

CLONBURRIS STRATEGIC DEVELOPMENT ZONE (SDZ) PLANNING SCHEME

EMPLOYMENT STUDY – ADDENDUM REPORT

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1 Introduction

1.1 Background

MacCabe Durney Barnes were commissioned by South Dublin County Council to prepare an Employment Study for Clonburris Strategic Development Zone (SDZ). The brief was as follows:

1. Define the study area, the relevant catchment for the study and terminology.
2. Review current policy context including the South Dublin County Development Plan 2016-2022, the Clonburris SDZ Planning Scheme and Local Area Plan (2008), Local Economic and Community Plan 2016-2022, Jobs Strategy (2014) and the Dublin Regional Enterprise Strategy (November 2016).
3. Undertake a comparative analysis of similar centres in the Greater Dublin Area.
4. Review the potential impact of major infrastructure projects.
5. Prepare a supply assessment having regard to existing floor area surveys, zonings, current market availability and vacancy rates.
6. Prepare a demand assessment having regard to local and regional demand factors, estate agents' reports, IDA/FDI/employer demands, yields/rents, with a forecast of demand.
7. Undertake a gap analysis between supply and demand.
8. Make recommendations.

The findings of the study informed the provisions of the Draft Planning Scheme, which was put on public display in September 2017. The *Clonburris Strategic Development Zone (SDZ) Planning Scheme Employment Study September 2017* was also finalized. The Scheme was adopted, subject to variations and modifications, by the Council in June 2018. It was subsequently appealed to An Bord Pleanála (ABP Ref: ABP-301962-18). An Oral Hearing was held in January 2019 and final decision to confirm the Planning Scheme was adopted in May of 2019. The Board made modifications to the Scheme. They included increasing the target number of units from 8,437 to 9,416 and the maximum number of units from 9,192 to 11,098.

1.2 Purpose of Report

Given the changes in the made by An Bord Pleanála to the Scheme as approved by South Dublin County Council, particularly in relation to the increase in housing units, consideration needs to be given to whether:

- a) the overall quantum of planned employment floorspace within the Scheme is adequate to cater for the additional resident population; and
- b) the planned employment floor space is appropriately distributed through area;

1.3 Structure of the Report

The report is structured in the following manner:

- **Section One** is the introduction.
- **Section Two** of this report reviews the Clonburris SDZ Planning Scheme as approved by An Bord Pleanála in May 2019.
- **Section Three** provides an analysis of the approved scheme
- **Section Four** provides a conclusion.

2 Review of Clonburris SDZ Planning Scheme

2.1 Employment Study – Floorspace Forecasting

The methodology sought to identify the gap between demand and supply, providing a quantitative assessment of required floorspace. Floorspace forecasting was based on macro-economic forecasting for the Dublin region and establishing a share for South Dublin. From a review of policy and the availability of zoned land for certain uses (industry and warehousing), the forecast focused on services employment sectors to establish floorspace requirements for Clonburris that were considered to be in line with policy and market demands. In summary the approach taken was:

- Identify target employment sector for the purposes of floorspace;
- Undertake employment forecast for the target sector for the Greater Dublin area and South Dublin based on CSO data and Forfas sectoral growth assumptions;
- Convert employment growth into floorspace equivalent for Greater Dublin area and South Dublin;
- Consider location of floorspace within the County and pipeline development; and Allocate floorspace to Clonburris.

Several key assumptions were made, an annual average growth rate of 2.5% was applied and A blended employment density of 1 job per 16sqm of gross internal floorspace was used with reference to corporate, professional services, financial/insurance and small business workspace. The impact of international external events and factors (e.g. Brexit, change in international tax regimes) was not included in the base case scenario but was included in the sensitivity test.

Consideration was given to anticipated quantum of residential units within the Planning Scheme, the strategic location of Clonburris, and the existing and planned transport infrastructure. It was concluded that the resident population of Clonburris would generate demand for office and business premises for local employers in financial, professional services, insurance, legal services, property services, software and service start-ups. Given the location on the rail corridor and close to the technological crescent which extends from Citywest to Grange Castle Business Park, it was considered there is potential for Clonburris to act as a secondary location for support services to the industries located in the technological zone, but which require high public transport accessibility.

The total increase in South Dublin employment within the identified sectors of services, financial services, real estate, professional and administration was forecast from 2016 to 2035 to be 10,931 places of employment. Based on employment density of 1 job per 16sqm this converted to a requirement of 174,890sqm of floorspace in South Dublin. A sensitivity test was undertaken which includes a higher growth rate in the employment sector identified. This growth rate could be because of job relocation following the exit of the UK from the EU. An

annual average growth rate of 3% in the relevant employment sector was selected, as opposed to 2.5% in the base case. A review of pipeline development and other significant locations in the County for local small scale businesses, including Tallaght Town Centre, Clondalkin Town Centre, district centres and villages was undertaken. The office/business floorspace requirements for the County were estimated to be between 175,000 sqm and 220,000 sqm for the period up to 2035. It was therefore considered that Clonburris could accommodate between 30,000 – 40,000 sqm of office/business commercial floorspace. Improvement of public transport (e.g. DART underground, Lucan Luas and Core Orbital bus services) would enhance the attractiveness of Clonburris as a location for the higher quantum of floorspace in larger floorplate buildings.

The following recommendations were made:

1. The Planning Scheme should accommodate 30,000 sqm of non-retail commercial floorspace with an allowance for up to 40,000sqm in the event of market demand.
2. The floorspace to be provided in the form of 10,000sqm of flexible floorspace to cater for small and medium sized expanding businesses and the balance to be provided for in buildings of a larger floor plate.
3. The non-retail commercial floorspace shall be focused around the Fonthill Road and Kishoge train stations. Provision of the floorspace can be evenly divided between the two centres adjacent to the stations.
4. Office/commercial floorspace provision could be provided in line with threshold of residential units as follows in Table 1 to deliver floorspace in tandem with population growth.

Table 1: Phasing

Indicative Phase	Unit Nos.	(sqm gross)
Phase 1a	0-1,000	2,000
Phase 1b	1,001-2,000	4,000
Phase 2	2,001-4,000	4,000
Phase 3	4,001-6,000	20,000-30,000
Total		30,000-40,000

Source: MacCabe Durney Barnes

2.2 Adopted Clonburris SDZ Planning Scheme (June 2018)

The Draft Planning Scheme was placed on display in September 2017 and was made, subject to material amendments and modifications, on the 19th June 2018. The main employment related provisions are contained in Section 2.6 of the adopted scheme. The recommended provision of between 30,000 sqm to 40,000 sqm is reflected therein and a breakdown by area is detailed in Table 1 below.

Table 1: Employment Floorspace in Adopted Scheme

Development Area	Minimum Employment Floorspace (Gross Floor Area –sqm)
Clonburris Urban Centre	18,515
Clonburris South West	200
Clonburris North West	200
Clonburris South East	0
Clonburris North East	0
Kishoge Urban Centre	11,800
Kishoge South West	200
Kishoge South East	200
Kishoge North West	0
Kishoge North East	0
Adamstown Extension	0
Canal Extension	0
Total	31,115 sqm

It allows for different forms of floorspace to be provided including for general offices and enterprise, small flexible business premises and for support services for technological crescent from Citywest to Grangecastle Business Park. The focus for employment related floor space is around the two train stations at Clonburris Urban Centre and Kishoge Urban Centre in line with the recommendations outlined in section 2.2. Floor areas are not specified in relation to the phasing provisions of the Planning Scheme and a more flexible approach to the delivery of employment floorspace is adopted. This allows for the delivery of floor space as demand arises.

2.3 Appeal and An Bord Pleanála Decision – ABP-301962-18 (May 2019)

The Inspector’s report on the appeals and oral hearing did not include any recommendations in relation to employment floorspace provision. There was no specific consideration given to any associated additional employment floorspace requirements in the Direction or the Order issued by the Board.

The Board did make other modifications to the Scheme, including increasing the target number of units from 8,437 to 9,416 and the maximum number of units from 9,192 to 11,098.

3 Assessment of Employment Floorspace Requirements Resulting from Approved Planning Scheme

The basis for forecasting requirement in the original *Employment Floor Area Demand Study* (September 2017), as outlined above, was on the basis of identifying broad employment sectors. Following this, there was a forecast of growth in the target sectors for both the Greater Dublin area; and for South Dublin County Council area.

While there may be some changes in baseline conditions in relation to demand, rents and employment levels, this original assessment was undertaken at a particular point in time and underpinned the preparation and subsequent adoption/approval of the Scheme. It would therefore not be considered appropriate to revisit the baseline at this stage, but such a rebasing may be considered as part of any review of the Planning Scheme in future.

As indicated above, the Board did not materially change the Planning Scheme in relation to employment floor space or its distribution. While, it did increase the number of target units, as the estimate of floor space demand was not based upon the future resident population in Clonburris, but rather target employment sectors in the Greater Dublin Area and the South Dublin, the increase in the number of units does not have any material impact upon the employment floor space requirements for the Planning Scheme.

4 Conclusions

The decision of the Board has been reviewed and there is no requirement for an alteration to the Clonburris Planning Scheme in relation to employment floorspace requirements.