



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council



Coiste um Fhorbairt Pobail Áitiúil  
Chathair Bhaile Átha Cliath  
Dublin City Local Community Development  
Committee



**NOTIFICATION TO ATTEND JOINT MEETING OF THE HOUSING AND PLANNING  
STRATEGIC POLICY COMMITTEES**

**TO BE HELD IN THE COUNCIL CHAMBER, CITY HALL, DAME STREET, DUBLIN 2.**

**ON FRIDAY, 9 DECEMBER 2016 AT 3.00 PM**

**AGENDA**

**FRIDAY, 9 DECEMBER 2016**

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# O'Devaney Gardens Land Initiative / Regeneration Project





## BACKGROUND

This report examines the advancement of the O'Devaney Gardens site for development. It takes cognisance of the extant planning permission for the first phase of development on the site and the masterplan which provides the context for the Phase 1A application.



Figure 1: Aerial Photo of former DCC flat complex O'Devaney Gardens.

## SITE DESCRIPTION AND LOCATION

The O'Devaney Gardens public housing complex was constructed in 1954 by Dublin City Council and originally consisted of a total of 278 residential units contained in 13 four-storey blocks. The site is located approximately 1km west of the city centre off the North Circular Road. The site also includes a strip of land to the east which once formed part of the St Brigid's Military Hospital, acquired by the City Council to aid the delivery of housing. The entire site has an area of approximately 14 acres.



The adjoining site at Infirmary Road (c. 1.1ha) was once under the control of the Department of Defence and home to the Royal Army Medical Corps Barracks and the Royal Military Infirmary. The ownership of this site was transferred to DCC in 2006 for the purpose of providing affordable housing in the City. There are currently proposals to construct new public housing on the southern quarter – Phase 1 of this site (30units) with a Part 8 application due to go before the Council in Qtr 2 2017. The northern half of this site contains a number of buildings of architectural and historical merit including the former Isolation Hospital built c. 1860 fronting Montpelier Gardens and the “married quarters” 3-storey building fronting Infirmary Road. The latter along with the perimeter stone wall is a protected structure, while the former along with an adjoining structure is recommended for protection under the NIAH (National Inventory of Architectural Heritage). There is potential for further possible 30-40 units on this part of the site along with the provision of a community gain through the utilisation of existing structures. Design proposals for Phase 2 (North end of site) will be dependent on which of the structures are to be retained.

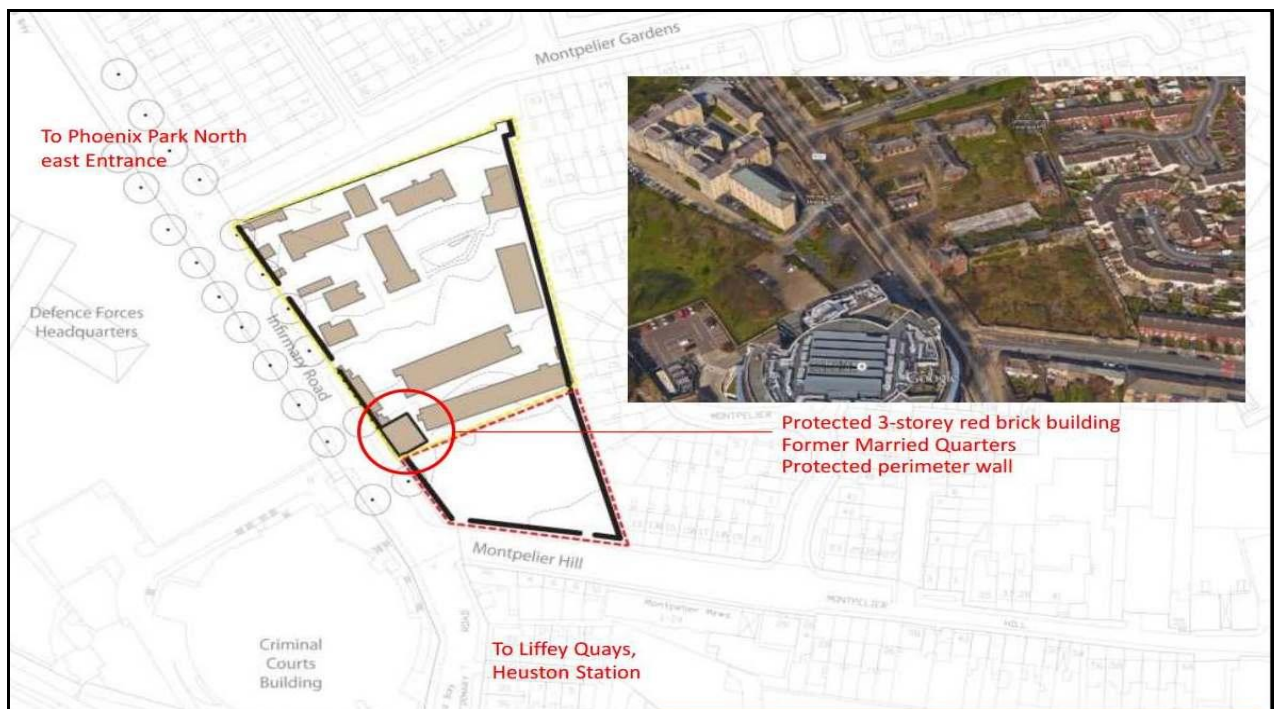


Figure 2: Infirmary Road Site(s) Phase 1 (Southern end) & Phase 2 (with existing structures)

The O'Devaney Gardens site is bounded to the north by the rear of properties that front onto the North Circular Road, to the west, by residential properties in Montpelier Gardens, to the south by Montpelier Park and to the east by lands that comprise St. Bricin's Military Hospital and residential development in the Oxmanstown / Stoneybatter area. There are three vehicular entrances into the area, one off Infirmary Road, the second off the North Circular Road and a third from Thor Place in the Stoneybatter direction.



The sites connectivity makes it an appropriate and desirable location for the high density mixed use development. The site presents real opportunities to accommodate travel to and from the site via sustainable means having regard to its proximity to the city centre and its accessibility from a public transport point of view. The road infrastructure required to serve potential development is already in place including several points of access.

O'Devaney Gardens benefits from an extant planning permission of 110 units for Phase 1A, it includes Blocks A,B,C & D of the redevelopment (figure 7) granted by An Bord Pleanala on 8th August 2011. The Phase 1A lands occupy an area of 2.47 hectares located at the north eastern and north western parts of the site. The permitted Phase 1A & development includes: 110 no. residential units (50 private and 60 social units) with the following mix:

- 41 no. three bedroom units,
- 45 no. two bedroom units,
- 15no. one bedroom units;
- 9 no. four bedroom units

The breakdown of unit type across Phase 1A is as follows:

- 41no. apartments
  - 1 Bed c. 58 sq.m.
  - 2 Bed c. 76.5 sq.m.
  - 3 Bed c. 110 sq.m.
- 31 no. two storey houses,
- 25 no. three storey houses,
  - 2 Bed House c. 90 sq.m.
  - 3 Bed House c. 108-116 sq.m.
  - 4 Bed House c. 127 sq. m.
- 7 no. two storey duplex, (c. 86 sq. m.)
- 6 no. live work units. (c. 112 sq.m)

The social housing breakdown of unit type is as follows of **Phase 1A - Blocks A+B.** will provide the following accommodation:

2 Bed Houses- 12 number  
3 Bed Houses- 17 number  
2 Bed Duplex- 7 number  
1 Bed Apartment- 6 number  
2 Bed Apartment- 8 number  
3 Bed Apartment- 6 number

Total 56 dwellings



The permission for phase 1A also includes: a new 325m central boulevard that will link the North Circular Road with Montpelier Park to the south. The new route is proposed to comprise of a planted area 2m wide in front of the buildings, a 4 metre wide road carriageway and a 2 metre wide footpath. The approved layout provides for the existing vehicular access points to the North Circular Road and Thor Place to be retained. In addition vehicular access via Infirmiry Road will be improved with the addition of a second access from the Montpelier Gardens/ Montpelier Park area to the south of the site. This will include a new north south access road / boulevard that will create a better connection between the Montpelier area and to the south and the North Circular Road to the north. The permitted layout is intended to accommodate a Dublin Bus route through the site.

The area to the centre of the site is proposed to be a neighbourhood park with a total area of 4,680 sq. metres. The park is proposed to be a multifunctional space with landscaping, grassed areas, children's play area and hard landscaped civic areas. The estimated cost of providing the urban works, which includes the entrance road, boulevard, temporary road, provision for services

Masterplan 2010 Proposed Phases						
Land Use	Phase 1A	Phase 1B	Phase 2 Option 1	Phase 2 Option 2	Using Option 1	Using Option 2
Residential Units	110 units	48 units	240 units	120 units	398 units	278 units
Park / Open Space	4,680 sq. m	-		1,100 sq. m	5,780 sq. m	5,780 sq. m
Retail / Commercial	-	1,880 sq. m		8,800 sq. m	1,880 sq. m	9,880 sq. m
Office	-	585 sq. m	-	-	585 sq. m	585 sq. m
Community	-	695 sq. m	-	-	695 sq. m	695 sq. m

Table 1: Proposed Phases

The existing Masterplan for the overall site indicates that Phase 1B (figure 9) would comprise a mixed use commercial, retail, office, community and residential area with a total of 48 no. residential units and 3,160 sq. m of other space. Phase 2 of the development (southern end of the site) provides two options with the first comprising entirely residential with 240 no. residential units together with a 1,100 sq. metre park and the second a mixed use residential and commercial phase with c.120 no. residential units and 8,000 sq. m of commercial space and the 1,100 sq. metre park.

The development potential outlined above relates to that envisaged in the 2010 masterplan and extant planning permission, there is scope to increase this potential having regard to the inclusion of St. Bricin's Military Hospital site and on the former Department of Defence site on Infirmiry Road within SDRA 11.



- Exploit the potential of the location, its close proximity to Phoenix Park, the LUAS, Heuston Station and the city centre

The overall approach set out in the masterplan is still relevant. However, the detail of the masterplan proposals has been assessed in the context of changing circumstances some changes are proposed going forward.

## POLICY CONTEXT:

The site at O'Devaney Gardens together with the adjoining St. Bricin's Military Hospital and the DCC site on Infirmery Road are zoned 'Z14' – a Strategic Development and Regeneration Area – in the Dublin City Development Plan 2016-2022, with a stated objective "To seek the social, economic and physical development and/or rejuvenation of an area with mixed use of which residential and Z6 (employment) would be predominant uses"

The City Development Plan 2016-2022 contains a number of key guiding principles for this site and the wider area within which it is situated, under the heading SDRA 11:

1. The strategic location context of this site within the city (close to the amenities of the Phoenix Park, Heuston Station, and the new Criminal Courts of Justice), its potential positive contribution to the character of the city and the potential that exists for greater synergies to Stoneybatter and Grangegorman will be valued and promoted; there is an opportunity for a mid-rise residential building towards the centre of the site, similar to that within the Grangegorman SDZ.
2. The development of a high quality residential quarter comprising quality new homes supported by a complimentary range of mixed commercial, community and recreational facilities will be promoted for this site. The site will provide for a mix of tenure with social, affordable and private housing all provided on site.
3. The development of attractive new streetscapes with mixed typologies of high quality accommodation, a high quality public realm and active street frontages will be promoted to compliment the architectural legacy of streetscapes adjoining this location including the special streetscapes of the North Circular Road, Infirmery Road and Oxmanstown areas.
4. Accessible locations for commercial and community facilities to encourage interaction between the site and established communities adjoining will be promoted.
5. The development of a neighbourhood park as a key feature of the design to provide recreational amenities, encourage community interaction and provide a focal point/meeting place for the wider local community; the location will be bounded by high quality streetscapes accommodating commercial, community and residential uses to generate activity, encourage active use of the space and provide passive surveillance. To provide space for an all-weather pitch, multiple use games area (MUGA), community centre and community garden. Provide quality open green spaces consisting of a minimum of 15% of the site area. Green spaces can serve as sites of social exchange and communicate a respect for nature as a guiding design principle for the site.
6. The established character of streets and residential amenities for adjoining residents will be respected in the urban design proposals and layout of a new development; opportunities for new building forms to aid legibility through the scheme and create streetscapes of visual





- interest will incorporate appropriate height transitions from site boundaries and propose locations that avoid negative impact on adjoining residential boundaries.
7. Permeability through the site will be promoted to integrate the location more successfully with the adjoining community; the existing bus route will be retained and incorporated along a main boulevard route connecting the North Circular Road to Montpelier Gardens; opportunities for connections with streets to the northeast boundary, with particular emphasis on walking and cycling routes, will be encouraged.
  8. To have regard to the physical integration and regeneration potential of Manor Street/Stoneybatter as important streets / radial routes in the redevelopment proposals for this area.

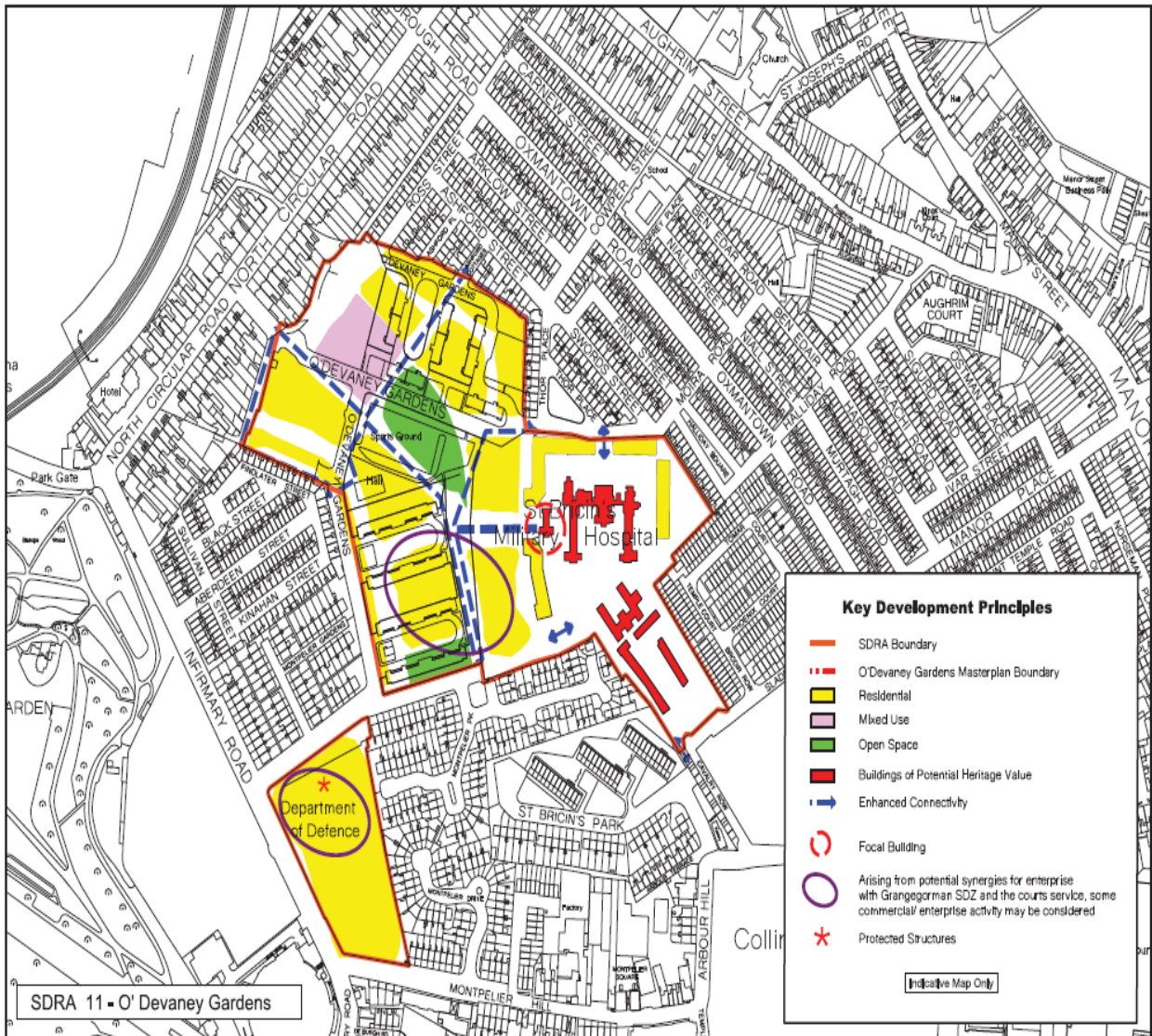


Figure 3: SDRA 11



## KEY CHALLENGES AND OPPORTUNITIES FOR THE SITE:

The key challenges identified in the 2010 Masterplan remain pertinent today and provide a focus for the issues which a redevelopment strategy can address. Fundamental to this strategy is the need to overcome the isolated character of the site and its poor integration with the surrounding neighbourhood. This is particularly evident at the boundaries some of which are highly defensive or presented with rear boundary walls/ lanes. Connectivity towards Oxmanstown Road is limited to one vehicular route, with three other roads ending in abrupt cul-de-sacs at the entrance to the lands. The entrance off Infirmary Road and Montpelier Gardens lacks any sense of enclosure with a poor visual impression created by the vacant and now derelict former Department of Defence buildings on the Infirmary Road site. This lack of permeability and integration creates both visual and safety issues which need to be addressed in consultation with the Local Community.

Despite these challenges the O'Devaney Gardens site presents a real opportunity to provide much needed housing in the City in a location that is within walking distance of the city centre, the Phoenix Park and the LUAS redline. New development at this site provides the opportunity to address the issues of poor connectivity and harsh boundaries and to provide an attractive and relatively quiet residential environment within the inner city. A positive approach must be adopted in the provision of this new residential environment, with integration and a mix of housing typologies and tenures a key requirement.

## VISION

The vision for this site is for a new residential neighbourhood that is safe and attractive; provides an appropriate mix of housing types and typologies, and where residents are within walking distance of a host of neighbourhood amenities including open space, schools, retail and recreational facilities.

## SUSTAINABLE COMMUNITY

Delivering a significant quantum of new residential homes into an area requires assessment and consideration of the various amenities that are required to support this community. Existing services and facilities in the wider area are considered and deficits identified where appropriate. The 2010 community audit carried out in preparation of the Masterplan was reviewed taking on board new development proposals and also opportunities presented by the Infirmary Road site.



## OPEN SPACE

The residential community between Infirmary Road and Aughrim Street/ Manor Street is comprised predominately of terraced housing within a tight urban grain. Areas of open space are limited to the private lands of St. Bricin's Military Hospital, the military cemetery at Arbour Hill and Croppy's Acre, with few opportunities for children's play / informal play space. Beyond this area both the Phoenix Park (People's Garden) and the new Grangegorman Campus provides good quality children's playgrounds. While these latter two facilities offer good quality local amenities, it is considered that the immediate environment is lacking in public open space and that provision for such should form a key element in the redevelopment of O'Devaney Gardens. This may take the form of one large neighbourhood park in the order of c. 5,000 sq. m. or comprise of two smaller local parks. Consideration should be given for children's play space as well as less formal relaxation space and possibly allotment space.

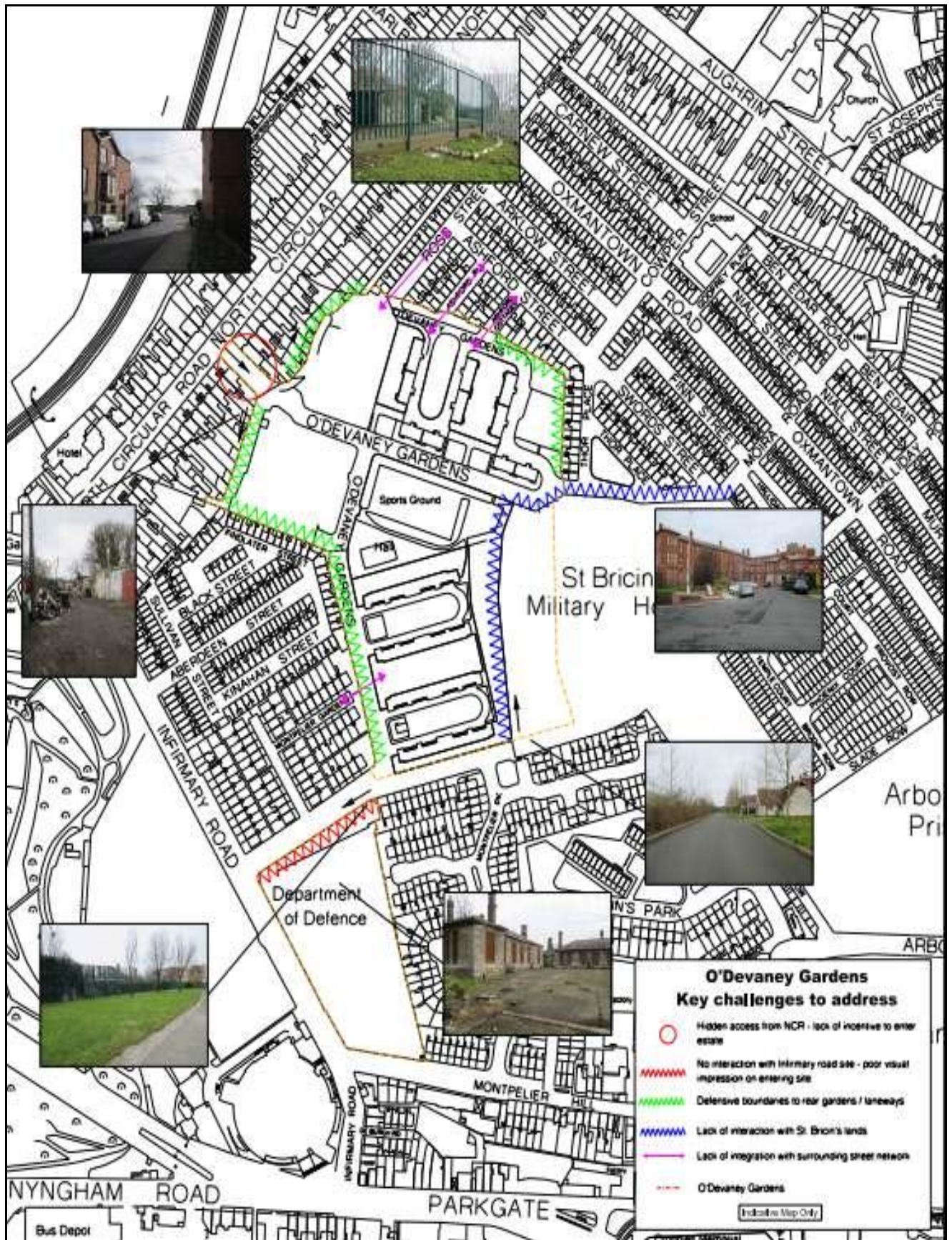


Figure 4: O'Devaney Gardens - Key Challenge

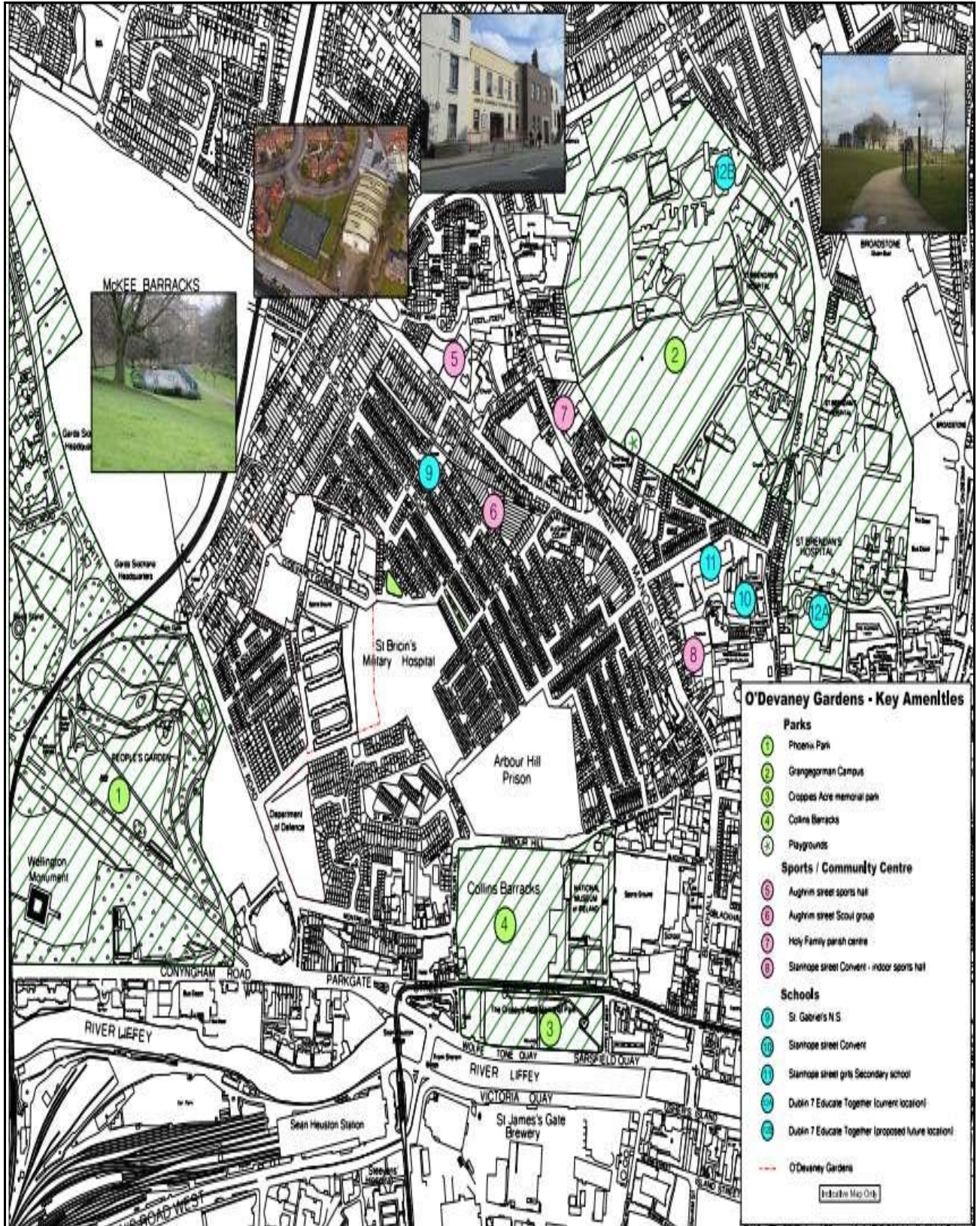


Figure 5: O'Devaney Gardens Key Amenities



## RETAIL

When the 2010 Masterplan was prepared for O'Devaney Gardens it was anticipated that commercial retail space would be provided to the north of the site off the North Circular Road, with provision for a 1,000+ sq. m. Supermarket. Since then Tesco have opened a large supermarket to the rear of the Maple Centre, Navan Road and work has begun on the construction of a new discount supermarket at Hanlon's Corner. These recent developments are considered to adequately address the convenience retail need in the area, and it is further considered that the development at Hanlon's Corner will help consolidate the neighbourhood centre running from Hanlon's Corner, south along Prussia Street into Stoneybatter. Providing additional large scale convenience shopping at O'Devaney Gardens would undermine this neighbourhood centre and is not considered appropriate. Consideration will be given to the provision of small local retail units in the vicinity of a new public open space and/or close to the entrance off Infirmary Road. However, it is also noted that there are a number of existing small local convenience shops in the near vicinity which would be supported by an increase in residential population.

## SCHOOLS / RECREATION / COMMUNITY

The O'Devaney Gardens site is considered to be well served by existing community facilities in the form of schools, sports halls, parish centres etc. There are existing primary schools at St. Gabriels on Cowper Street and a new Educate Together primary school is being built on the Grangegorman Campus. The Aughrim Street Scout Group on Ben Edar Road, the Dublin City Council Sports Centre on Aughrim Street and the Holy Family Parish Centre on Prussia Street all provide important civic and community facilities, complimented by a range of other amenities along Manor Street/ Stoneybatter. It is considered that new residential homes will help to support existing facilities in the area. With an increase in resident population the City Council will give consideration to providing additional staff and increased services at the City Council Sports Centre on Aughrim Street.

While there are a number of crèches facilities already in operation in the vicinity of Stoneybatter the delivery of a significant new residential development may give rise to the need for additional crèche services, depending on the nature of residential development provided. Appropriate locations for such a service would include adjoining the proposed new public park or on the Infirmary Road site.

## GRANGEGORMAN CAMPUS

### WHAT HAS BEEN ACHIEVED IN GRANGEGORMAN TO DATE IS AS FOLLOWS:

- Playground
- All weather pitch.
- GAA pitch and a soccer/rugby pitch.
- Small gym – open to the public.
- Public realm , including 1 km running circuit – open to the public
- Primary school.



#### WHAT IS PROPOSED IN GRANGEGORMAN IS AS FOLLOWS:

- Sports centre, incl. sports hall, basketball courts, gym and ancillary rooms for activities such as yoga, pilates etc. – all will be available to the public.
- Swimming pool- will be available to the public.
- Library – to which the public will have access.

All of the above are within walking distance of O'Devaney Gardens. Direct access to the campus is possible from Prussia Street via Fingal Place.

#### INFIRMARY ROAD SITE

As noted earlier in the report, the Infirmary Road site forms part of a Strategic Development and Regeneration Area in association with the O'Devaney Gardens site. This site contains a number of buildings of architectural, artistic, historical and social merit, notable of which is the former Isolation hospital fronting Montpellier Gardens. It is considered that this building lends itself well to providing a public/ community use with an enhanced public domain to Montpellier Gardens providing an attractive and welcoming entrance into the O'Devaney site. Uses for the former hospital could include a crèche facility, GP surgery, or other suitable community or commercial use. As noted above the vision for the O'Devaney Gardens site is to create a quiet and attractive residential setting. This can be complemented by focusing the more community or commercial elements within the Infirmary Road site, located along a busy street and with greater public access. The opening of this site to Montpellier Gardens is seen of particular importance in enhancing the overall setting of the area.

#### DEVELOPMENT PROPOSALS FOR O'DEVANEY GARDENS

The development proposed for the regeneration of O'Devaney Gardens is broadly in line with the proposals set out in the masterplan produced for the lands in 2010. The amendments/modifications to the masterplan have been outlined earlier in this report and relate mainly to reducing the retail element and relocating some community facilities to adjoining lands with a view to increasing the number of housing units.

The residential development proposed comprises of an appropriate mix of private and social housing units along with other social amenities with the objective of delivering a sustainable mixed tenure residential development

Housing units will include a mix of two and three storey terrace houses, apartments of varying sizes in blocks 3 to 5 storey's high and a small number of duplex units. It is proposed that the social housing element will encompass 30% of the total development. The quantum of housing development proposed will allow for the City Council to adequately satisfy housing demand and need in the area.

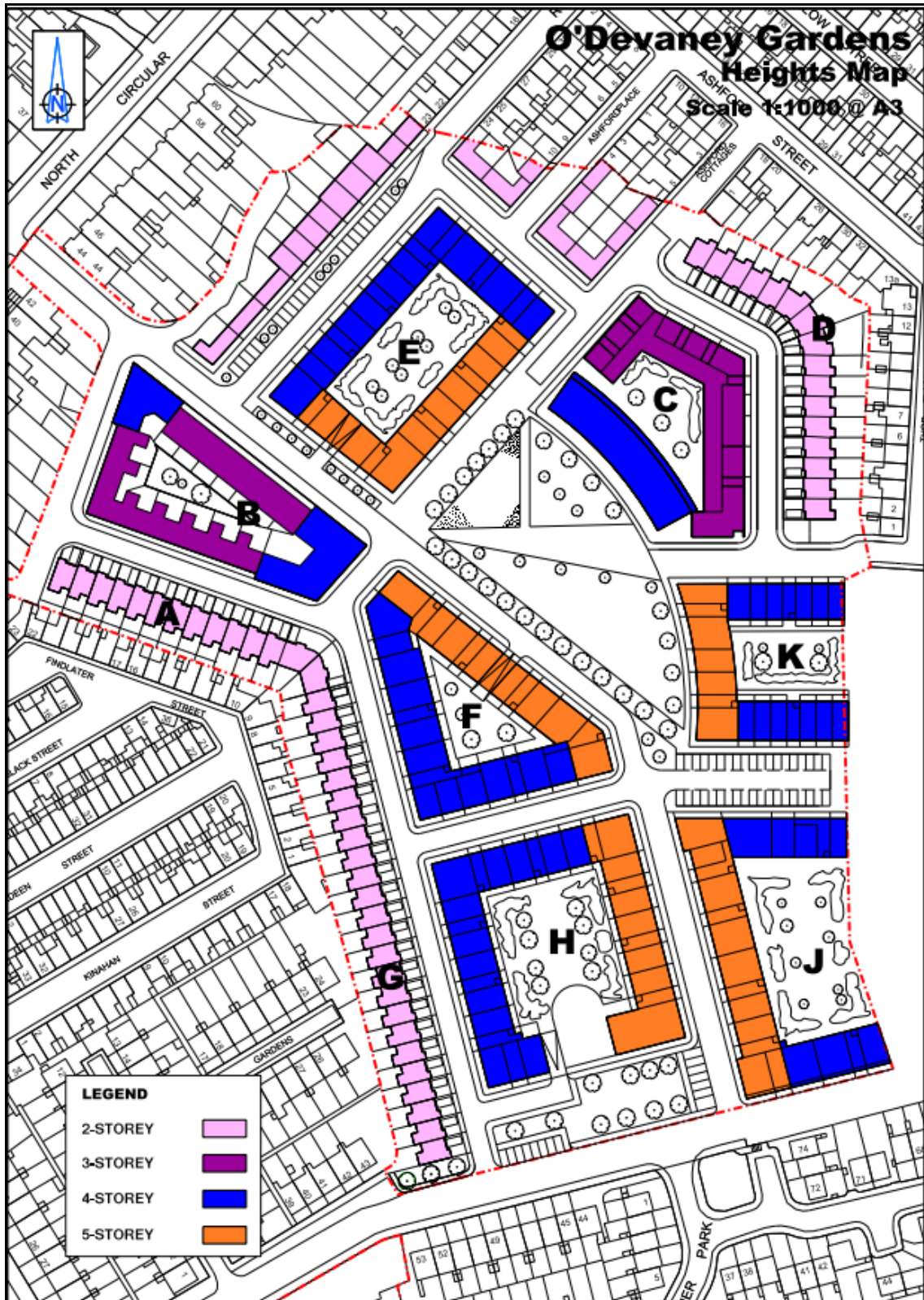


Figure 6: O'Devaney Gardens - Proposed Heights





The focus of the report is on the early delivery of housing. The land which extend to C.10 hectares have existing planning permission under Phase 1A for the development of 110 housing units comprising of a mix of two and three bedroom terrace and apartments on the northern part of the site of which 60 units (54.5%) are for social housing use. The latter phases are subject to the guiding principles, policy context and development standards of the City Development Plan.

The configuration of the site allows for the lands to be developed on a phased basis. The details of which are set out below (figure 7) along the details of development potential and typology. The layout and potential assessed for phases 1B and 2 is indicative and can be modified if necessary to meet changing social housing needs.

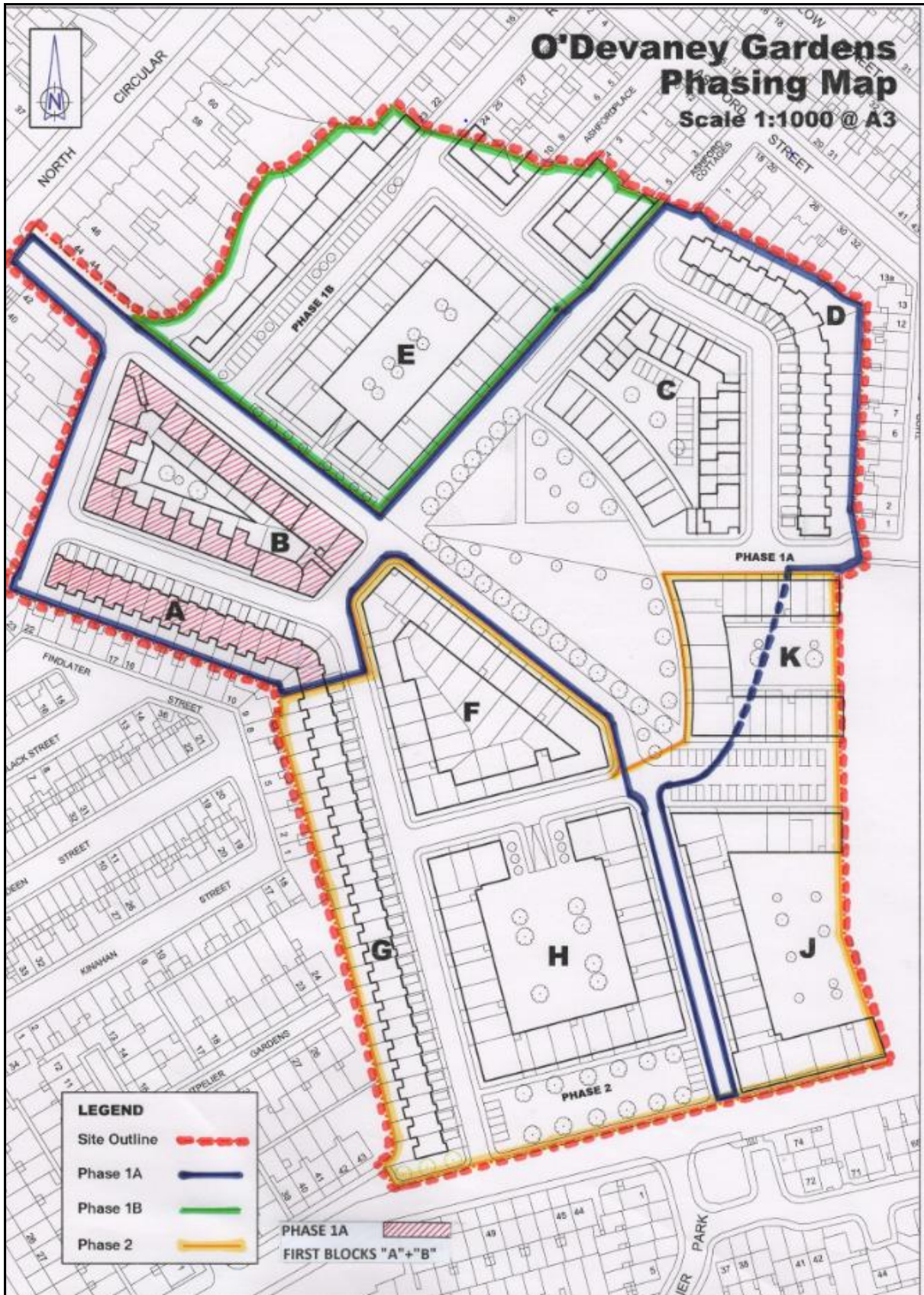


Figure 7: O'Devaney Gardens Proposed Phasing



1. Lot 1A - 110 Residential Units (Full Planning Permission Granted)
  - 31no. 2-storey terrace houses
  - 25no. 3-storey terrace houses
    - ❖ (13 x 2 bedroom; 34 x 3 bedroom; 9 x 4 bedroom)
  - 41no. apartments in 4-storey blocks
    - ❖ (9 x 1 bedroom; 25 x 2 bedroom; 7 x 3 bedroom)
  - 7no. 2-storey duplex units
  - 6no. live work units (1 bed)
  
2. Lot 1B - 117 Residential Units (indicative layout)
  - 21no. 2-storey terrace houses
  - 96no. apartments in 4 and 5storey blocks
  - Local Shop – 1 number c. 122 sq. m.
  
3. Lot 2 - 357 Residential Units (indicative layout)
  - 24no. 2-storey terrace houses
  - 333no. apartments in 4 and 5storey blocks
  - Crèche – 226 sq. m.
  
4. Infirmiry Road
  - Phase 1: 30 social units
  - Phase 2: 30 units (*potential for additional units depending on the proposed use for the existing structures*)

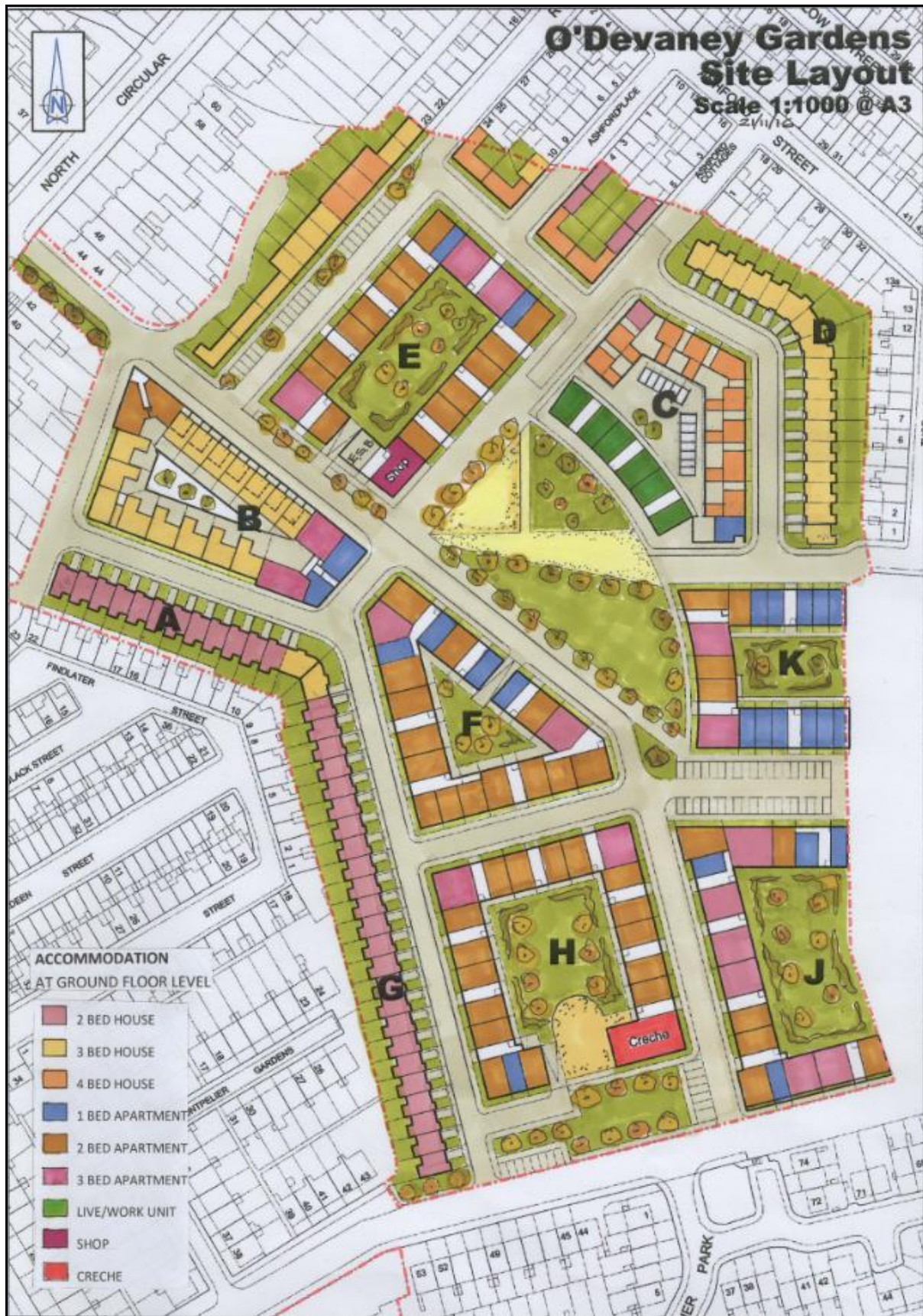


Figure 8: Accommodation Layout Key



## QUALITY OF DEVELOPMENT

The City Development Plan 2016-2022 envisaged a development of high quality with the emphasis on a new approach to housing provision. The key elements are as follows:

- Respect the scale, layout, grain and massing of the existing fabric, North Circular Road etc.
- Create a high quality residential area with a sustainable social mix and housing tenure
- Promote high quality architecture
- Develop successful models for social housing and apartment living in an urban context
- De-stigmatise social housing through good design and good social housing integration policies
- Housing / apartment units to comply with Variation 21 of the Dublin City Council Development Plan 2005-2011
- All housing units to achieve BER 'A'
- All units to be accessibility proofed
- All new developments to comply with best practice design standards.



Figure 9: Masterplan 2010 - CGI "View 8" Phase 1 Block B (left) and Block A (right)



Figure 10: Masterplan 2010 - CGI “View 5” Central Public Open Space – Interface with block C (right)

## TENURE MIX

The tenure mix for the proposed development is 30% social housing, 50% private housing and 20% affordable rental. The City Council will consider including Affordable Rental Housing in its Procurement Documents. It is anticipated that an Affordable Rental model will be announced by government in the coming months.

The planning permission granted for phase granted for phase 1A is for 110 residential units, of which 60 (54.5%) are to be for social housing use. The remaining 115 social units will be distributed over phases/lots 1B and 2. If there is a requirement for senior citizen units these can be accommodated with the social mix detailed below.



The table below outlines the number of households on the Dublin City Council housing waiting list with Area “P” as their first choice. The table shows the length of time each household has been on the housing waiting list and the size of unit required. In total, there are 398 households on the housing waiting list for this area (Area P), of which 80 have been on the list for more than 10 years.

Dublin City Council Housing List – Area P (August 2016)						
Number of Years on the Housing Waiting List	one bed	two bed	three bed	four bed	five bed	Total
0 to 1 year	7	3	1	0	0	11
1 to 5 years	106	39	5	2	0	152
5 to 10 years	98	36	18	3	0	155
over 10 years	40	19	19	2	0	80
<b>Bed Total</b>	<b>251</b>	<b>97</b>	<b>43</b>	<b>7</b>	<b>0</b>	<b>398</b>

Table 2: Housing Waiting List August - Area P

The proposed development in O’Devaney Gardens will include 175 social housing units. In tandem there are plans for a development on Infirmary Road that will potentially include 30 social housing units. The table below outlines the number of social housing units proposed for the O’Devaney Gardens and Infirmary Road sites, and the level of social housing need in the area (Area P) that these proposed developments will meet.

	Social (Potential breakdown)	Infirmary Road, Site (Potential breakdown)	Total Need (Dublin City Council Housing List – Area P (May 2016))	% of need met by proposed development
1 Bed	41	15	251	22%
2 Bed	92	15	94	113%
3 Bed	36	0	42	86%
4 Bed	6	0	7	86%
<b>Total</b>	<b>175</b>	<b>30</b>	<b>394</b>	<b>52%</b>

Table 3: Social Housing Provision – O’Devaney Gardens Development



## MAKING THE REGENERATION A REALITY – HOW?

### MIXED TENURE – BUILT TO RENT MODEL

Details were given in the Housing Land Initiative Feasibility Study on the merits of providing housing for long term rental under a Build to Rental model. A key objective of a Build to Rent model is to provide long-term affordable accommodation for low to moderate income key worker householders in urban areas of high demand for residential accommodation. It is considered that the subject site given its convenient city location is ideally suitable for housing development for such purposes. In many locations across the city the market price of apartments are lower than the construction costs. Consideration should therefore be given to providing and securing housing development for long term rental purposes.

### DUBLIN HOUSING MARKET 2016

The Dublin housing crisis continues to be widely reported upon by the national media. Little new construction is taking place while demand for all types of housing tenure is still rising. This is particularly evident in the case of starter homes and rental accommodation. Demand far exceeds supply and this has given rise to a dramatic increase in housing rentals that are now reported to be 5.2% higher than their previous peak in 2008. Ireland is now experiencing a chronic housing shortage which has contributed significantly to the current homeless crisis and this is most evident in Dublin.

A total of 2,891 housing units were completed in the Dublin Region in 2015, of which 667 were built in Dublin City (See the table below). Factors affecting supply include: the lack of readily available serviced land to build on; high construction costs; and, bank funding restrictions.

Dublin (City Council boundary)	2015 Q1	2015 Q2	2015 Q3	2015 Q4	2015 Total
House completions by sector					
Private	64	131	162	123	490
Social	118	0	19	50	187
Total	182	131	181	173	667

Table 4: House Completions Dublin 2015





The Governments 'Action Plan for Housing and Homelessness' (2016) comprises of the following five pillars of planned actions right across government: addressing homelessness; accelerate social housing; building more homes; improve the rental sector; and, utilising existing homes. The key areas of action that focus on speeding up the delivery of housing will greatly assist in securing the early delivery of the proposed development as outlined above.

## SECURING THE EARLY REDEVELOPMENT OF O'DEVANEY GARDENS

The objective is to secure the early redevelopment of the lands, it is proposed that the Council include as part of its Housing Programme Blocks A & B and immediately seek funding approval from the DHPC&LG to construct 56 social homes. The City Council will immediately appoint a design team to deliver Blocks A & B for 56 social homes using the existing planning permission for phase 1A.

As outlined in the Housing Land Initiative Feasibility Study the City Council has traditionally secured the redevelopment of its land under development agreements with title to lands only being transferred when a development had been substantially completed.

A development agreement is in essence a contract that sets out the process under which an agreed development should be delivered. It sets out conditions on its future use and it establishes a timeline for defined actions to be taken and sets out mechanisms to address either party's failure to meet their commitments.

To procure the required development it is proposed that the lands (all or parts) be offered for sale by public tender. It will be a condition of sale that the development must be undertaken broadly in line with the development outlined in this report and additional conditions will be included relating to tenure mix and future use (long term rental under a Build to Rent model) and other relevant matters. Title of the land will not be transferred until defined parts of the development have been substantially completed.

Tenders will be required to: furnish details of experience in delivering large scale housing projects; provide details of their professional teams with relevant experience; provide and substantiate details of their financial capacity to deliver the proposed development within a specified time period and to make a financial proposal to undertake the proposed development.

## VALUATION OF SITE

The current Estimation Market Value of the site is in the region of €14 million. (This will be indicative prices to seeking of tenders)

This value will be retrieved by Dublin City Council as part of the Public Procurement process and can be done in an amount of ways:

- Cash Payment
- Provision of additional infrastructures
- Subsidisation of Affordable / Private Units



## CONSULTATION

To ensure that there is ongoing consultation and communication with the local community we will now establish a new “O’Devaney Gardens Regeneration Consultative Forum” which will involve residents from the relevant local estates and from Community Groups which will meet every two months. An independent person will be invited to Chair this Forum.

We will appoint a senior Dublin City Council official to become a member who will keep the forum completely up to date and aware of the procurement, tendering and development process. We intend to be in a position to arrange the first meeting of this Forum in January 2017.

## THE DRAFT TERMS OF REFERENCE WILL BE

The Regeneration Consultative Forum is established to:

- Monitor an integrated regeneration programme for the O’Devaney Gardens site, Dublin 7.
- Consult, co-operate and liaise with all interested parties including the local community and any relevant statutory bodies.
- The Forum will meet every two months.
- The Forum will at all times operate by means of a consensus approach.
- The business of the Forum will be conducted in an open and transparent manner and will recognise the increasing cultural diversity which exists in Ireland today.

Chair and membership:

- The Regeneration Consultative Forum will have an independent Chair and a core membership of not less than 10 members and not more than 15 members.
- Initial membership of the Regeneration Forum will be as follows:
  - Dublin City Council Officials 1
  - Local City Councillors 2
  - Neighbouring Estates 6
  - Community groups 2
- The Regeneration Forum may appoint additional members (subject to the overall maximum numbers of members) and may establish such sub-committees as are necessary to efficiently transact Forum business.



## SUMMARY OF PROPOSALS

- A Housing mix of 50% Private, 30% Social & 20% Affordable.
- Development Potential of 584 Homes.
- Existing Planning Permission for 60 Social Homes will be expedited and the necessary funding for the units will be sought from Government.
- Sensitive & adjacent communities.
- Additional 30 social homes on Infirmary Road Site.
- Provision of retail / Community and Recreation facilities.
- A Public Procurement Process will be speedily progresses with the aim of securing a Tender covers the:
  - Design of the New Development Building on the Indicative Existing Plans.
  - Construction of the New Development.
  - Proposals for the Future Management of the Development.
  - The Finance Mechanisms requires to fund the new Development taking full amount of the Market Value due to Dublin City Council

We are seeking approval of the Housing and Planning Strategic Policy Committees (S.P.Cs) to progress this vital new development to the Public Procurement and Tenders stage. If approved, this report will be submitted to the Full Council Meeting in January 2017.

The Housing S.P.C and the Consultative Forum will be kept informed fully on the progress of all aspects of this process.

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**Anthony Flynn**  
**Executive Manager**  
**09<sup>th</sup> December 2016**



# St. Michael's Estate Land Initiative / Regeneration Project





## BACKGROUND

This report examines the feasibility of advancing the St Michaels Estate site in Inchicore for development under the guidance of the City Development Plan 2016-2022 which came into effect on 21<sup>st</sup> October 2016.



Figure 1: Aerial Photo of former St. Michaels Estate



## SITE DESCRIPTION AND LOCATION

St. Michaels Estate is located c.4km west of the city centre in Inchicore. The property which extends to c.12.1 acres is bound to the north by Emmet Road, to the south by the Grand Canal and Goldenbridge Cemetery, to the east by the rear of residential dwellings on Connolly Avenue and Bulfin Court and to the west by St. Vincent's Street West. There is an internal road which runs in a north south direction and links the newly developed social housing at Thornton Heights to Bulfin Road. Earlier this year Richmond Barracks Exhibition Centre located on the eastern part of the site was opened to the public.



Figure 2: Thornton Heights Development

Vehicular access to the site is available from the north western corner from Emmet Road via St. Vincent's Street West. From the north east, an internal access road provides access from Bulfin Road. Vincent Street West and Bulfin Road have un-signalised junctions with Emmet Road. There are (unlinked) pedestrian crossings in proximity to both junctions.

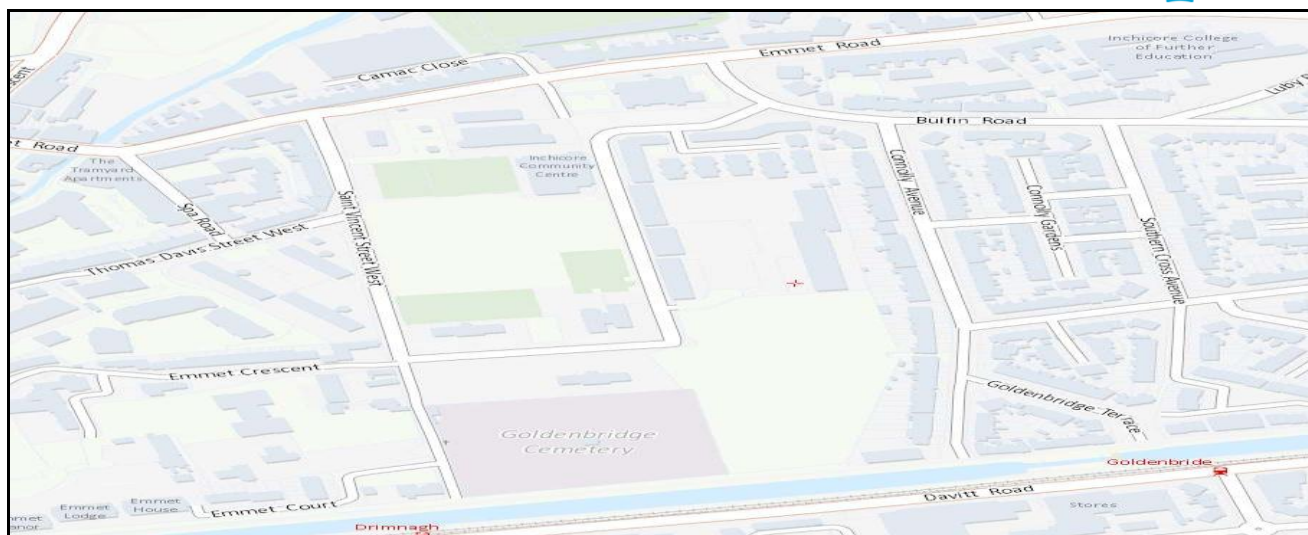


Figure 3: OS Site Location Map - Inchicore

The former Richmond Barracks dates from 1814, built as a recruiting centre by the British Army, and later used for housing by Dublin City Council when it was known as Keogh Square. Most of the barracks was demolished in 1969 and replaced by the St. Michael's Estate Local Authority Housing Complex, comprising four- and eight-storey floor blocks. These blocks are now also demolished with an aim to regenerate the estate into a thriving sustainable city neighbourhood.

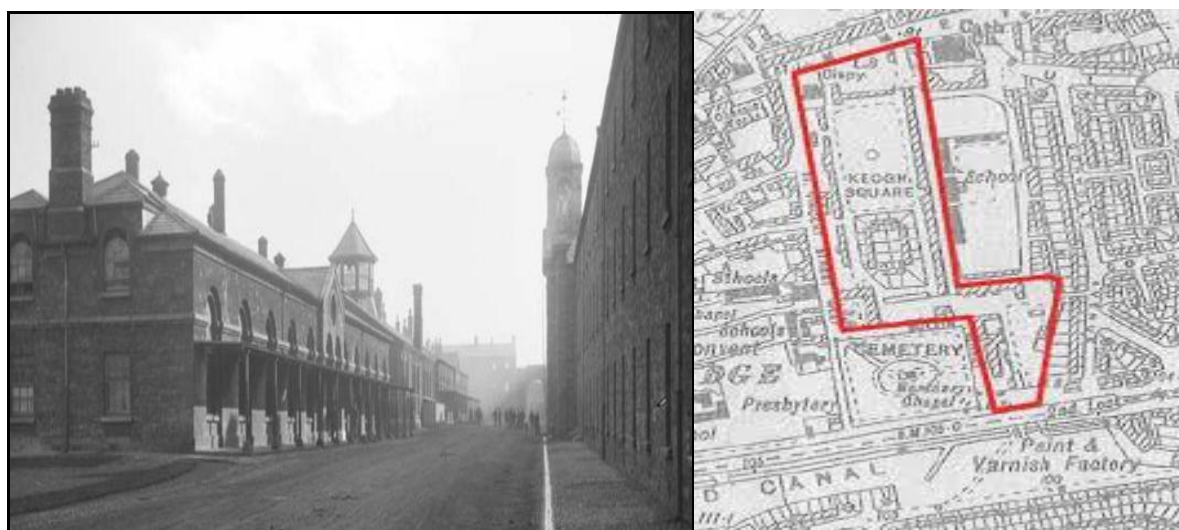


Figure 4: Former Richmond Barracks / Keogh Square



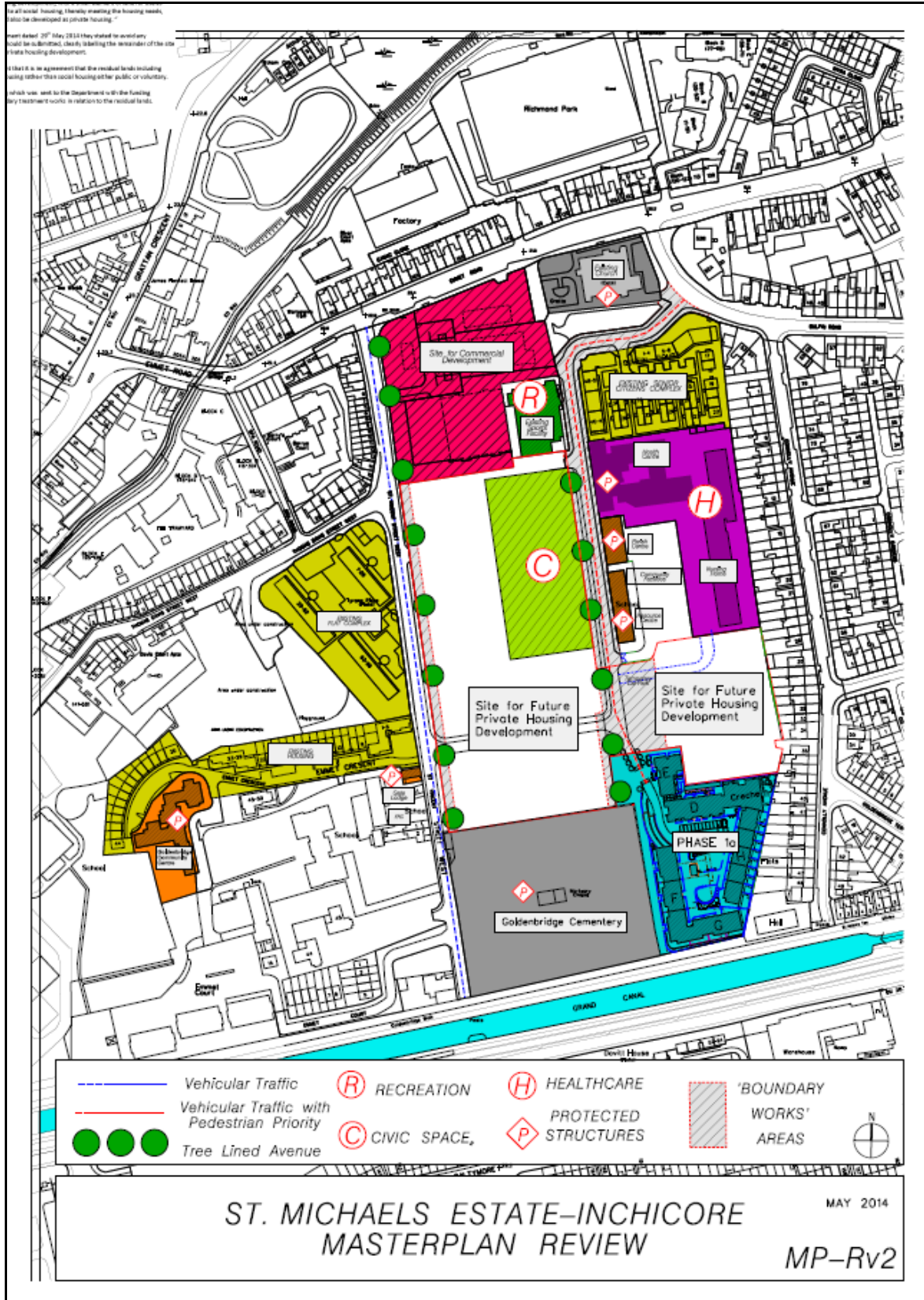


Figure 5: Masterplan Review - May 2014



## PLANNING POLICY CONTEXT:

The site at St. Michaels Estate is zoned 'Z14' – a Strategic Development and Regeneration Area – in the Dublin City Development Plan 2016-2022, with a stated objective *“To seek the social, economic and physical development and/or rejuvenation of an area with mixed use of which residential and Z6 (employment) would be predominant uses”*.

The City Development Plan 2016-2022 contains a number of key guiding principles for this site under the heading SDRA 9, notably:

1. The development of a high-quality, vibrant, mixed-use urban quarter will be promoted; new facilities will be located in accessible locations and will maximise the opportunities to connect with the wider neighborhood.
2. The development will compliment the regeneration of Inchicore by encouraging a natural extension of the village centre eastwards along Emmet Road; the development will provide strong connections between the site and the functions of the village centre, for which a Local Environmental Improvements Plan is proposed.
3. The development of high-quality streetscape onto Emmet Road with accessible civic spaces, active frontages and an appropriate transition in scale, height and character between the village centre and the site will be promoted.
4. Strong permeability will be sought through the site, including pedestrian and cyclist connections, to achieve strong north-to-south connections between Emmet Road and the LUAS/Grand Canal corridor and east-to-west connections between St Vincent Street West and Bulfin Road; active streetscapes along these routes will be promoted.
5. Variety in housing tenures and unit types will be sought in order to achieve a balanced and sustainable community.
6. The important heritage features on, and adjoining the site, shall be respected and highlighted by urban design with particular regard to the tourism, heritage, community and amenity value of assets such as St. Michael's Church, Richmond Barracks, Goldenbridge Cemetery and the Grand Canal.
7. Innovative proposals that create a landmark destination within the city for combined facilities of a community, recreational, leisure and sports nature will be promoted; such facilities shall integrate positively with the existing sports facilities on site.
8. The development of high-quality Senior Citizen housing. This will be located on the site between Thornton Heights and Richmond Barracks.

The Dublin City Development Plan 2016-2022 also contains an indicative land-use map for the future build-out of the scheme:

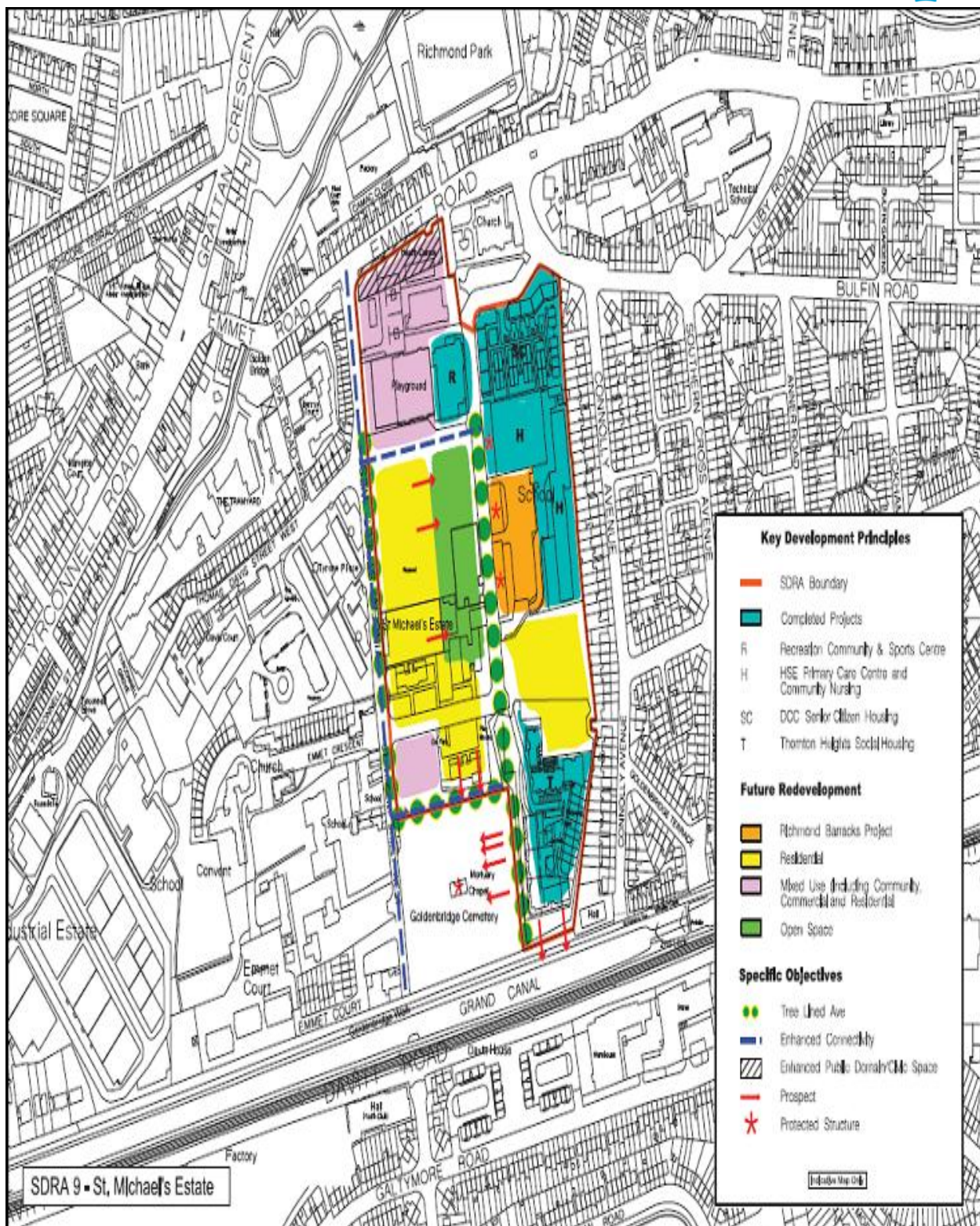


Figure 6: SDR 9



As evident from map Figure 6 there has been significant development on this site over recent years, including the newly constructed Thornton Heights residential scheme, the HSE Primary Care Centre and community nursing , the DCC Senior Citizen Housing at Bulfin Court and the Community and Sports Centre. Richmond Barracks has also been opened to the public providing a permanent interactive historical display and a venue for up to 200 people suitable for conferences, receptions and exhibition, along with the new landscaped gardens and coffee shop. The centre also runs tours of the Goldenbridge Cemetery.

## DEVELOPMENT PROPOSALS FOR ST. MICHAELS ESTATE

The remaining lands available for development can be grouped into three distinct but interlinked sites:

1. Phase 1B: (c. 2acres) located between Thornton Heights and Richmond Barracks. This site has proposals for 60 senior citizens units.
2. Phase 2: (c. 6.5 acres) located between Inchicore Community Sports Centre and Goldenbridge Cemetery. This site is currently vacant: maintained as grassland.
3. Phase 3: (c. 3.6 acres) located south of Emmet Road, inclusive of the Sports Centre site, Community Centre, HSE Building and Pigeon Club.

While these sites have been assessed together in terms of the overall requirements for the area, it is considered that there is potential for the three sites to be developed independently. In considering the indicative uses and the guiding principles of the Development Plan the following issues have been considered.

### Open Space:

Phase 2 and 3 (as above) shows an area of open space adjoining the Sports Centre and across from Richmond Barracks. This location is considered appropriate as it will enhance the setting of the Barracks and also allow for inter-usage between the open space and the sports centre. The park will serve as a local neighbourhood park, with the area generally well served by open space given its location adjoining the Grand Canal, c 950m from the IMMA gardens, c. 1km from the Irish National War Memorial Gardens, c. 650m from Grattan Crescent Park and 1.4km from Brickfields Park in Drimnagh. Depending on the tenure mix of new housing constructed within the overall site, consideration should be given to providing a new local playground in the park. It is noted that a new playground has been provided within Thornton Heights servicing this scheme. Quality landscaping for biodiversity and amenity will also be required. Importantly for this space is the fact that it is overlooked by housing on the southern and western edges in order to provide some passive surveillance.



Figure 7: Refurbished Richmond Barracks

Also to note in terms of open space there are proposals to re-open Goldenbridge Cemetery to accommodate cultural and heritage tours.



Figure 8: Goldenbridge Cemetery



## MIXED USE / COMMUNITY FACILITIES:

The SDRA indicative map Figure 6 shows an area of mixed-use; onto Emmet Road and also a small section within the south-east corner of the site, adjacent to Goldenbridge Cemetery. In considering the appropriate uses for these sites a preliminary assessment was made of the existing local community facilities in the vicinity. As indicated in the map Figure 9, the area is very well served by local schools, community centres, resident halls and parish centres, sports grounds etc. The site immediately adjoins and/or includes the refurbished Richmond Barracks, the HSE Primary Care Centre, the Inchicore Community Sports Centre, St. Michaels Youth Project, Bulfin Estate Resident's Association Hall and St Michaels Parish Community Centre. A new crèche and after-school facility has recently been provided in Thornton Heights, while Our Lady of Lourdes N.S. has approved planning permission (granted April 2015) for a significant extension and refurbishment of the existing school to include a new general purpose hall and new ball courts onto St. Vincent Street West. The Old Gate lodge at Emmet Crescent, an attractive building of local heritage value has recently received funding for refurbishment to accommodate a family resource centre. Consideration should be given to the provision of a local convenience shop, particularly somewhere in the vicinity of the Goldenbridge School.

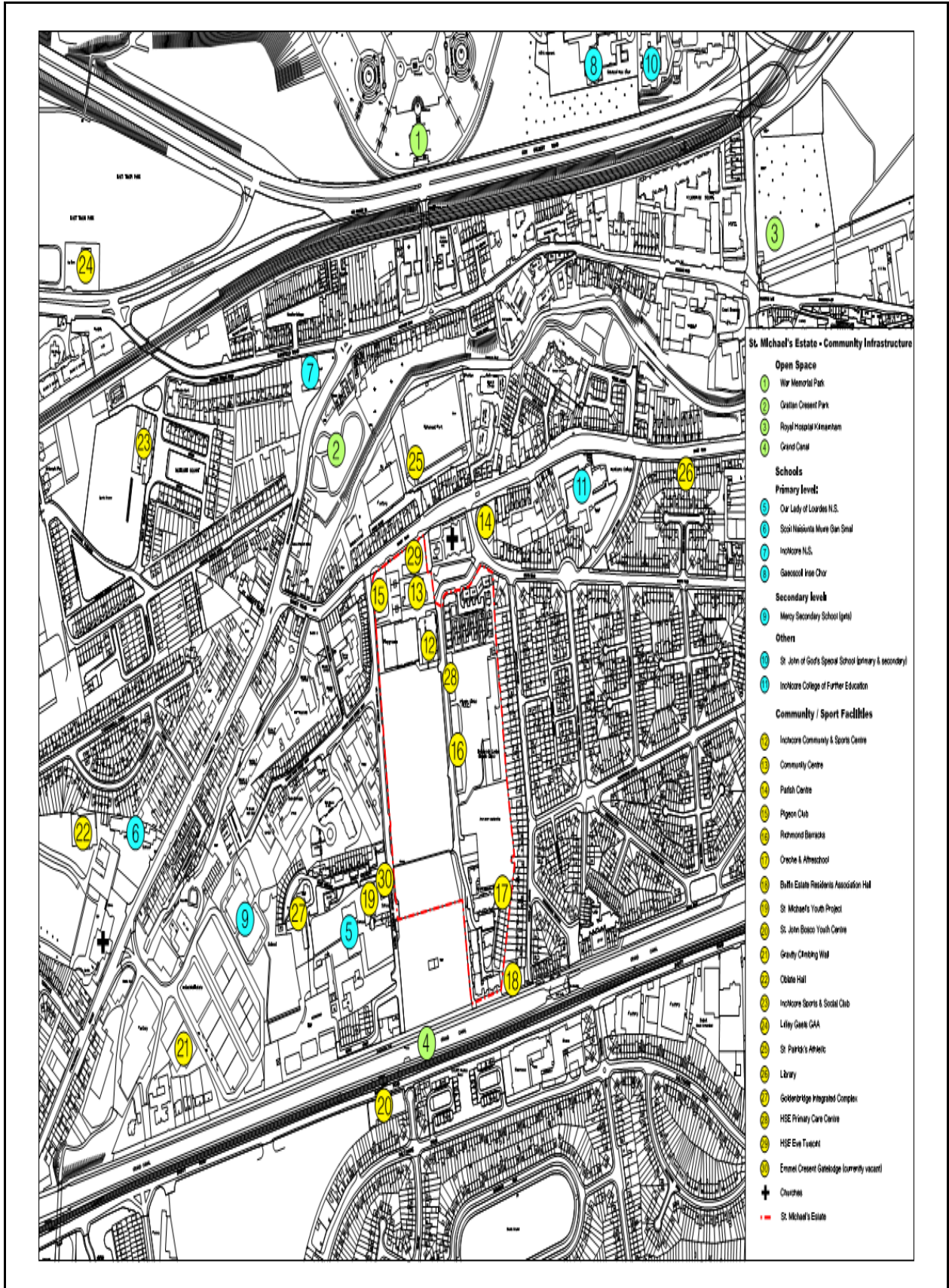


Figure 9: Preliminary Community Audit 1



Within Phase 3 indicative map figure 14 there currently stands three older single-storey buildings containing (i) The Pigeon Club (ii) St. Michaels Parish Community Centre, and (iii) the HSE Eve Tusicint building, all currently in use. More recently constructed is the Inchicore Community Sports Centre, with all-weather pitch beside, accessed off the St Michaels Estate Road. The three older properties while serving the local community present an unattractive streetscape to Emmet Road at the entrance to Inchicore Village and at single-storey are considered a poor use of urban village land. It is proposed that these buildings be demolished if consent is forthcoming from HSE and the lease holders of the Pigeon Club. The site has potential to be redeveloped with a high quality streetscape onto Emmet Road inclusive of a new Civic Urban Space linking perhaps to the St. Michaels Church and/or connecting Emmet Road with Inchicore Community Sports Centre. Accommodating the existing community spaces will require detailed consultation and negotiation at both individual and community level. It is also considered that this site should provide for new retail facilities, with space allocated for a new convenience store serving the wider village area and some smaller retail units.



Figure 10: Inchicore Community Sports Centre





Figure 11: St. Michaels Church (view from Bulfin Road)

## ACCESS / PERMEABILITY

There are several existing uses on site which the existing and proposed road network will continue to serve. The northern portion of the site contains the HSE building, Inchicore Parish Centre and Inchicore Sports Centre. The HSE building is accessed directly from Emmet Road. The parish and Sports Centres are accessed from Bulfin Road. Also accessed via Bulfin Road is Richmond Barracks, the HSE Primary Care Clinic and Nursing Home and Thornton Heights residential development. The central portion of the site is clear and grassed over. There is predominantly residential development along the western perimeter of the site along St. Vincent Street West. Our Lady of Lourdes Primary School is located at the south western corner of the site. Currently there is informal car parking along the entire road network available for all uses on the site including drop off associated with the school.



Figure 12: HSE Primary Health Care Centre

## TENURE

The residual lands are bundled into a number of lots and can accommodate up to 420 dwellings, commercial development and amenity open space. The residential housing will be primarily 70% private and 30% public. A Capital appraisal to construct 60 older people's homes on site 1B will be issued to the department in December 2016 seeking funding approval to provide older persons housing. Subject to departmental approval site 1B (Lots 1) older person's development will be included in Social Housing Programme 2017 - 2020.

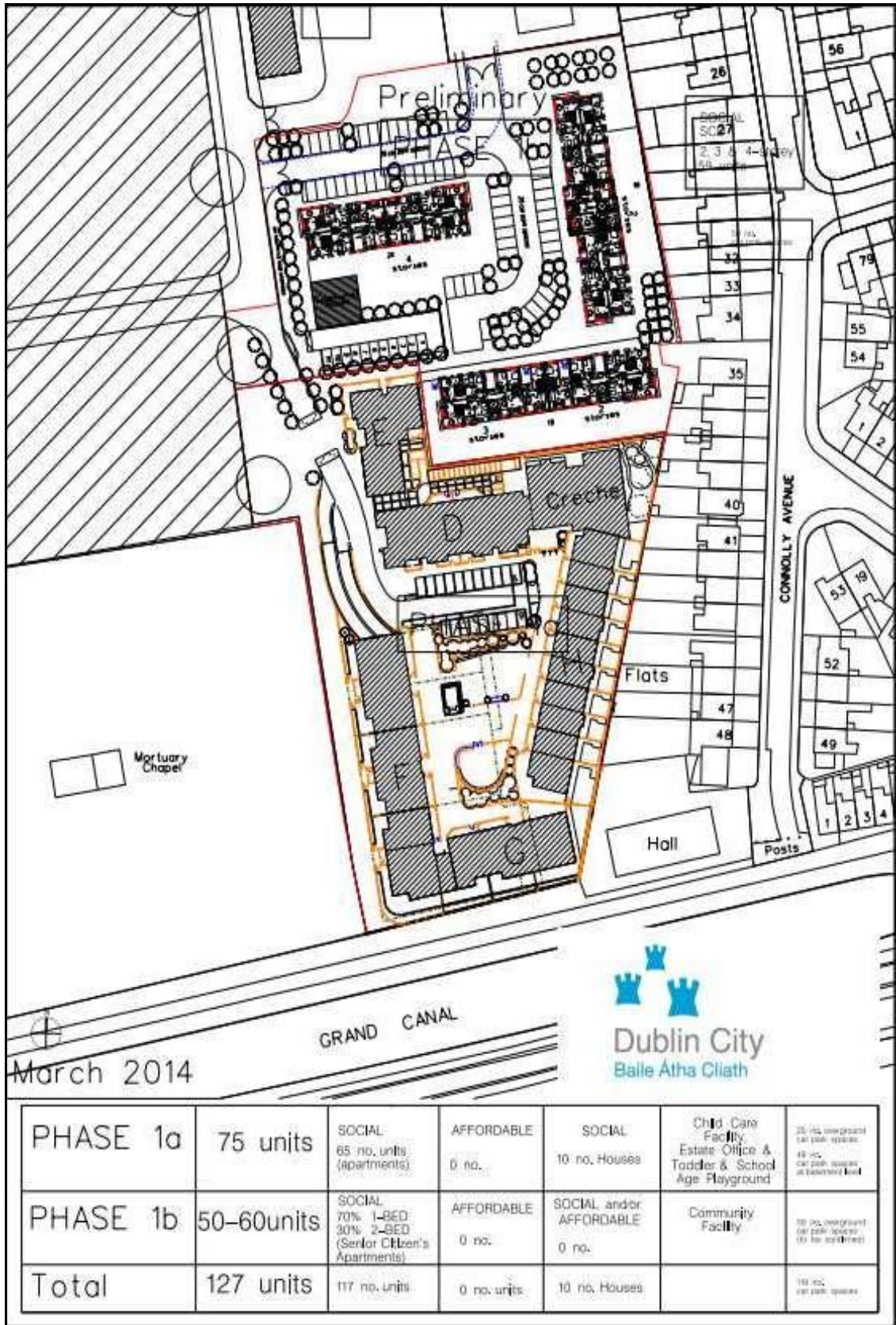


Figure 13: Proposed Layout – Site 1B



The residential development proposed for the main c. 10.5 acre site comprises of an appropriate mix of private and social housing units along with other amenities with the objective of delivering a sustainable mixed tenure residential development.

Housing units will include a mix of one, two and three bedroom apartments and duplexes of varying sizes in blocks 3, 4 and 5 storeys high. It is proposed that the social housing element will encompass 30% of the total development (including Site 1B). The quantum of housing development proposed allows for the City Council to adequately satisfy housing demand and need in the area.

The focus of the report is on the early delivery of housing. Each of the development phases are subject to the guiding principles, policy context and development standards of the City Development Plan. The configuration of the site allows for the lands to be developed on a phased basis. The details of which are set out along the details of development potential and typology. The layout and potential assessed for Lots 2, and 3 are indicative and can be modified if necessary to meet changing social housing needs.

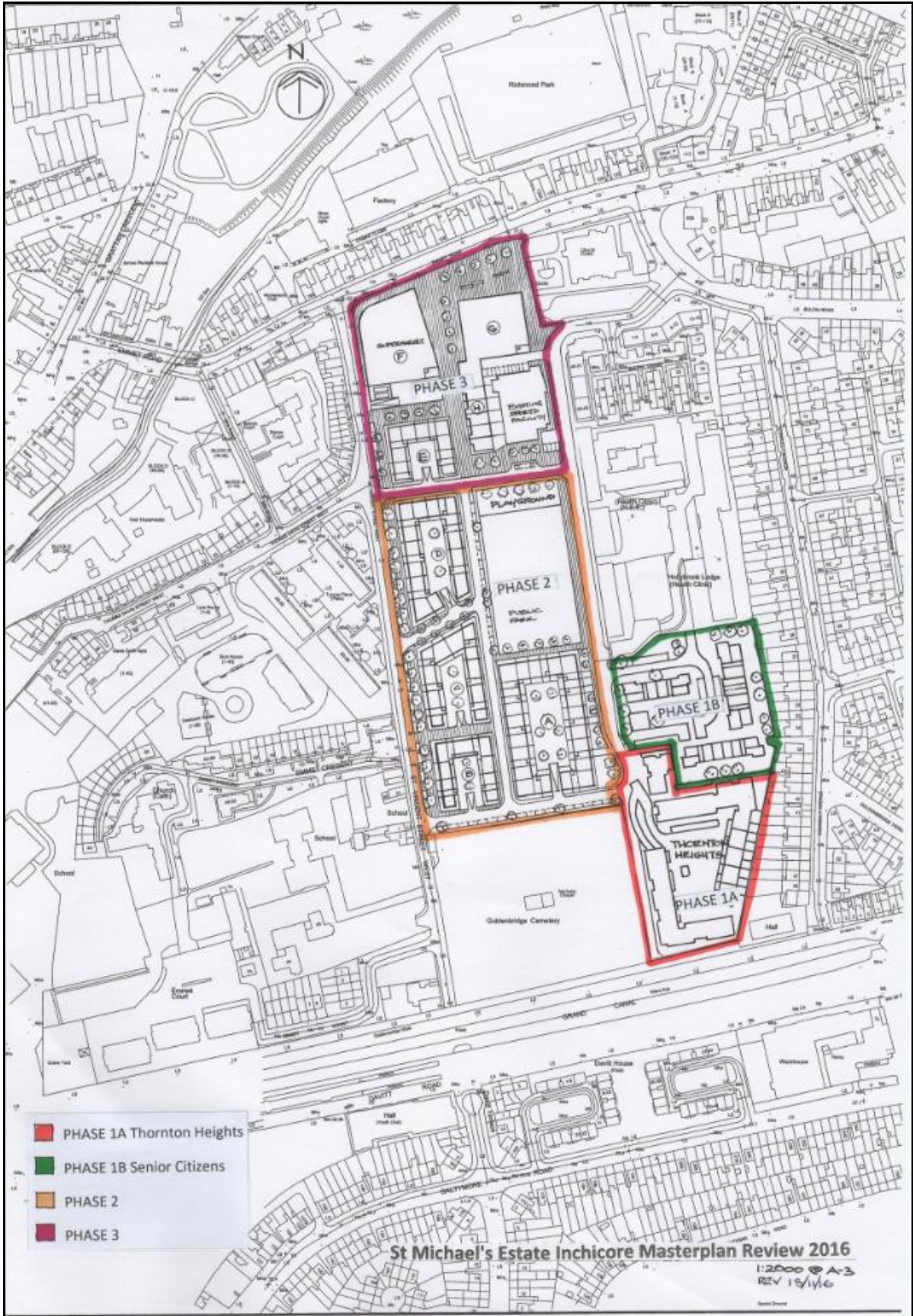


Figure 14: Proposed Phasing of Site



## SOCIAL HOUSING NEED

The table below outlines the number of households on the Dublin City Council housing waiting list with Area “J” as their first choice. The table shows the length of time each household has been on the housing waiting list and the size of unit required. In total, there are 2,132 households on the housing waiting list for this area (Area J), of which 184 have been on the list for more than 10 years.

Dublin City Council Housing List – Area J (May 2016)						
Number of Years on the Housing Waiting List	one bed	two bed	three bed	four bed	five bed	Total
0 to 1 year	109	67	7	0	0	183
1 to 5 years	523	373	77	2	1	976
5 to 10 years	346	335	101	6	1	789
over 10 years	54	54	58	16	2	184
Bed Total	1032	829	243	24	4	2,132
% of Total	48%	39%	11%	1%	-1%	100%

Housing Waiting List - Area “J” (May 2016)

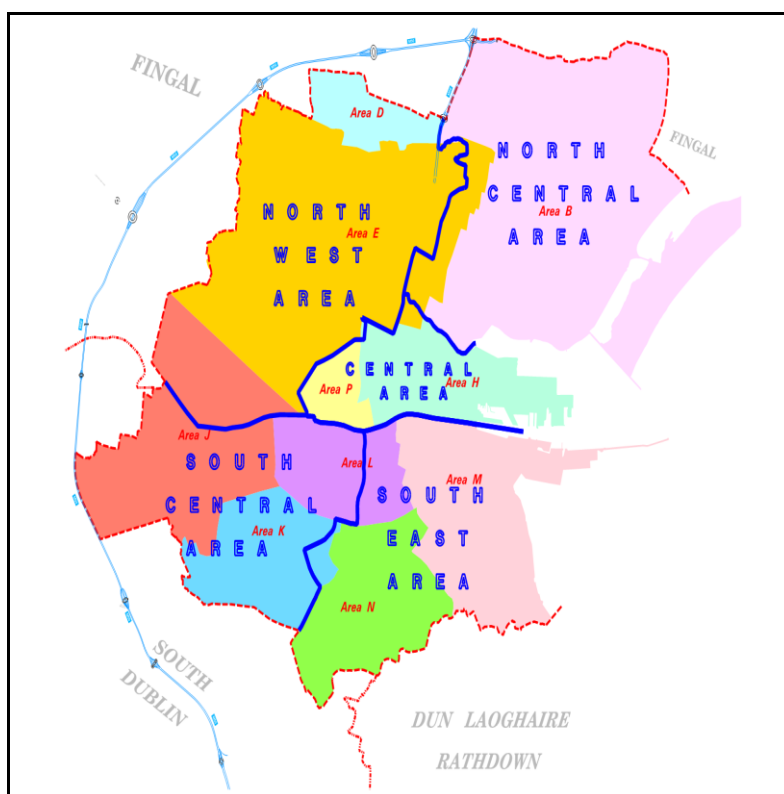


Figure 15: Catchment Area - Area J (in red)

The proposed development in St. Michaels Estate will include 123 social housing units, 60 of which are senior citizen units proposed for Site 1B

#### QUALITY OF DEVELOPMENT

The principles of the original project brief are still relevant. They envisaged a residential development of high quality in a strategic location with a demand for commercial development. The guiding principles are as follows:

- Integration with the wider Inchicore Village
- Permeability through the site
- Pedestrian links to/from LUAS through the development
- Provision of suitable economy retail anchor tenant
- Height limit of 5 storeys throughout the site; 4 storeys development fronting onto Emmet Road
- Development to be informed by rich local history/heritage
- High quality public spaces to include; liveable streets, public plaza, high quality open space

#### EXISTING TENURE MIX – ST.MICHAEL’S ESTATE – IMMEDIATE AREA



In the 2011 Census, the Central Statistics Office (CSO) recorded the tenure mix in the area immediately surrounding St. Michael's Estate as follows: 48% owner occupier; 33% private rented; 15% rented from Dublin City Council; 1% rented from an Approved Housing Body; and 3% other (occupied rent free or not stated). A full breakdown of the tenure mix is contained in the table below.

Census 2011	% and Tenure of Households Census 2011	Number and Tenure of Households Census 2011
Owner Occupier	48%	892
Private Rented	33%	607
Rented from Dublin City Council	15%	269
Rented from Approved Housing Body	1%	21
Occupied Rent free	1%	16
Not stated	2%	45
<b>Total</b>	<b>100%</b>	<b>1850</b>

Source: CSO Census 2011

Based on data provided by the Department of Social Protection we know that in September 2016 there were 149 households in receipt of rent supplement in the area immediately surrounding St. Michael's Estate (Figure 16). This means that 8% of all households in the area or 25% of all households in private rented accommodation are in receipt of rent supplement.



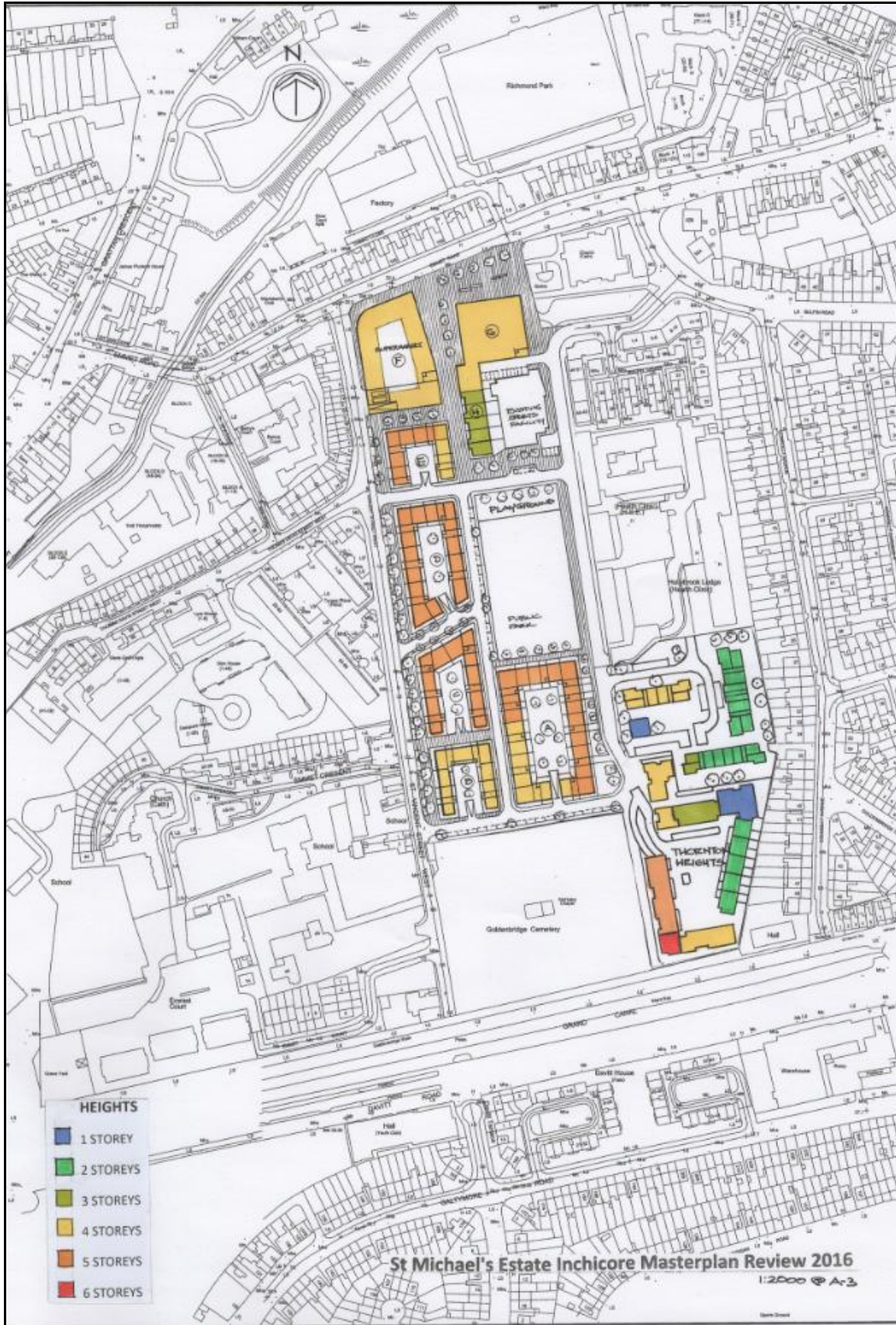


Figure 16 – Proposed Heights Layout



## MAKING THE REGENERATION A REALITY – HOW?

### MIXED TENURE – BUILD FOR RENTAL MODEL

Details were given in the Housing Land Initiative Feasibility Study on the merits of providing housing for long term rental under a Build for Rent model. A key objective of a Build for Rent model is to provide long-term affordable accommodation for low to moderate income key worker householders in urban areas of high demand for residential accommodation. New trends are emerging in Dublin's residential property market with media reports of an increasing demand for residential accommodation from institutional and private investors that will lead to an increase in supply of housing accommodation for rental purposes. Financial Initiatives outlined in the Government's Action Plan on Housing and homelessness should also greatly assist in increasing the supply of housing for rental purposes. It is considered that St Michaels Estate given its convenient city location is ideally suitable for housing development for such purposes. In many locations across the city the market price of apartments are lower than the construction costs. Consideration should therefore be given by the City Council providing and securing housing development for long term Build for Rent purposes.

The Governments 'Action Plan for Housing and Homelessness' (2016) comprises of the following five pillars of planned actions right across government: addressing homelessness; accelerate social housing; building more homes; improve the rental sector; and, utilising existing homes. The key areas of action that focus on speeding up the delivery of housing will greatly assist in securing the early delivery of the proposed development as outlined above.



## SECURING THE EARLY REDEVELOPMENT OF ST. MICHAELS ESTATE.

As outlined in the Housing Land Initiative Feasibility Study the City Council has traditionally secured the redevelopment of its land under development agreements with title to lands only being transferred when a development had been substantially completed.

A development agreement is in essence a contract that sets out the process under which an agreed development should be delivered. It sets out conditions on its future use and it establishes a timeline for defined actions to be taken and sets out mechanisms to address either party's failure to meet their commitments.

To procure the required development it is proposed that the lands (all or parts) be offered for sale by public tender. It will be a condition of sale that the development must be undertaken broadly in line with the development outlined in this report and additional conditions will be included relating to tenure mix and future use (long term rental) under a Build for Rent model and other relevant matters. Title of the land will not be transferred until defined parts of the development have been substantially completed.

Tenders will be required to: furnish details of experience in delivering large scale housing projects; provide details of their professional teams with relevant experience; provide and substantiate details of their financial capacity to deliver the proposed development within a specified time period and to make a financial proposal to undertake the proposed development.

## VALUATION OF SITE

The Market Value of the site will be updated prior to the seeking of Tenders.

The Full Market Value will be retrieved from the proposed new development as part of the Public Procurement Process and this can be done in a number of ways.

- Cash Payment.
- Provision of additional infrastructure.
- Subsidisation of Affordable / Private Units.



## SUMMARY OF PROPOSALS

- A Housing mix of 50% Private, 30% Social and 20% Affordable rent.
- Delivery potential of 422 new homes.
- Integration with wider Inchicore Village.
- Opportunities to highlight the heritage and vast amenity assets of Inchicore/Kilmainham.
- The development of high quality housing (60) for older persons on the site between Thornton Heights and Richmond Barracks.
- A Public Procurement Process will be speedily progressed with the aim of securing a tender covering the:
  - a. Design of the new development based on the indicative existing plans.
  - b. Construction of the new development.
  - c. Proposals for the future management of the development.
  - d. The Financing mechanism required to fund the development, taking into account fully the market value of the site due to DCC.

We are seeking approval of the Housing and Planning Strategic Policy Committees (S.P.Cs) to progress this vital new development to the Public Procurement and tender stage. If approved this report will be submitted to the full council meeting in January 2017.

The Housing S.P.C and the Local Community (Inchicore / Kilmainham Network) will be kept fully informed on the progress of all aspects of the process on an ongoing basis.

**Anthony Flynn**  
**Executive Manager**  
**9<sup>th</sup> December 2016**

# Oscar Traynor Road Land Initiative Project





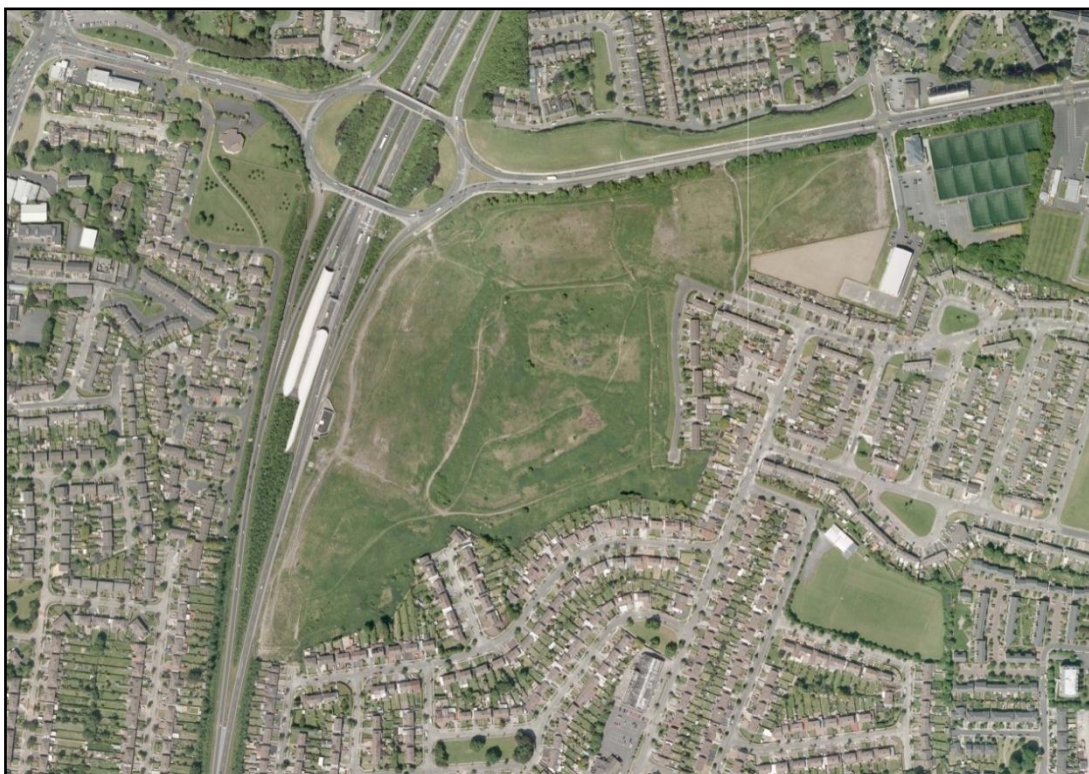
## INTRODUCTION

This report has been prepared as a follow up document to the Housing Land Initiative Feasibility Study presented to the joint Housing and Planning SPC on the 16<sup>th</sup> December 2015. The report has been updated to take account of the new Dublin City Development Plan 2016-2022 and following requests to carry out a Community Audit and Traffic Impact Study for the subject lands.

## SITE DESCRIPTION

Dublin City Council owns a 17.014 ha site off Coolock Lane in Dublin 5 often referred to as the 'Oscar Traynor Road' site. The site is located c.5.5 km to the north of Dublin city centre and c.3.5 km to the south of Dublin airport.

It is a vacant greenfield site covered in scrub vegetation bounding: the M1 motorway / Port Tunnel entrance to the west, R104 Coolock Lane (Oscar Traynor Road) to the north, astro park football pitches and Gaelscoil Cholmcille to the north-east, the front of two storey houses along Castletimon Gardens to the east, and the rear of two storey houses which front onto Lorcan Crescent to the south.



**Figure 1: Aerial Photo of Oscar Traynor Road**



**ZONING OBJECTIVE**

Almost the entire site is zoned Z12 in the Dublin City Development Plan 2016-2022 'To ensure existing environmental amenities are protected in the predominantly residential future use of these lands'. A small corner located at the end of Castletimon Gardens is zoned Z1 'To protect, provide and improve residential amenities'. The Z1 zoning objective allows for future residential development on these lands. The Dublin Airport Safety Zone designation applies to the north-eastern corner of the site.

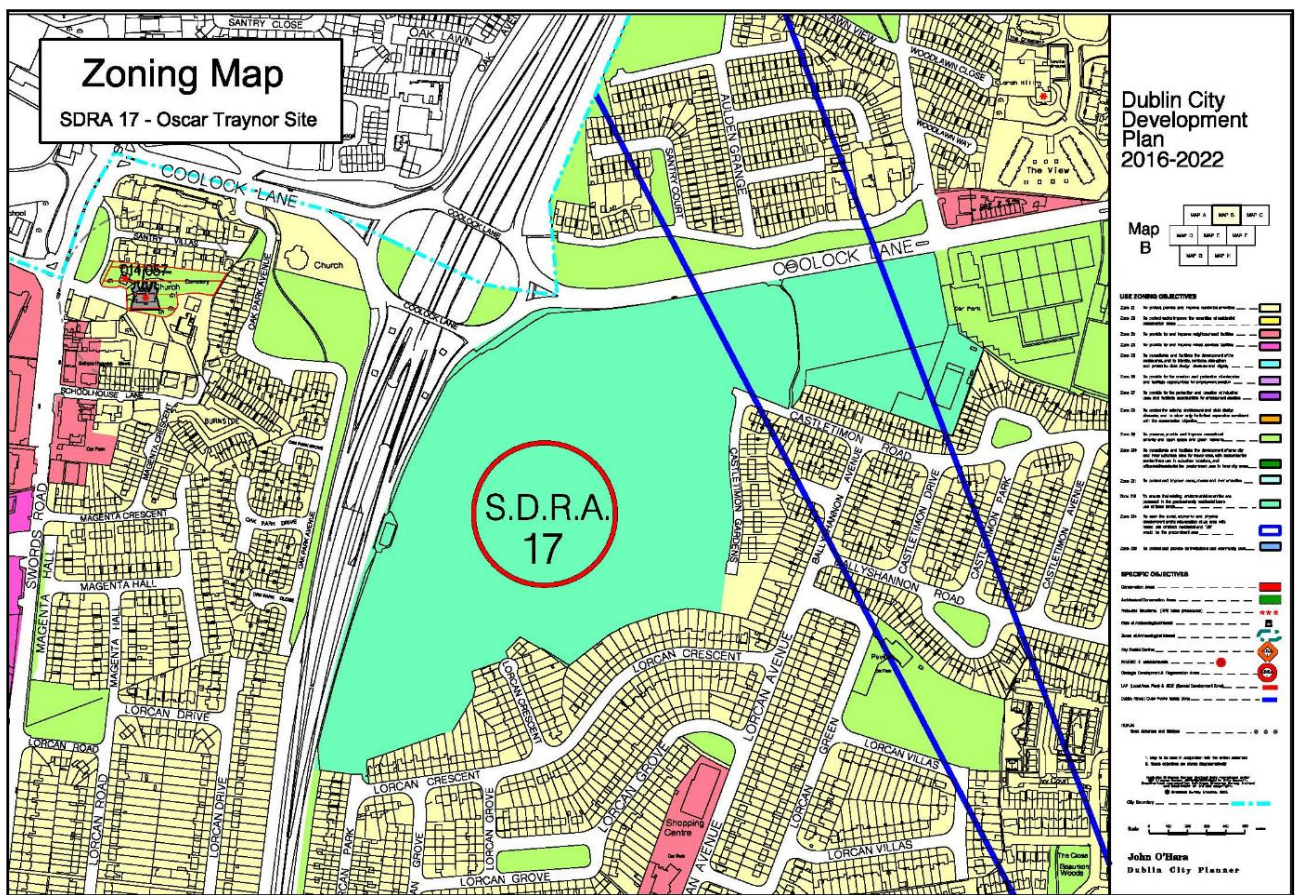


Figure 2: Dublin City Development Plan 2016-2022 extract from Zoning Map



Key aspects of the Z12 zoning objective are outlined below:

- Where Z12 lands are to be redeveloped, a minimum of 20% of the site, incorporating landscape features and the essential open character of the site, will be required to be retained as accessible public open space. This 20% public open space shall not be split up into sections.
- The predominant land use will be residential.
- Development at the perimeter of the site adjacent to existing residential development shall have regard to the prevailing height of existing residential development, and to standards set out in the development plan in relation to aspect, natural lighting, sunlight, layout and private open space.
- In considering proposals for redevelopment on Z12 zoned lands, the preparation and submission of a masterplan setting out a clear vision for the future for the development of the entire land holding is required.
- At least 10% social and affordable housing requirement will apply in the development of lands subject to the Z12 zoning objective.
- There is a range of uses permissible under the Z12 land use zoning objective including: residential, childcare facility, community facility, cultural/recreational buildings and uses, education, hotel, restaurant, and shop (local).

## STRATEGIC DEVELOPMENT AND REGENERATION AREA (SDRA) 17

The Dublin City Development Plan 2016-2022 contains Strategic Development and Regeneration Area guidelines (SDRA 17) for the Oscar Traynor Road site. Under SDRA 17, the overall vision for this site is the creation of a new residential quarter supported by neighbourhood facilities and parks, creating an attractive tree lined setting which integrates and complements the surrounding residential area.

The objectives for this site are as follows:

- The creation of a primarily residential quarter with a mixture of unit types and tenures to provide for much needed housing in the city in accordance with the core strategy and complemented with retail units serving a local need. The provision of retirement housing is particularly sought adjoining new local services. To support the increased provision of senior citizen homes on the Oscar Traynor site.
- Higher densities will be sought to the northern and western edges of the site with heights of 4 to 6 storeys being generally appropriate, scaling down to the east and south where the site adjoins existing 2-storey residential housing.





- Heights of up to 6-storeys will be considered in the north-west corner of the site as slender land-mark features.
- The provision of a high quality distinctive park(s) set within tree-lined avenues and streets is required.
- High levels of permeability throughout the site integrating with existing residential streets to the east and south where feasible.
- The creation of a neighbourhood centre to Oscar Traynor Road with local retail provision and a possible hotel use, forming a distinctive place making element and the main entrance to the overall site.

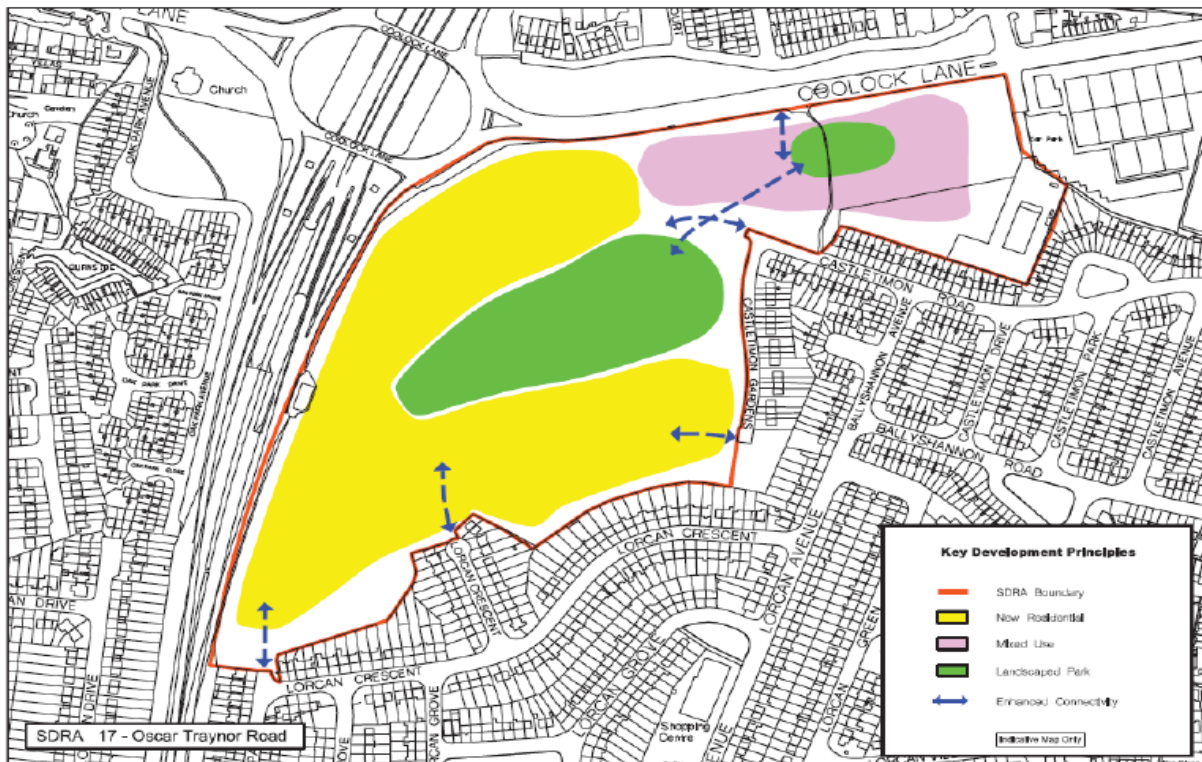


Figure 3: Key Development Principles, SDRA 17



**PROPOSED DEVELOPMENT – OSCAR TRAYNOR ROAD**

Having regard to the above zoning provisions, objectives of SDRA 17 and the policies and objectives of the City Development Plan, it is proposed to seek the development of the site at Oscar Traynor Road as a primarily residential area, with some limited commercial use and the provision of a large high quality public open space located towards the centre of the site. Enhanced permeability will also be sought with a particular focus on improved pedestrian and cycle connectivity.

**HOUSING**

The focus of the Housing Land Initiative is on the early delivery of housing. The recently published Action Plan for Housing and Homelessness “Rebuilding Ireland” makes reference to Pathfinder sites that have a demonstrated capacity to deliver significant up-scaling of the supply of new homes, and it is considered that Oscar Traynor Road could be considered as a pathfinder site.

In this context, a phased approach for the site has been developed that allows for the quick delivery of early phases of development, at low to medium density in the southern part of the site adjacent to the existing two storey housing. The following phases would consist of commercial development and medium to higher density residential development to the northern and western boundaries of the site, see Fig 4.

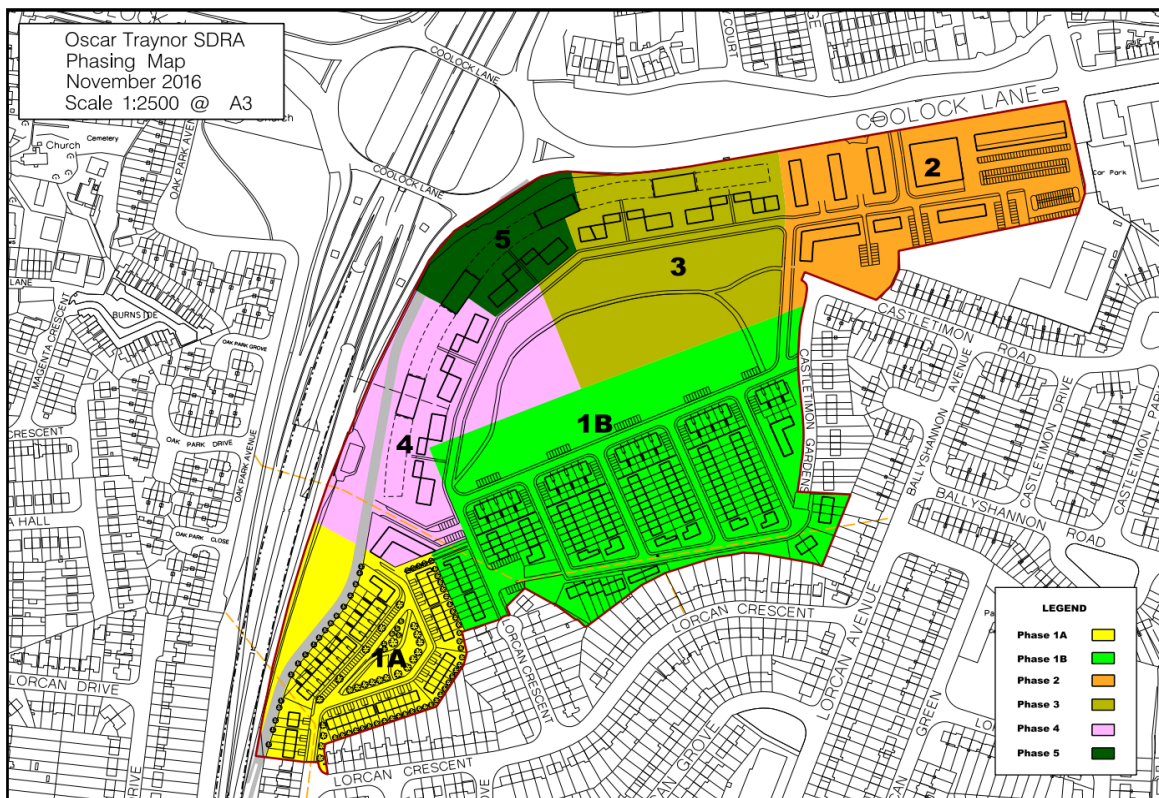


Figure 4: Phasing Map



Housing Type			
Lot 1A	73 units (35 houses, 16 duplex & 22 apart	Lot 3	88 apartments
Lot 1B	152 units (84 houses & 56 duplex & 12	Lot 4	88 apartments
Lot 2	Commercial (retail & potential hotel 147 apartments	Lot 5	92 apartments
Private 450 Social 190 Total: 640 units			

**Table 1: Phasing Breakdown**

**PROPOSED DEVELOPMENT – OSCAR TRAYNOR ROAD**

Having regard to the relevant zoning objectives and provisions of Strategic Development and Regeneration Area 17, it is proposed to provide: a new mixed use development predominantly consisting of residential development with some commercial development around a large high quality public open space located towards the centre of the site together with enhanced permeability through the site based primarily on pedestrian and cycle access.

The focus of this feasibility study is on the early delivery of housing. In this context, it is proposed that the early phases of development will provide low to medium density residential development in the southern part of the site adjacent to the existing two storey housing; the following phase will consist of commercial development and residential development in the north-eastern part of the site; and the later phases will consist of medium to higher density residential development along the western and northern boundaries of the site.

There is an existing 600mm - 750mm drain traversing the southern part of the site in a broadly east – west direction. The planning application submitted under plan ref.6013/07 proposed to retain this drain. This feasibility study proposes to retain this drain in its current location in order to reduce potential cost, delay and risk. However, the drain has an 8.75m wayleave (i.e. c.4m either side of the drain) and its retention has design and layout implications. This affects potential site layouts and the proposal will need to be subject to further design having regard to Engineering Guidelines.



The residential units will comprise of an appropriate mix of affordable, private and social housing with the objective of delivering a sustainable mixed tenure housing development. The City Council adopted the Land Initiative Feasibility Study Report to include a requirement for 30% social housing to be provided on the site. The delivery of rental accommodation will be provided under a pilot project for a mixed tenure cost/affordable rental model. The scheme will also contain a mix of unit types including 2/3 bedroom semi-detached, terrace houses, duplex units and apartments. The delivery of housing for the elderly would be favorably considered to cater for the needs of the surrounding aging population.

As a pathfinder site funding for the 30% social housing will be provided by the Department of Housing, Planning, Community and Local Government. The social housing need for the area (as per August 2016) is set out in Table 2 below. This details the number of households on the DCC housing list that have a stated first preference to live in “Area B”. While the development is set out in phases as indicated, it is intended to seek a single tender for the total development of the site.

Dublin City Council Housing List – Area B (August 2016)						
Number of Years on the Housing Waiting List	one bed	two bed	three bed	four bed	five bed	Total
0 to 1 year	376	221	43	2	1	643
1 to 5 years	1596	1134	223	18	5	2976
5 to 10 years	1062	844	308	30	2	2246
over 10 years	141	149	131	16	1	438
<b>Bed Total</b>	<b>3175</b>	<b>2348</b>	<b>705</b>	<b>66</b>	<b>9</b>	<b>6303</b>

Table 2: Housing List - Area B

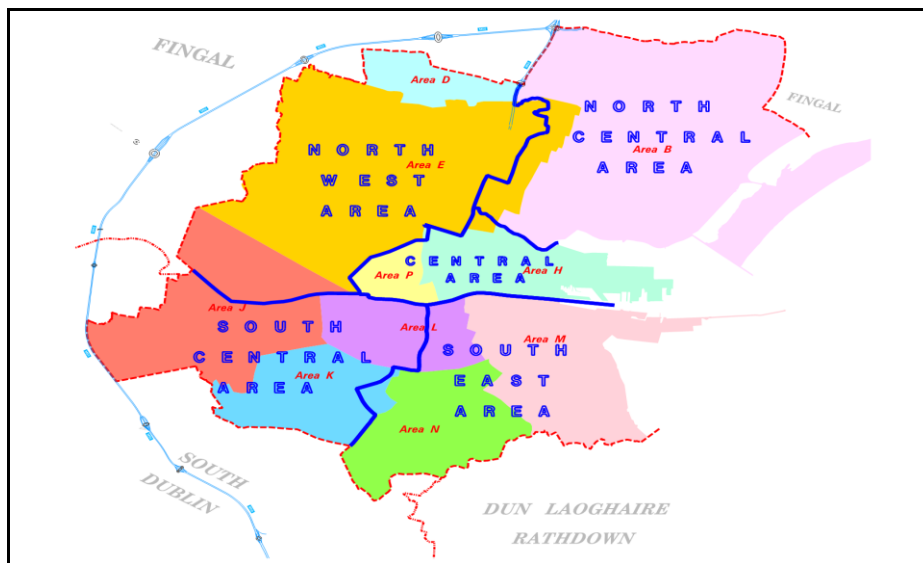


Figure 5: Catchment Area - Area B (in pink)

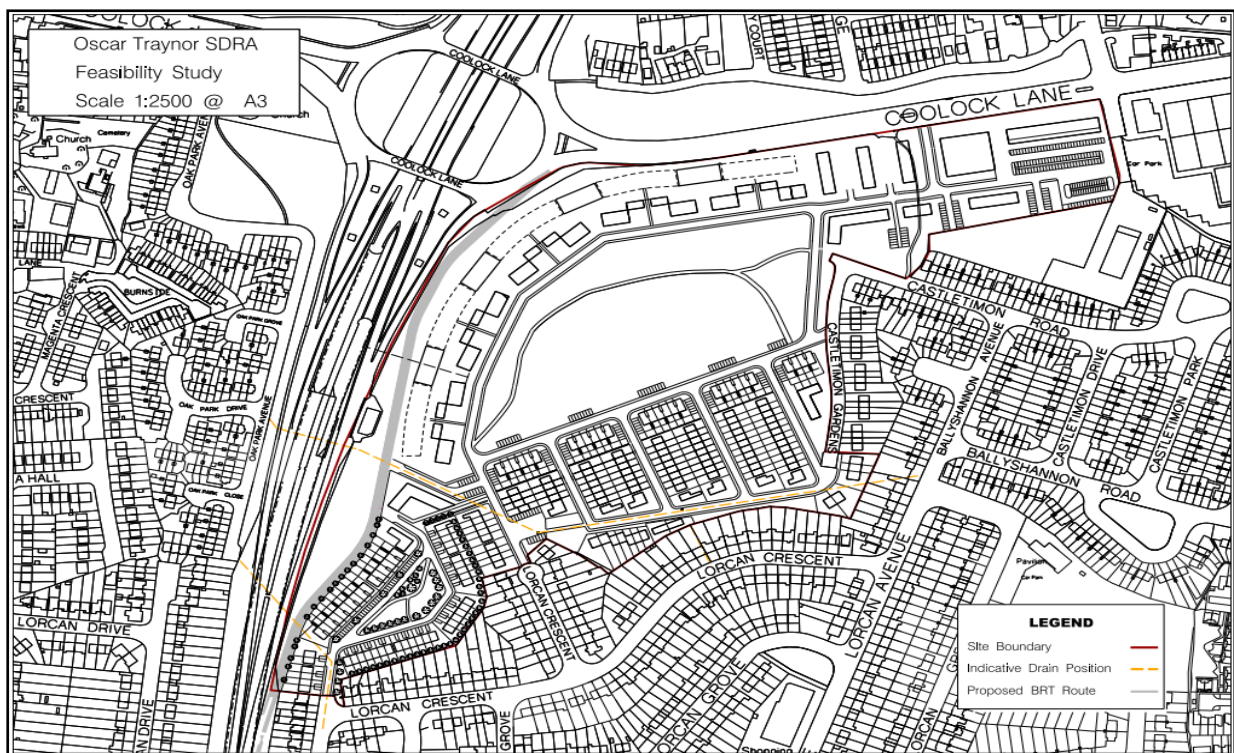


**SITE CONSTRAINTS**

The site contains some relatively minor constraints in terms of its future development. There is a large drain (600mm - 750mm) traversing the southern part of the site. This feasibility study proposes to retain this drain in its current location in order to reduce potential cost, delay and risk. However with a 8.75m wayleave (i.e. c.4m either side of the drain), its retention has design and layout implications. This affects potential site layouts and the proposal will need to be subject to further design having regard to Engineering Guidelines.

The proposed ‘Swords/Airport to City Centre’ Bus Rapid Transit (BRT) scheme routes through the development site along the western edge, requiring the preservation of land to facilitate such.

Thirdly, there is a need to provide a new access to Gaelscoil Cholmcille from within the subject site (see Community Audit below).



**Figure 6: Layout and Site Constraints Map**



## SOCIAL AND COMMUNITY AUDIT

Following the initial report in December 2015, it was requested that a Community Audit be carried out for these lands. The key findings are summarized below:

- **Retail:** Given the high level of neighborhood shopping in the vicinity of the site (Omni SC, Artane Castle, Northside Shopping centre), the site is considered suitable for local retail only. Local shops meet the basic day-to-day needs of surrounding residents and typically comprise of one to two small convenience stores. The retail strategy for the City cites local retail provision in the range of 500 – 1,500 sq.m. of lettable space. The Development Plan identifies the north-east of the site as the most suitable location for new mixed-use development including retail provision.
- **Parks:** The site is located in close proximity to three large regional/district parks, notably Santry Demesne, Ellenfield Park and Oscar Traynor Park (Coolock Lane Park). In addition there are a number of local/neighbourhood green spaces nearby, including Lorcan and Castletimon Parks. For the latter two issues of ownership, access and landscaping should be addressed. The provision of a new public park of 20% of the site area will be a major benefit to both the new residents and the adjoining residential estates, with provision for a children's playground providing a good focal point and space for the new and old communities to come together. It should be designed in accordance with principles of good urban design, safety and accessibility.
- **Sports Facilities:** In addition to the sports facilities provided for in the above parks, the area is also considered well served by dedicated sporting facilities. Two large sporting amenities immediately adjoin the site, at Astro Park and the Oscar Traynor Coaching and Development Centre. Also within walking distance is Morton Stadium, the national athletics stadium and the Trinity College sports grounds on Santry Avenue. Existing football clubs serving the area include the well established Parnell's GAA Club and St. Kevin's Boy's Football Club. DCC amenities include the swimming pool, leisure space and 5-a-side at the Northside Shopping Centre and the Kilmore West Community Centre.
- **Education:** The area is well served by primary, secondary and indeed third level educational facilities. The DCC Site Development Brief prepared for these lands in the mid-2000s included a site reservation for a new school, on land previously owned by the state (land was disposed on 28<sup>th</sup> May 2007; Chief Executive Report no. 279/2007 refers). Gaelscoil Cholmcille have since developed a two-storey semi-permanent twelve classroom school (Register Reference. 3870/07) accessed off Woodlawn Avenue (same access as Astro Park). This access is on a short-term basis, and there is a need to provide a permanent entrance to the school from within the subject site. The Gaelscoil own the adjoining triangle shaped piece of land to the west of the current school site and it is recommended that the City Council discuss the school's future requirements as part of the redevelopment of the subject site. The provision of good permeability and accessibility through the subject site and into the existing residential streets would support sustainable travel patterns to and from schools.



- **Community/ social/ crèche facilities:** Facilities in the area include the Coolock library, Coolock Area Office, Youthreach, the Northside Partnership, new Primary Health Care Centre (under construction); and community spaces (scout halls, parish centres, school halls) etc. While there are a number of crèche facilities (private and community run crèches) already in operation in the vicinity of the subject site the delivery of a significant new residential development will likely give rise to the need for additional crèche services, depending on the nature of residential development provided. An appropriate location for such a service would be adjoining the Gaelscoil and the proposed retail/commercial zone to the north east of the subject site.
- **Population:** With the exception of the new development at Larch Hill House, the area has been suffering from a decline in population over the past decade. It is considered that the provision of new residential development on these lands will provide a much needed boost to the local population helping to support the viability of existing local schools, retail, community centres, parish halls etc.

## MOVEMENT AND TRANSPORT AUDIT SUMMARY AND RECOMMENDATIONS

The second audit requested in December 2015 was that of a Movement and Transport audit. Key findings from this report are noted here:

While the existing provision for pedestrians, cyclists and public transport users in the area is limited, the demographics of the local area show a relatively high use of alternative modes in the local area, with a car travel mode share of 41%.

### Traffic Impact

It is considered that Phase 1 of the development (i.e. 76 units in Lot 1A) would have a low traffic impact, with a maximum increase of 34 car trips (two-way) on any link during the morning peak period.

There will be a larger impact during Phase 2 of the development (i.e. 152 units in Lot 1B) which assumes access via Castletimon Road. There would be a maximum increase of approximately 100 car trips on Castletimon Road and Dundaniel Road during the morning peak. It is considered to be an acceptable, short-term impact until such time that the proposed new access junction is developed off Oscar Traynor Road. The potential to provide a temporary access to Lot 1B during Phase 2, off the Astro Park access road, should be considered as a mitigation measure.

During Phase 3, all Lots (apart from Lot 1A) will be accessed from a new junction off Oscar Traynor Road. This will reduce the impact on links such as Castletimon Road and Dundaniel Road when compared to Phase 2. This main impact in Phase 3 will be on the Coolock Lane interchange, however, it will have a minimal impact on the most critical approach at the Coolock Lane interchange in the morning period (i.e. the off ramp from the M50).



### Proposed new signalised junction

A concept layout has been developed for this junction which has capacity for eight right-turning vehicles. Two alternative access options have also been developed which should also be considered as they would rationalise access to the proposed development with the access to Astro Park and Gaelscoil Cholmcille, thereby reducing the impact on Oscar Traynor Road.

### Sustainable Development

The proposed development also has the opportunity to address a number of permeability and connectivity issues in the local area for pedestrians and cyclists. For example, the new access junction will incorporate pedestrian crossing facilities on Oscar Traynor Road. The provision of a link to the Woodlawn/Aulden Grange residential estate at this location would help to reduce walk times to bus stops.

The permeability of the proposed development will make Gaelscoil Cholmcille, Astro Park and the bus stops along Coolock Lane more accessible from the residential catchment to the south. Beaumont Hospital would also benefit from permeable development, potentially reducing the walk distance between Coolock Lane interchange and the Hospital by 400m.

Although not part of the development, it is recommended that the pedestrian crossing facilities at the Coolock Lane interchange are improved considered the lack of connectivity between Santry Village and the residential areas to the east of the N1.

## CONSULTATION

We will put in place a Local Consultative Forum to ensure that there is full and ongoing engagement and consultation with Community Interests in the area.

## VALUATION OF SITE

The Market Value of the site will be updated prior to the seeking of Tenders.

The Full Market Value will be retrieved from the proposed new development as part of the Public Procurement Process and this can be done in a number of ways.

- Cash Payment
- Provision of additional infrastructure
- Subsidisation of Affordable / Private Units.





## CONCLUSION

- I. The Draft Dublin City Development Plan 2016-2022 has an overall objective to develop the Oscar Traynor Road site as a residential quarter with an element of local retail/ commercial and a high quality distinctive park.
- II. Having considered the recreational, educational and community provision in the wider area it is considered that the new residential properties will be very well served by existing amenities, and indeed will help to support their future use.
- III. It is noted that with the exception of the new apartment scheme at Larch Hill House, that this area has been suffering from a population decline which has a knock-on effect for local spending power and the ability to support local shops, schools, community centres etc. The new population which the site can accommodate will bring a much needed boost to the local population, helping to support the existing facilities in the area.
- IV. With an increase in resident population the City Council may wish to consider the option of upgrading the community facilities along Cromcastle Road (i.e. adjoining Kilmore West Community Centre) and create a sports/community hub at this location. Upgrading the football pitches along Oscar Traynor Road and supplementing these by the addition of other sports facilities/ landscaping would enhance the use of this space; and facilitating greater use of Lorcan Park and Castletimon/Dundaniel Park would also improve local amenities.



## SUMMARY OF PROPOSAL

- A Housing mix of 50% Private, 30% Social, 20% Affordable rent.
- Development potential for 640 new homes.
- Sensitivity to adjacent communities.
- Provision of retail / Communities and recreation facilities.
- A Public Procurement process will be speedily progressed with the aim of securing a tender covering the:
  - Design of the new development based on the indicative existing plans
  - Construction of the new development
  - Proposals for the future management of the development.
  - The finance mechanism required to fund the new development taking full account of the Market Value due to DCC.

We are seeking approval of the Housing and Planning Strategic Policy Committees (S.P.Cs) to progress this vital new development to the Public Procurement and Tendering Stage. If approved this report will be submitted to the Full Council meeting in January 2017.

The Housing and Planning S.P.Cs will be kept fully informed on the progress of all aspects of this process.

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**Anthony Flynn**  
**Executive Manager**  
**09<sup>th</sup> December 2016.**



