

LARGE-SCALE RESIDENTIAL DEVELOPMENT  
**PLANNING REPORT & STATEMENT**  
**OF CONSISTENCY**

FOR ALTERATIONS TO PERMITTED GA01 SHD  
ABP REG. REF. 310418  
BALDOYLE, DUBLIN 13

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Martin**

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**The Shoreline Partnership**

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## 1. INTRODUCTION

This Planning Report & Statement of Consistency has been prepared in support of a Large-scale Residential Development (LRD) Planning Application to Fingal County Council, on behalf of The Shoreline Partnership.

This proposed LRD application is an alteration to the permitted Strategic Housing Development (SHD) permitted under ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20, which under the Planning and Development (Amendment) (Large-scale Residential Development) Act 2021, requires that any amendments required to a permission granted under SHD must be made via the LRD process.

The subject application site (hereafter called ‘the site’) is located at Baldoyle-Stapolin, Dublin 13, on lands formerly known as The Coast, Baldoyle. It is a site of approx. 1.02ha, which forms part of the wider c.9.1ha development permitted under ABP Reg. Ref. 310418. The proposed amendments comprise of alterations to the permitted Block A1, Block D1, Block D2 and Block D3.

The site is bound to the north and east by lands referred to as Growth Area 3 (GA03) in the Baldoyle-Stapolin Local Area Plan 2013 (as extended) which are subject of a permitted SHD development as per ABP Ref. 311016, to the east and south by the subject permitted lands, and to the west by the Dublin-Belfast railway line.

Amendments to a permitted SHD are provided for in the Planning and Development (Amendment) (Large-scale Residential Development) Act 2021. Any application to amend a previously permitted SHD is submitted to the planning authority under the LRD procedure, with modified requirements under section 247(7) and 34(3C) of the Principal Act. The SHD process has been superseded by the Large-scale Residential (LRD) process under the Planning and Development (Amendment) (Large-scale Residential Development) Act 2021 and was enacted on 14th December 2021.

The lands are entirely zoned RA ‘Residential Area’, as per the Fingal County Development Plan 2017-2023 (Development Plan) and the Adopted Fingal Development Plan 2023-2029 (to come into effect 5<sup>th</sup> April 2023). As such, the use of these lands for residential purposes is provided for in the Core Strategy of the applicable Development Plan.

This Planning Report forms part of the application for the purposes of submission of an LRD application (Stage 4) to Fingal County Council (LRD No. LRD00015).

The development for which permission is being sought is set out in Section 2 of this report. This report examines the site location, context, planning history, and sets out clearly the extent and nature of the proposed development. This report also sets out a statement of consistency with all relevant policy and guidelines including the Fingal Development Plan 2017-2023, Adopted Fingal Development

Plan 2023-2029 (to come into effect 5<sup>th</sup> April 2023), Baldoyle-Stapolin Local Area Plan May 2013, as extended (to cease to have effect from 11<sup>th</sup> May 2023), and Section 28 guidelines, as requested in the LRD Application Form:

*“A Statement of Consistency with the Development Plan”.*

This Planning Report should be read in conjunction with the other documentation (reports and drawings) accompanying this LRD application, set out in the schedule included in the Cover Letter to Fingal County Council. We confirm that prior to submitting this LRD application, the drawings enclosed here have been checked with reference to the Planning and Development Regulations, 2001-2022.

This LRD application is lodged under the provisions of the Fingal Development Plan 2017-2023, and with regard to the adopted Fingal Development Plan 2023-2029. The Fingal Development Plan 2023-2029 was adopted on 22<sup>nd</sup> February 2023 and will come into effect 6 no. weeks later on 5<sup>th</sup> April 2023 and during the decision making process of this subject application. Therefore updated policy objectives relevant to the proposed development are listed below and referenced where applicable throughout.

## **2. PROPOSED ALTERATIONS TO PERMITTED SCHEME**

The proposed development which is subject of this Planning Application is seeking to alter permitted GA1 Strategic Housing Development (SHD) (ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20) planning permission. The proposed red line application area includes Block A1, D1, D2 and D3, which are subject of proposed modifications to height and façade, with all other elements of the permitted scheme remaining as permitted under ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20. It is therefore asserted that the proposed application accords with both the 2017-23 and 2023-29 Fingal Development Plans.

The development for which permission is being sought, as set out in the statutory notices, is as follows:

*“The proposed development consists of amendments to a permitted development, permitted under ABP Ref. 310418, with an overall site area of c.9.1 ha. The proposed amendments subject to this LRD application comprises a site area of c.1.02 ha within the wider permitted landbank, and consists of:*

- *Reduction in building height of Block A1 from an 8-6 no. storey building to a 7-6 no. storey building, façade enhancements and amendments to the building form;*
- *Reduction in building height of Block D1 from an 9-6 no. storey building to a 7-6 no. storey building, façade enhancements and amendments to the building form;*

- *Reduction in building height of Block D2 from an 8-6 no. storey building to a 7-6 no. storey building, façade enhancements and amendments to the building form;*
- *Reduction in building height of Block D3 from an 15-5 no. storey building to a 10-5 no. storey building, façade enhancements and amendments to the building form;*

*All other elements of the development remain as permitted under ABP 310418 with proposed amendments resulting in a reduction of 55 no. units from 882 no. units to 827 no. units.*

*A Natura Impact Statement has been prepared in respect of the proposed development.”*

As a result of the reduction in height within the proposed development, the overall density across the permitted SHD lands is consequently reduced from 99 units per hectare (as permitted) to 93 units per hectare.

Façade changes are proposed in response to Fingal County Council’s comments during the Section 247 process, in order to retain the elegant proportions previously achieved, whilst providing contrast with other adjacent buildings.

Please see HJL Architectural Design Statement for detailed schedules of accommodation.

With regards to progressing through the Large-scale Residential Development Process, the Planning and Development (Amendment (Large-scale Residential Development) Act 2021 permits such an application as set out in Section 2:

*“‘Large-scale residential development’ means a development that includes –*

- (a) the development of 100 or more houses*
- (b) the development of student accommodation that includes 200 or more bed spaces,*
- (c) both the development of 100 or more houses and of student accommodation, or*
- (d) both the development of student accommodation that includes 200 or more bed spaces and of houses”*

Amendments to a permitted SHD are provided for in the Planning and Development (Amendment) (Large-scale Residential Development) Act 2021. Any application to amend a previously permitted SHD is submitted to the planning authority under the LRD procedures, with modified requirements under section 247(7) and 34(3C) of the Principal Act which states:

*3C) In determining an application for permission that relates to a development in respect of a part of which permission has previously been granted—*

*(a) under section 9 of the Planning and Development (Housing) and Residential Tenancies Act 2016, or*

*(b) on foot of an application in accordance with section 32A, the planning authority concerned shall, notwithstanding section 34(2)(a), be restricted in its determination of the application, other than in respect of any assessment of the effects of the proposed development on the environment, to considering the modifications proposed by the applicant to the previously permitted development and for the purposes of determining such an application the reference in subsection (6) to "the development concerned" shall be read as a reference to "the modifications to the previously permitted development".]*

The new section 34(3C) of the Planning & Development Act (Principal Act) provides that the planning authority shall be limited to solely considering the proposed modifications to the previously permitted development and not to reconsidering the original application again in combination with the proposed new modifications. It is in this context, that this LRD application is submitted. Furthermore, it is in this context that the proposed modifications are deemed to comply with both the 2017-23 and 2023-29 Fingal Development Plans.

### 3. SITE LOCATION AND CONTEXT

#### 3.1 Subject Site

The subject site is approx. 1.02ha, which forms part of the wider c. 9.10ha permitted GA1 SHD development, ABP Reg. Ref. 310418.

The site is bound to the north and east by lands referred to as Growth Area 3 (GA03) in the Baldoyle-Stapolin Local Area Plan 2013 (as extended) which are subject of a permitted SHD development as per ABP Ref. 311016, to the east and south by the subject permitted lands, and to the west by the Dublin-Belfast railway line.

The GA3 lands, referenced above, are now subject of an LRD application (FCC Reg. Ref. LRD/0016) which has been submitted to Fingal County Council seeking permission to amend the permitted SHD resulting in a reduction of 97 no. units from 1,221 no. units to 1,124 no. units. This application is currently awaiting decision from FCC.

The wider Clongriffin area within the administrative area of Dublin City Council has had a significant amount of planning activity which notably includes 2 large scale permitted SHDs.

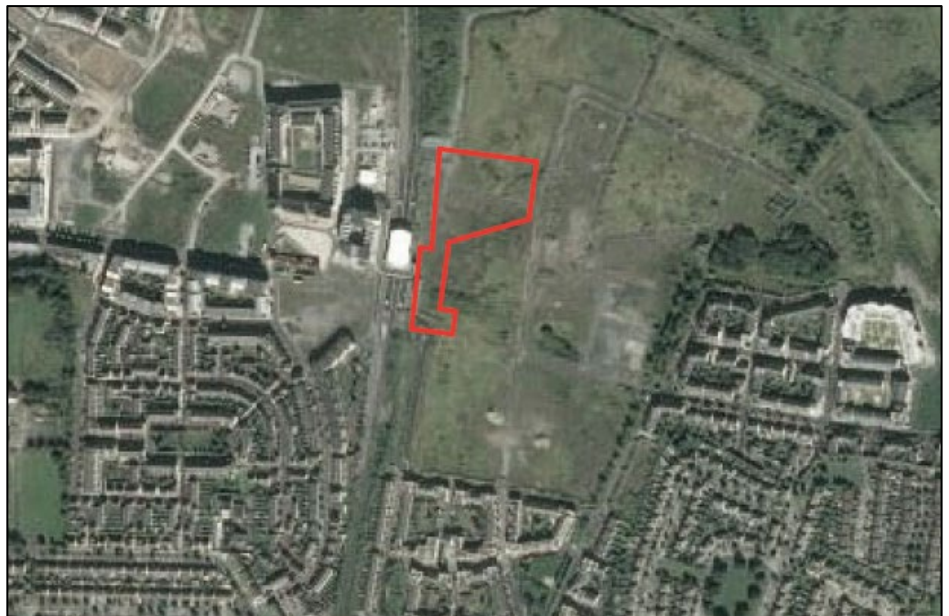
#### 3.2 Context

The subject site is located in Baldoyle, Dublin 13, approximately 10km northeast of the city centre. While the site is on the edge of the urban extent of Dublin City, it is within the administrative area of Fingal County Council (FCC) adjacent to the Dublin City Council administrative boundary at Clongriffin to the west.



Surrounding land uses to the west beyond the train track, south and east, are predominately residential in nature. To the north, beyond the lands of the permitted residential development previously referenced (ABP ref. 311016), is the recently permitted Baldoyle Racecourse Regional Park (ABP Reg. Ref. 311315) which it is intended that FCC will deliver as part of the Development Plan and Local Area Plan objectives at this location. Located further to the north and northeast is an area designated as 'high amenity' comprising partially of agricultural fields and areas associated with the Baldoyle Estuary.

The subject lands are located adjacent to a high frequency public rail station at Clongriffin, providing direct connection into Dublin City and onwards to the wider Dublin Area. Clongriffin is also served by Dublin Bus No. 15. It is also planned that Clongriffin will be served by a future upgraded BusConnects route (Core Bus Corridor Route No. 1, which is currently before ABP (Reg. Ref. 313279)). The proposed Clongriffin to City Centre Core Bus Corridor retains the existing pedestrian facilities, bus stop and bus turnaround facilities at Clongriffin DART station before the route continues through Clongriffin Main Street.<sup>1</sup>



**Figure 3-1: Indicative Subject Site in the Urban Context (Source: HJL Architects, 2023).**

Within recent years there has been planning activity at, or proximate to, the subject lands.

The wider Clongriffin area has had a significant amount of planning activity which notably includes 2 no. large scale permitted SHDs to the west of the subject site (and west of the railway) within the administrative area of Dublin City Council. A SHD application on GA2 lands to the east of the subject site (ABP Reg. Ref.

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<sup>1</sup> <https://busconnects.ie/wp-content/uploads/2022/02/01-draft-preferred-route-options-report.pdf>

313222) within the administrative area of Fingal County Council for 1,007 no. units, was recently refused by An Bord Pleanála.

The subject application is proposed as an amendment to permitted development (ABP Reg. Ref. 310418), as set out below in section 4.1. Other relevant planning activity is further set out.

## **4. PLANNING HISTORY**

### **4.1 GA1 SHD - ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20 (Location of the Subject Application)**

A grant of permission was issued by An Bord Pleanála on 22nd September 2021 for a SHD comprising c. 882 no. units (135 no. houses and 747 no. apartments) ranging from 2 – 15 no. storeys in height, a creche and associated site works at lands referred to as Growth Area 1 (GA1) lands within the Baldoyle Local Area Plan.

The permitted SHD on a total site of c. 9.1ha comprises approximately 882 no. units and a gym (c. 411 sq.m), convenience store (c. 915 sq.m), Medical Centre (462 sq.m), Pharmacy (c. 268 sq.m), Creche (c. 539 sq.m), Storage units (c. 292 sq.m), Retail, Restaurant and Café (c. 597 sq.m).

### **4.2 GA3 SHD - ABP Reg. Ref 311016 & FCC Reg. Ref. SHD/016/21**

A grant of permission was issued by An Bord Pleanála on 23 November 2021 for a Strategic Housing Development (SHD) comprising c. 1,221 no. residential units and a creche of c. 452 sq.m at lands referred to as Growth Area 3 (GA3) lands within the Baldoyle Local Area Plan.

#### **4.2.1 FCC Reg. Ref. LRD/0016 (GA3 SHD Amendment)**

The permitted SHD is on a site of c. 6.89ha and comprises c. 1,221 no. residential apartments and duplexes consisting of 1 no. studio, 502 no. 1 bed units, 363 no. 2 bed units and 82 no. 3 bed units in 9 no. apartment blocks ranging in height from 2 to 15 no. storeys.

A planning application has been submitted to Fingal County Council to amend permitted SHD on GA3 lands (ABP Reg. Ref. 311016 / FCC Reg. Ref. SHD/016/21). The proposed development will primarily consist of the reduction of heights, façade enhancements and amendments to the building form.

The proposed amendments will result in an overall reduction of 97 no. units from 1,221 no. units to 1,124 no. units within the overall permitted scheme.

### **4.3 FCC Reg. Ref. F16A/0412 (ABP Reg. Ref. 248970)**

A grant of permission was issued by An Bord Pleanála on 23 November 2017 for approximately 546 no. residential units (385 no. apartments and 161 no. houses) and a village centre comprising c. 1,917 sq.m of commercial floor space including a small supermarket, café, 4 no. retail units, a creche of c. 880 sq.m, and a new open space of c.1.5ha at The Haggard to the northeast of the main part of the site.

Subsequent amendments to this permission have also been permitted including FCC Reg. Ref. F20A/0258, F21A/0046, F22A/0017, LRD0007/S3 as briefly set out below.

#### **4.3.1 FCC Reg. Ref. F20A/0258**

A grant of permission was issued by Fingal County Council on 3 September 2020 for minor alterations to the permitted residential development, as permitted under F16A/0412 / ABP Ref: 248970. The proposed alterations related to Blocks C4, C5 and D1 (previously C6) only and primarily related to the alteration of external finishes and materials of permitted housing. The units subject of this permission are currently under construction.

#### **4.3.2 FCC Reg. Ref. F21A/0046**

A grant of permission was issued by Fingal County Council on 27 April 2021 for proposed alterations to Blocks B3, B4, C3, C4, and C5 only and related to:

- Proposed alterations to some of the permitted Unit Types in respect of their external design which relates primarily to roof and porch design as well as external finishes, minor internal reconfiguration and removal or alteration of permitted solar panels.
- The introduction of new Unit Types in place of permitted units.
- Reduction of overall units by 5 no. units.

This was granted by FCC with a condition to exclude the proposed alteration of Unit Types and layout of Block C3 *“in the interest of visual and residential amenity”*. As a result of this permission the parent permission (F16A/0412 / ABP Reg. Ref. 248970) permits the development of 544 total units (a reduction of 2 no. units on the parent permission).

#### **4.3.3 FCC Reg. Ref F22A/0017**

A grant of permission was issued by Fingal County Council on 8 April 2022 for proposed alterations to Blocks C2 and C3 only and primarily relate to the alteration of external finishes and the material of permitted houses.

#### **4.3.4 FCC Reg. Ref. F22A/0434**

A grant of permission was issued by Fingal County Council on 23<sup>rd</sup> November 2022 for amendments to Block C1 (FCC Reg. Ref. F22A/0434) comprising the reconfiguration of units and associated site works.

#### **4.3.5 FCC Reg. Ref. LRD0007/S3**

A grant of permission was issued from Fingal County Council on 28 February 2023 for a proposed LRD development seeking to amend permitted development under F16A/0412 (as amended). The proposed development consists of amendments to Block B1, B2, B3 and B4:

- Reconfiguration of permitted under F16A/0412 (as amended) omitting 28 no. apartments and the addition of 26 no. houses resulting in the provision of 88 no. apartments and 54 no. houses, resulting in an overall total of 142 no. units.
- Reconfiguration of internal road layout as permitted under F16A/0412 (as amended)
- Removal of permitted basement below Block B1 and B2 and provision of 170 no. car parking spaces and 262 no. cycle parking spaces at surface level.
- Development of a linear park along Longfield Road.

#### 4.4 GA02 SHD - ABP Reg. Ref 313177/ FCC Reg. Ref. SHD/001/21 (GA2 SHD to the east)

Lismore Homes Limited submitted a SHD application to An Bord Pleanála on 31 March 2022 on GA2 lands directly east of the subject site.

The proposed SHD application includes for 1,007 no. apartments, childcare facilities and associated site works ranging from 4 no. storeys to 12 no. storeys across 16 no. buildings. The proposed SHD also includes for a creche at ground floor level of c. 800 sq.m with a dedicated outdoor play area of c. 208 sq.m.

The SHD application was recently refused permission by An Bord Pleanála on 16 March 2023.

#### 4.5 Clongriffin SHD Applications (Dublin City Council Area adjacent)

An Bord Pleanála (ABP) granted 2 No. SHD applications west of the DART / railway line in Dublin City Council area, under ABP Reg. Ref. 305316 and ABP Reg. Ref. 305319 on the 18 December 2019. Both applications were prepared together and were considered concurrently and have similar assessments:

- **Clongriffin SHD 1 ABP Reg. Ref. 305316:** 916 no. apartments including the loss of 114 units (238 no. residential, 678 no. Build to Rent units), 2 no. crèches, 10 no. retail units and all associated site works. Primarily consisting of 6-7 storeys in height but also include 17 storeys at Block 17 and 15 storeys at Block 26.
- **Clongriffin SHD 2 ABP Reg. Ref. 305319:** 500 no. apartments (235 no. residential, 265 no. build to rent), crèche and all associated site works in block of 2 – 8 storeys in height.

## 5. PRE-PLANNING CONSULTATION

Both the context and approach to the application site, design rationale and overall development strategy for the proposed development, have been subject to consultation with the Planning Department of Fingal County Council under Section 247 of the Planning and Development Act 2000, as amended.

Attendees and date of meetings that have taken place are:

## 5.1 Pre-Application S247 Consultation

- 20th September 2022 Section 247 Pre-Application Meeting with FCC:

FCC Attendees:

- Sean Walsh – Senior Executive Planner
- Carol Hurley – Executive Planner
- Damien Cox – Executive Engineer Water Services
- Mark Finnegan – Executive Water Services
- Linda Lally (LL) – Senior Executive Engineer Transportation
- Aoife Dunne – Part V Housing

Applicant Representatives:

- Hakeem Bader – Richmond Homes (the Applicant)
- Mark O'Donnell – Richmond Homes (the Applicant)
- Pauline Brady – Brady Shipman Martin
- Hannah Millar – Brady Shipman Martin
- Emma Graves – Henry J. Lyons
- Richard Doorly - Henry J. Lyons
- Owen Sullivan – CS Consulting Engineers
- Alastair Ferrar – CSR Landscape

## 5.2 LRD Meeting with Fingal County Council

- 17<sup>th</sup> January 2023 LRD0015/S2 Meeting with FCC:

FCC Attendees:

- Sean Walsh – Senior Executive Planner
- Carol Hurley – Executive Planner
- Linda Lally – Senior Executive Engineer Transportation
- Jennifer Casserly – Executive Planner
- Carmel Brennan – Senior Architect
- Damien Cox – Executive Engineer Water Services
- Gemma Carr – Senior Executive Parks Superintendent
- Hans Visser – Executive Parks Superintendent
- Aoife Dunne – Part V Housing
- Marinna Rennicks – Part V Housing

Applicant Representatives:

- Hakeem Bader – Richmond Homes (the Applicant)
- Pauline Byrne – Brady Shipman Martin
- Hannah Millar – Brady Shipman Martin

- Owen Sullivan – CS Consulting Engineers
- Gordon Finn - CS Consulting Engineers
- Richard Doorly - Henry J. Lyons
- Emma Graves - Henry J. Lyons
- Michela Cristofani - Henry J. Lyons
- Alastair Ferrar – CSR Landscape
- Yi Liu – CSR Landscape

## **6. STATEMENT OF CONSISTENCY**

### **6.1 Consistency with National & Regional Planning Policy**

The key provisions of national (including relevant Section 28 guidelines) and regional planning policy as it relates to the proposed development are set out in the following sections. The key policy and guidance documents of relevance to the proposed development are as follows:

- Housing for All – A New Housing Plan for Ireland (2021);
- Project Ireland 2040 - National Planning Framework (2018) ;
- Eastern and Midland Regional Assembly - Regional Spatial & Economic Strategy 2019-2031 (RSES) (2019);
- Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas, and the accompanying Urban Design Manual (2009);
- Sustainable Urban Housing: Design Standards for New Apartments (2022)
- Design Manual for Urban Roads and Streets (2019);
- Urban Development and Building Heights Guidelines for Planning Authorities (December 2018)
- Guidelines for Planning Authorities on Childcare Facilities (2001).

#### **6.1.1 Housing for All – A New Housing Plan for Ireland (2021)**

The overarching aim of the Housing for All plan is that “Everyone in the State should have access to a home to purchase or rent at an affordable price, built to a high standard and in the right place, offering a high quality of life” (p. 17). With a view to achieving this aim, the plan sets out four overarching housing policy objectives as follows:

1. Supporting homeownership and increasing affordability;
2. Eradicating homelessness, increasing social housing delivery and supporting social inclusion;
3. Increasing new housing supply; and
4. Addressing vacancy and efficient use of existing stock.

The plan seeks to ensure that new housing is delivered in an environmentally sustainable manner, with a greater proportion of residential development in the

existing built-up footprint of towns and cities, and all new homes being built to Nearly Zero Energy Building (NZEB) standards, as well as a policy of retrofitting existing housing stock.

With a view to supporting sustainable communities (*“places where people want to live and work”*), the plan states a commitment *“to continuing the policy of having mixed-tenure communities, including through the mechanism of Part V of the Planning and Development Act 2000, to ensure that social and affordable housing are part of the mix across housing developments”* (p. 122).

Whilst the proposed development seeks a marginal decrease in unit numbers from 882 no. units (as permitted under ABP Reg. Ref. 310418/ FCC Reg. Ref. SHD/011/20) to 827 no. units, the proposed development forms part of a larger land bank where a significant amount of new homes will be provided by the Applicant with the aim to increase housing supply in Baldoyle, and to deliver a diversified housing offer in unit mix and tenure terms, meeting Part V commitments.

Therefore, the proposed project is consistent with the Government’s new Housing for All plan. The proposed development alters the existing scheme to provide for a housing type that is currently in demand in the area on lands zoned for residential development in accordance with Government housing policy, and includes a Part V proposal.

#### **6.1.2 Project Ireland 2040 – National Planning Framework**

Project Ireland 2040 contains two key plans: the National Planning Framework (NPF) and the National Development Plan Framework (NDP) which in tandem seeks to achieve ten strategic outcomes including:

1. Compact Growth
2. Enhanced Regional Accessibility
3. Strengthen Rural Economies and Communities
4. Sustainable Mobility
5. A Strong Economy, supported by Enterprise, Innovation and Skills
6. High-Quality International Connectivity
7. Enhanced Amenity and Heritage
8. Transition to a Low Carbon and Climate Resilient Society
9. Sustainable Management of Water and other Environmental Resources
10. Access to Quality Childcare, Education and Health Services

One of the key objectives of the NPF relates to compact growth. The plan seeks to carefully manage the sustainable growth of compact cities, towns and villages and to add value and create more attractive places in which people can live and work.



With regard to Dublin the NPF identifies that the city needs to *‘accommodate a greater proportion of the growth it generates within its metropolitan boundaries and to offer improved housing choice’*.

National Policy Objective 4 in this regards states:

*‘Ensure the creation of attractive, liveable, well designed, high quality urban places that are home to diverse and integrated communities that enjoy a high quality of life and well-being.’*

National Policy Objective 11 in this regards states:

*‘In meeting urban development requirements, there will be a presumption in favour of development that can encourage more people and generate more jobs and activity within existing cities, towns and villages, subject to development meeting appropriate planning standards and achieving targeted growth.’*

National Policy Objective 13 in this regards states:

*‘In urban areas, planning and related standards, including in particular building height and car parking will be based on performance criteria that seek to achieve well-designed high-quality outcomes in order to achieve targeted growth. These standards will be subject to a range of tolerance that enables alternative solutions to be proposed to achieve stated outcomes, provided public safety is not compromised and the environment is suitably protected.’*

The NPF requires homes to be located in places that can support sustainable development. This includes places that are accessible to a range of local services, can encourage the use of public transport, walking and cycling, and help tackle climate change.

Considering the above, the subject site is fully supported by the NPF given its location directly north of both Donaghmede and Baldoyle, existing suburban areas which provides employment opportunities and services for the local population. The proposed development strategically is bound by Clongriffin Train Station providing frequent connectivity links to Dublin City Centre through DART services via the main Dublin-Belfast railway line.

The proposed development amends development permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20 which will be delivered on a greenfield site adjacent to existing development and on lands that have been identified by the local authority for residential development.

Therefore, the proposed development is consistent with the NPOs within the NPF and will contribute to delivering a high-quality residential development within the Dublin Metropolitan area.



### 6.1.3 Eastern and Midland Regional Assembly - Regional Spatial & Economic Strategy 2019-2031

There are three administrative Regions in Ireland: the Northern and Western Region, the Southern Region, and the Eastern and Midland Region. Under national policy, Regional Assemblies are tasked with drafting Regional Spatial and Economic Strategies (RSEs), which effectively set the agenda for implementing the national level development policy – the NPF – at the Regional level. The proposed Project is situated in the Eastern and Midland Region, which takes in Counties Longford, Westmeath, Offaly, Laois, Louth, Meath, Kildare, Wicklow and Dublin. The Region is the smallest in terms of land area but the largest in population size and is identified as the “*economic engine of the state*” because it contains the capital city (p. 14).

The RSE is based on three key principles:

- 1. Healthy Placemaking: To promote people’s quality of life through the creation of healthy and attractive places to live, work, visit and study in.*
- 2. Climate Action: The need to enhance climate resilience and to accelerate a transition to a low carbon economy recognising the role of natural capital and ecosystem services in achieving this.*
- 3. Economic Opportunity: To create the right conditions and opportunities for the region to realise sustained economic growth and employment that ensures good living standards for all.*

In accordance with the requirements of the NPF, the RSE contains a Metropolitan Area Strategic Plan (MASP) for the Dublin Metropolitan Area (DMA), which contains the location of the proposed development. The vision statement for the DMA is to “*build on our strengths to become a smart, climate resilient and global city region, expanding access to social and economic opportunities and improved housing choice, travel options and quality of life for people who live, work, study in or visit the metropolitan area*”.

With regard to residential development, the MASP notes Baldoyle within the northern fringe with an overall aim for ‘large scale urban expansion creating new communities at Clongriffin-Belmayne (Dublin City) and **Baldoyle-Stapolin (Fingal)**’. In the short term, the MASP states that access to rail station, bus upgrades, new road connections, drainage, parks and social infrastructure as phasing / enabling infrastructure.

The MASP sets out an integrated land use and transportation strategy for the sequential development of the DMA. It is stated that this strategy will be focussed on:

- “*Consolidation of Dublin City and suburbs*
- *Key towns of Swords, Maynooth and Bray [and]*
- *Planned development of strategic development areas in Donabate, Dunboyne, Leixlip and Greystones*”

The MASP seeks to focus housing delivery along high-quality public transport corridors (existing and planned) which have the capacity to accommodate significant development in an integrated and sustainable fashion. These include the 'North-South Corridor (DART expansion)' which is identified as having a potential long-term population capacity of 51,000:

*"The DART Expansion Programme, to be delivered by 2027 will increase capacity on the northern commuter line and support ongoing large-scale urban expansion of the North Fringe Lands and Donabate."*

In this context, Baldoyle-Stapolin is located within the Northern Fringe with an overall aim for large-scale expansion. The MASP identifies enabling infrastructure needed to support large-scale residential development at Baldoyle, including access to rail station, bus upgrades, new road connections, drainage, parks and social infrastructure.

Policy Objectives relating to Housing Delivery include:

RPO 5.4: *"Future development of strategic residential development areas within the Dublin Metropolitan area shall provide for higher densities and qualitative standards as set out in the 'Sustainable Residential Development in Urban Areas' 'Sustainable Urban Housing; Design Standards for New Apartments' Guidelines, and 'Urban Development and Building Heights Guidelines for Planning Authorities'"*

The proposed development is consistent with the RSES and the MASP in that it will contribute to delivering high-quality residential development in an area explicitly earmarked for this purpose, strategically located with regard to transport connections and connectivity to the rest of the County.

#### **6.1.4 Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas, and the accompanying Design Manual (2009)**

The aim of these guidelines is to set out the key planning principles which should guide the delivery of residential development in urban areas. The Guidelines provide guidance on the core principles of urban design when creating places of high quality and distinct identity. The Guidelines recommend that planning authorities should promote high quality design in their policy documents and in their development management process. In this regard, the Guidelines are accompanied by a Design Manual discussed in the section below which demonstrates how design principles can be applied in the design and layout of new residential developments, at a variety of scales of development and in various settings.

These guidelines establish core principles of urban design, with a view to creating urban places of high quality and distinct identity. They recommend that planning authorities should promote high quality design in their policy documents and in their development management processes. The Guidelines are accompanied by an Urban Design Manual, which is discussed in relation to the proposed project

in the following section. The guidelines reiterate the need for compact urban residential development expressed in the NPF:

*“.... Planning authorities should promote increased residential densities in appropriate locations, including city and larger town centres (defined for the purposes of these guidelines as towns with 5,000 or more people). This recommendation was based on three significant social, economic and environmental considerations namely:*

- The trend towards smaller average household sizes,*
- The need to encourage the provision of affordable housing, particularly in the greater Dublin area, and*
- The need to reduce CO2 emissions by reducing energy consumption and to support a more efficient use of energy in the residential and transport sectors, in line with Ireland’s commitments under the Kyoto Protocol.”*  
(p. 40)

The guidelines emphasise the importance of sustainable settlement patterns through the provision of higher densities of residential development on lands within existing or planned transport corridors i.e., within 500m of a bus stop, or within 1km of a light rail stop or rail station.

Section 5.11 of the Guidelines promotes a net residential density range in the order of 35-50 dwellings per hectare for ‘Outer Suburban/Greenfield sites’.

Section 5.8 refers to sites proximate to public transport corridors and states *“It is recommended that increased densities should be promoted within 500 metres walking distance of a bus stop, or within 1km of a light rail stop or a rail station. The capacity of public transport (e.g. the number of train services during peak hours) should also be taken into consideration in considering appropriate densities.”*

The proposed development, situated less than 1km (c.100m) from the train station at Clongriffin (which is served by commuter services on the main Dublin – Belfast rail line), is consistent with these Guidelines.

#### **6.1.5 Urban Design Manual – A Best Practice Guide (2009)**

As outlined in Section 5.1.5 above, the Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas (2009) are accompanied by a Design Manual which considers how design principles can be applied in the design and layout of new residential developments, at a variety of scales of development and in various settings.

The Design Manual sets out a series of 12 criteria which it recommends should be used in the assessment of planning applications and are stated below:

#### **Neighbourhood:**

- Context – How does the development respond to its surroundings?

- Connections – How well connected is the new neighbourhood?
- Inclusivity – How easily can people use and access the development?
- Variety – How does the development promote a good mix of activities?

#### Site:

- Efficiency – How does the development make appropriate use of resources, including land?
- Distinctiveness – How do the proposals create a sense of place?
- Layout – How does the proposal create people friendly streets and spaces?
- Public Realm – How safe, secure and enjoyable are the public areas?

#### Home:

- Adaptability – How will the buildings cope with change?
- Privacy & Amenity – How does the scheme provide a decent standard of amenity?
- Parking – How will the parking be secure and attractive?
- Detailed Design – How well thought is the building and landscape design?

The 12 criterion set out within the Urban Design Manual – A Best Practice Guide (2009) have been carefully considered within the design process of the proposed development as further discussed in the Architectural Design Statement prepared by HJL Architects.

#### 6.1.6 Sustainable Urban Housing: Design Standards for New Apartments, Guidelines for Planning Authorities (2022)

The *Sustainable Urban Housing Design Standards for New Apartments* were approved by the Minister for Housing, Planning and Local Government and published in March 2018, updated in December 2020 with respect to shared accommodation only and in December 2022 with regard to Build to Rent (BTR) and the assessment of daylight provision. The Guidelines update previous guidance from 2015 and note that this is done so *in the context of greater evidence and knowledge of current and likely future housing demand in Ireland taking account of the Housing Agency National Statement on Housing Demand and Supply, the Government's action programme on housing and homelessness Rebuilding Ireland and Project Ireland 2040 and the National Planning Framework, published since the 2015 guidelines.*

The Guidelines note that the NPF projects a need for a minimum of 550,000 new homes, at least half of which are targeted for provision in Ireland's five cities, and of particular relevance to this site, it notes a shift in Government policy towards securing more compact and sustainable urban development, to enable people to live nearer to where jobs and services are located. This requires at least half of new homes within Ireland's cities to be provided within the current built-up area of each city, i.e. on sites within the existing urban 'envelope'.

The Guidelines have been updated, from the previous 2015 Guidelines, to amend and address new areas including:

- Enable a mix of apartment types that better reflects contemporary household formation and housing demand patterns and trends, particularly in urban areas;
- Make better provision for building refurbishment and small-scale urban infill schemes;
- Address the emerging 'build to rent' and 'shared accommodation' sectors; and
- Remove requirements for car-parking in certain circumstances where there are better mobility solutions and to reduce costs.

The subject site represents a significant development on highly accessible greenfield lands in the North Fringe of Dublin City, and as such represents a project that is fully supported by these Guidelines.

The Guidelines identify Central / Accessible Urban Locations which are suited to higher density development. The subject site falls within this category as it is a 'Site within reasonable walking distance to / from high-capacity urban public transport stops'. In addition the subject site is located within walking distance of the Baldoyle Industrial Estate. As highlighted elsewhere in this Report it is anticipated that Clongriffin will be served by Bus Connects Core Route Corridor.

Each apartment unit within the proposed scheme (as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20) meets or exceeds the relevant standards as set out in the Guidelines including SPPR3: Minimum Apartment Floor Areas and SPPR 4: Dual Aspect Apartments.

Another key update arising from the 2020 Guidelines is the ability to reduce car parking standards. The Guidelines identify that *'in larger scale and higher density developments, comprising wholly of apartments in more central locations that are well served by public transport, the default policy is for car parking provision to be minimised, substantially reduced or wholly eliminated in certain circumstances.'*

No changes are proposed to the car parking or bicycle parking as permitted under ABP Reg. Ref. 310418 & SHD/011/20. The provision of both car parking and cycle parking as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20 are in accordance with the provisions set out within the Sustainable Urban Housing: Design Standards for New Apartments, Guidelines for Planning Authorities 2022.

### 6.1.7 Urban Development and Building Heights, Guidelines for Planning Authorities (December 2018)

The Urban Development & Building Height Guidelines identify that as reflected in *“the National Planning Framework .... that there is significant scope to accommodate anticipated population growth and development needs, whether for housing, employment or other purposes, by building up and consolidating the development of our existing urban areas”* and that *“securing compact and sustainable urban growth means focusing on reusing previously developed ‘brownfield’ land, building up infill sites (which may not have been built on before) and either reusing or redeveloping existing sites and buildings, in well serviced urban locations, particularly those served by good public transport and supporting services, including employment opportunities”*.

The Guidelines reference NPO 13 (from the NPF) which states that *“in urban areas, planning and related standards, including in particular building height and car parking will be based on performance criteria that seek to achieve well-designed high-quality outcomes in order to achieve targeted growth. These standards will be subject to a range of tolerance that enables alternative solutions to be proposed to achieve stated outcomes, provided public safety is not compromised and the environment is suitably protected”*.

The proposed development seeks a reduction in height across Blocks A1, D1, D2 and D3 from 5 storeys – 15 storeys (as permitted) to 5 storeys – 10 storeys (as proposed) in order to achieve an appropriate height given the site’s context without comprising residential amenity. The site’s suitability for this approach is set out in detail, as considered against the Guidelines in Section 6.2.2 of this Report.

## 6.2 Consistency with Local Planning Policy

### 6.2.1 Fingal Development Plan 2017-2023 & Adopted Fingal Development Plan 2023-2029 (to come into effect 5<sup>th</sup> April 2023)

The proposed development is located in the administrative area of Fingal County Council and subject to the Fingal Development Plan 2017-2023 including Variations (at time of application), the adopted Fingal Development Plan 2023-29 (to come into effect 5<sup>th</sup> April 2023), and the Baldoyle-Stapolin LAP 2013 (as extended). This section discusses the specific provisions of the Development Plan in relation to development management standards.

This LRD application is lodged under the provisions of the Fingal Development Plan 2017-2023, and with regard to the adopted Fingal Development Plan 2023-2029. The Fingal Development Plan 2023-2029 was adopted on 22<sup>nd</sup> February 2023 and will come into effect 6 no. weeks later on 5<sup>th</sup> April 2023 and during the decision making process of this subject application. Therefore updated policy objectives relevant to the proposed development are listed below and referenced where applicable throughout.

## Core Strategy

Chapter 2 of the Development Plan sets out the Core Strategy and Settlement Strategy for County Fingal. It identifies the quantum, location and phasing of development for the plan period that is consistent with the regionally defined population targets and settlement hierarchy.

The Core Strategy of the Fingal Development Plan 2017-2023 aligns the Development Plan with the National Planning Framework (NPF) and the Regional Spatial and Economic Strategy (RSES) as amended by Variation No. 2<sup>2</sup>. Variation No. 2 has not fundamentally changed the Baldoyle policy context. Baldoyle is located in the Metropolitan Area of the Greater Dublin Area (GDA).

The 2017-2023 Development Plan (as varied) sets out the residential capacity of the wider area in Table 2.8, with the details extracted below relevant to the subject lands:

Town/Village	Remaining Land Supply (hectares)	Remaining Capacity Residential Units
Metropolitan Area		
Baldoyle/Sutton	29	1498

Table 6-1: Remaining Zoned Residential Capacity (Source: Fingal Development Plan 2017-2023)

The residential capacity as per the Adopted Fingal Development Plan 2023-2029 (table 2.10) relevant to the subject lands is set out below:

Town/Village	Remaining Land Supply (hectares)	Remaining Capacity Residential Units
Metropolitan Area		
Baldoyle/Sutton	13	706

Table 6-2: Remaining Zoned Residential Capacity (Source: Fingal Development Plan 2023-2029).

This amendment application does not propose additional units from what was permitted under ABP Reg. Ref. 310418 & FCC SHD/011/20. Therefore the proposed development does not affect the core strategy set out in the Fingal Development Plan 2017-2023 and the Adopted Fingal Development Plan 2023-2029.

## Land-Use Zoning

The subject site is zoned RA 'Residential Area' under the Fingal Development Plan 2017-2023 and the Adopted Plan 2023-2029. The objective of RA zoned lands is to 'provide for new residential communities subject to the provision of the necessary social and physical infrastructure.' Given the primary purpose of the

<sup>2</sup> <https://consult.fingal.ie/en/consultation/proposed-variation-no-2-fingal-development-plan-2017-2023>









subject application is to provide for residential uses the proposed development is clearly consistent with the land-use zoning. In addition, the lands are noted as subject to the Local Area Plan (LAP 10.A).

Further detail provided in both the Fingal Development Plan 2017-2023 and the Adopted Fingal Development Plan 2023-2029 states: *“Ensure the provision of high quality new residential environments with good layout and design, with adequate public transport and cycle links and within walking distance of community facilities. Provide an appropriate mix of house sizes, types and tenures in order to meet household needs and to promote balanced communities.”*



Figure 6-1 - Indicative subject site area highlighted in red (Fingal Development Plan 2017-2023)

 HA – High Amenity	Protect and enhance high amenity areas
 RA – Residential Area	Provide for new residential communities subject to the provision of the necessary social and physical infrastructure
Local Objective 95	Ensure that the visual impact of any development on the Greenbelt will be minimised by its siting, design and planting
‘LC’	Provide for a Local Centre
 LAP 10.A	Subject to Local Area Plan
	Greater Dublin Area Cycle Network ('Feeder Network')
	Road Proposal
	Protect & Preserve Trees, Woodlands and Hedgerows



Under the Fingal Development Plan 2023-2029 the Dublin Airport Noise Zones have been amended and as a result the subject site is now located within Noise Zone C.

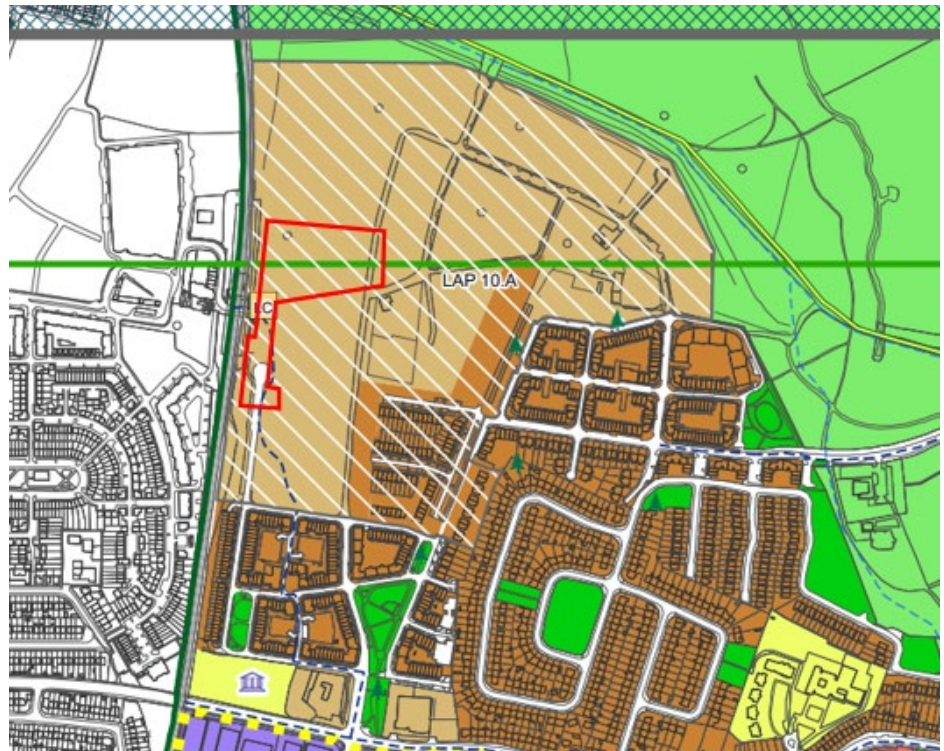









Figure 6-2: Indicative subject site area highlighted in red (Fingal Development Plan 2023-2029)

 HA – High Amenity	Protect and enhance high amenity areas
 RA – Residential Area	Provide for new residential communities subject to the provision of the necessary social and physical infrastructure
 'LC'	Provide for a Local Centre
 LAP 10.A	Subject to Local Area Plan
	Greater Dublin Area Cycle Network ('Feeder Network')
	Protect & Preserve Trees, Woodlands and Hedgerows
	Airport Noise Zone C

The overall objective for development in Airport Noise Zone C is to:

*To manage noise sensitive development in areas where aircraft noise may give rise to annoyance and sleep disturbance, and to ensure, where appropriate, noise insulation is incorporated within the development. Noise sensitive development in this zone is less suitable from a noise perspective than in Zone D. A noise assessment must be undertaken in order to demonstrate good acoustic design has been followed.*

*The noise assessment must demonstrate that relevant internal noise guidelines will be met. This may require noise insulation measures. An external amenity area noise assessment must be undertaken where external amenity space is intrinsic to the development's design. This assessment should make specific consideration of the acoustic environment within those spaces as required so that they can be enjoyed as intended. Ideally, noise levels in external amenity spaces should be designed to achieve the lowest practicable noise levels. Applicants are strongly advised to seek expert advice.*

The proposed development results in the reduction of the permitted number of units by 55 no. units. As agreed with, and set out by FCC, only policy objectives and guidelines relevant to the proposed development are to be considered, therefore a noise assessment would not be required for the proposed development as all other units within the red line of this subject application and the wider GA1 site, are permitted under FCC Reg. Ref. SHD/011/20 & ABP Ref. 310418.

### **Design Criteria for Urban Development**

The Development Plan sets out the following requirements for large residential development schemes:

#### **High Quality Urban Design**

Objective DMS03 states: *Submit a detailed design statement for developments in excess of 5 residential units or 300 sq m of retail / commercial / office development in urban areas. The design statement is required to:*

- *Explain the design principles and design concept.*
- *Demonstrate how the twelve urban design criteria (as per the 'Urban Design Manual - A Best Practice Guide') have been taken into account when designing schemes in urban areas.*
- *Each of the twelve criteria is of equal importance and has to be considered in an integrated manner.*
- *Outline how the development meets the Development Plan Objectives, and the objectives of any Local Area Plan, Masterplan, Urban Centre Strategy, Framework Plan or other similar Plan affecting the site.*
- *Include photographs of the site and its surroundings.*
- *Include other illustrations such as photomontages, perspectives, sketches.*
- *Outline detailed proposals for open space and ensure the provision of open space is designed in from the beginning when designing a new scheme.*
- *Outline a detailed high quality open space and landscape design plan including specifications, prepared by suitably qualified professionals.*
- *Outline how Green Infrastructure integrates into the scheme.*

Within the Adopted Fingal Development Plan 2023-2029, 2 no. additional objectives have been included within the objective:

- *Demonstrate how the proposed scheme contributes in a positive manner to the public realm and to the local context.*
- *Provide detail in relation to all intended finishing materials to be applied throughout the scheme, including an overall materials palette demonstrating suitability for the scheme, its context and the streetscape.*

The proposed amendments result in a reduction of 55 no. units from 882 no. units to 827 no. units within the wider GA1 site, and 341 no. units remaining within the proposed red line boundary. Therefore an Architectural Design Statement has been prepared by HJL Architects and submitted as part of this LRD application in compliance with DMS03 of Fingal Development Plan 2017-2023 and with DMS05 of the Adopted Fingal Development Plan 2023-2029.

Please refer to page 5 of the Architectural Design Statement for further details regarding Objective DMS03 and DMS05, as referenced above.

### Design Criteria for Residential Development

Section 12.4 sets out design criteria for Residential Development, as follows:.

- **Residential Zoning:** the subject lands are appropriately zoned for the proposed development and will in turn create a new high quality residential environment.
- **Mix of Dwelling Types:** the development will provide a sustainable mix of unit types and sizes enabling a choice of housing for a broad section of the population.
- **Residential Density:** the proposed density reflects the context of the emerging urban area, the presence of key public transport facilities and in reference to guidelines including: *Sustainable Residential Development in Urban Areas Guidelines for Planning Authorities (2009)*, *the Sustainable Urban Housing Design Standards for New Apartments (2018)* and *the Urban Development and Building Heights Guidelines for Planning Authorities (2020)*.

### Apartment Development

Apartment design standards set out in individual Development Plans have now been superseded by the *Sustainable Urban Housing Design Standards for New Apartments (2022)*.

Objective DMS20	<i>Require the provision of a minimum of 50% of apartments in any apartment scheme are dual aspect.</i>
Objective DMS21	<i>Allow a reduced percentage of dual aspect apartments only in circumstances where it is necessary to ensure good street frontage and subject to high quality design. In no instance will the provision be less than 33% of the number of apartments in the scheme.</i>
Objective DMS22	<i>Require a minimum floor to ceiling height of 2.7 metres in apartment units, at ground floor level.</i>
Objective DMS23	<i>Permit up to 8 apartments per floor per individual stair/lift core within apartment schemes.</i>

The proposed amendments are in accordance with the objectives of the Fingal Development Plan 2017-2022, and Adopted Fingal Development Plan 2023-2029, and with the Apartment Guidelines 2022, further discussed in section 7.

### Development Plan Standards

The Fingal Development Plan 2017-2023 and the Adopted Fingal Development Plan 2023-2029 set out a range of standards in relation to residential developments including: separation distance, daylight and sunlight, acoustic design, communal facilities and refuse facilities. In order to achieve a high standard of accommodation for future residents.

As a result of the proposed amendments, some separation distances and daylight and sunlight have been revised. Please refer to Section 04.07 'Privacy and Separation' of the Architectural Design Statement by HJL Architects, and the Daylight, Sunlight and Overshadowing Assessment prepared by OCSC Engineers. All other elements of the development meet the relevant standards in relation to the development management standards as set out in chapter 12 of the Fingal Development Plan 2017-2023 and chapter 14 of the Adopted Fingal Development Plan 2023-2029.

As no new apartments are proposed in this application, the development as permitted is considered to meet all relevant housing standards.

### Public Open Space

Within the permitted GA1 scheme a total 3.25ha of Class 1 Open Space (76% of Open Space provision) and 1.0ha of Class 2 Open Space (24% of Open Space provision) is provided.

The total overall population of the site is reduced from 1,701 no. people as permitted (ABP Reg. Ref. 310418) to 1,607 no. people as proposed, however no change is proposed to the Public Open Space provision. The proposed Public Open Space will be provided as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20.

### 6.2.2 Baldoyle-Stapolin Local Area Plan (LAP) 2013 (As Extended)

Adopted in May 2013 by FCC, the County Council Members, having considered the Chief Executive's Report at a Council meeting on the 12 March 2018 decided to approve the extension of the life of the Baldoyle-Stapolin LAP 2013-2019 – for a further period of 5 years from the 12 May 2018 to the 11 May 2023.<sup>3</sup> It is noted that the LAP will expire during the decision period of this application.

The LAP sets out a detailed strategy for the lands. Key considerations in relation to the proposed amendments to the permitted SHD are: Residential Development & Density: including Heights and density.

#### Height

The LAP sets out height requirements for the lands in Figure 4D.2. The indicative height across the site corresponds to the density, and minimum / maximum heights (by floor) are established for all areas of the LAP lands. A number of punctuation nodes are provided for at key junctions and identified strategic locations. Buildings at these points may be slightly higher than their neighbours and / or have specific corner treatment which distinguishes them from other corner locations.



Figure 6-3: Baldoyle Stapolin LAP Preferred Height Masterplan Fig. 4D.2 (Source: FCC, 2019.)

As a result of the proposed amendments, the reduced heights of Block A1, D1, and D2 range from 5-7 no. storeys, with Block D3 ranging from 5-6-10 no. storeys incorporating a punctuation node at the junction of Longfield Road and Stapolin Square, similar to the permitted development. The proposed amendments are in

<sup>3</sup> <http://meetings.fingal.ie/ieListDocuments.aspx?CId=129&MId=4933>



line with the intent of the Baldoyle Local Area Plan 2013 (as extended) and the Urban Development Building Height Guidelines (2018). Please see Section 7.1 below for further detail in relation to the proposed height strategy, and the Architectural Design Statement prepared by HJL Architects.

### Density

The LAP sets out a general minimum net density of 35-50 units / ha across the entire site, subject to appropriate design and amenity standards in the LAP area. A Preferred Density strategy is set out in Figure 4D.1 of the LAP where density varies between medium and higher density, within a range of 38-80+ units/hectare (see LAP extract below). This application for amendments to the permitted development (ABP Ref. 310418) falls within the Area C of Fig. 4D.1 (below) which seeks higher density of 50-80+ units per hectare. As a result of the reduction in height within the proposed development, the overall density across the permitted SHD lands is consequently reduced from 99 units per hectare (as permitted) to 93 units per hectare. The marginal reduction in density resulting from the proposed amendments are more aligned with the preferred densities of the Baldoyle Local Area Plan 2013 (as extended).

Please see Section 7.2 below for further detail in relation to resulting change in density, and the HJL Architectural Design Statement.



Figure 6-4: Baldoyle Stapolin LAP Preferred Density Masterplan Fig. 4D.1 (Source: FCC, 2019.)

The LAP identifies three growth areas to facilitate the phasing of the development. The proposed development is located within Growth Area 1 (GA1).

The LAP sets out the following general consideration for the LAP lands:

- *The first phases of residential development within Growth Area 1 will ensure that linkages are created towards the village centre and the train station in an east-west and north-south direction from existing development at Red Arches and Myrtle.*
- *The second phases of development within Growth Area 2 will occur along the north-eastern boundary of the plan lands, linking to the existing development at the east of the lands, through the open space at The Haggard and Stapolin Avenue, to the village centre along Ireland's Eye Avenue.*
- *The third phases of development within Growth Area 3 will provide, in the first instance, for the completion of the village centre through delivery of the northern half of the local centre site. Following, or in tandem with this, the remainder of the residential units will be built out thus completing the site. It will be possible to allow for the parallel development of Growth Areas 2 and 3 provided that the local centre is completed and that residential development in Growth Area 3 progresses from the village centre and Ireland's Eye Avenue northwards.*

This subject application seeks to amend the already permitted development as previously set out, within Growth Area 1 (ABP Reg. Ref. 310418), which demonstrates alignment with the LAP Phasing. The modifications proposed do not change this element of the GA1 permitted SHD. It should be further noted that FCC Reg. Ref. F16A/0412 / ABP Reg. Ref. 248970 (as amended) within Growth Area 1 has commenced construction.



Figure 6-5: Growth Areas within LAP Lands (Source: Baldoyle Local Area Plan 2013 as extended).

### View Corridors

The LAP sets out a number of key views and vistas which proposed development within the LAP lands should optimise, and have regard to. This includes a main view corridor from Clongriffin Train Station, Station Square (Stapolin Square) and Ireland's Eye from Ireland's Eye Avenue.

As noted, the proposed amendments do not seek to alter the building layout of the permitted GA1 SHD and remains as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20.

The proposed development respects views and vistas of the LAP and does not impact view corridors or Racecourse Park Vistas. An assessment of the impact of the proposed height reductions on key view points has been carried out. Please refer to the Comparative Visual Appraisal Summary prepared by Cunnane Stratton Reynolds and Verified Photomontages prepared by ModelWorks for further details.





Figure 6-6: Baldoyle Views and Vistas (Source: Baldoyle-Stapolin Local Area Plan 2013)

## 7. PROPOSED DEVELOPMENT

The proposed development is an amendment to the permitted GA1 SHD Development, ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20.

The proposed amendment consists of the reduction in height, and corresponding façade and building form enhancements across Block A1, D1, D2 and D3. As a result of the reduction in height across the referenced blocks, consequently the overall density of the permitted SHD development is reduced from 99 units per hectare (as permitted) to 93 units per hectare (as proposed).

Façade changes are proposed in response to Fingal County Council's comments during the Section 247 process, in order to retain the elegant proportions previously achieved, whilst providing contrast with other adjacent buildings. Variety has been introduced through additional brick colour, material variation, enhanced façade detailing and recesses. The building form has been amended including increased parapet heights, the removal of corner steel support posts from balconies, and the removal of columns from balconies across Block A1 and the D Blocks. While the proposed modifications are minor in nature, it is considered they have had a positive impact on the overall appearance and scale of the buildings following the reduction in heights proposed.

All other relevant elements of the proposed development such as site layout, urban design strategy, car parking, cycle parking, open space including public, private and communal, and infrastructure, will remain as permitted under ABP Reg. Ref. 310418 and FCC Reg. Ref. SHD/011/20.

### 7.1 Height

The proposed amendments to development permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20, primarily consists of a reduction in height across Block A1, D1, D2, D3 and associated changes to façade treatments and building form.

As permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20, the Block A1 ranges from 8-6 no. storeys and Blocks D1, D2 and D3 range from 5-15 no. storeys. The proposed amendment seeks to reduce the height across these permitted residential blocks to an overall height ranging from 5–10 no. storeys.

The previously permitted 15 storey element at Block D3 along the vista of Longfield Road to Racecourse Park is now reduced to retain a taller element of 10 storeys with the overall height of Block G3 ranging from 5-10 storeys.

As a result of the proposed amendments, the reduced heights of Block A1, D1, and D2 range from 5-7 no. storeys, with Block D3 ranging from 5-6-10 no. storeys incorporating a punctuation node at the junction of Longfield Road and Stapolin Square, similar to the permitted development. The proposed amendments are in

line with the intent of the Baldoyle Local Area Plan 2013 (as extended) and the Urban Development Building Height Guidelines for Planning Authorities (2018).

## 7.2 Density

Figure 4D.1 of the LAP sets out the preferred density of lands within the LAP.

The amendments proposed in this application will have the effect of reducing the overall unit numbers in the permitted development to 827 no. units from 882 no. units (reduction of 55 no. units) and therefore results in a marginal reduction in density from 99 uph (as permitted) to 93 uph which is considered to be consistent with the permitted development, and with the LAP objective of increased density at Area C as per Fig. 4D.1 (see Section 6.2.2 above) which seeks higher density of 50-80+ units per hectare. As a result of the reduction in height within the proposed development, the overall density across the permitted SHD lands is consequently reduced from 99 units per hectare (as permitted) to 93 units per hectare. The marginal reduction in density results from the proposed amendments and is more aligned with the preferred densities of the Baldoyle Local Area Plan 2013 (as extended).

Higher densities are encouraged under the Sustainable Urban Housing, Design Standards for New Apartments (December 2022) in central or accessible urban locations defined as *“sites within reasonable walking distance (i.e. up to 10 minutes or 800-1,000m) to/from high capacity urban public transport stops (such as DART or Luas)”*

Given that the site is located c.100m from Clongriffin DART Station, it is considered that a higher density at this accessible location is appropriate, and in line with the permitted SHD, and is supported through Section 28 Guidelines and Objective CMO3 of the Adopted Fingal Development Plan 2023-2029 (to come into effect 5 April 2023):

Objective CMO3 - Integration of Public Transport and Development -

*“Support and facilitate high-density, mixed-use development and trip intensive uses along public transport corridors and to ensure the integration of high-quality permeability links and public realm in conjunction with the delivery of public transport services through plan frameworks to generate and reinforce sustainable patterns of compact growth and development in the County.”*

## 7.3 Unit Mix

The proposed development results in a reduction in unit numbers in the permitted GA1 SHD development (ABP 310418) of 55 no. units, from 882 no. units to 827 no. units. The resulting number of units within the red line area of this proposed amendment application is 341 no. of units (from 396 no. of units).

As a result of the proposed amendments within the area subject of this application, a total of 827 no. permitted units (ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20) would remain, consisting of:

Unit Type	No. Units.
Studio	38
1-bed	193
2-bed	413
3-bed	151
4-bed	32
Total:	827 no. units

Figure 7-1: Proposed Unit Mix

Please refer to the Architectural Design Statement prepared by HJL Architects for further details on proposed unit mix, both within the application area, and within the GA1 permitted scheme as a result of these proposed changes.

#### 7.4 Daylight & Sunlight Analysis

A Daylight, Sunlight & Overshadowing Report has been prepared by OCSC and is submitted as part of the LRD application documentation.

The Daylight, Sunlight & Overshadowing Report concludes *“overall, the results show that the daylight in the blocks proposed to be modified, will be improved following the incorporation of the proposed amendments, as is to be expected considering the reduction in massing proposed.”* The report further notes that *“the impact on surrounding properties is reduced following the incorporation of the proposed changes, as is to be expected considering the reduction in massing proposed.”*

Please refer to the Daylight, Sunlight & Overshadowing Report prepared by OCSC for further details on the methodology, assessment and results.

#### 7.5 Open Space

As set out above, open space provision will remain as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20, with a total of c.4.25ha open space comprising c.3.25ha of Class 1 open space and c.1.0ha of Class 2 open space. This effectively improves the open space provision per unit, as the overall number of units decreases from that permitted.

There are no changes to the landscaping strategy as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20.

Please refer to Architectural Design Statement prepared by HJL Architects for further details.

## 7.6 Connectivity Links

There are no amendments to the site layout as permitted under ABP Reg. Ref. 310418 & SHD/011/20, therefore all connectivity links as permitted will be provided.

The proposed development is well connected through cycle and pedestrian links, including at Stapolin Square located between the A Blocks and D Blocks allowing for complete permeability to Clongriffin Train Station from Longfield Road.

Please refer to Architectural Design Statement prepared by HJL Architects for further details.

## 7.7 Car Parking

Car parking will be provided as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20.

Although the proposed amendments result in the reduction in the number of units by 55 no. units, the quantum of car parking allocated to the residential units will not be altered and therefore results in a slight increase in residential car parking ratio, as per breakdown below:

	Residential Quantum	Car Parking Spaces	Car Parking Ratio
'A' and 'D' Blocks as Permitted	583no. apartments	314	0.54 spaces/unit
'A' and 'D' Blocks as Proposed	528no. apartments	314	0.59 spaces/unit

Figure 7-2: Proposed Overall Residential Car Parking Provision (Source: CS Consulting Engineering Services Statement)

Please refer to the Engineering Services Statement prepared by CS Consulting for further details on car parking.

## 7.8 Cycle Parking

Cycle parking is provided as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20.

The permitted SHD includes a total of 1,542 no. cycle parking spaces within the A Blocks and D Blocks comprising a total of 1,056 no. resident cycle parking spaces (long-term) and 146 no. visitor spaces (short-stay). Please see cycle parking breakdown below as extracted from CS Consulting Engineering Services Statement:

	Residential Quantum	Bicycle Parking Spaces	Bicycle Parking Ratio
Long-term residents' spaces			
'A' and 'D' Blocks as Permitted	583no. apartments	1,056	1.8 spaces/unit
'A' and 'D' Blocks as Proposed	528no. apartments	1,056	2.0 spaces/unit
Short-stay visitor spaces			
'A' and 'D' Blocks as Permitted	583no. apartments	146	1 space per 4.0 units
'A' and 'D' Blocks as Proposed	528no. apartments	146	1 space per 3.6 units

Figure 7-3: Permitted/ Proposed Overall Cycle Parking Provision (Source: CS Consulting)

Although there is a proposed overall reduction of 55 no. units as a result of the proposed amendments, the quantum of cycle parking will remain as permitted, and there will be a slight uplift in resident cycle parking ratio from 1.8 spaces per unit (as permitted) to 2.0 spaces per unit (as proposed). Visitor short-stay cycle parking will also remain unchanged, however the cycle parking ratio will slightly improve from 1 space per 4.0 units (as permitted) to 1 space per 3.6 units (as proposed).

Please refer to the Engineering Services Statement prepared by CS Consulting for further details of cycle parking.

## 8. PART V REQUIREMENTS

Due to the reduction in units, the number of Part V units have been reduced from 88 no. units (as permitted under ABP Reg. Ref. 310418 & FCC Reg. Ref SHD/011/20) to 83 no. units across the whole GA1 site. The proposed Part V allocation proposed as part of this application are dispersed throughout Block B1 (7 no. units), C1 (43 no. units) and C2 (33 no. units).

For further details on the Part V provision please refer to Architectural Design Statement prepared by HJL Architects.

## 9. ENVIRONMENTAL CONSIDERATIONS

The permitted scheme (ABP Reg. Ref. 310418, FCC Reg. Ref. SHD/011/20 ), was subject to Environmental Impact Assessment (EIA) and an Environmental Impact Assessment Report (EIAR)) was prepared and submitted with the application. The permitted scheme was also subject to Screening for Appropriate Assessment (AA), and a Natura Impact Statement (NIS).

### 9.1 Appropriate Assessment Report & Natura Impact Statement

An Appropriate Assessment Screening Report and Natura Impact Statement has been prepared by Altamar and is submitted as part of this LRD application.

The report concludes that *“no significant effects are likely on Natura 2000 sites, their features of interest or conservation objectives. The proposed project will not adversely affect the integrity of European Sites”*.

Please refer to the Appropriate Assessment Screening and Natura Impact Statement prepared by Altamar for further details.

## 9.2 Environmental Impact Assessment Screening Report

As an amendment application to an existing permission, the proposed development is considered for the requirement for EIA under ‘Class 13 Changes, extensions, development and testing’, of Part 2 of Schedule 5 of PDR 2001, which states:

### *13. Changes, extensions, development and testing*

*(a) Any change or extension of development already authorised, executed or in the process of being executed (not being a change or extension referred to in Part 1) which would:-*

*(i) result in the development being of a class listed in Part 1 or paragraphs 1 to 12 of Part 2 of this Schedule, and*

*(ii) result in an increase in size greater than –  
- 25 per cent, or  
- an amount equal to 50 per cent of the appropriate threshold, whichever is the greater.*

It is noted that the proposed amendment results in a reduction of 55 no. permitted residential units (from 882 no. units to 827 no. units) on the same area permitted for development (under FCC Reg. Ref. SHD/011/20 & ABP Reg. Ref. 310418).

Under consideration for Class 13, the proposed development results in no change in size (of development area) and does not meet or exceed an amount equal to 50% of the appropriate thresholds. The appropriate thresholds being either 50% of 500 dwellings – 250 no. units (i.e. under Class 10(b)(i)) or 50% of 10 hectares – 5 hectares ((i.e. under Class 10(b)(iv)).

The Environmental Impact Assessment (EIA) Screening Report prepared by Brady Shipman Martin concluded that “the proposed development would not be likely to have significant effects on the environment.”

“The main reasons for this conclusion are as follows:

- The nature of the proposed development, involving alterations to existing permitted residential development within the same development footprint;
- No demolition works are proposed;
- The proposed development is consistent with the on-going emerging nature the surrounding area;

- No unusual aspects are associated with the proposed development; and
- The proposed development will not give rise to any significant environmental effects.

Therefore, it is recommended that, having regard to the information set out above, the Competent Authority may reach a screening determination that *there is no real likelihood of significant effects arising as a result of the proposed development; and, therefore, that environmental impact assessment and the preparation of an environmental impact assessment report is not required.*"

Please refer to the EIA Screening Report enclosed as part of this LRD documentation for further details.

## 10. CONCLUSION

It is respectfully submitted that the proposed development will provide an appropriate form of high-quality residential development for this residentially zoned site through the reduction of height, façade enhancements and amendments to the building form of Block A1, D1, D2, and D3 as permitted under GA1 SHD (ABP Reg. Ref. 310418 & FCC Reg. Ref. SHD/011/20)

This Planning Report and Statement of Consistency demonstrates that the proposed development is fully in accordance with recent Government guidance in relation to the delivery of apartment developments, Sustainable Urban Housing: Design Standards for New Apartments, Guidelines for Planning Authorities, December 2022 (Dept Housing, Planning & Local Government), Fingal County Development Plan 2017-2023, the Adopted Fingal Development Plan 2023-2029, the Baldoyle Stapolin Local Area Plan (2013 as extended), and with the intent of the Urban Development & Building Heights Guidelines (2018), and with the proper planning and sustainable development of the area.

In conclusion, it is respectfully submitted that the proposed development is consistent with the proper planning and sustainable development of the area, and with all relevant national, regional and local planning policies and guidelines and that the proposed development should be granted by Fingal County Council.



## Appendix 1

Social Infrastructure Audit  
Including Education & Childcare



## 11. Social and Community Infrastructure

This proposed development seeks permission to amend permitted Strategic Housing Development, ABP Reg. Ref. 310418/ FCC Reg. Ref. SHD/011/20.

The proposed red line application area includes Block A1, D1, D2 and D3, which are subject of proposed modifications and all other elements of the permitted scheme remain as permitted under ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20. Overall, the proposed amendments result in an overall reduction of 55 no. units from 882 no. units to 827 no. units in the permitted SHD ABP Reg. Ref. 310418.

There are no changes to the permitted commercial and residential amenity permitted under ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20. Within the permitted development the following non-residential uses are provided:

Use	Size (sq.m)
Residential Amenity	c. 1,577 sq.m
Creche	c. 539 sq.m
Retail	c. 1,512 sq.m
Medical Centre	c. 462 sq.m
Pharmacy	c. 268 sq.m
Gym	c. 411 sq.m
<b>Total</b>	<b>c. 4,769 sq.m</b>

The FCC Development Plan 2017-2023 (Objective PM66) and the Adopted Fingal Development Plan 2023-2029 (Policy CIOSP4) aims to “ensure that provision of accessible, adequate and diverse community facilities and services in new and established areas are provided for the well-being of residents.”

The Baldoyle-Stapolin Local Area Plan (May 2013) Section 4E, outlines specific objectives for the delivery of community and education amenities and facilities for the new residential community within the LAP lands. The LAP states that:

*“It is envisaged that the community facilities arising from the development will be primarily located within the village centre where residents will have access to uses such as shops, health facilities, childcare facilities and places for the community to meet and use.” (pg. 39)*

Baldoyle-Stapolin, the location of this proposed development, forms part of a wider area of residential development, including of more recent development referred to as the North Fringe/ Clongriffin-Baldoyle. The provision of the new rail station at Clongriffin, immediately west of the subject site, has driven the provision of a new residential community with a range of services, facilities and educational choices, adding to those that already exist, to ensure the provision of:

- Post offices
- Recycling facilities
- Retail locations such as Donaghmede and Clare Hall Shopping Centres
- Credit Unions and banking facilities; and
- Education Facilities.

Dublin's north side is served by established healthcare facilities, with primary care and health centres proximate to the proposed development at Baldoyle, Portmarnock, Darndale, Raheny, Kilbarrack, Coolock, and the nearest large-scale hospital is Beaumont Hospital located 5 km to the southwest in Beaumont. In addition there is a range of GP clinics, pharmacies, and dentists in the area to address everyday needs.

There are a number of publicly accessible parks within 1.5 km including Seagrang Park, Donaghmede Park, and Father Collins' Park, in addition to the coastal amenity recently opened cycle and pedestrian coastal route. In addition Fingal County Council has recently received permission for the adjacent Racecourse Park, a new Regional Park, and is committed to its delivery (ABP Reg. Ref. 311315).

The proposed development, resulting in an overall reduction of 55 no. units on the permitted scheme, under ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20, therefore does not require additional capacity of surrounding social and community infrastructure. The development as permitted will assist in the delivery and promotion of a good standard of community infrastructure for future residents and the wider area of Baldoyle.

## **12. Childcare Facilities and School Provision**

### **Childcare**

As the proposed development does not propose any additional units (instead results in a reduction of 55 no. units), no additional demand for childcare will be generated from that previously permitted under ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20.

The creche of c. 539 no. sq.m permitted under ABP Reg. Ref. 310418 / FCC Reg. Ref. SHD/011/20 has capacity to accommodate up to 135 no. childcare spaces.

As the proposed amendments result in a reduction of 55 no. units, it is considered the resulting childcare demand can be accommodated in the creche as permitted.

## Schools

The proposed development will not generate any additional demand for primary and secondary school places, as no new residential units are proposed (total reduction of 97 no. units).

Stapolin Educate Together Primary School is temporarily located c. 1.3km west of the subject site and has a total enrolment of 125 no. pupils in 2022/2023. It is currently located in temporary school accommodation (DCC Reg. Ref. 3009/19) on Belmayne Avenue and is due to relocate to their permanent site (permitted under FCC Reg. Ref. F19A/0461 and as amended by F21A/0498) located between Myrtle Road & Grange Road, in accordance with the LAP objective shown below.

This 3-no. storey primary school, with capacity for 440 no. pupils, is currently under construction and will consist of 16 no. classrooms and 2 no. SEN bases. It is noted on the school's website that the school is growing and will cater for children from Junior Infants to Sixth Class when capacity is reached.

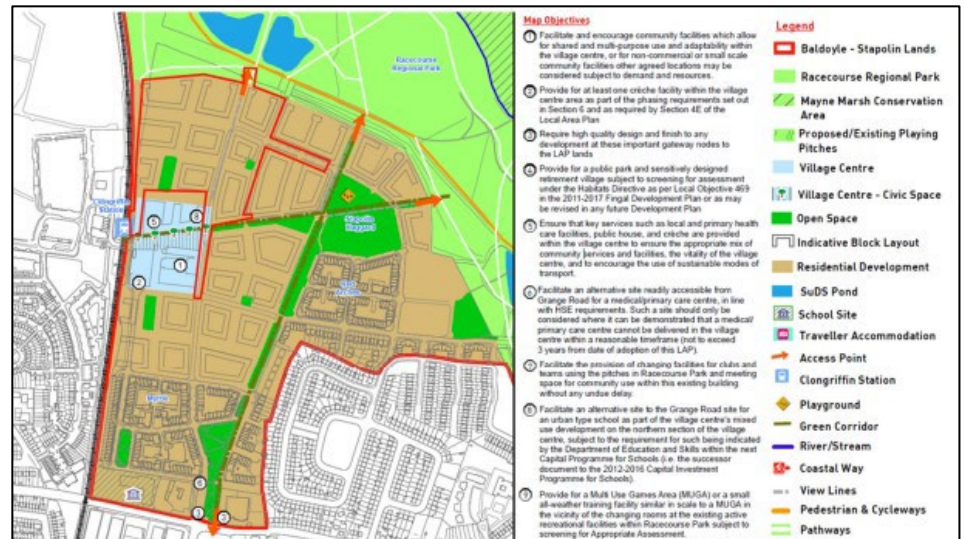


Figure 12-1: Baldoyle-Stapolin LAP 2013 (as extended).

Belmayne Educate Together Secondary School is currently located in temporary school accommodation beside Stapolin Educate Together Primary School on Belmayne Avenue (DCC Reg. Ref. 3009/19). The secondary school had a total enrolment of 302 no. pupils in 2022/2023.

The new secondary school was permitted in February 2021 (DCC Reg. Ref. 2600/20) and will be located on the junction of Main Street and Belmayne Avenue, Clongriffin. The school will consist of a part 3 no. storey and 2 no. storey building and will be completed in 2 no. phases.

In summary, the proposed development will not generate additional population requiring additional creche or school facilities as no additional units are proposed.