

#### Report on the Proposed Consolidation of the City Council's Operational Depot Network and Notification under Section 138 of the Local Government Act, 2001 in relation to the North City Operations Depot

## 1. Background to the Depot Consolidation Project

The City Council depot network comprises 33 depot sites spread across the city, providing operational facilities for 1,400 staff and over 600 vehicles for the following service areas<sup>1</sup>:

Housing Waste Management Road Maintenance Water & Drainage (SLA & Non SLA) Traffic Public Lighting & Electrical Services

The depot network has evolved over time, rather than being a strategically planned location of operations. As a result, a number of sites are inappropriately located in the context of surrounding development and the Council's strategic planning policies. Facilities for staff are of varying quality and operational efficiencies, which could be achieved through the provision of shared facilities and exploiting advances in transport and technology, cannot be realised.

Recognising the critical role played by Direct Labour operations in the delivery of City Council services, and the haphazard nature of the existing depot network, the Depot Consolidation Project was established with a remit to:

"review DCC's existing depot network with a view to improving the working conditions of the operational staff, while also achieving a major rationalisation with resulting operational efficiencies and savings"

The review of the existing depot network included background research; surveys of Departmental requirements; site visits and interviews with depot staff to understand day-to-day operational requirements; assessment of site zonings and an assessment of the potential for expansion/consolidation of operations on existing sites. Different models were explored through visits to consolidated depots in Fingal County Council, Dun Laoghaire Rathdown County Council and a private sector depot/logistics operation.

A Workshop with a wider group of stakeholders from each of the City Council's operational areas was held in 2014. The Workshop identified benefits and concerns in relation to a consolidated model and brainstormed how this model could be adapted best respond to City Council operations.

The conclusions of the Review were as follows:

<sup>&</sup>lt;sup>1</sup> The Parks depot network was not included in this project due to the nature of parks operations, which have different operational requirements involving on-site facilities and storage within parklands.

- Existing depot operations should be consolidated into 2 newly constructed, large scale centres of operations one serving the North City at St Margaret's Road, Ballymun and one serving the South City/City Centre at Marrowbone Lane.
- 2 small waste management depots should be maintained in the City Centre to facilitate street cleaning in the core business district.
- The Joinery Workshop should be maintained at its current location in Ballyfermot, as this is a fabrication facility rather than a day-to-day operational depot.
- Subject to the agreement of the Elected Members, existing depot sites should be released for reuse and redevelopment consistent with their land use zonings and location in order to fund part of the cost of the new consolidated depots.

## 2. Project Drivers & Benefits

The project drivers and key benefits of the proposed depot consolidation are as follows:

## 2.1 Organisational & Staff Benefits

#### Improved Facilities for Outdoor Staff

Over 1,400 operational staff members use our depot facilities. Even allowing for the fact that the majority of these staff work outside depots it is considered that the same quality of workplace should be provided for those staff as for staff based in the Civic Offices and in other Council work locations. A number of existing Council depots are in poor or very poor condition. To address the deficiencies in staff facilities and in building energy management would require very significant investment.

New facilities designed specifically for our operations and requirements and that take the needs of staff into account, will create a working environment that is fit for purpose and that facilitates efficient work practices.

New facilities will provide a high quality training environment for existing and new staff. Training rooms, as well as purpose designed corporate workshops with the appropriate range of tools and equipment will facilitate trades and apprenticeship development.

## Reduction in duplication and improved efficiency

Running operations from 33 individual locations does not achieve best value for money for the City Council. In the current arrangement there are multiple stores, multiple workshops providing similar services, additional administrative costs associated with record keeping etc. and increased building management costs. Consolidating our depots means that we can reduce duplication in these areas, become more effective and efficient and, as a result, more competitive in providing operational services. Savings can be used for additional front line services.

#### Improved compliance with health and safety requirements

Depot consolidation will facilitate improved health and safety management of facilities for staff. The existing depot network involves staff working in buildings of different types and age, with varying external layouts and associated risks. Purpose built facilities in a consolidated depot campus will enable comprehensive health and safety risk management, contributing to a safer working environment for our staff.

## 2.2 Service Improvement & Societal Benefits

#### Improved service delivery

The location and configuration of a number of our existing depots hampers efficient operations and use of the facilities. In some instances, where sites are located to the rear of

other development, access and egress are constrained and sub-optimal from a safety perspective. In other locations, where depots are surrounded by and accessed through residential development, operating hours have been restricted. A purpose built depot campus will overcome these existing constraints.

Inter-Departmental co-operation and better co-ordination of services and staff, for instance in emergency situations, can be facilitated through depot consolidation. Where staff, fleet and materials are located together, they can be more easily shared and closer working relationships can develop.

The consolidation of depots means that the implementation of technology solutions is made easier through economies of scale and there will be less complexity in the roll out of new technology infrastructure.

All of these factors will combine to improve service delivery for the public and make our operational services more efficient providing citizens with greater value for money.

#### Release of depot sites for more appropriate development

Many of our depots are located in residential areas and/or do not conform to the adopted planning policy in the City Development Plan and Local Area Plans. In terms of operations, this restricts the potential to expand or intensify activity on existing sites and, in some instances, restricts current depot activity. In planning terms, many existing depots are in inappropriate locations, in conflict with neighbouring uses and are not contributing to best use of land.

The estimated total area of the sites to be vacated through the Depot Consolidation Project is 8ha<sup>2</sup>. The release of these sites for more appropriate uses will make an important contribution to the proper planning and sustainable development of the City both in terms of consistency with our own adopted policy and in securing the appropriate use of scarce city lands, particularly for much needed housing in the City.

The City Council has always supported the provision of services through direct labour. This commitment to direct labour must be matched by a willingness to provide quality facilities that will enable the Council's direct labour to operate efficiently and effectively.

## 3. Proposed Relocation of Depots

Operations from the following depot sites are to be consolidated at the proposed North City Operations Depot in Ballymun:

Operations	Existing Depot Location				
Waste Management	Collins Avenue				
	Cromcastle Court (closed & relocated to Collins				
	Avenue)				
	Slaney Road				
	Aldborough Parade				
Housing	Portland Row				
	Unit 5 /E 1 Ballymun Industrial Estate				
	Unit M5, North Ring Business Park Santry				
	Unit M4, North Ring Business Park Santry				
	Unit N4, North Ring Business Park Santry				
	Unit F2 Newtown Industrial Estate, Coolock				
	Broombridge Road, Cabra				
	Coleraine Štreet				
	Kylemore Park South				

<sup>&</sup>lt;sup>2</sup> This figure is to be confirmed as sites are surveyed as part of the development of proposals

Operations			Existing Depot Location
Surface Water	Drainage 8	š	Bannow Road
Flooding			
Road Maintenance			Orchard Road
			Collins Avenue
Traffic			Unit 29, Cherry Orchard Industrial Estate
Public Lighting	& Electrica	al	Marrowbone Lane
Services			

Operations from the following depot sites are to be consolidated into the proposed South City/City Centre Operations Depot:

Operations		Existing Depot Location	
Waste Management		Gulistan Terrace	
		Sweeneys Terrace	
		Kylemore Road North	
		Davitt Road	
Housing		Garryowen Road	
		Marks Lane	
		Sundrive Road	
Surface Water Drainage	8	Marrowbone Lane	
Flooding		Marrowbone Lane	
Road Maintenance		Marrowbone Lane/Forbes St	

## 4. Proposed North City Operations Depot (NCOD)

Following a review of potential sites, the City Council-owned site on St Margaret's Road Ballymun was selected as the ideal site for the proposed consolidated North City Operations depot. This site (which is within Fingal County Council's administrative area) is an integral part of the Ballymun Regeneration Masterplan, is of sufficient size and capacity for consolidation of operations and has excellent accessibility with almost immediate access to the M50.

An Integrated Design Team was appointed in April 2017 and the design of the depot campus was developed with input from the operational staff as well as other stakeholders. Final planning permission was granted by Fingal County Council in February 2018.

It is intended to procure a works contractor during 2018 and that the facility will become operational in early 2020.

The proposed NCOD campus will consist of the following:

- 4 storey staff welfare and office building,
- a central stores warehouse building,
- a series of corporate workshops, including workshops for welding, painting, electrical services, carpentry, signage and vehicle maintenance,
- a salt barn,
- a multi-storey car park with 132 spaces for fleet vehicles and 200 spaces for staff private vehicles plus 220 bicycle spaces,
- covered parking for 15 no. fleet vehicles,
- open areas for fleet parking of 189 vehicles of various types,
- waste collection and compaction facilities, fleet vehicle wash bays, external material and equipment storage and
- a new Ballymun Recycling Centre, replacing the bring centre at Collins Avenue, will be provided adjacent to the new depot campus. This Centre will consist of a purpose built office and facility for the collection, recycling and transfer of domestic waste.

The entire site area is 4.76 hectares. See Appendix 2 for the site layout plan and visual images of the proposed NCOD development.

## Planning Policy Objectives

While the depot campus itself is outside of the City Council's administrative area it contributes to the achievement of a range of strategic policies of the City Development Plan. The development supports the Core Strategy by bringing economic activity to Ballymun (SDRA 2), developing a long-vacant site (policy SC29) and incorporating energy efficiency and sustainability features into the design (policies CC3 and CC4).

The development also delivers on the key principles and objectives of the Ballymun Local Area Plan. The consolidated depot is specifically referenced in the LAP. It will act as a catalyst for other economic activity on the City Council owned M50 lands (KP3), develop lands earmarked for employment generation (EO7) and develop vacant lands in Ballymun in line with the LAP (KP1/LU1).

The project will also deliver a new civic amenity centre to the area offering improved recycling facilities to the local residents.

#### Consultation with Stakeholders

Presentations on the depot consolidation strategy and on the proposed North City Operations Depot were given to the following groups prior to the planning application being submitted:

2017

Corporate Policy Group	December 2015
North West Area Committee	July 2016 & July
Environment SPC	November 2016
Ballymun Civic Alliance	December 2016
St. Margaret's Residents	March 2016
Carton Residents	March 2016
IKEA	August 2017
Ballymun Industrial Estate tenants	August 2017

Presentations have also been given to the Corporate Partnership Forum and the Trade Unions. A Sub-Group has recently been established between management and unions so that any concerns that staff may have can be dealt with appropriately.

To date, over 160 meetings and workshops have been held with operations staff in developing the design of the North City Operations Depot in order to ensure that it meets operational requirements.

## 5. **Proposed South City Operations Depot (SCOD)**

The consolidation of south city/city centre operations depots into a single location at Marrowbone Lane is the preferred option. The site is located close to the City Centre and is accessible to the south city. However, the depot lands at Marrowbone Lane were rezoned from Z6 and Z10 to Z9 (Amenity/Open Space lands) by the City Council in the new Dublin City Development Plan 2016-2022 so as to provide for increased sports and recreational facilities in the community.

Since the City Development Plan was adopted a number of significant advances have been made that substantially increase the sports and recreational facilities in the local area as follows:

• The City Council has agreed to provide a full-size playing pitch suitable for GAA and rugby within the Strategic Development and Regeneration Area 12 (SDRA 12) lands as part of the Masterplan for the regeneration of St Teresa's Gardens. As an interim measure a Part 8 proposal was approved at the June 2018 meeting of Dublin City Council for approval to provide, *inter alia*, a temporary pitch.

- Weaver Park, Cork Street was opened in September 2017 providing a playground, Skate Park and green open areas for multifunctional use.
- Works to enhance St. Audeon's Park are underway on foot of the City Council's approval of Part 8 proposals in July 2016. Phase 1 of the works will be completed in July 2018.
- The Bridgefoot Street Park Part 8 was approved at the November 2017 City Council meeting and it is intended that the park will open in 2019.
- A new public city park and the reinstatement of the graveyard character at the former St Luke's Church are nearing completion.

In light of these developments I believe the Marrowbone Lane depot lands should be subject to an appropriate Variation to the City Development Plan to facilitate depot consolidation on part of the current depot site. An appropriate Variation will enable the consolidation of depot operations on the site so that the City Council can continue to provide direct labour services for the city centre and south city areas from this site .

As per the previous proposals for the consolidation of operations on the Marrowbone Lane lands, the balance of the site will be given over to the provision of improved recreational facilities, social and affordable housing, commercial development and new access routes as provided for in the Liberties Local Area Plan. The current Roads Maintenance Depot at Marrowbone Lane/Forbes Lane will also be released for development in accordance with the Liberties Local Area Plan.

## 6. Funding of the Depot Consolidation Project

The project involves the relocation and rearrangement of existing depot operations into two consolidated depots thereby releasing a number of existing depot sites for redevelopment. It is proposed that the existing network of depot sites provide a significant proportion of the funding for this project, with all income from the disposal of sites, including funding from the Department of Housing, Planning and Local Government in respect of sites used for social and affordable housing, being ring-fenced to fund the new consolidated depots. It is anticipated that a significant number of the sites will be used to accommodate the construction of new social and affordable housing.

It is important to appreciate that existing depot sites will only become available for alternative uses if the proposed consolidated depots proceed. These depots will only proceed if they can be funded. Realistically they can only be funded if the proceeds of disposing of the sites (including their disposal for social and affordable housing) is applied for this purpose.

The current estimated construction cost of the proposed North City Operations Depot is in the region of  $\in$ 25-35m, plus fit out. The cost of the proposed South City Operations Depot has yet to be determined. I am suggesting that the two proposed consolidated depots be funded from the proceeds of the disposal of the existing depot sites that will be vacated, with any shortfall funded from revenue sources.

## 7. Cost Benefit Analysis of North City Operations Depot

A Cost Benefit Analysis (CBA) of the North City Operations Depot Project and the proposed funding model was undertaken by EY-DKM as required under the Public Spending Code. The CBA indicates that it is financially viable. The analysis considered 5 options:

- Do minimum (continue as is)
- Do NCOD Project
- Refurbish the existing network of depots
- Consolidate within the existing network of depots
- Relocate to a leased premises elsewhere

A high level Multi-Criteria Analysis (MCA) reduced this down to the Do NCOD Project and Refurbish as being the most viable options, by reference to a range of criteria. An Exchequer Cash-flow Analysis and a Socio-economic CBA were undertaken, in line with the Public Spending Code. In addition, a DCC cash-flow analysis was undertaken, to assess the project from the perspective of Dublin City Council. In all 3 analyses, the project was found to be financially viable.

#### The EY-DKM report concludes as follows:

"In summary...this project exhibits strong financial viability, and is robust to significant downside risks."

A summary of the CBA will be made available to the Council.

## 8. Proposed Future Use of Depot Sites

The Council-owned depot sites which will be vacated as a result of depot consolidation, have been examined in the context of land use zoning, proper planning and sustainable development and the City Council's operational and policy priorities. In particular, and in the context of the core strategy of the City Development Plan, the sites have been assessed for suitability for residential development, both social and affordable and private.

The release of significant depot sites with mixed use and residential zonings within the City Council area will also support the core strategy and the achievement of land use zoning policies of the City Development. 14 of the existing depots are located on lands zoned Z1, 2 are located on lands zoned Z4 (Key District Centre) and 2 on lands zoned Z5 (City Centre Mixed Use).

Based on a preliminary analysis of the available sites I am suggesting the following approach:

## Sites to be retained for City Council Use

Seven of the sites should be retained for City Council operational uses. These include sites required to support city centre cleansing operations, sites that currently accommodate water and drainage operations and sites required for other purposes. A breakdown of these sites is given in the table:

Site	Address	Administrative Area	Zoning	Future development potential
Dominic Street	Dublin 1	Central	Central Z1 Central Area Domain and city cleansing operation	
Unit E4 North City Bus. Pk.	Finglas, Dublin 11	Fingal Co Co	GE	Currently in use for water and drainage operations (SLA)
Seamus Ennis Rd	Finglas East, Dublin 11	North West	Z1	Required for Finglas Library redevelopment
Bannow Road (77B & C)	Cabra, Dublin 7	North West	Z1	Currently in use for water and drainage operations (SLA)
Aldborough Parade	North Strand, Dublin 3	Central	Z5	Recycling centre/city centre cleansing operations
Bow Lane	Dublin 2	South East	Z5	South city centre cleansing operations
Kylemore Park North	Ballyfermot, Dublin 10	South Central	Z6	To be retained as recycling centre
Bannow Road	Cabra, Dublin	pending opportunity for future comprehensive		Property to be retained pending opportunity for future comprehensive redevelopment of lands

# Sites to be used for Social and Affordable Housing

Six sites should be retained for social and affordable housing purposes as follows:

Site	Address	Administrative Area	Zoning	Future development potential	
Cromcastle Court	Coolock, Dublin 5	North Central	Z4	Social and affordable housing	
Broombridge Road	Cabra, Dublin 7	North West	Z1	Infill social housing	
Orchard Road	Drumcondra, Dublin 9	North West	Z1	Social and affordable housing	
Coleraine Street	Dublin 1	Central	Z1	Homeless accommodation	
Garryowen Road	Ballyfermot, Dublin 10	South Central	Z1	Infill social housing	
Marrowbone Lane/Forbes Lane	Dublin 8	South Central	Z1	Mixed tenure residential accommodation, predominantly social and affordable housing, in accordance with the Liberties LAP	

# Sites for Private Residential Development

Five sites should be disposed of for private residential development because of site size, location and/or the existing concentration of social housing in the area. These sites are set out in the table:

Site	Address	Location - Administrative Area	Zoning	Future development potential
Collins Avenue	Dublin 9	North West	Z1	Due to the concentration of social housing in the area, site is more appropriate for private residential development
Portland Row & Marks Lane Depot	Dublin 1	Central	Z1	Due to concentration of social housing in the area, site is more appropriate for private residential development.
Sweeneys Terrace	Dublin 8	South Central	Z1	Site is very small. Proposed infill private residential development.
Sundrive Road	Crumlin, Dublin 12	South Central	Z1	Site is very small. Proposed infill private residential development
Davitt Road	Inchicore, Dublin 8	South Central	Z6	Due to concentration of social housing in the area, site is more appropriate for private residential development, subject to an appropriate Variation along with adjoining lands

## Sites for Disposal for Use in Line with Land Use Zoning

Five sites should be sold for uses consistent with their land use zoning, which is either mixed use or employment/enterprise related use. In some cases this may include social and affordable housing,

Site	Address	Administrative Zoning		Future development potential
Stanley Street	Dublin 7	Central	Z5	Mixed use development, predominantly residential with commercial component**
Gulistan Terrace*	Rathmines, Dublin 6	South East	Z4	Mixed use development including residential use**
Kylemore Park South	Ballyfermot, Dublin 10	South Central	Z6	Industrial use
Unit 29 Cherry Orchard Ind. Estate	Ballyfermot, Dublin 10	South Dublin Co Co	EP2	Industrial use
133A Slaney Road	Glasnevin, Dublin 11	North West	Z6	Industrial use

\*No decision can be made in relation to Gulistan Terrace until the Recycling Centre is relocated.

\*\* Will include social and affordable housing in excess of the minimum Part V requirement

The total estimated yield of social and affordable housing units from the 12 sites proposed for residential or mixed use redevelopment is in the region of 500 units<sup>3</sup>. This is an initial estimate based on the densities provided in the City Development Plan and taking broad site constraints into account.

This approach to the redevelopment and reuse of the existing depot site network is designed to achieve best use of the lands including the development of social and affordable housing where appropriate while at the same time providing the funding necessary to cover the part of the costs of the proposed new consolidated depot facilities. The approach is based on the assumption that funding for sites to be used for social and affordable housing will be made available from the Department of Housing, Planning and Local Government.

Detailed proposals will be prepared in respect of each site for approval by the Elected Members.

## 9. Conclusion

Operational services are an essential part of the functioning of Dublin City Council. The Council has a long tradition of providing services by direct labour. The current arrangement of depot operations does not lend itself to efficiency and environmental sustainability, or to the standard of accommodation that we aspire to provide for staff. There is an opportunity for Dublin City Council to show its commitment to direct labour by providing new, modern, bespoke facilities that respond to the operational needs of its workforce. The resulting release of lands for more appropriate uses will make a significant contribution to proper planning and sustainable development of the city's scarce land resources.

I recommend that the Depot Consolidation Strategy and the proposed approach to the redevelopment of the City Council's existing depot network outlined in this report be noted by the City Council.

<sup>&</sup>lt;sup>3</sup> Coleraine Street is excluded from these calculations

The proposals for appropriate reuse/redevelopment of the individual sites contained in this report are based on a preliminary appraisal. More detailed proposals for the relevant sites will be brought to Council as they are developed. The use/disposal of individual sites will be subject to approval of the City Council under Section 183 of the Planning & Development Act 2000, as amended.

This report is submitted to the City Council pursuant of Section 138 of the Local Government Act, 2001, subject to the provisions of Section 139 of the Local Government Act 2001, in relation to the North City Operations Depot.

In addition, I propose to proceed to initiate a variation of City Development Plan to rezone the lands at Marrowbone Lane required for the South City/City Centre Consolidated Operations Depot from Z9 to Z14 and to initiate the design of the proposed redevelopment of the lands.

## Resolution:

"That Dublin City Council notes the contents of report 161/2018".

Owen P. Keegan Chief Executive

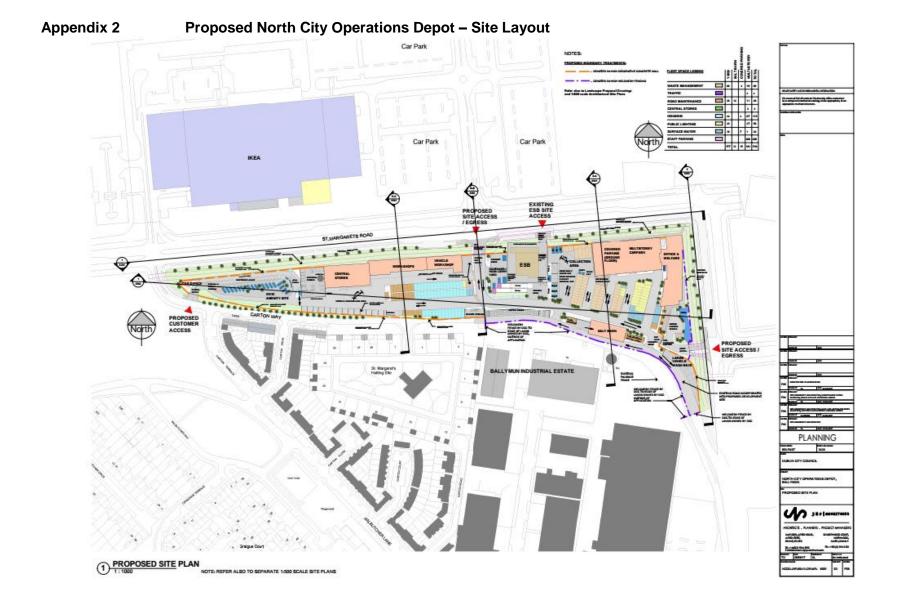
Dated 22<sup>nd</sup> June 2018

# Appendix 1 City Council Depot Network

	Site	Address	Location - Administrative Area	Current Use	Zoning
1	Dominic Street	Dublin 1	Central	Central Area Public Domain	Z1
2	Aldborough Parade	North Strand, Dublin 3	Central Waste Management		Z5
3	Coleraine Street	Dublin 1	Central	Housing Maintenance	Z1
4	Stanley Street	Dublin 7	Central	Waste Management, Housing & DFB	Z5
5	Portland Row & Marks Lane	Dublin 1	Central	Housing Maintenance	Z1
6	Cromcastle Court	Coolock, Dublin 5	North Central	Waste Management	Z4
7	Seamus Ennis Road <i>(closed)</i>	Finglas East, Dublin 11	North West	Waste Management	Z1
8	133A Slaney Road	Glasnevin, Dublin 11	North West	Waste Management	Z6
9	Broombridge Road	Cabra, Dublin 7	North West	Housing Maintenance	Z1
10	Orchard Road	Off Clonliffe Road, Dublin 1	North West	Roads Maintenance	Z1
11	Collins Avenue	Whitehall, Dublin 9	North West	Waste Management	Z1
12	Collins Avenue	Whitehall, Dublin 9	North West	Roads Maintenance	Z1
13	Bannow Road (77B & C)	Cabra, Dublin 7	North West	Water & Drainage	Z1
14	Bannow Road	Cabra, Dublin 7	North West	Surface Water Drainage & Flooding	Z1
15	Garryowen Road	Ballyfermot, Dublin 10	South Central	Housing Maintenance	Z1
16	Sweeneys Terrace	Dublin 8	South Central	Waste Management	Z1
17	Sundrive Road	Crumlin, Dublin 12	South Central	Housing Maintenance	Z1
18	Kylemore Park North	Ballyfermot, Dublin 10	South Central	Waste Management	Z6
19	Marrowbone Lane (61-64)	Dublin 8	South Central	Public Lighting & Electrical Services	Z9
20	Marrowbone Lane (65-67)	Dublin 8	South Central	Surface Water Drainage & Flooding & Drainage	Z9
21	Marrowbone Lane (68-70)	Dublin 8	South Central	Water	Z9
22	Marrowbone Lane/Forbes Lane	Dublin 8	South Central	Roads Maintenance	Z1
23	Davitt Road	Inchicore, Dublin 8	South Central	Waste Management	Z6
24	Kylemore Park South	Ballyfermot, Dublin 10	South Central	Housing Maintenance	Z6

	Site	Address	Location - Administrative Area	Current Use	Zoning
25	Bow Lane	Dublin 2	South East	Waste Management	Z5
26	Gulistan Terrace	Rathmines, Dublin 6	South East	Waste Management	Z4
27	Unit 29 Cherry Orchard Industrial Estate	Ballyfermot, Dublin 10	South Dublin Co Co	Traffic	EP2
28	Unit E4 North City Business Park	Finglas, Dublin 11	Fingal Co Co	Water & Drainage	

Lea	Leased properties						
	Site	Address	Location - Administrative Area	Current Use			
29	Unit M4 North Ring Business Park	Dublin 9	Fingal Co Co	Housing Maintenance			
30	Unit N4 North Ring Business Park	Dublin 9	Fingal Co Co	Housing Maintenance			
31	Unit M5 North Ring Business Park	Dublin 9	Fingal Co Co	Housing Maintenance			
32	Unit F2 Ekland Close	Newtown Industrial Estate, Coolock	North Central	Housing Maintenance			
33	Unit 5 / E1 Ballymun Industrial Estate	St Margarets Road, Ballymun	North West	Housing Maintenance			



# Appendix 2 Proposed North City Operations Depot – Elevations

