BORD PLEANÁLA
Planning & Environmental Consultants LDG-ABP-Time: Attn: The Secretary An Bord Pleanála 64 Marlborough Street

Dublin 1

# AN BORD PLEANÁLA

1 5 OCT 2018

LTR DATED 00 LDG-

ABP-



10th October 2018

Our Ref: Your Ref: 180927

Re: An Bord Pleanála Section 5(3) Referral, on question of Exempted Development status of conversion of ground floor offices to a 2-bedroom apartment at Ti Choinn, Gleann na Rí, Murrough, Galway

Dear Sir/Madam.

On behalf of our client, Tom King (c/o O'Neill O'Malley, 1st Floor, Technology House, Galway Technology Park, Parkmore, Galway), please find enclosed a complete copy of the Section 5 Declaration Application submitted by our client to Galway City Council on the 20th August 2018 (Ref: P/DC/3/14/18) under the provisions of Section 5 of the Planning and Development Act 2000, (as amended).

The Section 5 Declaration application relates to a proposal for the conversion of ground floor offices to a 2-bedroom apartment at Ti Choinn, Gleann na Rí, Murrough, Galway. The application sets out our clients position that the proposed development was exempted development under the change of use exemptions set out in S.I. no. 30 of 2018 - Planning and Development (Amendment)(No.2) Regulations 2018.

The Council determined that the proposed works were not considered to be exempted development for the following reason:

The offices in question were granted as ancillary offices to the student accommodation originally granted under Pl. Ref. 99/918, as amended by Pl. Ref. 02/346. In this regard the proposed change of use would contravene the conditions attached to Pl. Ref. 99/918 and Pl. Ref. 02/346 and therefore requires the benefit of planning permission. The proposed change of use is therefore not considered to be exempt from planning permission.

As a result of the Planning Authority's decision (dated the 17th of September 2018), this correspondence form the basis of a referral under Section 5(3)(a) of the Planning and Development Act 2000, as amended, to An Bord Pleanála. We are therefore, on behalf of our client, referring this matter to An Bord Pleanála for consideration. Accordingly, as set out in the Section 5 application lodged with the Planning Authority, we are requesting the Board to determine whether the proposed conversion of ground floor offices to a 2-bedroom apartment at Ti Choinn, Gleann na Rí, Murrough, Galway is or is not exempted development under the change of use exemptions set out in the provisions of S.I. no. 30 of 2018 – Planning and Development (Amendment) ( No. 2) Regulations 2018.

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### **Outline of Proposed Works**

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It is proposed to convert ground floor offices to a 2-bedroom apartment and connect to the existing services at Ti Choinn, Gleann na Rí, Murrough, Galway. It is intended to provide private open space for the new apartment via the existing communal open space serving Ti Choinn, Gleann na Rí. There is a similar arrangement in place for the other ground floor apartments in the building as accepted by the Planning Authority under Pl. Ref. 15/359.

Compliance with S.I. no. 30 of 2018- Planning and Development (Amendment) (No. 2) regulations 2018.

As previously set out the applicant sought a declaration on the basis of the change of use exemptions set out in S.I. no. 30 of 2018 – Planning and Development [Amendment][No.2] Regulations 2018 which amend article 10 of the Planning and Development Regulations 2001 by inserting a new subarticle (6), which makes provision for the change of use of specified classes of use to residential use, without the requirement to obtain planning permission during the relevant period, which commences on the date of the making of the Regulations and concludes on 31 December 2021. Subarticle 10(6)(b) states:

(b) This sub-article relates to a proposed development, during the relevant period, that consists of a change of use to residential use from Class 1, 2, 3 or 6 of Part 4 to Schedule 1.

Further, in sub-article 10(6)(c), the criteria for compliance with the regulations are set out as follows:

Notwithstanding sub-article (1), where in respect of a proposed development referred to in paragraph (b)—

(i) the structure concerned was completed prior to the making of the Planning and Development (Amendment) (No. 2) Regulations 2018,

(ii) the structure concerned has at some time been used for the purpose of its current use class, being Class 1, 2, 3 or 6, and

(iii) the structure concerned, or so much of it that is the subject of the proposed development, has been vacant for a period of 2 years or more immediately prior to the commencement of the proposed development, then the proposed development for residential use, and any related works, shall be exempted development for the purposes of the Act, subject to the conditions and limitations set out in paragraph (d).

Thus, sub-article 10(6)(c) sets out the circumstances in which a change of use to residential use shall be exempted development. Significantly, however, sub-article (d) enumerates the relevant conditions and limitations or provides "de-exempting" criteria, including, at paragraph (d)(ix):

No development shall contravene a condition attached to a permission under the Act or be inconsistent with any use specified or included in such a permission.

The proposed development accords with the provisions of S.I. no. 30 of 2018 – Planning and Development (Amendment)(No.2) Regulations 2018 and is not de-exempted by any of the aforementioned criteria, as evident in Table 1, attached.

AN BORD PLEANÁLA

Galway City Council Decision

15 OCT 2018

The decision which issued from Galway City Council under GCC Ref. P/DC/3/14/18 (dated 17th September 2018) stated that: LTR DATED

'the offices in question were granted as ancillary offices to the student accommodation originally granted under Pl. Ref. 99/918, as amended by Pl. Ref. 02/346. In this regard the proposed change of use would contravene the conditions attached to Pl. Ref. 99/918 and Pl. Ref. 02/346 and therefore requires the benefit of planning permission.'

The decision or Planner's Report did not specifically state which conditions of Pl. Ref. 99/918 and Pl. Ref. 02/346 are being contravened by the proposed development. We have undertaken a detailed review of the conditions attached to the relevant planning permissions and are of the opinion that, on the basis of the wording of the refusal reason, the Planning Authority are referring to Condition No.1 of Pl. Ref. 99/918 as being allegedly contravened. Condition No.1 states the following:

'The development shall be carried out and completed in accordance with the application made on 22/12/1999, as revised and amended by documentation submitted on 28/1/2000 and 10/03/2000 but subject, however, to the requirements of the further conditions hereafter incorporated.

Reason: To ensure that the development is carried out in accordance with the permission and that effective control is maintained.'

A review of the Planner's Report which accompanied Galway City Council's declaration (Ref. P/DC/3/15/18) indicates that the basis for their decision relates to the vacant offices being granted permission as an ancillary use to the primary use of the building as student accommodation. Therefore, it is alleged that these ancillary uses are integral to the operation of the building as student accommodation. The Planning Officer's report states:

'As referenced in the planning history section above, planning permission was originally granted under Pl. Ref. 99/918 for a private residential or student accommodation comprising a total of 140 no. apartments, along with ancillary facilities consisting of a 3 storey local shops including launderette, bank, restaurant, caretaker's apartment and a conference room. In this context it is highlighted that the change of use of any of the ancillary facilities, such as a retail unit, seminar room or offices, to a residential unit, is not considered to be exempt under the abovementioned legislation as these facilities were granted as an integral part of the original student accommodation.'

It is considered that the rationale being adopted by the Planning Authority is that the extant permitted ground floor uses at Ti Choinn are ancillary to the student accommodation overhead and to permit their change of use would be contrary to Condition No.1 of Pl. Ref. 99/918 and Pl. Ref. 02/346 thereby de-exempting the change of use in the context of S.I. no. 30 of 2018 – Planning and Development (Amendment)[No.2] Regulations 2018.

However, it should be noted by An Bord Pleanála that the overhead accommodation at Ti Choinn was permitted as both student accommodation and/or private residential accommodation. The requirement to provide the 'ancillary' uses i.e. office space was originally a requirement of the Section 50 Student Accommodation provisions. It should also be noted that the use of the accommodation overhead the ground floor at Ti Choinn as student accommodation ceased in 2012

and is now predominantly made up of private residential accommodation. Therefore, it is our opinion that the ground floor uses i.e. office space are no longer *ancillary* to any other use. Given that these uses are no longer ancillary to any use it is not considered reasonable to conclude that the proposed change of use would contravene Condition No.1 of Pl. Ref. 99/918 and Pl. Ref. 02/346. On the basis that the proposed development would not contravene Condition No.1 of Pl. Ref. 99/918 and Pl. Ref. 02/346 the refusal reason cited by the Planning Authority is considered to be invalid. For this reason, we respectfully request that An Bord Pleanála take the above into consideration and declare that the proposed change of use is exempted development under the provisions of S.I. no. 30 of 2018 – Planning and Development (Amendment)[No.2] Regulations 2018.

#### Conclusion

From examination of the Planner's Report on the Section 5 application, it is our understanding that Galway City Council are of the opinion that the existing permitted ground floor uses at Ti Choinn are ancillary to the student accommodation as part of the overall Gleann na Rí development and to permit their change of use would be detrimental to the permitted student accommodation use and be contrary to Condition No.1 of Pl. Ref. 99/918 and Pl. Ref. 02/346.

It must be considered that the development was permitted as both private residential and student accommodation. The development was completed under 'The student accommodation scheme' introduced in section 50 of the Finance Act 1999, as part of this scheme communal facilities such as office space were required. In this regard, the primary use of the accommodation over the ground floor at Ti Choinn, for the purposes of student accommodation, ceased in 2012 and is now predominantly made up of private residential accommodation. Therefore, it is our opinion that the ground floor uses are no longer 'ancillary' to any other use in the development.

In this regard it is considered that the office space, which have been vacant for over two years is in accordance with the change of use exemptions set out in S.I. no. 30 of 2018 — Planning and Development (Amendment)[No.2) Regulations 2018 which amend article 10 of the Planning and Development Regulations 2001 and is therefore exempted development.

The proposed conversion of the existing office space will provide a 2-bedroom apartment and considering that there is a pressing requirement to provide additional housing units country wide it is our opinion that it is contrary to the provisions of the planning legislation for Galway City Council to determine that the proposals are not exempted development.

On the basis of the above, and the previously submitted Section Sympolication documentation also enclosed, we wish to refer this matter to the Board for its consideration and enclose the appropriate fee of €220.

The previously submitted Section 5 application documentation, enclosed with this correspondence, is listed as follows:

Copy of Declaration of Exempted Development Form.

Copy of requisite application drawings.

Copies of the decision issued from Galway City Council under Ref. P/DC/3/14/18, as well as the Planner's Report on file, are also enclosed in this correspondence.

We trust the attached is in order; however, should you require further clarification on any matter of the attached referral, please do not hesitate to contact this office.

Yours sincerely,

TANTA

Van Benner.

Alan Bannon Planner McCarthy Keville O'Sullivan Ltd.

Encl.

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**Table 1:** Compliance with the limitations and conditions set out in the provisions of S.I. no. 30 of 2018 – Planning and Development (Amendment) (No. 2) Regulations 2018.

Limitations and conditions	Compliance
The development is commenced and completed during the relevant period.	<b>✓</b>
Subject to sub-paragraph (iii), any related works, including works as may be required to comply with sub-paragraph (vii), shall affect only the interior of the structure and shall not materially affect the external appearance of the structure so as to render its appearance inconsistent with the character of the structure or of neighbouring structures	<b>√</b>
Any related works for the alteration of existing ground floor shop fronts shall be consistent with the fenestration details and architectural and streetscape character of the remainder of the structure or of neighbouring structures.	✓
No development shall consist of or comprise the carrying out of works to the ground floor area of any structure which conflicts with any objective of the relevant local authority development plan or local area plan, pursuant to the Part 1 of the First Schedule to the Act, for such to remain in retail use, with the exception of any works the purpose of which is to solely provide on street access to the upper floors of the structure concerned.	✓
No development shall consist of or comprise the carrying out of works which exceeds the provision of more than 9 residential units in any structure	✓
Owelling floor areas and storage spaces shall comply with the minimum floor area requirements and minimum storage space requirements of the 'Sustainable Urban Housing: Design Standards for New Apartments — Guidelines for Planning Authorities" issued under section 28 of the Act or any subsequent updated or replacement guidelines	<b>√</b>
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No development shall consist of or comprise the carrying out of works to protected structure, as defined in section 2 of the Act, save where the relevant planning authority has issued a declaration under section 57 of the Act to the effect that the proposed works would not materially <b>are ca</b> te	1 5 OC  2018
he character of the structure or any element, referred to in sect qnpg- [7(1)(b) of the Act, of the structure.	
No development shall contravene a condition attached to a permission — Inder the Act or be inconsistent with any use specified or included in such I permission.	1
No development shall relate to any structure in any of the following areas:  I) an area to which a special amenity area order relates;  II) an area of special planning control;  III) within the relevant perimeter distance area, as set out in Table 2 of Schedule 8, of any type of establishment to which the Major Accident Regulations apply	✓
No development shall relate to matters in respect of which any of the restrictions set out in subparagraph (iv), (vii), (viiA), (viiB), (viiC), (viii) or (ix) of article 9(1)(a), or paragraph (c) or (d) of article (9)(1), would apply.	<b>√</b>

No development shall consist of or comprise the carrying out of works for the provision of an onsite wastewater treatment and disposal system to which the code of practice made by the Environmental Protection Agency pursuant to section 76 of the Environmental Protection Agency Act 1992 relates and entitled Code of Practice — Wastewater Treatment and Disposal Systems Serving Single Houses together with any amendment to that Code or any replacement for it.

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Declaration of Exempted Development Form (S.5 of Planning and Development Act 2000)

	ALL QUESTIONS MUST BE ANSWERED.  Al Address of Site or Building:  CHOTINN LELEANY NA RÍ M	URROUGH, GALWAY
Plan Ref. No (if none, give de	Previous Application 15/359 escription sufficient to identify)	
2. Name of App	licant in full: Tom KW6	
Address if differ	ent from No. 1 above)	CASTAR BORD PRESSALINAN
Tel No.		
Email address		1 5 OCT 2018
		LTR DATED
3. (a) Sta	ate applicants interest in site if any (freehold, leaseho	ASP provide the name and address of the owner:
N.B. If applicant	is not the Freehold owner of the land in question, ple	ase provide the name and address of the owner:
4. CONVERT	ief description of proposed development:  Existing Office Spaces Townscripts Services Spaces Have Bern Valant fo	O A 2 BEDROOM APARTMENT WITHIN THE EXISTING BUILDING.
	ditional Information if the development involves a	
Floor Area of	(i) Proposed extension ( ) Sq.	M.
	(ii) Any existing extensions to the property (	) Sq. M.
	(iii) Amount of private open space remaining	to the rear of the house ie excluding garages/stores
NB. ALL DRAW	INGS SHOULD BE SUBMITTED IN A METRIC SCAI	LE
		the Erection of garages / stores etc within the garden
of a house	1/	
Floor Area of	(i) Proposed store / garage / shed etc	) Sq. M.
	(ii) Any existing store / garage / shed in the garder	n () Sq. M.
	(iii) Amount of private open space remaining to th	e <u>rear or side</u> of the house .i.e. excluding garages/stores
N.B. (i), (ii) and		bmitted drawings for each of the above categories

In the case of any building or buildings to be retained on site, or for a change of use of the property, please state:  (a) Present use of each floor or use when last used: OFFICE Spaces - 16.5. separate.	
(b) Proposed use of each floor: 2 BEDROOM Apparament - 96.5 sq  I HEREBY DECLARE that the information given in this form is correct	
Signature of Applicant (or his Agent): Line Man (AGENT - DIVERL O'MALLEY LTD.)	
Date: 17/88/2018	
List of drawings in metric required with application – tick box: Site Location plan (1:1000)  Layout Plan (1:200 or 1:500)   Plans and Elevations (1:50 or 1:100)   Appropriate Fee €80.00	
Fees can be paid by cash, cheque, debit card or credit card at the cash office in City Hall. Payment can also be made by phoning Customer Service on (091) 536960.	€
The Law Governing the Planning System is set out in the Planning and Development Act 2000 and the Planning and Development Regulations 2001 and 2002. These may be accessed by way of a link with the Department of the The Acts and the Regulations can also be purchased from the Government Publications Sale Office. Sun Alliand House, Molesworth Street, Dublin 2.  Telephone 01 647 6834/35/36/37)	
Environment http://www.environ.ie/devindex.html  AN BORD PLEANÁI	A
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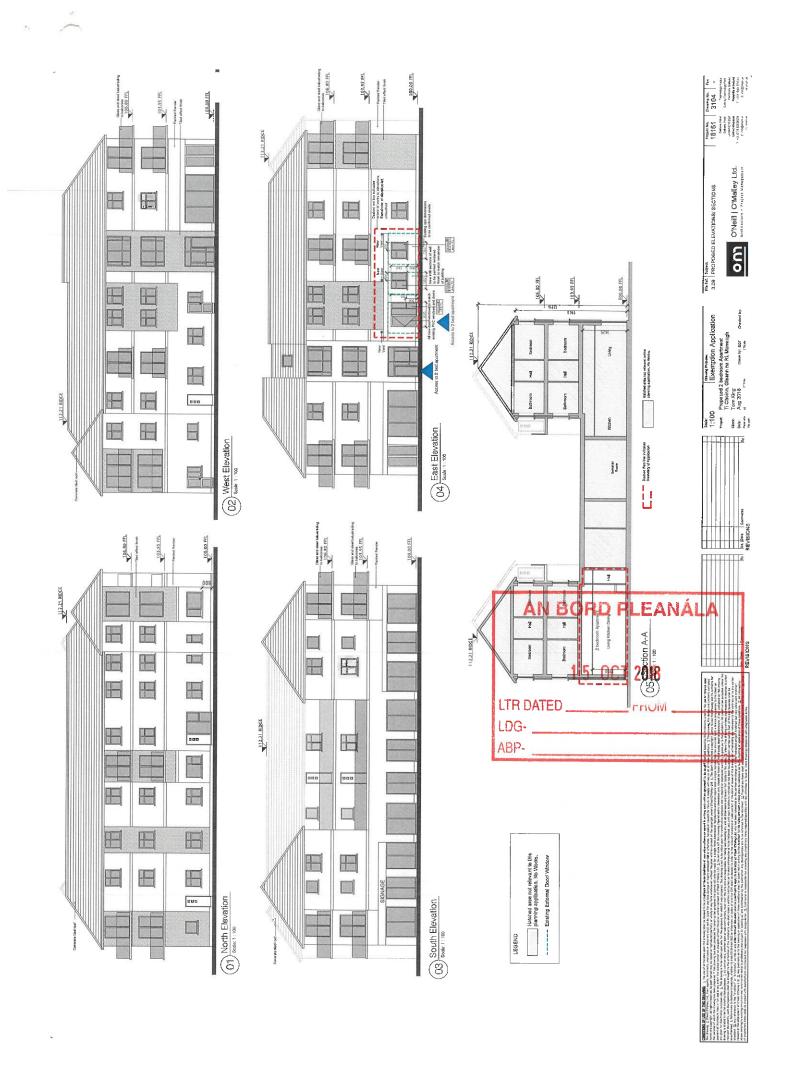
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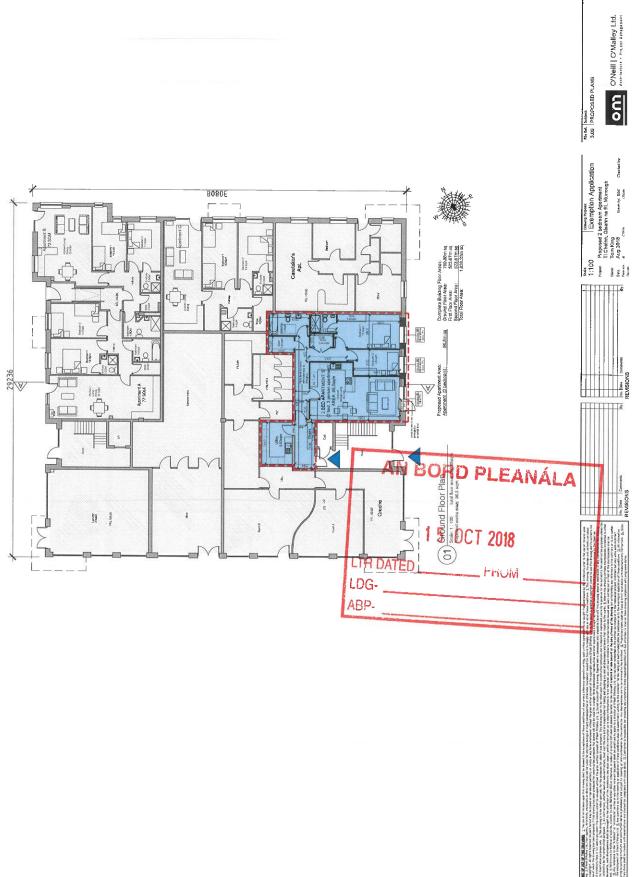
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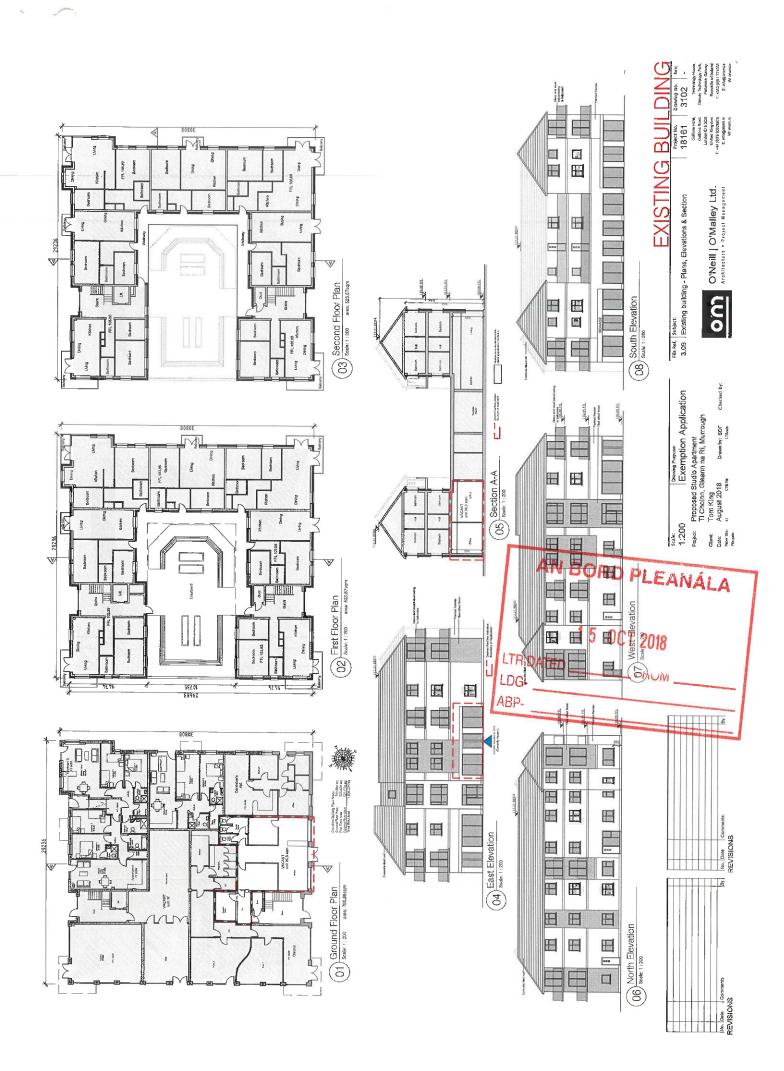
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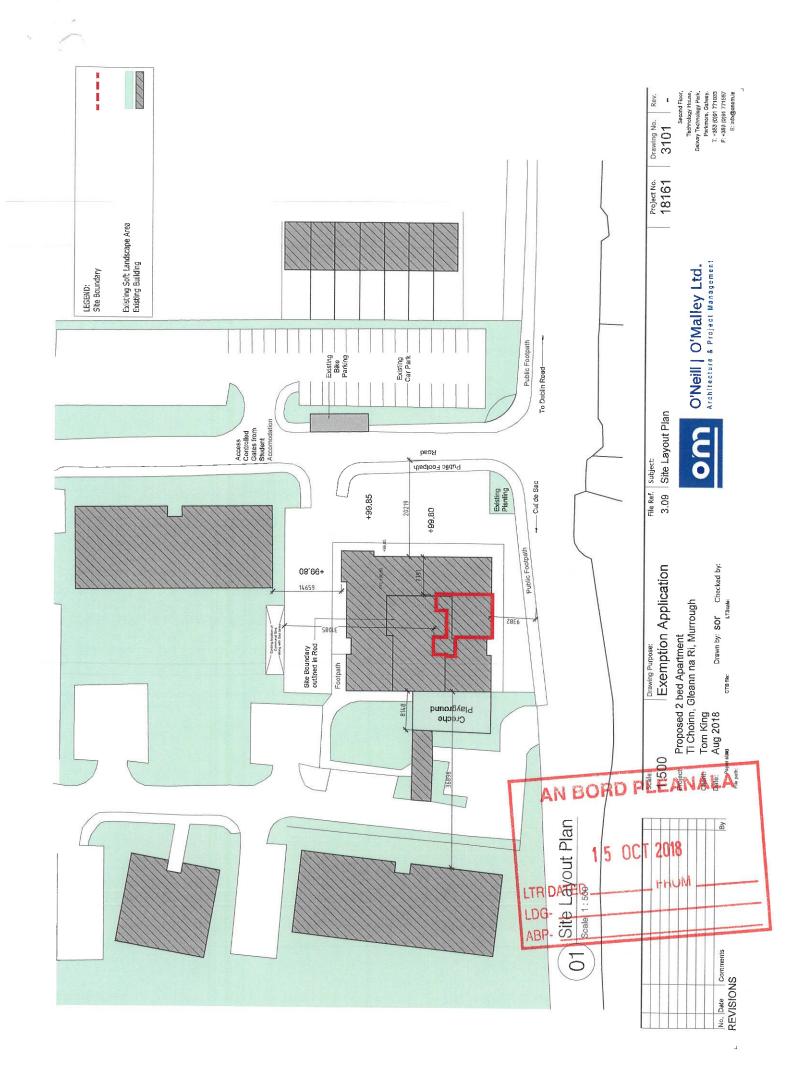
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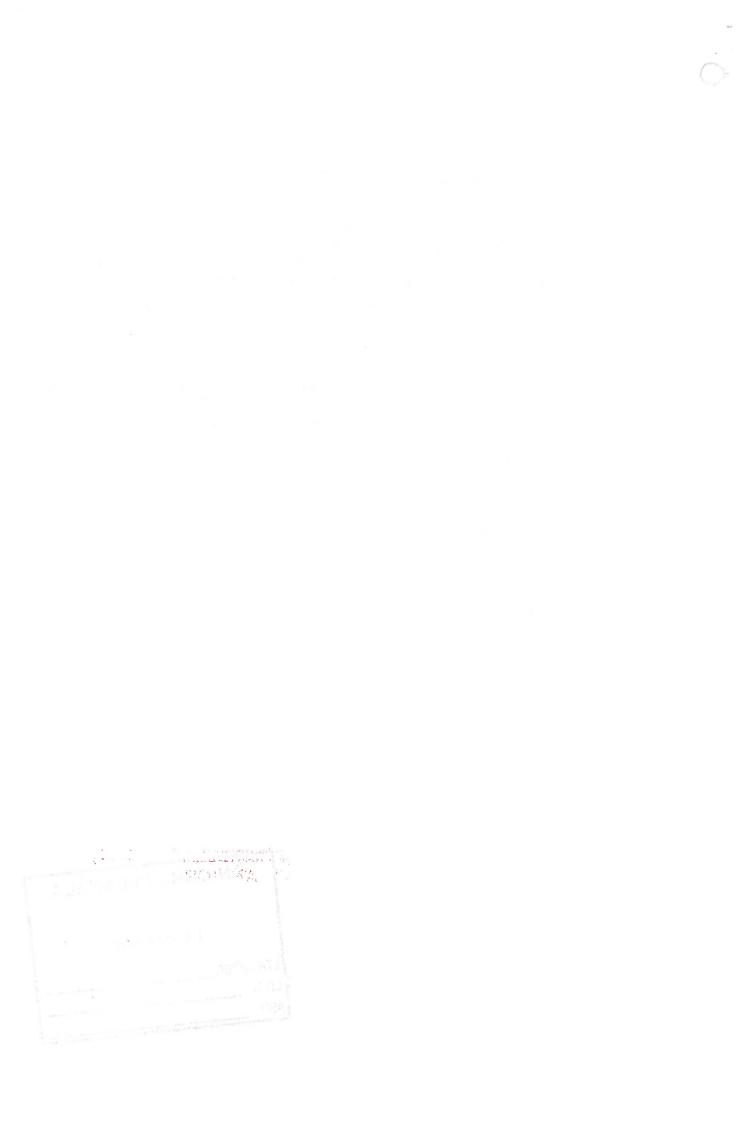
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Exempted Development Application - Ti Choinn, Gleann na Ri Galway

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Halla na Cathrach Bòthar an Choláiste Gaillimh H91 X4K8

City Hall College Road Galway H91 X4K8

Our Ref: P/DC/3/14/18

September 2018

Tom King, c/o O'Neill O'Malley, Technology House, Galway Technology Park, Parkmore, Galway.

Planning Declaration under Section 5 of the Planning & Development Act, 2000 (as amended), & Planning and Development Regulations 2001 (as amended).

Re: Conversion of ground floor office space for use as a 2 bed apartment.

At: Ti Choinn, Gleann na Rí, Murrough, Galway.

A Chara,

I refer to your recent application for a declaration of exempted development in relation to the above and I wish to inform you that a declaration of exempted development is refused for the following reasons:

 The offices in question were granted as ancillary offices to the student accommodation originally granted under Pl. Ref. 99/918, as amended by Pl. Ref. 02/346. In this regard the proposed change of use would contravene the conditions attached to Pl. Ref. 99/918 and Pl. Ref. 02/346 and therefore requires the benefit of planning permission. The proposed change of use is therefore not considered to be exempt from planning permission.

However, it must be emphasised that this opinion is given without prejudice to the provisions of Section 5(3) of the Planning & Development Act 2000 – (as amended.) "Where a declaration is issued under this section, any person issued with a declaration may, on payment to the Board of such a fee as may be prescribed, refer a declaration for review by the Board within 4 weeks of the date of the issuing of the declaration BORD PLEANAL

Mise le Meas.

1 5 OCT 2018

Caroline Phelan,

A/Director of Services,

Planning Department.

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Fáiltítear roimh chomhfhreagras i nGaeilge / Correspondence In Irish is welcomed

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Section 5 of Planning and Davalopment Act 2000, as amended,

Ref. Ned

P/DE/3/14/18

Address: Applicant: Ti Cheinn, Gleann na Ri, Galway

Tom King.

Description of Development:

Conversion of ground fluor offices, at Ti Choinn, Gisann no Ri,

for use as a 2-bed spartment.

### **Planning History**

14/324: Permission granted for a development at Block 14 (Ti Choinn), namely the change of use of 2 No. vacant retail units (previously a restaurant and a shop) to 3 no. 2 bed ground floor apartments. This application to include alterations to North-East and North-West elevations as well as all ancillary site works.

04/225: Permission for retention of revisions to previously granted permission (Pl. Ref. No. 90/01). Incl. Provision of refuse compactor, revised car park layout, bin storage areas, bicycle racks and entrance gates/fencing, Granted 19/02/2005.

<u>02/348</u>: Permission for revisions to ground floor of Block Type D (Block 14 - Ti Choinn) previously granted Ref. No. 918/99 and 9/01 to include creche and administrative offices. Granted 18/07/2002.

<u>01/9</u>: Permission for revisions to Block Type D (Block 14) amendment to Planning Application Ref. No. 918/99 (Private/Student Accommodation - 275 apartments, shops, laundrette, restaurant, bank, conference room auxiliary works) to include revised internal layout and elevational treatment (retail units & apartment numbers unchanged) and reduction in eaves height. Granted 28/01/2001.

99/918: Permission for private residential or student accommodation comprising 5 No. 3 Storey Blocks Type A (total 60 apts.); 3 No. 4 Storey Blocks Type B (total 72 apts); 5 No. 4 Storey Blocks Type C (total 140 apts.); and ancillary facilities consisting of 3 storey local shops including launderette, bank, restaurant, caretaker's apt., conference room, with 14 apts, over this block, together with widening the access road. Granted 06/04/2000.

#### Proposal

The applicant seeks a declaration under the Planning and Development (Amendment) (No. 2) Regulations 2018 [S.i. No. 30 of 2018], in relation to the conversion of ground floor offices, at Ti Choinn, Gleann na Ri, to a 2-bed apartment.

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#### Relevant legislation

Article 2 of the latter instrument states as follows - "Amendment of Article 10 of the Principal Regulations 2. Article 10 of the Planning and Development Regulations 2001 (S.I. No. 600 of 2001) is amended by inserting the following sub-article after sub-article (5):

"(6) (a) In this sub-article— 'habitable room' means a room used for living or sleeping purposes but does not include a kitchen that has a floor area of less than 6.5 square metres; 'relevant period' means the period from the making of these Regulations until 31 December 2021.

(b) This sub-article relates to a proposed development, during the relevant period, that consists of a change of use to residential use from Class 1, 2, 3 or 6 (see below) of Part 4 to Schedule 1.
(c) Notwithstanding sub-article (1), where in respect of a proposed development referred to in

paragraph
(b)— (i) the structure concerned was completed prior to the making of the Planning and Development (Amendment) (No. 2) Regulations 2018,

(ii) the structure concerned has at some time been used for the purpose of its current use class, being Class 1, 2, 3 or 6, and

(iii) the structure concerned, or so much of it that is the subject of the proposed development, has been vacant for a period of 2 years or more immediately prior to the commencement of the proposed development,

then the proposed development for residential use, and any related works, shall be exempted development for the purposes of the Act, subject to the conditions and limitations set out in paragraph (d)"

CLASS 1 Use as a shop.

CLASS 2
Use for the provision of—

- (a) financial services,
- (b) professional services (other than health or medical services),
- (c) any other services (including use as a betting office),

where the services are provided principally to visiting members of the public.

#### CLASS 3

Use as an office, other than a use to which class 2 of this Part of this Schedule applies.

#### CLASS 6

Use as a residential club, a guest house or a hostel (other than a hostel where care is

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a hostel where care is

1 5 OCT 2018

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#### Proposal

The applicant's agent has provided a cover letter on file, which states that the office unit in question has been vacant for over 2 years.

The applicant has provided a breakdown of the internal dimensions / spaces within the proposed apartment. It is stated that the proposed 2-bed apartment (97sqm) is fully compliant with the Design Standard for New Apartments (2018). From an inspection of the floor plans and schedule of information provided, this appears to be the case.

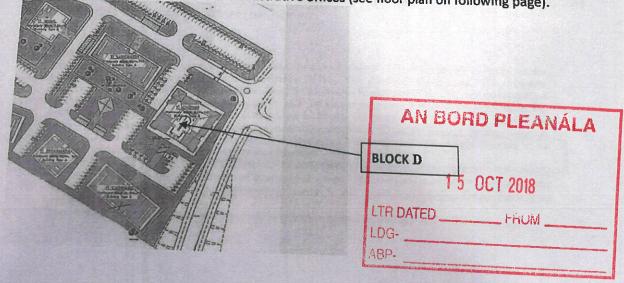
It is proposed to carry out alterations to the existing windows serving the office space. These alterations are considered to be non-material alterations (see existing and proposed southern elevation).

It is stated that it is intended to provide 'private open space' for the new apartment via existing communal open space serving at Ti Choinn, Gleann na Ri. The cover letter states that this is the same situation for the other ground floor apartments in the building. It is also highlighted that the existing level of communal open space amounts to 21,000sqm, with the actual requirement for communal and private open space stated to be 10,000sqm.

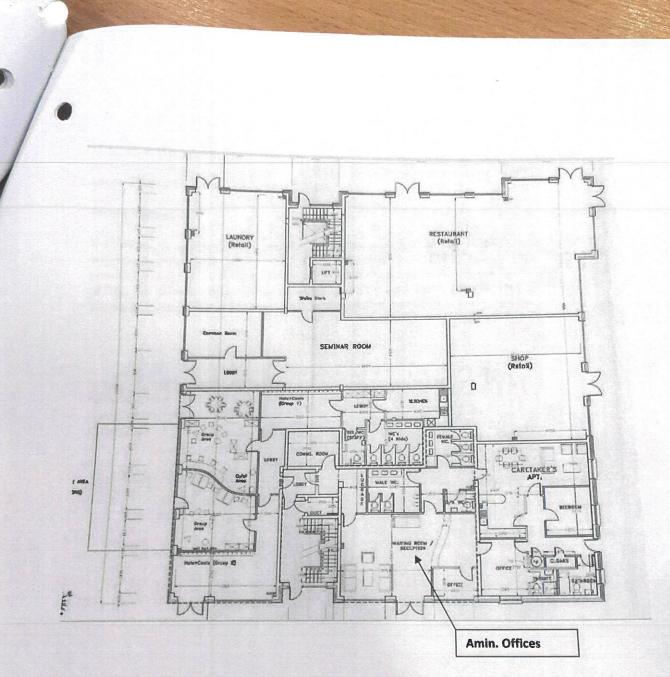
#### **Assessment**

As referenced in the planning history section above, planning permission was originally granted under Pl. Ref. 99/918 for a private residential or student accommodation comprising a total of 140 no. apartments, along with ancillary facilities consisting of 3 storey local shops including launderette, bank, restaurant, caretaker's apartment and a conference room. In this context it is highlighted that the change of use of any of the ancillary facilities, such as a retail unit or seminar roof, to a residential units, is not considered to be exempt under the abovementioned legislation, as these facilities were granted as an integral part of the original student accommodation.

It is highlighted that the offices in question, are located in Block D as originally granted (see below). The internal layout of this block was subsequently revised under a number of permissions, with the most recent being Pl. Ref. 02/346. In this case the internal layout was revised to include for a crèche and administrative offices (see floor plan on following page).







The current application relates to a change of use of the administrative offices shown above. From an inspection of the Planner's report under Pl. Ref. 02/346, it is noted that the offices were considered to be ancillary offices (see below).

Planning Appraisal

This application is for revisions to previous approved development Ambibarable of the proposed crecke and office replace approved retail units. Block D is part of the overall Gleann Na Ri development and accommodates a number of retail/service units. The proposed ground floor changes cover a floor area of 231sqm, the crecke measures 144.3sqm and the office measures 86.7sqm. The proposed crecke is ancillary to the acceptable and in accordance with the zoning of the area. The proposed office area appears to be ancillary to the services being provided at this location

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With regard to our parking, the Child Care racinities keport it of ward riamning Section, July 2002) sets a standard of one space per 20sqm of operational space. The proposed creche development will require a minimum of 7 spaces. A development charge is not recommended given that there is no increase in floor space.

The proposed changes are in accordance with the proper planning and development of the area

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in light of the above, given that the offices in question were ancillary to the student accommodation as originally granted, it is considered that the exemption referred to under Article 6 (10 (6) does not applicant in this case

## Recommendation

The offices in question were granted as ancillary offices to the student accommodation originally granted under Pl. Ref. 99/918, as amended by Pl. Ref. 02/346. In this regard the proposed change of use would contravene the conditions attached to Pl. Ref. 99/918 and Pl. Ref. 02/346 and therefore requires the benefit of planning permission. The proposed change of use is therefore not considered to be exempt from planning permission.

Peter Staunton Executive Planner 12/09/2018

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