutional care to community settings
- compile a register of adapted properties suitable for people with a disability.
- review and report on individuals that have been provided with social housing supports or income supports in order to meet their housing needs such as rent supplement etc.
- collate and report on the number of people with disabilities on the Housing Waiting List. The information in the report should include the numbers, nature of disability, whether physical adaptation of properties or other specific design features will be required, identify suitable options for housing need.
- review and report on individuals with disability already in social housing in the local authority area, to include the categories of disability and the numbers and the nature of non-housing related supports being delivered which assist in supporting tenancies.
- identify additional people that may present for or require social housing supports in the future including those already residing in the community and those likely to transition from institutional care.

8.5 Homelessness

As with national trends, Wicklow County Council has experienced an unprecedented increase in the numbers of people presenting as either at risk or homelessness or presenting as homeless since 2012. Figures from 2014 and 2015 to date are presented below for comparative purposes:

2014

Individual Adult Presentations – 128

Families – 90 families made of up 127 adults and 172 children

2015 to date

Individual Adult Presentations – 74

Families – 107 families consisting of 151 adults and 204 children

Emergency Accommodation

Kilmantin Hill Wicklow - This service was reconfigured from 01 May 2015 from a Supported Temporary Accommodation model to a Supported Housing Model. A Service Level Agreement is in place between WCC and the Dublin Simon Community to provide supported housing for adult men and women. This facility caters for 10 people with an average length of stay of up to two years.

Brighton Terrace, Bray – This facility is now the emergency accommodation facility for the county. It takes adult males only – capacity for up to 16 men.

Preventative Measures

Wicklow County Council via its homelessness support services, continues to:

- Engage with landlords to negotiate extended stays for people at risk of homelessness
- Engage with Rent Supplement to negotiate rent thresholds increases as needed
- Source/secure a number of houses around the county to place people at risk of homelessness on a Housing First model
- Enter into more service level agreements with specialist homeless organisations to provide supports for people experiencing homelessness.
- Explore all options for housing via acquisitions, social leasing, management agreements, new build, refurbishments etc,
- Increase the number of housing allocations to people experiencing homelessness – homeless category as a % of all Wicklow County Council allocations - 2013 - **1.43%** , 2014 - **11.76%**

8.6 Traveller Accommodation

Under the provisions of the Traveller Accommodation Act 1998, Housing Authorities are required to prepare, adopt and implement a new Traveller Accommodation Programme (TAP) to meet the accommodation needs of the county's indigenous Traveller community, i.e. those families who have been resident in the county for at least three years prior to the adoption of the proposed plan.

The current Traveller Accommodation Programme for Wicklow covers the period from 01 January 2014 to the 31st December 2018 and plans for the following:

Assessment of Traveller Accommodation Need 2014-2018

Under Section 6 of the Traveller Accommodation Act 1998 and as amended by Section 21 of the Housing (Miscellaneous Provisions) Act 2009, an Assessment of Needs has been conducted by Wicklow Local Authorities. The Housing Needs Assessment process of 2013 has formed a central part of this assessment. It is important to note that however that it is not always possible to identify Traveller applicants as part of this process.

Those involved in this assessment of need include:

- Wicklow County Council's Social Worker
- Housing Authorities in Co. Wicklow
- Traveller families
- Bray Traveller Community Development Group
- Wicklow Travellers Group

Current need is estimated to be 80 units of accommodation, comprising 69 standard housing units and 11 units of traveller specific accommodation (specially built to include Group Housing, halting sites and once off single site).

Proposed Redevelopments

Existing Development	No. of Units	Type	Timeline
Ballintreskin Halting Site	4	Either expansion of existing site or development of group housing scheme off site to meet needs of four families – most likely to be developed as per a Part 8 Planning Process	2017
Silverbridge	3	Major refurbishment of the units together with provision of pedestrian access route to Herbert Rd	2016

Proposed New Initiatives

Existing Development	No. of Units	Type	Delivery Mechanism	Timeline
Temporary halting site with emergency services at the Chippings Depot, Rocky Valley, Kilmacanogue	3	Relocation of eligible families to agreed alternative location	Purchase of rural property to accommodate three families	2015
Temporary halting site with emergency services at Windgates	2	Eligible families to be offered alternative social housing accommodation	To be determined	2016

9. Conclusions & Objectives

9.1 Conclusions

1. The (draft) 2016-2022 County Development Plan has set out a population target of 158,000 persons in 2022; in order to meet this target it will be necessary for 15,471 additional housing units (above 2011 levels) to be delivered up to 2022.
2. House completions have fallen dramatically during the 2008-2014 period; however, activity appears to be increasing through 2015 to c. 500 units county-wide. However, in order to meet the 2022 target, unit completions will need to exceed 2,000 per annum between 2016 and 2022.
3. The (draft) 2016-2022 County Development Plan and the Local Area Plans that will flow from it, will provide for adequate zoned and serviced land to meet this target. However, the distribution of serviced land is not even throughout the County, with severe shortfalls in serviced land being experienced in the south and west of the County.
4. House prices in parts of Wicklow, most notably in the coastal settlements from Bray and Wicklow and around the northeast of the County, have seen significant increases in the 2014-2015 period. However, this house price growth is not replicated around the County. It is expected that house price growth will moderate during the lifetime of this strategy as housing output increases and new mortgage lending rules bed in.
5. Notwithstanding improvements to affordability generally and predicted moderation in house price growth, it is estimated that at least 10% of households will not be able to afford housing in the private market during the lifetime of this strategy. Therefore the maximum 10% social housing is required to be sought.
6. The maximum number of social units that could be delivered through Part V requirements through the lifetime of the strategy would be 1,547, only achievable where all housing projects are subject to Part V. The yield is likely to be much lower given the house number and site size exemptions that apply to Part V. The Local Authority also has capacity for 1,165 units, on the basis of all the land in its ownership being serviced and funded for development. Even in the unlikely scenario that all of these units could be delivered, there would still be a shortfall in the order of 1,000 units given current housing demand (c. 3,800 units).
7. There is an urgent need to address services deficiencies, particularly in the growth towns of Bray, Arklow and Blessington, where there is a high demand for social housing. The deficiencies in Arklow and Blessington relate to wastewater treatment whereas the infrastructure required in Bray to release zoned land is the delivery of major public transport infrastructure to Fassaroe (either in the form of LUAS or some other type of rapid transit into Bray town centre and Dublin). Also notable is the lack of serviced land in the south and west of the County generally, such as in the principal towns of Baltinglass, Carnew, Dunlavin, and Tinahely (again due to water and wastewater deficiencies). The delivery of this infrastructure is outside the remit of the Local Authority, being the responsibility of Irish Water and the Transport Infrastructure Ireland / National Transport Authority. It is essential that these agencies deliver services in accordance with the priorities set out in the Wicklow Core Strategy.

8. It is essential that funding streams are made available to develop, to the maximum capacity, housing lands in the ownership of the Local Authority.

9.2 Objectives

- HS1 To ensure the delivery of sufficient new homes to accommodate the growth of the County to 158,000 persons in 2022.
- HS2 To ensure that houses are delivered in the locations required, to implement a balanced settlement strategy that provides for growth towns of varying sizes throughout the County.
- HS3 To ensure sufficient zoned land is available in all growth settlements to meet projected housing demand.
- HS4 To ensure that water services are or will be available during the currency of the plan, sufficient to meet the housing demand.
- HS5 To ensure that investment in infrastructure is distributed in a balanced manner around the County, with priority given to designated growth towns.
- HS6 To require that 10% of all zoned land developed for residential use, or for a mixture of residential and other uses, shall be devoted to social housing,
- HS7 To require all applicants for permission that will include social housing to engage in meaningful pre-planning discussions with both the Housing and Planning Authorities, in order to establish at the outset the location, house size and house design requirements of both Authorities.
- HS8 To require the highest standard of design in all new social development or development containing an element of social housing, in accordance with the development standards set out in the County Development Plan and the DoEHLG social housing guidelines.
- HS9 To encourage proposals from developers to satisfy Part V obligations which are directed toward 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 an identified local need and is consistent with other policies of the Development Plan.