



An
Bord
Pleanála

Inspector's Report

ABP-306986-20

Development

Amendment to Adamstown SDZ
Planning Scheme, 2014

Location

Adamstown, Co. Dublin

Planning Authority

South Dublin County Council

Applicant(s)

South Dublin County Council

Type of Application

Amendment of SDZ Planning Scheme

Inspector

Elaine Power

1.0 Introduction

- 1.1. On July 1st 2001, the government ordered the designation of 223.5 ha of privately owned land at Adamstown, as a site for the establishment of a Strategic Development Zone (SDZ), for the purpose of delivering residential development and associated infrastructure and facilities.
- 1.2. Subsequently, South Dublin County Council, as the designated development agency for the SDZ, prepared a Planning Scheme for the lands in 2002. This Scheme was approved by An Bord Pleanála on appeal, in September 2003.
- 1.3. In 2013, having regard to the challenges presented by the economic crisis and the collapse of the residential market, the Council initiated a statutory process to amend the 2003 Planning Scheme. The amended Planning Scheme was approved by An Bord Pleanála, on appeal, in December 2014.
- 1.4. In 2017, amendments were proposed to the Planning Scheme to take account of updated national policy and guidance. The amendments to the scheme were approved by An Bord Pleanála in September 2017.
- 1.5. To date approx. 95 ha of the SDZ lands have been developed or are under construction, the applicant states that the Adamstown model has delivered approximately 2,410 homes and significant supporting infrastructure and services, including a railway station, 2 primary schools, a post primary school, a crèche, a neighbourhood park, local retail services, a community centre and a sports hall, water and sewerage infrastructure and internal strategic roads and upgrades to the adjoining road network.
- 1.6. Development is currently in Phase 3 of the Planning Scheme. There are 621 no. residential units currently under construction in Somerton, Tobermaclugg Village, Airlie Stud, St. Helen's and Tubber Lane and in Airlie Park development areas. An additional, approx. 2,343 dwelling units have been granted planning permission since the beginning of 2017. No development has taken place in Adamstown Station or Aderrig development areas where increased density and / or increased building height is now proposed.

- 1.7. South Dublin County Council are proposing amendments to the Planning Scheme to align the Planning Scheme with the National Planning Framework, 2018 and the Regional Spatial and Economic Strategy, 2019 relating to compact growth and sustainable development and changes arising from the new guidelines including the Design Standards for New Apartments 2018 and the Urban Development and Building Height 2018.
- 1.8. Under Section 170A sub-section 3(b)(ii) of the Planning and Development Act, 2000 (as amended), South Dublin County Council has now submitted an application to the Board to amend the approved Planning Scheme, the proposed amendments would not relate to already developed land in the Planning Scheme.
- 1.9. A report on the proposed amendments was submitted with the application and includes an AA Screening Report, a SEA Screening Report, history file 06s.ZE0004, which related to an amendment to the Planning Scheme, Adamstown SZD: Building Height Review and the Adamstown SDZ Planning Scheme 2014.

2.0 The Proposal

- 2.1. The proposed amendments relate to the alignment of the Planning Scheme with National and Regional policy and guidelines. The main amendments proposed are as follows: -
 - An increase in unit numbers, density and residential floor area within the Adamstown Station development area
 - An increase in unit numbers, density and residential floor area and a location specific increase in building height within the Aderrig development area
 - Relocation of a proposed enterprise centre from Tobermaclugg Village / Tandy's Lane Village local centres to the Adamstown Station district centre.
- 2.2. Minor amendments proposed are as follows: -
 - Updated references to and summaries of national and regional policy and guidance including the National Planning Framework, the Regional Spatial and Economic Strategy, the Building Height guidelines, and the Apartment standards guidelines.

- Correction of typographical error relating to Airlie House (a protected structure); and amend text, maps and keys to identify Airlie House and other protected structures in the vicinity of the SDZ Planning Scheme.
- Updating of other references in the SDZ Planning Scheme.

2.3. The actual amendments are detailed below.

Amendment 1:

This amendment relates to a typographical error in paragraph 1.3.15 which replaces the wording ‘*This document **compromises** the consolidated Planning Scheme and incorporates all changes, variations and modifications*’ with ‘*This document **comprises** the consolidated Planning Scheme and incorporates all changes, variations and modifications*’. The proposed changes area outlined in bold.

Amendment 2:

This amendment relates to an error of reference in Section 1.5.2. The amendment proposes to provide a reference number for Airlie House which is a protected structure, and for additional protected structure located in close proximity to the SDZ lands, St. Helen’s and Somerton. The amendment entails ‘the Planning Scheme area is 214 hectares and comprises all of the lands within the SDZ, **including Airlie House, a Protected Structure (RPS Ref. 109)** but excludes the existing occupied Protected Structures at St. Helen’s **(RPS Ref. 108)** and Somerton **(RPS Ref. 107)** and their attendant grounds (Figure 1.3), and the adjoining public open space at Hillcrest. The proposed changes area outlined in bold.

Amendment 3:

It is proposed to include reference to and a summary of **Project Ireland 2040 – National Planning Framework 2040, to the EMRA Regional Spatial and Economic Strategy, 2009 –2031 and to the Urban Development and Building Heights – Guidelines for Planning Authorities 2018**. Similarly it is proposed to replace reference to the Greater Dublin Area Transport Strategy 2011- 2030 with reference to the **Greater Dublin Area Transport Strategy 2016 – 2035**, reference to the South Dublin County Council Development Plan 2010 – 2016 with reference to the **South Dublin County Council Development Plan 2016 – 2022** and reference

to the Sustainable Urban Housing: Design Standards for New Apartments – Guidelines for Planning Authorities, 2007 with reference to **Sustainable Urban Housing: Design Standards for New Apartments – Guidelines for Planning Authorities 2018** as set out in Section 1.6 Planning Context and Table 1.5 Guidance, Strategy and Policy Documents of the Planning Scheme. The proposed changes are outlined in bold

Amendment 4:

As the development status of various development areas is constantly changing, any information regarding what is developed and what is remaining quickly dates. It is, therefore, proposed to omit reference to remaining development land within Table 1.1 of the Planning Scheme. The text to be deleted is shown in a lighter font colour.

Table 1.1 Adamstown SDZ – Development and Amenity Areas				
	Development Area or Amenity Area	Gross Area (hectares)	Net Area (Hectares)	Area Character Type
1	Adamstown Castle	22.3	13.6	Low Density
	Developed		13.3	
	Remaining		0.3	
2	Somerton	14.5	12.8	Low Density
3	Airlie Stud	15.6	14.3	Low Density
	Developed		7.6	
	Remaining		6.7	
4	Tobermaclugg Village	21.4	19.3	Low Density
5	Tubber Lane	18.8	17.6	Low Density
6	Tandy's Lane Village	21.7	17.0	Medium Density
7	St. Helen's	16.0	14.2	Medium Density
8	Aderrig	21.7	17.8	Medium Density
9	Adamstown Square	13.5	10.9	High Density
	Developed		10	
	Remaining		0.9	
10	Adamstown Boulevard	14.6	11.5	High Density
11	Adamstown Station	8.6	6.5	High Density

	Subtotal	188.7	155.5	Medium Density
A	Tandy's Lane Park	8.0	7.7	Park
B	Tobermaclugg Park	3.8	3.4	Park
C	Airlie Park	11.6	10.9	Park
D	Central Boulevard	1.9	1.3	Urban Park
	Subtotal	25.3	23.3	
	Total	214	178.8	

Amendment 5:

It is proposed to amend the total extent of development permissible within the overall SDZ lands to ensure consistency between national and regional policy and guidance and the Planning Scheme. These changes are outlined in bold and text to be deleted is shown in a lighter font colour in the table below.

Table 2.3 Total Extent of Development Permissible in Adamstown		
Development Type	Minimum Extent	Maximum Extent
Total Residential	765,000sqm	970,000sqm 1,020,045sqm
Total Dwelling units	7,010 units	8,905 units 9,395 units
Total Non-Residential Development	22,500 sqm	127,000sqm
Additional development	Railway Station / transport interchange Four primary schools (2 in place on existing 4 hectare site) One Secondary School (in place on existing 4 hectare site) Fire Station (if required) Primary Health Care Facility	

Amendment 6:

It is proposed to amend Table 2.6 of the Planning Scheme to ensure consistency between national and regional policy and guidance and the Planning Scheme. The changes to Table 2.6 reflect the potential additional units in Adamstown Station and Aderrig Development Areas, with a 2% additional figure for potential landmark buildings, as set out in the Planning Scheme. These amendments are outlined in bold and text to be deleted is shown in a lighter font colour below.

Table 2.4 Development Permissible by Net Development Area					
	Development Area	Total Development (sqm)		Total Dwelling Units (number)	
		Min	Max	Min	Max
1	Adamstown Castle	57,775	58,975	630	640
2	Somerton	54,000	64,800	450	540
3	Airlie Stud	67,425	72,600	630	675
4	Tobermaclugg Village	84,700	106,150	770	965
5	Tubber Lane	73,800	94,800	615	790
6	Tandy's Lane Village	74,800	102,850	680	935
7	St. Helen's	81,400	101,750	740	925
8	Aderrig	97,125	121,275 130,830	925	1,155 1,246
9	Adamstown Square	78,720	80,565	640	655
10	Adamstown Boulevard	72,450	90,825	690	865
11	Adamstown Station	49,000	58,500 97,500	490	585 975
	Subtotal	791,195	953,090 1,001,645	7,260	8,730 9,211
	Landmark Sites		18,400		+175 +184
	Employment Use Transfer of Units			-250	
	Total	765,000	970,000 1,020,045	7,010	8,905 9,395

It is proposed to amend the footnote of Table 2.4. The proposed amended entails the replacement of: -

*‘*Adamstown Castle, Airlie Stud and Adamstown Square Figures refer to the total extent of residential development permissible in these Development Areas, inclusive of existing development’*

with

*“**Figures for partially and fully developed areas** refer to the total extent of residential development permissible in these Development Areas, inclusive of existing development’*

and

“Up to 2% of max may be provided to facilitate landmark buildings. This equates to an additional 175 units / 17,500sqm of development’

With

*“Up to 2% of max may be provided to facilitate landmark buildings. This equates to an additional **184 units / 18,400sqm** of development’.*

It is also proposed to amend the wording of Sections 2.2.8 and 2.2.9 of the Planning Scheme to provide clarity for developers and the Planning Authority. The proposed amendment to Section 2.2.8 entails the replacement of : -

‘ There is a minimum of 7,010 units and a maximum of 8,905 units permissible in the Planning Scheme Area’

With

*‘There is a minimum of 7,010 units and a maximum of **9,395** units permissible in the Planning Scheme Area’.*

The proposed amended to Section 2.2.9 entails the replacement of: -

‘To increase potential for future infill development, up to 2% on top of the maximum floorspace in each net development area may be provided to facilitate landmark buildings at the locations identified appropriate locations throughout Adamstown. This permits up to a maximum of 17,500 square meters of further development which may include up to 175 extra dwelling units’

With

*‘To increase potential for future infill development, up to 2% on top of the maximum **unit numbers** in each net development area may be provided to facilitate landmark*

buildings at the locations identified throughout Adamstown. This permits up to a maximum of **18,400** square meters of further development which may include up to **184** extra dwelling units’

Amendment 7:

It is proposed to amend Table 2.7 of the Planning Scheme to ensure consistency between national and regional policy and guidance and the Planning Scheme. These amendments are outlined in bold and text to be deleted is shown in a lighter font colour in the table below.

Table 2.7 Min- Max Development Density and Residential Yield by Net Development Area			
	Development Area	Residential Yield (dwellings per hectare)	Area Character Type
1	Adamstown Castle (Total)	46 - 47	Mainly Developed
	Adamstown Castle (developed)	47	Developed
	Adamstown Castle(remaining)	13 – 47	Low Density
2	Somerton	35 - 42	Developed Low Density
3	Airlie Stud	44 - 47	Part Developed Low Density
	Airlie Stud (developed)	52	
	Airlie Stud (Remaining)	35 - 52	
4	Tobermaclugg Village	40 – 50	Low Density
5	Tubber Lane	35 – 45	Low Density
6	Tandy’s Lane Village	40 – 55	Medium Density
7	St. Helen’s	52 – 65	Medium Density
8	Aderrig	52 – 65 70	Medium Density
9	Adamstown Square (Total)	59 -60	Part Mainly Developed
	Adamstown Square (Developed)	59 54	Developed
	Adamstown Square (Remaining)	58 – 75	High Density
10	Adamstown Boulevard	60 – 75	High Density

11	Adamstown Station	75 – 90 150	High Density
	Overall	47 – 56 64	Medium Density

Amendment 8:

It is proposed to amend Table 2.8 of the Planning Scheme to allow for a one storey height increase at specific locations within the Aderrig development area. These amendments are outlined in bold below.

Table 2.8 Min – Max Building Height by Development Area				
	Development Area	Area Character Type	Courtyard Building Height (no. storeys)	Perimeter Building Height (no. storeys)
1	Adamstown Castle	Low density	1 - 2 and up to 3 at corners (1 - 2 where reduced)	3 - 4 and up to 5 at corners (2 - 3 up to 4 at corners where reduced)
2	Somerton	Low density	1 - 2 and up to 3 at corners (1 - 2 where reduced)	3 - 4 and up to 5 at corners (2 - 3 up to 4 at corners where reduced)
3	Airlie Stud	Low density	1 - 2 and up to 3 at corners (1 - 2 where reduced)	3 - 4 and up to 5 at corners (2 - 3 up to 4 at corners where reduced)
4	Tobermaclugg Village	Low density	2 - 3 and up to 4 at corners (1 - 2 where reduced)	3 - 4 and up to 5 at corners (2 - 3 up to 4 at corners where reduced)
5	Tubber Lane	Low density	1 - 2 and up to 3 at corners (1 - 2 where reduced)	3 - 4 and up to 5 at corners (2 - 3 up to 4 at corners where reduced)
6	Tandy's Lane Village	Medium density	2 - 3 and up to 4 at corners	3 - 5

7	St. Helen's	Medium density	2 - 3 and up to 4 at corners	3 - 5
8	Aderrig	Medium density	General: 2 - 3 and up to 4 at corners; Blocks beside Central Boulevard Park: 3-5 storeys	General: 3 - 5; Blocks beside Boulevard Park: 3 + 1 setback - 5 + 1 setback
9	Adamstown Square	High Density	2 - 4 and up to 5 at corners	3 + 1 setback - 5 + 1 setback
10	Adamstown Boulevard	High Density	2 - 4 and up to 5 at corners	3 + 1 setback - 5 + 1 setback
11	Adamstown Station	High Density	2 - 4 and up to 5 at corners	3 + 1 setback - 5 + 1 setback

Amendment 9:

It is proposed to amended Section 2.3.47 to replace 'Sustainable Urban Housing Design Standards for New Apartments (2015)' with '**Sustainable Urban Housing Design Standards for New Apartments (2018)**'.

It is also proposed to amend Table 2.10 and include a footnote to accord with the targets and standards as set out in the Sustainable Urban Housing Design Standards for New Apartments (2018). The amendment are outlined in bold and text to be deleted is shown in a lighter font colour in the table below.

Table 2.10 Minimum Required Dwelling Unit Size		
Unit Type	Apartments* (square meters)	Houses (square meters)
Studio Apartment	40 37	
One Bedroom	45	50
Two Bedroom (3 person) **	63	70
Two Bedroom (4 person)	73	80
Three Bedroom	90	92
Four Bedroom or more	105	110

**** Not generally permissible except in limited circumstances as set out in the document ‘Sustainable Urban Housing: Design Standards for New Apartments’, 2018.**

Amendment 10:

It is proposed to amend Section 2.3.52 of the Planning Scheme to replace ‘Department of Environment, Heritage, Community and Local Government guidelines’ with ‘**Department of Housing, Planning and Local Government guidelines**’ and to replace ‘Sustainable Urban Housing Design Standards for New Apartments (2015)’ with ‘**Sustainable Urban Housing Design Standards for New Apartments (2018)**’.

It is also proposed to amend Table 2.11 of the Planning Scheme to accord with the targets and standards as set out in the Sustainable Urban Housing Design Standards for New Apartments (2018). The amendments are outlined in bold in the table below.

Table 2.11 Minimum Required Private Amenity Space			
Unit Type	Apartments *		Houses (square meters)
	(square meters)		
	Private Amenity Space (sqm)	Semi-Private Amenity Space (sqm)	
Studio Apartment	4	4	
One Bedroom	5	5	48
Two Bedroom (3 person) **	6	6	55
Two Bedroom (4 person)	7	7	55
Three Bedroom	9	9	60
Four Bedroom or more	12.5	12.5	70

Amendment 11:

It is proposed to amend Section 2.6 of the Planning Scheme to rectify an error relating to the status of Airlie House as a Protected Structure (RPS ref. 109). It is also proposed to renumber Section 2.6.10 as Section 2.6.11 and Section 2.6.11 as Section 2.6.10. The changes are outlined in bold below.

It is proposed to amendment to Section 2.6.11 entails the replacement of:

2.6.11 Airlie House is located between Airlie Park and the Central Boulevard. It is not a Protected Structure but is a feature of Adamstown that is of local historic interest and is in architectural terms, typical of a mid-19th Century farmhouse. The original part of the House is considered to be of local amenity value and is proposed that it be retained. Appropriate uses could include community, residential or commercial activities.

With

***2.6.10** Airlie House (**RPS Ref. 109**) is located between Airlie Park and the Central Boulevard. It is a Protected Structure **and** is a feature of Adamstown that is of local historic interest and is in architectural terms, typical of a mid-19th Century farmhouse. The original part of the House is considered to be of local **historic and** amenity value. Appropriate uses could include community, residential or commercial activities.*

It is proposed to amend Section 2.6.10 entails the replacement of: -

2.6.10 The two protected early 19th Century houses at St. Helen's and Somerton and their remaining privately owned land grounds together comprise 2.5 hectares and although excluded from the Planning Scheme, adjoin the major park at Tandy Lane.

with

***2.6.11** The two protected early 19th Century houses at St. Helen's (**RPS Ref. 108**) and Somerton (**RPS Ref. 107**) and their remaining privately owned land grounds together comprise 2.5 hectares and although excluded from the Planning Scheme, adjoin the major park at Tandy Lane.*

Amendments to Section 2.6.16 of the Planning Scheme are outlined in bold below.

In addition to the existing facility in Adamstown Castle, the Scheme requires one or more purpose-built facilities in or adjacent to the District Centre and Local Centres and in the approved facility at Airlie House (**protected structure RPS Ref. 109**).

Amendment 12:

The proposed amendment to Section 2.6.25 of the Planning Scheme relates to the relocation of the enterprise centre located within either Tandy's Lane Village and Tobermaclugg Village under the Planning Scheme, to the Adamstown District Centre. This is considered appropriate in terms of national and regional policy and guidance with particular regard to the other uses within the centre and its proximity to public transport. The amendment is outlined in bold below.

The proposed amendment to Section 2.6.10 entails the replacement of:

The enterprise centre shall be located in one of the two proposed local centres at Tandy's Lane Village and Tobermaclugg Village together with local shopping, schools, childcare, community centres and possibly other employment activities.

With

*The enterprise centre shall be located **within the Adamstown District Centre**, together with local shopping, schools, childcare, community centres and possibly other employment activities.*

Amendment 13:

The proposed amendment to Section 13 of the Planning Scheme is to rectify an error relating to the status of Airlie House as a Protected Structure (RPS ref. 109). The amendment is outlined in bold below.

Airlie House (**protected structure RPS Ref. 109**) as secondary focus with views to Airlie Park.

Amendment 14:

This amendment relates to an increase in unit numbers, density and height within the Aderrig development area to align the Planning Scheme with national and regional policy and guidance. The proposed amendments to Section 3.0 Development and Amenity Areas; Development Area 8 - Aderrig are outlined in bold and text to be deleted is shown in a lighter font colour below.

Aderrig

925 1,155 **1,246** Dwelling Units

Aderrig

Area Character Type	Medium development density
Gross Area	21.7 hectares
Net development area	17.8 hectares
Min – Max total residential development	97,125 - 121,275 130,830 sqm
Min – Max total dwelling per Ha.	52 - 65 70
Min – Max total dwelling units	925 - 1155 1,246
Min affordable – social dwellings	To be negotiated in accordance with relevant legislation and SDCC Housing Policy to include 1 x traveller accommodation facility
Min non-residential development	
Max non-residential development	4% of total development up to 4,750sqm
Max retail development	10% of total non-residential up to 475sqm
Min – Max courtyard building height	2-3 storeys with up to 4 storey at corner / feature buildings; Blocks close to Central Boulevard Park, 3 to 5 storeys
Min - Max perimeter building height	3 - 5 storeys; Blocks beside Central Boulevard Park, 3 + 1 setback - 5 + 1 setback
Max landmark building height	21 meters (up to 7 storeys approx.)
Min public open space	0.78 hectares

Amendment 15:

This amendment relates to an increase in unit numbers and density within the Adamstown Station development area to align the Planning Scheme with national and regional policy and guidance. The proposed amendments to Section 3.0 Development and Amenity Areas; Development Area 11 - Adamstown Station are outlined in bold and text to be deleted is shown in a lighter font colour below.

Adamstown Station

490 – 585 975 Dwelling Units

Adamstown Station

Area Character Type	High development density
Gross Area	8.6 hectares
Net development area	6.5hectares
Min – Max total residential development	49,000 - 58,500 97,500 sqm
Min – Max total dwelling per Ha.	75 - 90 150
Min – Max total dwelling units	490 - 585 975
Min affordable – social dwellings	To be negotiated in accordance with relevant legislation and SDCC Housing Policy
Min non-residential development	200 childcare spaces 11,700sqm retail / retail services
Max non-residential development	50% of total development up to 29,250 sqm
Max retail development	50% of total non-residential up to 14,625sqm
Min – Max courtyard building height	2 - 4 storeys with up to 5 storey at corner / feature buildings
Min – Max perimeter building height	3 storeys plus set back to 5 storeys plus setback
Max landmark building height	30 meters (up to10 storeys approx.)
Min public open space	0.3 hectares

Amendment 16:

This amendment relates to changing the maximum dwelling units from 8,905 to **9,395** in Phase 10 of the Planning Scheme as set out Section 4.0 Phasing and Implementation: Phase 10 Table and Text and Figure 4.13 Infrastructure, Services, Facilities and Amenities. Figure 4.13 Infrastructure, Services, Facilities and Amenities – Phases 1 - 4 has been updated to include all infrastructure which has been completed since 2014.

Amendment 17:

This amendment relates to updating all maps within the Planning Scheme to reflect the 'Protected Structure' status of Airlie House (RPS Ref. 109) and to include reference to 3 no. additional protected structures located outside of the Planning Scheme area. In this regard Somerton House (RPS Ref. 107), St. Helen's (RPS Ref. 108) and Finnstown House (RPS Ref. 112).

3.0 Statutory Provisions

- 3.1. The process whereby amendments to a planning scheme for an SDZ can be made is set out in Section 170A of the Planning and Development Act, 2000 (as amended). A summary of the statutory provisions is provided below.
- 3.2. Under sub-section (1) of this Section, a planning authority may make an application to the Board to amend a planning scheme. Under sub-section (2), the Board shall make a decision as to whether or not the proposed amendment constitutes a material change to the planning scheme.
- 3.3. Under subsection (3)(a) where the amendment fails to satisfy each of the criteria referred to in Section 3(b), the Board shall require the planning authority to amend the planning scheme in compliance with the procedure laid down in section 169.
- 3.4. The criteria detailed in sub-section (3)(b) include that the amendment, (i) would not constitute a change in the overall objectives of the planning scheme, (ii) would not relate to already developed land, (iii) would not significantly increase or decrease the overall floor area or density and (iv) would not adversely affect or diminish the amenity of the area.
- 3.5. If such an amendment would lead to changes that would only be minor in nature, then, provided there is no need for SEA or AA, the Board may, under sub-section (4)(a), approve this amendment to the planning scheme.
- 3.6. If the proposed amendment would constitute a material change to the planning scheme, then sub-section (4)(b) becomes pivotal. Before the Board approves such an amendment, or an alternative amendment of no greater significance, the provisions of the following sub-sections shall be complied with.
 - Under sub-section (5), the Board shall screen the proposed amendment, or its alternative, for SEA and AA. If SEA and/or AA are required, then under sub-section (6)(b) the planning authority shall be required to undertake preparation of the same.
 - Under sub-section (7), the planning authority shall be required to undertake a notification and consultation exercise as set out in this sub-section. Thereafter,

under sub-section (8), the planning authority shall prepare a report on the submissions and observations received as a consequence of this exercise. The said report shall be prepared in accordance with the provisions set out in sub-section (9) and the Board shall subsequently, under sub-section (10), have regard to this report.

- Under sub-section (4)(b) itself, the Board shall determine whether or not the proposed amendment would come within the criteria set out in sub-section (3)(b). If it would do so, then the Board may approve this amendment or its alternative. If it would not do so, then under sub-section (3)(a), the planning authority shall be required to amend the planning scheme in accordance with the procedures set out in Section 169 for the making of a planning scheme.

Under sub-section (11), subject to any SEA and/or AA obligations, if the Board has determined to make the proposed amendment or its alternative, under sub-section (4), then the planning scheme shall be so amended and the planning authority notified accordingly. If sub-section (7) was activated, then all those who made submissions or observations shall likewise be notified.

4.0 **Assessment**

4.1. The Planning Authority have made this application to amend the Adamstown Planning Scheme under Section 170A sub section (1) of the Planning and Development Act. Under sub-section (2) the question arises as to whether or not the proposed amendments would make a material change to this Planning Scheme. Having regard to the procedures to be followed as specified in Section 3 above, the first test to be considered: Would the proposed amendments make a material change to the Planning Scheme?

4.2. ***Materiality of changes proposed***

In the interest of clarity, the proposed amendments can be divided into 3 no. categories. In this regard: -

- Minor amendments: Amendments 1, 2, 3, 4, 11, 13 and 17;

- Amendments to an increase unit numbers, density and residential floor area Adamstown Station and an increase in unit numbers, density and residential floor area and a location specific increase in building height at Aderrig Development Areas: Amendments 5, 6, 7, 8, 9, 10, 14, 15 and 16; and
- Relocation of a proposed enterprise centre from Tobermaclugg Village / Tandy's Lane Village local centres to the Adamstown Station district centre: Amendment 12.

I will address each category and make a recommendation on the materiality of the amendments.

4.3. ***Amendments 1, 2, 3, 4, 11, 13 and 17***

4.3.1. These amendments relate to minor changes to the wording of the Planning Scheme and include the following: -

- Updated references to and summaries of national and regional policy and guidance including the National Planning Framework, the Regional Spatial and Economic Strategy, the Building Height guidelines and the Apartment standards guidelines;
- Correction of typographical error relating to Airlie House (a protected structure); and amendment of text, maps and keys to identify Airlie House and other protected structures in the vicinity of the SDZ Planning Scheme; and
- Updating of other references in the SDZ Planning Scheme.

4.3.2. Amendment 1 relates to a typo.

4.3.3. Amendments 2, 11, 13 and 17 amend a typographical error relating to Airlie House (a protected structure RPS Ref. 109); and the updating of text, maps and keys to identify Airlie House and other protected structures in the vicinity of the SDZ Planning Scheme, in this regard Somerton (RPS Ref. 107) St. Helen's (RPS Ref. 108) and Finnstown House (RPS Ref. 112)

4.3.4. Amendment 3 relates to updating references to and summaries of national and regional policy and guidance including Project Ireland 2040 – National Planning

Framework 2040, EMRA Regional Spatial and Economic Strategy, 2009 –2031, Urban Development and Building Heights – Guidelines for Planning Authorities 2018, the Greater Dublin Area Transport Strategy 2016 – 2035, South Dublin County Council Development Plan 2016 – 2022 and the Sustainable Urban Housing: Design Standards for New Apartments – Guidelines for Planning Authorities 2018.

4.3.5. Amendment 4 omits reference to developed and remaining development land within Table 1.1. The applicant has stated that this amendment is proposed as the status of the various development areas are constantly changing, therefore, the information provided quickly becomes dated.

4.3.6. I am satisfied that Amendments 1, 2, 3, 4, 11, 13 and 17 are minor in nature and would not lead to a material change in the Planning Scheme approved by the Board.

4.4. ***Amendments 5, 6, 7, 8, 9, 10, 14, 15 and 16***

4.4.1. Amendments 5, 6, 7, 8, 9, 10, 14, 15 and 16 allow for changes to the Planning Scheme to facilitate an increase in unit numbers, density and residential floor area within the Adamstown Station development area and an increase in unit numbers, density and residential floor area and a location specific increase in building height within the Aderrig development area. The details of each of the amendments are outline above in Section 2.

4.4.2. A report entitled 'Adamstown Strategic Development Zone: Building Height Review is included with the submission (Appendix 6). The report concluded that there is potential to offer more variation in the urban form and to enable a broader mix of typologies. The recommendations included additional height at specific locations and increased densities. The applicant has stated that the proposed amendments to Adamstown Station and Aderrig development areas to above the parameters set out in the Planning Scheme are justified by the findings of this report, and to recent national and regional polices and guidelines and the development of Adamstown to date.

4.4.3. In the interest of clarity, the proposed amendments to Adamstown Station development area, the Aderrig development area and the combined impact on the overall planning scheme, in terms of residential development (sqm), density and residential units, are outlined in the tables below

Adamstown Station			
<i>Residential floor area, density and unit numbers as provided for in the SDZ Planning Scheme and now proposed</i>			
	SDZ Planning Scheme	Proposed	Max Change
Min-Max total residential development (sqm)	49,000 – 58,500	49,000 – 97,000	38,500
Min-Max dwellings per hectare (density)	75 - 90	75 – 150	60
Min-Max total dwelling units	490 - 585	490 - 975	390

Aderrig			
<i>Residential floor area, density and unit numbers as provided for in the SDZ Planning Scheme and now proposed</i>			
	SDZ Planning Scheme	Proposed	Max Change
Min-Max total residential development (sqm)	97,125 - 121,275	97,125 - 130,830	9,555
Min-Max dwellings per hectare (density)	52 - 65	52 - 70	5
Min-Max total dwelling units	925 - 1155	925 - 1,246	91

<i>Impact on Total Extent of Development Permissible in Adamstown</i>				
Development Type	Current Min	Current Max	Proposed Max	Change
Total Residential Floor Area	765,000sqm	970,000sqm	1,020,045 sqm	50,045sqm (5%)
Total Dwelling Units	7,010 units	8,905 units	9,395 units	490 units (5.5%)
Overall Density	47	56	64	8 (14%)

4.4.4. Residential Units

The Planning Scheme permits a maximum of 8,730 residential units. In addition to the maximum no. of units Section 2.2.9 of the Planning Scheme states that up to 2% on top of the maximum floorspace may be provided to facilitate a landmark building at the locations identified. This additional floor space allows for a maximum of 175 no. additional units within landmark buildings. Therefore, the total maximum number of permissible units is 8,905.

The proposed amendments would allow for a maximum increase of 481 no. residential units, in this regard a maximum of 390 no. additional units in Adamstown Station development area and 91 no. additional units in Aderrig development area. The proposed increase in floorspace in both Adamstown Station and Aderrig development areas would result in a further maximum 9 no. units to potentially be provided within landmark buildings. Therefore, the proposed total maximum number of units is 9,395.

To provide a context for the impact of the additional units on the overall development area, the planning authority carried out an analysis of density and capacity within the Planning Scheme area. The analysis accounted for units granted to date (3,792 units), development potential of undeveloped sites within mainly / partly developed areas (1,175 units), potential additional units on undeveloped sites (3,540 units), 'lost potential' where areas were developed below the maximum ranges permissible (-222 units) and additional 2% landmark buildings (184 units). The study found that when the proposed additional units in Adamstown Station and Aderrig (481 units) are combined with existing, permitted and potential development sites this would result in a total of 8,950 units, achievable within the Planning Scheme. This is 45 units above the maximum (8,905 units) set out in the Planning Scheme.

The proposed amendments would allow for a maximum of 9,395 residential units within the overall scheme. It is noted that there is no proposed amendment to the minimum number of total dwelling units (7,260) permissible. Having regard to the information submitted and the limited potential to impact on the Planning Scheme objectives or the character of the overall Adamstown area, it is my view that the proposed increase in residential units would not materially alter the Planning Scheme approved by the Board.

4.4.5. Density

The planning authority carried out an assessment of the achieved density to date in the 9 no. development areas which have been partly or fully developed. The Planning Scheme has achieved an average density range of 47 uph, which is the lower range of the permissible range for density (47-56 uph). The planning authority have stated that the density achieved is due to market changes as a result of the economic downturn.

It is proposed to increase the maximum density in Adamstown Station development area from 90 to 150 uph and the maximum density in Aderrig development area from 65 to 70 uph. This results in an increase of the maximum density in the overall scheme from 56 to 64 uph. As noted in the tables above there is no proposed amendment to the minimum standards.

Adamstown Station development area is identified as a high-density area. It is a district centre with a train station located along the southern boundary of the development area and a quality bus corridor is proposed through the centre of the development area. Aderrig development area is identified as a medium-density area. It is located to the north of Adamstown Station development area, in close proximity to the train station. A quality bus corridor is located along the eastern boundary of the development area.

Having regard to the medium density achieved to date with the SDZ area, it is my view that there is flexibility within the Planning Scheme to increase the density of Adamstown Station development area, focused on the district centre core and train station and within the medium density area of Aderrig in close proximity to the district centre, train station and proposed quality bus corridor, without materially altering the overall density of the Planning Scheme or the character of the development areas.

4.4.6. Height

In the interest of clarity, the proposed height amendments are outlined in the table below.

Aderrig		
<i>Building Heights are per the SDZ Planning Scheme and as now proposed</i>		
	SDZ Planning Scheme	Proposed
Courtyard Building	2 to 3 storeys with up to 4 storeys at corner / feature building	3 to 5 storeys (a 1 storey increase)
Perimeter Building	3 to 5 storeys	3 + setback to 5 + setback
Landmark Building	Up to 7 storeys	No change proposed

The proposed 1-storey height increase in Aderrig development area is confined to 3 no. blocks along the eastern boundary of the development area. The amendment would result in a maximum height of 6 storeys for perimeter buildings and 5 storeys for courtyard buildings. It is noted that the Planning Scheme allows for landmark buildings with a height of 21m (up to 7 storeys).

The blocks subject to the proposed amendment are bound to the north and south by potential landmark buildings to the east by an area of private open space and Central Boulevard and to the west by an internal vehicular route and courtyard buildings, with a maximum potential height of 4 storeys.

Having regard to the limited (one storey) height increase, it is my view that the proposed amendment would not materially alter the Planning Scheme approved by the Board.

4.4.7. Amendments 9 and 10

Amendments 9 and 10 specifically relate to the updated Sustainable Urban Housing: Design Standards for New Apartments – Guidelines for Planning Authorities 2018. In this regard the minimum size of a studio apartment from 40sqm to 37 sqm and incorporate reference to a two bedroom (3 person residential unit) and a two bedroom (4 person residential) with associated details of units sizes and amenity space required. The applicant has stated that it is proposed to retain the 100sqm per unit size assumed in the Planning Scheme for the calculation of proposed total residential floor area within the Adamstown Station development area. This area is high density where it is likely the development would be almost entirely apartments with their associated communal areas. In Aderrig development area it is proposed to retain the

105sqm per unit size assumed in the Planning Scheme for the calculation of proposed total residential floor area. This area is medium density where a balance would be provided between apartments with associated communal areas and other units types, which may be larger than apartments.

It is my view that the proposed amendment would not materially alter the Planning Scheme approved by the Board.

4.4.8. Conclusion

It is noted that the infrastructure, services and amenity requirements of the scheme were designed to accommodate a maximum range of 8,905. It is also noted that the original 2003 Planning Scheme allowed for a maximum of 10,150 residential units within the overall development area. This figure was revised downwards in 2014 to 8,905. Notwithstanding the reduction in residential units the provision of non-residential was increased from 125,500sqm in 2003 to 127,000sqm in 2014. This included an additional primary school and a primary health care facility. It is my view that there is adequate infrastructural provision to accommodate the proposed amendments.

Having regard to impact of the proposed amendments on the overall Planning Scheme, I am satisfied that Amendments 5, 6, 7, 8, 9, 10, 14, 15 and 16 are minor in nature and would not lead to a material change in the Planning Scheme approved by the Board.

4.5. Amendment 12

4.5.1. The Planning Scheme permits an enterprise centre with a floor area of at least 1,500 sqm located in one of the two proposed local centres at Tandy's Lane Village or Tobermaclugg Village. This amendment entails the relocation of an enterprise centre to Adamstown Station development area. The purpose of the enterprise centre was to provide office, studio and workshop accommodation with support and training facilities for local business start ups.

4.5.2. Adamstown Station development area is designated as a district centre. The existing uses include a supermarket comparison shopping floorspace and community, leisure, employment, civic and cultural uses. The applicant has stated that the relocation of

the enterprise centre to Adamstown Station is appropriate as it would complement the existing uses and is in close proximity to public transport.

4.5.3. The Planning Scheme allows for a maximum of 50% of the total development area, up to 29,250sqm, for non-residential development within the Adamstown Station development area. Therefore, an enterprise centre with a floor area of at least 1,500sqm would comprise a small portion of the non-residential development within the development area. It is also noted that the relocation of the enterprise centre would not impact on the overall non-residential floor space within the Planning Scheme.

4.5.4. Having regard to the affect that that the proposed amendment would have on the overall scheme, I am satisfied that this change is minor in nature and would not lead to a material change in the Planning Scheme approved by the Board.

4.6. ***Compliance with Section 170A(3)(b) criteria***

Sub-section (3)(a) states that where the amendments of the scheme fail to satisfy the criteria (i) to (v) in sub-section (3)(b), the Board shall require the planning authority to amend the scheme in compliance with section 169. For the avoidance of doubt, I now consider whether the proposed amendments fail to satisfy each of the criteria as stated in sub-section (3)(b)(i) to (v).

4.7. ***Sub Section (3)(b)(i)***

4.7.1. Sub-section (3)(b)(i) refers to whether or not the proposed amendments constitute a change in the overall objectives of the Planning Scheme.

4.7.2. Section 2.3 Overall Design of Development of the Planning Scheme details the guiding principles of planning and design within Adamstown. The key themes related to urban design, land use, housing and transportation. These principles support the objectives of the Planning Scheme to promote a deliberate shift away from the traditional suburban housing estate format towards a more sustainable, compact and integrated urban form of development.

4.7.3. In my opinion the proposed amendments support the objectives of the Planning Scheme and would not constitute a change in the overall objectives.

4.8. ***Sub-section (3)(b)(ii)***

- 4.8.1. Sub-section (3)(b)(ii) refers to whether the amendments relate to already developed land.
- 4.8.2. To date approx. 95 ha of the total 223.5 ha Planning Scheme lands have been developed or are under construction. No development has taken place in Adamstown Station or Aderrig development areas where increased density and / or increased building height is now proposed.
- 4.8.3. With regard to the relocated enterprise centre no development has taken place in Adamstown Station, where the enterprise building would be located.
- 4.8.4. I am satisfied that the proposed amendments only relate to undeveloped lands and not to already developed lands.

4.9. ***Sub-section (3)(b)(iii)***

- 4.9.1. Sub-section (3)(b)(iii) refers to whether the amendments would significantly increase or decrease the overall floor area or density of proposed development.
- 4.9.2. As noted above (Section 4.4.3) the proposed amendments would result in a 5% (50,045) increase in the maximum total residential floor area within the Planning Scheme area and would increase the density of the overall Planning Scheme by a 14% (8 uph) increase.
- 4.9.3. The Planning Scheme allows for a medium density of 47 - 56 uph. The proposed amendments would allow for an increase in the overall maximum density of 64 uph. As outlined in Section 4.4.5 above, the Planning Scheme has achieved an average density range of 47uph to date, which is at the lowest range permissible within the scheme. Therefore, it is considered that the increase in density for Adamstown Station and Aderrig development areas when combined with the overall scheme would not result in a significant increase in density, then that previously approved.
- 4.9.4. As outlined in Section 4.4.4 above, the planning authority carried out an analysis of density and capacity. It concluded that when the proposed additional units in Adamstown Station and Aderrig development areas (481 units) are combined with existing, permitted and potential development sites this would result in a maximum

total of 8,950 units. This is 45 units above the maximum (8,905 units) set out in the Planning Scheme.

4.9.5. Having regard to the evidence submitted I am satisfied that the proposed amendments would not result in a significant increase the number of dwelling units, overall floor area or density of the development.

4.10. ***Sub-section (3)(b)(iv)***

4.10.1. Sub-section (3)(b)(iv) refers to whether the proposal adversely affects or diminishes the amenity of the area.

4.10.2. The applicant states that the masterplan layout of Adamstown SDZ is based on a traditional town layout incorporating a loose grid of connected through streets, on-street car parking and buildings addressing streets, as well as contemporary architecture and good quality urban design. The proposed amendments would not alter this approach and would not impact on any planned amenities within the Planning Scheme area.

4.10.3. Having regard to the above, I consider that the proposed amendment would not adversely affect or diminish the amenities of the area.

4.11. ***Conclusion with respect to compliance with sub-section (3)(b)***

I consider that the proposed amendments do satisfy the criteria outlined in sub-section (3)(b). Therefore, I recommend to the Board that the proposed amendments are not of such a nature as to require a more fundamental review procedure to be followed.

4.12. ***Overall conclusion with respect to materiality***

Having regard to the above, I conclude that the 17 no. proposed amendments would not lead to a material change in the Adamstown Planning Scheme and would lead only to change that would be minor in nature.

4.13. ***Section 170A sub-section (4): Are the proposed amendments likely to have significant effects on the environment?***

4.13.1. The tests under sub-section (4) of the Act are whether the proposed amendments would have significant effects on the environment or on a European Site. It is noted that the Adamstown SDZ Planning Scheme was subject to a full SEA and Screening for AA.

4.13.2. ***Appropriate Assessment***

An AA screening report on the proposed amendment was submitted to the Board with the application (Appendix 3). The report notes that the site is not in, near or proximate to a Natura 2000 site, listing 8 no. sites within a 16km radius of the SDZ lands. The assessment concludes that the proposed amendment to the SDZ is not likely, alone or in combination with other plans or projects, to have a significant effect on any European Sites in view of their conservation objectives and on the basis of best scientific evidence.

On the basis of the information on the file, which I consider adequate to inform a screening determination, and having regard to the nature and scale of the proposed amendments, the nature of the receiving environment, and proximity to the nearest European site, no appropriate assessment issues arise and it is considered that the proposed amendment to the planning scheme would not be likely to have a significant effect individually or in combination with other plans or projects, on a European site.

4.13.3. ***Strategic Environmental Assessment***

An SEA screening report on the proposed amendments was submitted to the Board with the application (Appendix 4). The report notes that the proposed amendments seek to respond to changes in national and regional policy. The principle amendments are positive in relation to the promotion of higher densities close to public transport. It is also considered that the relocation of the enterprise centre to Adamstown development area further supports this approach. The amendments have been assessed against the criteria set out in the SEA Directive and SI 436 of 2004 (as amended) and it is demonstrated in the report that no significant environmental effects are identified, therefore, a full SEA is not required.

On the basis of the information on the file, which I consider adequate to inform a screening determination, it is considered that the proposed amendments to the

Planning Scheme, are not likely to have significant effects on the environment within the meaning of Annex II of Directive 2001/42/EC.

5.0 Conclusion

As outlined above, the proposed amendment does not constitute the making of a material change to the planning scheme under section 170A(2), satisfies the criteria of section 170A(3)(b), and is not likely to have significant effects on the environment or on a European site. It is, therefore, recommended that the Board approve the proposed amendment under section 170A(4)(a) and notify the Planning Authority of the approval of the amendment in accordance with section 170A(11).

6.0 Recommendation

That, under Section 170A sub-section (4)(a) & (11) of the Planning and Development Act, 2000 (as amended), the Planning Authority be notified of the Board's approval of the making of the 17 no. amendments to the Adamstown Planning Scheme.

7.0 Reasons and Considerations

Having regard to:

- The planning history of the SDZ scheme and to the overall aims and objectives of the approved planning scheme,
- The nature of the proposed amendments (no.1 to no.17 inclusive) which follow from updated government planning policy and guidelines
- The report of the inspector

The Board considered that the proposed amendments would satisfy the criteria of section 170A(3)(b) of the Planning and Development Act, and therefore would not be of such a nature as to affect the overall nature of the scheme or require a more fundamental review procedure to be followed.

Having regard to the overall provisions of Section 170A of the Planning and Development Act, 2000 (as amended) the Board agreed with the inspector's conclusion that the proposed amendments would not be material, given the limited

potential to impact on the overall scheme objectives or the character of the overall Adamstown area.

The Board adopted the screening assessment carried out by the inspector in relation to the requirement for Strategic Environmental Assessment (SEA) and Appropriate Assessment (AA). The Board agreed with the conclusion that the need for SEA or AA does not arise owing to the limited nature of the proposed amendments and the scope of the original SEA and AA procedures already completed for the adopted scheme.

Elaine Power

Planning Inspector

8th July 2020