

File With

SECTION 131 FORM

Appeal No

PL-500165-WW

Defer Re O/H

☐

Having considered the contents of the submission dated/received **21/11/2025** from **Mohamed Shousha** I recommend that section 131 of the Planning and Development Act, 2000 ~~be~~ not be invoked at this stage for the following reason(s):

no in planning system

Section 131 not to be invoked at this stage

☒

Signed



EO

Section 131 to be invoked — allow 2/4 weeks for reply

☐

Date

26/11/25

Signed

SEO/SAO

Date

M

Please prepare BP — Section 131 notice enclosing a copy of the attached submission.

To

Task No

Allow 2/3/4 weeks

BP

Signed

EO

Date

Signed

AA

Date

Observation

Correspondence Coversheet

Page 1 of 2

Case Number
PL-500165-WW

Case Priority
Normal

Case Lodged On
24/10/2025

Case EO
Catherine Flynn

PA Reg. Reference
2560207

Case Details

Planning Authority
Wicklow County Council

PA Reg. Reference
2560207

Summary Description
Mixed use development, comprising of residential units and commercial spaces and all associated ancillary site works.

Site Location
Site largely within the Former Bray Golf Course Lands , Off Ravenswell Road and Dublin Road , Bray

Observation Details

Latest Appeal Lodged Date
28/10/2025

Last Date for Receipt of Observations
24/11/2025

Correspondence Details

Correspondence Type
Observation

Received From
Mohamed Shousha

Lodged On
21/11/2025

Validity
Valid

Valid OH Req
No

Issue
BP40 — English

Participant
Mohamed Shousha

Representative
—

Response Date
Applicable
☐

Number of Days
Allowed
—

Keep Copy of Letter
☐

Return Docs
☐

Keep Envelope
☒

Comments
—

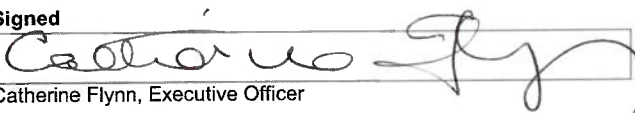
Filing

Attach to File
☐

Return to EO
☐

Signatures

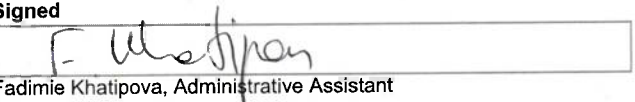
Signed


Catherine Flynn, Executive Officer

Date

25/11/2025

Signed


Fadime Khatipova, Administrative Assistant

Date

26/11/25

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File With

SECTION 131 FORM

Appeal No

ABP—

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Having considered the contents of the submission dated/received
from I recommend that section 131 of the Planning
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Section 131 not to be invoked at this stage.

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☐

Signed

Date

EO

Signed

Date

SEO/SAO

M

Please prepare BP — Section 131 notice enclosing a copy of the attached submission.

To

Task No

Allow 2/3/4 weeks

BP

Signed

Date

EO

Signed

Date

AA



An
Coimisiún
Pleanála

Planning Appeal Online Observation

Online Reference
NPA-OBS-005688

Catherine
E
FEE-PAY-600539

Online Observation Details

Contact Name
Mohamed Shousha

Lodgement Date
21/11/2025 12:07:33

Case Number / Description
500165

Payment Details

Payment Method
Online Payment

Cardholder Name
Mohamed Shousha

Payment Amount
€50.00

Processing Section

S.131 Consideration Required

☐ Yes — See attached 131 Form

☐ N/A — Invalid

Signed

EO

Date

Fee Refund Requisition

Please Arrange a Refund of Fee of

€

Lodgement No

LDG—

Reason for Refund

Documents Returned to Observer

☐ Yes

☐ No

Request Emailed to Senior Executive Officer for Approval

☐ Yes

☐ No

Signed

EO

Date

Finance Section

Payment Reference

ch_3SVt7gB1CW0EN5FC1JOxmpiW

Checked Against Fee Income Online

EO/AA (Accounts Section)

Amount

€

Refund Date

Authorised By (1)

SEO (Finance)

Authorised By (2)

Chief Officer/Director of Corporate Affairs/SAO/Board
Member

Date

Date

Observation To An Coimisiún Pleanála

In Support Of Case reference: PL27.500165, Planning Authority Case Reference: 2560207 (Sea Gardens Phase 2)

Submitted on behalf of a substantial cohort of residents and supporters in favour of the proposed development

1. Executive Grounds Supporting Permission

This appeal is submitted on behalf of a substantial cohort of local residents and supporters in favour of Case reference: PL27.500165, Planning Authority Case Reference: 2560207 (Sea Gardens Phase 2) on the former Bray Golf Club lands.

Submission that the proposed development represents a plan-led, policy-aligned, sustainable regeneration of a strategically zoned brownfield opportunity site, consistent with the vision and objectives articulated across multiple layers of statutory and strategic guidance, including:

- the Wicklow County Development Plan,
- the Bray Local Area Plan,
- the National Planning Framework (NPF),
- and Section 28 Ministerial Guidelines including the Sustainable Residential Development in Urban Areas Guidelines and the Urban Development and Building Heights Guidelines.

Further to that the proposed development is demonstrably aligned with national and regional objectives to:

- consolidate growth within serviced, transport-adjacent urban footprints,
- regenerate underutilised lands within established settlements,
- and provide increased housing supply proximate to high-capacity public transport corridors.

The Sea Gardens Phase 2 proposal is precisely the form of compact, sustainable, brownfield regeneration that the National Planning Framework explicitly promotes and prioritises.

Accordingly, the granting of permission is both reasonable and appropriate in principle, and fully consistent with the proper planning and sustainable development of the area.

2. Housing Supply, National Need, and Economic Benefit

Planning Application Ref. 2560207 (Sea Gardens Phase 2) directly addresses one of the most critical and urgent public-interest challenges in the State: the national housing shortage.

Multiple independent national authorities — including the ESRI, the Housing Commission, the Central Bank, and the Department of Housing — have confirmed that Ireland is not delivering the volume of housing required to meet demographic demand. This is a systemic and ongoing structural deficit, and the National Planning Framework identifies compact growth — particularly on brownfield and serviced sites — as an absolute national priority.

The former Bray Golf Club lands have been strategically zoned and masterplanned for over two decades in anticipation of this growth. Their purpose is not hypothetical: these lands were planned for homes, community facilities, and mixed-use urban fabric as part of Bray's expansion strategy. Phase 2 is not opportunistic — it is the intended delivery pathway of a policy-led, multi-decade development programme.

Furthermore, the economic benefits associated with Phase 2 extend significantly beyond housing output. Mixed-use delivery (residential, commercial, hotel, childcare, medical) supports long-term sustainable employment, on-site services, meaningful local spending retention, and counter-cyclical economic resilience. This is not a transient "construction boost" — this is enduring structural economic capacity delivered into Bray's core urban area.

Refusing or delaying development on this zoned, serviced, flood-defended, transport-adjacent land in the midst of a national housing emergency would run counter to the National Planning Framework, regional settlement hierarchy, and the State's Section 28 compact growth objectives — and would materially undermine Bray's role within the metropolitan area.

The proper planning and sustainable development of Bray requires that these lands deliver the homes and community functions they have been zoned — and publicly invested in — to provide.

3. Flood Risk, Sequential Approach, and FRA Response

Objectors assert that the site forms part of a floodplain and therefore is inappropriate for residential-led mixed use development. This interpretation does not reflect the engineering reality of the site, the verified performance of the State's flood protection infrastructure, or the purpose of the Flood Risk Management Guidelines as applied in defended urban contexts.

A comprehensive Flood Risk Assessment (FRA) has been undertaken in accordance with OPW guidance and national planning policy. This FRA sets out clearly that the site is protected by permanent, engineered flood defences — publicly funded, designed, constructed, certified, and commissioned specifically to enable the redevelopment of the former Bray Golf Club lands. It is important to emphasise: this is **not** land awaiting mitigation; this is land that has already been

structurally **mitigated**. The defences are not hypothetical, they are not “planned future works,” and they are not aspirational. **They are completed — and they are functioning.**

Opposing submissions attempt to re-interpret this land as if the flood defences were not present — effectively arguing for a scenario in which a **€46 million scheme completed in 2017 of public investment** must be treated as if it does not exist. That is incorrect. The FRA uses defended conditions, as required by the Guidelines, because the OPW design objective of the River Dargle scheme was precisely to facilitate redevelopment and urban consolidation. The correct application of the Sequential Approach in defended settlements is to consider the defended condition — as applied here.

Furthermore, the FRA explicitly demonstrates that highly vulnerable uses are positioned at appropriate levels above the design protection threshold, that road levels and access routes are set above the defended design standard, and that any residual exceedance event is planned for with resilience measures that meet and exceed best practice. Sustainable urban drainage measures and green space allocations also further attenuate surface water risk.

In simple terms: the State has **already invested heavily** to make this land safe to develop. The FRA confirms that this work has achieved its intended purpose. To now prevent development on the basis of historic pre-defence mapping would not only contradict the Guidelines — it would also effectively nullify the very public capital investment that was made to enable the proper planning and sustainable development of this served, defended urban land bank.

4. Transport, Public Mobility, and Sustainable Movement Framework

Some opposing submissions suggest that the proposed development should be refused due to concerns regarding traffic generation. This line of reasoning reflects an outdated, car-centric planning logic that is inconsistent with national transport policy and the evolution of Irish spatial planning. Contemporary national strategy is explicit: *the solution to traffic congestion is not to restrict housing delivery — the solution is to locate housing where people do not need to rely on private cars.*

Sea Gardens Phase 2 is directly aligned with this principle.

The site benefits from immediate proximity to the DART rail corridor — a fixed, high-capacity public transport spine which is uniquely rare among new development land banks nationwide. In addition, the Greater Dublin Area Transport Strategy includes the planned extension of the Luas to Bray, with Sea Gardens positioned along the intended strategic corridor. BusConnects upgrades will also significantly enhance high frequency bus capacity and reliability serving Bray and connecting into the wider metropolitan network.

The National Planning Framework is unambiguous: brownfield, transport-adjacent, serviced land is the priority location for new homes. Sea Gardens scores at the highest level in this hierarchy — rail-connected, future Luas enabled, and BusConnects served.

Refusing development in a location that is so uniquely positioned to support modal shift — for fear that the existence of new residents may cause traffic — would contradict the basis of compact, transit-oriented growth. It would also, perversely, push new homes instead to car-dependent commuter belts where traffic generation is maximised, not minimised.

Traffic concerns are not solved by preventing people from living near transport. They are solved by enabling homes, services, employment and daily needs within walkable, transit-connected urban fabric — exactly what Sea Gardens Phase 2 is designed to deliver.

5. Well-Planned Mixed Use Community, Safety, and Urban Activation

The proposed development is not simply a housing scheme — it represents the delivery of a complete mixed-use urban neighbourhood. Phase 2 includes homes, childcare provision, medical services, employment-generating commercial space, wellness and hospitality functions, community-supporting retail, and significant public amenity and green space. This is the contemporary compact urban model envisaged by the National Planning Framework and the Sustainable Residential Development Guidelines — a “live-work-services” environment where daily needs are met locally and sustainably.

Critically, the failure to complete the build-out of the masterplan area does not result in a neutral outcome; it results in the perpetuation of large tracts of **inactive, unsecured, low-surveillance** land. Vacant land in urban locations has a well-established correlation with **anti-social behaviour**, opportunistic misuse, and perceived **personal safety concerns**. Incomplete masterplan delivery actively suppresses safety — it is not a neutral state.

The activation of streets, parks, and frontages through occupied homes and daily community activity is one of the most powerful means of natural urban surveillance. Mixed use development generates “eyes on the street”, evening economy presence, passive supervision, non-peak hour movement, and continuous use. That is the condition in which safety thrives.

It must be stated clearly: preventing development in this location **does not protect the public** — it preserves the very conditions that increase vulnerability. The objectors’ position, if adopted, would extend the lifespan of silent, unlit, unoccupied urban lands adjacent to the rail line and waterfront. That is not consistent with public safety. Community safety is strengthened by completion — not delay.

6. Ecology, Swan Flights and the Bridge Context

Opposing submissions suggest that tall buildings associated with this application would endanger swans in flight at Bray Harbour. This assertion both mischaracterises the development proposals and misunderstands the physical layout and built context of the harbour environment.

Firstly, the majority of the Phase 2 development is **not high-rise**. The scheme is predominantly terraced houses, duplex units and mid-rise blocks between 2 and 7 storeys. The isolated taller element is not adjacent to the harbour flight corridor, and the project has been designed with massing that steps down towards open space and amenity zones.

Secondly, the ongoing public discussion around “the bridge” is being wrongly conflated. Phase 2 is associated with the **Fran O’Toole Bridge** upgrade, not the separate conceptual sustainable transport bridge referenced in certain objector submissions. These are distinct interventions. The applicant is not proposing — nor delivering — a suspension-type bridge structure at the harbour mouth.

Thirdly, it is important to note that Bray Harbour already contains multiple bridge structures — including two existing major bridge elements — directly adjacent to the swan flight area. Any new future bridge, if and when delivered, would not create an isolated visual obstacle — it would visually and spatially anchor within an already bridged environment. The idea that swans can navigate the current two bridges but would be uniquely unable to navigate a carefully designed third structure is not rational.

Finally, if and when a future transport bridge design is progressed, that design can and will be subject to refinement — including bird-friendly measures. International best practice offers multiple proven mitigation tools (non-reflective glazing, surface treatment, vertical articulation, lighting control). There is no credible ecological basis to assert that such mitigation cannot be integrated.

No ecological principle or evidence supports the claim that Phase 2 development would meaningfully increase risk to swans — and the planning concerns expressed by some objectors in this regard are not grounded in the actual material form of Phase 2 or in the actual public infrastructure proposal relevant to this phase.

7. Policy Compliance and Proper Planning Context

The proposed development is fully aligned with the adopted plan-led policy framework governing the site and its role within Bray’s growth strategy.

National Policy

National Planning Framework (NPF) Objective **3b** requires that at least 50% of new homes in

cities and large towns be delivered within existing built-up footprints.

NPF Objective 13 requires that higher densities be pursued in urban areas served by high-capacity public transport.

The site directly aligns with both.

Regional Policy

RSES Regional Policy Objective **RPO 5.2** promotes compact growth through consolidation within existing settlement footprints.

RPO 5.3 supports brownfield reuse within transport-served contexts as a priority in the metropolitan area.

Sea Gardens Phase 2 is exactly this typology.

Ministerial Guidelines

The Urban Development and Building Height Guidelines (2018) expressly support increased height and density at urban public transport nodes.

The Sustainable Residential Development in Urban Areas Guidelines require mixed-use walkable neighbourhood formats, not monofunctional suburban patterns.

Local Policy

The Bray Local Area Plan and the relevant zoning history confirm that the former Bray Golf Club lands are intended to support Bray's residential expansion in combination with mixed-use community functions. This is not incidental — the policy intent is foundational and long-established.

It would be a material departure from the established statutory planning hierarchy to refuse residential-led mixed use development on serviced, defended, brownfield lands located directly beside high-capacity rail infrastructure and planned Luas extension.

The proposed development therefore satisfies the "proper planning and sustainable development" test under the Planning and Development Act 2000 (as amended) and aligns with the Section 28 policy requirements that An Coimisiún Pleanála is obliged to have regard to in its decision-making function.

8. Conclusion and Formal Request

For all of the reasons set out above, it is seen that the proposed development is plan-led, fully policy compliant, technically robust, environmentally safeguarded, transport-integrated and necessary in the public interest.

To refuse a permission on this serviced, defended, zoned, transport-adjacent brownfield site — in the midst of a national housing crisis — would not constitute the proper planning and sustainable development of the area. It would actively undermine adopted national, regional and local policy objectives, contradict the National Planning Framework's compact growth strategy, nullify substantial State investment in engineered flood protection infrastructure, and perpetuate the unsafe and anti-social outcomes associated with incomplete masterplan delivery.

Accordingly, respectfully urging that An Coimisiún Pleanála should grant permission for Planning Application Ref. 2560207 (Sea Gardens Phase 2) on the former Bray Golf Club lands.

Approval is not only justified — it is required in order to deliver the outcomes that national spatial policy, regional settlement strategy, and Bray's local planning vision collectively demand.

Mohamed Shousha

118 Shoreside Park, Sea Gardens

Bray, Co. Dublin

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