

# KEY CONNECTION



CANAL SITE 5

KYLEMORE 12

RIVERS CROSSING 1

ROBINHOOD 6

GREENHILLS 4

WALKINSTOWN 13

LYMOUNT 7

NAAS ROAD DEVELOPMENT FRAMEWORK

Dublin May 2010



Comhairle Contae  
Átha Cliath Theas  
South Dublin County Council



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# NOT FOR

Pivotal or edge condition?





Amenity open space can radically alter  
identity and therefore public perception.

Improving connectivity will be  
critical to the success of the  
Naas Road Framework.



# NATIONAL, REGIONAL, FUNCTIONAL AREA

In summer 2007 South Dublin County Council initiated a procurement process to appoint consultants to establish an "Naas Road Urban Design Masterplan".

In the briefing document, South Dublin County Council identified the lands in question as being under- and/or poorly used and yet occupying very significant locations on major arteries within the South Dublin County Council functional area. The ambition was to re-imagine how these lands would function and be perceived. All with a view to improving efficiencies, releasing value and potential, and contributing to an overall more sustainable future for the County. This Development Framework is the outcome of that process.

A process of public consultation was initiated by South Dublin County Council in 2007 and that identified the following key concerns:

- The preservation of existing residential amenity
- The preservation of the amenity value of open space in the area
- The promotion of employment opportunities
- The continuing traffic congestion
- Uncertainty as to the future proposals for the area.

The results of this consultation process was provided as part of the consultants' briefing information.

South Dublin County Council had also received various pre-application submissions from landowners. These ranged in scale and ambition. In respect of one - from SIAC - a development brief was agreed by the elected representatives. Typically the other proposals foresaw greatly increased densities.

During summer 2008 Dublin City Council undertook an

equivalent study of adjacent area to the east - focussed on the Kylemore and Longmile Road junction. The Naas Road Lands Strategic Plan was adopted in May 2009. Principles in respect of linkages are consistent with those in this Development Framework.

Throughout Autumn 2008, a series of informal meetings took place with landowners and that identified the following:

- A strong conviction from the market that the area was appropriate for investment
- An aspiration that rezoning would lead to increased densities and higher value uses
- A strongly articulated view that the area was ideally sited for a wide range of uses, including a district centre

A briefing meeting was held with the NRA and their concerns identified, specifically:

- Existing M50 improvements would not accommodate any increase trip generation from the area onto the national network
- The Newlands interchange would allow for the transformation of the N7 west of the Red Cow to what would be essentially motorway status
- General concern that any development would impact negatively on the national network

Against this background KCAP and McGarry Ní Éanaigh Architects were commissioned to prepare this Development Framework.

# AND LOCAL POLICY CONTEXT

## National Policy

### **National Development Plan 2007 - 2013**

The National Development Plan Transforming Ireland – A Better Quality of Life for All sets out the roadmap to Ireland's future.

To optimise the choices for a better long-term future a clear roadmap is necessary, marking out landmark challenges such as:

- Removing the remaining infrastructure bottlenecks that constrain the economic development and inhibit balanced regional development and environmental sustainability;
- Further equipping children and youth with the skills and education to grasp the opportunities as presented;
- Creating and sustaining high value employment opportunities; and
- Redistributing the product of wealth to foster an inclusive society, including adequately catering for those who have already contributed to Ireland's success over previous decades.

This National Development Plan integrates strategic development frameworks for regional development, for rural communities, for all-island co-operation, and for protection of the environment with common economic and social goals.

### **National Spatial Strategy 2002-2020**

The National Spatial Strategy (NSS) 2002-2020 recognises the need to enhance the competitiveness of the Greater Dublin Area at an international level and in order to achieve this, the Strategy identifies the areas as an area for consolidation. This consolidation includes the public transport system and notes that investment in public transport will assist in promoting a more efficient

and competitive Dublin area.

### **Sustainable Development: A Strategy for Ireland (1997)**

The national strategy for sustainable development provides a framework for the achievement of sustainability at the local level. It calls on planning authorities to incorporate the principles of sustainability into their Development Plans and to ensure that planning policies support its achievement.

Comment

The County Development Plan incorporates the aims of this policy document and therefore, the Development Framework complies with the overall sustainability strategy.

### **Towards Sustainable Local Communities: Guidelines on Local Agenda 21, 2001**

Local Agenda 21 aims to promote sustainable development at local and regional level. 'Towards Sustainable Local Communities: Guidelines on Local Agenda 21' sets out a range of options for action covering economic, social and environmental issues which should be considered by local authorities in developing and advancing Local Agenda 21.

In relation to planning and development these include a number of actions:

- Reducing the demand for additional transport infrastructure by reducing the need to travel.
- Resisting scattered settlement patterns, which are costly to service.
- Having a clear demarcation in development plans between urban and rural land use to help prevent urban sprawl and help maintain the rural landscape.
- Adopting "neighbourhood" community planning and promoting higher residential densities, particularly in redeveloping brown field sites, and in proximity to town

centres, public transport nodes and access points.

- Increasing emphasis on adequate open space for out-door recreation and on planting and landscaping.

Comment

The tenets of Local Agenda 21 are incorporated in to the overall County Development Plan. The best principles of Agenda 21 are incorporated in to the Development Framework.

### **National Anti-Poverty Strategy (NAPS)**

The revised National Anti-Poverty Strategy 'Building an Inclusive Society' provides a framework for anti-poverty initiatives within local authorities and its implementation enhances the work that local authorities already carry out. The main objective of NAPS is to 'reduce substantially and, ideally, eliminate poverty in Ireland and to build a socially inclusive society'. The Development Plan, with its range of strategies to promote access to housing, social and community facilities, public transport etc., has an important role in advancing some of the main objectives of NAPS for disadvantaged communities in the county.

Comment

The consultation phase of the Framework ensures an inclusive public participation in line with NAPS.

### **National Climate Change Strategy (2000)**

The Strategy provides an integrated co-ordinated framework for achieving the national target of reducing greenhouse gas emissions by 2012.

Comment

The Development Framework includes policies to meet the relevant conditions and commitments of climate change guidance, internationally and nationally.

### **National Roads Authority**

The National Roads Authority (NRA) Policy Statement on Development Management and Access to National Roads, published in May 2006, sets out the national policy with regards to access to the national road network (including motorways). Sub-section 1.4 of the document summarises the NRA objectives to protect and maintain the intended transport function of the network of national roads.

### **Regional Policy**

#### **Regional Planning Guidelines Greater Dublin 2004-2016**

At a regional level, the Regional Planning Guidelines (RPG) for the Greater Dublin Area 2004 -2016 states, "In the Metropolitan Area, public transport and other sustainable modes should be given precedence over the requirements of the private car in all relevant policy and decision making" (Recommendation 7.1). This RPS guidance has been upheld in the development of the transport strategy for the subject site.

#### **Dublin Transportation Office Platform for Change and Transport 21**

The Dublin Transport Office (DTO) Strategy 2000-2016 Platform for Change, and Transport 21, the successor to Platform for Change have provided the public transport context to the assessment of the public transport proposals for the proposed development. The major infrastructure plans contained in Transport 21 for rail, light rail, metro bus and road have formed the underlying assumptions for public transport improvements for the site and all relevant schemes as they apply to the area have been supported in the development's transport strategy.

### **Dublin Transportation Office Mobility Management Plans**

The Dublin Transport Office (DTO) document, The Route to Sustainable Commuting: An Employer's Guide to Mobility Management Plans, published in March 2001, sets out regional guidance that promotes and encourage the use of sustainable modes of transport as alternatives to the private car.

### **South Dublin County Council Policy - Functional Area**

#### **South Dublin County Council Development Plan 2004 - 2010**

At a local policy level, The South Dublin County Council Development Plan which came into effect in 2004 contains a key aim (7.0) - To promote ease of movement within and access to South Dublin, by integrating land use planning with high quality, sustainable and integrated transport systems for people and goods within the County".

#### **South Dublin County Council Corporate Plan 2001 - 2006**

In March 2001 the County Council adopted a Corporate Plan for the future development of its services, "Managing the Future 2001 - 2006". The Development Plan was drawn up to reflect the objectives of the Corporate Plan and to act as the land-use basis for securing its implementation. Now Redrafted and entitled Corporate Plan Connecting with Communities 2004 - 2009

#### **Comment**

The Development Framework is cognisant of the aims and objectives of the Council Corporate Plan. E.g. - Promote a more compact urban form and higher residential densities in the vicinity of strategic public transport corridors and in urban centres. (section 5.2)

### **South Dublin County Development Board Strategy 2002 - 2012**

In 2002 the South Dublin County Development Board published an overall Strategy for South Dublin, entitled 'South Dublin: A Place for People'. It is a 10 year strategy for the social, economic and cultural development of the county up to the year 2012. It aims to improve the quality of life of people who live or work in, or visit, South Dublin County.

The vision underpinning the Strategy is to achieve the following: "A county confident in its sense of identity, creating social, economic and cultural inclusion for all and providing access to lifelong learning and health services to support self-sustaining development. The County we envision will be environmentally friendly and based on the values of equity, creativity, participation and inclusiveness".

#### **Comment**

Strategic goals and objectives set out in the Strategy are taken into account in the preparation of the Development Framework.

### **South Dublin County Council Policy - Naas Road Area**

#### **Naas Road Development Framework 2010-2016**

This Document

#### **LZO 5. N7 Gateway Corridor - Upgrading**

Facilitate appropriate high-quality mixed-use development (including offices and residential development) on lands adjoining the Naas Road/N7 between Citywest and the Dublin City boundary, for the purpose of upgrading this major gateway corridor into the city. This area will be the subject of a detailed urban design Masterplan.



**Other Relevant Secondary  
Policy Sources**

**Retail Planning Guidelines for  
Planning Authorities, 2005**

These Guidelines update and replace the Retail Planning Guidelines published in January 2001. The Guidelines provide a retail hierarchy for the State and objectives in managing recent pressures in the retail market. The major change from the 2001 to the 2005 Guidelines is in relation to the retail warehouse cap. The revised Guidelines indicate that the previous cap of 6,000 sqm for a retail warehouse may be lifted within the functional areas of the four Dublin local authorities and in the other National Spatial Strategy Gateways.

**Sustainable Housing - Design  
Standards for New Apartments  
2007**

The primary aim of these guidelines is to promote sustainable urban housing, by ensuring that the design and layout of new apartments will provide satisfactory accommodation for a variety of household types and sizes - including families with children - over the medium to long term.

**Delivering Homes, Sustaining  
Communities 2007**

The statement outlines an overarching vision to guide the development of the Irish housing sector over the next ten years, by delivering more and better quality housing responses and by doing this in a more strategic way focused on the building of sustainable communities.

**Sustainable Residential  
Development in Urban Areas  
(Cities, Towns & Villages) 2009**

The aim of these guidelines is to set out the key planning principles which should be reflected in development plans and local area plans, and which should guide the preparation and assessment of planning

applications for residential development in urban areas. Incorporating the Best Practice Design Manual Part 1 and 2 - 2008

# URBAN VISION

The study area occupies an unusual position - pivotal in terms transport nodes, relatively remote from the political focus of South Dublin County Council, yet being part of a loosely defined edge condition to Dublin city. The study area straddles what might elsewhere have been a spatial and administrative boundary - Dublin's orbital M50. The study attempts to rationalise this contradictory location and propose new identities and 'place' the area.

Perception of the study area is generally negative. A key instrument in this framework process is the degree to which perception can be altered so as to expedite change.

Market forces are the key drivers in the Irish planning context. This framework must be principles-driven and robust enough to accommodate market change.

Until recently the area was the preferred centre for the distribution industries for the Dublin region. Recent trends have been to move these uses to outside the M50 where access is better and site increments much larger. This trend will continue, releasing opportunities in the study area - the Development Framework attempts to articulate those

opportunities. The legislative planning framework is the Development Plan. This development framework recognises the Development Plan cycle yet also suggest visions for the area beyond that. It is not to presume finite consequences, but to imagine, identify, and present attainable and desirable outcomes.

The ambition of the Naas Road Development Framework is to establish the foundation for profound and lasting change. It is to inspire and initiate ongoing transformation and repairs of the urban fabric.

The Naas Road Development Framework is a flexible, long-term plan that has the ability to respond to change over time and covers a range of issues, topics and scales. One of the key purposes of the Naas Road Development Framework is to set out strategic objectives and priorities as guiding principles to inform landuse, structure, activity and spatial quality.

Fundamental to the Development Framework is the aspiration to establish a dynamic, well-served, well-connected and creative place to live, work and enjoy. Underpinned and inspired by two profound urban concepts, that of Compact City

and Open City.

## Compact City

A city is a composition of spaces, activities, patterns of mobility, functional structures and social interaction. The nature and character of the city is defined by the density and spatial configuration of these components. The concept compact city has been defined on many occasion by various scholars, in general terms it is a city of relatively high density and mixed use, that is based on an efficient public transport system that also includes and supports walking and cycling within its framework.

## Open City

The open city concept that steps in to explore the functionality of the city from within, is the work of great urbanist Jane Jacobs. An open city is that which is achieved spatially once a critical level of density and diversity is reached; where public and private functions are mixed, therefore creating the richness and chance for unexpected interactions allowing discoveries and innovations to take place.



Ambition



disconnected city

vs.



open city





today's built footprint



Naas Road  
Naas Road Development Framework



Robinhood Road



The Grand Canal

# FRAMEWORK PERIMETER

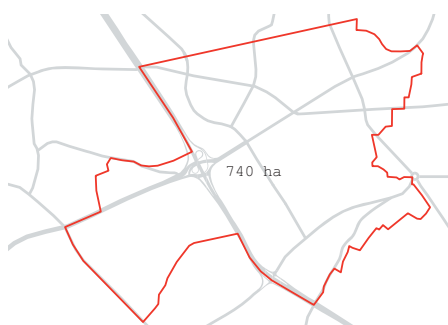
The original study area was loosely defined as extending east west between two obvious edges, one infrastructural (Newlands N7 junction), the other administrative (boundary with Dublin City Council). The north south extent was based on a 500 metre catchment from the Naas Road and public transport spine.

Other parameters that identify meaningful edges such as infrastructure, landscape and interfaces between different uses, were analysed and a larger study area resulted. Underlying this process and decision was the need to identify an increment large enough for structural transformation, coherent in terms of its external relationships, and yet manageable in terms of its ambition and delivery. The new framework perimeter is not a strict border between areas but it sets a meaningful context for any development within the framework.

The newly found perimeter contains an area of circa 740ha (c. 1829 ac.) currently in a mixture of brown and greenfield state. The northern boundary of the subject lands follows the line of the Grand Canal westwards from the City Council boundary at the 6th Lock to the M50, then follows the M50 southwards to Monastery Gate, continuing westwards along Monastery Road and Knockmeenagh

Lane to Newlands Cross. The western boundary follows the Belgard Road from Newlands Cross to Ballymount Road. The southern boundary follows the extent of Ballymount Park, then follows the M50 south to Greenhills Road, turns east to incorporate Greenhills Cross Industrial Estate. The eastern edge follows the administrative boundary between South Dublin County Council and Dublin City Council from Greenhills Road to meet the Grand Canal at the 6th Lock adjacent to the Bluebell Industrial Estate.

The new perimeter describes an increased area within the M50 and a slightly decreased area outside the M50. This result supports the vision that priority for further urbanisation of Dublin should be within the M50. It is here that an overlap of difficult ingredients such as disconnectedness, small landownerships and inefficient use of ground shows the greatest potential for change.







infrastructural edges



landscape edges



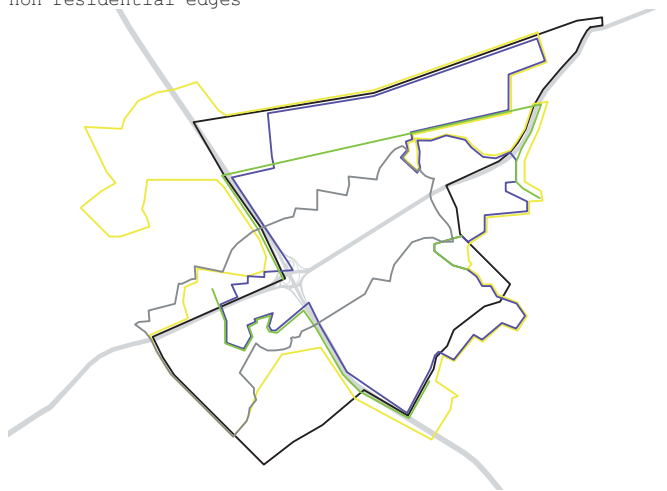
industrial edges



non residential edges



initial perimeter and SDCC border



superposition

edges today



The Grand Canal at Killeen Road  
Naas Road Development Framework



Park West



Green Hills park