

An Ghníomhaireacht
Tithíochta
The Housing Agency

Evaluation of Phase 2 of the Dublin City Age Friendly 'Housing with Support' Model in Inchicore

Dr Kathy Walsh
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Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council



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Preface

We are delighted to make available the Evaluation of Phase Two of the Dublin City Age Friendly Housing with Support demonstration project in Inchicore. This phase has had its challenges in moving from concept to design. Not least as this was developed during the difficulties of Covid 19. If Covid 19 taught us anything, it was how community is so important to us, especially for older people. Staying at home meant that many of the services we take for granted were not available for older people during this time. This model of Housing with Support will make it possible to live in our communities where the design of the built environment is conducive to our health and wellbeing and is a place where one belongs. The design of the project is so important to homemaking, using the principles of universal design for the older person as their needs change and the supports adjust to meet those new requirements.

Dr Kathy Walsh evaluated this stage of the development. Some of the objectives of this evaluation were to; examine the underlying concepts that have been agreed in the vision document and use these as the benchmark of success/achievement of the project, measure the effective working of the stakeholders in this partnership process during this phase of the project, to examine what was successful in this phase of the project and to name the gaps, blockages and barriers and the reasons why they happened. Recommendations were offered based on the learnings in order to influence further developments and policy.

At the centre of the success of this project was the openness and collaboration of the Steering Group (Department of Health, Department of Housing, Local Government and Heritage, along with the HSE, DCC, ICSH, Dublin City Age Friendly, and The Housing Agency), Circle Voluntary Housing Association and ALONE. Together, providing an alternative model of integrated living for our older citizens in a safe and healthy place.

Thank you to Dr. Kathy Walsh for a detailed report and a very useful guide and tool kit, to the Steering Group, Circle, ALONE and the architects, OBFA, for getting us this far and transforming the vision into a design and to The Housing Agency and Dublin City Council for supporting the evaluation.

The next phase is the exciting transformation of the design into reality and preparing for the first tenants. This will be an opportunity for the tenants to share their lives with family, friends and neighbours. To welcome their children, grandchildren, and have people stay. This will be important in times of illness where extra help will be needed. For the older person, living independently will be enhanced by the space, the support and the community.

Maurice O'Connell

Independent Chair, Housing with Support Steering Group

Foreword

Housing for All, the Government's Action Plan for Housing, commits to increasing the housing options available to older people to facilitate Ageing-in-Place with dignity and independence. This is a keystone of the Government's age friendly vision in which older people live long and healthy lives, participate in their communities and have a range of housing options and health supports to make this possible.

As a Centre of Knowledge on Housing, The Housing Agency aims to provide timely evidence to help inform decision making, help in policy development and implementation. The Agency was delighted to be asked to support this evaluation of Phase Two of the Dublin City Age Friendly Housing and Support demonstration project in Inchicore. It is a very useful resource for those trying to implement this age friendly vision.

The evaluation identifies the complexity of this type of project. Phase Two involved moving ahead on several fronts: getting planning permission, funding approval, finalising design, clarifying the Housing with Supports model, fire safety standards, procurement and appointing a building contractor, community consultation, and stakeholder collaboration. All while also dealing with the constraints that COVID-19 imposed on us all.

It is hoped that the next Phase of the project will be the most exciting to-date, as construction begins, and we all see the fruits of this work. Success will require active consultation with older people so that the homes that are built facilitate Ageing-in-Place, in dignity and with independence. Gathering data to examine the quality of life, health and financial impact for this model will add greatly to our knowledge and understanding in planning for an ageing population.

I would like to thank the members of the Steering Group (Department of Health, Department of Housing, Local Government and Heritage, along with the HSE, DCC, ICSH, Dublin City Age Friendly, and The Housing Agency), for asking The Agency to manage this evaluation on their behalf. The Agency would also like to thank, Circle Voluntary Housing Association and ALONE, for their assistance with this evaluation, and to express appreciation to the evaluator, Dr Kathy Walsh. I would also like to thank my colleagues, Roslyn Molloy, Adele Lacey and Ann Marie O'Brien for providing support to the evaluation.

David Silke

Director of Insights and Operations, The Housing Agency

Executive Summary

Context: For a long time, older people's housing options were limited to:

- Remaining in their long-term (family) home (which may have become difficult to maintain or increasingly inaccessible).
- Moving to sheltered accommodation (predominately perceived as both an interim and a public sector option). The majority of this type of accommodation does not include any/a significant level of on-site support.
- Moving into some form of nursing home (often entailing a surrender of housing equity).¹

More recently there have been changes (including the HSE-funded Home Support Services (Home Help), personal alarms and the availability of grants for adaptations within the home) that have enhanced these options.

Housing with Support is a specialised housing option primarily for older people (generally aged 60+) that falls between living independently in the community at one end of the spectrum and living in a nursing home or other form of long-term care at the other end. Key characteristics of Housing with Support include:

- I Occupants having specific tenure rights to occupy self-contained dwellings.
- II Occupants also having specific agreements that cover the provision of flexible care, on-site support, domestic, social, community or other services.
- III Wider community benefits by way of access to clearly defined communal areas.
- IV Purpose-built accessible building design that facilitates Ageing-in-Place (it is not just for the infirm).
- V Provision of access to various communal facilities and spaces (this project includes a tearoom, multi-purpose room, therapy room, meeting room, laundry and lounge area).
- VI The use of assistive technologies.

Housing with Support has been found to have quality of life benefits for older people and to generate cost savings for the health system.

The Dublin City Age Friendly Housing with Support project origins can be traced back to the formation of the Dublin City Age Friendly Alliance in 2013. The project, which will provide 52 units (made up of a mixture of 1.5 and 2 bedroomed units), is divided into several distinct phases. Phase 2 commenced in June 2017 and will run until the completion of the construction. This report details the findings of the evaluation of the design part of Phase 2a of the Dublin City Age Friendly Housing with Support Project in Inchicore.

Evaluation objectives

1. Measure the working of the stakeholders in this partnership process.
2. Examine what was successful in the development of Phase 2 of the project.
3. Examine the gaps, blockages and barriers and the reasons why they happened.
4. Examine the underlying concepts that have been agreed in the vision document and use these as the benchmark of success/achievement of the project. Has the project:
 - Integrated and provided appropriate physical environment and care supports onsite?
 - Placed older people at the centre?
 - Maximised the value of the partnership approach?
 - Served as a high-quality exemplar for other such schemes in Ireland?
5. Identify the learning from this project relevant to a) wider rollout and b) policy.

Evaluation approach and methodology

The evaluation was undertaken using a formative approach. A range of different methodologies were employed, including:

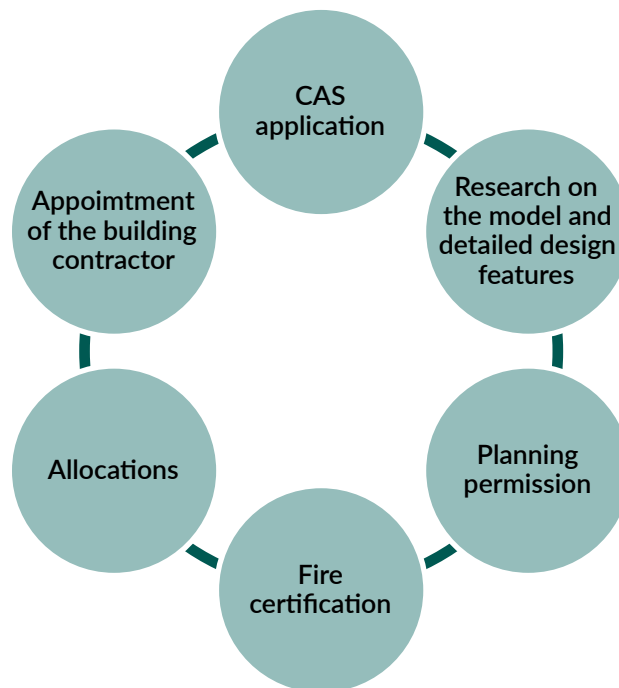
- Reviews of secondary documentation (including minutes of meetings, planning and funding applications).
- Interviews with members of the Steering Committee.
- Interviews with members of the Working Group.
- Interviews with other key stakeholders.
- Participant observation of Steering Committee meetings.

1. Care improvement Services Partnership (2004) The Extra Care Housing Toolkit [Online]. Available from: https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Toolkit/ECH_Toolkit_Website_Version_Final.pdf [Accessed 1st July 2020].

The Findings

1. Implementation of the design part of Phase 2

See Figure 1 for details of the key implementation elements of this design part of Phase 2.



The CAS application process

Progressing the Capital Assistance Scheme (CAS) funding approval process was a key activity for this phase of the process. The Department of Housing requires AHBs to work within a pre-start approvals programme of 75 weeks from first submission of the CAS application.² The pre-construction process for this project has taken 249 weeks, this included moving through a number of stages including design, planning, procurement and appointing contractors, as well as consultations with statutory bodies and others. There were minor delays in relation to the approvals of the various CAS applications stages by the Department of Housing, (which would not be unusual for a project of this scale and complexity), but most of the delays would appear to rest with the applicant Circle.

The reasons cited by Circle in relation to the delays related to:

- The need for additional research.
- CAS not being the most suitable funding programme.

- Challenges in relation to obtaining fire certification for this type of development.
- The requirement for significant redesign because of the value engineering required to keep the project within budget.
- COVID-19 restrictions which resulted in staff working from home, and staff off work due to contracting COVID-19, meant that the work was not progressed at the pace and intensity it would normally have been progressed at.
- Changes in personnel within Circle.
- COVID-19 caused blockages and delays in the supply chain, which in turn had the effect of creating shortages and significant cost inflation in relation to building materials. This meant that the shortlisted contractor was no longer able to stand over the tender price, so the scheme had to be re-tendered.

The role that the transfer of ownership of the site from DCC to Circle Housing played in contributing to

2. O'Reilly (undated) A Presentation on the Proposal to speed up 4 Stage CAS Approval Process.

the delays at the pre-construction phase is a matter of some debate. Circle Housing and the Department of Housing are both of the view that the timing of this transfer of ownership contributed to the delays. In contrast, DCC report that the transfer of public lands requires a high level of due diligence and involves a lengthy and complex legal process. The legal process happened concurrently with the Stage 4 CAS application. There is no standard timeframe for land transfers (see Table 2.1, p. 19 for timeframes).

Research/investigation activities related to this being a new model

Two types of research were undertaken as part of this phase of the development:

- Research (continued from Phase 1) in relation to the design and roll out of the Housing with Support model.
- Research to support the development of the detailed design and unit layouts.

Planning permission

Obtaining planning permission for the development was another key element of this phase. The planning permission application was made in the name of Circle/ALONE. As part of the planning application process the design team had several pre-planning meetings with Dublin City Council. The design team also made presentations to two community-focused local fora and held three local information sessions. One of these sessions was for residents from the streets immediately adjacent to the new project, the other two sessions were open to the wider community. The planning application was ultimately submitted on 21st October 2019 (Ref 4260/19). No planning observations were received, with the grant permission decision given in December 2019 with final approval given in January 2020.

Fire safety certification

The fire safety discussions for this project focused largely on identifying which guidance/regulations would be applied to the development and how the buildings would be categorised. These discussions were important because they had implications for both design and management for this project and indeed for other Housing with Support projects. The decision in

relation to which classification would be used also had associated cost implications linked to the inclusion of fire evacuation lifts, wider stairways, sprinkler systems specific to the kitchens in each unit, as well as some additional equipment (for example, fire mattresses). As part of this process, representatives of the Design Team met with the local Fire Prevention Officer to discuss the fire safety classification of the building. The Design Team also liaised with the Department of Housing and the fire certificate was prepared with the scheme proposed as General Purpose Housing Group 1C under the proposed revisions to the Building Regulations.³ A Fire Safety application (Part B Purpose Group 1C) was submitted in March 2020 and granted in November 2020. This generated some additional costs.

Appointment of the building contractor

The process of appointing the building contractor, in accordance with public procurement requirements, began in 2021. By June 2021 the pre-qualification process was complete with five contractors shortlisted. The invitation to tender was issued at the end of June to the shortlisted contractors with a return date of end of July. Four tenders were received by the closing date and the winning tender was within 2% of the pre-tender estimate. The official tender price was recommended for appointment at the end of September 2021 and CAS Stage 4 approval was received at the end of January 2022. The plan was that work would begin onsite within about four weeks, however on 9th February 2022 the preferred contractor advised Circle that they could not undertake the project at the price submitted in the tender. Following legal advice, Circle introduced a third round, inviting originally shortlisted tenderers to provide revised and final price submissions by the end of March. These revised submissions were reviewed, and a preferred bidder was identified, at which point Circle submitted a revised CAS Stage 4 funding application, which was approved by the Department of Housing on 1st June 2022. The successful revised Stage 4 CAS application also triggered Dublin City Council to issue the contract for the transfer of land to Circle.

3. These guidelines were formally published in early 2020.

2. The partnership and the stakeholders

The Phase 2 design phase involved three key groups: the Steering Committee, the Project Working Group, and the Circle/ALONE Partnership. Membership of the Steering Committee included representatives from DCC, the Department of Health (DOH), the Department of Housing, the HSE (nationally and at a local area level), the Irish Council for Social Housing (ICSH) and Age Friendly Ireland. The Steering Group was useful in terms of offering DCC and Circle/ALONE ongoing access to the Department of Housing in relation to this new model of housing in general, and specifically the resolution of the fire safety classification of the building. However, it should be noted that Circle's contractual relationship was with DCC, not the Steering Committee, making the lines of communication between Circle/ALONE and the Steering Group somewhat unclear.

The Project Working Group included representatives from DCC, the HSE and Circle/ALONE. This group met every two weeks initially and thereafter it met as needed. It focused largely on progressing the operational aspects of the project. As the project has progressed through Phase 2 with more operational issues arising, many were dealt with at working group level.

The Circle/ALONE Partnership has worked well, with a lot of joint communication and engagement up until the CAS Stage 2 submission. Thereafter, Circle and the project architects have been more prominent, while ALONE made useful contributions to the various workshops and worked closely with the HSE in relation to the nominations process.

3. Adherence to the vision

The project vision document produced in December 2016⁴ outlined the three key pillars of the project as 1) Scheme design, 2) Supports and 3) Community, with older people at the centre.

In relation to **scheme design**, a lot of effort has gone into the design to ensure an appropriate physical environment for older people to age in place. The individual housing units and the communal spaces have been carefully designed to be accessible and readily adaptable to meet the needs of older people as they age, and indeed as their support needs increase, in alignment with the project brief.

In relation to **supports**, the exact level of staffing, supports and assistive technology that will be provided onsite as part of Phase 3 has yet to be agreed.

Some work has been done to establish **connections with the wider community**. Circle/ALONE have met with various individuals and groups locally to inform them about the project. The project team also met with residents as part of the planning consultation sessions. More community level meetings were planned but were postponed due to COVID-19.

There was one focused engagement with older people as part of this phase. This workshop, which took place in November 2018, examined the support needs of older people. A proposal to establish a project advisory group of older people to provide experience, advice and information for the project was not progressed. Instead, this phase of the project relied largely on the input of experts, including Alone (who has significant experience of working with older people), as well as input from Age Friendly Ireland, the Centre for Excellence in Universal Design, DCC, the DCC Age Friendly Officer and the HSE.

4. Strengths and challenges

The multi-agency approach: The Steering Committee and the Project Working Group worked well, with ongoing engagement and positive collaboration by DCC, the HSE, the two government departments and others. The project Design Team has been able to benefit from the ongoing access the Steering Committee provided to officials from government departments. These committees were, however, established with no additional resources and no dedicated administrative support. Committee members were expected to accommodate their involvement in the project alongside their existing workloads, which was a challenge. Some Steering Committee Members also had concerns about setting precedents in terms of replication of the model and ensuring that an economically viable and replicable model was developed.

The partnership between Circle Housing and ALONE: The coming together of the complementary skills and experiences of Circle (who bring their experience of building social housing) and ALONE (who bring their experience of managing housing and working to support older people) to deliver the project has meant

4. Dublin Age Friendly Housing Steering Committee (2016) Inchicore Housing and Support Demonstration Project- A partnership between Housing, Health and Community' Vision Document.

that a lot of very practical and useful work has been done within this phase of the development to consider the issue of building usability.

A new model of housing and care: With the unique features of Housing with Support not well understood, organisations and individuals not involved in the project continue to equate Housing with Support with 'sheltered housing'. These same individuals and organisations then query why this project is taking so long, given that others are doing/have done this already. This lack of understanding of Housing with Support, and recognition of the Ageing-in-Place approach of Housing with Support, is something that needs to be addressed. A lot of useful additional research activities (workshops with experts and older people, visits to other projects, communications with the HSE, scenario planning, meetings with the Fire Officer, etc.) were undertaken in relation to better understanding the detailed design features involved in the provision of Housing with Support.

Delays: This phase of the project progressed significantly slower than might have been expected for various reasons:

- Additional work had to be done to demonstrate proof of concept, particularly from a detailed design perspective.
- Ensure that an economically viable and replicable model was developed.
- Changes in personnel in Circle and the absence of a dedicated project manager within Circle responsible for driving this specific project.
- Challenges in relation to the classification of the development for fire certification purposes.
- A general lack of clarity about the role of the Steering Committee (vis-à-vis the role of Dublin City Council as the project lead).
- A lack of urgency in relation to project progress, linked to the absence of any negative consequences arising from the delays.
- Time taken to conduct the value engineering exercise required to meet the budget approved under the CAS Stage 2 and the CAS Stage 3.
- COVID-19 and its impact on resource availability during the procurement stage.

- Construction inflation and the resulting need to extend the procurement period to re-engage with tenderers (the total budget for the project has grown from just over €14.5 million in early 2018 to almost €18.7 million in 2022). Sources of this cost inflation have been found to be both project specific and relate to the wider economic climate.

5. The replicability of the model

The decision, as part of Phase 1, to exclusively use CAS as the funding model for the project eliminated the opportunity for financial contributions from other sources (for example, private funding). Currently, communal facility funding is available for CAS projects of €7,500 per dwelling, however the costs associated with the communal facility element of this project exceeded this level of funding, and for this project the additional costs were funded through a one-off Department of Health/HSE contribution (in addition to the CF CAS funding). The one-off nature of this contribution means that development of future proposals with this scale of communal facilities under CAS as it currently operates is not replicable without the AHB sourcing separate additional funding. The decision to use CAS also limited the innovation possible in relation to how this approach could be funded (that is, a mixed public-private funding). No systems have yet been established to facilitate and oversee the operational funding of the development. The challenge is that if this project is to be replicable, systems and formal agreements need to be put in place that others can follow and use.

Recommendations

The evaluation recommendations have been grouped under three distinct headings as follows:

1. Recommendations for the future development of this project

1. The allocations policy needs to be finalised and formalised.
2. The exact level of supports and staffing that will be provided onsite when the building is operational needs to be agreed and costed.

3. Further work needs be done in relation to
 - The assistive technologies that will be provided in the completed developments.
 - The energy efficiency of the building.
4. Older people need to be much more centrally involved in Phase 3.
5. The construction phase of the project needs to be completed as soon as possible. The appointment by Circle of a dedicated project manager (internal to Circle or indeed contracted in by Circle) would be a useful support in this context.
6. It would be useful if, as part of Phase 3, work could be undertaken to determine the healthcare financial cost benefits. No data currently exists in an Irish context. (One UK study estimated that living in Housing with Support generated a cost saving of almost ST£ 2,000 for the health service, per person per annum).
7. The role of the Steering Committee in relation to the Phase 2b and Phase 3 needs to be revisited, with consideration given to a stronger focus on the changes necessary to enable the development of a nationally replicable Housing with Support model, with detailed analysis of potential funding streams, allocation agreements, operational funding, etc. A smaller Advisory Committee, made up of representatives of the key project partners, could ensure focus on the operational issues of the project.

2. Policy recommendations

8. The specific and unique features of Housing with Support need to be clearly articulated at a policy level. A clear distinction needs to be drawn between sheltered housing and Housing with Support (sharing the unique learning from Phase 1 and 2 of the DCC Housing with Supports Pathfinder Project will support this).
9. There is a need to establish a financial funding scheme to support people to live in the Housing with Support model. Like the 'Fair Deal' scheme, individual's support needs and financial situation could be assessed to determine the level of contribution that could be made.

3. Recommendations for wider roll out

Any consideration of the wider replicability and roll-out of this project model is contingent on there being clarity in relation to how the model can be funded, from both a capital and an ongoing revenue perspective.

10. A dedicated cross-departmental capital funding scheme needs to be put in place that recognises the additional costs of Universal and Ageing-in-Place Design and that makes provision to cover the additional costs of the communal spaces required for a Housing with Support model. This new funding stream should be flexible enough to allow financial contributions from private sources and to facilitate a mix of tenant types. CAS funding is not suitable for this type of development as it does not provide the funding necessary for the scale of communal facilities required, it also limits the type of tenants that can be accommodated in the development despite the commitment of government to continuing the policy of having mixed tenure communities.⁵
11. Wider roll-out requires a clear budget heading for funding the annual operation of these types of projects. As part of this process, it would be useful for the two lead Departments (Health and Housing respectively) to have a Memorandum of Understanding, that while the construction costs will be provided by the Department of Housing, the operational costs will be provided by the Department of Health through a service level agreement with the HSE.
12. As this project develops, wider roll-out needs to be supported by the development of a clear business case for the model.

5. Government of Ireland. (2021) Housing for All: a new housing plan for Ireland [Online]. Available from: [197237_29edec3e-6664-4e62-86b2-af2e77f2f609 \(5\).pdf](https://www.gov.ie/en/publications-and-resources/publication/197237_29edec3e-6664-4e62-86b2-af2e77f2f609_5.pdf) [Accessed: 8th September 2022] (p. 122).

Chapter 1. The Evaluation Approach

1.1 Evaluation overview and objectives

1.1.1 Overview

This evaluation, which commenced in April 2019, details the findings of the evaluation of the design part of Phase 2a of the Dublin City Age Friendly Housing with Support Project in Inchicore. It follows on from an earlier evaluation of Phase 1 and a toolkit which details the learning arising from Phase 1 of the project. This report is accompanied by a Phase 1 & 2 toolkit, which details the wider learning arising from this phase of the project. The evaluation was commissioned and managed by The Housing Agency, at the request of Dublin City Council. The evaluation was undertaken by KW Research and Associates Ltd. who were awarded the contract to undertake the evaluation following a competitive tendering process.

1.1.2 Objectives

Key objectives of this evaluation are as follows:

- Measure the effective working of the stakeholders in this partnership process during Phase 2 of the project (including the nature and extent of the engagement between the Steering Group and the Housing Associations; ALONE and Circle Voluntary Housing Association).
- Examine what was successful in the development of Phase 2 of the project.
- Examine the gaps, blockages and barriers, and the reasons why they happened.
- Examine the underlying concepts that have been agreed in the vision document and use these as the benchmark of success/achievement of the project. Has the project:
 - Integrated and provided appropriate physical environment and care supports onsite?
 - Placed older people at the centre?
 - Maximised the value of the partnership approach?
 - Served as a high-quality exemplar for other such schemes in Ireland?
- Identify the learning from this project relevant to:
 - a) wider rollout, and
 - b) policy.
- Develop recommendations for Phase 3 of the project.

- Provide an Evaluation Report.
- Develop a Framework Toolkit.

1.2 Context

While Ireland currently has a relatively young population, this is projected to age rapidly in the coming decades. A recent Irish Fiscal Advisory Council report estimated that while the population aged 15-64 will remain the same over the period 2020-2050 (+5%), the population of older peoples (65+) is projected to more than double (+124%).⁶ By 2040 the number of people over the age of 65 is expected to reach 1.4 million (23% of the total population).

The fact that the majority of our older population are living longer is something to be proud of. It also poses challenges in terms of policy, service delivery and long-term planning across a wide range of areas that include the areas of health and housing.

For a long time, older people's housing options were limited to:

- Remaining in their long-term (family) home (which may have become difficult to maintain or increasingly inaccessible);
- Moving to sheltered accommodation (predominately perceived as both an interim and a public sector option). The majority of this type of accommodation does not include any/a significant level of onsite support;
- Moving into some form of nursing home (often entailing a surrender of housing equity).⁷

More recently there have been changes that have enhanced these options. The changes include an increase in supports for people within their homes (through initiatives like the HSE-funded Home Support Services (Home Help), personal alarms and the availability of grants for adaptations within the home), as well as a slow increase in the provision of specialised housing, generally sheltered housing.

Older people are also increasingly vocal in terms of their desire to continue living in their homes and communities for as long as possible. Research has also concluded that *'living in appropriate housing with timely access to health and social care services can result in measurably improved health for older people and*

6. Irish Fiscal Advisory Council (2020) Long-term Sustainability Report – Fiscal challenges and risks (2025-2050) (p30).

7. Care improvement Services Partnership (2004) The Extra Care Housing Toolkit [Online]. Available from: https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Toolkit/ECH_Toolkit_Website_Version_Final.pdf [Accessed 1st July 2020].

contribute to a greater sense of well-being, in addition to being financially sustainable.⁸

Government policy is to support older people to live in their own home for as long as possible. The 2020 'Programme for Government – Our Shared Future' renews the government's commitment to supporting 'older people to live in their own home with dignity and independence, for as long as possible...' recognising 'the close connection between healthcare supports and housing options.'⁹ Government policy is also focused on ensuring that older people will have greater choice by developing a range of housing options suited to their needs. Within 'Rebuilding Ireland: Action Plan for Housing and Homelessness' there are a number of specific actions designed to achieve the objective of developing a range of housing options for older people:

'2.18: Department of Housing, Planning and Local Government (DHPLG), in conjunction with Department of Health (DoH), is developing policy options for supported housing/housing with care so that older people have a wider range of residential care choices available to them.'

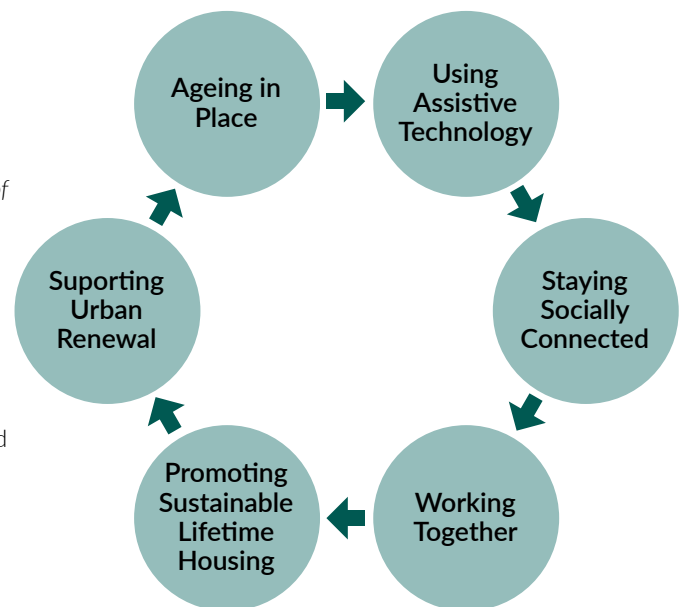
'5.8: We will explore ways to promote the availability of stepdown, specialist housing, for older people and incentivise down-sizing, where appropriate.'

This 'Housing with Support' project was also identified as just one of two Pathfinder projects within the 2016 'Rebuilding Ireland: Action Plan for Housing and Homelessness'.

In February 2019 the first national joint Housing and Health policy statement in relation to 'Housing Options for our Ageing Population'¹⁰ was published. This statement¹¹ affirms the Government's commitment to policies that support older people to live in their own homes and communities with dignity and independence, for as long as possible. Its focus is on increasing the housing options available to people as they grow older. It also recognises the close connections between healthcare supports and housing as people age (there are a lot of parallels between this joint policy and this project).

The statement sets out a framework by which the Government aims to create a much wider spectrum of options and choices for older people in Ireland. The joint statement also identified six principles intended to inform strategic thinking and practical planning in the development of housing options and supports for older people. See Figure 1.1 for details.

Figure 1.1
Six principles/housing for an ageing population¹²



Source: Department of Housing, Planning and Local Government and the Department of Health (2019) Housing Options for our Ageing Population. p3.

8. Department of Housing and Health (2018) Housing Options for our Ageing Population- Policy Statement [Online] Available from: [ca553fa753b64f14b20e4a8dcf9a46ab.pdf \(assets.gov.ie\)](https://assets.gov.ie/ca553fa753b64f14b20e4a8dcf9a46ab.pdf) [Accessed: 8th September 2022] (Foreword); Housing Agency/ISAX (2016) Housing for Older People - Thinking Ahead; Houses of the Oireachtas, Joint Committee on Housing, Planning and Local Government (2018) Housing Options for Older People.

9. Department of the Taoiseach (2020) Programme for Government: Our Shared Future (p50).

10. Department of Housing, Planning and Local Government and the Department of Health (2019) Housing Options for our Ageing Population.

11. This policy statement was identified as a Strategic Policy with a wider Social Care Strategy within the Sláintecare Action Plan (p25).

12. (2019) Housing Options for our Ageing Population.

The joint policy statement also contains a commitment that in partnership with industry, the Department of Housing¹³ will introduce measures to ensure that 30% of all new dwellings will incorporate universal design principles to accommodate our ageing population (p30).¹⁴ The Dublin City Age Friendly 'Housing with Support' Project is identified as both a case study (one of 12 included in the report) and an 'exemplar of a collaborative cross sectoral project' (p6) within the statement.

The arrival in 2020 of COVID-19 on Irish shores and its disproportionate impact on older people in general, and older and vulnerable people living in nursing homes and congregated settings, places an even clearer focus on the need for the provision of a much wider range of housing and care options for older people going forward.

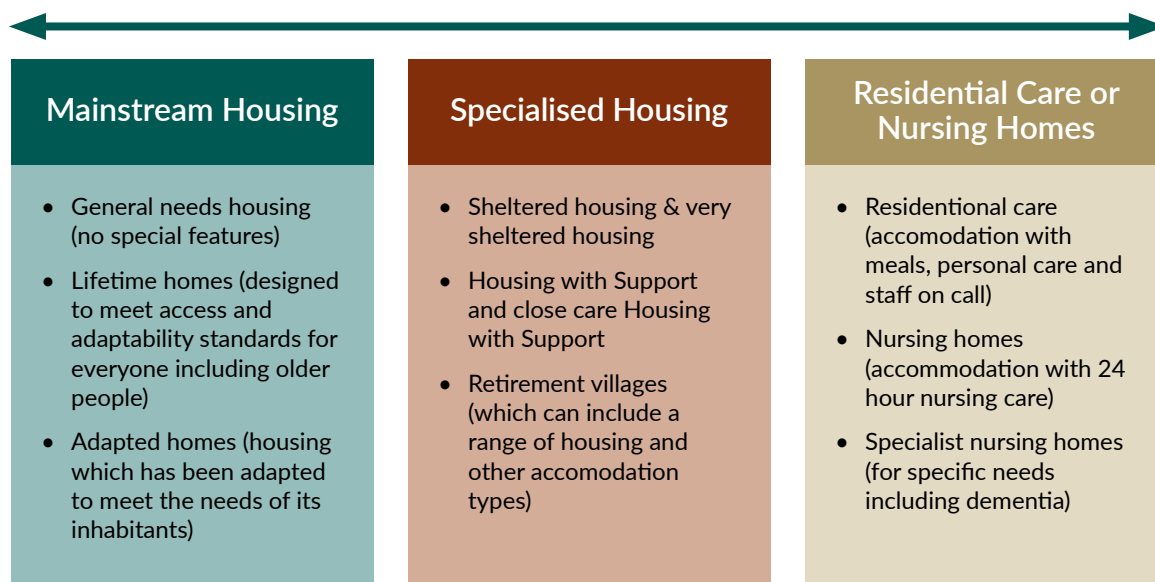
1.3 What is Housing with Support?

Housing with Support (also referred to as 'Extra Care Housing and Housing with Care') provides a specialised housing option primarily for older people (in some cases this is defined as 55+, in other situations it might be 60+), that falls between living independently in the community at one end of the spectrum and living in a nursing home or other form of long-term care at the other end. Key characteristics of Housing with Support include:

- Occupants having specific tenure rights to occupy self-contained dwellings.
- Occupants also having specific agreements that cover the provision of care, support, domestic, social, community or other services.
- Wider community benefits by way of access to clearly defined communal areas.

Figure 1.2 details where Housing with Support fits in the typology of housing options for older people.

Figure 1.2 Typology of housing options for older people¹⁶



13. The Department of Housing, Local Government and Heritage (DHLGH) since 2020.

14. Over a five-year period commencing Q3 2019.

15. Riseborough, M. Fletcher, P & Gillie, D. (2015) Extra care housing what is it? Housing Learning & Improvement Network.

16. HAPPI (2009) Housing our ageing population: panel for innovation. https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Other_reports_and_guidance/Happi_Final_Report.pdf (accessed 10th July 2020)

There are a number of different types of specialised housing options.
See Table 1.1 for an analysis of the differences between the different options.

Table 1.1 Different types of specialist housing for older people				
Type	Sub-type	Fully self-contained properties (own front door)	Other core elements	Additional options that can be included
Sheltered Housing	Sheltered Housing	✓	<ul style="list-style-type: none"> • 24-hour alarm system • Visiting Warden/ Manager 	<ul style="list-style-type: none"> • On-site Warden/ Manager • Communal area/lounge • Programme of activities
	Very Sheltered Housing	✓	<ul style="list-style-type: none"> • 24-hour alarm system • Visiting/onsite Warden/ Manager • A range of communal spaces 	<ul style="list-style-type: none"> • Programme of activities • Meals • Domestic help • Help with personal care
Housing with Support	Housing with Support	✓	<ul style="list-style-type: none"> • Purpose built designed to facilitate Ageing-in-Place. • 24-hour support staff onsite • 24-hour alarm system • A range of communal spaces and facilities 	<ul style="list-style-type: none"> • Use of assistive technologies • Programmes of activities • Meals • Hairdressing, etc.
	Close care Housing with Support	✓	<ul style="list-style-type: none"> • Independent living linked to a nursing home • 24-hour support staff onsite, • 24-hour alarm system • A range of communal spaces and facilities 	<ul style="list-style-type: none"> • Use of assistive technologies • Programmes of activities • Meals • Hairdressing

The key characteristics of Housing with Support that make it different to sheltered housing include:

- Purpose-built accessible building design that facilitates Ageing-in-Place (it is not just for the infirm).
- The ability to access flexible care, if and when it is required.
- Onsite support.
- Access to various communal facilities and spaces (this project includes a tearoom, multi-purpose room, therapy room, meeting room, laundry and lounge area).

- The use of a range of assistive technologies.
- Some Housing with Support facilities may also be open to the local community at reasonable charges, for example, café and meeting rooms.

It could be useful to think of it as 'sheltered housing plus', in that it also incorporates, support and community dimensions.

1.4 The value of Housing with Support

Research¹⁷ has found that Housing with Support has benefits both for older people and for the health system. A 2020 Housing Agency study¹⁸ also found that assisted-living supported housing could generate 'an annual net benefit to the state of €5,200 in the case of social provision and an annual benefit of €9,200 in the case of private provision. Over a 30-year time period, investment in a unit of Assisted Living accommodation represents a net value to the State of €117,300 in the case of social provision and €207,000 in the case of a privately funded unit of Assisted Living accommodation' (p34).

For many older people Housing with Support offers better outcomes in terms of quality of life and independence, health and mental cognition, and reduced loneliness. This has found to be the case even for residents not in receipt of planned care and has found to be linked to some of the key features of Housing with Support, including high levels of accessibility and security.

Positive impacts arising from Housing with Support for the health system include:

- Reductions in the number of GP visits,¹⁹ community health nurse visits, non-elective admission to hospital;
- Reductions in the length-of-stay and delayed discharges from hospital;
- Reduction in ambulance call-outs linked to a reduced incidence of falls.²⁰

One 2019 UK study,²¹ estimated that living in Housing with Support accommodation generated a healthcare system financial cost benefit of almost ST£2,000 (£1,976,.44) per person per annum.

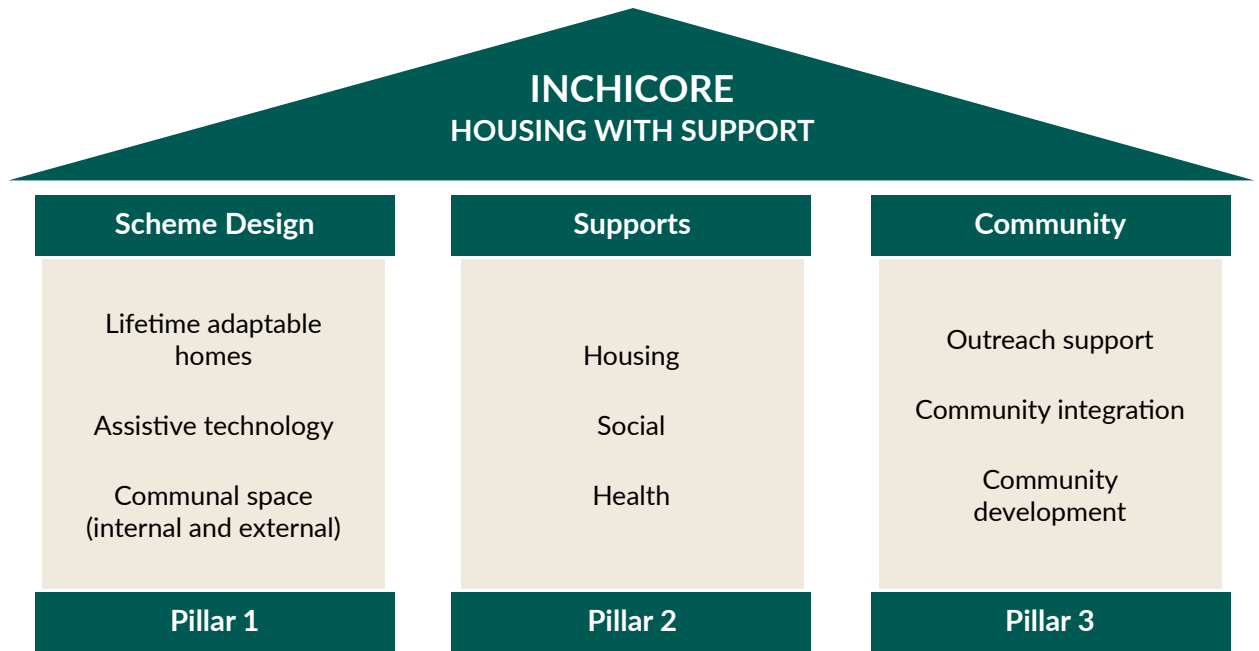
1.5 Background to the Housing with Support project

The origins of this Dublin City Age Friendly Housing with Support Pathfinder project can be traced back to the formation of the Dublin City Age Friendly Alliance in early 2013. This, in turn, led to the establishment of the Dublin City Age Friendly Programme and, ultimately, in September 2014, to the launch of the Dublin City Age Friendly Strategy (2014-2019). This project was born out of various actions included in that Strategy and was also supported and informed by a growing number of national policies and publications which espoused the need for a range of different housing models and supports for older people.

The aim of the Dublin City Age Friendly Housing with Support Project is to develop a new model of housing for older people in Ireland where the key components (physical environment and care supports) are provided onsite, integrated into the community and are designed with older people at the centre. Figure 1.3 outlines the Housing with Support pillars that have provided the overall vision for the project.

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17. <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/Evaluation/> [Accessed 5th June 2020] and Coyle, C, Buggy, S, Cagney, O, Farragher, L, Lee, C, Patje, D, & Long, J. (2021) Housing with Support for older people- An evidence review. Health Research Board (Dublin).
 18. Mulholland, R. & Molloy, R. (2020) Thinking Ahead: The Financial Benefits of Investing in Supported Housing for Older People. The Housing Agency.
 19. A 2015 Study found a 46% decrease in GP visits (Sources: Holland, C et Al. Collaborative Research between Aston Research Centre for Healthy Ageing and the Extra Care Charitable Trust. Final Report.
 20. Strzelecka, D, & Copeman, I, Hastings, R and Beech, L (2019) Identifying the healthcare system benefits of housing with Care. Southampton City Council and Housing Lin.
 21. Strzelecka, D, & Copeman, I, Hastings, R and Beech, L (2019) Identifying the healthcare system benefits of housing with care. Southampton City Council and Housing Lin.

Figure 1.3 Pillars of the Dublin City Age Friendly Housing with Support vision



Source: Dublin Age Friendly Housing Steering Committee (2016) 'Inchicore Housing with Support Demonstration Project-A partnership between Housing, Health and Community' Vision Document.

The project is divided into a number of distinct phases as follows:

Phase 1 Development of the concept and overall design of the project

Phase 2 The detailed design and build process

Phase 3 Tenants move in and occupy the housing

Phase 1 of the project officially began in October 2015 (with a Housing Summit) and ended with acceptance by Circle Voluntary Housing Association/ ALONE of the letter of offer to develop the scheme on the 17th May 2017.

Phase 2 commenced in June 2017 and will run until the completion of the construction. This evaluation will focus on the detailed design phase of Phase 2.

Phase 3 will commence when tenants move in to occupy the building.

The project construction is funded under the CAS with funding of €390,000 provided by the Department of Health/HSE to cover the additional costs associated with the larger scale communal facilities associated with the Housing with Support model. Further information on CAS and its role in this project can be accessed in the Phase 1 Evaluation Report (p40).²²

The HSE will ultimately provide the multi-annual funding required for the operation of the building. The project itself consists of 52 individual units, 35 1.5 bed units and 17 2 bed units (See Table 1.2 for a breakdown of the units) and associated communal spaces (See Appendix 4 for details).

22. Walsh, K (2018) Evaluation of Phase 1 of the Dublin City Age Friendly Housing with Support Model in Inchicore. Housing Agency and Dublin City Council.

Table 1.2 Unit sizes and types					
Size	Type	Area m ²	Quantity	Total m ²	Totals
Two bed (Minimum required floor area 73m ²)	A	76.4	9	687.6	17 (1324.4m ²)
	C	80.4	2	160.8	
	E	82	2	164	
	H	77.7	1	77.7	
	G	77.7	2	155.4	
	I	78.9	1	78.9	
One and a half bed (Minimum required floor area for a 1 bed apartment 45m ²)	B	60.1	30	1803	35 (2129.1m ²)
	D	63	2	126	
	F	66.7	3	200.1	
				Total m²	52 (3453.5m²)

Source: Drawing Unit Types- Planning
Drawing No 1832-OBFA-AA-ZZ-DR-A-PL-Alp-PL1105

1.6 Evaluation approach and methodology

1.6.1 Evaluation approach

This evaluation was undertaken using a formative approach. Formative evaluation is a useful approach in terms of understanding why and how a project does or does not work and what contextual and other factors (internal and external) are at work during a project's lifespan. It is designed to facilitate a better understanding of the process of change: finding out what works, what doesn't, and why. This allows the necessary knowledge to be gathered to facilitate learning.

1.6.2 Evaluation methodology

A range of different methodologies were employed, including:

- Reviews of secondary documentation (including minutes of meetings, planning and funding applications).
- Interviews with members of the Steering Committee.
- Interviews with members of the Working Group.
- Interviews with other key stakeholders.
- Participant observation of Steering Committee meetings.

Appendix 1 contains details of all the field work conducted.

Chapter 2. The Findings

2.1 Project implementation

2.1.1 Overview of activities and timelines

The following table provides an overview of Phase 2 activities and timelines (2017-2022).

Table 2.1: Overview of Phase 2 Part I activities and timelines (2017-2022)

Year	Timing	Activity
2017	3rd March	Preliminary pre-Stage 1 Department of Housing approval supporting the project in principle.
	17th May	Circle/ALONE accept letter of offer.
	25th May	Tender issued by Circle/ALONE for the appointment of an Architect/Surveyor to prepare the project feasibility study.
	17th October	Circle and ALONE appoint Carr Cotter Naessens Architects to prepare the Feasibility Report and Part 1 CAS submission.
	20th December	CAS Stage 1 submission made to the Department of Housing.
2018	18th January	CAS Stage 1 approval (on the basis of the Feasibility study) by the Department of Housing. Approval was granted for a recommended total budget of €14,544,528 for 52 units. This included €12,750,000 development costs as well as €390,000 provided towards the cost of communal facilities.
	27th September	O'Brien Finucane Architects (OBFA) appointed by Circle/ALONE to prepare the detailed designs for the project and the CAS Stages 2-4 plans and applications.
	27th September	Dublin City Age Friendly Programme (DCAFP) Summit Meeting. At this meeting the Inchicore Project was identified as a demonstrator project that others can learn from. It was suggested that five other Housing with Support projects could be progressed in the city area.
	Various	Architects revisited what is 'lifetime housing' through their own internal research which included a comparison of fifteen different options.
	2nd November	Visit to London to see two different Housing with Support projects (Colby Lodge and Prothero). The group identified what worked and what did not work in each project and made a series of observations relevant to the Inchicore project.
	16th November	Workshop with Housing Experts (focused on the concepts of Ageing-in-Place, design innovation and universal design).
	22nd November	Workshop with Older People (focused on the topics of community, village and home).
	18th December	Pre-planning consultation one with Dublin City Council Planner.
2019	January	Start of engagement with the Fire Officer.
	18th January	Meeting HSE Inchicore.
	14th February	The Dublin City Age Friendly Housing with Support Project was identified within the joint policy statement 'Housing Options for our Ageing Population' launched by Mr. Jim Daly TD, then Minister for Mental Health and Older People and Mr. Damien English TD, then Minister for Housing and Urban Renewal.

Table 2.1: Overview of Phase 2 Part I activities and timelines (2017-2022) (cont'd)

Year	Timing	Activity
2019	11th March	Policy Statement – 'Housing Options for Our Ageing Population' launched (40 actions to be implemented over a two-year period).
	18th March	Fire Safety Certificate (FSC) application lodged.
	17th April	CAS Stage 2 Submission to the Department of Housing.
	10th June	CAS Stage 2 approval from the Department Housing (subject to some value engineering/budget revisions). Approval was granted for a recommended total budget of €17,219,334, including €390,000 for communal facilities. This also included construction costs of €15,750,000.
	Various	Scenario planning by ALONE and the Design Team to explore how different individuals with a range of needs, might use the building.
	Various	Development by ALONE (based on their experience) of a timetable of activities in relation to how the communal spaces might be used on a weekly basis.
	6th August	Organisation of meetings with local stakeholders ahead of public meetings, via Kilmainham and Inchicore Network (KIN), and/or Inchicore Regeneration Consultative Forum, and to meet identified individuals in the area, including the local parish priest.
	16th September	Presentation to the Kilmainham and Inchicore Network.
		Presentation to the Inchicore Regeneration Consultative Forum.
	23rd September	Limited invitation facilitated information session for immediate neighbours on the scheme (Connelly Avenue, Bulfin Court and the Residents Committee of Thorntown Heights, Local TDs and Councillors (18:30- 20:00pm).
	25th September	Two public information session/s with local community (10-11:30am and 19-20:30 pm).
	26th September	Pre-planning consultation with Dublin City Council Planner – (Changes from initial meeting included changes in the number of stories in each block and relocation of the communal area). Items discussed included the public consultations undertaken, the definition of the cafe space, landscaping, traffic management, security, the relationship of the front elevation of the building with Richmond Barracks as well as drainage issues.
	21st October	Planning permission lodged (Ref 4260/19).
	16th November	Fire Safety Certificate granted.
	25th November	Last date for planning observations from the general public. None were received.
	13th December	Planning permission decision - grant permission subject to a small number of conditions.
Various	Meetings facilitated by the Department of Housing to discuss the fire safety classification of the building.	

Table 2.1: Overview of Phase 2 Part I activities and timelines (2017-2022) (cont'd)

Year	Timing	Activity
2020	12 January	Representatives of the HSE and ALONE travel to London to visit various Housing with Support type initiatives.
	17th January	Detailed Design Workshop 1- Ageing-in-Place Designs for the Kitchens, Bathrooms and the use of Assistive Technology. (The second workshop on Future Building Maintenance and Day One dwelling 'fit out' was postponed because of COVID-19).
	24th January	Final planning permission granted.
	29th May	Stage 3 CAS (Cost Plan) submission to the Department of Housing (22 weeks behind the schedule proposed by the Dept of Housing) with €16,591,635 sought for construction and €839,953 sought for communal facilities.
	29th July	Stage 3 CAS Plan Approval (approval to proceed to Tender) was issued by the Department of Housing for a total budget of €17,815,334. This included construction costs of €16,200,000 for construction and €390,000 for communal facilities. This resulted in a shortfall of €391,635 for construction that may need to be value engineered post tender. The approval was also subject of several relatively standard issues being addressed, in relation to 1) The submission of Occupational Therapy reports in relation the three high dependency units, 2) Replacement of the large mattress evacuation lifts with standard accessible lift, 3) Clarify what costs associated with structure 'for ceiling hoist capability' are additional; to standard costs for concrete floor slabs, which would ordinarily provide suitable grounds for further installation of hoists, 4) Clarify what is intended in terms of assisted technology itemised within the cost plan, and 5) In the interests of the comfort and safety of the intended residents, install a vinyl floor to the ground floor units, in lieu of the polished concrete floor indicated in the drawings.
2021	10th June	Pre-qualification process complete - five contractors shortlisted. Successful & Unsuccessful letters issued to contractors, after which a 14-day cooling off period will commence.
	25th June	Tender issued, return data of 30th July, which was later extended to the 8th August.
	8th August	Four tenders were received, the Winning Tender was within 2% of pre-tender estimate.
	September	Meeting with HSE and St. James' Department of Gerontology to advise of scheme. Presentation by Circle and ALONE.
	30th September	Preferred bidder recommended for appointment.
2022	17th January	Stage 4 CAS Submission to the Department of Housing.
	28th January	Stage 4 CAS Approval was issued by the Department of Housing for a total budget of €18,699,248. This included construction costs of €16,781,090 and €390,000 for communal facilities.
	9th February	Preferred contractor advised Circle that they could not undertake the project at the price submitted in the tender.

Table 2.1: Overview of Phase 2 Part I activities and timelines (2017-2022) (cont'd)

Year	Timing	Activity
2022	28th February	Circle following legal advice request the four tenderers provide revised and final bids by March 28th.
	11th April	Evaluate revised price submissions and confirm preferred bidder.
	31st May	Submit revised CAS Stage 4 funding application.
	1st June	Approval by the Department of Housing of €22,063,721 (to include €20,121,940 for construction and €390,000 for communal facilities) in relation to the revised stage 4 funding application.
	7th June	Contract for land transfer issued by DCC to Circle Housing. This transfer was progressed when approval was received for the revised Stage 4 CAS application.
	18th July	Exchange construction contracts.
	17th October	Construction Stage Commencement (projected 18 months construction period).

Some of the activities (for instance, preparation of a feasibility study and planning permission application, as well as preparation of the various stages of the CAS applications) included in the timeline were standard activities that would be expected for any new CAS-funded building project.

Other activities that were non-standard related to the fact that this was a pilot project and additional research needed to be undertaken. These other activities included workshops with experts and older people, visits to other projects, communications with the HSE, scenario planning, meetings with the fire officer, etc.). They speak to the need for more research to enable the development of detailed design for this new model of housing and care.

There are in addition a range of activities (not included in Table 2.1, including various Steering Committee meetings) that relate to the fact that this is a multi-agency, collaborative project (these activities are specifically explored in Section 2.2).

2.1.2 The Capital Assistance Scheme (CAS)

Progressing the CAS approval process has been a key activity. This approval process has four stages as follows:

- Stage 1** – Capital Appraisal – a high-level project appraisal. The local authority makes sure that the business case for the project is in order, to gain approval in principle of funding.
- Stage 2** – Pre-Planning – This is a pre-planning check on procurement, the consistency of the design with design guidelines, cost and value for money.
- Stage 3** – Pre-Tender Design – This is focused on an assessment of costs pre-tender
- Stage 4** – Tender Report – This stage involves an assessment of costs and procurement prior to the award of the tender.

The Department of Housing required AHBs to work within a pre-start approvals programme of 75 weeks (50 weeks for the Approved Housing Body, 17 weeks for the Department and 8 weeks for the local authority). Interestingly a 59-week timeline was introduced for local authority housing in Jan 2018 (Circular 2/2018). See Table 2.2 overleaf for details of CAS timelines for this process.

Table 2.2 CAS timelines for this process.²³

Stage	Date submitted	Time taken to make submission (weeks)	Date Application Approved by the Department of Housing	Time taken for Dept approval (weeks)
Sheltered Housing	20th Dec 2017	28	18th Jan 2018	4
Sheltered Housing	17th April 2019	56.5	10th June 2019	7.5
Sheltered Housing	29th May 2020	44	29th July 2020	8
Housing with Support	17th Jan 2022	81	An application was made on 9th December. Outstanding information was requested by the Department of Housing on the 17th December 2021.	2
Sheltered Housing	21st Apr 2022 no recommendation. Submit revised CAS Stage 4 funding application	17	Approval awarded 28th January 2022 An application was received on 21st April. Outstanding information was requested by the Department of Housing and received on 31st May 2022. Approval awarded 1st June 2022	0

The CAS Stage 1 application was made based on the development of the feasibility study.

The CAS Stage 2 approval was granted, subject to some value engineering work being undertaken by the design team. The design team, through a detailed value engineering exercise, generated a gross cost reduction of €1,918,000 (86% of the cost reduction recommended by the Department of Housing). These cost savings came about because of:

- A rationalisation in the size of the 1.5 and double bedrooms – redesigned for accessibility for one wheelchair.
- The removal of the partition that had separated the 0.5 bedroom from the living area
- A switch from triple glazing to double glazing.
- A 44% reduction in the size of the communal space provision (from 590m² to 261m²).
- Changes in the various finishes used (reduced extent of high-cost finishes, including brickwork and paving).

The most significant change was the reduction in the amount of communal space within the building. The reduction in the scale of the communal space in the building came about as a result of a number of factors including:

- The development by Alone of a weekly timetable of activities to test the space. As a result of which, it was determined that the restaurant was not a primary project driver.
- The availability of services and facilities locally.
- The generously sized and self-contained nature of the apartments in the development.

It remains to be seen if there are any implications of this reduction for the tenants and staff that will occupy the building.

The design of the project required further development between Stage 2 and Stage 3 funding approvals, which lead to an increase in the overall cost of the project.

23. The pre-application CAS Stage 1 happened as part of Phase 1.

Additional items included:

- Pre-planning public consultation process, requiring design modifications.
- The 14 conditions associated with planning permission approval required some additional technical detailing.
- The kitchen and bathroom stakeholder design workshops resulted in general enhancements and agreement to include three designated high support units (including specialist kitchens).
- The selection of an open plan design, resulted in the development and submission of the Fire Safety Certificate and Disability Access Certificate, which included the incorporation of additional features such as the inclusion of sprinklers in each apartment.
- General detailed design development including cost offsets and savings in relation to sanitary ware, ceiling finishes, drainage and other issues.
- Development of site abnormals, including fill to foundations, soft spots and site services.

The Stage 4 CAS application submitted on the 9th December 2021 saw a 10% (€1.4 million) increase in costs. The Society of Chartered Surveyors in Ireland (SCSI) tender price index²⁴ show prices nationally jumped by 7% in the first half of 2021, up dramatically on the 1.3% recorded in the second half of 2020. This increase, while it is within the commercial construction sector, is equally relevant within the residential sector. The scale of the increase has been linked to increased demand on the sector during its recovery from COVID-19 sectoral closures, exceptional material price increases (linked to supply chain issues and intense competition internally for building materials), coupled with labour shortages within the sector.

Delays

The CAS application process for this project took considerably longer (almost 250 weeks (4.3 years)), compared with the 75 weeks (1.4 years) required by the Department of Housing (following the submission of a valid Stage 1 application being submitted to the Department of Housing).²⁵ Delays occurred at all four stages of the process. These included further information and clarifications required from Circle Housing to enable the Department to review and approve fully completed funding applications. There were some minor delays in relation to the approvals of the various applications stages by the Department of Housing, as would be expected for projects of this size and complexity, but most of the delays would appear to rest with the applicant Circle.

24. SCSI (2021) Tender Price Index. October 2021

25. ICSH (2019) Capital Assistance Scheme Seminar 25th Sept 2019. Input from Aidan O'Reilly, Principal Officer, Department of Housing, Local Government and Heritage. <https://icsh.ie/capital-assistance-scheme-cas-seminar-25th-september-2019/>

Table 2.3 Comparison between expected and actual CAS timelines.

Stage Sheltered Housing	Submissions by the Applicant-Circle/ALONE		Approvals by the Dept of Housing, Planning and Local Government		Comparison between the expected timeframes and the actual timeframes	
	Target time (Begins once a valid application is with the Dept)	Time actually taken (weeks)	Target time (Under 75 week timeline)	Time actually taken (weeks)	Overall target timeframe	Total actual time taken (weeks)
1	-	29	5	4	5	33
2	19	56.5	4	7.5	23	64
3	22	44	4	8	26	52
4	13	81	4	2	17	83
4 rev		17		0		17
Total time taken (plus four weeks to get onsite)	54	227.5	17	21.5	71 (+4 weeks for site start)	249

The reasons cited by Circle in relation to the delays to the Stage 2 application related to:

- The need for additional national and international research in relation to the Housing with Support model (as a new model of housing in an Irish context).
- CAS not being the most suitable funding programme for a project that required significant communal space.

Reasons cited by Circle in relation to the delays in the Stage 3 application were:

- The pathfinder nature of the project required careful consideration to ensure that the fire safety proposal was aligned with the Building Regulations to ensure that future proposals could be developed within the current regulatory context.
- The requirement for significant redesign because of the value engineering required to keep the project within budget. This is a standard project management / cost control requirement.

While reasons cited by Circle in relation to the delays in the Stage 4 application included:

- Covid-19 restrictions resulted in staff working from home and staff off work due to contracting Covid-19, which meant that the work was not progressed at the pace and intensity it would normally have been progressed at.
- Changes in personnel within Circle.
- COVID-19 also caused blockages and delays in the supply chain, which in turn had the effect of creating shortages and significant cost inflation in relation to building materials. This meant that the shortlisted contractor was no longer able to stand over the tender price, so the scheme had to be re-tendered.

The role that the transfer of ownership of the site from DCC to Circle Housing played in contributing to the delays at the pre-construction phase is a matter of some debate. Circle Housing and the Department of Housing are both of the view that the timing of this transfer of ownership contributed to the delays. In contrast, DCC report that the transfer of public lands requires a high level of due diligence and involve a lengthy and complex legal process. The legal process happened concurrently with the Stage 4 CAS application. There is no standard timeframe for land transfers (see Table 2.1, p. 19 for timeframes).

2.1.3 Planning permission

There were two planning permission application options available to the project; a local authority Part 8 application or a full planning application made by Circle/ALONE. Circle/ALONE's preference was for a Part 8 application, however following a review with Dublin City Council it was agreed the application would be made in the name of Circle/ALONE.

As part of the planning application process the design team had two preplanning meetings with the Planning Section of Dublin City Council to discuss the proposed project and its associated planning application. The first meeting (December 2018) focused on the building heights, the adjacency of the site to Richmond Barracks, as well as some discussion of the scale and purpose of the café/tearoom. Issues at the second pre-planning meeting (September 2019) related to the materiality and the distance of the various buildings to the existing roadway.

The design team also sought to engage and inform the local community through presentations to two community focused local fora (the Kilmainham and Inchicore Network and the Inchicore Regeneration Consultative Forum).

The design team also held three information sessions in September 2019 on the development. One of these sessions was for residents from the streets immediately adjacent to the new project, the other two sessions were open to the wider community. The sessions which were held in Richmond Barracks (which is just adjacent to the site), all followed a similar format: presentations from Circle/ALONE and the project architect, followed by questions and answers. A model of the development was on display in the meeting room together with various posters of the development. Attendees at the various meetings were broadly positive about the development, with the majority of concerns expressed relating to safety and security issues and concerns about the levels of

anti-social behavior in the local area. As part of the planning process the design team had also planned to make contact with local Gardaí, but this did not happen. It was scheduled to have taken place in 2020. The planning application was ultimately submitted on 21st October 2019 (Ref 4260/19). No planning observations were received, with the grant permission decision given on 13th December 2019 and final approval on 24th January 2020.

2.1.4 Fire safety certification²⁶

The Design Team's decision to use open plan design for internal layouts for the apartments was not consistent with standard Building Regulation guidance in place at that time. Fire safety discussions related to which standards and regulations would be applied and how the buildings would be categorised. Different approaches have implications for the chosen fire safety strategy for the building, in terms of both design and management, with associated cost implications linked to the decision to include fire evacuation lifts, wider stairways and sprinkler systems, as well as some additional equipment.

As part of this process, representatives of the Design Team met with the local authority's Fire Officer in January 2020 to discuss the fire safety classification of the building under Part B of the 2006 regulations. The Fire Officer's initial suggestion was that the development could be classified as Residential (Institutional) Group 2(b) under the 2006 regulations. The designation of the building as Residential (Institutional) Group 2 (b) would have required the addition of various additional fire safety features. It also raised questions in relation to feasibility of using an open plan design within the individual housing units, as the 2006 Irish regulations in place at the time, did not include provision for open plan. The project Design Team chose to use an open plan design (with no small lobbies) within the individual apartments to assist with navigation and accessibility (as part of the lifetime design approach).

26. The decision in relation to which is the appropriate fire safety certification to use for any development is a matter for the individual Fire Prevention Officer involved in its certification.

27. Purpose group 2 (b) includes hospitals, nursing homes, homes for older people or for children, schools or other similar establishments used as living accommodation for the treatment, care or maintenance of people suffering from illness or mental or physical disability or handicap, where such people sleep on the premises.

28. Government of Ireland (2006) Building Regulations 2006 Technical Guidance Document B. Fire Safety.

29. The guidelines were formally updated in 2020 with the publication of the Government of Ireland (2020) Building Regulations 2006 Technical Guidance Document. Reprinted Edition 2020.

With open plan the design choice, the Design Team (in consultation with Dublin City Council Architects) identified BS 9991³⁰ and BS 5588 as possible alternative standards that could be used. Circle provided evidence to support the use of these standards, through the development of case studies of individual occupants, their potential support plans and their needs in the context of emergency evacuation. Following discussion with the Fire Officer it was determined that the scheme could be categorised under BS 9991 'Specialised Housing'. The Design Team were of the view that this designation only related to the fire safety strategy and did not necessarily identify the scheme as specialised housing in a more general sense.

Taking into consideration the pilot nature of the project, it was considered essential that the fire safety proposal was aligned with the Building Regulations to ensure that future proposals in other Local Authority areas would not require detailed consultation with and evaluation by the relevant fire officer, over and above such consultation required when following regulatory guidance. Further to liaison with the Department of Housing and the Fire Officer, a Fire Safety application (Part B Purpose Group 1C) was submitted on the 18th March 2020 and granted on 16th November 2020.

2.1.5 Research/investigation activities related to this being a new model

Research related activities undertaken to support the Design Team and other involved stakeholders to determine what was required for the detailed designs for this new model of Housing with Support, included:

- November 2018: Visit to London to see two different housing projects. This visit, which was organised by OBFA and Circle, was hosted by Pollard Thomas Edwards, an award-winning architectural practice which has been involved in the design of various Housing with Support projects.
- November 2019: A workshop with housing experts³¹ including Architectural Advisors, Architects and Universal Design Experts. The discussion focused on the use of technical solutions including soft walls and open plans for flexibility purposes.

- A workshop with older people. This was attended by residents living in other ALONE schemes, as well as older persons living in their own homes receiving supports and older persons attending day services that may require this accommodation in the future. Discussions at this workshop focused on the daily needs and supports of older people and how they can best be met. This discussion assisted with the formalisation of the brief.
- Scenario planning by ALONE and the Design Team to explore how six different individuals with a range of needs might use the building. This was used to help refine the layouts.
- Development by ALONE (based on their experience) of a timetable of activities for use of the communal spaces and the restaurant on a weekly basis.
- Detailed Design Workshop 1 – Kitchens and Bathrooms, Assisted Technology and Communal Areas. (The second workshop on Future Building Maintenance and Day One dwelling 'fit out' was postponed because of COVID-19).

These various activities were important in terms of assisting the Design Team to understand what lifetime housing meant in practical design terms. These activities were also useful in terms of getting a better understanding of how the communal spaces would be used. This work (coupled with the need to reduce the overall budget) ultimately resulted in the determination that the restaurant was not a primary project driver. This in turn resulted in the planned 300m² canteen/restaurant being reduced to a 26.5m² tearoom open to the public (with approximately 10-12 seats) with two w/c's (one accessible and one enabled) adjacent to the tearoom. The intention of the smaller tearoom is that it would offer tea, coffee and light refreshments only. It is also envisaged that while there will be a building employee at times working in the tearoom, that this will be supplemented by tenants volunteering to work there also.

30. British Standard 9991 is intended to help people put suitable fire safety measures in place in residential buildings, such as; fire detection and alarm systems, fixed fire-fighting systems and so on. It gives recommendations and guidance on the design, management and use of residential buildings so they achieve reasonable standards of fire safety for people who are in and around them and fire-fighters.

31. This workshop brought together experts from OBFA, Circle Voluntary Housing Association, ALONE, Dublin City Council, the HSE, the Department of Housing and the Department of Health. (Source: OBFA Project Note Ref 1832).

32. OBFA (2019) Planning Application for: Inchicore Housing with Supports Site 1B St Michaels Estate, Inchicore, Dublin * Architecture, Design and Planning Report. October. Section 29. Team Room and Communal Spaces (p33).

2.1.6 Allocations

Work is ongoing by DCC, the HSE, and ALONE and Circle in relation to allocations. Agreed referrals and nominations process criteria include:

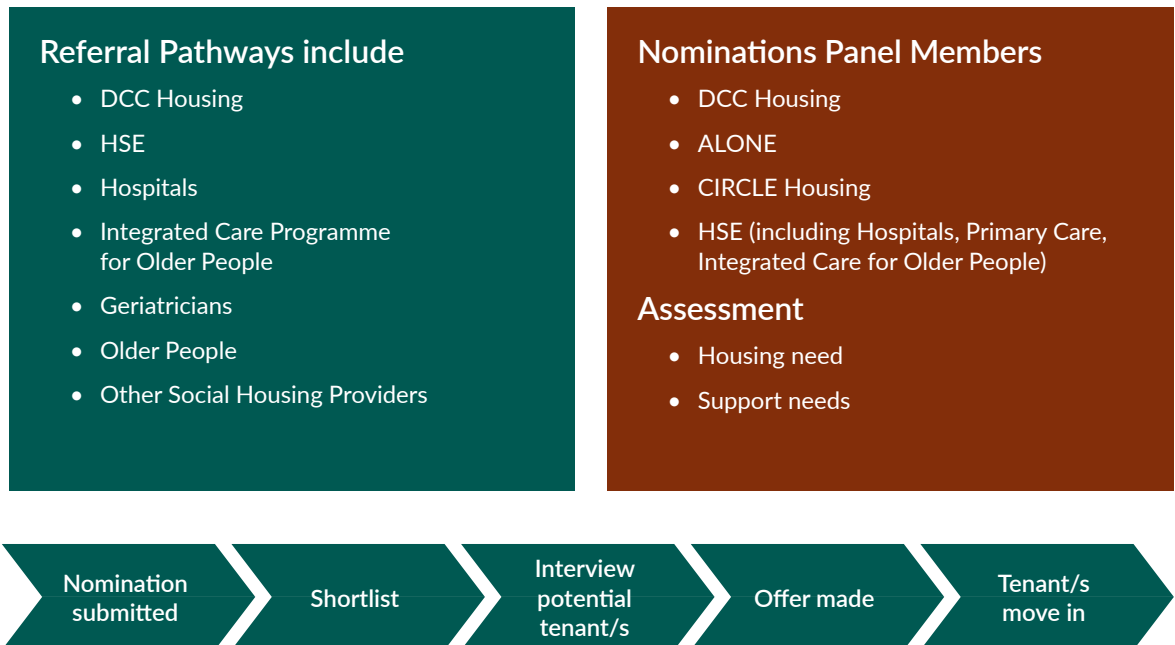
- Tenants should be 60+ years (and include a mixture of tenants capable of living without support, as well as tenants with a range of support needs).
- Some priority will be given to older people from the administrative area where the scheme is located (DCC, Dublin South Central Area).
- Nominations will be from the DCC social housing & transfer lists, and from persons identified through the DCC Financial Contribution Scheme mechanism.³³ Nominations will be housing led rather than supports needs led. Persons identified by the HSE as requiring this model

will be assisted in being placed on the housing transfer list as a DCC or other local authority tenant. If they are a homeowner, they will be assisted in applying for a transfer utilising the Financial Contribution Scheme.

- Some priority for tenants in receipt of, or with, identified home support needs.³⁴
- Transfer from other social housing providers where supports are not available.

It has also been agreed that nominations & assessment will be undertaken on a case-by-case basis by a **Nominations and Assessment Panel (NAP)** who will meet and decide who will be offered an interview and who will ultimately go on panel. All nominations will be assessed and filled through a centralised referral process. See Figure 2.1 for details of the outline referral process.

Figure 2.1 Housing with Support outline referral process



33. See <http://www.dublincity.ie/HousingOnline> for more information on the Housing Waiting List and the transfer list.

34. These needs are identified by HSE clinical personnel.

Decisions made by the NAP will take into consideration:

- The mix of current support needs within the scheme arising from vacancy (with reference to the Housing with Support vision).
- The support needs of the potential tenant/s. This will be determined using a recognised self-assessment form to be filled in by older person/referral agency. Where an applicant scores high on the self-assessment form a further detailed assessment may be required (to be decided on) to assess support levels required.
- Whether the potential tenant is on DCC housing list.
- Whether the potential tenant is in receipt of/on waiting list for HSE Homecare supports.

The nominations process also now include a provision for exceptional referrals to be made by ALONE, the HSE or Circle VHA to DCC. Exceptional referrals may include instances where an individual has significant care and support needs that are not currently being met. DCC will review exceptional cases and advise the NAP and referring agency of the final decision. The exceptional referrals will be provided to DCC by way of an expression of interest form.

This outline process has been drawn from the existing policies of DCC, HSE and ALONE with the aspiration being that it not become a complex or onerous task. Consideration will also need to be given to tenants who might need to move on from the scheme to access 24-hour care in a nursing facility.

2.1.7 Site disposal

According to the Expression of Interest, the site disposal was to be by way of a Building Agreement with a subsequent lease when Dublin City Council was satisfied that the entire development has been completed to an agreed stage. DCC report that the transfer of public lands requires a high level of due diligence and involve a lengthy and complex legal process. The legal process was happening concurrently while Stage 4 application was progressing. Circle Housing and the Department of Housing were both of the view, that the timing of this transfer contributed to some delays. The contract was issued shortly after Stage 4 CAS approval (see Table 2.1, p. 19 for timelines).

2.2 The Partnership and the Stakeholders

2.2.1 The overview

Phase 2 project development was overseen by two key groups:

- The Steering Committee
- The Project Working Group

A small Nominations Sub-Committee was also established to consider the issues of nominations and an Evaluation Sub-Committee was set up to manage the evaluation process.

2.2.2 The Steering Committee

Membership of this committee included representatives from DCC, the DOH, the DHLGH, HSE (nationally and at a local area level) the ICSH and Age Friendly Ireland. This Committee was chaired by an Independent Chairperson who, in the absence of dedicated secretariat support, also often compiled the minutes of meetings. See Appendix 2 for details of the membership of this group and Appendix 3 for details of the meetings of this Committee, which generally took place 2-4 times per year. Interestingly the purpose of this group under Phase 1 had been to discuss and ultimately approve all key strategic decisions in relation to the project. Most members presumed the group had the same purpose for Phase 2 and indeed that Circle and ALONE were reporting and providing regular inputs as requested to this group.

This was not, however, reflected in the Expression of Interest document which noted that *'the appointed AHB will work closely with the Steering Group in developing the project', with 'a method of ongoing evaluation to be agreed between the successful AHB and the Steering Group'* (p5).

It was probably not surprising therefore that when questioned, Circle indicated that their contractual relationship was with Dublin City Council, not the Steering Committee, making the lines of communication between Circle/ALONE and the Steering Committee somewhat unclear. Notwithstanding this confusion, the Steering Group structure proved useful in terms of offering DCC and Circle/ALONE ongoing access to government departments and agencies in relation to this new model of housing in general.

35. There was discussion at the December 2019 Steering Committee meeting about trialling the use of a frailty assessment tool to assist in the identification of tenant's additional occupational therapy requirements This has yet to be finalised.

2.2.3 The Project Working Group

Membership of this group included representatives from DCC, the HSE and Circle/ALONE. This group met every two weeks initially and thereafter it met as needed. It focused largely on progressing the operational aspects of the project. As the project has progressed through Phase 2 with more operational issues arising and getting dealt with at the working group level, the communication dynamics have changed with much work being done at Working Group level.

2.2.4 The Circle/ALONE Partnership

The partnership between Circle Housing and ALONE is an interesting one. The two AHBs have worked well together to date, with a lot of joint communication and engagement up until the CAS Stage 2 submission. Thereafter, Circle and the project architects have unsurprisingly been more prominent, although ALONE made useful contributions to the various workshops and worked closely with the HSE in relation to the nominations process. Separately, ALONE has also worked to develop an operational manual for the finished development.

2.3 Adherence to the vision

2.3.1 The overall vision

The project vision document produced in December 2016³⁶ outlined the three key pillars of the project (See Figure 1.2) as Scheme Design, Supports and Community, with older people at the centre.

- Scheme design relates to the integration of appropriate physical environment and care supports onsite in such a way as to cater for Ageing-in-Place.
- Supports relate to the integration of appropriate physical environment and health and social care supports onsite.
- Community relates to connections to and with the wider local community.

2.3.2 Integration of physical environment and care supports onsite?

The Design Team has worked in accordance with the project brief to provide an appropriate physical environment for older people to age in place. The

individual housing units have been carefully designed to be readily adaptable to the needs of older people as they age, and indeed as their support needs increase. The units have soft walls to allow for changed layouts, kitchens and bathrooms are designed to be adapted, an open plan design and the single units are 1.5 bed to enable tenants to have visitors or indeed carers to stay. The bedrooms have also been designed to accommodate wheelchairs, hoists etc. The communal spaces (see Appendix 4 for details of what is included here) have also been designed to be easily accessible and navigable by older people as they age. The exact level of staffing and supports that will be provided onsite has, however, yet to be agreed.

2.3.3 Connections to the wider community

Some work has been done to establish connections with the wider community. Circle/ALONE have met with various individuals (including the local Parish Priest) and groups (members of the Kilmainham and Inchicore Network, the Inchicore Regeneration Consultative Forum) locally to inform them about the project. The project team also met with local residents as part of the three planning consultation sessions. These sessions, which took place very shortly before the planning applications were submitted, were focused exclusively on the provision of information and submission of the planning application. More community level meetings are also due to happen post COVID-19. There was, for example, a proposal to engage with the local Garda Crime Prevention Officer, but this has not happened.³⁷

2.3.4 Older people at the centre

At the September 2018 Steering Group Meeting³⁸ there was a proposal to establish a project advisory group of older people to provide experience, advice and information (possibly using the PPN) for the project. This was not progressed. Since then, there has been just one focused engagement with older people. This workshop, which took place in November 2018, examined the support needs of older people. The older people who attended this workshop, which fed into the detailed project design, were tenants of ALONE, as well as a small number of local residents and users of day services locally. This phase of the project has clearly relied more heavily on the input of experts, with the limited input from older people (as envisaged in the Housing with Support vision).

36. Dublin Age Friendly Housing Steering Committee (2016) Inchicore Housing and Support Demonstration Project- A partnership between Housing, health and Community' Vision Document.

37. Minutes of the Steering Committee Meeting 26th February 2019 (unpublished).

38. Dublin City Age Friendly Steering Committee Meeting Minutes 13th September 2018.

2.4 Strengths and successes of the process to date

2.4.1 The multi-agency approach

The Steering Committee and the Project Working Group worked well, with ongoing engagement and positive collaboration by DCC, the HSE, the two government departments and others. Members of these committees described their involvement as a 'positive collegiate experience, with issues discussed as necessary'.

The project has benefited from several key champions (some of whom have been involved with the project since its establishment) at Steering Committee level. These individuals have taken a personal interest in the development, regarding the project as an important pathfinder for the wider introduction of the Housing with Support model.

The role of the Steering Committee in relation to oversight of the project, however, would have benefited from further clarification.

2.4.2 The Partnership between Circle Housing and ALONE

The coming together of the complementary skills and experiences of Circle (who bring their experience of building social housing) and ALONE (who bring their experience of managing housing and working to support older people) to deliver the project has meant that a lot of very practical and useful work has been done within this phase of the development to consider the issue of building usability. The project has also benefited from the appointment by Circle of OBFA. OBFA have proved to be both an enthusiastic and competent design team, open to the various inputs of the various project committees.

2.4.3 Housing with Support: a new joint model of housing and care

While the initial feasibility study facilitated the successful development of the Phase 1 CAS application, it did not have a strong focus on some of the specific design features required for Housing with Support. Aware of the need to focus on the detailed design features pertinent to Housing with Support, the Design Team at OBFA decided to undertake some additional research. A lot of useful additional research activities (workshops with experts and older people, visits to other projects, communications with the HSE, scenario planning, meetings with the fire officer, etc) were undertaken in relation to better understanding the detailed design features involved in the provision of Housing with Support. The findings of the research

activities were used by the Design Team to shape the detailed design of this project. This in turn has resulted in a high-quality design that clearly seeks to proactively facilitate Ageing-in-Place. Key features included:

- A clear focus on the privacy, security and independence of tenants.
- A focus on the usability of the private and the communal spaces.
- A focus on the affordability/replicability of the design (the units appear spacious (a standard unit is 52m²; 15% larger than the minimum standard of 45m²)).
- Open plan design within each unit.
- The absence of load bearing walls within the units, together with the use of soft walls that ensure the unit is capable of being adapted to the changing needs of the tenants.
- The development and use of kitchen and bathroom design capable of being adapted to increased support needs.
- The inclusion of an additional 0.5 bedroom in each 1 bed unit.

It should be noted that the use of an open plan design within each unit, while it provides for easy navigation for tenants within units, posed some challenges in fire safety certification (See Section 2.1.4).

2.5 Challenges, barriers and gaps

2.5 Overview

This project has faced several challenges relating to:

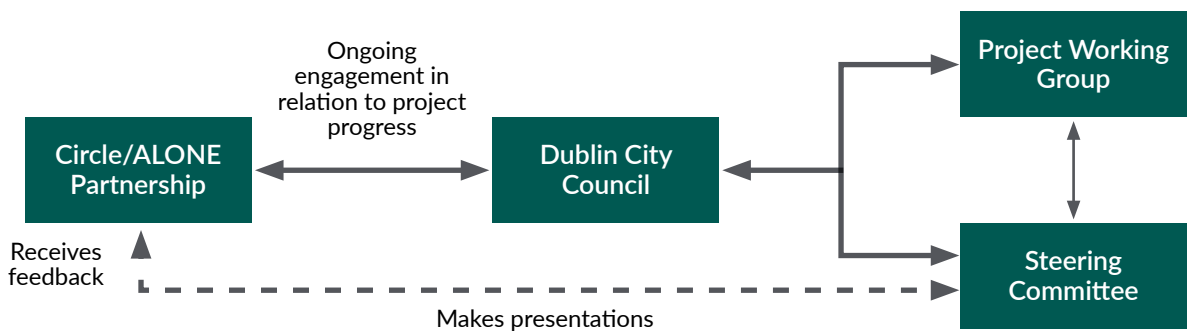
- The multi-agency approach
- Housing with Support - a new model of housing and health
- Costs and delays

2.5.2 The multi-agency approach

The application of a multi-agency collaborative approach saw the use of various committees. These committees were established with no additional resources and no dedicated administrative support. Steering Committee meetings were largely convened by the Independent Chair who also often prepared the minutes of the meetings. Circle and ALONE provided updates to the Steering Committee but did not provide secretariat support.

Committee members were expected to accommodate their involvement in the project with their existing workloads. It should be noted that everyone involved has been generous with their time, but few if any individuals have the capacity to progress the work arising from the committees.

Figure 2.2 The chain of communication/decision making



At committee level there was a clear concern 'to get it right', with many committed and interested parties keen to do their best. It is a high-profile project nationally and has had some European interest, with the University of Delph considering using it as an EU level case study. The Steering Committee in particular, engaged in discussions in relation to the detailed design, at a much earlier stage in the process (than might have been expected) with many more voices and organisations involved than would normally be the case.

The Steering Committee Members had differing agendas, and some Committee Members had concerns about setting precedents in terms of replication of the model and ensuring that an economically viable and replicable model was developed. In response to these sensitivities, the Steering Committee Chairperson and others worked to facilitate the location of additional funding. It was also the case that when new people joined the Committee, or where there were changes in personnel, items and issues were revisited by the Committee.

2.5.3 A new model of housing and care

The fact that this project is progressing a new joint approach to housing and care has posed challenges as follows:

- With the unique features of 'Housing with Support' not well understood, organisations and individuals not involved in the project continued to equate 'Housing with Support' with 'sheltered housing'. These same individuals and organisations then, not surprisingly, queried why this project was taking so long, given that others are doing/have done this already. This lack of understanding of Housing with Support, and recognition of the Ageing-in-Place approach of Housing with Support is something that needs to be addressed. The differences between sheltered housing and Housing with Support are explored in Table 1.1 while Table 2.4 provides details of some of the additional design features more commonly used in Housing with Support developments, in comparison with Sheltered Housing developments.

Table 2.4: Design features commonly used in Housing with Support developments in comparison with Sheltered Housing developments

Type	Design features commonly found in good quality sheltered housing	Design features more commonly found in Housing with Support developments
General Design	<ul style="list-style-type: none"> • No-step entries • Wider doorways • Open floor plan with few obstructions • Ideally single-floor living (with lift access in multiple occupancy dwellings) • Windows that require minimal effort to open and close. • Reachable, easy to use controls, handles and switches 	<ul style="list-style-type: none"> • The absence of load bearing walls within the units, together with the use of soft walls that ensure the unit is capable of being adapted to the changing needs of tenants as they age. • Soft walls which can be taken down to provide for a clear pathway between the bedroom and bathroom
Bathroom Design	<ul style="list-style-type: none"> • Anti-slip coating in shower • Slip-resistant floor treatment • Walk-in shower/bath • Handheld showerhead 	<ul style="list-style-type: none"> • Accommodation unit designed to facilitate the installation of grab rails and bars near the toilet and in the bath/shower (when/if they are required) as well as provision of the installation of a shower seat (These are not installed as standard but are installed when/if they are required).
Kitchen Design	<ul style="list-style-type: none"> • Shallow sink • Raised white goods (dishwashers, washing machines, etc.) • Sink close to stove • Large drawers • Microwave at counter height • Front-mounted controls on cooktop 	<ul style="list-style-type: none"> • Adjusting height of sink • Easy access kitchen storage (adjustable height cupboards and Lazy Susans) • Kitchen designed with adjustable multi-level kitchen counter tops with the possible of open space underneath the counter so the cook can work when seated • Under-cabinet lighting • Round edges for countertops.
Bedroom & Closet Design	<ul style="list-style-type: none"> • Low-profile bed (20-23" from top of mattress to the floor) • Bedroom large enough to accommodate a bariatric bed, with adequate clearance to accommodate a wheelchair user 	<ul style="list-style-type: none"> • Additional 0.5 bedroom to enable family members/carers to stay overnight if required. • Bedroom ceiling strong enough to facilitate hoist tracking being installed (when and if needed in the future).

Sources: Ageing in Place Design Checklist; Ageing in Place.com Universal Design; Grey, T. et al. (2016); & The Enterprise Community Partners (2016). Centre for Excellence in Universal Design (2015). Universal Design Guidelines for Homes in Ireland.

- The language of low, medium and high used within the vision document to describe the support needs/different levels of frailty of potential tenants, proved problematic for fire safety classification purposes. The high support needs category was indeed equated with nursing home care. ALONE have therefore moved away from the language of low, medium and high to support packages 1,2, 3 & 4.
- The allocations policy needs to be finalised and thereafter needs careful oversight by key decision makers and stakeholders to ensure it does not revert to existing default allocations policies.
- Some of the common features of Housing with Support were not sufficiently explored within the feasibility study (additional costs associated with the use of open plan design, fire safety

classification and additional associated costs (sprinklers, width of stairs, take out mattresses, multi-use of the communal spaces, etc)) and had to be revisited as part of the detailed design process, generating additional costs.

- From the earliest stage of development, a core element of the Housing with Support model has been described as 'Purpose-built, accessible building design that promotes independent living and ageing in place'. The project, which is substantially funded by the Department of Housing, is intended primarily as a housing project, however differing views have arisen as to whether it is also a care project. While there was significant movement made initially to recognise that the project needed to be flexible at critical decision points, the views and the questions as to who should cover certain costs associated with provision of larger communal facilities more aligned with healthcare facilities, has caused delays, slowing the project development process and at times required the Steering Committee Chair, as well as officials from the Department of Health, the HSE, and the Department of Housing, to meet outside of the Steering Committee Structure to progress the various funding decisions.
- The fire strategy, determined by the open plan apartment layouts, as well as the categorisation of the residential units as standard housing rather than institutional, required careful consideration. The fire safety approach is aligned with the 2020 revisions to Part B of the Building Regulations, which will be of benefit for other similar developments in the future.
- The Design Team were keen to get a better understanding of how the communal spaces would be used on a day-to-day basis. To meet this need, ALONE (from the experience of other developments), put together a weekly timetable of activities to test the space.
- Funding: A decision was made in Phase 1 of the development of this project to use the Capital Assistance Scheme to fund the development³⁹ Under CAS, funding for communal facilities is

capped at €7,500 per unit. Additional resources had to be found to fund the costs of the additional communal and other facilities required for Housing with Support, making CAS a cumbersome and less than ideal funding stream for this type of development. It is also the case that from an AHB perspective CAS is often regarded as a less financially attractive funding stream compared with others (e.g. Capital Advance Leasing Facility (CALF)).

- Funding and allocations: The decision to use CAS funding limits the pool of potential tenants to households on Dublin City Council waiting on the housing transfer list. It does not allow for tenants to make a financial contribution to the development, thereby limiting the allocations to social housing tenants and preventing the development becoming a mixed tenure development.⁴⁰

2.5.4 Delays

This phase of the project progressed significantly slower than might have been expected for various reasons:

- It is a new model in an Irish context and additional work had to be done to demonstrate proof of concept, particularly from a detailed design perspective.
- Concerns among some project partners in relation to setting precedents and ensuring that an economically viable and replicable model was developed.
- Changes in personnel in Circle/ALONE.
- Challenges in relation to the classification of the development for fire certification purposes.
- A general lack of clarity about the role of the Steering Committee (vis-a-vis the role of Dublin City Council as the project lead).
- The absence of a dedicated project manager within Circle (or contracted in by Circle) responsible for driving this specific project.
- A lack of urgency in relation to project progress, linked to the absence of any negative consequences arising from the delays.

39. Other elements of the shared communal facilities include circulation areas/seating, a multi-purpose room, a therapy room, a meeting room, lobbies, resident laundry and four toilets. Some communal areas are also required exclusively for administrative/operational purpose these include a Cleaners store, Comms room, Office, Staff changing area, Staff lockers as well as a Staff WC and shower. See Appendix 4 for full details.

40. Government of Ireland (2016) Rebuilding Ireland-Action plan for housing and homelessness. Dublin. This Plan supports the development of mixed tenure communities in Ireland.

- Time taken to conduct the value engineering exercise required to ensure that the project aligned with the approved budget.
- Time taken to conduct the value engineering exercise required because of the budget approved under the CAS Stage 2 and the CAS Stage 3.
- COVID-19 and its impact on resource availability during the procurement stage.
- Construction inflation and the resulting need to extend the procurement period to reengage with tenderers.

2.5.5 Costs

See Table 2.5 for details of the changes in relation to the project costs over the four-year period January 2018 to January 2022.

Table 2.5 Rises in costs over the period (Jan 2018-Jan2022)					
Date	CAS Stage	Total Budget		Construction Costs	Communal facilities ⁴¹
18th Jan 2018	Stage 1 approval	€14,544,528	Includes construction, technical fees, site investigations, legal fees	€12,750,000	€390,000
10th June 2019	Stage 2 approval	€17,219,334	Includes technical fees, architect fees, civil/ structural engineers, QS. Site investigations, utilities	€15,750,000	€390,000
29th July 2020	Stage 3 Approval	€17,219,334	Includes technical fees, architects, engineers, QS, site investigations, archaeology/ traffic consultant, development allowance	€16,200,000	€390,000
28th Jan 2022	Stage 4 Approval	€18,699,248	Includes the community charge, technical fees, architects, engineers, QS, site investigations, archaeology/ traffic consultant, development allowance	€16,781,090 ⁴²	€390,000

Analysis of Table 2.5 indicates a rise in the total project cost from €14,544,528 at Stage 1 in 2018 to €18,699,248 at Stage 4 in January 2022 (a cost increase of over €4 million).

Sources of this cost inflation are both project specific and relate to the wider economic climate.

Project specific related sources of cost inflation include:

- The communal areas which have a significant cost (See Appendix 4 for details).
- The higher level of fire safety measures required (fire evacuation lifts, wider stairways, sprinkle systems specific to kitchen as well as some additional equipment), linked to the decision by the Design Team to use an open plan design approach.

41. This figure is a contribution for community facilities and is additional to total budget/construction.

42. Since the preferred tenderer was unable to stand over their bid, the uplift in construction cost required reapproval from the Department of Housing.

- Approximately €2.3 million linked to soil permeability issues which means the foundations need to be wider and deeper and the old foundations need to be removed and replaced.

Wider economic related sources of cost inflation include:

- The length of time it has taken to get to the construction phase means that the project was ultimately being costed at a time of rapidly rising construction costs, linked to material inflation (this added as much as 23% to the cost of key materials including timber) and supply disruption, local shortages, wage inflation, rising fuel costs and high import prices.

2.5.6 Work/Suggestions not progressed

Several pieces of work/suggestions for work to be undertaken were not/have not yet been progressed.

The suggestion for example by members of the Steering Committee to establish a Project Advisory Group of older people to input into the design for example appears to have fallen through the cracks and was never revisited by the Steering Committee.

The second workshop on Future Building Maintenance and Day One dwelling 'fit out' was postponed because of COVID-19 and has not yet been re-scheduled. Linkages that were to have been established with the local community Garda Síochána were also put on hold because of COVID-19 and again have not yet been established.

Irish Green Building Council offered to do an energy audit of the project from the plans on behalf of DCC. This would be a useful activity. It is also the case that limited work has been done in relation to the assistive technologies that will be provided in the completed development to tenants who have need of them. Some of this delay can be attributed to concerns that this is such a fast-changing area that by the time the building is complete the assistive technologies available may be far more advanced than what is currently available.

2.6 The replicability of the model

2.6.1 Costs and economic viability

The replicability of the project/model is something many members of the Steering Committee are concerned about, as they seek to ensure the project strikes a balance between quality and economic viability. The Steering Committee clearly want a quality model (that met the requirements of the vision document) deliverable within financial constraints. As one Steering Committee member described it, *'there is no point in building an all singing and dancing model that no one could ever afford to build again'*.

The costs of the project rose from an estimated €14 million to over €18.6 million over the lifetime of Phase 2. Some of these costs were related to site abnormalities, as well as cost inflation linked to the amount of time it has taken to complete this part of Phase 2. Some of these delays were linked to the fact that Housing with Support is a new model and additional time was needed to develop the detailed design features.

As part of the CAS Stage 2 approval several budget modifications were made which generated a gross cost reduction of €1,918,000. Modifications based on usability and replicability of the development includes a reduction in the size of the individual units and a significant reduction (44%) in the size and scale of the communal facilities. It remains to be seen how the significant scaling back of the communal facilities, and in particular the tearoom (from 300m² to 26.5m²), following stress test analysis undertaken by Circle's architects and ALONE which determined that such a facility was not a primary project driver, will impact the ability of the scheme to be a resource for the wider community in the longer term.

Other additional costs related to the extensive use of universal and Ageing-in-Place design features. The cost premium for Universal Design (compared with regular design) is currently the subject of a study being undertaken by the Society of Chartered Surveyors Ireland on behalf of the Centre for Excellence in Universal Design/National Disability Authority due to be published shortly. The additional cost premium associated with facilitating Ageing-in-Place design features (e.g., soft walls, bigger bathrooms, assistive technologies etc.) is currently not known.

2.6.2 Funding

Capital funding: The decision to exclusively use CAS as the funding model for the project eliminated the opportunity for financial contributions from other sources (for example, private funding). Currently, communal facility funding is available for CAS projects

of €7,500 per dwelling, however the costs associated with the communal facility element of this project exceeded this level of funding, and for this project the additional costs were funded through a one-off Department of Health/HSE contribution (in addition to the CF CAS funding). The one-off nature of this contribution means that using CAS as it currently operates, to deliver communal facilities of this scale and level of cost without additional funding, is not a replicable option. The decision to use CAS also limited the innovation possible in relation to how this approach could be funded (e.g., a mixed public private funding).

Funding for operational planning: CAS funding made provision for capital development. It did not include any funding for planning for future service provision. ALONE in particular have been working behind the scenes to test the usability of the design.

Operational funding: No systems have yet been established to facilitate and oversee the operational funding of the development. Based on project practice to date, it is possible that this issue (similar to many others arising in relation to this project) will ultimately be resolved through the goodwill and commitment of all those involved. The challenge is that if this project is to be replicable, systems and formal agreements do need to be put in place that others can follow and use.

2.6.3 Translating this Pathfinder project to a model

A huge amount of time has been allocated by all those involved to the development of this project (over Phase 1 and 2). Other similar projects will almost certainly not get the same time allocated to the process, so it is important that all the learning arising from this project is shared in ways that can be useful to others when a lot of work has gone in to creating a high-quality design that has much to offer as an exemplar for other schemes.

The identification of this Housing with Support project in the 2019 Housing Options for our Ageing Population Policy Statement (p46) published in February 2019 offered the project a unique opportunity to profile the ongoing work and the model in relation to the Implementation Reports under Housing Options for Our Ageing Population. Whilst slow progress meant that the project was not able to capitalise on this opportunity, Housing Options for Our Ageing Population is being carried forward under Housing for All

Currently the only vehicle for sharing the learning is the project evaluation/toolkit. The project was not resourced to produce, create or prepare papers arising from the findings of the research activities undertaken as part of Phase 2, nor was it resourced to consider other models or indeed to engage in a detailed process of co-design with older people. The challenge of translating this project into a model remains to be addressed, as indeed does the issue of how adherence to the model could be checked/monitored.

2.6.4 Other issues

All units will be built to ensure compliance with Part L and NZEB standards. As part of the evaluation process the Irish Green Building Council has offered to do an energy audit of the project from the Plans (using the Home Performance Index) on behalf of Dublin City Council. Whilst not required under Building Regulations, this would be a useful additional activity.

Chapter 3 Conclusions and recommendations

3.1 Conclusions

3.1.1 The partnership process

The project has benefited from the involvement of several key stakeholders who have acted as champions for the project. The various Committees have usefully brought together the different stakeholders involved in the project in a structured and ongoing way. They have been particularly useful in terms of developing a shared understanding of the Housing with Support model at both strategic and operational level. They have also been useful in terms of understanding the unique challenges and design features required within a Housing with Support project. The Steering Committee structure was also useful in terms of offering DCC and Circle/ALONE ongoing access to the government departments and agencies.

The relationship between the Steering Committee and Circle/ALONE, while cordial and engaged, was somewhat ambiguous. Circle/ALONE reported and engaged with Dublin City Council (as the contract holder), they also sought to keep the Steering Committee informed of progress (see Figure 2.2).

The partnership between Circle and ALONE to develop the project has been a useful one, with ALONE able to feed its operational experiences into the design and ultimately the construction of the development that they will ultimately be responsible for the operation of. Some consideration will need to be given by DCC to the future role of the Steering Committee in relation to the development as it moves to the construction and operational stages.

3.1.2 Adherence to the vision

The three pillars of the project vision, design, support and community, with older people at the centre, has been adhered to and addressed to varying extents.

In this phase of the project there has been a very significant focus on putting in place the appropriate physical design and design features to support Ageing-in-Place. A lot of time and effort has also gone into additional research and into developing designs for the individual units in particular, and the communal spaces in general, to ensure that the project can facilitate Ageing-in-Place.

In contrast, the exact level of supports and staffing that will be provided onsite remains to be formally agreed.

In relation to engagement with the wider local community some work was done by Circle and ALONE to engage with a small number of key individuals and

two local groups in the wider local area. As part of the development of the planning application Circle/ALONE and DCC also organised three local information sessions on the planning application. These sessions were attended by a cross section of local residents.

The impact of the decision to significantly reduce the size and scale of the communal facilities, and on the ability of the project to be a resource for the wider local community is not known. The location of the project within a well-established community with access to services, facilities and public transport is key to ensure that the new residents engage with the local community.

In relation to older people, there has been just one dedicated consultation with older people as part of Phase 2. The Steering Committee proposal to have an advisory group of older people to advise on the design was not progressed. Instead, there was a strong reliance within the design process on the input of technical experts and of ALONE as the operator of the building. Interestingly, the Expression of Interest for the selection of the AHB makes no reference to the need to engage older people as part of this phase of the development, which may explain this limited involvement. The level of involvement of older people in this phase of the project development does, however, represent a lost opportunity in relation to the potential co-design opportunities presented by the project.

3.1.3 The successes

The multi-agency approach and the fact that funding has come from housing and health enabled the incorporation of universal and Ageing-in-Place features to be built into the project design. The decision, at initial brief formulation stage, to have 1.5 bed units is an important design feature which recognises the importance of the independence of the tenant, and which makes provision for future care if needed.

The involvement of the HSE and ALONE, both of whom provide practical supports for older people, has enabled the design to be tested and tweaked based on their experiences and knowledge.

A lot of research (workshops with experts and older people, visits to other projects, communications with the HSE, scenario planning, meetings with the fire officer, etc) was undertaken to better understand the detailed design features involved in the provision of Housing with Support.

3.1.4 The challenges

Project progress

Project progress has been significantly slower than might have been expected. It has taken over six years to get from the initial Dublin City Council Housing Summit (October 2015) where the project was first mooted, to the turning of the sod for the construction of the project in October 2022. Some of the delays can clearly be related to the fact that Housing with Support is a new housing model in an Irish context and a lot of work had to be done to firstly demonstrate proof of concept and secondly identify detailed design features required.

Costs

Costs for this project are higher than they would be for sheltered housing, given the need to incorporate various Ageing-in-Place design features at construction stage (see Figure 2.3 for details of some of these features). The larger communal areas required for a Housing with Support project also had a significant cost, as did the higher level of fire standards. Further investigations of the site and the soil conditions also found that additional work was needed because of impaired soil permeability.

The length of time it has taken to get the project to the construction phase (over four years) has invariably added to the overall costs of the project, given that the project will be built at a time of an unprecedented increase in construction costs (linked to the fallout from Brexit, COVID-19, as well as the uncertainty caused by the war in Ukraine).

The Multi-Agency Approach

Having the different stakeholders involved in the Steering Committee structure has posed some challenges, linked to the differing agendas of the organisations involved. A particular challenge has been the concern among some members of the Steering Committee related to setting precedents that others would want to follow and ensuring that an economically viable and replicable model was developed. In recognition of these concerns, and keen to progress the project, the independent Chair engaged proactively with members, as required. Not every issue was capable of being resolved by using this structure, this resulted in the role of the Chair being crucial in resolving project specific issues. However, while issues were resolved on a one-off basis for the project through the goodwill and commitment of those

involved, no structures/guidelines have been put in place that others can follow. The clear focus of the Committee was making this Housing with Support project work, rather than creating a model that others can follow.

Unique features of Housing with Support

Housing with Support is very often equated with sheltered housing. This lack of understanding of the unique features of Housing with Support, which include the enhanced provision of communal facilities, the inclusion of a 0.5 bed space in the one bedroomed unit, as well as the ability of this model to be adapted to accommodate the increasing needs of tenants as they age, has posed challenges in terms of what is unique about the project.

The language used within the vision document in terms of the support needs of individuals which indicated a lean towards a care facility proved problematic for fire safety classification purposes.

The Fire Safety approach required careful consideration and review. Ultimately, a fire certificate was obtained using general purpose housing classification, consistent with the Building Regulations.

Some of the unique features of Housing with Support were not sufficiently explored within the feasibility study, leading to an underestimate of costs at CAS Stage 1.

The use of CAS funding was not ideal, and a project specific work around had to be found to fund the additional costs related to the provision of large communal spaces, associated with the support element of the proposal. The decision to use 100% CAS funding has in turn restricted the type of tenants that can be accommodated to social housing tenants.

Future operation of the project

The allocations policy has yet to be finalised and the housing management model and the ongoing allocations management model are not yet agreed. The fact that the project has 52 units creates economies of scale for staffing. It remains to be seen how the staffing for smaller scale Housing with Support projects could be made to work. There also needs to be some consideration of the future role of the Steering Committee.

3.1.5 Learning for wider roll out

It is not currently possible for others to replicate this project, given the one-off nature of the funding arrangements. It is also the case that this project, because it is located in an urban area, makes it difficult to get a sense of how it would work in a more rural location. The project has however, generated a useful series of learnings relevant to the wider roll out of the project as follows:

- There is a need to generate a better, wider understating of the unique features of Housing with Support. Housing with Support should not be allowed to be equated with sheltered housing.
- The Inchicore Project provides practical examples of the detailed design features needed to be included in a Housing with Support project to facilitate Ageing-in-Place.
- Open plan design is now an option within Building Regulations and Housing with Support can and has been recognised as general purpose housing for fire safety classification purposes.
- Developing the detailed plans that seek to test new models of housing takes time and resources.
- This type of project would benefit from the appointment by the AHB of a dedicated project manager, responsible for driving the project and bringing it in on time and in budget.
- As a first step in establishing a Housing with Support project it can be helpful to have (and resource) a steering group made up of the key relevant stakeholders (involving both health and housing) that will be involved in the project. This collaboration is essential to achieving the cross sectoral buy in and support necessary to progress the project⁴⁵
- Putting older people at the heart of the project requires ongoing engagement with older people throughout the entire process. This needs careful management and resourcing.
- Housing with Support projects need to clearly factor in construction inflation. Yearly growth is currently 6.2%⁴⁶
- There is a need to test the Housing with Support model outside of large urban centres.

3.1.6 The learning for policy

The Housing with Support project is identified as just one among many of the options within joint Housing and Health policy statements in relation to 'Housing Options for our Ageing Population'.⁴⁷ However, in COVID-19 and post COVID-19 contexts, an own door Housing with Support model can be seen to have much to offer in terms of providing a safe environment for older people. It also has the potential to contribute to policy in relation to how the critical issue of home care can be more effectively provided.

This pathfinder project offers a proof of concept and a quality design. The scale of this model with 52 units and potentially 68 tenants makes it viable in terms of staffing. Work needs to be done to check the viability of smaller scale developments.

3.2 Recommendations

The recommendations have been grouped under three distinct headings, which are recommendations for:

- Future development of this project
- Policy
- Wider national roll-out

3.2.1 Future development of this project

1. The allocations policy needs to be finalised and formalised.
2. The exact level of supports and staffing that will be provided onsite when the building is operational needs to be agreed and costed.
3. Further work needs to be done in relation to how the assistive technologies are provided in the completed development and take up by residents.
4. Older people need to be much more centrally involved in Phase 3.
5. The construction phase of the project needs to be completed as soon as possible. The appointment by Circle of a dedicated project manager (internal to Circle or indeed contracted in by Circle) would be a useful support in this context.

45. Housing Lin developed a toolkit for use in England called 'Strategic Housing for Older People, Planning, designing and delivering housing that older people want' which specifically references the importance of this structure.

46. The SCSi Tender Price Index March 2020.

47. Department of Housing, Planning and Local Government and the Department of Health (2019) Housing Options for our Ageing Population.

6. It would be useful if, as part of Phase 3, work could be undertaken to determine the healthcare financial cost benefits. No data currently exists in an Irish context. (One UK study estimated that living in Housing with Support generated a cost saving of almost ST£ 2,000 for the health service, per person per annum).
7. The role of the Steering Committee in relation to the Phase 2b and Phase 3 needs to be revisited, with consideration given to a stronger focus on the changes necessary to enable the development of a nationally replicable Housing with Support model, with detailed analysis of potential funding streams, allocation agreements, operational funding, etc. A smaller Advisory Committee, made up of representatives of the key project partners, could ensure focus on the operational issues of the project.

3.2.2 Policy

8. The specific and unique features of Housing with Support need to be clearly articulated at a policy level. A clear distinction needs to be drawn between sheltered housing and Housing with Support. (Sharing the unique learning from Phase 1 and 2 of the Dublin City Age Friendly Housing with Supports Pathfinder Project will support this).
9. There is a need to establish a financial funding scheme to support people to live in the Housing with Support model. Like the 'Fair Deal' scheme, individuals' support needs and financial situation could be assessed to determine the level of contribution that could be made.

3.2.3 Wider roll out

Any consideration of the wider replicability and roll-out of the model is contingent on there being clarity in relation to how the model can be funded, from both a capital and an ongoing revenue perspective.

10. A dedicated cross-departmental capital funding scheme needs to be put in place that recognises the additional costs of universal and Ageing-in-Place design, and that makes provision to cover the additional costs of the larger communal spaces, if required, where there are limited existing community facilities. This new funding stream should be flexible enough to allow financial contributions from private sources and to facilitate a mix of tenant types. CAS funding is not suitable for this type of development as it does not provide the funding necessary for the scale of communal facilities required, and it also limits the type of tenants that can be accommodated in the development despite the commitment of government to continuing the policy of having mixed tenure communities.⁴⁸
11. Wider roll-out requires a clear budget heading for funding the annual operation of these types of projects. As part of this process, it would be useful for the two lead Departments (Health and Housing respectively) to have a Memorandum of Understanding that while the construction costs will be provided by the Department of Housing, the operational costs will be provided by the Department of Health through a service level agreement with the HSE.
12. As this project develops, wider roll-out needs to be supported by the development of a clear business case for the model.

48. Government of Ireland. (2021) Housing for All: a new housing plan for Ireland [Online]. Available from: <https://www.gov.ie/en/publication/ef5ec-housing-for-all-a-new-housing-plan-for-ireland/> [Accessed: 8th September 2022] (p. 122).

Appendix 1 Consultations and field work undertaken

Type of Consultee	Interviewee	Completed	
Steering Committee Member	Maurice O'Connell <i>Chair</i>	6th August 2019 (in person) 2nd April 2020 2nd Dec 2021	
	Celine Reilly <i>Dublin City Council</i>	8th April 2020	
	Joan MacMahon <i>Architect, Department of Housing, Local Government and Heritage</i>	15th Nov 2019 (in person) 21st April 2020 20th Dec 2021	
	Karen Murphy <i>Irish Council for Social Housing</i>	23rd April 2020	
	Veronica Healy <i>Dept of Housing, Planning and Local Government</i>	10th January 2022	
	Dympna Farrell <i>Senior Executive Officer, Housing & Community Services</i>	15th July 2020	
	Michelle Robinson <i>Senior Executive Officer, Housing & Community Services (with Patricia Tierney Senior Staff Officer)</i>	27th Jan 2022	
Working Group Members	Dublin City Council	Gwen Perry, <i>Housing Section,</i>	1st Oct 2019
		Dympna Farrell <i>Housing Section</i>	15th July 2020
		Eoin O'Doherty <i>Architects Office</i>	7th October 2019
	ALONE	Pat Doherty/replaced by Conor Geoghegan	13th August 2019 (PD) 7th April 2020 (PD) 15th Feb 2021 7th Dec 2021 (CG)
		Seán Moynihan, <i>Chief Executive Officer,</i>	13th August 2019 15th Feb 2021 7th Dec 2021 Additional written feedback 22/5/20
	Circle Housing	Pat Costello <i>Circle Housing</i>	18th Sept 2019 (in person) 17th April 2020
		John Hannigan <i>Chief Executive Officer Circle Housing</i>	18th Sept 2019 (in person) 11 Feb 2021 30th Nov 2021
		Chris White	11 Feb 2021 20th Nov 2021

Type of Consultee		Interviewee	Completed
Working Group Members	AHB Project Architects	Ruairi Finucane (O'Brien Finucane Architects)	28th November 2019 (in person) 8th April 2020
		Ciaran O'Brien (AHB Project Architect) (O'Brien Finucane Architects)	8th Feb 2021 1st March 2021
Other stakeholders		Mary Taylor, Director of Services (South City), Dublin City Council.	26th May 2020
		Ger Craddock, Chief Officer, Centre for Excellence in Universal Design.	8th April 2020
Meetings attended in an observer capacity		<ul style="list-style-type: none"> Attendance at the Housing with Support Steering Committee Meeting. Attendance at the Housing with Support Steering Committee meeting. Attendance/observation at public consultations. 	26th February 2019 5th Dec 2019 25th Sept 2019
Draft 1 Report		<ul style="list-style-type: none"> Circulated to the Housing Agency for comment. 	23rd February 2022
Draft 2 Report		<ul style="list-style-type: none"> Circulated to the members of the Evaluation Steering Committee. 	22nd March 2022
Draft 3 Report		<ul style="list-style-type: none"> Circulated to Circle and ALONE.. 	5th May 2022
Draft 4 Report		<ul style="list-style-type: none"> Circulated to the Steering Committee. 	31st May 2022
Draft 5 Report		<ul style="list-style-type: none"> Input from HSE 	7th July 2022
Draft 6 Report		<ul style="list-style-type: none"> Re-circulated to the Evaluation Steering Committee for sign off 	28th July 2022
Draft 7 Report		<ul style="list-style-type: none"> Resent to the Department of Housing, Local Government and Heritage 	8th August 2022

Appendix 2 Steering Committee Membership (January 2022)

Organisation	Name	Member of the Working Group
Independent Chair	Maurice O'Connell	
DCC (5)	David Dinnigan <i>(Housing Delivery)</i> <i>(replaced Céline Reilly, Housing and Community in February 2020)</i>	✓
	Beatrice Casserly <i>(Dublin City Age Friendly)</i>	
	Owen O'Doherty <i>City Architects</i>	✓
	Dymphna Farrell <i>Senior Executive Officer, Housing & Community Services</i>	✓
Department of Health (2)	Niall Redmond	
	Patricia Lee	
Department of Housing, Local Government and Heritage (5)	Joan MacMahon <i>Architect Advisor</i>	
	Paul Altman <i>Senior Advisor, Architecture and Urbanism</i>	
	Patricia Curran / Alan Byrne / Veronica Healy <i>Housing Policy</i>	
	Barry Quinlan / Derek Rafferty / Caroline Timmons / Patrick O'Sullivan <i>Housing Policy</i>	
	Emer Connolly / Sinead Kehoe <i>Social Housing Delivery</i>	
	Alan Heatly, QS Advisor	
Department of Health (2)	Anne Kearney <i>CHO 7</i>	✓
	Samantha Rayner <i>Social Care</i>	
Irish Council for Social Housing (1)	Karen Murphy	
Age Friendly Ireland	Jack Keyes	

Other members of the Working Group include representatives of Circle/ALONE and their design teams.

Appendix 3 Steering Committee Meeting schedule

Appendix 3.1 Table 1 Schedule of Steering Group Meetings					
2017	2018	2019	2020	2021	2022
23rd Jan	13th Sept	26th February	28th Oct	22nd April	29th March
6th March		30th July		15th August	
9th May		5th December		Update by email 17th Dec	
19th June					
16th August					

Appendix 4. Proposed plot ratio and site coverage⁴⁹

Site Area	7,195 m ²
Total Building GIA	4655m ²
Plot Ratio:	0.64
Ground Floor GIA	1,823m ²
Site Coverage	25.3%

Element of the Design	Description	Actual		Indicative Schedule Estimate Developed by DCC
		M ²	M ² total	M ² total
Apartments	2 Bed Apartments * 16	1324.4	3453.5	4080
	1.5 Bed Apartments *36	2129.1		
Communal Areas	Circulation/Seating	38.1	237.9	516
	Tea room/Previously referred to as the dining area	26.5		
	Therapy room	14.3		
	Meeting room	25		
	Multi-purpose room /Referred to previously as the main communal lounge)	64.7		
	Draft lobby	6.6		
	Lift lobby	20.3		
	Lobby	13.1		
	Resident Laundry	14		
	Resident WC O1	5		
	Resident WC O2	3.1		
	WC O3	4.5		
WC O4	2.7			
Communal Area required exclusively for administrative/ operational purposes	Cleaners store	3.7	34.8	130
	Comms room	6		
	Office	14.8		
	Staff changing	2.2		
	Staff lockers	2.3		
	Staff WC and shower	5.8		
Plant rooms (including refuse areas)			212.9	104
		Total Area (m²)	3939.1	4830

49. From Planning Permission Application.



**An Ghníomhaireacht
Tithíochta**
The Housing Agency

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