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"M Kelly Carpets", Dun Laoghaire, County Dublin

## Planning Feasibility Study

September 2019

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Aerial View of Subject Site (highlighted in red) (not to scale)



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Aerial View of Subject Site (highlighted in red) (not to scale)



# 1.0 Introduction

## 1.1 About Us

**Horan Rainsford Architects** was founded in 2007 by Tony Horan FRIAI and Brian Rainsford MRIAI. Having collaborated while at HKR, they chose to explore the potential of their shared working methods and compatible ethos.

Together they boast a very substantial fund of experience in all residential projects, (in excess of completed 1,550 dwellings) and a substantial body of work in the fields of urban renewal, retail, office, sport & leisure, industrial, education, hotels, fit-out/interior design and product design. Proudly retaining many clients for over 25 years through repeat business, Tony and Brian have consistently delivered commercially successful projects and have been honoured with major RIAI and RIBA awards including the much coveted RIAI Triennial medal for housing.

Since 2007 **Horan Rainsford Architects** has evolved and grown considerably and have the continued privileged to lead on numerous high profile and challenging projects in Ireland and abroad, forming close and trusted working relationship with many of the leading companies within their respective industries.

*"Our approach has always been the practical application of design excellence, commercial awareness, careful attention to detail, cost control and the fostering of close working relationships with our clients: all these leading to buildings that work well and provide a high-level of user satisfaction."*

*Tony Horan & Brian Rainsford*

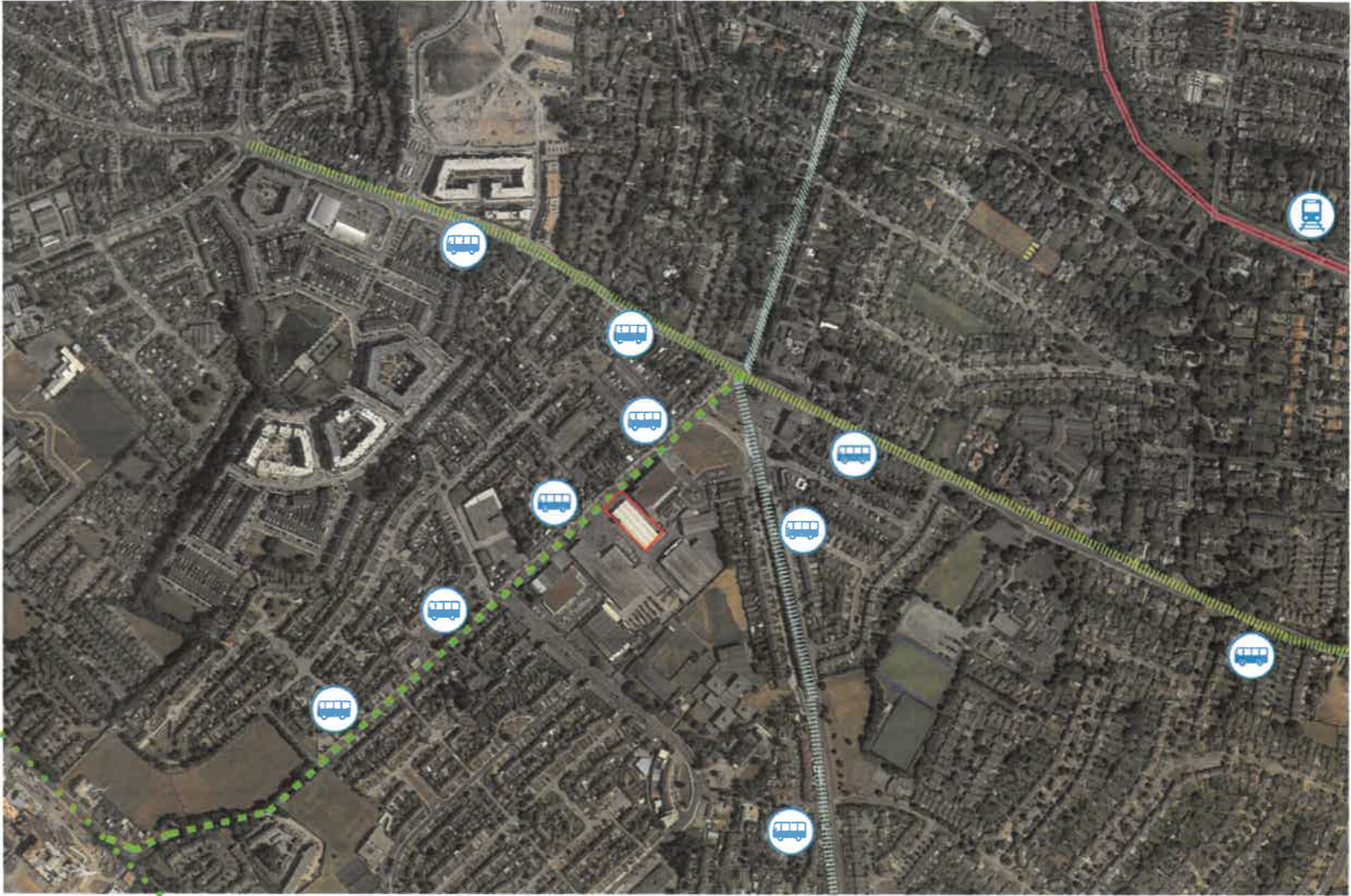


# 2.0 Site Analysis

## 2.1 Context

The site currently occupied by "M Kelly interiors ", is located on Sallynoggin Road , Sallynoggin, County Dublin. The site, is bordered to the south by a private access road Retail warehouse "Woodies DIY", and to the east by Musgarves Market place a Wholesale food retailer. To the west, the site, is bounded by Sallynoggin Road and to the north by a convenience retail unit occupied by discount supermarket chain Aldi.

The location is well served by existing public transport infrastructure, education centres, public parks and amenities



Context Map showing the subject site (outlined in red), adjacent lands (shown in Blue) and local amenities. Image not to scale.

<b>Legend</b>			
Glenageary Road Upper		Dart Line	====
R118		Bust Stop	⊙
Sallynoggin Road		Dart Stop	⊙
Rochestown Avenue			



# 2.0 Site Analysis

## 2.2 Site Photos



View looking at the existing South Eastern site boundary at the rear of the site



View looking at the existing South Eastern site boundary at the rear of the site



View looking at the existing North Western site boundary relationship with Sallynoggin Road



View looking at the existing South Eastern site boundary at the rear of the site



View looking at the existing South Western site boundary relationship with private access Road



View looking at the existing North Western site boundary ( front of the site ) relationship with Sallynoggin Road

## 2.0 Site Analysis

### 2.3 Burdens and Easements

This report has been prepared without sight of property deeds or maps. Accordingly, it cannot definitively account for any burdens or easements which may be attached to the site. Notwithstanding the above, there exist a couple of patent scenarios which would warrant further exploration by a suitably qualified expert.

#### | Possible Easements

An area of particular interest which would warrant further investigation is the status and ownership of the access road to the side of the development which accesses developments to the rear, Musgraves etc. Subject to identification of the ownership, there may be scope for secondary access to the site from this road.

Right to light, at present the existing building benefits from daylight received through the site boundary along the access road. The site may have acquired a right to light in these locations and should be explored further to identify any benefit that may accrue.

#### | Possible Burden

The lands to the rear of Lidl appear to be accessed via the service road running through the subject property. Possible rights to access these lands should be explored by a suitably qualified expert to determine the extent of access requirements in any .



## 2.0 Site Analysis

### 2.4 Flood Risk Assessment

A desktop search was undertaken of the OPW flooding database. This did not highlight any probability of flood risk associated with the site.

A search of related historical flood events in the area highlighted two events summarized below:

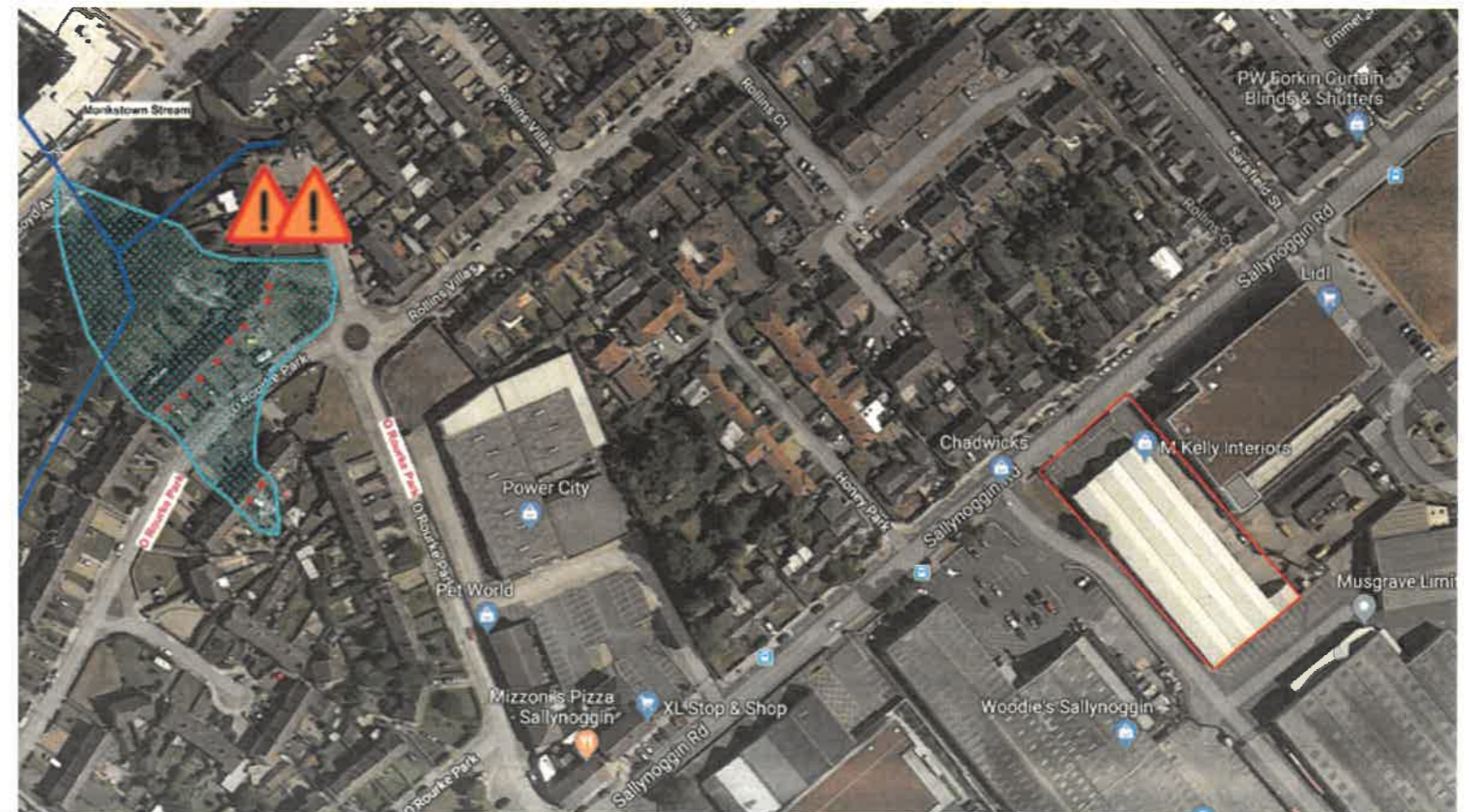
Year: 2006 | Location: O'Rourke Park round about

Year: 2011 | Location: O'Rourke Park round about

#### Reason for Flooding

The source of the flood waters was the over-topping of the Monkstown Stream. The capacity downstream (open channel and culvert) was exceeded and backup from this area resulted in the flooding of 10 residential properties. Construction site development works were ongoing on the site of the Old Dun Laoghaire Golf Course, which was immediately downstream of this area.

Prior to any future development works a detailed flood risk assessment should be carried out.



# 3.0 Planning

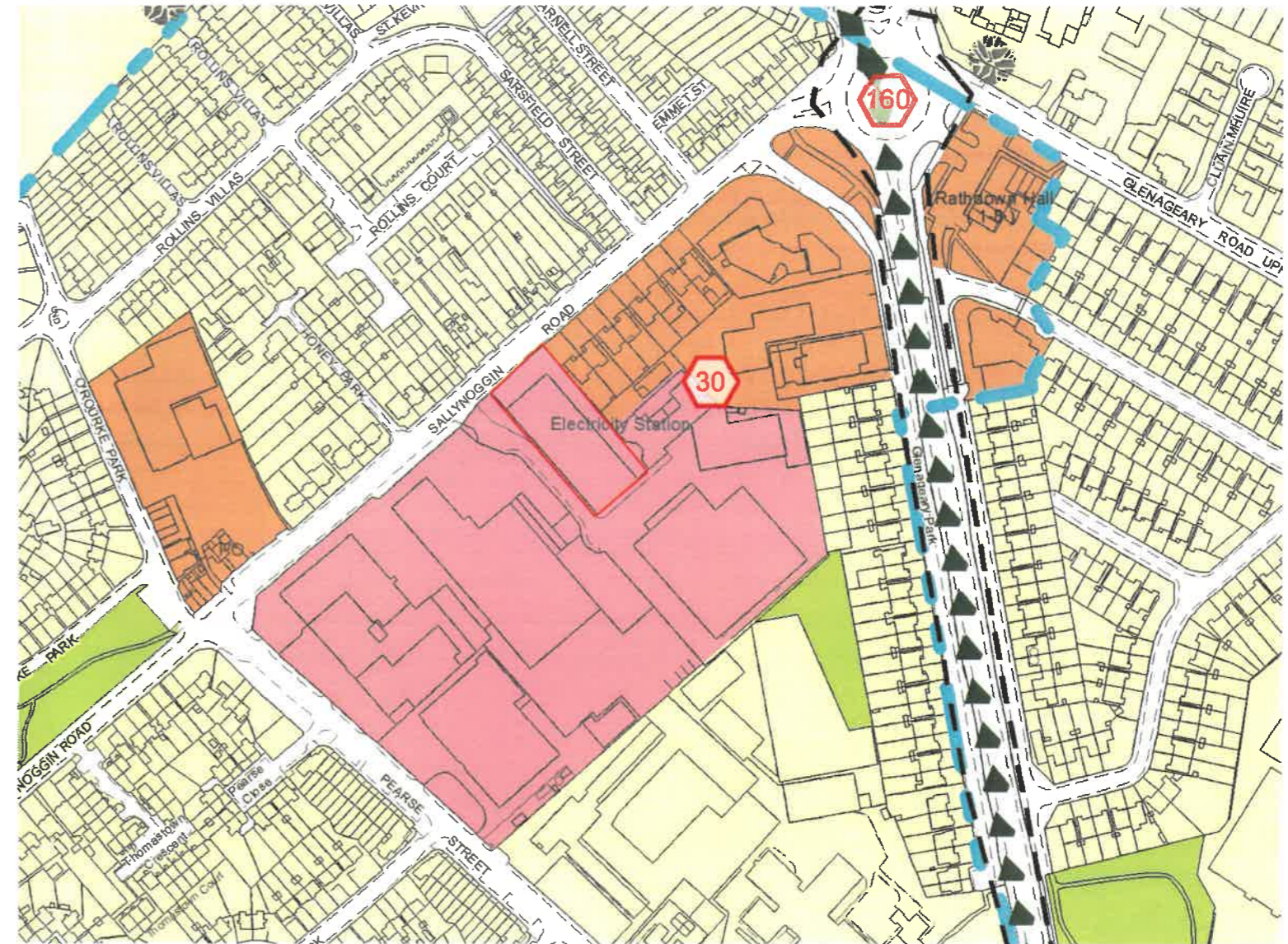
## 3.1 Zoning

Prior to 2016 and under the 2010-2016 DLRCOCO (Dun Laoghaire-Rathdown County ) Development Plan the subject site was zoned NC to protect, provide for and-or improve mixed-use neighbourhood centre facilities. However, the 2016-2022 Development Plan amended the zoning to zone "E", with a stated objective: "to provide for economic development and employment".

A mix of uses are permitted in principle under zoning objective 'E'. This means that such uses may be permitted where the Planning Authority is satisfied that the development would be compatible with the overall policies and objectives for the zone, would not have undesirable effects, and would otherwise be consistent with the proper planning and sustainable development of the area. The site is located within the boundary of the proposed Sallynoggin Local Area Plan area. However, to date, no plan has been implemented. The lands adjacent to the site to the south and south-east are zoned 'A', with a stated objective 'to protect and /or improve residential amenity' and zone NC to protect, provide for and-or improve mixed-use neighbourhood centre facilities.

### Other Relevant Local Guidelines And National Planning Policies

- Proposed Sallynoggin Local Area Plan area.(When Published)
- Retail Planning Guidelines for Planning Authorities (2012, DoECLG)
- Retail Strategy for the Greater Dublin Area 2008-2016 (DoEHLG)
- Retail Design Manual (2012, DoAHG)
- Design Manual for Urban Roads and Streets (2013, DoTTS & DoECLG)
- Sustainable Urban Housing: Design Standards for New Apartments Guidelines for Planning Authorities, March 2018.
- Urban Development and Building Heights Guidelines for Planning Authorities under Section 28 of the Planning and Development Act (2000), as amended.



### Permitted In Principle

Advertisements and Advertising Structures, Car-park, Cash and Carry/Wholesale Outlet, Craft Centre/Craft Shop, Childcare Service, Enterprise Centre, Heavy Vehicle Park, Hospital, Household Fuel Depot, Industry-General, Industry-Light, Industry-Special, Motor Sales Outlet, Office Based Industry, Offices, Open Space, Petrol Station, Public Services, Refuse Transfer Station, Rural Industry- Food, Science and Technology Based Industry, Scrap Yard, Service Garage, Tea Room/Café, Transport Depot, Travellers Accommodation, Warehousing.

### Open For Consideration

Abattoir, Assisted Living Accommodation, Boarding Kennels, Community Facility, Cultural Use, Doctor/ Dentist etc., Education, Funeral Home, Garden Centre/Plant Nursery, Health Centre / Healthcare Facility, Home Based Economic Activities, Hotel/ Motel, Industry-Extractive, Leisure Facility, Nightclub, Off-Li-cense, Place of Public Worship, Public House, Refuse Landfill/Tip, Residential, Retail Warehouse, Restaurant, Rural Industry-Cottage, Shop Specialist, Shop-Neighbourhood, Shop- District, Sports Facility, Veterinary Surgery.

### USE ZONING OBJECTIVES

Objective A	To protect and-or improve residential amenity.	Objective MH	To improve, encourage and facilitate the provision and expansion of medical/hospital uses and services.	
Objective A1	To provide for new residential communities in accordance with approved local area plans.	Objective MIC	To consolidate and complete the development of the mixed use inner core to enhance and reinforce sustainable development.	
Objective A2	To provide for the creation of sustainable residential neighbourhoods and preserve and protect residential amenity.	Objective MOC	To provide for a mix of uses which complements the inner core, but with less retail and residential and more emphasis on employment and services.	
Objective B	To protect and improve rural amenity and to provide for the development of agriculture.	Objective MTC	To protect, provide for and-or improve major town centre facilities.	
Objective DC	To protect, provide for and-or improve mixed-use district centre facilities.	Objective NC	To protect, provide for and-or improve mixed-use neighbourhood centre facilities.	
Objective E	To provide for economic development and employment.	Objective OE	To provide for office and enterprise development.	
Objective F	To preserve and provide for open space with ancillary active recreational amenities.	Objective TLI	To facilitate, support and enhance the development of third level education institutions.	
Objective G	To protect and improve high amenity areas.	Objective W	To provide for waterfront development and harbour related uses.	
Objective GB	To protect and enhance the open nature of lands between urban areas.			
Objective LIW	To improve and provide for low density warehousing/light industrial warehousing uses			

## 3.0 Planning

### 3.2 Relevant Planning History of Immediate Area

#### Application A | ALDI Supermarket | 2014 | Grant

D14A/0179 : White & Delahunty Motors, Sallynoggin, Dun Laoghaire, Planning permission was granted an appeal to An Bord Pleanala for demolition of existing buildings and the construction of a single storey Discount Food store (with ancillary off-licence sales) measuring 1,717 sq. m gross floor space.

Permission was granted under an the 2010-2016 DLRCOCO Development plan, The site zoning has since changed from "NC" to "E" ie. the same as the subject site.



#### Application B | Lidl Development | 2014 | Grant

D14A/0865: {PLOGD.244904} for a mixed use development of 10,616 sq.m gross floor area, including the following: Block A totalling 7,329 sq. m, accommodating a 141 bedrooms retirement home complex, 2 no. commercial units. Block B: Medical centre and associated ancillary accommodation of 551 sq.m Block C: Supermarket with ancillary off licence sales area comprising 2,714 sq. m with ground floor entrance area and circulation area providing access to first floor supermarket and with covered 63 under-croft parking area at ground level and 76 surface parking spaces

Planning permission was refused by the Planning Authority but granted on appeal to An Bord Pleanala. This permission pertains to the adjoining site and similar to the previous example, it was also granted under the previous development plan. The present development has retained its original NC zoning. This application provides an insight into the local authorities vision of the scale and mass with the area.

#### Application C | Former M.Walshcarpets Showrooms | Refusal

D17A/0623: Permission was refused the construction of a new four storey mixed use development. The proposed development consists of the demolition of all existing buildings and the erection of a mixed use building with a Pharmacy and Retail (Food) unit at ground floor level, a GP and 2 no. open plan office at first floor level, 7 no. 2 bed apartments with communal open space at second floor level and 5 no. 2 bed and 1 no. 3 bed apartment at third floor level, together with 58 no. car parking spaces, 48 bicycle spaces, bin storage. Pearse Street, Sallynoggin, Co Dublin (former M.Walshcarpets showroom site).

Refused permission in 2017, this application is possibly the most relevant site comparison, as the site is not dissimilar to the subject site and was submitted for approval under the current Development Plan. This application is of significance as it allows us to gain an insight into the local authority's interpretation of the current Development Plan in the immediate vicinity. The particulars of the planners response in relation to this application will be covered in section 3.3 of this document.

# 3.0 Planning

## 3.3 Local Authority Planning Assessment

In assessing the planning application submitted on the former M. Walsh carpets showrooms, the planners for the area concluded the following:

- The proposed office use (513 sq. m. gross floor area) was permitted in principle as the site was seen as an appropriate location for the proposed office use and would provide a good variety of uses as part of the overall proposed development, the proposed Health Centre use would also contribute to the overall uses available in the area.
- The inclusion of 13 residential units were deemed acceptable in principle under the following proviso;
 

"It is Council policy to achieve a satisfactory balance with regard to the residential component of development on lands zoned Objective 'E' to ensure that such lands remain available to facilitate their primary objective for the lands which is the encouragement of enterprise and the creation of employment. Generally, any residential development proposals on 'E' zoned lands should ensure that the employment element on site in terms of floor space should be no less than that on site prior to redevelopment and must ensure that the employment element on site in terms of overall floor space remains the primary land use".
- However the application fundamentally failed on the basis of the planner's assessment of the retail use. The proposed convenience retail use was outside of the permitted use category, where only 'Shop-Neighbourhood', 'Shop-Specialist' and 'Shop-District' are open for consideration, and that 'comparison retail' or 'convenience retail' are not permitted.

### Retail Use Assessment

DLRCC Development Plan, Section 3.2.2.7 Policy RET7 states that local convenience shops (i.e. Shop-Neighbourhood) shall not have a floorspace greater than 100 sq.m. net. While the site is not located in a district area, 'Shop-District' would have been open for consideration under the zoning objective for this site. Section 6.23 of the Retail Strategy for the Greater Dublin Area (2008-2016), with respect to Neighbourhoods/Small Towns/Village Centres, states:

"These centres generally provide for one supermarket or discount foodstore ranging in size from 1,000-2,500 sq. m with a limited range of supporting shops (one or two low range clothes shops with grocery, chemist etc.) and retail services (hairdressers, dry cleaners, DVD rental) cafes and possibly other services such as post offices or community facilities or health clinics grouped together to create a focus for the local population"

Retail Type open for consideration			Retail Type not open for consideration	
Neighbourhood Shop	Shop - District	Shop - Specialist	Shop - Major Convenience	Shop - Major Comparison
neighborhood shop is one which primarily serves a local community and does not generally attract business from outside that community. They will primarily serve a 'walk-in' population and will typically have limited car parking.	A shop (excluding retail warehousing) which is larger in scale and more varied in what it may sell than a neighborhood shop, and therefore serves a wider area, including the district centers.	A single retail unit which sells specialized merchandise.	Shops, which are larger in scale than neighbourhood shops or are very specialized and therefore serve a wider area including District Centres, and Major Town Centre.  Convenience goods would include: food, alcoholic and non-alcoholic beverages, tobacco and non-durable household goods.	Shops (excluding retail warehouses) which are larger in scale than neighbourhood/local or district centre shops, or are very specialised and therefore serve a wider area including Major Town Centre.  Comparison goods would include clothing and footwear, furniture, furnishings and household equipment (excluding non-durable household goods), medical and pharmaceutical products, therapeutic appliances and equipment, educational and recreation equipment and accessories.

DLRCCO Development Plan 2016 - 2022 | 8.3.12 Land Use Zoning Objectives

Section 3.2.2.3 Policy RET2: Retail Hierarchy of the 2016-2022 Dun Laoghaire Rathdown County Development Plan, with respect to the role of Neighbourhood Centres within the Retail Hierarchy states:

"The overall strategy for established neighbourhood centres such as Sallynoggin, is to "Promote mixed-use potential of neighbourhood centres as appropriate, subject to protection of local amenities. Limited incremental growth in retail floorspace in response to population levels".

While noting the existing retail and warehousing use, within the context of the current E zoning, the council was not prepared to accept retail uses outside of the zoning criteria such as the proposed convenience and comparison retail uses proposed.

The council stated that the additional supermarket would prove an over concentration of supermarkets in the area, noting the presence of Aldi and a Lidl supermarket in the immediate vicinity. The council indicated that the extent of convenience retail proposed was excessive and not consistent with proper planning and not in the interest of the area.

## 3.0 Planning

### Office Use Assessment

The Local Authority welcomed office use on the site and suggested that there is an opportunity to increase and encourage the provision of office use at this location and significantly reduce the quantum of retail use proposed. They indicated that such a move would be more in line with the employment zoning objective for the site and the directly adjoining sites.

### Medical Clinic and associated Pharmacy Assessment

It is considered that the principle of a small retail element in conjunction with a small healthcare facility i.e. pharmacy, may be considered acceptable as part of an overall employment mixed-use development for this site.

### Residential Use Assessment

The proposed communal open space was achieved for the residential units. However, concern was raised that there was no open space proposed at ground floor and limited soft landscaping to improve the visual amenity of the proposed scheme within the public realm.

" the proposed location of residential at second and third floor levels of the proposed development is not considered ideal and possibly should form a stand-alone element to the development, possibly a small residential block to the front portion of the site with employment use remaining the primary use on site in accordance with the zoning objective "

The Planning Authority welcomed the redevelopment, However, the subject site is zoned for employment use and, therefore, this should be the main component of any proposed use on this site.

### Height, Scale and Massing Assessment

The four-storey proposal ranged in height from 15.4 metres to 16 metres, approximately. The Local Authority expressed concern with respect to the overall bulk and mass of the proposed development on the directly adjoining sites, It was considered that the overall height, bulk and mass of the proposal would set an undesirable precedent for similarly scaled developments in the immediate vicinity of this site. and the potential impact that this may have on the development potential of the adjoining sites. noting that any new development at that location should provide visual interest and a high quality environment and should 'fit' into the existing built environment

### Impact on Amenities

An increase in height above existing would be considered acceptable at this location, however, it is considered that the height, bulk, scale and mass of the proposed four-storey building would significantly detract from the visual amenities of the streetscape.

## 3.4 Height, Scale and Massing Assessment in the Context of Recent Guidelines

Since the refusal on M.Walsh carpets Showrooms site, the Urban Development and Building Height Guidelines have revised local authorities assessment of heights. These guidelines suggest that where previously the default height was two storey, the new default should be 4-storeys. In this context four storeys may be the initial target height for any new proposal, with potential for additional floors in key areas. It must be acknowledged that fundamental to achieving a suitable development density will be attaining a use ratio which satisfies the local authority.

Section 3.2 of the Guidelines states in relation to the scale of district/ neighbourhood/ street:

- The proposal responds to its overall natural and built environment and makes a positive contribution to the urban neighbourhood and streets-cape
- The proposal is not monolithic and avoids long, uninterrupted walls of building in the form of slab blocks with materials / building fabric well considered.
- The proposal enhances the urban design context for public spaces and key thoroughfares and inland waterway/ marine frontage, thereby enabling additional height in development form to be favourably considered in terms of enhancing a sense of scale and enclosure while being in line with the requirements of "The Planning System and Flood Risk Management – Guidelines for Planning Authorities" (2009).
- The proposal makes a positive contribution to the improvement of legibility through the site or wider urban area within which the development is situated and integrates in a cohesive manner.
- The proposal positively contributes to the mix of uses and/ or building/ dwelling typologies available in the neighbourhood.

## 3.5 Conclusion

The Local Authority would be in favour of redevelopment of this site. The Development Plan indicates a desire for the change of use and redevelopment of Zone E sites, with a focus on creating urban environments that are vibrant and lively. Achieving the correct use will be key. The primary objective for the site is employment and this must be the predominant use category, with any other uses subsidiary to this.

A well designed building of architectural merit and design should be achievable. Given the context and current government legislation, we believe a part 5 storey, part 4 storey building would be appropriate for this site. It is likely that provision of office space would be looked upon favourably by the Local Authority, this could be supplemented at lower levels by neighbourhood retail units and perhaps a medical centre.

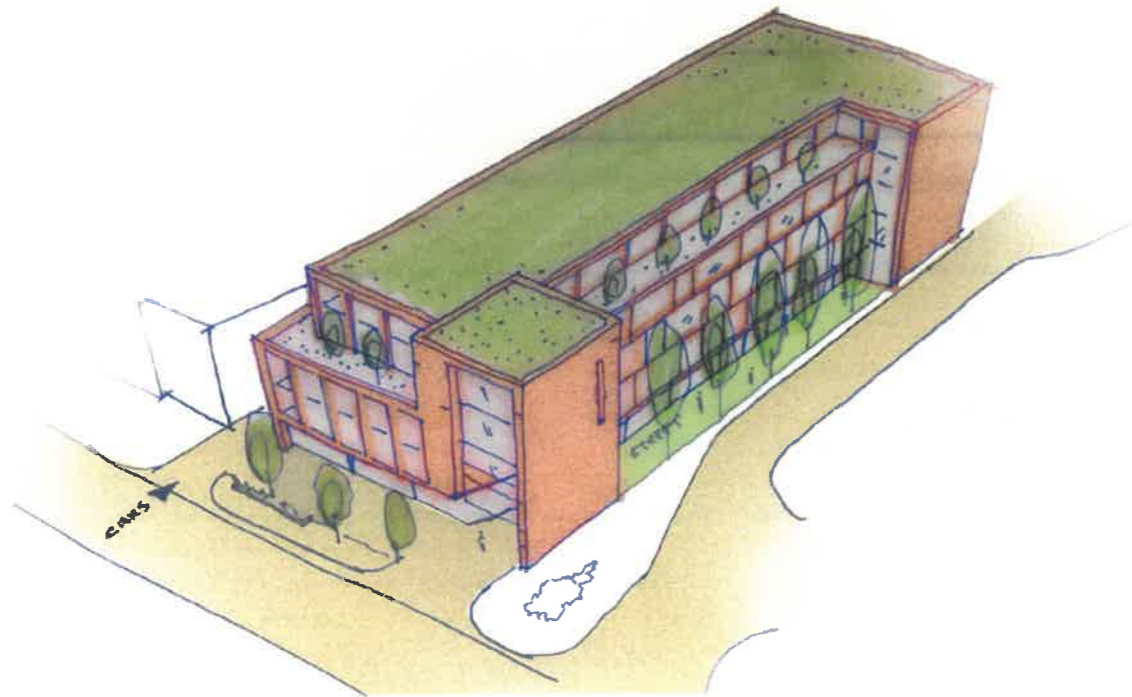
A case could also so be made for a provision of housing on the site, this would be achievable providing the primary use on the site is one which generates employment. The percentage allocation of uses would need to be carefully considered in conjunction with the Local Authority to ensure an alignment of principles.

# 4.0 Sketch Design

We have prepared two sketch designs to identify the potential massing and development quantum available within the site.

## 4.1 OPTION 1 - OFFICE FOCUS

This option explores the maximisation of suitable "permitted uses" on the site as per the zoning objective. In providing in excess of 80% of the development in office use, it will allow for greater additional area of "open for consideration" uses: a mix of units suitable for specific retail types, including health centre and pharmacy uses, have been provided at ground floor level, with the offices above.



### Schedule of Areas

Floor Level		Gross Dev. Area	Approx Net Lettable
Basement Level	Parking approx 65 spaces	1,600sq.m	0sq.m
Ground Floor	Neighbourhood Scale Retail units	1,200sq.m	1000sq.m
Ground floor	Medical Centre and Pharmacy	300sq.m	250sq.m
First Floor	Office	2,150sq.m	1720sq.m
Second Floor	Office	2,150sq.m	1720sq.m
Third Floor	Office	1,540sq.m	232sq.m
Fourth Floor	Office	1,540sq.m	1232sq.m
<b>TOTAL</b>		<b>10,480sq.m</b>	<b>7154sq.m</b>

*(inclusive of basement car parking)*

## 4.2 OPTION 2 - RESIDENTIAL FOCUS

For the purpose of this sketch design, a number of assumptions have been made: a minimum 51% of the development areas will be occupied by the retention of existing retail warehouse use and supplementation of employment use through the provision of office space. The balance, a maximum of 49% of the development area can be allocated to the provision of residential units



### Schedule of Areas

Floor Level		Gross Dev. Area	Approx Net Lettable	2bed	1 bed	3 bed
Basement Level	Car Parking approx 65 spaces	1,600sq.m	0sq.m	0	0	0
Ground Floor	Existing Retail use*	1,500sq.m	1,200sq.m	0	0	0
First Floor	Office	2,150sq.m	1,720sq.m	0	0	0
Second Floor	Residential	1,150sq.m	14 apartments	5	7	2
Thirds Floor	Residential	1,150sq.m	14 apartments	5	7	2
Fourth Floor	Residential	1,150sq.m	14 apartments	5	7	2
<b>TOTAL</b>		<b>8,650sq.m</b>	<b>42</b>	<b>15</b>	<b>21</b>	<b>6</b>

*(inclusive of basement car parking)*