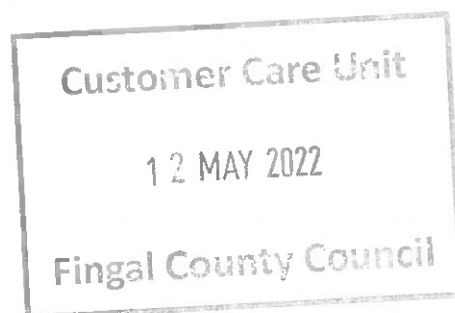




A submission to Fingal County Council regarding
draft **Fingal Development Plan**
2023-2029



Collins Family,



EM HOGAN
Architects

ARCHITECTS & DEVELOPMENT
CONSULTANTS

PLANNING AND DEVELOPMENT ACTS 2000 – 2002
SUBMISSION ON THE PRE-DRAFT FINGAL COUNTY DEVELOPMENT PLAN, 2023 – 2029 WITH
RESPECT TO LANDS AT DOOROGUE, BALLYBOUGHAL, CO. DUBLIN.

We Edward Hogan Architect of *E.M. Hogan & Associates Architects and Development Consultants* are making this submission on the *Pre-Draft Fingal County Development Plan, 2023-2029* on behalf of *Donal & Lisa Collins* and others in respect their lands identified on the attached Map 1 (2.40 hectares), see Appendix A, at Doorogue, Ballyboughal, Co. Dublin.



Extract from Local Area Plan - Aerial photo showing the 2.40 hectares zoned "RU - Rural" in the current Statutory Development Plan for the area, i.e. Fingal County Development Plan 2017 – 2023. Attached submission seeking to extend development boundary.

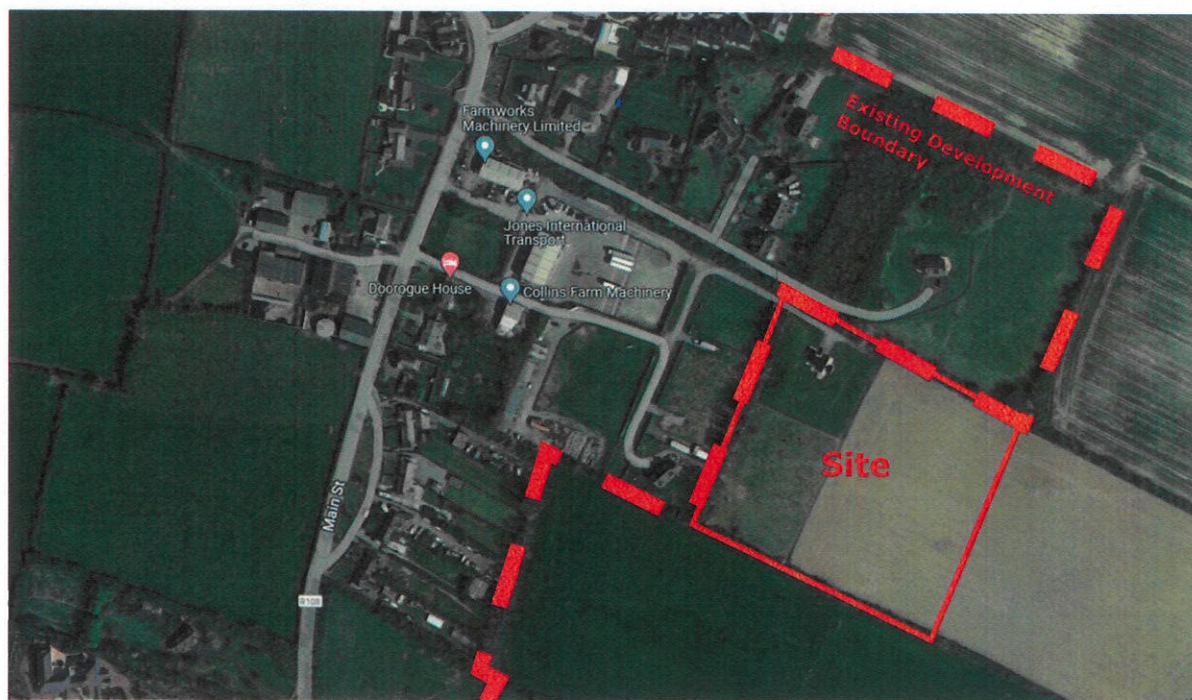
1.1 Introduction

The County Development Plan will provide the general policy framework for proper planning and sustainable development for the administrative area of Fingal County Council. In this regard, and as identified in the Draft Development Plan, the new County Development Plan should include sufficient policy support for the improved housing choice

required to create sustainable compact communities. Specifically in relation to rural communities and development, the Strategic Issues Paper acknowledges that there needs to be a balance between strengthening these communities and protecting against over-development. This submission seeks to demonstrate that our Client's lands have a central role to play both in providing improved housing choice and in strengthening the rural community through compact, sustainable development that delivers improved amenities for local residents. In this regard our Client's lands are strategic, and should be reviewed as part of the making of the Draft Development Plan, for the following reasons which are addressed in detail below:

We have been retained by Donal & Lisa Collins with regard to their lands and in particular to consider the zoning objectives in the present Statutory Development Plan for the area, i.e. Fingal County Development Plan 2017 – 2023, and given that a review of the proposed Draft plan for 2023 – 2029 is taking place, we would ask the Council to consider a revision in the present plan that need to be reviewed and possibly changed to meet the government's challenge with regard to the provision of residential planning/development in the country including the greater Dublin Area. We have been retained to prepare this report outlining different zoning objectives in the plan with our proposed amendments. This particular report is in respect to a plot of 2.40 hectares approx. which are presently occupied by 1 dwellings. The lands the subject of this representation are outlined in red on the aerial photo above and map below. The subject lands are situated off the Main Street Ballboughal village and we are seeking to extend the Development boundary to include the subject lands.

The adjoining and adjacent zoned development lands have been developed since the 2012 LAP and since the current 2019-2023 Development Plan Development mostly residential has been extensive and successfully completed particularly in the past 24 months. We submit that the changes proposed would be more consistent with the overall aims of the Planning Authority as expressed in the Statutory Development Plan for the county.



1.2 Subject Infill Lands

The lands the subject of this representation are outlined in red on the aerial photo above, and the extent of these lands is approximately 2.40 hectare. The topography of the site is generally flat with a gradual fall. *With regard to the subject lands located in the middle of Ballyboughal village could be classified and fit into the above mentioned context, and that these infill lands does not reflect the present current zoning objective of Greenbelt of these lands within the context of Ballyboughal Village or the purpose and development of greenbelts, i.e. rural divides between built up areas.*

The subject lands do not fulfil any of the guidelines or objectives of the Planning Authority with regard to greenbelt development, with the current Development Boundary not being consistent and in its present form prevents and reduces the possibility of an orderly built up and expansion of the village.

1.2.1 Roads- Traffic

Access to the lands is from the R108 -Naul Road, (Main Street) which along the front of these lands is straight, and where sight distances of at least eighty metres in each direction is possible from most of the existing house entrances on the road. Sight distance in both directions are therefore adequate and can comply with the standards for 60 kph speed limits. There is an existing access road which serves the adjoining Dooroge Housing development, the road has been constructed to proper standard has been taken in charge , a new service will connect with road could be retained and extended to facilitate further development.





1.2.2 Water Utility Infrastructure Services

There is a sewage drainage system traversing the edge of the site which links into the Ballyboughal Treatment Plant, an extension to same was commissioned last year. There is adequate capacity to allow for up to 10 additional houses that would be possible if the land was rezoned.

The topography of the site influences the surface water drainage of the site and details of the stormwater management system for the development would be in accordance with the principles outlined in SUDS, and full details would be submitted with any planning application on the overall lands. Outflows from attenuation systems could be directed to small streams which run through the site.

1.3 Planning Criteria

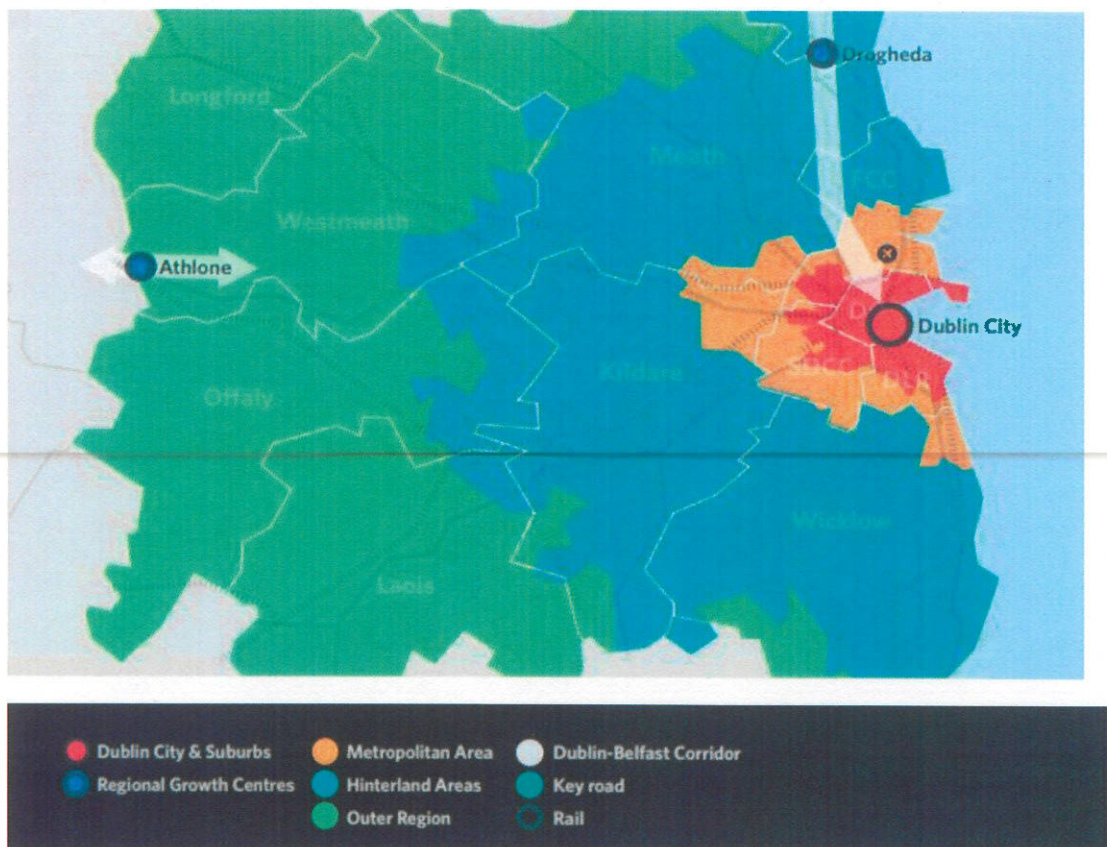
NATIONAL PLANNING FRAMEWORK (2018)

In summary while the National Planning Framework shows broad policy support for residential development on town centre zoned land adjacent to a railway station, this can only be done after careful consideration by the Planning Authority of their Core strategy and the zoning of sites appropriate for higher, denser developments. In the present instance the subject lands are appropriate lands for higher density as they are serviced and close to the centre of Malahide, which is a major town within Dublin's metropolitan area. What the National Planning Framework would hope for this land is that it would be developed in a sustainable and comprehensive way to avoid the misuse of serviced land in a built-up area. Given the location of the lands we would submit that a density of ten to fifteen houses to the hectare would be most appropriate. This change could, and should, be reflected in the new Development Plan for the area for the , i.e the Fingal County Development Plan 2023- 2029. To borrow from the previous National Spatial Strategy,

"The physical consolidation of Dublin, supported by effective land use policies for the urban area itself, is an essential requirement for a competitive Dublin. Consolidation is also required for the public transport to function effectively. In turn, investment in public transport will assist in promoting a more efficient and competitive Greater Dublin Area."

REGIONAL SPATIAL AND ECONOMIC STRATEGY (2019)

The Regional Spatial and Economic Strategy (RSES) notes that the preferred spatial strategy for the Eastern and Midlands Region is the consolidation of Dublin plus the Regional Growth Centres of Athlone, Dundalk and Drogheda, supported by planned focussed growth of a limited number of self-sustaining settlements. As shown in Figure 4.10 below, Malahide is located within the Dublin City Metropolitan area.



The Regional Spatial and Economic Strategy notes that there may not be an “ideal fit” between some current plans and the more recent parameters set out in the NPF and that appropriate transitional arrangements will be put in place.

Planning Authorities need to tackle any tendencies towards any land or planning permission hoarding, or excessively slow delivery using vacant site levy “and the release of alternative lands where permitted development, without any wider delivery constraints, is not being brought forward.”

National Policy Objective 9 allows for some settlements to be identified for significant growth (i.e. greater than 30% growth above 2016 levels) provided there is agreement at regional assembly level and or local authority as appropriate.....

Again, we would submit that it is the remit of the Planning Authority to make these strategic decisions about growth, and where it is to take place. While the subject lands are not suitable for high densities or high buildings, they do require some development policy to allow these serviced lands provide the mix of housing deemed appropriate for its location on the outskirts of Malahide.

SUSTAINABLE RESIDENTIAL DEVELOPMENT GUIDELINES 2008.¹

The aim of the Guidelines is to set out the key planning principles which should be reflected in development plans and which should guide the preparation and assessment of planning applications for residential development in urban areas. The Guidelines are accompanied by an Urban Design Manual/Best Practice Guide to illustrate how policy principle can be translated into practice by developers and their design teams.

¹ Sustainable Residential Development in Urban Areas, Consultation draft guidelines for planning authorities, DoE, February 2008

In particular, it remains Government policy to encourage more sustainable urban development through the avoidance of excessive suburbanisation and through the promotion of higher densities in appropriate locations. In general, increased densities are to be encouraged on residentially zoned lands and particularly, *inter alia*, in the following locations:

(a) City and Town Centres

(b) 'Brownfield' Sites (within City or Town Centres)

(c) Public Transport Corridors

Walking distances from public transport nodes (e.g. rail stations and bus stops) should be used in defining such corridors, with increased densities promoted within 400 to 500 metres of a bus or light rail stop or within 1 kilometre of a rail station. The capacity of public transport should also be taken into consideration. In general, minimum net densities of 50 dwellings per hectare should be applied within public transport corridors (subject to appropriate standards), with the higher densities at rail stations/bus stops and decreasing with distance away from such nodes.

We would submit that the subject site is within a public transport corridor, as there is a frequent bus service which links Malahide to the city centre and the airport, but also links the subject lands to Malahide DART station, a high-capacity transport corridor, which is two kilometres away.

DEVELOPMENT PLAN POLICY AND STANDARDS

All of the subject lands are zoned RU Rural – in the Fingal County Development Plan 2017 – 2023, where the objective is, **To Protect and promote in a balanced way, the development of agriculture and rural related enterprise, biodiversity, the rural landscape, and the built and cultural heritage**

The Planning Authority Vision for green belt zoned lands is:

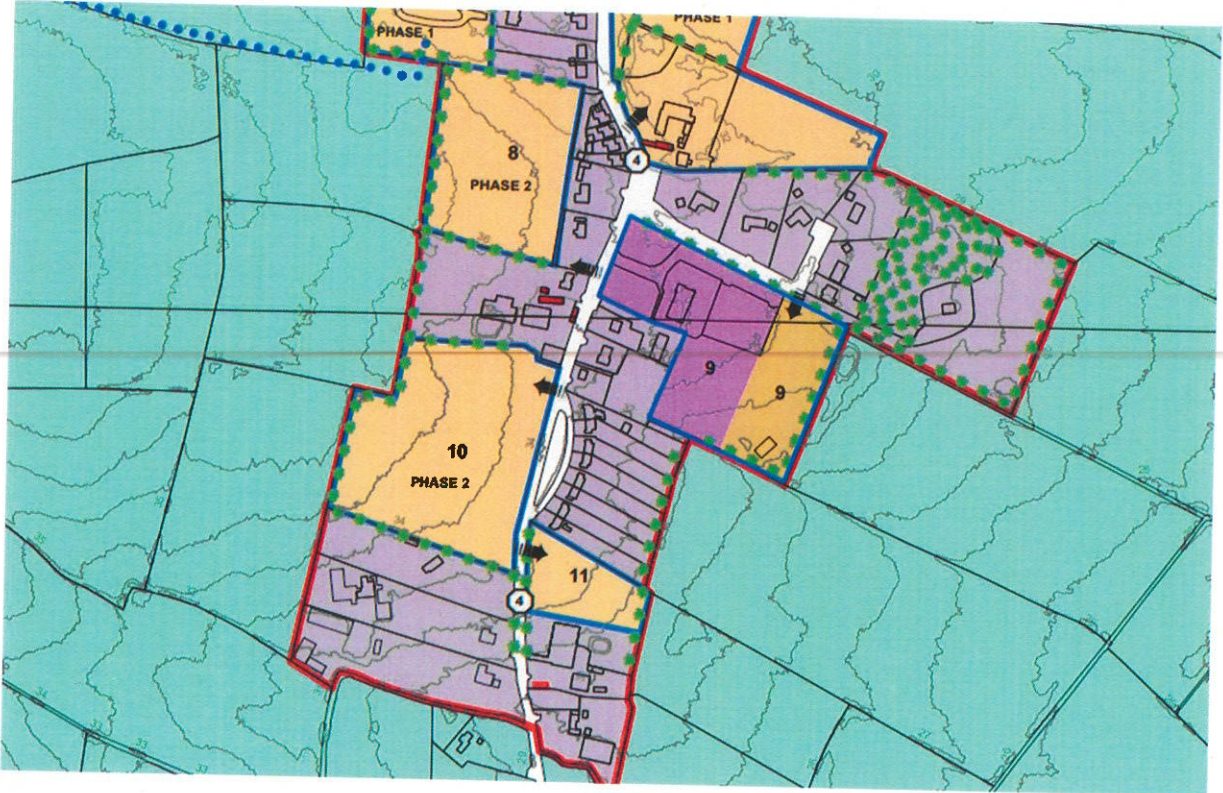
Protect and promote the value of the rural area of the County. This rural value is based on:
**Agricultural and rural economic resources *Visual remoteness from significant and distinctive urban influences *A high level of natural features Agriculture and rural related resources will be employed for the benefit of the local and wider population. Building upon the rural value will require a balanced approach involving the protection and promotion of rural biodiversity, promotion of the integrity of the landscape, and enhancement of the built and cultural heritage.*

We would contend that the location and extent of RU lands is an important development tool for the Planning Authority, but must be used in a rational and transparent way to assist proper demarcations of lands as suggested in the vision statement. Furthermore, all Greenbelt should have a land use that is both sustainable and appropriate. As such the interface between the greenbelt and development lands should be clearcut and realisable in terms of developments on either side of the zoning line.

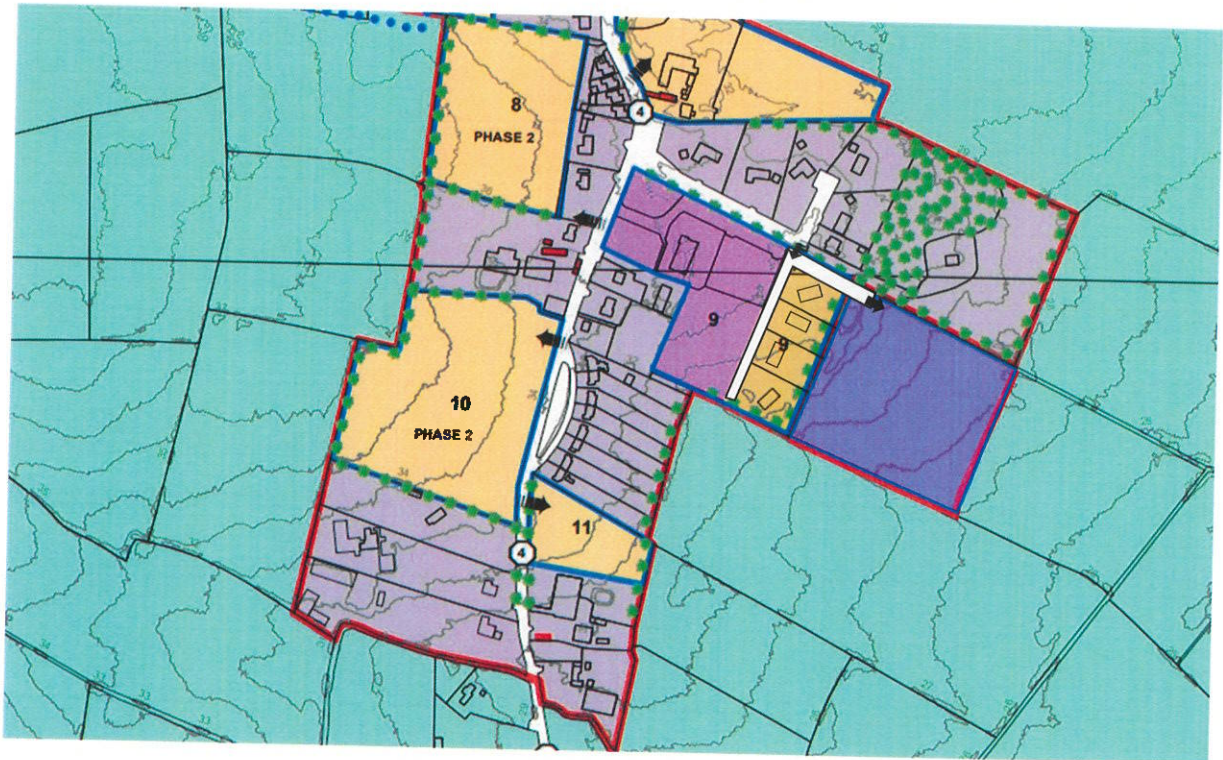
In the present instance the small pocket of RU zoned lands between two discrete residential areas Area 9 and Area 8 linked directly to the same urban area makes little sense, and its removal would not impact on the amenity of the area, nor would it significantly devalue any property in the area, and another use for these lands would be more consistent with the proper planning and sustainable development of the area.

The existing Plan deals with sustainable urban development whereby: -

"a greater intensity of land use will be encouraged..... especially ... where near to public transport links will be increased with a requirement for a high standard of layout, design".



Existing Map



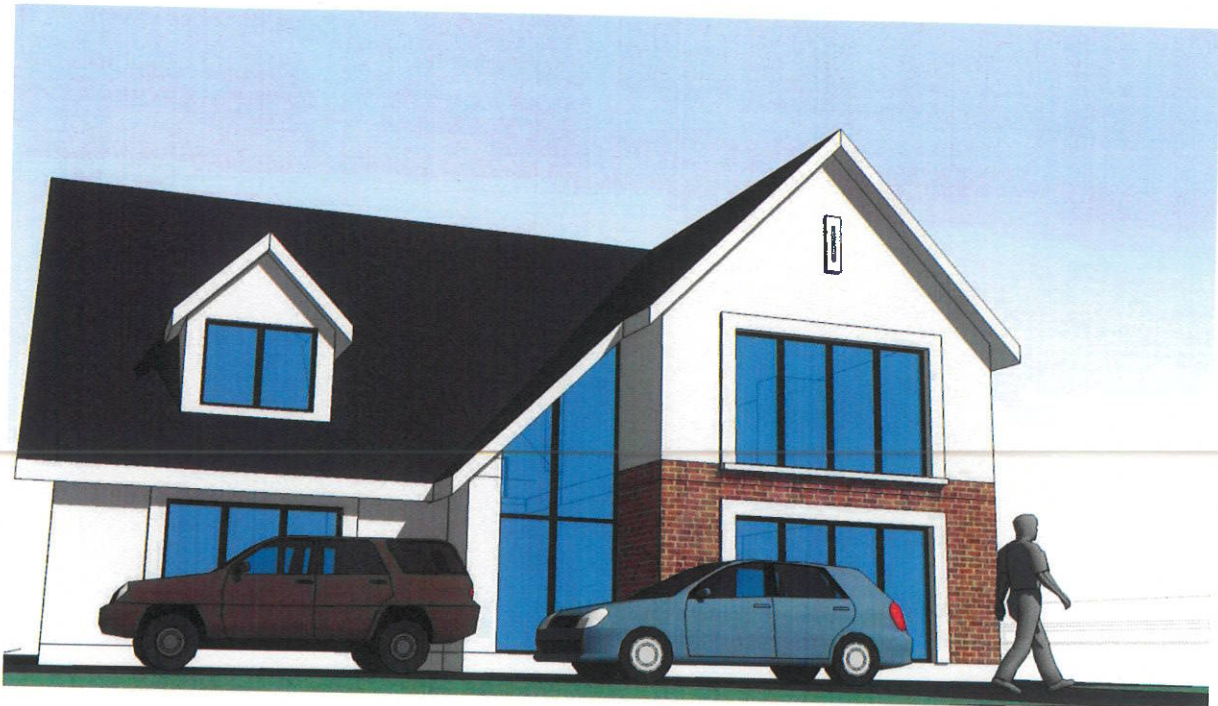
Proposed Extended Map

Efficient use of land is central to the policy, and the promotion of higher densities is an important requirement in this regard. The plan does not set out quantitative density standards, but seeks to provide for more integrated and sustainable use of residential land, and in particular, will encourage the use of public transport by promoting higher densities in proximity to railway stations and principal bus routes.

As a vibrant Village Sustainable Growth Villages, of Rolestown , Ballyboughal, Garristown and Naul will continue to play an important role within a consolidated Metropolitan Area. Development in these villages should be linked to the provision of social and community infrastructure such as schools and leisure facilities.



- Typical two storey type detached dwellings 2 storey with black roof/ white render -



Promote the planned and sustainable consolidation of the existing urban form and the sensitive promotion of amenities. The need to upgrade and support the development of the core of the village centre will be balanced with the need to conserve its appearance as an attractive historic village settlement and to retain the existing amenities of the area.

1.4 Special Considerations

BALLYBOUGHAL LOCAL AREA PLAN

The subject lands are located directly adjoining Development Areas 9 [2.7 ha] and Development Area 9 2.70 ha,

Area 9 is described in the LAP *"This development area has a significant road frontage onto Main Street. It accommodates a warehouse; an outdoor storage compound area and a single house. Collins farm machinery adjoins this site to the south. This development area shall be reserved to accommodate future additional business/ industrial units should they be required. Proposed development in this area shall comprise employment uses for the most part and two private serviced residential sites to the rear. Access to the business/ industrial units shall be from the Main Street and access to the two private serviced sites shall be from the adjoining residential road to the north. The development of this site shall help to redefine the Main Street at this location."*

The following requirements shall be complied with in the future development of this area:

- Development shall provide an attractive street elevation onto Main Street.
- Access to the proposed business/ industrial units shall be via the existing entrance from Main Street
- **Two private serviced sites may be developed and access shall be from the adjoining residential road to the north** [Note: A planning application may be made in respect of this development ahead of the planning application for the entire development area].
- Existing hedgerows along the site boundaries shall be retained in so far as is practicable.
- New screen planting shall be undertaken to screen business/ industrial units from existing and proposed residential development.

9.2 Landscape Character Objectives

- To protect existing trees and hedging which contribute to the character of the village and prohibit proposals necessitating the removal of extensive amounts of trees and hedgerows.
- Ensure that future development proposals incorporate existing trees and hedgerows in so far as is practicable.

9.5 Trees and Hedgerows. *In terms of natural heritage, hedgerows throughout the village contribute strongly to its unique character and charm and link the village with the adjoining agricultural landscape. The significance of hedgerows in the village and surrounding area is celebrated by the Ballyboghil Hedgerow Society. As well as contributing significantly to the character, setting and amenity of Ballyboghil, the hedgerows provide important wildlife habitats. It is an objective of this plan to retain as much of these high quality hedgerows as is practicable in any development proposals.*

Residential Densities within the Village and Potential Development Yield Planning Authorities must take account of the wider development context in preparing LAPs for towns and villages. Fingal's rural villages are a resource for the local community and its surrounding hinterland and provide an alternative location for those who wish to live in a rural settlement but do not accord with the provisions of the Rural Settlement Strategy as it applies to the open countryside can live. The County Development Plan objective for the RV zoned villages is to: 'Protect and promote the character of the Rural Village and promote a vibrant community in accordance with an approved Local Area Plan, and the availability of physical and community infrastructure'.

The subject lands are located to the rear eastern part of Area 9 and directly south and connecting with Area 8

Area 8 Development area 8 [1.9 ha.] *This development area is located on the lands to the south of 'The Grange' and to the west of existing houses fronting onto Main Street. Proposed development in this area will comprise circa 18 residential units accessed from Main Street. Future development shall provide for the protection of the residential amenities of adjoining residents. The following requirements shall be complied with in the future development of this area:*

- A single access shall be provided to serve these houses off Main Street.
- The existing hedgerows along the site boundaries shall be retained in so far as is practicable.
- Development shall protect the residential amenities of adjoining residents by minimising overlooking; overshadowing and visual intrusion.
- Public open space shall be overlooked by proposed development.
- Building heights shall be restricted to 2 storeys

SMARTER TRAVEL - A SUSTAINABLE TRANSPORT FUTURE, A NEW TRANSPORT POLICY FOR IRELAND 2009 - 2020

This document represents a new transport policy for Ireland for the period from 2009 - 2020. Overall the transport policy document has the following aims: -

- To reduce overall travel demand.
- To maximise the efficiency of the transport network.
- To reduce reliance on fossil fuels.
- To reduce transport emissions.

To improve accessibility to transport, the Policy recognises progress made under the National Spatial Strategy (now superseded by the National Planning Framework) and the Regional Planning Guidelines (which is superseded by the Regional Spatial and Economic Strategy) in promoting integrated transport and spatial planning. These strategies recognise the need for more compact urban areas that support investment in good quality public transport under Transport 21.

SECTION 28 MINISTERIAL GUIDELINES

This Planning Statement shows how the proposed development is consistent with relevant Section 28 Ministerial Guidelines.

SUSTAINABLE RESIDENTIAL GUIDELINES IN URBAN AREAS (CITIES, TOWNS, VILLAGES) (2009)

Chapter 5 of the Guidelines generally sets out that that planning authorities should promote increased residential densities in appropriate locations and the objective should be the achievement of an efficient use of land appropriate to its context, while avoiding the problems of overdevelopment.

Having regard to the location of the subject lands within the residential sphere of Ballyboughal our submission would be appropriate and in keeping with the SRG in Urban Areas guidelines..

URBAN DESIGN MANUAL - A BEST PRACTICE GUIDE (2009)

Please refer to a possible housing layout options prepared by EM Hogan Consulting Architects, all of the criteria contained within the Urban Design Manual (2009),

We have examined the draft Plan in the context of the National Spatial Strategy, the Regional Planning Guidelines for the Dublin Area and the Fingal County Development Plan 2018 – 2023, and would be of the view that there is still room to create a more balanced and sustainable zoning objective in the area.

We would submit that the proposed zoning would assist in consolidating the RS use at this location, which has a density zone of two houses to the hectare along the same side of the road close to the subject site, while as the same time provide essential services for the applicant and her family. Indeed the subject site is the last infill site on this side of the road, and provision of houses on the site would be in keeping with the character and pattern of development already in the area. Indeed the existing density of development in the immediate area has been calculated to be 10 houses to the hectare

1.5 Recommendations

The subject lands are shown in Fig. 1, and are presently zoned RU Objective *Protect and promote in a balanced way, the development of agriculture and rural related enterprise, biodiversity, the rural landscape, and the built and cultural heritage*

The zoning in the lands does not reflect the development of these lands within the context of the Village or the purpose and development of Rural areas, i.e. rural divides between built up areas. The subject lands do not fulfil any of the guidelines or objectives of the Planning Authority with regard to greenbelt development as they are piecemeal and prohibit the proper definition of the built-up area of the Village. To the north and west of the subject lands are two residential development areas –

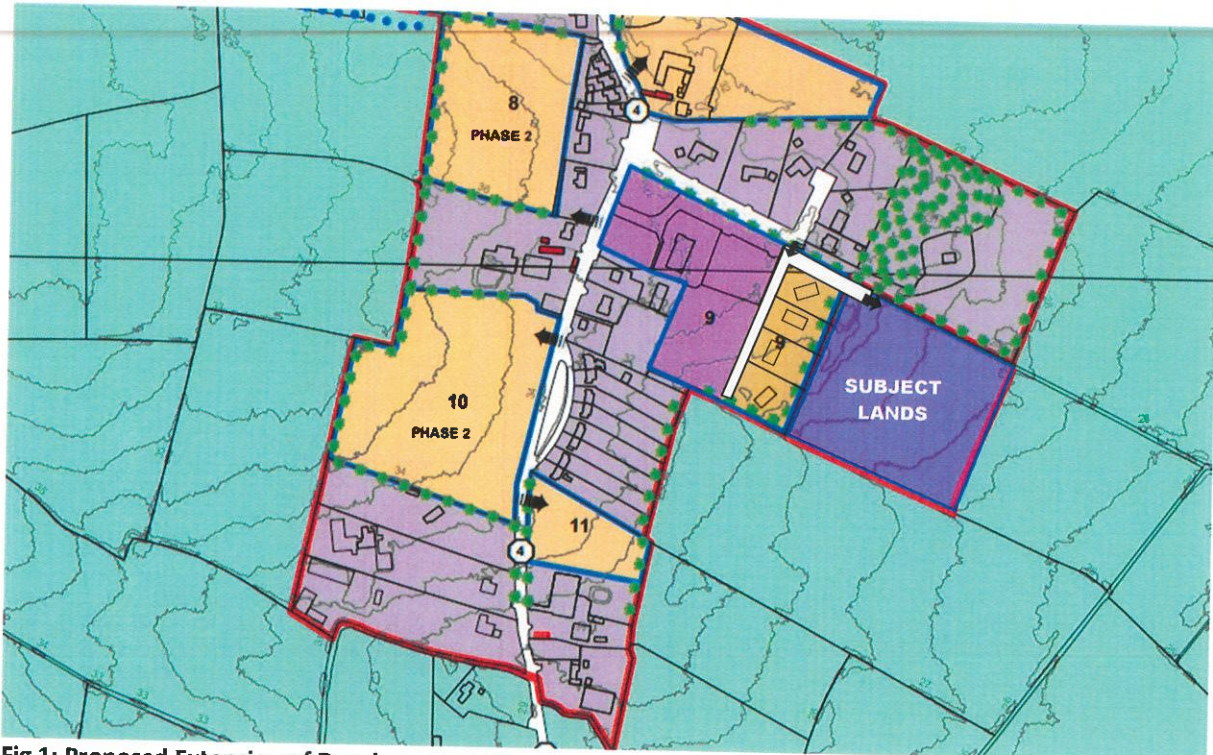


Fig 1: Proposed Extension of Development Boundary on the subject lands.

While it is acknowledged that Draft Plan is based on primarily on residential development in urban areas, the overall guidance and proposed approach in relation to housing provision contained therein sets a framework applicable to residential development in all areas. In this regard a number of key points can be taken from the Circular in relation to ensuring housing choice for all residents when meeting future demand as follows:

- To facilitate a choice of housing types, limited provision may be made for lower density schemes provided that, within a neighborhood or district as a whole, average densities achieve any minimum standards recommended.
- It is necessary to adapt the scale, design and layout of housing to ensure that development responds appropriately to the character, scale and setting of the town or village.
- It is highlighted that in certain locations, particularly at the edges of towns which are in a rural context, more compact forms of development may include residential densities at a lower

level than would be considered appropriate in a city or large town context. In relation to facilitating a choice of housing types, the Strategic Issues Paper, notes that within Fingal, 92.7% of the population lives within the Aggregate Town Area2 (ATA) as defined by CSO3. This continuing trend is reflected by the fact that the bulk of construction activity taking place is in the 'Dublin City and Suburbs', and 'Metropolitan' area and is in locations with a framework for growth4. While the focusing of development in the existing urban areas where there is access to public transport, amenities.



Fig 2: Recently Completed Residential Developments within Ballyboughal Map 1 (North)



Fig 3: Recently Completed Residential Developments within Ballyboughal Map 2 (South)

We would therefore ask that the lands outlined in Fig 3 above be rezoned from "RU " to "RS" with a specific density control of ten houses to the hectare similar to the adjoining development of Dooroge, In doing so we would be of the opinion that the change proposed would rationalise an apparent anomaly in the present Statutory Development Plan for the area where a zoning objective appears contrary to the overall objectives and policies of the Planning Authority which is to devise rational policies and land use objectives which would create sustainable land uses within the county.



Plan 1: Draft Concept Layout

Subject lands outlined in red.



1.6 Summary

The proposed re-zoning of this site which involves the small extension of the existing Development boundary in an easterly direction to correspond with zoned residential lands directly to the north of subject site would not in any way detract from the immediate environs, and would be in accordance and consistent with the existing pattern and reflect the existing form of low-density residential development in the immediate area of Doorogue.

Having regard to the nature and scale of the proposed development and to the zoning provisions in the Fingal County Development Plan 2017 - 2023, it is submitted that the proposed zoning would accord with the proper planning and sustainable development of the area, and that the overall proposal is consistent with Project 20140, the regional strategy, and the Planning Authority's policy for growth and sustainability.

- The lands represent the opportunity to meet rural housing need in a manner that supports the community and in turn the vibrancy of Ballyboughal.
- The development of the lands would deliver and utilize serviced lands with an existing low density to that of adjoining lands and to extend the future village in an orderly consistent manner
- The development of the lands also presents the opportunity to correct an anomaly within the current plan.

We would respectfully suggest that Fingal County Council consider the rezoning of the lands as per the zoning map above with a density zoning of ten houses to the hectare.

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