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**(a) Planning and Development Act 2000 (as amended) & Planning and Development Regulations 2001 (as amended) (Part 8)**

**(b) Local Government Act 2001 ( as amended )**

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**In compliance with the provisions of Section 179 of the Planning and Development Act 2000 (as amended) and Part 8 of the Planning and Development Regulations 2001 (as amended) and in compliance with the provisions of the Local Government Act 2001 and pursuant to the requirements of the above, notice is hereby given of Dublin City Council's intention to carry out the following works:**

**Application No:** 3594/21

**Proposal:** LAW: Planning and Development Act 2000 (as amended) Planning and Development Regulations 2001 (as amended) - Part VIII

**Applicant:** Dublin Regional Homeless Executive

**Location:** Former Parish Centre, 12-14 Carman's Hall, Dublin 8

**Proposal:** Planning permission is sought for the retention of the existing use for a further period of three years of the former Parish Centre at 12-14 Carman's Hall, Dublin 8, previously approved Part 8 for a period of 12 months Plan Ref. 3188/20, as emergency accommodation for people experiencing homelessness as necessitated by the Covid-19 pandemic.

**Site Notice:** In place and worded as required.

**Proposed Development**

This is an application by Dublin Region Homeless Executive (DRHE) & Dublin City Council's Housing and Community Services. Retention permission is sought to retain the use of the former Parish Centre, 12-14 Carman's Hall, Dublin 8 as a supported temporary accommodation for 51 people experiencing homelessness. Permission is sought to retain this use for a temporary period of three years in order to ensure the continued emergency accommodation during the ongoing Covid-19 Pandemic.

Planning permission for this use was previously granted for a temporary period of two years on 30<sup>th</sup> April 2018, DCC Reg Ref: EMA0001/18 refers. Under Plan Ref. 3188/20, permission was granted to retain the existing use for a further period of 12 months until 6<sup>th</sup> December 2020.

## **SITE LOCATION AND DESCRIPTION**

The site comprises 12-14 Carman's Hall which is a two storey and part three storey detached building located along Carman's Hall, Dublin 8 (off Francis Street). The premises was built between 1936 and 1939 and originally used as a national school then subsequently used as a Parish Centre for community use known as St. Nicholas of Myra. However, it was closed due to fire and safety concerns in 2013. It is in the ownership of the Dublin Archdiocese and leased to Dublin City Council to provide homeless accommodation. The building is currently managed by the Simon Community in partnership with the Salvation Army.

The existing building has a curved two-bay three-storey stair hall to south-west corner, playground to roof, and two-bay two-storey return to rear (north) elevation.

Carman's Hall is bounded by Garden Lane to the west, the rear of Mews Garden Court residential development to the north and a vacant site to the east which is located at the junction of Francis Street and Carman's Hall.

## **ZONING and CONSTRAINTS:**

### **Dublin City Development Plan 2016-2022 - Land Use Zoning**

Under the Dublin City Development Plan 2016-2022, the site is zoned Objective Z1 'To protect, provide and improve residential amenities'.

Section 14.8.1 of the Development Plan states '*The vision for residential development in the city is one where a wide range of accommodation is available within sustainable communities where residents are within easy reach of services, open space and facilities, such as shops, education, leisure, community facilities and amenities, on foot and by public transport*'.

Section 5.5.11 of the development plan refers to Homeless Services and Section 16.12 refers to standards for Institutions / Hostels and Social Support Services. It states that an over-concentration of institutional hostel accommodation, homeless accommodation and social support institutions can potentially undermine the sustainability of a neighbourhood and so there must be an appropriate balance in the further provision of new developments and/or expansion of such existing uses in electoral wards which already accommodate a disproportionate quantum. Accordingly, there shall be an onus on all applicants to indicate that any proposal for homeless accommodation or support services will not result in an undue concentration of such uses, nor undermine the existing local economy, the resident community, the residential amenity, or the regeneration of the area.

All such applications for such uses shall include the following: A map of all homeless and other social support services within a 500 m radius of application site. A statement on catchment area, i.e. whether proposal is to serve local or regional demand and a statement regarding management of the service/facility.

### **Other Planning Designations**

#### **The Liberties Greening Strategy (2014)**

In 2014 Dublin City Council adopted The Liberties Greening Strategy which is a strategic document that builds on the policies and objectives of the Liberties Local Area Plan. It is a

strategy that seeks to improve the recreational and amenity resources for the community, while focusing specifically on projects that have a realistic chance of being implemented in the medium term.

The Greening Strategy put forward a vision for a network of new urban parks, making accessible heritage green spaces and the refurbishment of existing green spaces and play areas.

Dublin City Council recognises that The Liberties area requires high quality open spaces which 'are parks and multi-functional green spaces that are visually attractive and provide multiple recreational opportunities' and the Strategy states 'visually attractive green spaces contribute positively to the image and identity of an area and are beneficial to the health and wellbeing of the residents'.

#### Thomas Street & Environs ACA (2009)

The site is located within the Thomas Street & Environs Architectural Conservation Area (ACA) which was adopted September 2009. Within the ACA document, Carman's Hall is acknowledged under 'Architectural Character' stating the building was 'designed by J.J. Robinson and R.C Keefe in the late 1930s with smooth rendered walls and curved lines typical of the International style of the early-mid 20th century'.

The character of the building is not being compromised to provide homeless accommodation. Prior to the conversion of the building to its current use, Carman's Hall was vacant and the building fabric deteriorating.

#### **Planning History**

*EMA0001/18*: Permission granted to change the use of the former Parish Centre, 12-14 Carman's Hall, Dublin 8 for a temporary period in order to provide supported temporary accommodation to 51 people experiencing homelessness.

3188/20: Permission granted for the retention of the existing use for a further period of 12 months of the former Parish Centre at 12-14 Carman's Hall, Dublin 8 as emergency accommodation for people experiencing homelessness, as necessitated by the Covid-19 pandemic.

#### **EXTERNAL REFERRALS:**

Transport Infrastructure Ireland recommends the following conditions

The proposed development falls within the area for an adopted Section 49 Supplementary Development Contribution Scheme - Luas Cross City (St. Stephen's Green to Broombridge Line) under S.49 Planning and Development Act 2000, as amended. A Section 49 Luas Line Levy is applicable if the proposal is not exempt.

#### **INTERDEPARTMENTAL REPORTS**

**Drainage Department:** The developer shall comply with all the conditions relating to surface water management of the previous grant of permission, ref no: 3188/20

#### **OBSERVATIONS**

None received.

## **CONSIDERATION**

### **Proposed Development**

The proposal in effect, seeks permission to retain the existing use of the former Parish Centre, 12-14 Carman's Hall, Dublin 8 for an additional temporary period of three years up to 7th December 2024.

It is understood that the Covid-19 emergency and its uncertain outcome, including the possible emergence of more virulent strains of the virus, has placed additional demands on residential accommodation space for homeless persons. This is due to the requirement to reduce the numbers of people staying at such facilities at any one time in order to help prevent the spread of the Covid-19 virus. Consequently, the occupancy of the Carman's Hall Service has now been reduced from 52 to 31 for infection control measures. It is therefore necessary to retain the STA (Supported Temporary Accommodation) use at Carman's Hall.

This application includes the following information, as required under Section 16.12 of the City Development Plan:

- A map of all homeless and other social support services within a 500 m radius of application site;
- A statement on catchment area, i.e. whether proposal is to serve local or regional demand;
- A statement from Dublin Simon regarding management of the service/facility.

### **Principle of Development**

The planning policy context of the subject site remains largely unchanged from the date of the previous planning permissions granted by the members: DCC Reg Refs: EMA0001/18 and 3188/20 refer.

In these terms, homeless accommodation in the form of either a building for health, safety and welfare of the public, or a hostel is permissible and open for consideration respectively within the Z1 Zoning which is applicable to the subject site. As such, it is considered that the homeless shelter is consistent with the zoning objective of the City Development Plan, which applies to the subject site and therefore does not materially contravene the City Development Plan.

### **Carman's Hall 500m catchment Area – Analysis of Services**

The locations of all emergency accommodation and support services within a 500m radius of Carman's Hall have been included on the catchment map at Figure 1 below as required by Policies QH30 and Section 16.12 of the City Development Plan.

The map also includes recently closed services: Brum Aimsir which closed in 2019, Merchants Quay Ireland night café which closed in March 2020 and St Augustine PMVT, leading to an overall reduction in the number of bed spaces in the Dublin 8 area. In addition 7 other (non-Section 10 funded) long established facilities providing emergency accommodation and support services have been included on the map.

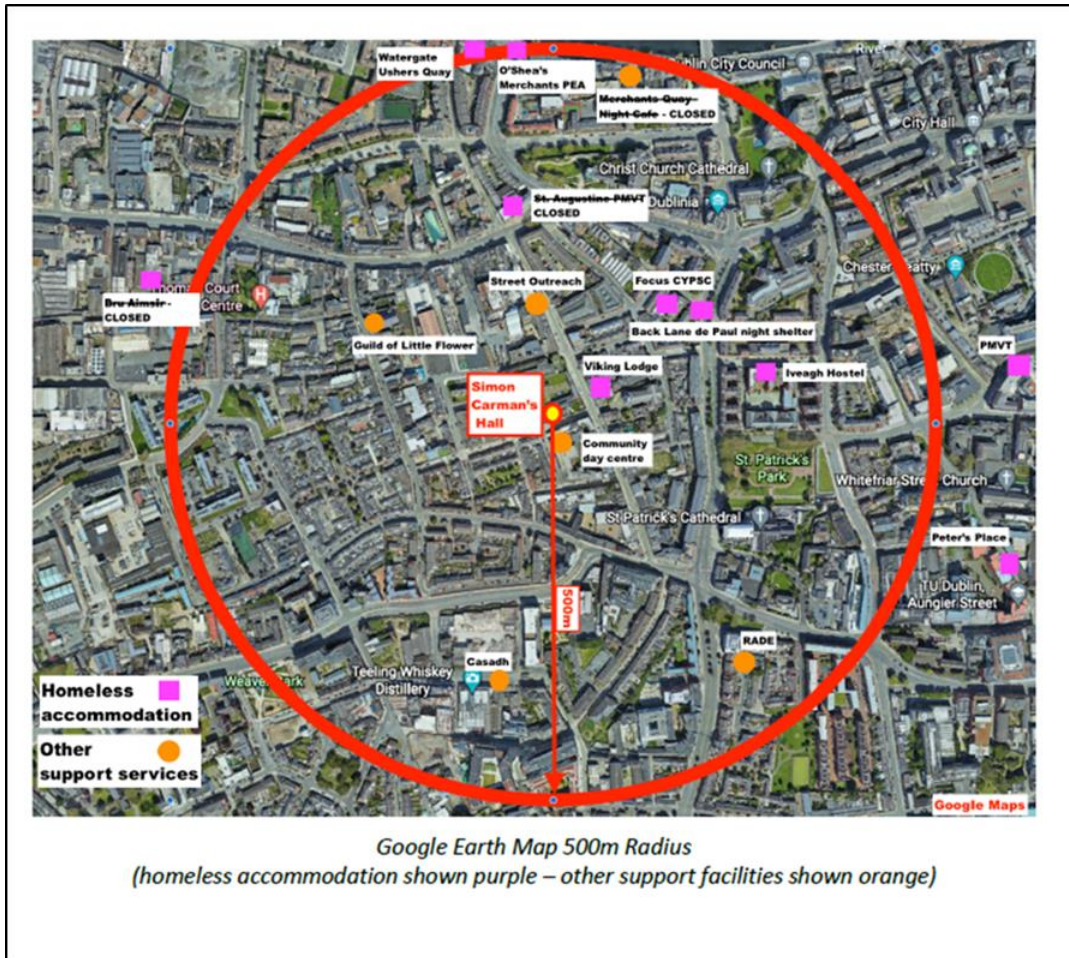


Figure 1 - all emergency accommodation and support services within a 500m radius of Carman's Hall

The services funded by the DRHE operating within 500m of Carman's Hall are illustrated on the map are as follows:

Number	Support Services Within 500m	Service Type	Capacity
1.	Watergate, 11/14 Ushers Quay, Dublin 8	Single Accommodation	125 Adults
2.	Viking Lodge Hub, 36 Francis Street Dublin 8	Family Accommodation	25 Families
3.	DePaul Back Lane, Dublin 8	Single Accommodation	50 Adults
4.	O'Shea's Merchant	Accommodation for couples	115 rooms for adults

The above information shows that there is a small cluster of four accommodation facilities for homeless immediately to the east of Francis Street. There are other similar facilities close to the edge of the 500m with a number of other types of support services within the area such as day centres. Based on the information provided by the applicant, the overall total bed capacity for adults and families within 500m of Carman's Hall is 206 single adults, 25 families and 115 couples.

In the context of the above, with an overall population of 60,841 (2016 census) it is not considered that Dublin 8 is overprovided with emergency accommodation and that the

continued use of the premises at No's 12-14 Carman's Hall on a temporary basis for the provision of STA type accommodation accords with the Dublin City Development Plan.

The submitted supporting statement advises that the population experiencing homelessness in the wider Dublin area has increased over the last five years. The submitted data indicates that the Dublin area total homeless (adults and children) in STA (supported temporary accommodation), PEA (private emergency accommodation) and TEA (temporary emergency accommodation) has increased from 1,636 in 2016 to 3,024 in 2021.

The population of homeless families in the Dublin area in family type emergency accommodation in June 2021 is as follows:

- Total families: 702
- Total dependants: 1,684
- Total Adults: 1,045 of which
  - 359 are single parent families

Furthermore, the total numbers of single adults and families booked into emergency accommodation in Dublin 8 on the night of June 29th-30th 2021 equates to 439 singles (incl. Carman's Hall bookings) and 38 families.

The DRHE is a shared service operation, under the aegis of Dublin City Council as the lead Statutory Authority in the Dublin Region in respect of the co-ordination of responses to homelessness. Carman's Hall accepts referrals from Dublin City Council Central Placement Service (CPS) only. People placed by CPS must be registered as homeless in one of the four Dublin local authorities. The services provided at the Carman's Hall facility are an important contribution to implementation of the Homeless Action Plan Framework for Dublin. Therefore Carman's Hall and other homeless centres are responding to both a local and regional demand for homeless services which is supported by the Dublin City Development Plan.

#### Management of the Service Facility

Carman's Hall is a service where people can stay for six months and have twenty-four hour access to staff. In order to ensure the residents support needs are met there is a professional dedicated team of staff and management on site 24 hours a day 7 days a week. There is a team of staff and management on site 24 hours per day, seven days a week. The staff team numbers 3 key workers, 15 support workers and a team of volunteers. Simon operate a "Good Neighbour Policy" whereby interactions with the local community are monitored and controlled.

A Management Statement prepared by the operators - Dublin Simon Community is included in this application. This report confirms that the Dublin Simon Community have a wealth of experiencing working with people with varying needs and have demonstrated a track record in providing life changing support for those sleeping rough through to supporting people to live independently following periods of homelessness.

The Dublin Simon Community also has a 'Good Neighbour Policy', which is a commitment to maintaining positive relationships with individuals, businesses, community and voluntary groups and any other stakeholders in the community. The aim of the policy is to prevent and resolve any negative issues related to the activities of its organisation or clients.

The Dublin Simon Community has also provided a detailed incident log, from 20<sup>th</sup> January 2020 to 21<sup>st</sup> May 2021. It is understood that there have been seven neighbourhood complaints since January 2020.

The log also identifies the preventative measures that are implemented following each incident. It is noted that several incidents relating to items such as drug paraphernalia such as needles and liquids being thrown onto the street from upper floor bedrooms. The operator requested that Dublin City Council installed “*items to be put over or under the window to prevent further incidents occurring again*”. It is understood that these works were never carried out. It is therefore recommended that a condition should be attached to the permission to ensure that these preventative measures are implemented in order to protect the safety and amenity of the area.

### **REQUIREMENT FOR APPROPRIATE ASSESSMENT**

Under Article 6 (3) of the EU Habitats Directive and Regulation 30 of SI NO.94/1997 “European Communities (Natural Habitats) Regulations (1997) any plan or project which has the potential to significantly impact on the integrity of a Natura 2000 site must be subject to an Appropriate Assessment. This requirement is also detailed under Section 177 (U) of the Planning and Development Act 2000 (as amended).

A statement on the requirement for an appropriate assessment is submitted in conjunction with the application. This refers to the minor nature of the works proposed within the application and concludes that there is no potential for significant effects on the Natura 2000 sites and no further assessment is considered necessary.

The Planning Department, as the competent authority, has considered the screening report, has undertaken the Appropriate Assessment screening of the development and has determined that progression to Stage 2 of the Appropriate Assessment process (i.e. preparation of a Natura Impact Statement) is not considered necessary. It is not considered that the proposed development would be likely to have a significant effect, individually, or in combination with other plans or projects, on a European site.

### **SUMMARY AND CONCLUSION**

- The principle of using the subject site to provide supported temporary accommodation to people experiencing homelessness by DRHE & Dublin City Council’s Housing and Community Services, is established under DCC Reg Refs: EMA0001/18 and 3188/20.
- Temporary planning permission for a two year period was granted for this use on 30th April 2018. A further permission granted on 7<sup>th</sup> December 2020 extended the use for another year. There has been no material change in planning policy context; therefore the proposed continued use of Carman’s Hall for a three year period until 2024 remains in full compliance with the zoning of the subject site and the Dublin City Development Plan.
- The Carman’s Hall facility is currently providing essential accommodation and is addressing the homelessness situation during the current Covid-19 Pandemic.
- Based on the study of homeless accommodation and support services within 500m of Carman’s Hall, it is considered that there is not an undue overconcentration of homeless accommodation or support services in the Liberties area.
- No objections have been received in respect of the proposal.

- The Carman's Hall facility is managed by the Dublin Simon Community who have demonstrated a track record in providing life changing support for those sleeping rough through to supporting people to live independently following periods of homelessness.
- It is not considered that the development would seriously injure the amenity of property in the vicinity and subject to compliance with the recommendations set out below, it is considered that the proposed development accords with the City Development Plan and the proper planning and sustainable development of the area.

### **RECOMMENDATION:**

Accordingly, it is recommended that a decision be made by Elected Members of the Council to proceed with the proposed development, subject to the following recommendations;

Planning Department:

1. The Permission for use as an emergency accommodation for people experiencing homelessness is granted for a limited period of **three years** from the date of this grant at which date the Permission shall cease.

Reason: In the interests of the proper planning and development of the area, and so that the effect of the development may be reviewed having regard to the circumstances then prevailing.

2. The upper level bedroom windows shall be adapted in order to prevent occupants from throwing items onto the street.

Reason: in the interest of public safety and amenity.

The Area Committee as appropriate were informed of the initiation of the Part 8 planning process for the proposed development and the recommendation of the Planning Department at its meetings on 15<sup>th</sup> September 2021 and 19<sup>th</sup> January 2022 respectively.

The project has been funded since 2017 under the protocol by the Department of Housing, Local Government and Heritage.

**Accordingly, it is recommended that a decision be made by Elected Members of the Council to proceed with the proposed development.**

This report is submitted to the City Council pursuant to Section 179 of the Planning and Development Act, 2000 (as amended).

### **Resolution:**

That Dublin City Council notes the contents of Report No 41/2022 and hereby approves the contents therein.

**Owen P. Keegan**  
**Chief Executive**

**25<sup>th</sup> January 2022**



## **Appendix A - Consultees and Third Party Submissions/Observations:**

### Consultees:

Irish Water, Colvill House, 24 - 26, Talbot Street, Dublin 1

Department of Arts, Heritage & The Gaeltacht, Newtown Road, Wexford

An Taisce Tailors Hall, Back Lane, Dublin 8

Áras na hOidhreachta, Church Lane, Kilkenny City, Co. Kilkenny

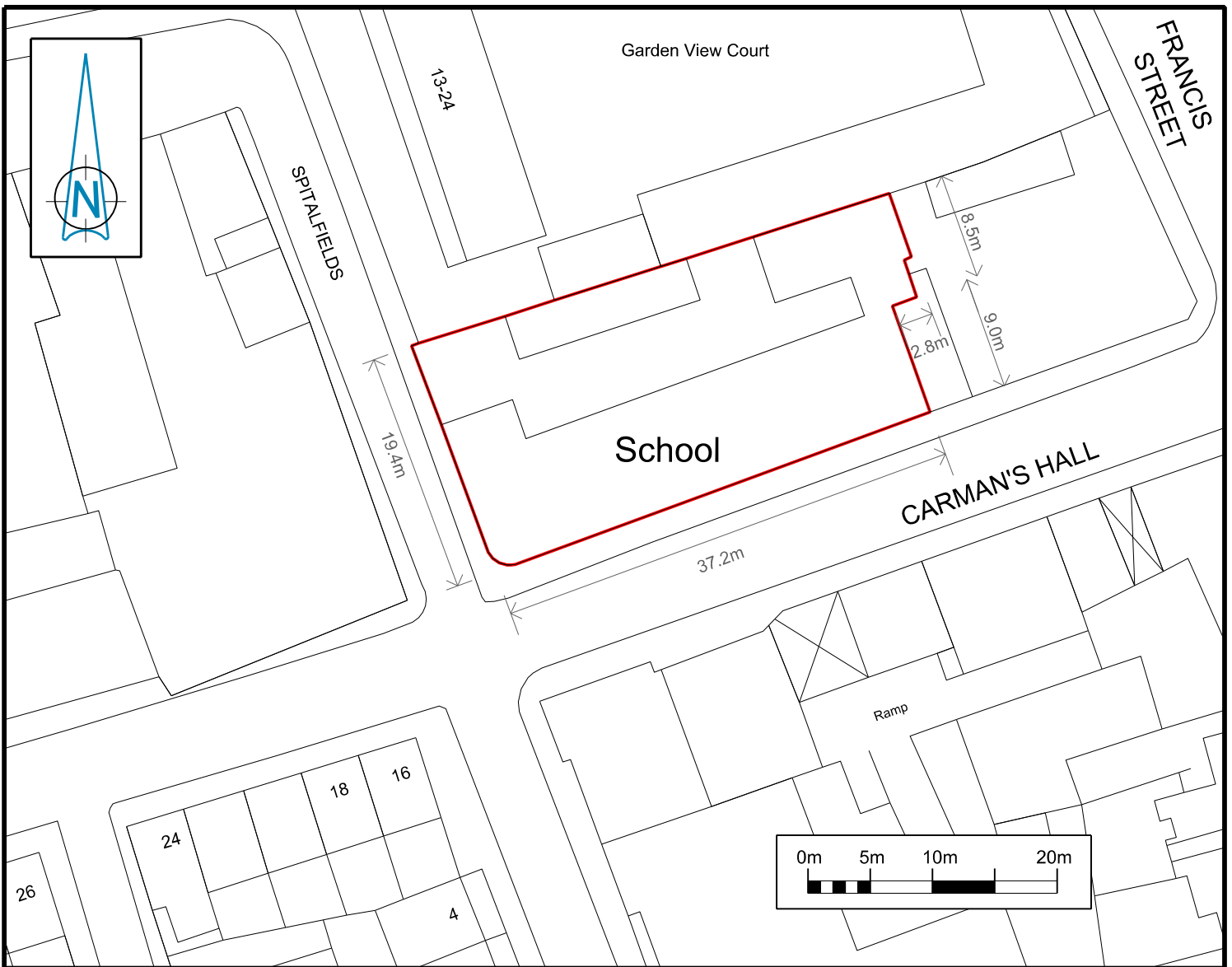
An Chomhairle Ealaíon, 70, Merrion Square, Dublin 2

Fáilte Ireland, 88-95, Amiens Street, Dublin 1

National Transport Authority (NTA), Head of Planning and Data Analysis, Harcourt Lane, Dublin, D02 WT20

Transport Infrastructure Ireland (TII), Parkgate Business Centre, Parkgate Street, Dublin 8, DO8YFF1

### No Third Party submissions



# CARMEN'S HALL

Site at

Location Map for Part 8 Application



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council

An Roinn Comhshaoil agus Iompair  
Rannán Suirbhéireachta agus Léarscáilithe  
Environment and Transportation Department  
Survey and Mapping Division

**O.S REF**

3263-14

**SCALE**

1:500

**DATE**

18-06-2020

**SURVEYED /  
PRODUCED BY**

T. Curran

**Dr JOHN W. FLANAGAN**

CEng FIEI FICE  
CITY ENGINEER

INDEX No

FOLDER  
No

CODE

DWG  
No

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**FILE NO**

SM-2019-1161-\_0204- C5 - 002 - B.dgn

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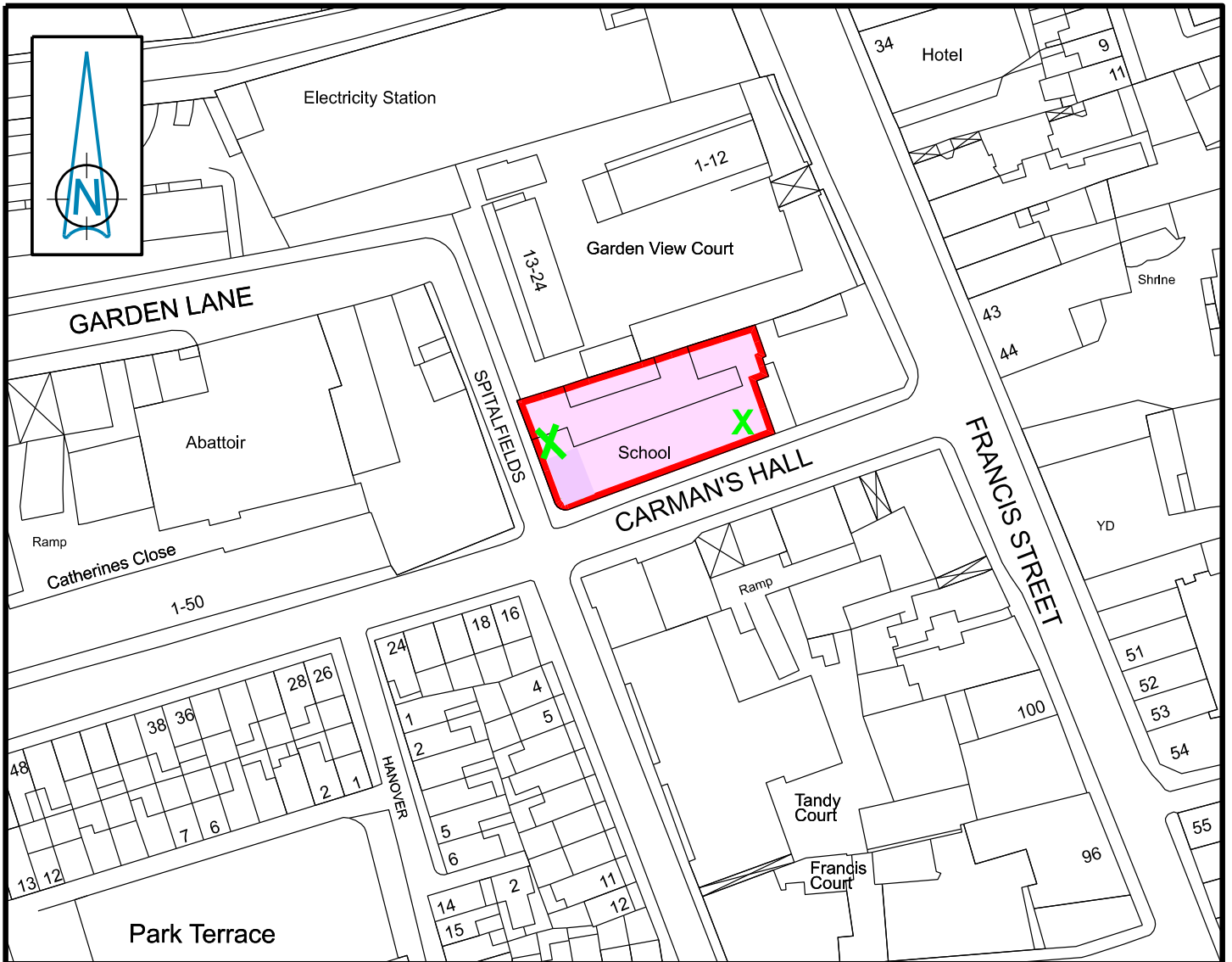
SURVEY, MAPPING AND RELATED RESEARCH APPROVED

APPROVED

**THOMAS CURRAN**  
ACTING MANAGER LAND SURVEYING & MAPPING  
DUBLIN CITY COUNCIL

**INDEX No.**

**SM-2019-1161-002**



# CARMEN'S HALL

Site at

Location Map for Part 8 Application

Location Map of Site Notice shown thus **X**



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council

An Roinn Comhshaoil agus Iompair  
Rannán Suirbhéireachta agus Léarscáilithe  
Environment and Transportation Department  
Survey and Mapping Division

<b>O.S REF</b> 3263-14	<b>SCALE</b> 1:1000
<b>DATE</b> 18-06-2020	<b>SURVEYED / PRODUCED BY</b> T. Curran

<b>INDEX No</b>	<b>FOLDER No</b>	<b>CODE</b>	<b>DWG No</b>	<b>REV</b>
<b>FILE NO</b>	SM-2019-1161-_0204- C5 - 001 - B.dgn			

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SURVEY, MAPPING AND RELATED RESEARCH APPROVED

**Dr JOHN W. FLANAGAN**  
CEng FIEI FICE  
CITY ENGINEER

**APPROVED** \_\_\_\_\_  
**THOMAS CURRAN**  
ACTING MANAGER LAND SURVEYING & MAPPING  
DUBLIN CITY COUNCIL

**INDEX No.**  
**SM-2019-1161**