



Manager's Report

Submissions on the Draft Ballyboden Village Plan in Accordance with Specific Local Objective 93

*South Dublin County Council
Planning Department*



May 2006

Manager's Report

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in accordance with

Specific Local Objective 93

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Manager's Report on Submissions on the Draft Ballyboden Village Plan in accordance with Specific Local Objective 93 Ballyboden Village Masterplan

1 Introduction

The South Dublin County Council Development Plan. 2004-2010 contains Specific Local Objective 93 Ballyboden Village Masterplan as follows:

"Prepare a Masterplan for the future development of the Ballyboden Village Area, including the identification of development sites for a sustainable village centre and the assessment of needs in terms of public and private facilities. The Masterplan to seek to provide for the effective integration of the existing shopping centre in the new village centre and to be prepared within one year of the adoption of the Development Plan."

1.1 Background

Between February and August 2005, preliminary research, including a land use survey and informal consultation with the local community was carried out regarding issues to be addressed in a plan of the area of Taylor's Lane.

A Pre Draft Plan Consultation Brochure was publicly advertised and circulated to residences in the draft boundary. Submissions in response to the consultation document were received between 19 August and 15 September 2005. The interpretation of "Ballyboden Village" and the proposed boundary of the plan area were raised as significant issues in Pre Draft submissions, mostly from residents outside the proposed boundary. In response to these submissions, a Phase 2 has been included in the Draft Ballyboden Village Plan

On 17 February 2006 the Draft Ballyboden Village Plan was publicly notified for submissions. Submissions on the Draft Plan closed on 31 March 2006.

1.2 Structure of the Report

This report includes:

- a summary of the statistics on the submissions;
- a summary of recommendations on the Draft Ballyboden Village Plan and
- discussion of the main issues and recommendations for amendments to the Draft Village Plan.

An appendix to this report includes:

- Proposed amendments to the Draft Ballyboden Village Plan in response to submissions;
- a list of submitters and
- a summary of each submission itemised by issue and cross referenced to the relevant section of the Village Plan with a comment and recommendation where an amendment to the Draft Plan is proposed. .

2 Statistics of Submissions to the Draft Village Plan

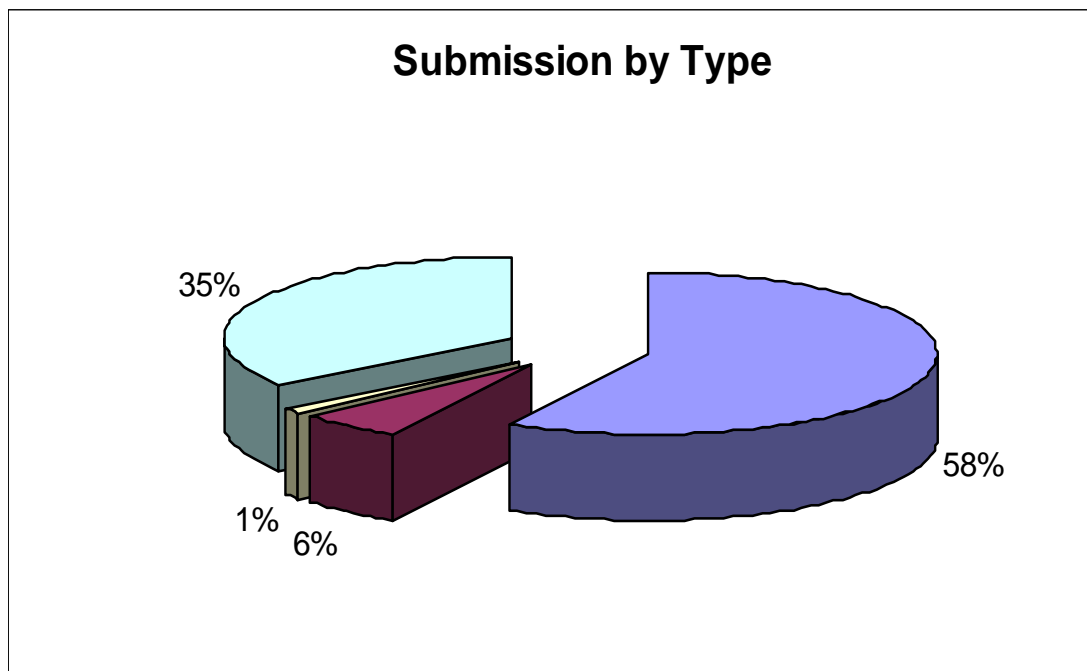
Three hundred and eighty (380) submission were received. Submissions can be categorised by four types:

- Individual or personal submissions;
- Both a personal statement and signed copy of template petition,
- Signed copy of a petition and
- Submissions from public representatives.

However, some submissions were duplicated and at least one submission was confirmed to be submitted under a false name.

Of the three hundred and eighty (380) submissions received, one hundred and thirty four (134) were individual written submissions; twenty two (22) submitted both written personal comments and a signed petition; two hundred and twenty two (220) forwarded a signed petition and four (4) representations from elected representations were received.

The pie chart below illustrates these statistics.



Legend





	Individual or Personal
	Template Petition
	Both: Personal Comment/ Petition
	Public Representative

Figure 1 Submission by Type

3 Summary of Recommendations on the Draft Ballyboden Village Plan

The table below presents the issues of significance with the recommendation/s for the Draft Ballyboden Village Plan. These issues are discussed more fully in Section 4 of the report.

Issues of Significance	Recommendations on the Draft Plan
The Defining the Boundary of Phase 2	Define the boundary of Phase 2 to include the Townland of Ballyboden and to include that Phase 2 will be completed during the period of the current Development Plan. (See attached map of the townlands and adjacent sites with development potential).
Provision for Community Services	No change to the Village Plan
Public Transport	That an objective be included regarding the provision of public transport as follows: <i>5.1.7 Public Transport</i> <i><u>To promote and facilitate the improvement and further development of the public transport system in the Ballyboden area.</u></i>
Building Heights	The text references to the standards of the SDCC Development remain unchanged because this plan is not intended to over ride the provisions of the Development Plan. However, the indicative heights at the roundabout to be reduced from 3 to 5 storeys to 3 to 4 storeys.
Augustinian Site <i>Pedestrian Crossing to Owendoher Linear Park.</i>	1. That the following text be added: <i>Development should include the construction of a pedestrian crossing on Edmonstown Road to access the Owendoher Linear Park.</i>
<i>Entrance to site indicated from Moyville access</i>	That Fig.7, Indicative Structure Plan, be revised to show the indicative entrance to the southern terrace of the site relocated from the Moyville estate access road to the existing entrance from Edmonstown Road.

Issues of Significance	Recommendations on the Draft Plan
<i>Phasing</i>	<p>2. That the following be included at 5.3.2 General Principles for Site Development</p> <p><i>Phasing of development should ensure that main street frontage is developed in the initial stages and associated communities facilities should be developed in tandem with residential development.</i></p>
<i>Formatting text</i>	<p>3. That the text at 5.3.3 be reviewed and that standards, which are generic rather than specific to the Augustinian site, be relocated to <i>5.3.2 General Principles for Site Development.</i></p>
Newbrooke/Meade Site	<p>That revisions to Fig.7 be included:</p> <ul style="list-style-type: none"> • to indicate development potential to the rear of the Newbrooke site, • to extend the footprint of Taylor’s Lane elevation and • to show the adjoining petrol station site as having development potential
Car parking	<p>That car parking in the vicinity of dwellings at Palmer Park and Pearse Bros. Park be indicated on the Village Plan</p>
Retention and Development of Kingston Court Open Space	<p>No change to the Village Plan</p>
Pedestrian Walkways	<p>Remove from Fig 7 Indicative Plan all walkways except a walkway along the water course on the Augustinian site and include a note under Fig 7 to clarify that the indicative plan is a method of illustrating the design guidelines in the text and is not intended as definitive or prescriptive as follows:</p> <p><i>NB Final layouts including details such as the location of entrances, landscaping details and materials are the subject of planning applications.</i></p>
Development Potential to the Rear of Pearse Brothers. Park	<ul style="list-style-type: none"> • That the development potential shown to the rear of houses at Ballyboden Crescent be retained and • The development potential to the rear of houses at Pearse Bros. Park be included on Fig. 7 Indicative Plan.

Issues of Significance	Recommendations on the Draft Plan
Refurbishment of Council Residential Units	That options for development sites be indicated, within the Phase 1 boundary of the Village Plan, for the re-housing of Council tenants during the refurbishment of the existing units.

4 Discussion of Significant Issues

4.1 Introduction

The submissions to the Draft Village Plan did not raise new, significant planning policy issues, that were not already included in concerns submitted at the Pre Draft stage. However significant numbers of submissions were received on some details illustrated on the indicative layout included in the Village Plan at Figure 7 (page 22).

The purpose of a masterplan is to provide guidance for the development of an area, as set out in the SDCC Development Plan 2004 - 2010. In the case of Ballyboden, development potential is limited to:

- two large low density sites each in single ownership,
- infill sites with appropriate street access and
- sites without existing street access but with contiguous boundaries and suitable for co-ordinated redevelopment of the rear gardens (i.e. backlands) where a new street can be created in the layout for the proposal.

It is not intended that this masterplan should override other statutory provisions and Council procedures to achieve proposals requested in submissions. Proposals such as:

- the listing of St Catherine's House, as a protected structure,
 - providing a swimming pool or museum on a specific site,
 - constructing formal gardens on Council lands,
 - a heritage tourist trail, or
 - redesigning a road, which has been confirmed through a Part 8 process,
- are more appropriately addressed through statutory and administrative procedures.

4.2 Planning Issues of Significance and Popular Interest

This section of the report summarises and comments on the issues of planning significance and issues where notable numbers of submissions were received including:

- Concept of a village plan
- Boundaries of the village plan
- Provision for community services
- Public transport
- The height, density and type of development on the Augustinian and Newbrooke Sites
- Car Parking
- Retention or development of the open space in front of Kingston Court
- Pedestrian walkways
- Development potential to the rear of Pearse Bros Park

4.3 Concept of a Village Plan (SLO 93)

Seventy-nine (79) submissions related to the general concept of a village plan for the area. Of these only three (3) were negative. Thus it can be concluded that the concept of a plan to guide development in the Ballyboden area is supported.

4.4 The Defining the Boundary of Phase 2

The attached map shows the Townland of Ballyboden and adjoining townlands with sites of development potential identified. This map clarifies the scope of a subsequent phase for this Plan.

As shown on the map, sites with development potential within, and closely adjoining the townland boundaries of Ballyboden, are small with respect to likely impacts on the whole area. Thus it is considered that the area included in the proposed Phase 1 boundary includes the area of greatest potential for redevelopment and it is logical that the guidelines for development should be concentrated on this Phase 1 area.

Recommendation

No change to the Village Plan

4.5 Provision for Community Services

A significant number of submissions included specific requests for recreational and community facilities such as tennis and basketball courts, a community centre crèche and sheltered housing. The submission from the Augustinian Order includes details of proposed community facilities such as a community centre, tennis courts, a replacement care facility for disabled including accommodation and social and affordable housing, in excess of Part v requirements.

Objectives of the Village Plan have been included to ensure that community facilities are provided in conjunction with new development on, or in the vicinity of the Augustinian site. However, details of the recreational and social uses to be accommodated should be addressed at the application stage of the planning process. The objectives, as proposed, guarantee delivery of community facilities, while retaining the flexibility to ensure that the facilities provided meet the needs of the community at the time of the development.

Recommendation

No change to the Village Plan

4.6 Public Transport

A significant number of submissions related to the need for improved public transport. Section 7.6.4 Policy T7 Metro, in the SDCC Development Plan, refers to Council support for a Metro. In the meantime, the road design has included the potential for a Quality Bus Corridor (QBC) along one side of the realigned Taylor's Lane. However, there are no current proposals to initiate a Part 8 process for a QBC on this road.

In addition, as evidenced elsewhere in the county, the frequency of bus services will improve where intensification of development provides a "critical mass" to support an economic public transport service.

Recommendation

In the light of the submissions and Council policy it is recommended that an objective be included in the Village Plan regarding the provision of public transport as follows:

5.1.7 Public Transport

To promote and facilitate the improvement and further development of the public transport system in the Ballyboden area.

4.7 Augustinian Site

Relevant Village Plan issues raised in relation to the development of the Augustinian site concern height, density, the location of site entrances, a pedestrian crossing across Edmonstown Road to safely access the Owendoher Linear Park, phasing of development, an alternative layout and the structure of the text.

4.7.1 Height and Density

It is stated in Section 5.3.7 Development Standards of the Draft Ballyboden Village Plan that relevant standards of the SDCC Development Plan 2004 -2010 shall apply. Section 11.11.3 of the SDCC Development Plan refers to Building Height. The indicative heights as shown on Fig. 7 of the Village Plan are consistent with these standards. In addition, Section 11.11.3, Building Height, of the SDCC Development Plan includes the following relevant statements:

"As the distance, between the existing or lower building and the proposed development increases, height may increase at a ratio, which ensures that adjacent buildings and at least 2 metres of adjoining garden will enjoy full sunlight at mid-summer. Baseline building height should be not greater than five storeys, including penthouse. Key nodes, the main road network (distributor roads, local collector roads and major access road junctions) and principal public spaces should be addressed at least in part by perimeter buildings. These are larger buildings that serve to define a node, gateway or edge and will generally range from three to five storeys including setback. To create a sense of place, urban legibility and visual diversity, landmark buildings are encouraged at important nodes, major gateways and prominent edges. Landmark buildings may be particularly suited to non-residential uses and may be taller than adjoining buildings, subject to the above height limitations."

It is considered that these criteria are appropriately applied in the Village Plan.

4.7.2 Site Entrances

The proposed location of the entrance to the Augustinian site from Taylor's Lane satisfies the safety criteria of the traffic engineers. However an additional entrance from Edmonstown Road may be considered at the application stage of detailed layout. Raised platforms for traffic calming at the four pedestrian crossings are included in the proposed road design.

It is also considered that the location of the entrance to the southern terrace of the site, onto the Moyville access should be a matter for an application, given the geographic constraints on the site and traffic safety implications of a possible additional entrance onto Edmonstown Road. However, in light of the submissions, it is recommended that the Indicative Plan should show the preference for access to be provided from the existing site entrance to the Pitch and Putt.

The proposal for a safe access to the Owendoher Linear Park from the Augustinian site is supported. However, on advice for the Roads Department, the location and nature of a pedestrian crossing is not shown on the Indicative Structure Plan, but should be determined at application stage. Therefore an insertion into the text, as a criterion for development, is recommended.

4.7.3 Phasing of Development

The Augustinian site, at 4.7ha, is a small area in development terms and thus is treated in the Village Plan as an integrated unit. It is envisaged that the site would be developed under a single application for a mixed use development proposal. The zoning objective, "To protect and/or improve residential amenity" would require an element of residential use in conjunction with any commercial development in excess of the land use definitions of the SDCC Development Plan as well as compliance with the SDCC Development Plan including a range of housing types and Part V obligations. Thus the implications of phasing, as a series of applications, would appear to be problematic. However, phasing of development through a series of applications cannot be precluded therefore it is recommended that the issue of phasing be addressed.

4.7.4 Alternative Layout

The agent for the site owners submitted an alternative layout, which relocates the village plaza at the front of the site on Taylor's Lane to the north east adjoining the proposed/existing entrance. This layout is not supported as it is considered that the location of the water supply wayleave does not provide sufficient space to accommodate an operational retail use at ground floor without creating a rear wall for security and waste/storage purposes. This layout would mean a blank wall onto the wayleave. The wayleave area would provide for either car parking or amenity space both of which require direct overlooking and supervision. Thus this arrangement is totally unacceptable for security and amenity reasons.

Double frontage (i.e. access from front and rear) retail arrangements are not practical. Likewise, a rear elevation of the shops/services onto Taylor's Lane and/or the omission of pedestrian access from Taylor's Lane into the shops/ services would be a material contravention of the terms of SLO 93 "to integrate" new development with existing development.

In addition, the Draft site layout retains the footprint of the existing HSE building as open undeveloped space. This indicative layout retains the option to retain some or all of the building in the event that the building or parts of the building are found to be worthy of retention as a result of conservation decisions.

While it is acknowledged that Fig.7 is indicative, the draft layout indicates how the restrictions of the site force certain compromises in order to fulfil planning priorities. Thus "No change" in response to the submission is recommended to illustrate these issues.

4.7.5 Structuring the Text

One submission also noted that design standards, relating to apartment size, surface car parking, balconies, building lines and access, which are currently located under the "Augustinian Site", should apply to all developments and therefore should be relocated under the "General" standards. This proposal is supported

Recommendation

1. No change to the draft site layout, as shown on Fig.7, is recommended to (1) illustrate the constraints on the site to achieve planning priorities regarding the Taylor's Lane elevation at ground floor and (2) to retain the conservation potential of all or part of the existing building the event that Conservation issues prevail.
2. That the following be added:
Development should include the construction of a pedestrian crossing on the Edmonstown Road to access the Owendoher Linear Park.
3. That the following to included at 5.3.2 General Principles for Site Development
Phasing of development should ensure that main street frontage is developed in the initial stages and associated communities facilities should be developed in tandem with residential.
4. That the text at 5.3.3 be reviewed and that standards, which are generic rather than specific to the Augustinian site, be relocated to ***5.3.2 General Principles for Site Development.***

4.8 Newbrooke /Meade Site

Section 11.7.vii and Table 11.1 of the SDCC Development Plan set out the framework for densities in the County. Section 5.3 of the Ballyboden Village Plan states that the Planning Authority may exercise limited discretion, e.g. on sites excess of 0.5 ha to secure the objectives of the Village Plan, such as restoration of a protected structure, and where the adjoining residential amenity is not compromised. This policy is consistent with the current practice of the Planning Authority the current practice of the Planning Authority.

A submission on behalf of the owner of the site requested that the development potential of the site had been excessively compromised by green space. The submission requested the removal of indicative footprints and proposed alternatives. While not all of the revisions of the developer are supported, some revisions are recommended.

Recommendation

That revisions to Fig.7 be included:

- **to indicate development potential to the rear of the Newbrooke site,**
- **to extend the footprint to Taylor's Lane elevation and**
- **to show the adjoining petrol station site as having development potential**

4.9 Car Parking

A significant number of submissions were received regarding the lack of parking, particularly parking available to residents in Palmer Park and Pearse Brothers Park. Proposals for public parking have been pursued by Council. Indicative locations are shown on Fig. 7 in accordance with advice form the Roads Department. Provisions for car parking will be required in association with new site development.

Recommendation

In light of submissions and advice from the Housing and Roads Departments of Council :

That car parking in the vicinity of dwellings at Palmer Park and Pearse Bros. Park be indicated on the Village Plan

4.10 Retention and Development of Kingston Court Open Space

The open space in front of Kingston Court, which maintained as lawn by the Council, is not a designated open space and was acquired by Council for the provision of housing. A number of submissions have been received requesting that the indicative development potential for housing on this site be removed from Fig 7 and replaced with a formal Georgian garden. This proposal is not supported for the following reasons:

1. Public funds were used to secure the site for housing.
2. Dublin is critically in need of housing particularly social and affordable housing.
3. Conservation Officer has advised that the area in front of Newbrooke House extending to Taylor's Lane should be restored to a lawn and/or front garden to ensure an appropriate context for the protected structure. The indicative layout in Fig.7 of the Village Plan shows the restored open space in front of Newbrooke House flanked by low rise buildings, with access through the stone wall to access the green space on the Newbrooke site. This symmetrical building layout overlooking the protected structure and open space provides optimal use of open space amenity is considered to enhance the context of Newbrooke House better than the proposed Georgian garden.
4. It is considered that the integrated development of these sites would secure the best amenity for the community on this site.

Recommendation

No change to the Village Plan

4.11 Pedestrian Walkways

The principle of enhanced pedestrian access as expressed in the text has been supported in a few submissions. However, the Indicative Plan (Fig 7), illustrating that pedestrian access was a design criterion for all new development, was misinterpreted by many. The indicative walkways were perceived to indicate that the Council intended to compulsorily acquire back gardens for the purpose of instating rear garden alleys. This was never the intention.

However, in the interests of clarity, all walkways, except a walkway along the water course on the Augustinian site, have been removed. Nonetheless, the criterion for pedestrian linkage remains a standard for all new development.

Recommendation

Remove from Fig 7 Indicative Plan all walkways except a walkway along the water course on the Augustinian site and include a note under Fig 7 to clarify that the indicative plan is a method of illustrating the design guidelines in the text and is not intended as definitive or prescriptive.

4.12 Development Potential to the Rear of Pearse Bros. Park

A number of submissions were received in support of development to the rear of houses at Pearse Brothers Park and Ballyboden Crescent. A limited number of other submissions objected to development in the rear gardens at Pearse Brothers Park and Ballyboden Crescent.

It is considered that coherent development of backlands, where design ensures that adjoining dwellings are not overlooked, is in accordance with the government policy (e.g. Residential Density Guidelines, Platform for Change and the Regional Planning Guidelines) and the policies of the SDCC Development Plan 2004 -2010 regarding the provision of housing and the intensification of development within the Dublin metropolitan area. For these reasons the proposal to indicate development potential is supported.

Recommendation

That the development potential shown to the rear of houses at Ballyboden Crescent be retained and

The development potential to the rear of houses at Pearse Brothers Park be included on Fig. 7. Indicative Structure Plan.

4.13 Refurbishment of Council Units

A submission on behalf of the Pearse Bros. Park residents requested clarification on the issue of alternative accommodation during the refurbishment of the Council accommodation;

The Housing Department have submitted the following response:

It is agreed by residents that that refurbishment / redevelopment of the maisonettes is desirable

* *It is acknowledged that this work will require the existing residents to be relocated*

* *The existing residents wish to remain in the locality and when relocated do not wish to return to their former accommodation*

* *Residents have recommended that suitable locations within the immediate area should be identified for the provision of the required replacement housing*

* *Sites within the Council's ownership will be prioritised for the provision of the required accommodation*

* *Sites within the Council's ownership at the entrance to Glendoher Estate; at Kingston, Taylors Lane; at the rear of Pearse Brothers Park adjacent to school (subject to agreement on access with school authorities) and at the eastern end of Pearse Brothers Park adjacent to the existing maisonettes have been identified for the provision / procurement of the required accommodation.*

* *Developments which are subject to Part V and Housing Strategy provisions will also be examined with a view to providing the necessary replacement accommodation under those provisions*

* *The design of the individual replacement schemes will be the subject of consultation with the local residents*

* *The Council is committed to developing an estate-wide plan to address overall environmental issues (including parking) for the Pearse Brothers Park / Palmer Park area. A separate consultation will take place on this plan which will be developed taking account of the submissions received in this process*

* *The initial steps in the preparation of this plan have been programmed for the second half of 2006 following the adoption of this Area Plan*

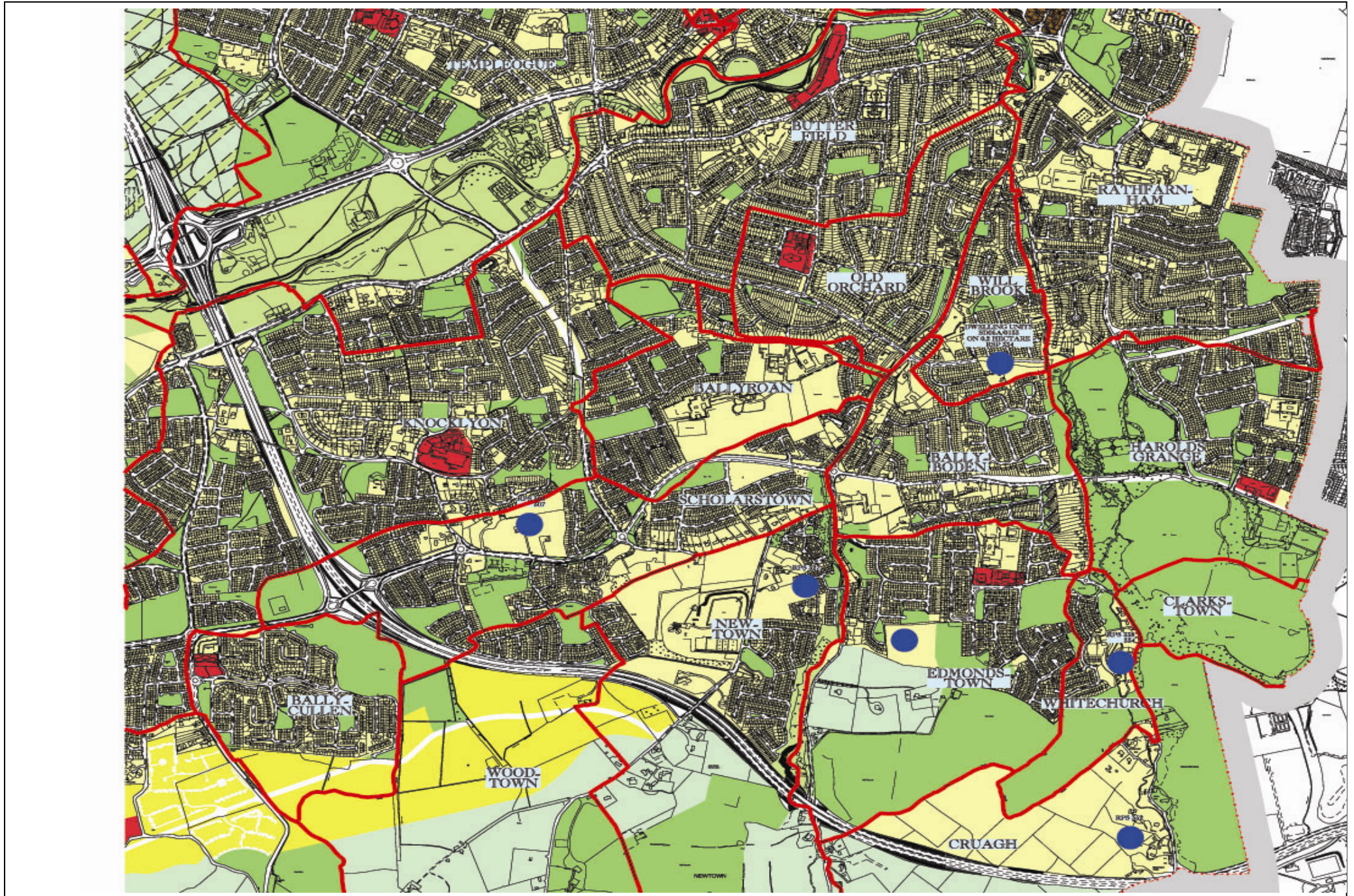
* *Areas identified within the submissions for additional carparking will be examined as part of this process*

Recommendation

That the options for development sites within the Phase 1 boundary for alternative accommodation during the refurbishment of the Council units be shown on Fig.7 Indicative Structure Plan.

5 Recommendation on the Manager's Report

- 1. That the Manager's Report be noted by the Terenure Rathfarnham Area Committee and**
- 2. That the Terenure Rathfarnham Area Committee recommends the Draft Ballyboden Village Plan, as amended, to the County Council for approval.**



Map showing Ballyboden Townland Boundary and adjacent Townland Boundaries.