



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council

**Report to the Housing, Planning and International Relations  
Strategic Policy Committee**

# **Housing Land Initiative**

## **Feasibility Study**

**December 2015**

## Forward

Following agreement of the Council (report 225/2014 refers) and after discussions with the DECLG who in turn consulted with the National Treasury Management Agency, advertisements were placed in the media early in February 2015 seeking participants to a technical dialogue to explore options for developing some large Council owned lands in particular:

- Lands at Belcamp/Malahide Road (North Central)
- Lands at Cherry Orchard (adjacent hospital) (South Central)
- Lands at Oscar Traynor Road/Malahide Road (North Central)

Responses indicated that the market in Dublin is interested in working with the Council to develop some of its land for a mix of housing types and tenures. It is nervous about becoming involved in mixed tenure private rental and below cost rental unless there is a safety net of guaranteed lease funding in the event of a shortfall in rental income to repay Return on Capital Employed to investors. There is reluctance to become involved in traditional Public-Private Partnership (PPP) models due to uncertainty in delivery, timing and transaction costs particularly for those who do not go on to make a successful bid. Options such as disposal with conditions, master plans, Part V and possibly architectural competitions were seen as achieving the same outcomes without the same disadvantages of PPP. Other sites were seen by respondents as potentially more easily developed than Cherry Orchard including former PPP sites but the two north side sites were seen as attractive. The cost of construction of residential development having regard to taxes, building and other regulations was seen as a concern particularly relative to current market prices in some parts of the city.

A report on the outcome of these responses and discussions together with a set of recommendations was presented to the joint Housing and Planning SPC's in July 2015. That meeting agreed the following:

- Lands should be offered to the market with Masterplans (indicative rather than statutory) showing requirements for public open space, infrastructure including public transport, roads, drainage, sewers. Masterplans should indicate the scale, height and density of residential and commercial development where relevant.
- Former PPP lands at O'Devaney and St Michaels should be included as well as Belcamp Lane and Oscar Traynor lands but the lands at Cherry Orchard should be held back until other infill lands in Cherry Orchard are developed and the social sustainability of the area improves.
- Development of the lands should be undertaken by the private sector following disposal of the lands in accordance with Section 183 of the Local Government Act 2001. The disposal should provide for the Council to purchase units for social housing purposes using the requisite valuation process. In order to ensure that a percentage of units being provided are retained for rental purposes including below cost rental it is recommended that leasehold title should only be conveyed to lands identified for housing to be developed for rental purposes.
- To examine the sites identified and report back to the joint Housing and Planning SPC with a set of detailed proposals of how each of the sites could be developed to achieve optimum housing output.

The Council had already put in place a multi disciplinary team which prepared the 225/2014 report which led to the technical dialogue process. This team was responsible for implementing the key recommendations identified which are further developed in the attached report.

Existing plans and masterplans for the development of these sites may need to be updated. However, it should be noted that the Council prepared these plans following an intensive consultation process and there is every intention to retain these core principles.

The team have identified lots/phasing within each site. Each lot/phasing would offer the potential to develop a mix of uses and tenures (using the land as leverage to achieve supply side interventions where appropriate such as below market rental as well as other forms of tenure including social housing).

The creation of lots/phasing within a large site could allow a number developments on a large piece of land to happen at the same time. The Council may have to undertake enabling works to put in place the basic infrastructure to allow development to take place.

The cost of the enabling works would need to be met by the Council initially although it could be recouped from the sale of lands particularly parts that were deemed appropriate for non-residential including retail and commercial uses.

Following the presentation to the joint Housing and Planning SPC in July 2015, the team commenced its work on the preparation of this more detailed report on how each site could be developed. The group agreed that completing a comprehensive review of individual masterplans for each site was not achievable in the short timeframe available to them. The group has ranked the sites in order of their potential to be fast tracked for development. A scoring matrix using a checklist of suitability was used to determine the potential of each site for development. The results are as follows:

1. Lands at Oscar Traynor.
2. Lands at O`Devaney Gardens.
3. Lands at St. Michael`s Estate
4. Lands at Belcamp/Malahide Rd.

The lands located at Oscar Traynor Road were deemed to have the most potential for development in the short term. A comprehensive report outlining options to develop this site is included in the report. The lands at O`Devaney Gardens & St.Michaels estate are deemed suitable for development in order of merit, However more intensive analysis is required for each site to determine a programme of phasing to enable each site to be developed at the earliest possible time. The lands at Belcamp/Malahide road have significant constraints and are not deemed suitable for development at this time.

Therefore it is recommended that the working group continue its work into 2016 to focus on lands at O`Devaney Gardens & St. Michaels Estate and report back to the joint Housing & Planning Strategic Policy Committee in quarter 1 of 2016.

Anthony Flynn  
Executive Manager  
Housing & Residential Services  
December 2015

**Demand for Housing.**

Dublin's housing crisis has been widely reported upon in the national media. Housing prices and rentals have been increasing steadily since 2012 and demand for housing has been rising rapidly over the last 18 months particularly for starter homes. There has been a limited supply of new housing over the same period. According to a recent NESC report (No.138), between one quarter and one third of individuals will not be able to find satisfactory housing through the market alone and housing affordability is now seen as the main issue.

The Draft Housing Strategy set within the Draft Development Plan 2016-22 for Dublin City Council identifies the need for 4,217 new residential units per annum in Dublin City. Under the provisions of Part V, Planning and Development Act 2000 as amended by the Urban Regeneration and Housing Act 2015 up to 10% of these units must be reserved for social housing.

Factors affecting the supply of starter homes in Dublin include the lack of a ready availability of residential building land in suitable locations, high construction costs and issues affecting the financial viability of undertaking residential development of this nature at this time.

Dublin City Council is now proposing to make vacant DCC owned lands at 1) Oscar Traynor Road, Coolock, Dublin 17, 2) O'Devaney Gardens, Infirmary Road, Dublin 7, and 3) St Michaels Estate, Inchicore, Dublin 8, available for the provision of a mix of affordable, private and social housing. All of the subject sites are located within areas where there is a high level of housing demand. All locations are well served by public transport and benefit from existing facilities including parks, schools and shops.

## **Oscar Traynor Road Site**

### Site Description

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

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



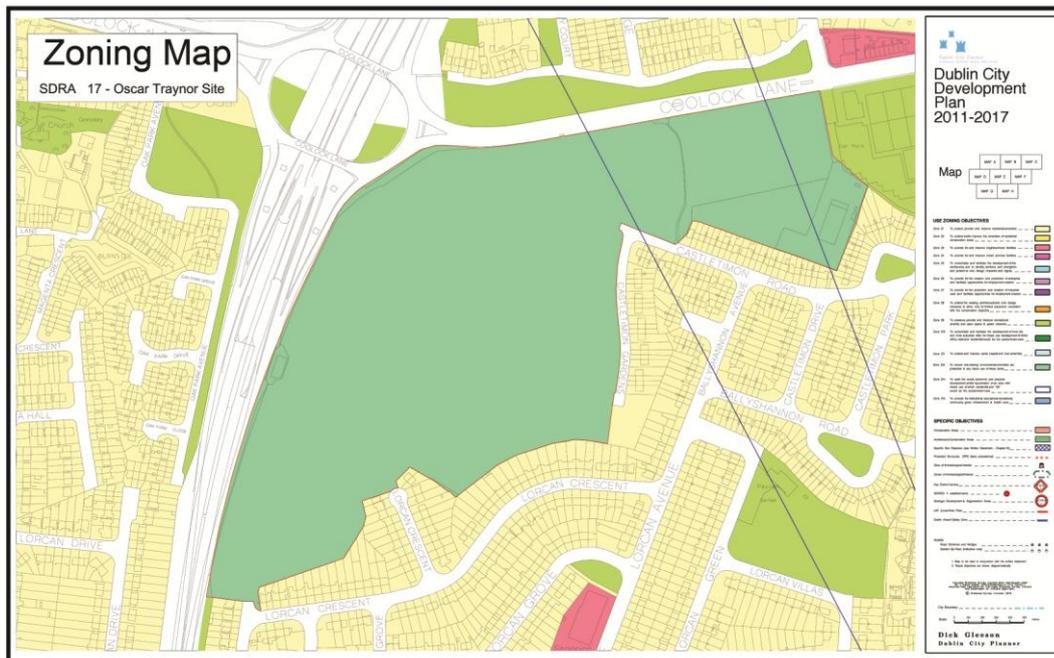
### Planning History

Dublin City Council's Oscar Traynor Road, Dublin 5 forms part of the Council's strategic land bank. A Site Development Brief prepared in the mid-2000s envisaged the development of these lands consisting of a dense housing 'loop' at the north-west of the site with a strong residential wall to the M1 and Coolock Lane, a large public park, together with other residential, retail, commercial, leisure and community facilities.

A subsequent planning application under plan ref. 6013/07 was submitted as a competition winning bid in the context of the objectives outlined in the site development brief. This application was lodged in December 2007 for a large-scale, mixed use development including: 715 residential units, a neighbourhood centre, community facilities, and a substantial high quality public park. The proposed buildings ranged in height from 1 to 8 storeys. However, the onset of the economic crisis in property resulted in this application not being concluded. A Further Information request was not responded to within the statutory period and the planning application was deemed to be withdrawn.

### Policy Context

This section refers to the provisions of the Draft Dublin City Development Plan 2016-2022 which is currently at consultation stage but is likely to be the adopted development plan applicable to future planning applications on the Oscar Traynor Road site under the Housing Land Initiative.



### Zoning Objective

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

Key aspects of the Z12 zoning objective are outlined below:

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

A full list of permissible and open for consideration uses, as set out in the Draft Dublin Dublin City Development Plan 2016-2022 outlined below.

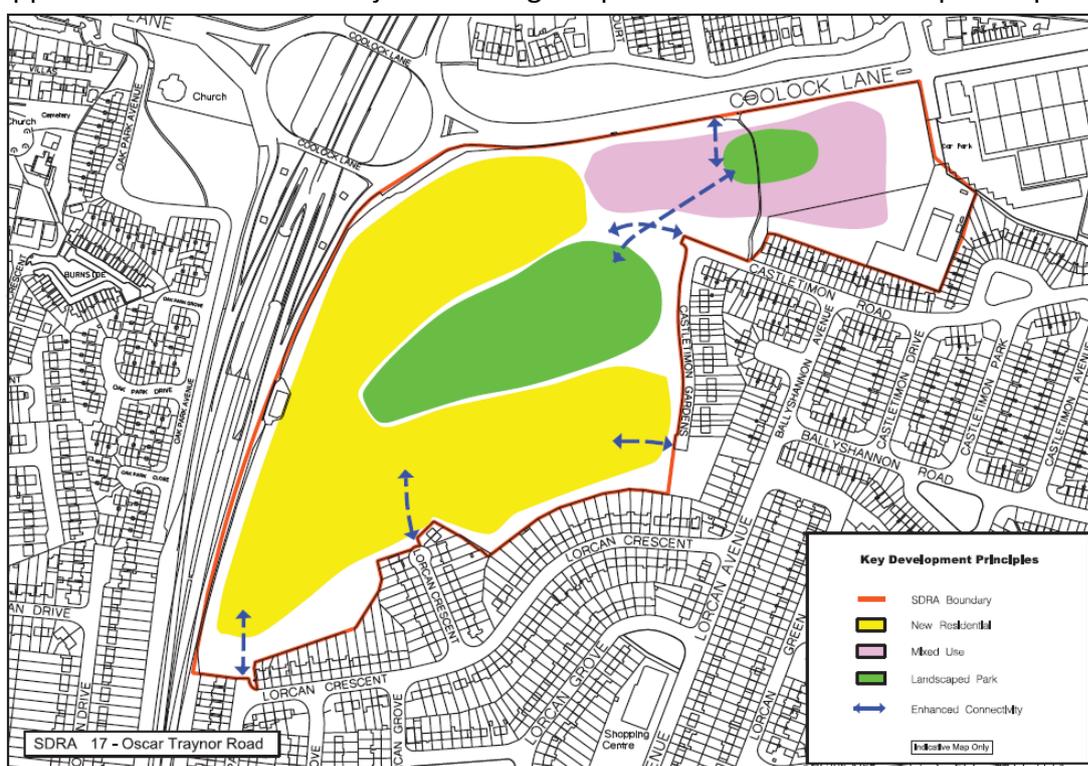
### Z12 - Permissible Uses

Bed and Breakfast, Buildings for the health, safety and welfare of the public, Caravan park/Camp site (holiday), Childcare facility, Community facility, Conference centre, Cultural/recreational building and uses, Education, Embassy residential, Enterprise centre, Garden centre, Golf course and clubhouse, Guest house, Halting site, Home based economic activity, Hostel, Hotel, Live-work units, Media-associated uses, Medical and related consultants, Open space, Place of public worship, Public service installation, Residential institution, Residential, Restaurant, Science and technology based industry, Shop (local), Training centre.

### Z12 - Open for Consideration Uses

Boarding kennel, Car park, Civic and amenity/recycling centre, Funeral home, Industry (light), Municipal Golf Course, Nightclub, Office, Outdoor poster advertising, Part off-licence, Shop (neighbourhood)

As with other aspects of the Draft Dublin City Development Plan, the zoning objectives applicable to the site are subject to change as part of the current development plan review.



### SDRA 17 - Oscar Traynor Road

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

The objectives for this site are as follows:

- The creation of a primarily residential quarter with a mixture of unit types and tenures to provide for much needed housing in the city in accordance with the core

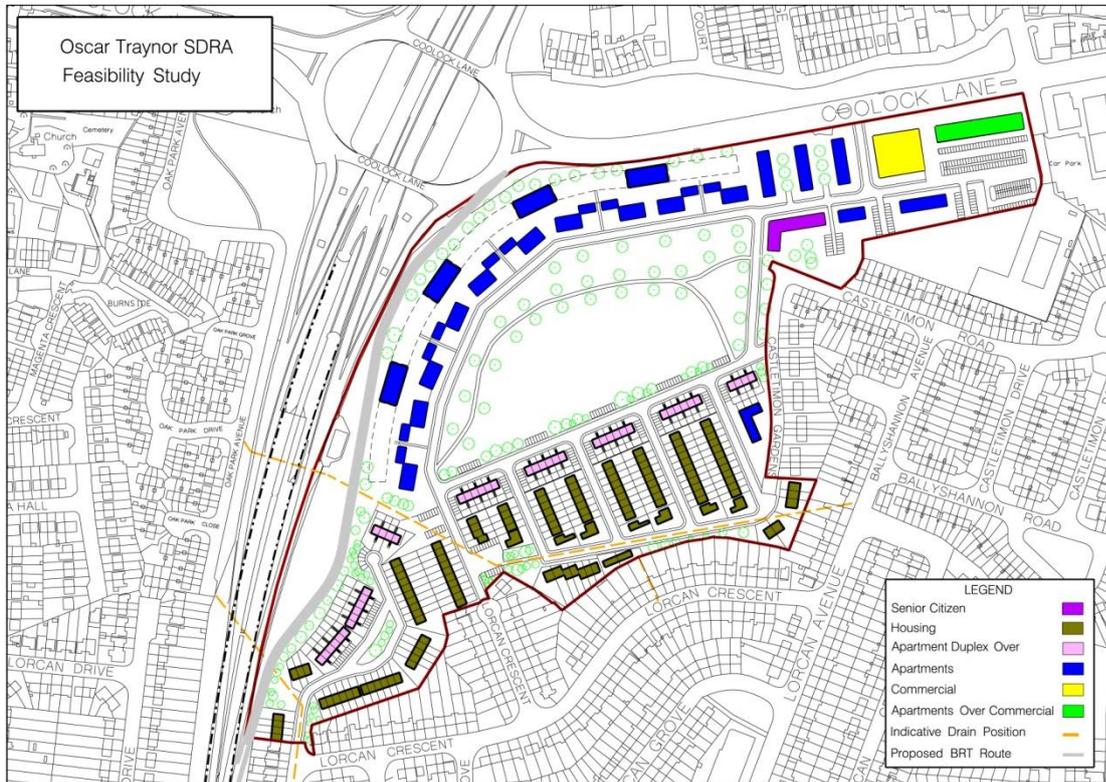
strategy and complemented with retail units serving a local need. The provision of retirement housing is particularly sought adjoining new local services.

- Higher densities will be sought to the northern and western edges of the site with heights of 4 to 6 storeys being generally appropriate, scaling down to the east and south where the site adjoins existing 2-storey residential housing.
- Heights of up to 10-storeys will be considered in the north-west corner of the site as slender land-mark features.
- The provision of a high quality distinctive park(s) set within tree-lined avenues and streets.
- High levels of permeability throughout the site integrating with existing residential streets to the east and south where feasible.
- The creation of a neighbourhood centre to Oscar Traynor Road with local retail provision and a possible hotel use, forming a distinctive place making element and the main entrance to the overall site.

### Proposed Development – Oscar Traynor Road

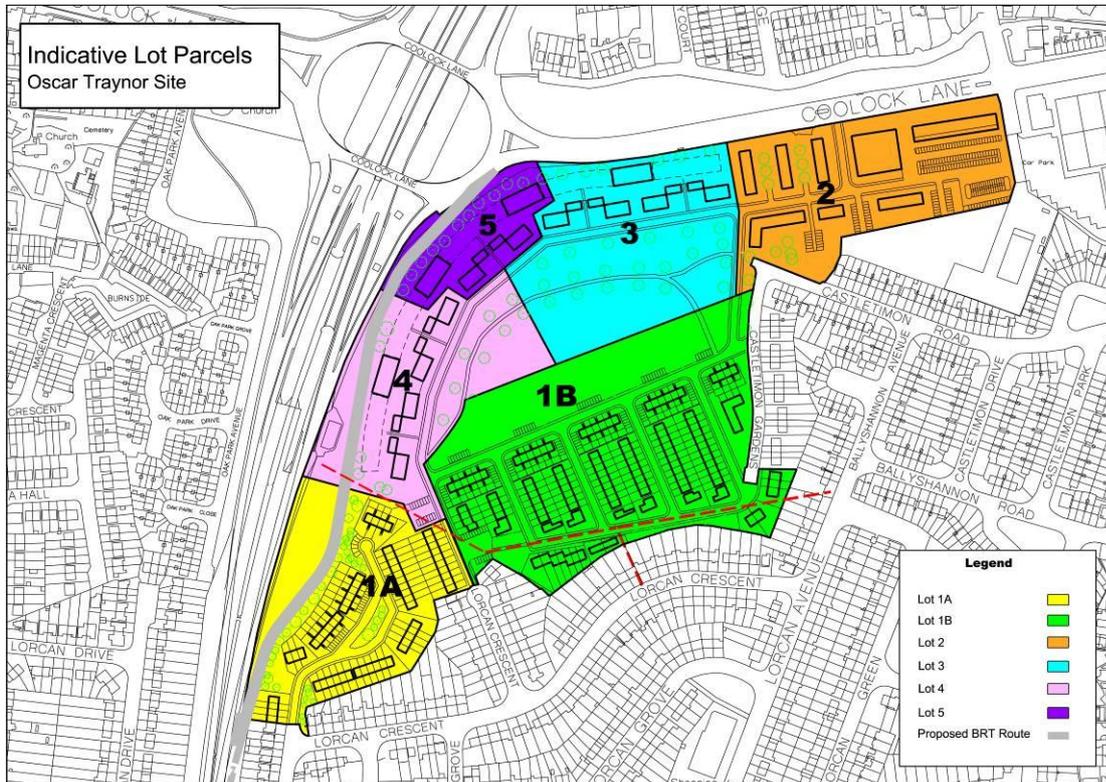
Having regard to the relevant zoning objectives and provisions of Strategic Development and Regeneration Area 17, it is proposed to provide: a new mixed use development predominantly consisting of residential development with some commercial development around a large high quality public open space located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





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

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



**Proposed Lots / Land Parcels**

**Lot 1A**

44 no. houses and 32 no. duplex units totalling 76 no. units in the south-west corner of the site with vehicular access from Lorcan Park/Crescent.

**Lot 1B**

84 no. houses, 56 no. duplex units and 12 no. apartments totalling 152 no. units in the southern part of the site with vehicular access from Castletimon Gardens and / or a new road off Oscar Traynor Road;

**Lot 2**

Commercial development indicatively consisting of retail development, a potential hotel and residential accommodation including 79 affordable rental units, 28 private units and 40 senior citizen units totalling 147 units in the north-east corner of the site with vehicular access from Oscar Traynor Road;

**Lot 3**

Medium to high density residential development consisting of apartment blocks ranging between 4-6 storeys in height along the northern boundary of the site with vehicular access from lot 2 / Oscar Traynor Road;

**Lot 4**

Medium to high density residential development consisting of apartment blocks ranging between 4-6 storeys in height along the western boundary with vehicular access via lot 1B, lot 2 / Oscar Traynor Road; and

**Lot 5**

High density residential development consisting of slender apartment blocks ranging up to ten storeys in height in the north-western corner of the site adjacent to the M1 interchange with vehicular access from lot 3 and lot 4 / Oscar Traynor Road.

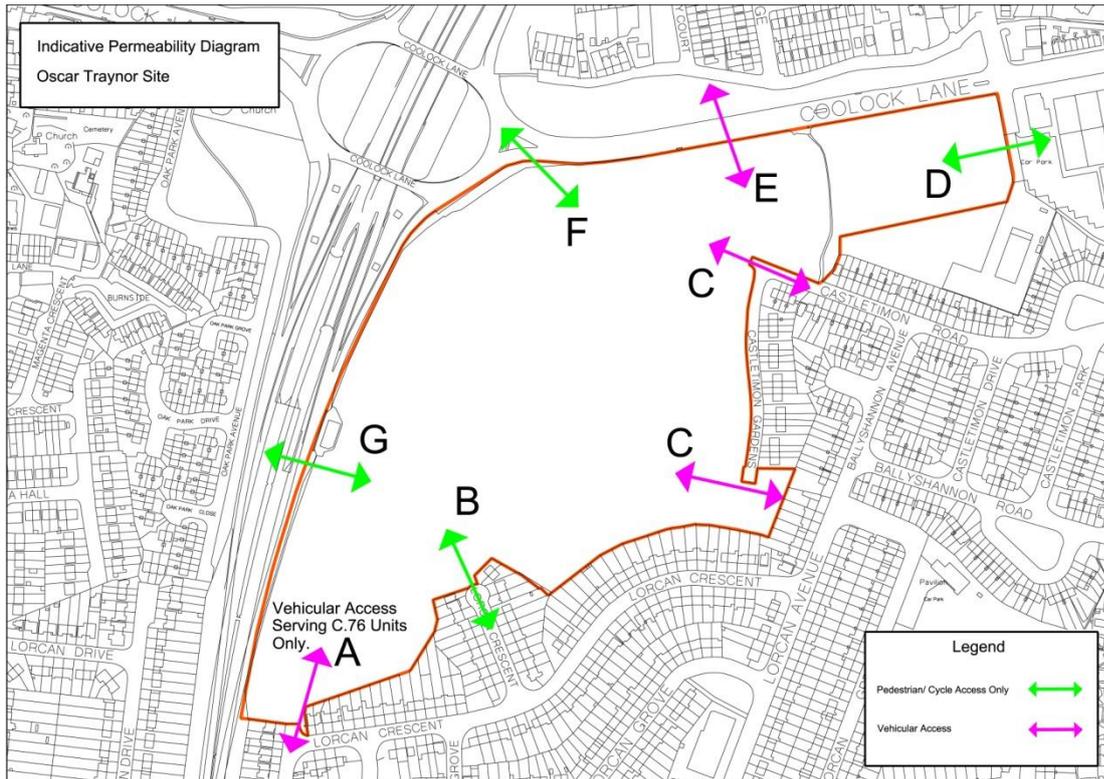
	Housing Type	Housing Tenure
Lot 1A	76 units (44 houses & 32 duplex)	60 starter & 16 social units
Lot 1B	152 units (84 houses & 56 duplex & 12 apts)	122 private / starter & 30 social units in lots 1B & 1C combined
Lot 2	Commercial (retail & potential hotel) 147 apartments	79 pilot affordable rental units, 28 private units & 40 senior citizen units
Lot 3	88 apartments	79 private & 9 social units
Lot 4	88 apartments	79 private & 9 social units
Lot 5	104 apartments	94 private & 10 social units
	<b>Total:</b> 655 units	<b>Total :</b> 462 private inc starter units <b>Total:</b> 193 other units including 74 social, 40 senior citizen units & 79 affordable rental

It is envisaged that:

- The development of some lots may run concurrently depending on project needs, financing, market conditions etc;
- lots 1A & 1B will deliver a total of 228 no. new residential units;
- lots 2 - 5 are subject to the provision of a new junction and road access from Oscar Traynor Road;
- the primary vehicular access for lot 1B will be via the new road access from Coolock Lane although there is scope for this lot to be connected to Castletimon Gardens;
- the new large central park will be provided on a phased basis with the lot 1B providing the southern part of the park with the park being completed with the provision of the higher density residential development on the northern part of the site;
- a landscaping strategy shall be prepared to provide attractive tree lined streets and a high quality urban park incorporating passive and active recreational opportunities and sustainable urban drainage systems. The landscaping strategy will allow for the provision of secure boundary treatment onto existing gardens adjoining the site; and
- the proposal will be designed having regard to the permeability strategy outlined in this study and the need to mitigate the potential impact of noise from traffic on the M1 and Oscar Traynor Road on residential development along the western and northern site boundaries.

#### Permeability Strategy

Permeability for pedestrians and cyclists throughout the site, integrating with existing residential streets to the east and south, to existing neighbourhood facilities, schools and public transport is essential in any redevelopment. Notwithstanding the motorway interchange, the M1 forms a barrier to permeability along the western boundary of the site. However, there is significant scope to enhance permeability in a north-south and north-east / south-west direction.



- A. provide an entrance at the junction of Lorcan Park and Lorcan Crescent to provide vehicular access to lot 1A residential development only (76 units) and create a new pedestrian / cycle access from lot 1A towards the new central urban park;
- B. provide an entrance at the end of the existing cul-de-sac on Lorcan Crescent to provide pedestrian / cycle access only to lot 1B;
- C. provide an entrance at Castletimon Gardens to provide pedestrian, cycle and potentially vehicular access to serve lot 1B;
- D. provide an entrance close to Gaelscoil Cholmcille to provide pedestrian / cycle access to the north-east of the site as part of the development of lot 2;
- E. provide a new junction and entrance off Oscar Traynor Road to provide vehicular access to lot 2 and the rest of the lands with the exception of lot 1A. This will serve as the main vehicular entrance to the overall development;
- F. provide entrance(s) along the north-west boundary of the site to provide pedestrian / cycle access to potential new BRT stops on the western side of the motorway interchange. In this context, it is proposed to carry out a review of the existing interchange in conjunction with the Roads Department with a view to making the interchange more pedestrian friendly; and
- G. provide an entrance for pedestrian access to a potential new BRT south-bound stop on along the western boundary of the site.

### Car Parking

One car parking space per residential unit would be desirable with additional provision for visitors. Car parking for other uses if so proposed should comply with Dublin City Development Plan 2011-2017 car parking standards. The car parking requirements for proposed development should be met within the site as there is little potential for overspill on the adjoining road network.

### Urban Design Statement and Community Audit

Section 16.10.4 of the Draft Dublin City Development Plan 'Making Sustainable Neighbourhoods' requires that proposals for new large developments are supported by: an Urban Design Statement; an audit of existing facilities (including childcare facilities) within an area that demonstrates how the proposal will contribute to the range of supporting community infrastructure; and an assessment of the capacity of local schools to accommodate the proposed development. There may also be a requirement to submit a phasing & implementation programme to ensure a co-ordinated approach is taken to the timely delivery of key physical and social infrastructure.

This supporting information will need to be prepared and submitted with any relevant planning application. In this regard, it is noted that there is an existing school (Gaelscoil Cholmcille) located adjacent to the eastern boundary of the site and that the provision of c.20% of the site area as a high quality urban park would make a significant contribution to community facilities for potential new development and the wider area.

### **Key Services**

#### Bus Rapid Transit

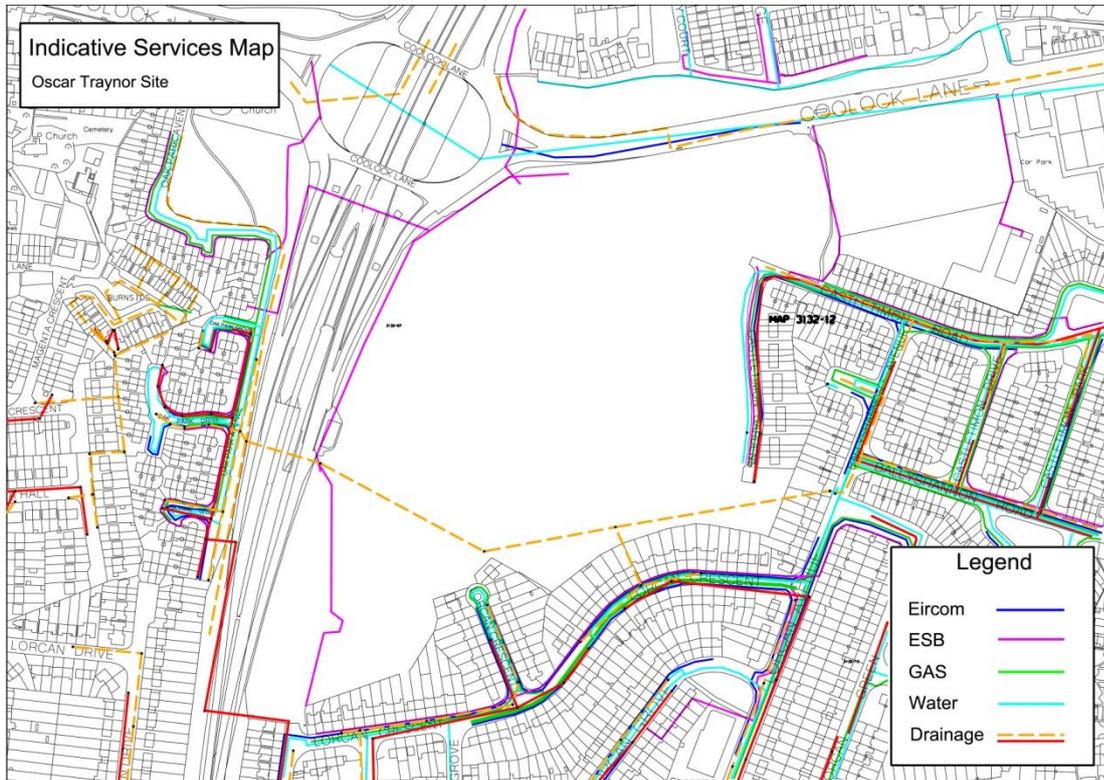
There is a proposal to provide a Bus Rapid Transit (BRT) between Swords / Airport and the City Centre. The provision of the BRT will impact on the Oscar Traynor site in terms of the loss of c.1 ha of site area to provide a reservation for the new route along the M1 (western) site frontage. However, there is also the potential to provide a new southbound BRT station along this frontage to provide enhanced public transport facilities for potential development on the Oscar Traynor site and surrounding areas.

Maps prepared for BRT Public Consultation (Oct-Nov. 2014) show proposed BRT bus stops: on the eastern and western sides of the M1 to the south of the site close to the Shantalla Road flyover and to the west of the motorway interchange.

The National Transport Authority 'Draft Transport Strategy for the Greater Dublin Area 2016-2035' indicates that the Swords/Airport to City Centre corridor will be necessary to provide a higher level of public transport capacity in advance of new Metro North and this additional capacity will take the form of a BRT service or a BRT type service or a conventional bus corridor upgrade along this route or parts of this route.

#### Utilities / Services

Utilities are readily available in the area to service the development. Dialogue will be required with the service providers to ensure that any advance works are implemented to meet the needs of the development programme e.g. provision of new power supplies / cable diversions / communications cables / water and drainage distribution network Irish Water is now the statutory body with responsibility for wastewater services and drinking water. Dublin City Council met with them to outline proposals for this site. A pre connection enquiry application form (PCEF) was submitted on 16th November 2015. Further engagement will take place to ensure all their requirements are incorporated into the final design and construction package to facilitate development of this site.



**SURFACE WATER:**

In accordance with the Development Plan, it is the Council’s policy to promote Sustainable Drainage Systems (SuDs) in the management of stormwater run-off. This philosophy replicates nature in terms of reducing the impact of developing green field sites by minimising the peak run-off that is delivered to the Surface Water pipe network. The nature of this large site would lend itself to an overall masterplan to manage stormwater in a holistic manner. A similar approach was implemented by DCC in Ballymun as part of the regeneration project and resulted in the large, well landscaped water bodies in Poppintree Park.

**WATER:**

A 200mm spur has been provided on the 15” watermain running east west to the north of Oscar Traynor Road to service the site. Current pressure and flow data suggests that the development can be supplied with water from this spur. However, further detailed modelling analysis will be required to confirm this.

In order to maintain network efficiencies and provide redundancy, the watermain distribution network proposed for the development should be connected to the adjacent existing network (Lorcan/Castletimon). It is also known that there are issues with pressure in Lorcan Grove and the surrounding estates. These issues would be alleviated by connecting the watermains in these areas to the 15” watermain referenced above. Therefore, as part of the network design for the development as a whole, a direct trunk connection should be provided between the 15” watermain and the watermain network in the Lorcan Grove/Lorcan Crescent area. This watermain could also be used as part of the water supply network for the proposed development.

**ESB**

Existing underground cables including a series of 38kV and HV are located on the north and west boundaries of the site. Detailed site investigations will be required to established the exact location and depth of these cable. Early consultation with ESB will be required to discuss the possibility of necessary diversions.

**GAS**

There is a high pressure gas main on the north side of Oscar Traynor Road. Gas Networks have confirmed that this will not be an issue for the development.

#### **EIRCOM**

There are 12 X 100mm eircom ducts along the Oscar Traynor Road side of the development. Utility drawings indicate that these cables are in the public footpath outside the site boundary. Detailed site investigations will be required to establish exact location and depth.

### **Potential Constraints**

#### **Port Tunnel**

The Oscar Traynor Road site is located close to the northern entrance to the Dublin Port Tunnel. Draft Dublin City Development Plan 2016-2022 policy MT21 requires the submission of a Development Assessment for all development proposals located in the vicinity of Dublin Port Tunnel.

A Dublin Port Tunnel Development Assessment may be required to support development proposals as the Oscar Traynor Road site is c.23m from the port tunnel. However, it is unlikely that the assessment will have a significant effect on development potential as the focus of the development assessment process is on development that lies over the tunnel or within 6m of the outer edges of the tunnel bore.

#### **Public Safety Zone**

The Dublin Airport Outer Safety Zone is shown on development plan zoning map B. It is estimated that c.2.6 ha of the north-eastern part of the Oscar Traynor site is located within the Outer Safety Zone.

A report was prepared by Environmental Resources Management Limited, on behalf of the Department of Transport and the then Department of Environment, Heritage and Local Government on Public Safety Zones.

Further consultations will be required to assess how best to comply with the safety zone requirements.

#### **Soil Survey**

A preliminary contamination survey report prepared in 2005 identified that there is a mixture of domestic, construction and demolition waste materials across the site confirming the occurrence of historical fly-tipping. The conclusions indicated that: none of the observed materials are included on the EPA hazardous waste list; waste materials generally occur within 0.6m of the natural ground surface; there is no gross contamination but localised pockets of contamination may exist; no hydrocarbon contamination or phenol compounds were detected; and with one exception relating to an elevated lead concentration, all other reported metal concentrations were typical of non-polluted agricultural soil.

It is recommended that an additional contamination survey be carried out as there may have been some soil deposited on the site from the port tunnel works and further fly-tipping subsequent to the 2005 survey.

### **Environmental Assessment**

This Housing Land Initiative Feasibility Study provides more detail on how the Draft Dublin City Development Plan Strategic Regeneration and Development Area (SDRA) guidelines for the Oscar Traynor Road lands can be delivered. The SDRA designation is supported by a comprehensive Strategic Environmental Assessment and Appropriate Assessment carried out as part of the preparation of the Draft Dublin City Development Plan.

Depending on the nature and scale of development proposals for the Oscar Traynor Road site, it may be appropriate to: rely on the Draft Dublin City Development Plan Strategic Environmental Assessment and Appropriate Assessment; prepare specific Strategic Environmental Assessment and Appropriate Assessment screening reports; and / or prepare an Environmental Impact Assessment of proposed development.

## **Housing Tenure**

### Development proposed for the Oscar Traynor Road Lands.

The nature of the development proposed for the Oscar Traynor Road lands comprises an appropriate mix of affordable, private and social housing with the objective of delivering a sustainable mixed tenure housing development.

The housing proposed includes 2/3 bedroom semi-detached, terrace houses, duplex units and apartments. It is proposed that the housing tenure should comprise a mix of owner occupation and rental accommodation, the latter to be provided in a pilot project under a mixed tenure cost/affordable rental model.

### Private and Part Social Housing Development. (Lots 1A & 1B).

This part of the development comprises housing units for sale including starter homes for owner occupation and social housing units to be rented by either the City Council or an Approved Housing Body.

The Council has traditionally secured the development of its lands for housing purposes under development agreements. The lands are offered for sale by way of public tender subject to conditions that must be fulfilled before title is transferred. Conditions would include the following:

- (i) The development to be undertaken must comply with the requirements of the City Council in respect of its nature, design, layout and floor areas of accommodation.
- (ii) The development must include a specified number of social housing units spread across the scheme.
- (iii) The development must be completed within a specified time period.

Under the provisions of Part V, Planning and Development Acts 2000 as amended, new housing developments comprising 10 or more housing units must provide for 10% social housing. Under a disposal of Council lands for housing purposes the Council can require a development to include a significantly higher social housing content.

### Mixed Tenure Cost / Affordable Rental Model (Lot 2).

A key objective of a cost /affordable rental model is to provide long-term affordable accommodation for low to moderate income key worker households in urban areas of high demand for residential accommodation. Eligibility for the affordable rental model would be based on the income thresholds for qualification for Local Authority mortgage/house loans. It is proposed that affordability rental targets may be set at the lessor of: 30% of net income of qualified households or 20% below local market rent.

In a cost/affordable rental model a housing provider raises finance to provide accommodation and charges rents that are sufficient to cover the capital costs (loan repayments) and ongoing maintenance and management expenses. A cost rental model is different from a market rental model, which is determined by supply and demand. In a cost rental model rents generally reduce in real terms over time, whereas market rents normally increase in real terms. A mixed tenure housing development of the nature proposed

comprises social housing tenants, tenants paying affordable rents and tenants paying market rents occupying adjoining properties (apartments, duplex units or houses). A major advantage of the cost/affordable rental mixed tenure model is that it avoids the kind of exposure to rising market rents that tenants in private rental sector face and has the potential to guarantee a home for life. This is something a market rent model is unable to provide particularly for moderate income key worker households. A long term affordable rental model can also enable a pathway to home ownership by providing the potential for moderate income key worker households to save and meet the existing loan to values mortgage requirements for first time buyers. Critical to the success of such housing provision is careful planning, good design and high quality management.

The development proposed would consist of a mixture of social and Private Residential Tenancies Board (PRTB) registered tenants. In this model all units would be built for rent rather than for sale (mixed tenure schemes can also include owner occupiers). The target group to benefit from lower than market rents should be employed households on low to moderate incomes that would have difficulty affording market rents.

An income eligibility criterion would be applied to all cost rental tenants. It is essential that the emphasis is placed on achieving a mix of incomes among tenants. The mix of social and PRTB tenants would be partially determined by the capital cost of the development (loan repayments).

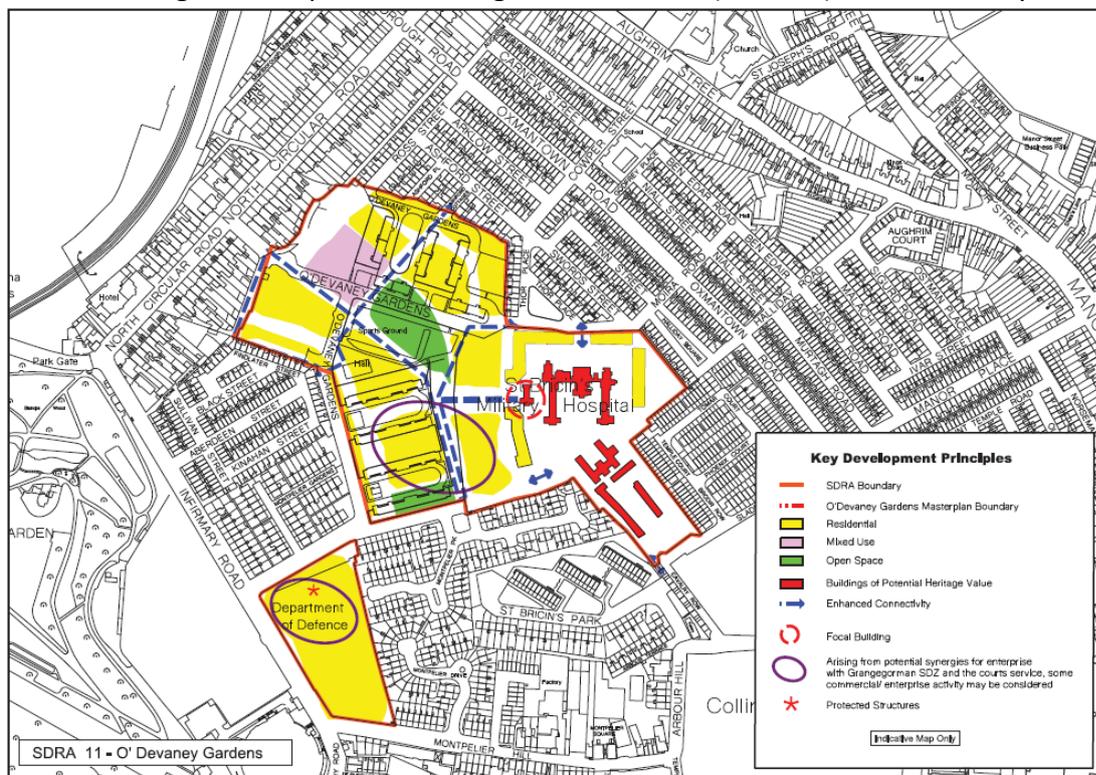
Action 15 outlined in the DECLG Social Housing Strategy 2020 sets out the aspiration to develop a mixed tenure cost rental pilot scheme. Budget 2016 has set aside funding for the development of a pilot Cost /Affordable Rental Scheme. It is proposed that this pilot be the basis for development on one or more of the Housing Land Initiative sites. This type of development could be best provided by: Dublin City Council; an Approved Housing Body; or a Development fund.

## O'Devaney Gardens

### Site Description

O'Devaney Gardens is located west of the city centre off the North Circular Road and close to Phoenix Park. The site is bounded to the north by the rear of properties that front onto the North Circular Road, to the west, by residential properties in Montpellier Gardens, to the south by Montpelier Park and to the east by lands that comprise St. Brichin's Military Hospital and residential development in the Oxmantown / Stoneybatter area.

The O'Devaney Gardens public housing complex was constructed in 1954 by Dublin City Council and originally consisted of a total of 278 residential units contained in 13 four-storey blocks. Today, just four of the blocks remain on the site with the remainder cleared for redevelopment. To the south-west of the site, along Infirmary Road, is another significant land bank once owned by the Department of Defence, now under the control of Dublin City Council and available for redevelopment. Together these sites have an area of c. 10 ha and form a Strategic Development and Regeneration Area (SDRA11) within the City.



### Development Potential

The site is zoned Z14 for rejuvenation with mixed use development of which residential and employment would be the predominant uses. A masterplan was produced in 2010 for the regeneration of O'Devaney Gardens over 3 phases (phase 1A, phase 1B, and phase 2). The masterplan provides for a 4,680 sq.m neighbourhood park and heights ranging from 2 to 4 storeys.

O'Devaney Gardens benefits from an extant planning permission for phase 1A on a 2.47 ha part of the site (granted on 8th August 2011). This includes: 110 no. residential units (50 private and 60 social units) with the following mix: 51 no. three bedroom units, 47 no. two bedroom units, and 12 no. one bedroom units; and the following typology: 43 no. apartments, 31 no. two storey houses, 23 no. three storey houses, 7 no. two storey duplex, and 6 no. live work units. The permission for phase 1A also includes: a new 325m central boulevard that will link the North Circular Road with Montpelier Park to the south and a neighbourhood park.

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

	Residential Units (no.)	Commercial (sq.m)			Residential Units (no.)	Commercial (sq.m)
Phase 1A	110	-		Phase 1A	110	-
Phase 1B	48	3,160		Phase 1B	48	3,160
Phase 2 – 1 <sup>st</sup> option	240	-		Phase 2 – 2 <sup>nd</sup> option	120	8,000
<b>Total</b>	<b>398</b>	<b>3,160</b>		<b>Total</b>	<b>278</b>	<b>11,160</b>

The development potential outlined above relates to that envisaged in the 2010 masterplan and extant planning permission. There is scope to increase this potential having regard to the inclusion of St.Brighin’s military hospital site and an the former Department of Defence site on Infirmaroy Road within SDRA 11.

The working group propose that the lands be developed in phases which will include a number of lots/parcels for mixed use development. The initial phase will focus on residential development and will include lands at O`Devaney Gardens & Infirmaroy Road. As outlined above, planning permission for 110 homes is in place for a mix of social & private dwellings along with new public realm improvements. The City Council will require capital funding to put in place the required public realm improvements and the cost will be borne by DCC to facilitate development of the lands.

A pilot rental model should be considered for the 110 homes to see if there is interested in providing a mix tenure affordable rental model in the city. The adjoining site on Infirmaroy Road can accommodate 30 social dwellings and the DOECLG are supportive of this proposal, The residual lands at Infirmaroy road can accommodate up to 100 dwellings and can accommodate a number of uses including starter homes, private & affordable rental, Part V social housing.

The working group propose continue its work into 2016 to focus on Lands at O`Devaney Gardens and report back to the joint Housing & Planning Strategic Policy Committee in quarter 1 of 2016.

#### SDRA 11 Stoneybatter, Manor Street & O`Devaney Gardens

The SDRA indicates that the preparation of a Local Area Plan will be prioritised and that the key guiding principles for developing this strategic development and regeneration site include:

- The strategic location context of this site within the city (close to the amenities of the Phoenix Park, Heuston Station and the new Criminal Courts of Justice), its potential positive contribution to the character of the city and the potential that exists for greater synergies to Stoneybatter and Grangegorman will be valued and promoted; there is an opportunity for a midrise residential building towards the centre of the site, similar to that within the Grangegorman SDZ
- The development of a high-quality residential quarter comprising quality new homes supported by a complementary range of mixed commercial, community and recreational facilities will be promoted for this site
- The development of attractive new streetscapes with mixed typologies of high-quality accommodation, a high-quality public realm and active street frontages will be promoted to

complement the architectural legacy of streetscapes adjoining this location, including the special streetscapes of the North Circular Road, Infirmary Road and Oxmantown areas

- Accessible locations for commercial and community facilities to encourage interaction between the site and established communities adjoining will be promoted
- The development of a neighbourhood park as a key feature of the design to provide recreational amenities, encourage community interaction and provide a focal point/meeting place for the wider local community; the location will be bounded by high-quality streetscapes accommodating commercial, community and residential uses to generate activity, encourage active use of the space and provide passive surveillance
- The established character of streets and residential amenities for adjoining residents will be respected in the urban design proposals and layout of a new development; opportunities for new building forms to aid legibility through the scheme and create streetscapes of visual interest will incorporate appropriate height transitions from site boundaries and propose locations that avoid negative impact on adjoining residential boundaries
- Permeability through the site will be promoted to integrate the location more successfully with the adjoining community; the existing bus route will be retained and incorporated along a main boulevard route connecting the North Circular Road to Montpelier Gardens; opportunities for connections with streets to the north-east boundary, with particular emphasis on walking and cycling routes, will be encouraged
- To have regard to the physical integration and regeneration potential of Manor Street/ Stoneybatter as important streets/radial routes in the re-development proposals for this area.

## **St. Michaels Estate**

### Site Description

St. Michaels Estate is located c.4km west of the city centre in Inchicore. It is bound to the north by Emmet Road, to the south by the Grand Canal and Goldenbridge Cemetery, to the east by the rear of residential dwellings on Connolly Avenue and Bulfin Court and to the west by St. Vincent's Street West.

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

The physical regeneration of St. Michaels Estate is now almost complete, all residents are now housed in new accommodation and a review of the existing master plan to develop the residual lands has commenced. The Council in correspondence with the DOECLG have been asked to confirm that the remainder of the site will be developed for private uses other than the section shown in the original agreed master plan which was set aside for recreational uses. There have been ongoing discussions with the DOECLG about the future of these lands and the following is an extract from correspondence from them which clearly expresses their views as to how the remainder of the site should be developed.

Letter dated 7th March 2014 States: "Following examination by the Department's Inspectorate the Council are advised that funding of Phase 1a was approved on the understanding that the residual site would be available for private housing development, with a small element of land for use as recreation. The conversion of Phase 1a to all social housing, thereby meeting the housing needs, assumed that the site of Phase 1b would also be developed as private housing".

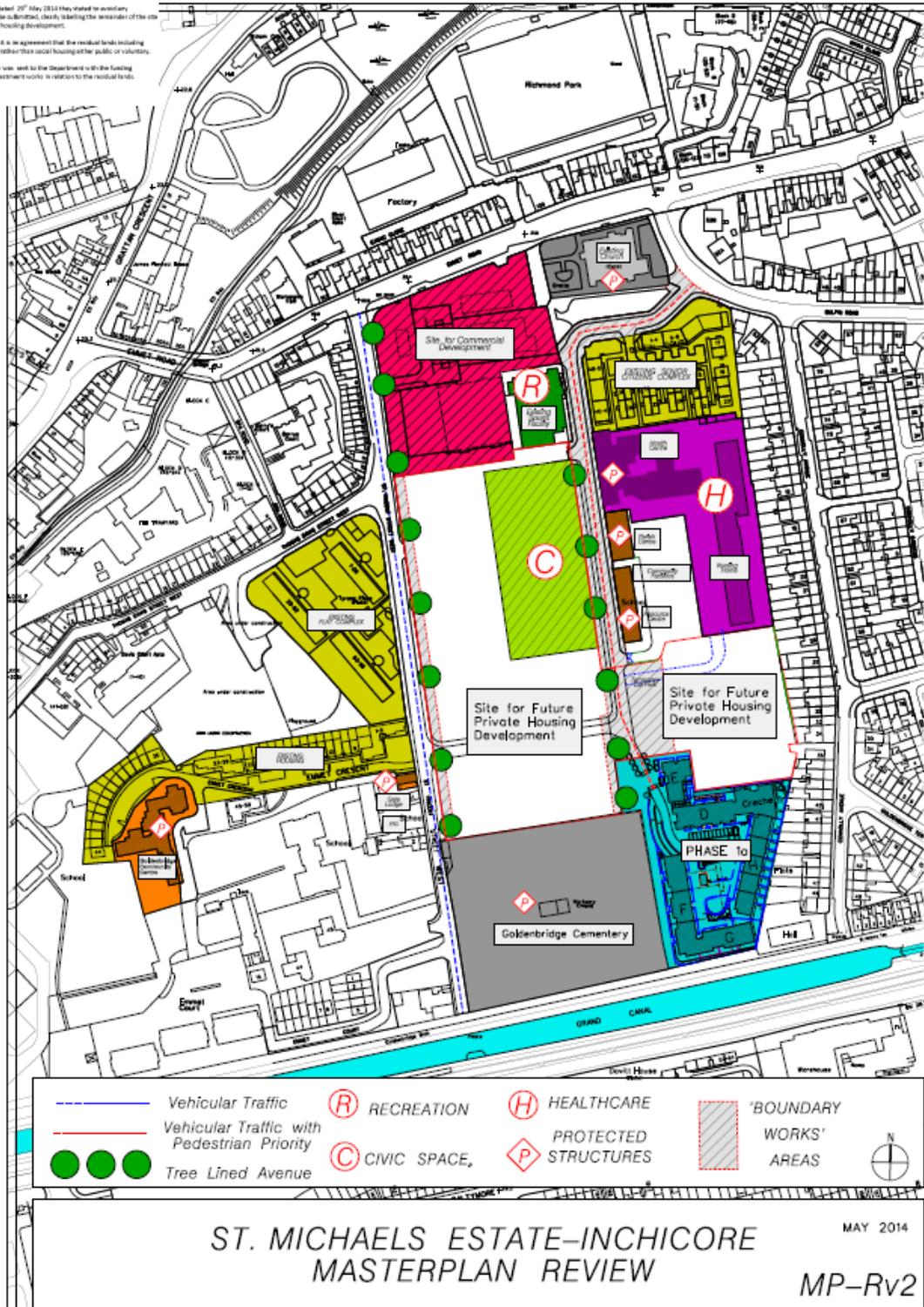
In a subsequent letter from the Department dated 29th May 2014 they stated to avoid any misunderstandings a revised drawing should be submitted, clearly labelling the remainder of the site including Phase 1b as a site for future private housing development. The Council has advised the Department that it is in agreement that the residual lands including Phase 1b will be reserved for private housing rather than social housing either public or voluntary. A copy of the drawing which was sent to the Department with the funding application for the new road and boundary treatment works in relation to the residual lands is outlined below.

map dated 20<sup>th</sup> May 2014 they stated to accompany  
 to all social housing, thereby meeting the housing needs,  
 2010 to be developed as private housing."

more detail 20<sup>th</sup> May 2014 they stated to accompany  
 to all social housing, thereby meeting the housing needs,  
 2010 to be developed as private housing."

it had to be agreed that the residual lands including  
 using either for social housing or for public or voluntary.

which was sent to the Department in 2014 funding  
 any treatment works in relation to the residual lands.



**Potential Development**

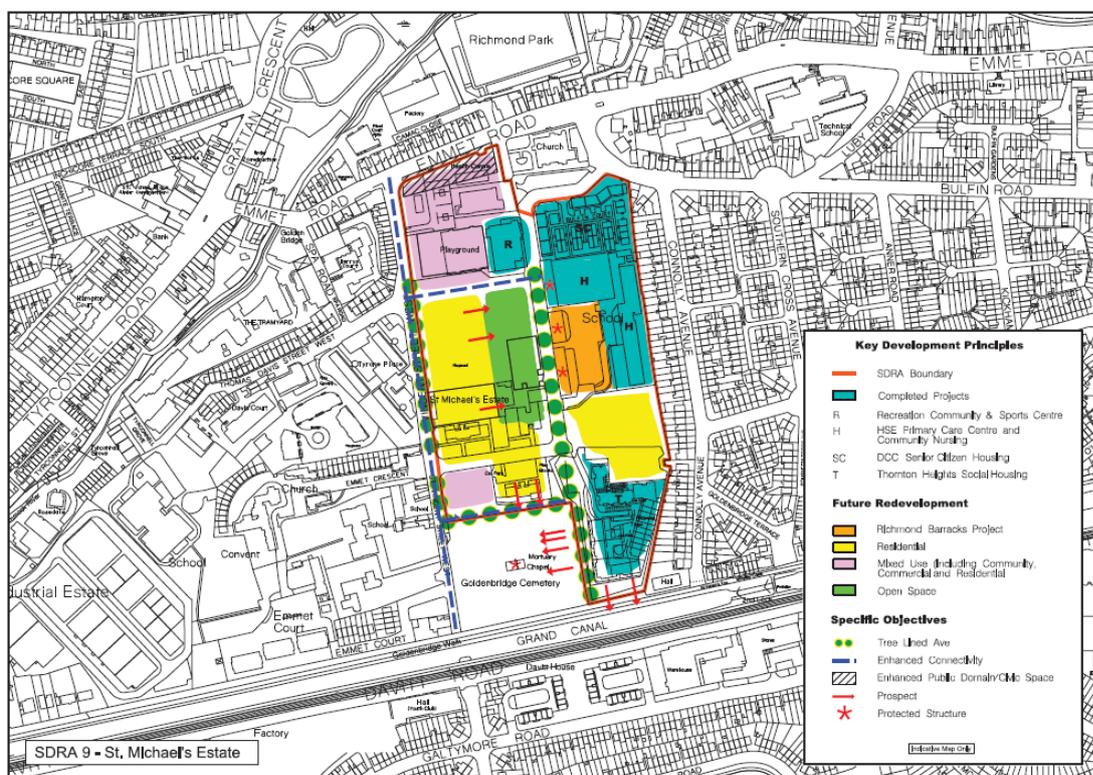
The residual lands are bundled into a number of lots and can accommodate a number of uses that meet the guiding principles of the SDRA. The lands have the potential to accommodate up to 300 dwellings, commercial development and amenity open space. The residential housing will be primarily private and will have a Part V condition attached which will yield 10% social housing. The City Council has requested the DOECLG to reconsider its position on site 1b for exclusive use for private homes, the

DOECLG has indicated that if a proposal to use the residual lands exclusively for private housing is agreed and a social mix is achieved, consideration can be given to a review of using site 1b for social/senior citizens housing. The city council would estimate 36 dwellings may be located on this site, resulting in a potential of 30 social from Part V & 36 social (senior citizen units) on 1b site subject to agreement from DOECLG.

Housing Type	Housing Tenure
300 units (duplexes & apartments)	234 private & 30 social & 36 senior citizen units

The City Council is not in possession of part of the title for elements of the Emmett Rd parcel of land, A pigeon club will need to be relocated and the HSE portion of the site will need to be acquired, Funding will be required to assemble all of the sites along Emmett Rd, However the potential commercial development and the sale of the land should cover any costs incurred.

The working group propose continue its work into 2016 to focus on Lands at St. Michaels Estate and report back to the joint Housing & Planning Strategic Policy Committee in quarter 1 of 2016.



### SDRA 9 Saint Michael's Estate

The guiding principles for the remaining SDRA lands are set out below:

- The development of a high-quality, vibrant, mixed-use urban quarter will be promoted; new facilities will be located in accessible locations and will maximise the opportunities to connect with the wider neighbourhood
- The development will complement the regeneration of Inchicore by encouraging a natural extension of the village centre eastwards along Emmett Road; the development will provide strong connections between the site and the functions of the village centre, for which a Local Environmental Improvements Plan is proposed

- The development of high-quality streetscape onto Emmet Road with accessible civic spaces, scale, height and character between the village centre and the site will be promoted active frontages and an appropriate transition in scale, height and character between the village centre and the site will be promoted
- Strong permeability will be sought through the site, including pedestrian and cyclist connections, to achieve strong north-to-south connections between Emmet Road and the Luas/Grand Canal corridor and east-to-west connections between St Vincent Street West and Bulfin Road; active streetscapes along these routes will be promoted
- Variety in housing tenures and unit types will be sought in order to achieve a balanced and sustainable community
- The important heritage features on, and adjoining the site, shall be respected and highlighted by urban design with particular regard to the tourism, heritage, community and amenity value of assets such as St. Michael's Church, Richmond Barracks, Goldenbridge Cemetery and the Grand Canal
- Innovative proposals that create a landmark destination within the site for combined facilities of a community, recreational, leisure and sports nature will be promoted; such facilities shall integrate positively with the existing sports facilities on site.
- The development of high-quality Senior Citizen housing. This will be located on the site between Thornton Heights and Richmond Barracks

## **Belcamp Lane**

### Site Description

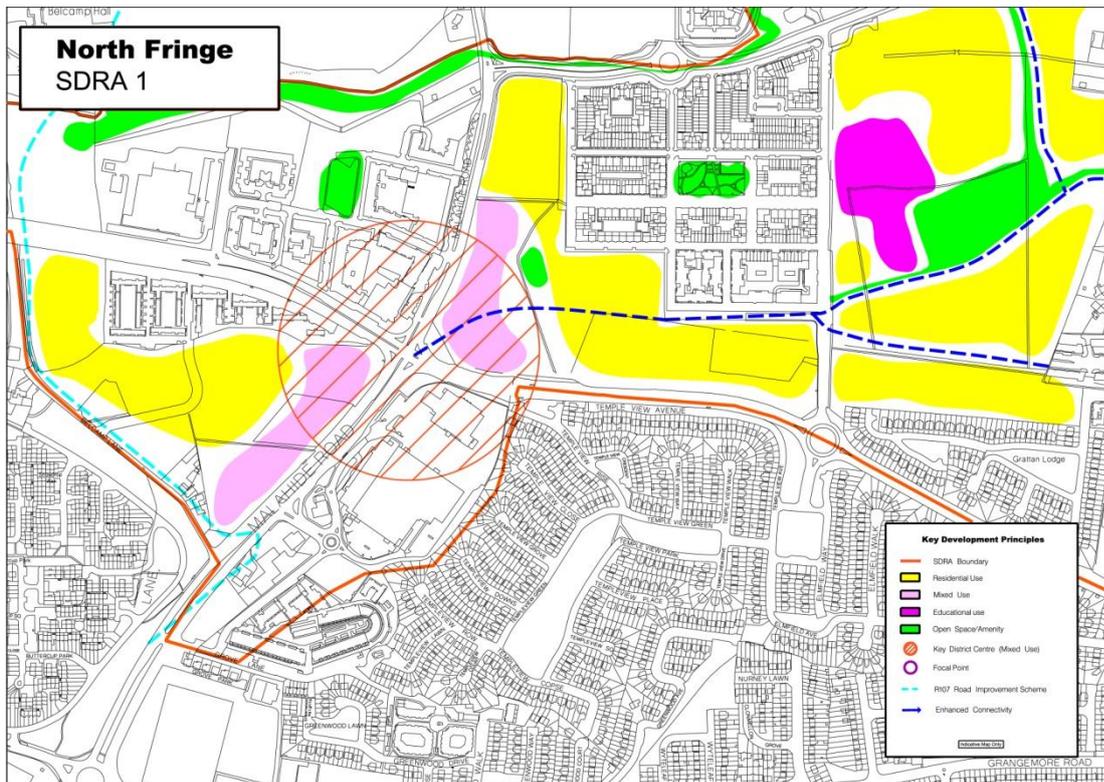
The c.9.5 ha Belcamp Lane site is adjacent to the junction of the Malahide Road and the N32 on the northern outskirts of the city. The site is close to the Malahide Road QBC, a Hilton hotel and Tesco Clare Hall. A road traverses the site providing access to the NABCO housing scheme adjacent to the northern site boundary. A number of travellers have been living on this greenfield site.

### Development Potential

The Development Plan Guiding Principles for the development of the North Fringe (SDRA1) apply to the Belcamp Lane site. The guiding principles focus on creating a mixed use urban district with sustainable densities and a coherent urban structure including a new perimeter route running north from the Malahide Road via Belcamp Lane. Furthermore, the site is zoned Z14 for rejuvenation with mixed use development of which residential and employment would be the predominant uses.

The Clongriffin-Belmayne Local Area Plan 2012 applies to the Belcamp Lane site. It sets out a detailed framework and phasing mechanism for the development of the remaining key sites in the wider area. Furthermore, a neighbourhood study was prepared for the Belcamp Lane site in 2008. This study proposed a mixed-use, mixed density framework providing for: 897 residential units (160 houses, 706 apartments and 31 live-work units); c.23,000sq.m of commercial development and community facilities including a new library and sports centre. Notwithstanding the above, development potential on the Belcamp Lane site is affected by a major road proposal close to the site, a wayleave for the North Fringe sewer along the Malahide Road boundary, and travellers living on the site. Of particular significance is the major road proposal which is included in both the current and draft Dublin City Development Plans. This proposal provides for the realignment of the R107 which has been costed at over €50m. While the NTA Draft Transport Strategy for the Greater Dublin Area acknowledges that this area represents a significant traffic bottleneck, the proposed realignment of the R107 has not been listed as a roads project in the Draft Strategy.

The lack of certainty around the future of this road proposal and the supply of additional public transport to this area presents serious difficulties with regard to the potential development of this site. Significant improvements to the road and public transport network would be required to support the development of this site. Until such improvements occur, this site would not be suitable for high density mixed use development.



### SDRA1 North Fringe (Clongriffin-Belmayne)

The Local Area Plan is based on the following key objectives/guiding principles:

1. To create a highly sustainable, mixed-use urban district, based around high-quality public transport nodes, with a strong sense of place.
2. To achieve a sufficient density of development to sustain efficient public transport networks and a viable mix of uses and community facilities.
3. To establish a coherent urban structure, based on urban design principles, as a focus for a new community and its integration with the established community, comprising the following elements:
  - A central spine route, in the form of a boulevard or high street, linking the Malahide Road with the proposed train station to the east
  - Two high quality urban squares (one at the junction of the Malahide Road with the Main Street boulevard and the other adjacent to the rail station) as the main focus for commercial and community activity
  - A series of smaller urban squares as significant place markers and activity nodes e.g. a recreation square adjacent to Father Collins Park
  - A flagship urban park in the re-designed Father Collins Park
  - A new perimeter route running north from the Malahide Road via Belcamp Lane, relieving traffic pressure from the N32 and from the proposed Main Street boulevard
  - An interconnected network of streets and public spaces
  - To promote the creation of a high-quality public domain by establishing a high standard of design in architecture and landscape architecture
  - To use building heights to define key landmark locations, including:
    - Minimum heights of 5 stories for the Key District Centres at Clongriffin rail station and the N32/Malahide Road Junction
    - Minimum heights of four to five storeys for the Main Street boulevard
    - A landmark structure of 10-14 storeys (office height) adjacent to the rail station.

- To develop the amenity potential of the Mayne River in the creation of a linear park
- To develop an Urban Design Strategy for the lands at St. Michael's Cottages that is coordinated with the overall strategies for the developing areas.

### Overall Project Delivery

Taking into account the high demand and urgent need for housing in Dublin it is proposed that the City Council aim to secure the immediate development of the sites at Oscar Traynor Road, O'Devaney Gardens & St. Michael's Estate with a view to delivering a mix of affordable, private and social housing in the short term. The indicative development potential for each site is outlined below:

#### Oscar Traynor Road

	Housing Type	Housing Tenure
Lot 1A	76 units (44 houses & 32 duplex)	60 starter & 16 social units
Lot 1B	152 units (84 houses & 56 duplex & 12 apts)	122 private / starter & 30 social units in lots 1B & 1C combined
Lot 2	Commercial (retail & potential hotel) 147 apartments	79 pilot affordable rental units, 28 private units & 40 senior citizen units
Lot 3	88 apartments	79 private & 9 social units
Lot 4	88 apartments	79 private & 9 social units
Lot 5	104 apartments	94 private & 10 social units
	<b>Total: 655 units</b>	<b>Total : 462 private inc starter units Total: 193 other units including 74 social, 40 senior citizen units &amp; 79 affordable rental</b>

#### O'Devaney Gardens

	Residential Units (no.)	Commercial (sq.m)			Residential Units (no.)	Commercial (sq.m)
Phase 1A	110	-		Phase 1A	110	-
Phase 1B	48	3,160		Phase 1B	48	3,160
Phase 2 – 1 <sup>st</sup> option	240	-		Phase 2 – 2 <sup>nd</sup> option	120	8,000
<b>Total</b>	<b>398</b>	3,160		<b>Total</b>	<b>278</b>	11,160

#### St. Michaels Estate

Housing Type	Housing Tenure
300 units (duplexes & apartments)	234 private & 30 social & 36 senior citizen units

### **Next Steps**

- Oscar Traynor Road, O'Devaney Gardens & St. Michael's Estate are ready to go for development purposes. The project team that is in place will now undertake the task of securing the proper development of the lands without delay and to develop further a cost /affordable rental model. In light of market conditions and the nature of developments proposed, it may be possible for development to take place concurrently on each of the subject sites.
- Stage one will be the Oscar Traynor Road followed by O'Devaney Gardens and St. Michael's as both of these will require further assessment of the options by the project team. (When concluded these proposals will be incorporated into a report that will be brought to the Housing and Planning SPC).
- The cost of enabling works including new infrastructure and amenities for the three sites is estimated to be €8 million. However, the capital investment to develop the lands will be recouped over time as the lands are developed.
- It is now proposed to commence implementing the options to develop the lands at Oscar Traynor Road and commence an appropriate procurement to develop the lands immediately.

Anthony Flynn  
Executive Manager