

1

# Planning Scheme

Grangegorman

## Introduction to Planning Scheme





# Chapter 1:

Introduction to Planning Scheme

## Purpose and Layout of this Chapter

The purpose of this Chapter is to briefly outline the background and statutory context of this Planning Scheme, to summarise the overall Vision for the project and to describe the structure of the Planning Scheme.

### Contents

- 1.0 Background to Planning Scheme
- 1.1 Strategic Development Zone Area
- 1.2 Statutory Context
- 1.3 Relationship with other Plans
- 1.4 Project Objectives
- 1.5 Structure of the Planning Scheme
- 1.6 Overarching Considerations
- 1.7 Strategic Environmental Assessment
- 1.8 Appropriate Assessment Screening

## 1.0 Background to Planning Scheme

The development of the St. Brendan's Hospital grounds at Grangegorman in Dublin's north inner city represents one of the largest urban design redevelopments undertaken within the city core for many decades. The Grangegorman site, will be entirely redeveloped to create 21st century facilities to meet the needs of the Health Service Executive (HSE), Dublin Institute of Technology (DIT), the City and surrounding communities. Dublin City and the immediate north inner city communities will benefit through the significant learning, research, industry related, arts and cultural, health, general office and sporting facilities being created in this location. The development will have a major impact on the economic, social and cultural life of the Greater Dublin Region and by extension will be of national importance.

St. Brendan's Hospital at Grangegorman is one of the oldest public institutions in Dublin, providing mental health services for over 200 years. The land within St. Brendan's is a largely undiscovered gem within Dublin's north inner city. The walled site has remained virtually untouched for decades and for the most part has been separated from the communities living around it. Those parts of this extraordinary site which are in use include a number of buildings which are architecturally important but which are no longer suitable for modern mental healthcare delivery models.

Dublin Institute of Technology is another Dublin landmark institution and one of Ireland's largest providers of higher education. Its origins date back to 1887 in Kevin Street, and the foundation of technical education in Ireland. In the 120 years since then, DIT has grown and developed, continually responding to the educational, social and economic needs not only of Dublin but of the country as a whole. Its unique place in Ireland's higher education spectrum lies in the diversity of what DIT offers and in the fusion of the academic with the application of knowledge. Programmes are career-focused and links with industry through programme development, research and technology transfer are a hallmark of the institution. More than 20,000 students are enrolled on full and part-time programmes that range from apprenticeship and craft education through to Ph.D. and post-doctoral research.



**Aerial view of site from NW with Planning Scheme boundary**

Having grown organically over such a long period of time, DIT currently occupies in the order of 40 individual buildings around Dublin city centre. Its potential to continue to develop, and to meet key strategic national objectives, is compromised by the limitations of this diverse infrastructure. Recognising the potential to enhance third level educational provision, Government took the decision in April 2002 that a new consolidated DIT campus would be developed at Grangegorman, in DIT's heartland of the inner city of Dublin. Complementary with this campus Government proposed new healthcare facilities, all to be integrated in a new city quarter.

The Grangegorman Development Agency (GDA) was established under the Grangegorman Development Agency Act 2005. The primary function of the Act is to facilitate the development of the Grangegorman site in Dublin as a modern campus for the Dublin Institute of Technology (DIT), to provide the Health Service Executive (HSE) with upgraded primary health and social care facilities and to provide other facilities, including those for the community.

The GDA considers that the best planning route to deliver this development is via a Strategic Development Zone<sup>1</sup> and this Planning Scheme is a statutory requirement of such an SDZ.

<sup>1</sup>Section 166 of the Planning and Development Acts 2000-2010 provides that an SDZ may be designated where: "in the opinion of the Government, specified development is of economic or social importance to the State."

## 1.1 Strategic Development Zone Area

The total area of the SDZ site is 28.69 hectares (70.89 acres). The SDZ site comprises primarily of the grounds of St. Brendan's Hospital but also includes Grangegorman Lower (a public road which bisects the site); HSE properties adjacent to St. Brendan's Hospital fronting onto North Circular Road; HSE properties fronting onto Grangegorman Lower (adjacent to Marne Villas) and the former DCC Cleansing Depot (in the ownership of DIT).

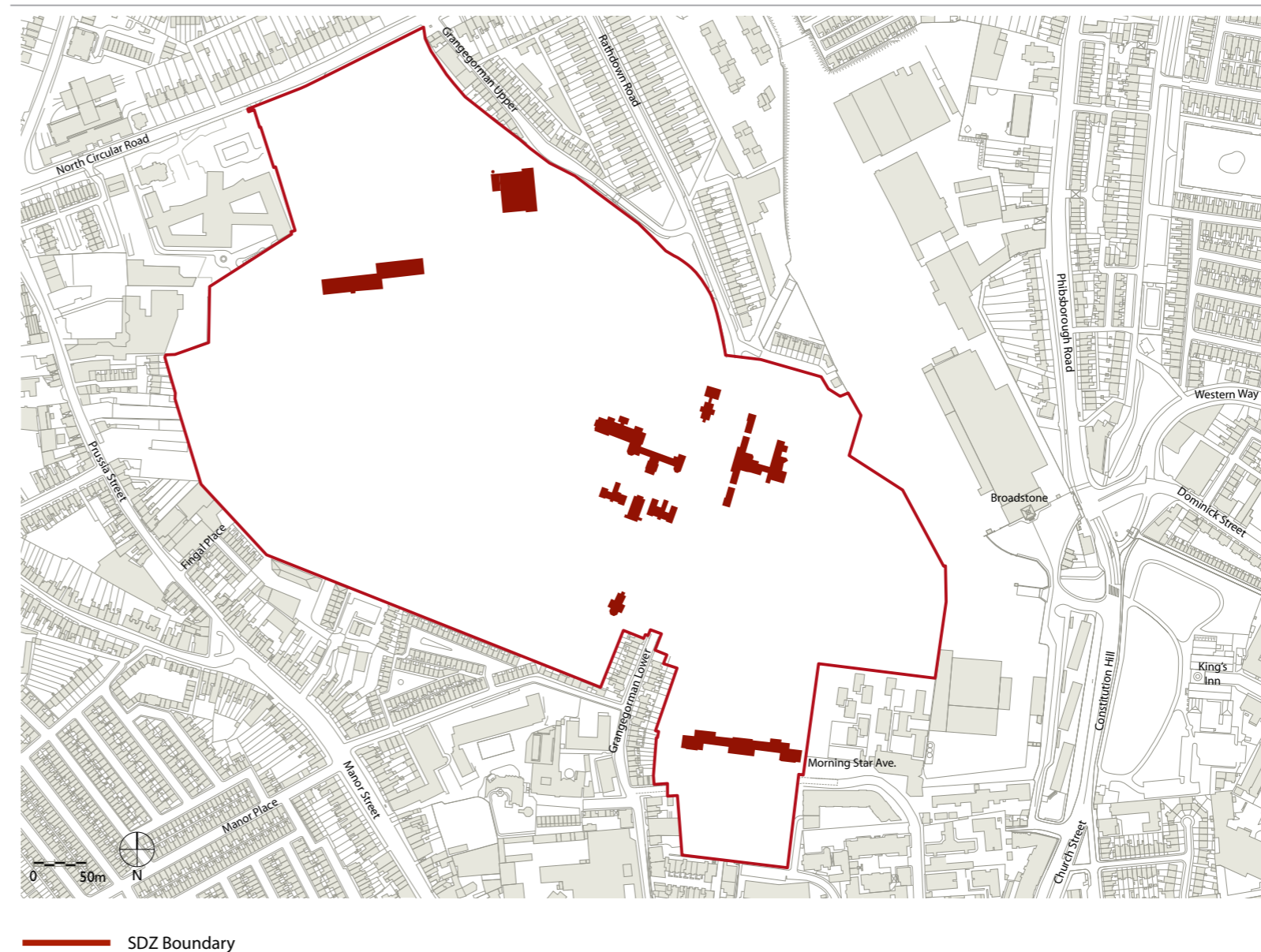
The land area included within the Planning Scheme is identified in Figure 1.1.

The SDZ Boundary differs slightly from the Grangegorman Lands as defined in the Grangegorman Development Agency Act 2005. For example, the HSE properties adjoining the North Circular Road have been included within the SDZ site in order to ensure a holistic and integrated approach to the redevelopment of this area.

Also, an area to the north-west of the site (centred on Connolly Norman House) has been excluded from the SDZ site. This area was excluded as the planning had already been advanced for the early provision of a component of the replacement mental health facilities. Planning permission for these facilities was granted in September 2009, in accordance with the principles of the Grangegorman Master Plan (contained within the Grangegorman Strategic Plan<sup>2</sup>).

There are currently three landowners within the SDZ boundary line (See Figure 1.2):

- The Health Service Executive – 27.71 ha;
- Dublin City Council – 0.57 ha (road in charge of DCC); and
- Dublin Institute of Technology – 0.41 ha (DCC Cleansing Depot)



**Figure 1.1. Planning Scheme Area**

<sup>2</sup> The Grangegorman Strategic Plan, 2011 is a document required by the Grangegorman Development Agency Act, 2005. It was the subject of a public consultation process and was finalised by the Grangegorman Development Agency Board on 8 February 2011.

## 1.2 Statutory Context

Part IX of the Planning and Development Act 2000 (as amended) introduced the concept of Strategic Development Zones (SDZs), to facilitate development deemed to be of economic or social importance to the State.

The Government ordered the designation of 28.69 hectares of land at Grangegorman (Figure 1.1) as a site for a Strategic Development Zone on 21 December 2010. That Government Order<sup>3</sup> came into operation on 22 December 2010 and specified that the Development Agency would be the Grangegorman Development Agency.

The site was designated an SDZ for the provision of schools and other educational facilities, community facilities, including hospitals and other healthcare facilities and services, facilities for the elderly and people with disabilities, childcare facilities, residential (including student and private) commercial activities (including leisure and retail facilities) and sports and recreational facilities.

The site was designated by the Government for the following reasons:

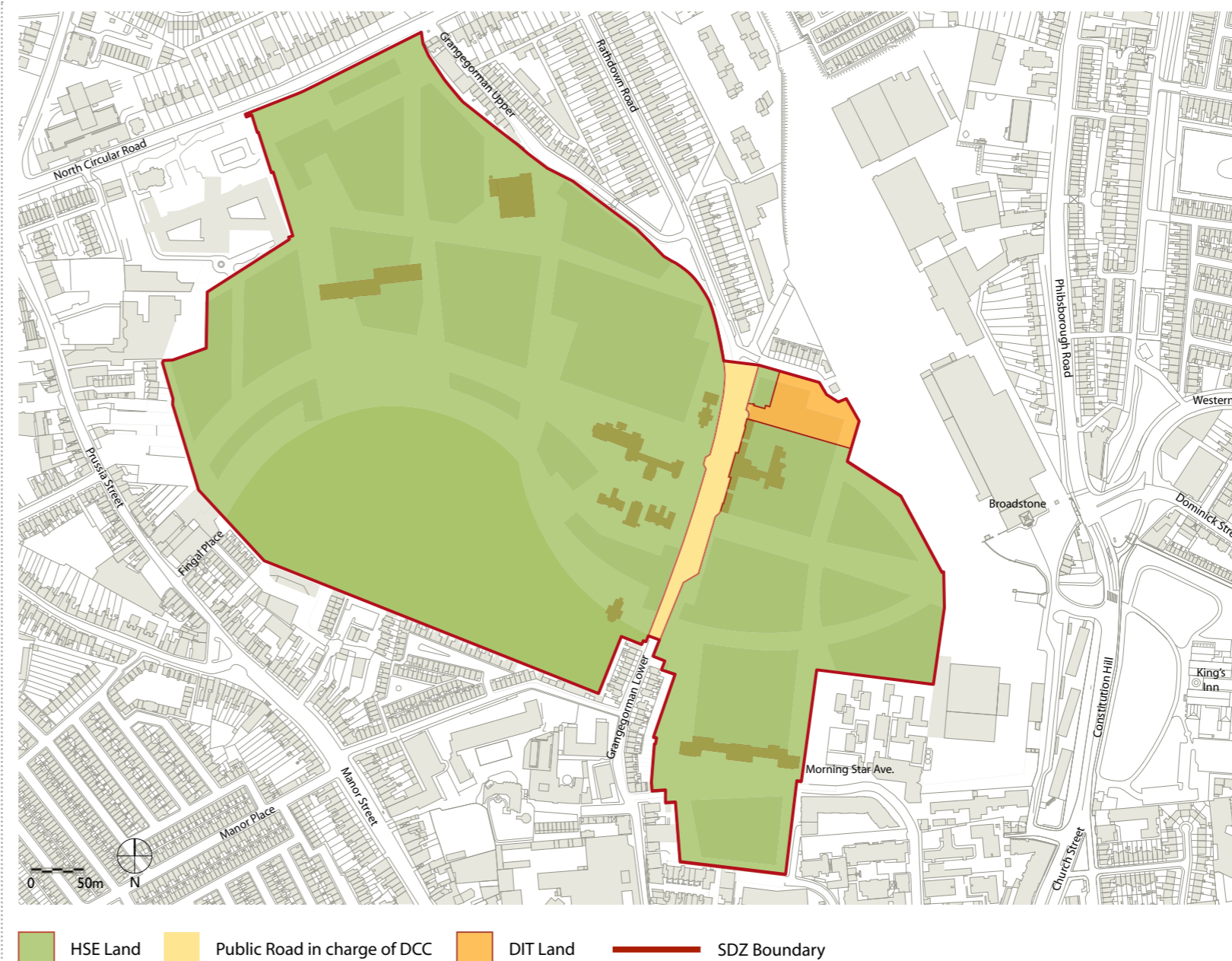
- The potential and need for the comprehensive planning and development of the site due to its scale and configuration;
- The efficient use of public investment in infrastructural facilities;
- The giving of effect to the policies contained in –

■ The Strategic Plan prepared by the Grangegorman Development Agency in accordance with section 12 of the Grangegorman Development Agency Act 2005 (no. 21 of 2005); and

■ The Dublin City Development Plan 2011-2017 made by Dublin City Council in accordance with section 9 of the (Planning and Development) Act of 2000.

A reference copy of the Government Designation Order accompanies this Planning Scheme.

Before development can be permitted in an SDZ, it is necessary to prepare a Planning Scheme for the area. Grangegorman Development Agency is the specified Development Agency for the Grangegorman SDZ site



**Figure 1.2: Land Ownership map within the Planning Scheme**

and therefore is responsible for the preparation of the Planning Scheme for the area, which has been submitted to Dublin City Council (DCC). DCC will invite and consider submissions on the Planning Scheme and the City Manager will prepare a report, including any recommendations, for consideration of the elected members of the council. The elected members will then decide whether to approve, amend or reject the Planning Scheme or not to make it. Their decision may be appealed to An Bord Pleanála by anyone who made submissions on the Planning Scheme (or by the Development Agency).

Once a Planning Scheme has come into effect any development within it will require planning permission from Dublin City Council. Where development proposals are consistent with the provisions of the Planning Scheme, they will be granted permission. Proposals which are not consistent with the Planning Scheme will be refused permission. No party may appeal to An Bord Pleanála the decision of Dublin City Council on any application for permission in respect of a development within the area of the Planning Scheme.

<sup>3</sup> S.I. No. 678 of 2010

## 1.3 Relationship with Other Plans

Under the Grangegorman Development Agency Act 2005 the GDA was required to prepare a Strategic Plan for the overall development of the Grangegorman Lands<sup>4</sup>.

The Strategic Plan includes an overall land-use/architectural plan for the Grangegorman lands and this element of the Strategic Plan became known as the 'Masterplan'. Extensive consultation with the local community and stakeholders has taken place during the preparation of the Strategic Plan (and the Masterplan contained within it). This overall Masterplan, as contained within the Strategic Plan, has formed the basis of this Planning Scheme.

The statutory planning context for the Planning Scheme is set out in a hierarchy of plans including: the National Spatial Strategy 2002-2020; Regional Planning Guidelines for the Greater Dublin Area 2010-2022; Smarter Travel, a Sustainable Transport Future 2009-2020; and the Dublin City Development Plan 2011-2017. The latter of these, the City Development Plan, is the key statutory planning document for the Grangegorman area. Full cognisance has been taken of the Development Plan's policies and objectives for the SDZ lands and the city as a whole in the preparation of the Planning Scheme.

If the Planning Scheme is approved by DCC's elected members it will then form part of the Development Plan in force in the area and will remain part of the Development Plan until such time as the Planning Scheme is revoked. The Planning Scheme is consistent with the Dublin City Development Plan, 2011-2017. The planning context of the Planning Scheme is set out in more detail in Section 2.0.



<sup>4</sup> The Grangegorman Strategic Plan, 2011 is a document required by the Grangegorman Development Agency Act, 2005. It was the subject of a public consultation process and was finalised by the Grangegorman Development Agency Board on 8 February 2011.

## 1.4 Project Objectives

The Grangegorman Development Agency (GDA) aims to create a vibrant new city quarter with a diverse mix of uses, in a way that is sensitive to the context of the Grangegorman site, its surrounding neighbourhoods and the existing community.

The challenge is to plan for and implement an integrated, multi-phased development which meets the following objectives:

- To avail of a unique opportunity to create a distinct urban quarter close to Dublin City Centre based on current best practice in urban design and sustainability;
- To achieve a key Dublin City Development Plan aim through the development of a designated Strategic Regeneration and Development Area ('SRDA'). This will ensure the realisation of the full potential of this part of the urban core of the City with linkages provided to surrounding areas;
- To deliver new health facilities for the HSE to support the provision of primary, community and continuing care services for the local population;
- To deliver a visionary urban campus within a mixed-use urban setting for a consolidated DIT to meet the needs of a major higher education institution;
- To devise an innovative, sustainable, integrated master-planned development to address the above requirements and to provide for appropriate complementary facilities (e.g. community, commercial and leisure facilities) in line with the Dublin City Development Plan 2011-2017;
- To create a land use framework that will enable community use of new facilities and which is in context with land usage in the vicinity of the site and is sympathetic to the urban setting;
- To ensure a high level of access, particularly in terms of public transport and pedestrian and vehicular linkages to the surrounding area;



- To accommodate new community facilities, and
- To support the development of a knowledge economy which will in turn drive forward economic development. The Grangegorman development will cater for many of the key growth sectors in the economy identified by Dublin City Council; such as Education/Research and Development, Health, Cultural Tourism, Retail/Leisure and Software/ICT.

## 1.5 Structure of the Planning Scheme

The structure of the Planning Scheme is as follows:

### Chapter 1: Introduction

This chapter introduces the Planning Scheme, identifies the area for which it has been prepared, briefly describes the relationship of the Planning Scheme with other Plans and summarises the overall objectives for the project.

### Chapter 2: The Site and its Context

This chapter sets out the historical context, the site context and the wider planning context at a local, regional and national level. It identifies some key issues and opportunities of the site.

### Chapter 3: Project Vision

This chapter distils the various ambitions for the site as set out by the Grangegorman Development Agency Act 2005, the Grangegorman Development Agency Strategic Plan 2011 and by the Dublin City Development Plan 2011-2017 (and its predecessor plan), and develops these into an integrated vision for a new Urban Quarter. From this it derives key structuring principles that will shape the future development of the Grangegorman Urban Quarter.

### Chapter 4: Nature & Extent of Development

This chapter sets out the nature and extent of development within the Planning Scheme area and provides the detailed design framework for the future development of the Urban Quarter.



### Chapter 5: Transportation, Movement & Mobility

This chapter provides a transportation strategy which emphasises the promotion of public transport and sustainable travel patterns.

### Chapter 6: Conservation and Cultural Heritage

This chapter sets out guidelines for treatment of the historic buildings and landscape within the proposed SDZ area in terms of re-use and integration as part of the new design framework.

### Chapter 7: Provision of Services

This chapter identifies the existing availability of services at the site and details the measures necessary to develop this infrastructure to provide adequate capacity for development on the site.

### Chapter 8: Phasing & Implementation

This chapter considers the implementation of the Planning Scheme and the phasing priorities of various elements are identified.



## 1.6 Overarching Considerations

### Sustainability

The Planning Scheme provides for the sustainable regeneration and revitalisation of a significant quarter in the north inner city to the benefit of the City's residents and visitors alike. The preparation of the Planning Scheme has therefore been informed by environmental and community considerations.

### Environment

Throughout the various sections of the Planning Scheme, proposals are set out for minimising any adverse effects on the environment and on the amenities of the area. These are detailed in the accompanying Environmental Report and in Chapter 9 (Environmental Impacts and Mitigation Measures).

### Consultation

Community consultation has also had an important influence on the development of plans for the site and this will continue during the lifetime of the Planning Scheme, in accordance with the requirements of the Grangegorman Development Agency Act, 2005.

## 1.7 Strategic Environmental Assessment

Strategic Environmental Assessment (SEA) is a systematic method for assessing the likely effects on the environment of plans and programmes and incorporating environmental considerations into their preparation.

The Planning and Development (Strategic Environmental Assessment) Regulations 2004 require that a SEA is carried out for all SDZ Planning Schemes. Accordingly, the Environmental Report forms a separate document, which accompanied the draft Planning Scheme.

## 1.8 Appropriate Assessment Screening

An Appropriate Assessment screening of the draft Planning Scheme has been carried out. This concluded that there is no requirement for an Appropriate Assessment to be completed.

A copy of the Appropriate Assessment screening report forms a separate document, which accompanied the draft Planning Scheme.

