

December 2015

Resolving Unfinished Housing Developments

Annual Progress Report on
Actions to Address Unfinished
Housing Developments



Comhshaol, Pobal agus Rialtas Áitiúil
Environment, Community and Local Government





Contents

1. Introduction	1
2. National Housing Development Survey	3
3. Actions and Outcomes	11
4. NAMA's Response and Actions	18
5. Tackling Remaining Developments	20
6. Future Priorities	24
Appendix A	25
Actions and Outputs	
Appendix B	36
2015 National Housing Development Survey	



Minister's Foreword

It is five years since the issue of 'unfinished' developments became apparent throughout Ireland. Actions by this Government were put in place to resolve the multitude of issues faced by residents, local authorities and relevant stakeholders.

As a result, over the past five years, I am pleased to announce that the number of 'unfinished' developments has been reduced by over 75%. This is a significant achievement in what is a complex process.

The reactivation of sites is now evident throughout the country, not just the larger urban areas. More unfinished developments in rural counties are being resolved and it is expected that this trend will continue to increase during 2016. Vacancy rates have also reduced countrywide.

While this progress is positive, there remains a cohort of developments for which resolution is proving difficult. Some partly constructed and empty unfinished developments occupy key locations within our towns and villages and unless we find a solution in fully resolving this issue they will continue to be a blight on our landscape for the future.

It is my intention to explore all options with the relevant stakeholders in progressing the further resolution of unfinished developments in the coming year.

I wish to thank the various interests involved for their commitment and hard work that make progress possible and I will be monitoring the continuing situation closely through the work of my Department and the National Co-ordination Committee that I chair.



Mr. Paudie Coffey T.D.

**Minister of State for Housing and Planning
and Co-ordination of the Construction 2020 Strategy**

1. Introduction

Five years on from the publication of the Government's Action Programme on Unfinished Housing Development very significant progress has been made.

The details and 2015 survey results highlight the considerable progress that has been achieved over these past five years:

- The number of remaining unfinished developments has fallen by 75%.
- Public safety on sites has been addressed.
- Site Resolution Plans has been completed on many sites and is continuing on others.
- Local Authorities continue to pursue enforcement action, including accessing securities and bonds to access funding to complete public infrastructure.
- The special resolution fund has accelerated the process of resolving more challenging sites that have not been possible to resolve so far.

Overseeing the efforts at local level, the National Co-ordination Committee, established in June 2011, and chaired by Minister of State for Housing and Planning and Co-ordination of Construction 2020, Mr. Paudie Coffey, TD ensures a co-ordinated response across the local authority, government department and agency sectors. Appendix A contains details of progress achieved under the Governments Action Programme.

Within each local authority, dedicated 'unfinished developments' co-ordinators have played important roles in driving the process.

A number of initiatives at Government level have provided a much needed impetus to the resolution of unfinished housing developments.

Reactivation of sites is now evident throughout the country and vacancy levels are decreasing.

The survey tracks the progress of housing developments included in previous surveys where there are, or were uncompleted construction works, involving either housing or infrastructure or both. However, the survey does not include every completed housing development in the country with outstanding taking-in-charge or maintenance issues.

The survey was conducted by the Department's Architecture and Building Standards Inspectorate, in conjunction with relevant staff across all local authorities, capturing data and information on:

- (1) The numbers of housing developments that can now be regarded as substantially complete or fully active building sites (either whole developments or phases of developments where the remaining phases are no longer likely to proceed);

- (2) The numbers of incomplete developments with outstanding housing construction or infrastructure works or both;
- (3) The number of complete and occupied houses in the surveyed developments;
- (4) The number of complete and vacant houses;
- (5) The number of houses partly constructed and the stage of construction;
- (6) The activity status of the development, whether active or not.

2. The 2015 National Housing Survey

2.1 Key findings

Just fewer than 3,000 developments were surveyed in 2010. A total of **992** developments were surveyed by the Housing Inspectorate for the 2015 survey.

The number of developments still considered 'unfinished' from the 2015 survey has reduced significantly to **668**, which is a **76.5% reduction (over three-quarters)** from the initial number of unfinished developments surveyed in 2010 (refer to Appendix B: Summary Report of National Housing Development Survey 2015).

The **Special Resolution Funding Scheme** has contributed to the removal of **65 developments**, so far, from the unfinished developments list.

Of the 668 developments remaining, **176** (26%) do not contain residents.

Of the **492** remaining unfinished developments containing residents, **447** of them were, at the time of the 2015 survey, inactive.

From the 992 developments surveyed:

- 324 of the 992 developments are now being removed because they are substantially complete and many of these developments will now progress to being considered for taking in charge by the relevant local authority.
- 668 developments remain unfinished.

Within the 668 developments:

- 19,118 dwellings are complete and occupied
- 2,542 dwellings are complete and vacant
- 8,105 units are in various stages of completion
- 18,376 units have not been started

Table 1: Summary of progress in 2015

	Total UFHD's inspected	Total UFHD's resolved within the last year	Total remaining UFHD's	No. of development going through Enforcement proceedings	Number of development going through Site Resolution Plan Process	Total no. of submissions originally approved for the SRF grant	No. of Bonds claimed	Total amount of Bond monies obtained to carry out works	Taken in Charge
Totals	992	324	668	159	491	86	154	€13.7m	75

Table 2: Yearly comparison per County

Local Authority	2013 Devs surveyed	2013 Devs to remain on the UFHD	2014 Devs surveyed	2014 Devs to remain on the UFHD	2015 Devs surveyed	2015 Devs to remain on UFHD	% reduction from 2014 - 2015	2015 Devs complete & / or fully active to be removed from UFHD
SDCC	19	15	15	12	12	3	75%	9
Meath	46	38	38	23	23	10	56.5%	13
Kildare	68	47	47	32	32	14	56%	18
Mayo	75	41	42	29	29	13	55%	16
DLR	22	16	16	14	14	7	50%	7
Dublin City	23	12	12	10	10	5	50%	5
Monaghan	40	22	24	18	18	9	50%	9
Wicklow	52	32	32	22	22	11	50%	11
Galway City	15	11	11	5	5	3	40%	2
Westmeath	35	21	21	13	13	8	38%	5
Wexford	85	77	77	52	52	32	38%	20
Sligo	63	29	30	25	25	16	36%	9
Cavan	86	60	61	51	51	33	35%	18
Laois	56	41	41	34	34	22	35%	12
Cork County	180	154	154	130	130	86	34%	44
Galway County	68	40	40	32	32	21	34%	11
Limerick	57	36	36	27	27	18	33%	9
Leitrim	69	42	42	38	38	26	31.5%	12
Longford	58	36	36	30	30	21	30%	9
Fingal	48	28	28	17	17	12	29.5%	5
Clare	33	22	22	21	21	15	28.5%	6
Kerry	120	80	80	67	67	48	28%	19
Cork City	6	4	4	4	4	3	25%	1
Roscommon	85	55	55	53	53	40	24.5%	13
Louth	63	44	44	29	29	22	24%	7
Donegal	108	77	77	64	64	49	23.5%	15
Offaly	29	15	15	14	14	11	21%	3
Waterford	31	21	21	15	15	12	20%	3
Carlow	53	40	40	33	33	28	15%	5
Tipperary	74	66	66	49	49	43	12%	6
Kilkenny	44	36	36	29	29	27	7%	2
Totals	1811	1258	1263	992	992	668	32%	324

2.2 Site Activity

Of the 992 developments inspected in 2015, **184** were active, which accounts for nearly 20% of the 'unfinished' developments. After the removal of substantially completed developments there were a total of 668 remaining, of which 47 were active at the time of survey.

Table 3: Yearly Overall Activity 2010 - 2015

Year of National Housing Development Survey	Devs inspected	Devs substantially complete	Total no. of UFHD's remaining	Inactive developments of the remaining UFHDs	Active developments of the remaining UFHDs
2010 baseline NHDS	2,846	1,041	1,805	2,417	429
2011	2,876	810	2,066*	1,822	245
2012	2,973	1,203	1,770	1,518	252
2013	1,811*	553	1,258	1,123	135
2014	1,263	271	992	681	170
2015	992	324	668	621	47

**The total remaining increased from the previous year due to additional developments being identified through advice from local authorities.*

Corrig Glen, Co. Laois (works underway)



Reactivation of sites is now **evident throughout the country**, not just within city areas (as was the case last year). Rural counties are progressively showing strong signs of recovery. For example in counties such as Mayo and Clare, nearly 35% of developments have reactivated within the last year and activity levels on the unfinished developments within Donegal and Leitrim are at a significant level of 22% and 16% respectively. All Counties are experiencing recovery levels of activity and it is expected that these levels will continue to increase during 2016.

Table 4: Reactivation of sites per County

Local Authority	2015 developments surveyed by Inspectors	Active developments per County	% of developments reactivated per County
SDCC	12	6	50%
Dublin City	10	4	40%
Galway City	5	2	40%
Meath	23	8	35%
Mayo	29	10	35%
Clare	21	7	32%
Kildare	32	10	31%
Westmeath	13	4	31%
Wicklow	22	6	27%
Limerick	27	7	26%
Cork City	4	1	25%
Galway County	32	8	25%
Fingal	17	4	24%
Monaghan	18	4	22%
Donegal	64	14	22%
DLR	14	3	21%
Laois	34	7	20%
Waterford	15	3	20%
Roscommon	53	9	17%
Longford	30	5	17%
Leitrim	38	6	16%
Carlow	33	5	15%
Kerry	67	10	15%
Offaly	14	2	14 %
Kilkenny	29	4	14%
Sligo	25	3	12%
Cavan	51	6	12%
Cork County	130	15	12%
Wexford	52	6	12%
Louth	29	2	7%
Tipperary	49	3	6%
Totals	992	184	18.5%

2.3 Residents living in UFHDs

The overall priority in tackling unfinished developments is to improve conditions for residents.

Of the 668 developments remaining in the survey, there are **492** occupied developments and of these occupied developments, 45 sites, at the time of survey, were showing low level signs of activity and 447 developments were inactive.

- Within the 492 occupied developments there are:
- just over 19,118 units complete and occupied;
- just over 2,013 units complete and vacant;
- 2,353 units near complete;
- 3,575 incomplete units (2,466 of these are at foundation level)

Table 5: Unfinished Developments with Occupants per County

County / Local Authority	Developments with residents per County
Cork City	1
Dublin City	2
SDCC	2
Galway City	3
DLR	4
Monaghan	5
Wicklow	5
Westmeath	6
Mayo	8
Sligo	8
Fingal	9
Meath	9
Offaly	9
Waterford	10
Kildare	12
Clare	13
Limerick	13
Leitrim	14
Longford	15
Galway County	16
Laois	16
Louth	16
Kilkenny	23
Wexford	24
Carlow	25
Cavan	28
Donegal	28
Roscommon	28
Tipperary	33
Kerry	34
Cork County	73
	492

The greatest locational concentration of developments with occupants are in the midland and west of the country.

2.4 Vacancy rates

There has been a 30.5% drop in vacancy rates from 2014 to 2015 with, as expected, the city and commuter belt areas showing the lowest levels of vacancy with the highest ratio of vacant units apparent within the midlands (refer to Appendix B).

2.5 Empty Developments in UFHDs

The locational spread of the highest proportion of 'empty' developments is largely confined to some midland areas and western periphery counties.

Table 6: Number of empty developments per County of remaining unfinished developments

Local Authority	Number of empty developments
Galway City	0
Meath	1
SDCC	1
Clare	2
Cork City	2
Kildare	2
Offaly	2
Waterford	2
Westmeath	2
Carlow	3
DLR	3
Dublin City	3
Fingal	3
Kilkenny	4
Monaghan	4
Cavan	5
Galway County	5
Limerick	5
Mayo	5
Laois	6
Longford	6
Louth	6
Wicklow	6
Sligo	8
Wexford	8
Tipperary	10
Leitrim	12
Roscommon	12
Cork County	13
Kerry	14
Donegal	21
	176

Through an initial review 'empty' developments have been grouped into 5 separate categories:

1. Developments located within urban city centre areas that possess good potential to be resolved becoming economically viable, finished out and brought back on to the market.
2. Developments that consist of sites with works that are largely complete or live or extended planning permissions and are mostly located within urban town locations have been categorised as having reasonable to good potential.
3. Developments that are largely located within a town / village, are appropriately fenced, are for sale or have new owners have been categorised as having reasonable potential.
4. Sites that contain only units to foundation level and are well screened and secured and which could, without too much difficulty, be returned to greenfield.
5. Developments that are located within rural, edge of village/town locations with the majority of units incomplete mainly consisting of shells and / or within abandoned, deteriorating sites that have been categorised as having uncertain – low potential for resolution.

No.	Category description	Number of developments
1	Good potential: Urban city centre location	14
2	Reasonable – good potential to become viable.	69
3	Reasonable potential to become viable.	50
4	Developments at only foundation level	9
5	Uncertain – low potential.	34
		176

These remaining 34 developments would appear to be in locations or in a condition that would suggest that it is highly unlikely that development would re-commence or a resolution plan would come forward on these sites. Therefore, the Department intends to engage with the relevant local authorities and other stakeholders to explore the options that may be available for these sites, which may involve:

- (a) acquisition,
- (b) clearance, and/or
- (c) re-use for other beneficial purposes.

Alyesbury, Kilkenny. Dref: 1408 Resolved through PSI funding



Typical ground floor foundation base of a house to be demolished



Area after resolution

3. Actions and Outcomes

3.1 Site Resolution Plans

The target set by the Government in its action plan of 2011 was 300 per year. This target has been exceeded.

Within the 992 developments surveyed in 2015 a total of **491** are going through the Site Resolution Process, including:

- 205 Site Resolution Plans which have been prepared and agreed;
- 166 SRP's which are in place with works in progress on site; and
- 120 SRP's which are completed with works completed on site.

3.2 Special Resolution Fund

The Special Resolution Fund (SRF) was introduced in the 2014 Budget and contained a special provision to further assist in addressing the legacy of unfinished housing developments in the form of a targeted €10m fund to encourage resolution.

The SRF was proposed to encourage the resolution of unfinished developments particularly those developments not likely to be resolved in the normal way through solely developer/owner/funder action because of the presence of specific financial barriers.

The SRF was not intended to replace the predominantly developer/funder/receiver driven resolution process but complement that process.

The proposals provided by the local authorities were evaluated by the Department in accordance with criteria outlined in guidance which required that proposals would:

- Deliver a lasting improvement for current residents;
- Leverage complementary third party funding (from developer, bond provider, receiver etc);
- Enable development to improve to a condition to be removed from the UFHD list when works were completed;
- Include an element of community gain; and
- Enable estates to be taken in charge by the local authority when works were complete.

A total of 86 developments were approved for funding under the Departments Special Resolution Fund. In total €9.7 million was required for the resolution of developments approved. To date over **€8.7 million** has been spent on completion of the works specified. It is anticipated that the balance will be expended by year end.

Significant improvements to living conditions for residents have been delivered through the implementation of the SRF. The fund has assisted local authorities in carrying out necessary works within many developments and addressing deficiencies in public infrastructure, such as roads and footpaths, water services, public lighting and amenity /open space areas.

With recovering activity levels and other developments now being addressed, the SRF is to be discontinued.

Overall:

- 86 developments were approved under the scope of the SRF;
- Approximately 12 million of third party finance was leveraged through this scheme; and
- €8.7 million has been spent to date on approved developments, with the balance to be expended by year end.

Parklands, Youghal, Co. Cork

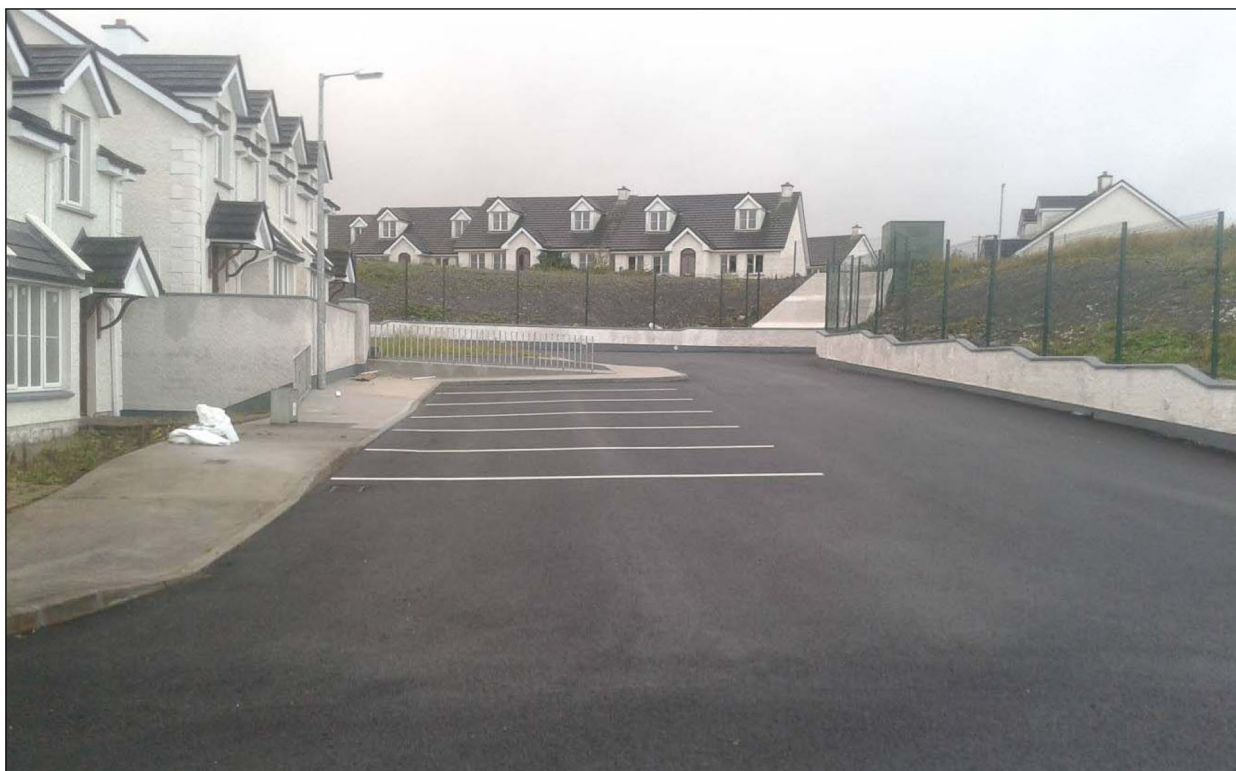


Carraigabhainn, Ballysadare, Co. Sligo

Before works



After works



Fionnuisce – Dept Ref 1119 – Galway City Council

Before works



After works



Silver Seas, Cappagh Road Dept Ref 1125 – Galway City Council

Before works



After works



3.3 Enforcement

Enforcement is a matter for the planning authority. **159** unfinished developments have been the subject of legal enforcement proceedings and statutory notices within the last year.

3.4 Bonds and Securities

Planning permissions for housing developments may contain conditions requiring the lodgement with the planning authority of a security for the purposes of providing funding for the satisfactory provision of public infrastructure (not the development) in case of default by the developer. In many instances this security is in the form of a cash deposit, an insurance policy or a construction bond.

Accessing funding by calling in bonds is a serious matter requiring adherence to clear procedures within local authorities around compliance and enforcement as well as effective communication systems with the providers of securities. Securities may only be accessed in respect of clear breaches of planning conditions and after a process of appropriate engagement with developers, owners and funders. In the case of successfully completed developments, the release and/or return of such securities are a key element of ensuring effective interaction between local authorities and financial institutions.

Given the increasingly important role of securities in effecting the resolution of public infrastructure elements of unfinished housing developments, information has been collated nationally on the level of planning securities, including bonds, held by planning authorities in respect of unfinished housing developments.

Over the past five years, local authorities across the country have obtained more than **€57 million** from such securities to complete essential public infrastructure within housing developments including roads, water services, public lighting and amenity areas and where breaches of planning conditions have occurred.

The yearly breakdown is as follows:

2010 - 2011:	€23.9 million
2012:	€3.9 million
2013:	€2.9 million
2014:	€12.6 million
2015:	€13.7 million
Total:	€57 million

IBRC bonds - In relation to IBRC bonds a collaborative approach was taken between the DECLG, the Department of Finance, Local Authorities and the Special Liquidators of IBRC in order to secure the release of required bonds. An adjudication process has commenced for unsecured claims. Under this process, local authorities lodged their claims with the Special Liquidator by the 31 March 2015.

Just under **€30 million worth** of claims from 25 local authorities that had IBRC bonds was submitted to the Special Liquidators. It is anticipated that the Special Liquidators decision on claims made by unsecured creditors will be forthcoming during 2016.

3.5 Taking in Charge

Section 180 of the Planning and development Act 2000 places certain legal obligations on planning authorities in relation to the taking in charge of residential developments. There are a large number of developments progressing through the taking in charge process.

75 developments which had been on the unfinished housing developments list have progressed within the last year to being taken in charge by the relevant local authority.

Currently a survey is being initiated of residential estates not taken in charge. Some of the developments identified will be formerly unfinished estates that have now been remediated. Once the national list is compiled and published, the Minister proposes to engage further in order to deepen the analysis of estate condition, options and funding and in the light of that analysis.

4. NAMA's Response and Actions

4.1 NAMA Site Resolution Process

It is estimated that the current total number of unfinished developments that NAMA has security over has now declined to 47 developments, a reduction of 79% in one year. This is principally due to asset disposals.

Table 7: NAMA Sites

Counties	December 2014	December 2015	% Reduction	% of 2015 total
Carlow	2	1	50%	2%
Cavan	1		100%	
Clare	6	2	67%	4%
Cork	46	15	67%	32%
Donegal	5	2	60%	4%
Dublin	24	8	67%	17%
Galway	16	3	81%	6%
Kerry	15	2	87%	4%
Kildare	6		100%	
Kilkenny	13	1	92%	2%
Laois	5	1	80%	2%
Leitrim	2		100%	
Limerick	10	1	90%	2%
Louth	2	1	50%	2%
Mayo	5		100%	
Meath	11		100%	
Monaghan	2		100%	
Offaly	2	1	50%	2%
Roscommon	2	1	50%	2%
Sligo	8		100%	
Tipperary	10	1	90%	2%
Waterford	7	2	71%	4%
Westmeath	6		100%	
Wexford	13	2	85%	4%
Wicklow	10	3	70%	6%
Total	229	47	79%	
	UFHD's Nationally	UFHD's NAMA	Percentage NAMA to National	
December 2015	668	47	7%	

4.2 Delivering Social Housing from Unfinished Developments

To date, demand has been confirmed by the local authorities for **2,526** properties that NAMA has indicated are potentially available for social housing purposes (This relates to all developments and not just developments identified as 'unfinished'). Contracts have been signed and transactions completed for 1,600 units.

A recent example of stakeholders working together in achieving the delivery of social housing includes the former 'unfinished' development of Calderwood Court a complex of just 13 apartments and duplexes in Drumcondra, which was built in 2007 and came under the control of NAMA.

The apartments were acquired last year by Nabco, since renamed Co-operative Housing Ireland, under a partnership arrangement with NAMA as part of the agency's commitment to provide social housing from property in its portfolio of loans.

The apartments were unoccupied since built and considerable work was needed, costing more than €600,000, to bring the apartments up to standard. The work was funded by NAMA.

The development - a mix of one-, two- and three-bedroom apartments overlooking the river Tolka - will provide homes to 39 local families on Dublin City Council's housing list, under a long-term lease arrangement.

Work is due to start in the first half of 2016 with the first occupants expected in 2017.

Under the co-operative model, tenants from local authority waiting lists become shareholders in the co-operative for a one-off fee of €80, which entitles them to vote on how their estate operates.

5. Tackling Remaining Developments

5.1 Overall Approach

According to the 2015 National Housing Development Survey, 668 unfinished housing developments remain 'unfinished' of which 492 developments have residents living in them.

Very significant progress has therefore been made. However further progress must continue to resolve as many of the remaining developments as possible within two broad streams of activity, namely:

1. Normal developer/funder/receiver resolution;
2. Integrated local authority led measures to resolve developments not likely to come through the resolution process.

5.1.1 Normal Developer/Receiver/Funder Led Resolution

Normal predominantly developer/funder/receiver funded site resolution processes will remain the main vehicle to tackle unfinished estates. It is expected that such processes will continue to make significant inroads into the remaining 668 unfinished developments.

Within the last year there has been evidence of a significant number of 'unfinished' developments for sale and being sold with transactions occurring as part of a larger portfolio. It is expected that further movement will be forthcoming, in this regard, in 2016.

5.1.2 Integrated local authority led measures

The previous public safety initiative and Special Resolution Fund have enabled a range of local authority actions. To further aid in the remediation and resolution of developments there will be a number of other avenues to be explored during 2016 including:

- Taking in Charge; and
- Targeting resolution of 'empty' developments.

Dromore, Castlebaldwin, County Sligo

Before works



After works



CloisDealga, Louth – Unfinished internal estate road

Before works



After works



Clochran, Tuam, County Galway

Before works



After works



6. Future Priorities

6.1 Outlook for the Year Ahead

The analysis of survey data will also allow identification of developments with and without residents and those within towns and rural locations. Where it would appear that there is little potential of sites being reactivated and becoming economically viable, a plan of action is required to avoid these sites becoming a blight on the landscape on an on-going basis.

From an initial analysis, 34 developments would appear to be in locations or in a condition that would suggest that it is highly unlikely that development would re-commence or a resolution plan would come forward on these sites.

Therefore, the Department intends to engage with the relevant local authorities and other stakeholders to explore the options that may be available for these sites, which may involve:

- (a) acquisition;
- (b) clearance; and/or
- (c) re-use for other beneficial purposes.

Appendix A: Actions and Outputs

The following tables outline some further details of the actions taken to deliver on the aims of the Government's report, 'Resolving Unfinished Housing Developments – Response to the Advisory Group Report on Unfinished Housing Developments', 2011.

Co-ordination and Partnership

Action / Output	Status
<p>National Co-ordination</p> <p>A <u>National Co-ordination Committee (NCC) on Unfinished Housing Developments</u>, will drive the implementation process and the recommendations of the report of the Advisory Group, with a particular focus on resolving sites.</p> <p><i>The NCC, comprising of representatives of all stakeholders, is chaired by the Minister for Housing and Planning Mr. Paudie Coffey T.D., the last meeting taking place on 8th December 2015.</i></p> <p><i>A Plenary meeting for Local Authority Coordinators was held on the 16th January at the Custom House. A further stakeholder meeting was organised between the DECLG, LAs and representatives from financial institutions and NAMA at the Wood Quay venue in Dublin on 20th May 2014, all local authorities were represented.</i></p> <p><i>A Technical Group was established to tap local authority and organisational best practice in relation to enforcement matters including bonds and securities. The Technical Group was asked by the NCC to assist in developing with stakeholders who own/ manage sites, a long term strategy for the most difficult sites including the option of clearance.</i></p>	<p>On-going – The committee has, so far, met on sixteen occasions.</p> <p>Number of documents & guidance manuals published and complete.</p> <p>This was an opportunity for the dissemination of information between local authorities, financial institutions and the Department.</p> <p>A Circular on Planning Securities was issued to local authorities.</p> <p>A Residual Strategy was prepared, site resolution plans were put in place and special resolution funding was made available.</p>

Action / Output	Status
<p>Local Co-ordination</p> <p>City and County Councils will each establish <u>Unfinished Housing Development Teams</u> to co-ordinate actions at a local level and to provide regular reports to the National Co-ordination Team.</p> <p><i>Each City and County Council has established an Unfinished housing Development Coordinator who leads the relevant local authority teams and the Coordinator's name, email and phone numbers are available to the public on http://www.housing.ie/our-services/unfinished-housing-developments/local-authority-contacts.aspx.</i></p> <p><i>Regular Progress Reports are gathered from local authorities to enable the production of this and other progress reports.</i></p> <p><i>A number of sub-groups have been established with local authority representation in order to assess various aspects of resolving the issue of unfinished housing developments; such as the Legislative Review Group, the National Housing Development Survey Project Board and the Technical Group.</i></p>	<p>Complete & Reports on-going.</p> <p>Progress Report 2015</p> <p>On-going</p>

Action / Output	Status
<p>Code of Practice</p> <p>A <u>Code of Practice</u> on issues such as public safety, the site resolution plan process, information exchange and identification of development solutions will be finalised by the National Co-ordination Team to ensure buy-in by developers, site owners, funders, local authorities and residents.</p> <p><i>The Stakeholders Code of Practice was published in October 2011, a copy of which can be found at www.housing.ie. This code of practice acts as a framework for specific coordinated and integrated actions between key stakeholders addressing the issues that have arisen in relation to the unfinished housing developments. The code represents agreement on specific protocols of engagement and action between representative bodies of the key stakeholders in the process of resolving unfinished housing developments including:</i></p> <ul style="list-style-type: none"> • <i>Builders/Developers (as represented by the Construction Industry Federation and the Irish Home Builder’s Association);</i> • <i>Financial Institutions (as represented by the Irish Banking Federation);</i> • <i>The National Assets Management Agency (NAMA)</i> • <i>Residents as represented by Irish Rural Link;</i> • <i>Local Authorities as represented by the City and County Managers’ Association;</i> • <i>The Department of Environment, Community and Local Government; and</i> • <i>The Housing Agency.</i> 	<p>Complete</p> <p>Implementation: On-going</p>

Action / Output	Status
<p>NAMA involvement</p> <p>In cases where unfinished housing developments are held as loan security, <u>NAMA</u> will work with local authorities, developers and/or receivers and the Department in facilitating early resolution of public safety issues and in co-operating with the other stakeholders in agreeing and implementing Site Resolution Plans, where feasible and appropriate.</p> <p><i>NAMA is represented at the NCC meetings and is actively engaged in working with the Department, LA's and Banks.</i></p>	<p>Significant progress made.</p> <p>On-going.</p>
<p>Engagement with the Banking Sector</p> <p>The Minister will engage with <u>other financial institutions</u> (both domestic and non-domestic banks) to ensure a full understanding of their statutory responsibilities and to secure their co-operation and engagement with local authorities and developers in addressing public safety issues and in agreeing and implementing Site Resolution Plans.</p> <p><i>Regular meetings have been established with the Irish Banking Federation (IBF) now the Banking & Payments Federation Ireland (BPMFI). The full contact list of LA representatives has been provided to the BPMFI. The BPMFI have been providing updates of their progress and involvement at NCC meeting. The BPMFI and representatives from the specific banks are engaged with the UFHD process and the site resolution strategy.</i></p>	<p>On-going</p>

Action / Output	Status
<p>Resident's Information</p> <p>An <u>Information Pack for local residents</u> in unfinished housing developments will be prepared and published by the Housing and Sustainable Communities Agency.</p> <p><i>A Guide for Residents in Unfinished Housing Developments was published in Oct 2011. This guide was made available in hard copy within the various LA's nationwide in English and Irish and on www.housing.ie. The guide was developed to give information to residents in unfinished developments on how they can become involved in helping to resolve the difficulties that can arise in these developments. The guide was updated in 2012 to take account of the change of UFHD categorisation system and issued to local authority coordinators. The housing agencies website also provides information for the public/residents on the various reports and manuals, codes of practice, LA contacts and the results of the 2010, 2011 and 2012 survey.</i></p>	<p>Complete and website being continually updated with current information.</p>
<p>County Development Board Involvement</p> <p>With the support of the National Co-ordination Team, the Department of Environment, Community and Local Government will issue <u>guidance to City and County Development Boards</u> on encouraging and facilitating community involvement in resolving unfinished housing developments.</p> <p><i>The Community and Enterprise Network is to provide guidance on the role of the City & County Development Board on facilitating community involvement.</i></p>	<p>In view of the Government decision to replace the CDB's with Social and Economic Committee's (not yet established, this action has been withdrawn)</p>
<p>Best Practice Manual</p> <p>A best practice <u>Guidance Manual on Managing and Resolving Unfinished Housing Developments</u> on unfinished housing developments will provide practical guidance for local authorities and other stakeholders on how to manage the unfinished housing development issue generally and focusing on steps to bring about the resolution of sites.</p> <p><i>The Manual was published in August 2011 and is available to view/download at www.housing.ie</i></p>	<p>Complete</p>

Public Safety

Action / Output	Status
<p>Categorisation</p> <p>Building on the baseline survey work carried out by the Department in Autumn 2010, local authorities will complete their own initial <u>categorisation of unfinished housing sites</u> in line with the four categories identified in the Advisory Group’s Report and will monitor the developments in their areas, updating regularly and reporting annually to the National Co-ordination Team on the categorisation and status of housing developments in their areas.</p> <p><i>LA’s completed their initial categorisation. In the context of the 2012 National Housing Development Survey, a DECLG/LA sub-group assessed the existing system and the approach at this stage of the process was amended to focus on the physical quality of developments. The system of categorisation was discontinued in 2013 and was replaced with a breakdown of developments that were to remain on the unfinished list including those containing residents, no residents, active and inactive.</i></p>	<p>LA’s completed categorisation.</p> <p>2015 survey complete.</p>
<p>Public Safety Initiative</p> <p>The Department will <u>expedite the approval of applications for funding support from the €5 million public safety initiative funding</u> with the first allocations to be made in June 2011.</p> <p><i>The PSI scheme was discontinued as of from the end of 2014.</i></p> <ul style="list-style-type: none"> • 171 developments were approved under the scope of the PSI • 28 additional developments are in the remit of NAMA. • A total of €4.63 million was approved. • 0 claims currently on hand. • €3.42 million paid on claims to date. 	<p>Significant progress made. All submissions for PSI funding have been made by LA’s to the DECLG at this stage.</p> <p>Complete.</p>

Action / Output	Status
<p>HSA Liaison</p> <p>Local authorities and the Health and Safety Authority will continue to liaise and engage in <u>monitoring incomplete sites</u> and any resolution activities being undertaken either by the developer or local authority.</p> <p><i>The Health and Safety Authority (HSA) has completed its proactive inspection programme of abandoned sites based on the 2012 Housing Development Survey. During the abandoned site inspection programme the HSA notified relevant Local Authorities where it was identified that sites were no longer places of work.</i></p>	<p>Significant progress made.</p> <p>Complete</p>
<p>DECLG Support</p> <p>The <u>Department will provide ongoing technical assistance to local authorities</u> on the categorisation of developments, on the formulation of an initial site response, on the preparation of Site Resolution Plans, as well as planning and building control queries.</p> <p><i>The Housing Inspectorate with the Housing Agency provides technical support to LA's on PSI funding and related queries.</i></p> <p><i>The National Housing Development Survey 2014 was completed with full results compiled, published and available for viewing on www.housing.ie.</i></p> <p><i>Workshops are organised on a regular basis to allow for consultation between bodies.</i></p>	<p>Significant support mechanisms established and on-going.</p> <p>On-going.</p>

Site Resolution Plans

Action / Output	Status
<p>City and County Unfinished Housing Development Teams will identify priority sites that should be the subject of Site Resolution Plans (SRP's) and will work with site owners, developers, funders and residents in their efforts to develop such plans, reporting to the National Co-ordination Team, <u>with a view to ensuring that 300 Site Resolution Plans are in place by end 2011.</u></p> <p><i>The Progress Report clearly demonstrates the significant advancement that LA's are making with site resolutions.</i></p> <p><i>A significant and growing amount of Site Resolution Plans have been initiated, requested or are in progress. According to the LA's these SRP's are being achieved through formal and informal processes. Formal refers to a request explicitly requesting a SRP and informal includes any correspondence to the developer requesting them to complete the development.</i></p>	<p>Significant progress made.</p> <p>On-going.</p>
<p>City and County Unfinished Housing Development Teams will develop <u>best practice approaches to the re-use of vacant housing</u> in each of their areas by the end of 2011.</p> <p><i>LA's together with approved housing bodies and NAMA are working with the DECLG & the Housing Agency with a view to leasing and sale of some of the properties over which NAMA holds security into beneficial use for social housing and other purposes.</i></p>	<p>On-going.</p>

Legislative and Policy Framework

Action / Output	Status
<p>Legislative Review</p> <p><i>A Legislative Review sub-group was established.</i></p> <p><i>In terms of the Derelict Sites Act, the Derelict Sites Circular, Circular PH 1/2012, was issued to Local Authorities in early June 2012 on the Derelict Sites Act 1990, statistical returns and the prescription of urban areas.</i></p> <p><i>This circular references the difficulties associated with unfinished developments and the potential scope to tackle these over the long term through derelict sites legislation by proposing them for prescription as an urban area under the Act.</i></p> <p><i>In relation to Planning Securities including Bonds, a Circular has been issued to Local Authorities in early July 2013 on the Provision of Security provided under section 34(g) of the Planning and Development Act 2000 - 2010 for the satisfactory completion of residential housing developments. The circular recommends a standard approach to the wording and coverage of bonds and securities, setting out:</i></p> <ol style="list-style-type: none"> <i>1. The purpose of securities;</i> <i>2. Types of securities;</i> <i>3. Requirements for securities;</i> <i>4. Default events and definition;</i> <i>5. Securities and phased development;</i> <i>6. Assessment of security mechanisms;</i> <i>7. Computation of bonds for residential developments;</i> <i>8. Release of bonds</i> 	<p>Complete</p> <p>Complete</p>

Action / Output	Status
<p>Taking in Charge Standards</p> <p>The Department will <u>review taking-in-charge standards</u> for public infrastructure within housing developments such as roads, public lighting and piped services with a view to making recommendations on how best to develop national standards.</p> <p><i>A Circular on matters related to the Taking in Charge of Residential Developments was recently issued by the Department. Also a new Planning and Development Bill is currently in preparation, in which section 180 will be updated to improve and streamline the taking in charge process. The Department is engaging with the City and County Managers Association (Planning and Land Use Committee), Irish Water and other relevant stakeholders in the context of preparing for this new legislation, which it is intended will update the taking in charge process to both address legacy issues and take account of the proposed connections policy driven approach of Irish Water.</i></p>	<p>On-going.</p>
<p>Building Standards Compliance</p> <p>The <u>Report of the Advisory Group</u> will be referred to the <u>Building Standards Compliance Group</u> for its analysis and response.</p> <p><i>A report was received from the Building Standards Section (DECLG). Building Control provisions enable LAs to waiver certain aspects of the building regulations and this provision would appear to be the most practical course of action. Therefore, no specific action may be required.</i></p>	<p>Complete</p>

Housing Market and Planning Supports

Action / Output	Status
<p>Planning Guidance</p> <p>The Department will re-state previous planning guidance to planning authorities on specific policy aspects regarding better phasing of development, the provision of bonds / securities and other DECLG policies as regards sequential and phased development to inform the resolution of unfinished housing.</p> <p>A number of guidance documents have been issued including;</p> <ol style="list-style-type: none"> 1. Managing and resolving Unfinished Housing Developments, Guidance document, August 2011, 2. Derelict Sites Circular, 3. Planning Securities Circular 4. Receivers Guidance and Information Note 	On-going
<p>Re-Use of Vacant Housing</p> <p>The Department, working alongside local authorities and voluntary housing bodies, <u>will engage actively</u> with developers and site owners, including NAMA, in seeking <u>to ensure positive uses for vacant complete and near complete housing</u> and in line with the achievement of sustainable communities and balanced tenure of housing developments.</p> <p>LA's together with approved housing bodies and NAMA are working with the DECLG & the Housing Agency with a view to leasing and sale of some of the properties over which NAMA holds security into beneficial use for social housing and other purposes.</p>	In progress and on-going
<p>The Housing and Sustainable Communities Agency will undertake an <u>examination of the potential role for self-build and equity partnership type models</u> to enable residents and new investors to assist in resolving unfinished components of housing developments.</p> <p>The Equity Partnership did not work out as a viable approach to the completion of the two pilot schemes. The Tannery in Cork was subsequently purchased by NAMA's SPV, National Asset Residential Property Services (NARPS) and leased to NABCO. NABCO had been in discussion with the equity partnership group throughout.</p>	Discontinued

Appendix B: Summary Report of National Housing Development Survey 2015

B2.1 Introduction

To continue to provide an effective evidence base to support the Government's actions on unfinished housing developments and in line with previous surveys in 2010 - 2014 a survey of unfinished housing developments in Ireland was conducted over the summer of 2015.

As in the case of the previous surveys, the 2015 survey covered all housing developments of two or more dwellings commenced since 2007 - 2010.

It is important to note that the survey generally tracks the progress of housing developments included in previous surveys¹ where there are or were uncompleted construction works involving either housing or infrastructure or both, but it does not include every completed housing development in the country with outstanding taking-in-charge or maintenance issues.

The survey was conducted by the Department's Architecture and Building Standards Inspectorate, in conjunction with relevant staff across all local authorities, capturing data and information on:

The numbers of **housing developments that can now be regarded as substantially complete** (either whole developments or phases of developments where the remaining phases are no longer likely to proceed);

1. The **numbers of incomplete developments** with outstanding housing construction or infrastructure works or both;
2. The **number of complete and occupied houses** in the surveyed developments;
3. The **number of complete and vacant houses**;
4. The **number of houses partly constructed** and the stage of construction;
5. The **activity status of the development**, whether active or not;²

1 A small number of additional developments (5 developments) were included in the 2014 survey having been identified by the local authorities as not having been surveyed in previous years.

2 Whether or not a site is active or not is a relative phrase, because a site could be recorded as active even though the level of activity could be very low and the numbers of workers engaged on the site could be very small.

B2.2 Background

A total of 992 developments were inspected.

The 2015 survey distinguishes between developments not started and (i) covered by a live planning permission and (ii) where planning permission is expired.

While the survey captures data on rates of vacancy, it should be noted that this information is not always readily apparent from an external survey or site visit and can be difficult to obtain particularly in the case of apartments. Supplementary information on occupancy was obtained from residents and other sources.

In general, the figures would appear to indicate that overall, there is continuing progress on unfinished housing with developments moving through the various stages of construction and on to completion, leading to occupancy and a reduction in vacancy levels.

Nationally, there have also been improvements recorded in relation to the provision of public infrastructure, such as roads, footpaths, lighting and open spaces.

Table B2.1: Summary Report of National Housing Development Survey 2015

Year	2010	2011	2012	2013	2014	2015	Remaining for 2016
Number of Developments inspected	2,846	2,876	2,973	1,881	1263	992	668
Detached units	24,476	25,048	25,864	20,459	25,665	12,399	8,123
Semi-detached units	55,243	56,007	57,528	46,153	34,481	26,666	17,640
Terrace units	36,872	38,044	39,644	30,073	23,213	17,158	10,420
Duplex units	7,873	7,870	7,979	5,953	4,956	3,772	2,540
Apartment units	54,766	54,466	54,640	29,587	21,141	16,365	9,418
Total Dwellings	179,230	181,435	185,655	132,225	99,456	76,360	48,141
Complete & Occupied units	78,195	85,538	91,692	57,642	41,476	32,381	19,118
Complete & Vacant units	23,250	18,638	16,881	8,694	5,563	3,871	2,542
Near Complete – With building activity units	2,699	1,934	1,014	973	842	1,481	424
Near Complete – No building activity units	7,277	6,860	6,978	6,207	5436	3,308	2,875
Wall Plate – With building activity units	923	417	432	428	328	427	59
Wall Plate – No building activity units	2,104	2,040	2,037	1,965	1499	1,499	1,423
DPC – With building activity units	467	273	201	151	94	359	72
DPC – No building activity units	2,507	2,668	2,682	2,705	2541	1,819	1,512
Founds to DPC level - With building activity units	602	412	318	326	284	468	132
Founds to DPC level - No building activity units	3,251	3,268	3,370	3,380	2936	2019	1,608
No Construction Started units			35,191	19,661	12,286	8,397	5,004
Planning Expired units	58,025	59,381	24,864	30,132	26,171	20,254	13,375
Roads Complete and in service	67,535	73,140	79,786	42,930	31,106	25,639	14,221
Footpaths Complete	100,155	104,611	110,176	66,986	47,687	36,550	21,738
Lighting Complete	98,022	102,740	106,762	64,353	45,529	34,828	20,752
Potable water supply fully operational	101,279	105,045	109,372	66,475	47,106	36,196	21,693
Storm water system fully operational	101,199	104,586	108,974	67,087	47,101	36,149	21,656
Waste water system fully operational	100,940	104,524	112,780	66,432	47,120	36,169	21,666
Planned number of open space areas	5,300	5,355	5,565	4,033	2,973	2,385	1,587
Open space areas fully complete	3,305	3,418	3,616	2,205	1,512	1,184	772.5
Construction activity on site	429	245	252	193	170	184	47

B2.3 Vacant Housing Trends 2015

To provide a nationally consistent context within which to analyse the level of new vacant houses across the different sizes of city and county council areas, the total number of new vacant homes in each area was converted into a ratio per 1000 households.

The analysis below reveals that, as in previous surveys, the highest ratio of vacant new homes arise in some midland, border and western counties with comparatively much lower levels in the main urban areas.

Table B2.2: Number of Vacant Units Per 1,000 households

Local Authority	No. Vacant Units derived from Survey (See Note 1)	Total No. Households (See Note 2)	No. Vacant Units Per 1,000 Households
Dublin City	45	208,008	0.22
Wicklow	26	47,798	0.54
Kildare	38	70,763	0.54
Cork City	30	47,163	0.64
Galway City	19	27,726	0.69
Waterford	34	42,335	0.80
Dun Laoghaire Rathdown	86	75,819	1.13
Limerick	80	69,649	1.15
South Dublin	11	90,019	1.23
Fingal	120	93,146	1.29
Mayo	69	48,070	1.44
Offaly	40	26,750	1.52
Meath	131	62,201	2.11
Tipperary	139	58,497	2.38
Clare	103	42,648	2.42
Wexford	130	52,652	2.47
Westmeath	84	30,739	2.73
Donegal	171	57,964	2.95
Kerry	158	53,306	2.96
Monaghan	66	21,264	3.10
Louth	145	43,972	3.30
Galway Co.	211	60,952	3.46
Carlow	70	19,436	3.60
Cork Co	546	140,856	3.88
Kilkenny	140	33,679	4.16
Sligo	125	24,525	5.10
Cavan	152	25,818	5.89
Laois	222	28,020	7.92
Roscommon	236	23,672	9.97
Leitrim	151	12,308	12.27
Longford	183	14,453	12.66
Nationally	3861	1,654,208	2.33

Note 1: As derived from the 2015 Survey

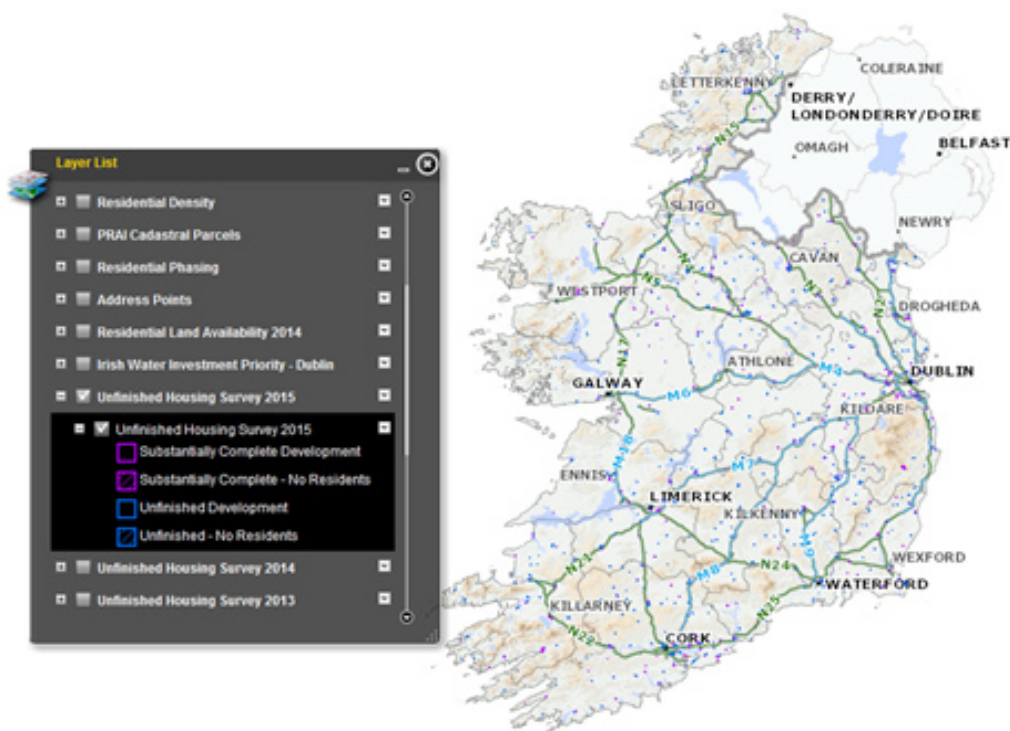
Note 2: 'Number of households' is derived from most recently published CSO data 2011.

B2.4 Next Steps

The survey is an invaluable tool in supporting the work of the Department, the Housing Agency, Local Authorities and other key stakeholders to bring about an effective resolution of the problems with unfinished housing developments.

A detailed excel spread sheet of the overall survey will be shortly available on www.environ.ie and www.housing.ie and mapping of the developments will be then added to www.myplan.ie . Two new sub categories have been introduced this year in order to provide the public with further clarity between occupied and unoccupied developments. Sub categories are:

- Substantially complete developments
- Substantially complete – no residents
- Unfinished developments
- Unfinished – no residents.



The following succession of vacancy maps visually highlights the reduction of vacancy levels nationally from 2012 to 2015.

Maps of City and County Councils Showing Numbers of Vacant Houses per 1,000 Households

