



Woodbrook - Shanganagh

Local Area Plan 2017 - 2023

3.1 Delivering Homes & Creating Sustainable Residential Communities

3.1.1 Introduction

The Woodbrook-Shanganagh Area is identified as a 'Future Development Area' in the County Development Plan Core Strategy. The A1 zoned lands within the Plan Area have an important contribution to make in terms of future housing supply and accommodating future population growth over the lifetime of the 2016-2022 Development Plan and, probably subsequent Development Plans. It is acknowledged that it may take ten-fifteen years to roll-out a newly emerging development area and to deliver the vision of a sustainable community at Woodbrook-Shanganagh.

There are circa 31 Ha of residential lands in the Plan Area, which at sustainable density levels have the potential to deliver circa 1,600-2,300 new homes across a range of tenure types and typologies.

The ambition is to create a new urban neighbourhood with a strong sense of place and where people will want to live, one that will attract a variety of residents and family types, providing an opportunity to live in a safe people-friendly environment with easy access to the area's unique recreational and amenity assets, including a range of neighbourhood facilities and social infrastructure.

3.1.2 Assets & Achievements

The Plan Area has a number of strong assets which have the potential to make a significant contribution to the creation of a new sustainable residential community. Positives such as the area's public transport accessibility, unique coastal location, wealth of recreational amenities, rich heritage and proximity to established centres means that there will be an inherent sustainability and strong identity to any future development, notwithstanding the existing greenfield nature of the lands.

In particular, access to high quality public transport such as the future DART Station planned in the immediate future for Woodbrook and, in the longer-term, the extension of Luas Green Line to the Woodbrook / Bray Environs Area, will help establish sustainable travel patterns and afford high levels of accessibility to major employment centres in the County and Region.

Meanwhile, Shanganagh Park which is to be enhanced and upgraded to Regional Status, is strategically located between the two development parcels and will be a valuable recreational and amenity resource for future residents.

Similarly, Shanganagh Castle, as a potentially publically accessible building for community, cultural or leisure uses is a tremendous asset and has the potential to become a focal point of integration between residents of both new and existing communities.

A further asset is the locational proximity of Shankill as a neighbouring village and Bray as a Major Town Centre with its higher order services and retail function, both of which are easily accessible by slow modes of transport, as in cycling or walking.

3.1.3 Challenges & Opportunities

Notwithstanding the immense assets of the Woodbrook-Shanganagh Area, there will be a number of challenges in the making of a new quality residential community, namely, to expedite the delivery of new homes whilst maintaining quality, affordability, a diversity and range of accommodation types, and also to deliver a significant quantum of development through sustainable density levels.

The low levels of housing provision since the economic collapse in 2008 has resulted in an under provision of housing to cater for a growing economy, and especially so in urban areas. The complexity of housing provision and the acute housing shortage in the four Dublin Local Authorities is well documented by the Housing Agency, the Dublin Housing Supply Task Force, and the Government's Action Plan for Housing and Homelessness 'Rebuilding Ireland'.

The persistent lack of housing provision means that to address the accumulated under-supply and meet future needs, supply levels may need to be in excess of 25,000 per annum nationally. With the most significant pressures for accommodation being in the Metropolitan Dublin Area, the annual new home requirement in the Greater Dublin Area is estimated at circa 10,000 units (Rebuilding Ireland, 2016).

For Dún Laoghaire Rathdown, analysis indicates that there is a requirement of circa 3,300 units per annum until 2022 (Dún Laoghaire-Rathdown Housing Supply Report, July 2016). Notwithstanding, the comparatively positive performance of housing construction within the County, on a Regional basis the scale and magnitude of the challenge to deliver this quantum of units is significant.

It will also be a challenge to provide a diversity and range of accommodation types so as to ensure a socially-balanced community. A range of typologies, along with adaptable homes, will also be necessary to meet the changing needs of residents over their life-cycle to meet the objectives underpinning a sustainable community.

A fundamental challenge to the delivery of a significant quantum of new homes in the immediate-near future will be to ensure the lands develop at sustainable density levels given that market demand, developer preference and conventional funding models all favour lower-density housing.

New housing in the Plan Area will aspire to create a lasting legacy and a positive contribution to the housing stock in the County, creating an attractive new neighbourhood as a long term choice for residents.

3.1.4 The Way Forward

Housing supply is currently one of the most important issue at National, Regional and local level with stakeholders across government departments, local authorities, housing agencies, voluntary bodies and the construction sector working on a collaborative basis to expedite the accelerated delivery of units across the social housing, private housing and the rental sectors in order to increase the overall housing supply.

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i. Housing Supply

The Government's 'Rebuilding Ireland - Action Plan for Housing and Homelessness', 2016 sets out the imperatives and priorities to unlock and accelerate the delivery of housing sites of significant scale with the capacity for 1,500+ homes in the Dublin Metropolitan Area. To this end, a series of measures have been introduced including the Local Infrastructure Housing Activation Fund (LIHAF) which is designed to relieve critical infrastructure blockages by way of investment in enabling infrastructure and the related concept of Major Urban Housing Development Sites (MUHDS). MUDH Sites have a demonstrated capability to deliver significant up-scaling of the supply of new homes and it is the intention these sites will act as exemplars for the co-ordination and delivery of plan-led housing development and active land management.

For its part, Dún Laoghaire-Rathdown Council plays a pivotal role in active land management in terms of liaising with the relevant state agencies to secure infrastructure delivery for the unserviced lands at Woodbrook-Shanganagh as a 'Future Development Area', namely Irish Water and the National Transport Authority with regard, respectively, to critical water and drainage infrastructure and high-quality rail-based public transport. In this context, critical infrastructure such as water and foul drainage for the Plan Area is included in Irish Water's Capital Investment Programme 2017-2021, whilst there is also provision for a new DART Station at Woodbrook and the extension of the Luas Green Line to the Bray / Woodbrook Area in the National Transport Authority's 'Transport Strategy for Greater Dublin Area 2016-2035'.

Moreover, the Shanganagh Castle Site which is in Council ownership will make a significant contribution to the housing stock in the county and will provide circa 450 + new homes across a range of tenures.



Photo 3: Townhouse - Olcovar, Shankill

ii. Sustainable Densities

In order to meet National, Regional and County Development Plan policy for consolidating the Metropolitan Area, and ensuring an efficient and sustainable use of the land resources, development in the Plan Area, will, for the most part, need to be characterised by either the medium density apartment model or own door housing units of innovative designs as a sustainable alternative option. The apartment unit and scheme needs to exhibit a quality so that it will be valued as a long-term home choice, whilst the current market demand for own-door housing will necessitate innovative design considerations and other solutions to achieve appropriate densities.

The Ministerial Guidelines on 'Sustainable Residential Development in Urban Areas' (DEHLG, 2009), stipulates that, in general, minimum net densities of 50 dwellings per hectare, subject to appropriate design and amenity standards, should be applied within public transport corridors. The Guidelines also state that minimum densities should be specified in Local Area Plans.

Cognisance must also be given to the 'Kick-Start' Incremental Development Approach, as advocated in the 'Planning and Development of Large Scale Rail-Focused Residential Areas in Dublin' (DEHLG & NTA, 2013). The Kick Start approach as a response to challenging market and funding conditions, allows for initial residential development at a lower density, but requires commitment to the subsequent delivery of an overall higher density through phased development in order to support high capacity public transport infrastructure. The underlying intention is that, over time, with easing of market conditions, increased consumer confidence and public sector commitment to management and delivery, that further incremental development phases from the Kick-Start zone would gradually increase density, introduce a wider range of housing typologies, while retaining core high-density locations at key development nodes for a future phase. In this way, the approach enables an overall higher density target to be achieved in the mid-to-longer term.

Having regard to the housing crisis and the imperative to deliver homes in the immediate future, the Council will facilitate a 'Kick-Start' or lower density zone on the lands at the Woodbrook Site, The Kick-Start zone will have a minimum density of 45 units per hectare, and as such will allow for traditional type housing thereby contributing to a mix of typologies.

The Woodbrook Site equates to circa 15.5 Ha of net developable land for residential purposes, is relatively tight and any Kick-Start zone must be limited in extent so that higher compensatory densities on the remaining lands as part of subsequent phases can act as a counterbalance to can achieve an overall sustainable density level to deliver the Core Strategy (See Section 4: Site Framework Strategies).

Under the Development Plan Core Strategy an indicative range of circa 2000–2300 units is referenced for the lands at Woodbrook Shanganagh. An analysis as part of the Local Area Plan process, revealed that densities at 80-100 units per ha on the Woodbrook Site and 65-75 on the Shanganagh Site would be necessary to yield this quantum of units. In order to facilitate a Kick-Start zone and to achieve a diversity of housing typologies, it is considered appropriate to allow for a lower density range.

A flexibility factor of circa 20% is generally acceptable as a rule of thumb in terms of general policy guidance and on this basis having regard also to the overriding imperative to deliver housing, it is considered appropriate to revise downwards the densities as part of this plan, as has been practice in recent years across the four Dublin Local Authorities. Accordingly, an average minimum net density of 60 units per hectare shall apply to the lands at Shanganagh Castle and Woodbrook.

This density level is above the minimum as set out in the National Guidelines, appropriately reflecting the fact that the Plan Area is located in its entirety within the Dublin Metropolitan Area and within the catchment of the DART Line. This is the minimum density level appropriate and the Council will promote higher densities as viability and delivery improves, having regard also to the urban design framework, qualitative criteria and the potential of the build-to-let model to emerge as a new tenure type (See Site Framework Strategies for Density Objectives).

iii. Inclusive & Socially Balanced Residential Communities

Residential delivery on the development parcels within the Plan Area should create opportunities for smaller households, elderly accommodation, people with disabilities and starter homes. Data from the 2011 Census indicates that 55% of all private households in Dún Laoghaire-Rathdown comprise of one or two persons, and consequently, one and two-bed units will have an important role in the future overall provision of new housing stock.

A successful mix of unit design and typologies, as well as adaptable or whole life-cycle homes, need to be provided to create inclusive and socially balanced residential communities. The Council's Shanganagh Castle with its variety of social housing types and mixed-tenure, provides a best-practice model. Although perhaps difficult to replicate on a site in alternative or mainstream ownership, it may be possible to emulate this model to some degree given the emerging housing trends such as long-term leasing, build-to-let schemes and the greater emphasis on the role of approved housing bodies for social housing provision, along with the standard requirements under Part V of the Planning and Development Act, 2000 (as amended). These emerging housing models create opportunities for intermixing of tenure throughout a residential development.

The Council will proactively encourage quality build-to-rent schemes (B2R), having regard to the reality that nationally circa 30% of households rent their home, whilst in urban areas such as Dublin and Cork this figure rises to circa 40-50%. This approach also takes account of the specific role that build-to-rent projects can play in addressing shortages of rental accommodation in higher demand areas (DHPCLG Circular PL 11/2016 & APH 5/2016).

iv. Residential Typologies

Having regard to the overall aim to foster an inclusive and socially balanced residential community at Woodbrook-Shanganagh, the Plan utilises a number of mechanisms to provide for a range of dwelling types and sizes. On the Shanganagh Castle Site, the potential for two-three two-storey housing, both in response to site constraints and context, contributes to the mix of units, whilst the varying density zones on the Woodbrook Site is further mechanism to ensure a mix of typologies. Analysis of medium-to-high density ranges indicates that an average density of 60 units per hectare would typically yield a 50:50 unit mix of houses and apartments.

To ensure that apartment developments cater for a mix of household sizes, the following mix of unit types shall apply in the Plan Area:

- 10% Studio Units (as part of a build to let development)
- Not more than 20% of Units shall be 1 Bed units (30% if re-allocation of Studio)

- A range of Min. 40% - Max. 60% shall be 2 Bed Units, and
- A range of Min. 20% - Max. 40% shall be 3 Bed Units,

The unit mix provides for a range of variation so as to allow an acceptable balance between certainty and flexibility, as advocated in the Design Standards for New Apartments, DECLG, 2015.

Table 4: Unit Mix for Apartment Developments

Unit Type	% Mix Range
Studio Units	10% (as part of B2R) / Re-allocation
1 Bedroom Unit	Min 10%- Max 30%*
2 bedroom Unit	Min 40% - Max 60%
3 Bedroom Unit	Min 20% - Max 30%

* with re-allocation of the 10% studio units

The LAP acknowledges that the 2015 Guidelines for New Apartments states that it is a planning policy requirement that mix ranges that generally apply to housing should not apply to student accommodation, certain housing projects or managed build-to-rent (B2R) projects (See Paragraph 2.7).

The Guidelines also provide for 'studio' type apartments and stipulate that it is a specific planning policy requirement that planning authorities facilitate the provision of studio apartment type developments in certain specific circumstances, such as part of new 'build to let' managed accommodation above a certain threshold, i.e. 50 units or more. The Planning Authority will assess all proposals for studio apartments in built-to-rent (B2R) developments, in accordance with the criteria set out in the 2015 Guidelines, DHPCLG Circular PL 11/2016 & APH 5/2016 and / or as may be updated by further guidance from the DHPLG.

In addition, the Council will actively promote the concept of the 'vertical village' within the apartment complex, whereby a diversity of housing may be achieved through design details such as own-door units at ground floor level, one or two-bedroom units to potentially cater for elderly people downsizing and also three-bedroom units to facilitate families with easy access to communal open space and play spaces. Consideration could also be given to duplex apartments which offer residents a multi-level experience more like a traditional townhouse.

Similarly, innovative residential designs which achieve quality own-door housing at medium density levels - typically through a relaxation of open space and parking standards - will be encouraged, subject to appropriate qualitative criteria being satisfied - including attractive communal or shared surface areas and design details which protect residential amenity.

v. Delivering Social Housing

Delivering social housing in the Plan will be based on the new National policy approach as set out in the Government's 'Social Housing Strategy 2020' and 'Rebuilding Ireland' Action Plan, 2016 as well as the Council's Interim Housing Strategy (Appendix 2 of the County Development Plan).

The Social Housing Strategy 2020 indicates that delivery of new housing will be via Local Authorities and Approved Housing Bodies (AHBs) and that there will be a greater emphasis on Social Housing Leasing Initiatives (SHLI). Similarly, Rebuilding Ireland re-iterates that there will be a significant increase and a particular focus on an accelerated and expanded social housing construction programme, a central tenet of which will be a collaborative approach between Central Government, Local authorities, AHBs, NAMA, NTMA, Housing Finance Agency and the Housing Agency. The active pursuit of State and other publicly-owned lands for mixed-tenure development will also form a major part of the new approach to housing provision. Dún Laoghaire-Rathdown is actively implementing this approach on its lands at Shanganagh Castle.

Irrespective of emerging housing models, there will be an opportunity to promote socially balanced communities through the implementation of Part V. The Council will promote the design of residential schemes that do not articulate social differences.

vi. Integration of Housing with the Neighbourhood

The design of residential schemes, streets and spaces can play an important role in how residents interact with the streets, public spaces and neighbours from the wider community. Successful design can create attractive spaces and help foster a sense of community.

The layout of streets and how the residential units interact with either the street or civic space are important elements of creating community space. Buildings and residential schemes should be designed to provide animation and enclosure to the streets and spaces where appropriate. Active frontage with publically accessible uses at ground floor level will be encouraged at key locations such as the Neighbourhood Square and DART Station at Woodbrook. Elsewhere, residential schemes that interact with the street by means of frequent entrances, overlooking windows and balconies will be encouraged so as to afford passive surveillance. In the interests of residential amenity, there will be a need for a defensible space or secure separation between any ground floor living accommodation and a public street.

Housing in the Plan Area should provide for a mixed character integrating different scales, housing typologies and designs. This approach will lend diversity to the built form and a visual richness, as well as catering for different household sizes. In particular, design diversity will be encouraged at key locations and important interfaces with the Park so as to also enhance legibility and place-making.

vii. Planning for a Sustainable Community

The Council recognises that the creation of sustainable communities requires more than the provision of housing and to this end, embraces the concept of the sustainable urban village for Woodbrook-Shanganagh as a new development growth node (See Figure 4).

The sustainable urban village concept is based on the premise that people should be able to access most of their living requirements within easy reach, preferably within walking distance of their homes. It involves the commensurate and concurrent provision of primary schools, childcare, local shops and small commercial, community and recreational facilities in conjunction with housing. The implementation of this policy will require the careful phasing of the residential development to ensure that there is a commensurate provision of services for the emerging community of users (See Policy Res 14 & RES 15 of the Dún Laoghaire-Rathdown County Development Plan 2016-2022).

Liveability and quality of life factors are also key considerations in terms of amenity, safety and convenience with easy access to walking, cycle routes and public transport. The quality of the built environment with a distinct sense of place, an attractive public realm with universal design qualities, as well as an emphasis on protection of the area's heritage, efficient use of resources and provision of community facilities, are all elements which underpin sustainable communities.



Figure 3: Neighbourhood Facilities within 5-10 minute Walk from Future Homes

3.1.5 Policy & Objective

Policy WS1: It is the Policy of Dún Laoghaire-Rathdown County Council:

To plan for a new residential community at Woodbrook-Shanganagh in accordance with the aims, objectives and principles of 'Sustainable Residential Development in Urban Areas' and the accompanying 'Urban Design Manual – A Best Practice Guide', 2009 and to implement a strategy for residential development based on a concept of sustainable urban villages which involves the commensurate and timely provision of community and recreational facilities.

It is an Objective of Dún Laoghaire-Rathdown County Council:	
H1:	To unlock the potential and accelerate the delivery of housing on the Woodbrook-Shanganagh, working in collaboration with all relevant stakeholders.
H2:	To promote sustainable higher densities and quality innovative housing designs.
H3:	To promote high quality homes and quality residential choices for a range of household needs.
H4:	To seek a successful interaction between the street, the residential scheme, the public realm and open space to foster a true sense of neighbourhood and encourage interaction between residents.
H5:	To ensure that the design of residential schemes, communal open space, public open space and the public realm shall be integrated to maximise use by residents and the community
H6:	To implement a strategy for residential development based on a concept of sustainable urban villages.
H7:	To promote Build-to-Rent (B2R) projects as a viable attractive type of household tenure.
H8:	To ensure that proposals for apartment schemes comply with the 'Sustainable Urban Housing: Design Standards for New Apartments: Guidelines for New Apartments', DECLG, December 2015.
H9:	To ensure that all residential proposals comply with the policies and standards of the Dún Laoghaire Rathdown County Development Plan 2016-2022 for Residential Development (Chapters 2 & 8), the provisions of the Dún Laoghaire Rathdown County Council's Interim Housing Strategy (Appendix 2) and Ministerial Guidelines and Circulars, as relevant to housing and subject to other objectives below.
H10:	To promote, drive and seek to implement the Government's Rebuilding Ireland: Action Plan for Housing and Homelessness, July 2016.
H11:	To ensure that proper community and neighbourhood facilities are provided in conjunction with, and as an integral component of, major new residential developments in accordance with the concept of sustainable urban villages and the objectives and principles of 'Sustainable Residential Development in Urban Areas' and the accompanying 'Urban Design Manual – A Best Practice Guide'.