

DISCUSSION DOCUMENT ONLY



Dublin City Council

Park West / Cherry Orchard

Draft Urban Framework Plan

November 2002



Vision of a vibrant new mixed use district with work, living and recreational opportunities, high quality architecture, urban design and public spaces, well integrated with the surrounding area and the city centre





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Design Objectives for Station Concourse



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1.0 Introduction

The Brief

An Urban Framework Plan was commissioned by Dublin City Council,

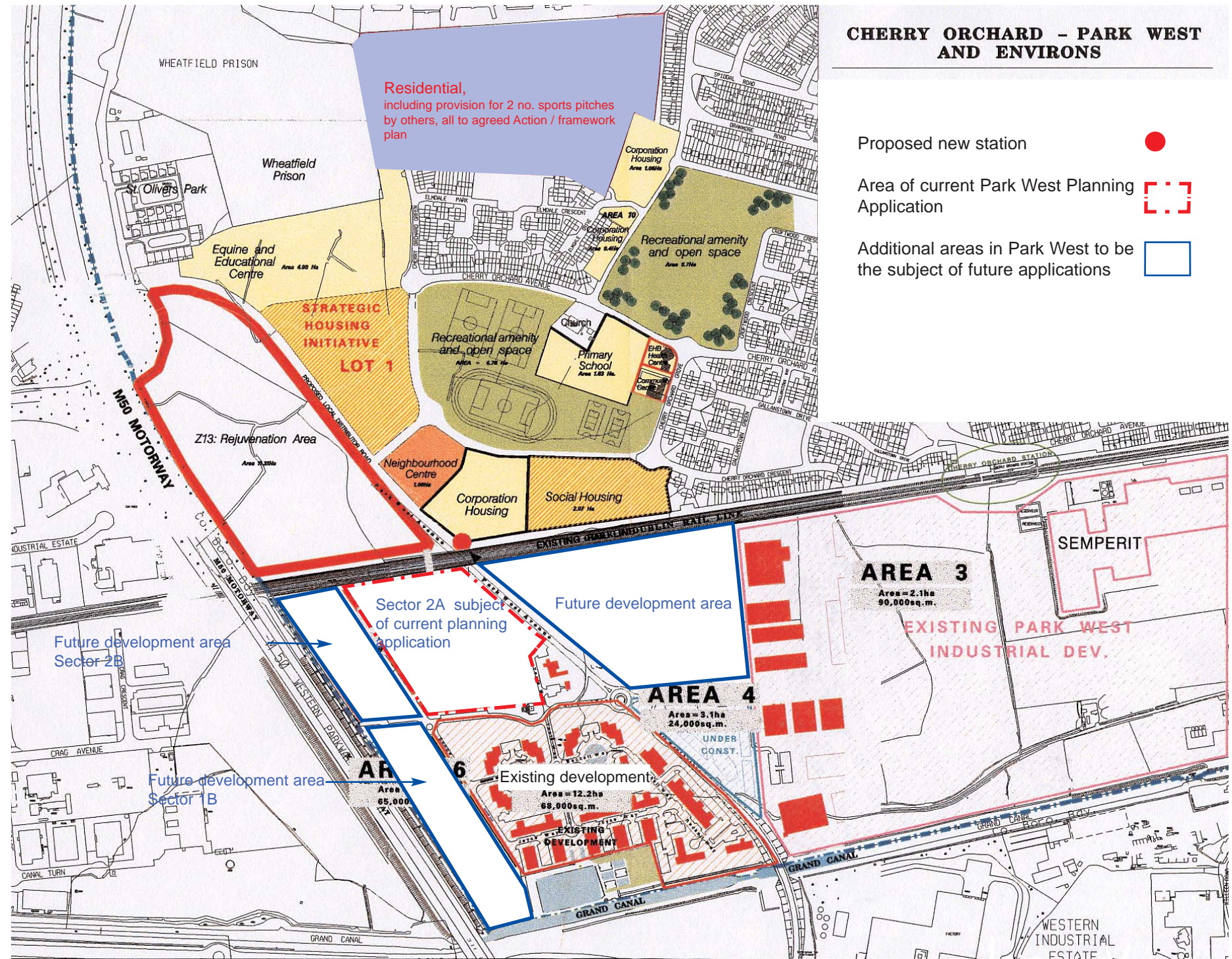
- to develop an overall strategy to interconnect this peripheral area both physically and psychologically back to the city.
- to build on the local area plan, incorporating an urban design framework illustrated opposite, focused on the creation of an area with a coherent, sustainable, urban character.

The Framework Area

The site consists of lands to the north and south of the Dublin - Kildare railway line, immediately to the east of the M50 motorway, which forms its western boundary. It is focused on a proposed new station, which will allow the development of the area, focused on non car-based transportation.

Immediately to the north of the proposed station, west of the existing settlement of Cherry Orchard and Ballyfermot, and south of Cherry Orchard hospital and Ballyfermot Road, Dublin City Council owns some 25.5 hectares of development land, in addition to a further 6.78 ha zoned for recreational amenity and open space and 1.83 ha for a primary school.

A total of 12.53 ha of the development land has been identified for a Strategic Housing Initiative, in two separate lots, which will deliver a total of 1000 units, on 4.7 and 7.83 ha respectively, at a density of c100 units / hectare. The initial phase of SHI1 has recently been launched on the market as Cedar Brook and has been well received. An additional 1.06 ha has been zoned for a neighbourhood centre. Finally, some 11 ha of the City Council ownership is zoned Z13, which seeks the social, economic and physical rejuvenation of the area.



Park West Planning Application sectors superimposed on Local Area Plan 2000

The lands to the south of the railway line are already the subject of planning permission for a total of two million square feet of commercial development. The developer and his agents have lodged a planning application for the intensification of mixed use development.

Discussions have been held with Dublin City Council, and revised drawings are set to be lodged in the New Year (2003). The undeveloped portion of these lands measure some 27.4 hectares.



Aerial view of Park West / Cherry Orchard from south

2.0 Site Context

Ballyfermot was developed to the west of Inchicore, in the 1950s, when much of the city centre population was decanted to new Corporation housing at the suburban edges of the city. The area merges with Cherry Orchard, protrudes west into Fingal and South County Dublin jurisdictions.

The road network is characterised by a system of poorly connected cul-de-sacs accessed from Ballyfermot Road, or from the Kylemore Road, which runs north-south between Ballyfermot and the Naas Road. Many of the roads which were originally designed to interconnect, have been truncated by barricades, to prevent rat running, through traffic, speeding on the long, wide, straight roads and ram raiding. The remaining network is featureless and confusing.

Residential densities are low and house types are typified by two storey houses, in a mix of short terraces of between four to six units, set back to provide private front and rear gardens. Despite its age, there is little evidence of landscaping. The area is characterised by large areas of open space, most of which are set to grass.

Retail and non residential uses serving the area are concentrated along the Ballyfermot Road, with a few small strips of local shops scattered across the area.

The north west of the area is dominated by large institutional uses, including Cherry Orchard Hospital, Wheatfield Prison and the new Equine and Educational Centre, currently under construction.

A small development of group housing and halting sites has been developed west of the equine centre.

Most recently, the Cherry Orchard Local Area Plan zoned 6.7 ha of the Z13 rejuvenation zone, for open space and recreation and work is under way to develop this area as a series of sports pitches.

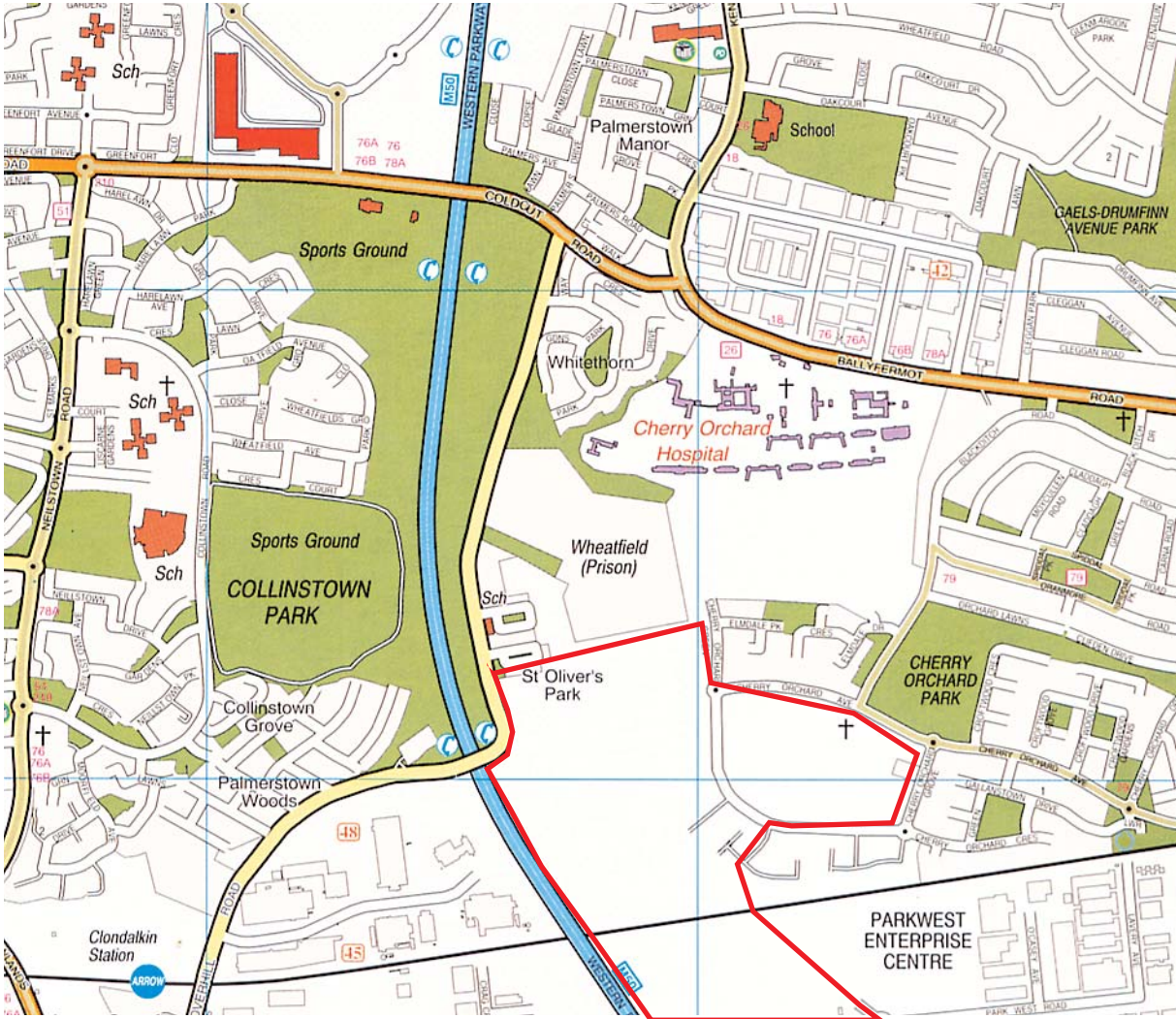
Local Initiatives

in September 2000, Ballyfermot was selected as Ireland's priority for the EU's URBAN II initiative. This will bring €11.4m of EU and domestic funding between 2001 and 2006, focused on generating 'innovative local strategies' for sustainable investment and 'better ways of tackling persistent problems. The following four priority areas have been identified:

- Community participation
- Civic Services Integration
- Community Infrastructure



An area characterised by wide roads, and featureless open space



Urban Framework Plan Area outlined in red



Equine Centre under construction - now complete



Ballyfermot Community and Civic Centre on Ballyfermot Road, opened in 2001



Strategic Housing Initiative Lot 1 - launched in November 2002 as Cedar Brook

3.0 Planning Context

Since the early 1990s and the Rio Summit on sustainability, a raft of national policy has been developed in support of the protocol for sustainable development.

- Sustainable Development – A Policy for Ireland
- Strategic Planning Guidelines for the Greater Dublin Area
- Residential Density – Guidelines for Planning Authorities

Sustainable Development: A Strategy for Ireland, 1997

Government policy on residential density derives from "Sustainable Development: A Strategy for Ireland" published by the Department of the Environment in 1997. The Strategy recognises the role of spatial and land use planning in securing sustainable development goals. The low-density development of towns and cities and the increasing reliance on the private car arising from established and continuing land use patterns are seen as a threat to the long-term sustainability of settlements.

Four measures were identified in the national strategy, for the achievement of a more sustainable built environment. These include:

- Closer co-ordination between transport and land use planning;
- The promotion of higher residential densities in appropriate locations;
- Emphasis in the proposed new Guidelines on Development Plans on clear demarcation between urban and rural land use; and
- Local Agenda 21 initiatives by local authorities.

Strategic Planning Guidelines for the Greater Dublin Area, 1999

The Strategic Planning Guidelines for the Greater Dublin Area were commissioned in response to the national sustainability strategy. The guidelines distinguish between an inner metropolitan area and an outer hinterland area. The strategy for the metropolitan area includes:

- Consolidation of existing urban areas
- an increase in the overall density of development.
- Provision of enhanced public transport.

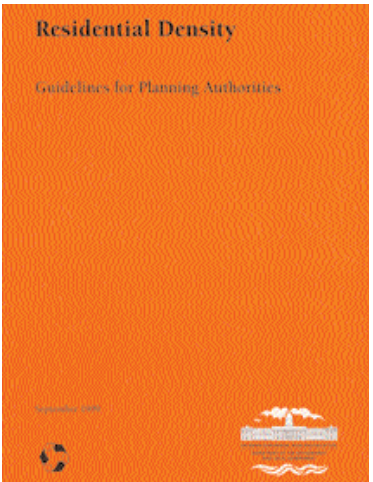
The strategic guidelines advise that primarily people based employment activities such as various office and other service activities, should be located at appropriate existing and future public transport nodes. Amongst other options the Strategic Planning Guidelines also advise that population growth should be accommodated through the development of a limited number of new areas contiguous to existing centres and public transport. The strategy seeks the optimum possible redevelopment of brownfield sites and of infill potential throughout the area.

Residential Density: Guidelines for Planning Authorities, 1999

These guidelines outline government policy on residential density and a range of aspects of residential development. It identifies suitable locations and targets for increased density under a number of different headings:

- Town and City Centre
 - 'Brownfield' sites
 - Inner Suburban / Infill
 - Outer Suburban / 'Greenfield' sites.
- In each instance, proximity to existing or proposed 'quality transport corridors' is identified as a factor which could increase densities further.

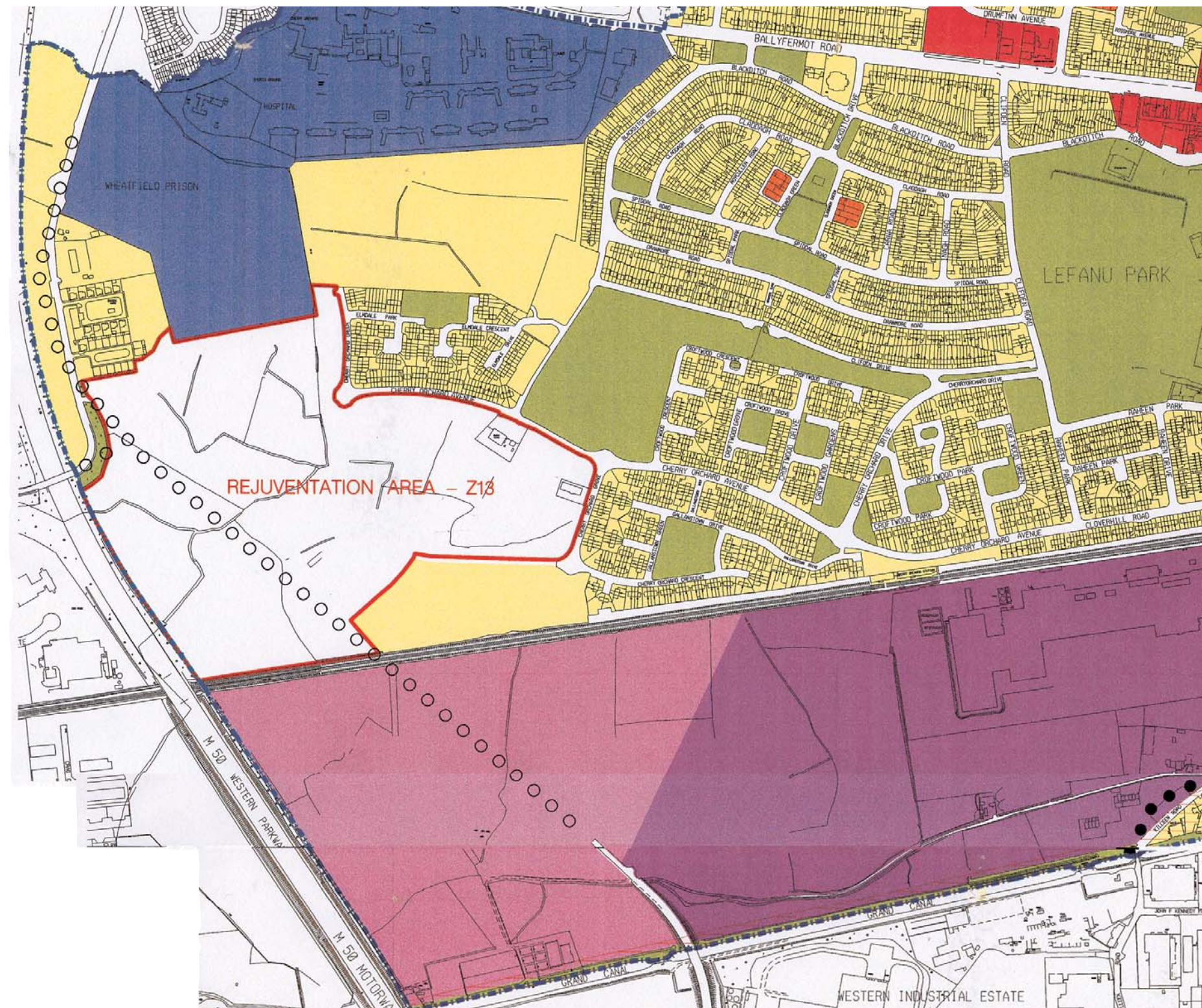
The importance of local or action area plans as tools for the achievement of increased densities is stressed for areas to be opened up for significant residential development and to increase the capacity of land through the well thought out provision of open space, efficient road layouts and pooling of facilities. Key controls relating to plot ratio, site coverage, building line, building height, overlooking/overshadowing, public open space, private open space, car parking standards, internal space standards and ecology and bio-diversity are included.



Dublin City Development Plan, 1999

The Development Plan designates the site as a Rejuvenation Area under Zoning Objective Z13. This designation seeks the social, economic and physical rejuvenation of the area. It details a range of permissible land uses within rejuvenation areas and other land uses that are open for consideration. Permissible land uses include office and residential use, neighbourhood shopping and open space. A proposed alignment for a 'Category 2' road runs across the site in a NW – SE direction.

The strategic location of the area, adjacent to a proposed new station on the main Dublin – Cork railine as well as the commuter Arrow service between Dublin and Maynooth, and the proposed development of the new station provides an opportunity to achieve a density of development which, unlike most edge city locations, has the potential support a range of uses other than residential. This opportunity is reinforced by the concentration of development in Park West which is currently seeking consent for an additional 300,000 m2 of new commercial space. The concentration of mixed use development at the station's vicinity will help to reinforce its viability.



Extract of Dublin City Development Plan 1999

A Platform for Change

The Dublin Transportation Offices strategy for 2000 - 2016, A Platform for Change updates the original Dublin Transportation Initiative (1995). It seeks to:

- improve accessibility and reduce congestion.
- Reduce the need for car commuting by improving the reliability, availability and quality of public transport.
- Optimise the use of existing infrastructure and facilities.
- It sets a target of increasing morning peak hour public transport trips from about 70,000 in 2000 to 300,000 in 2016, while also reducing traffic congestion to 1991 levels.

The Strategy seeks to achieve these objectives through two means. Firstly demand management, to reduce growth in the demand for transport whilst maintaining economic progress; and secondly to encourage a transfer of trips from private cars to other modes of transport. To this end it counsels that developments that generate a high volume of trips should be located in public transport rather than strategic road corridors. Park West is located within one of the Transportation Corridors identified in Map 2 of the Strategic Planning Guidelines.

Rail

The suburban rail component of the Strategy is designed to make the maximum use of existing rail lines, particularly by eliminating capacity constraints in the existing system. The Strategy proposes the segregation of intercity and suburban services along the section of the Kildare line between Heuston and Sallins stations, a section of which runs next to Park West, which requires the construction of third and fourth tracks between Cherry Orchard and Sallins stations. The electrification and upgraded signalling for suburban services is also proposed.

The Strategy proposes new rail stations, particularly near areas of new development adjacent to existing rail lines. Park West is identified as one such location for a new station.

Bus

Platform for Change states that in the short term buses are likely to remain the primary mode of public transport and the Strategy proposes a greatly expanded bus network with a substantial increase in passenger carrying capacity. As rail based networks are put in place, it is intended that buses will increasingly be used to feed passengers to rail services to extend the reach of the rail network, as well as carry them to their ultimate destination.

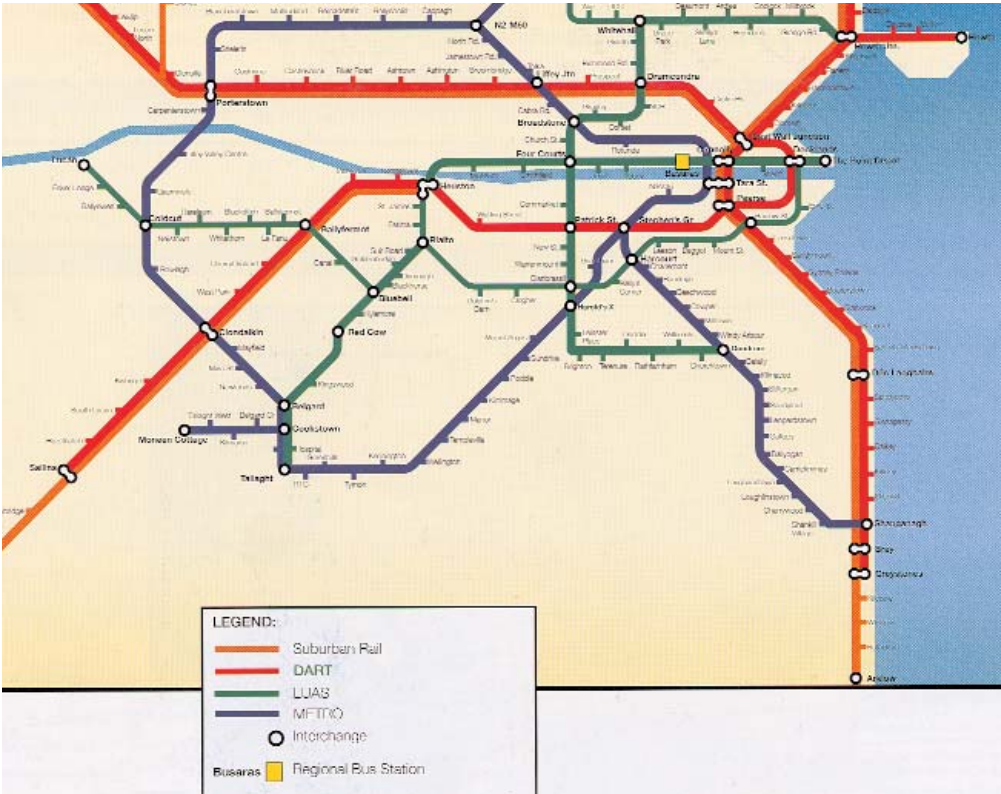
Platform for Change recommends the completion of the 10 radial Quality Bus Corridors and one orbital corridor (from Tallaght via Clondalkin and Blanchardstown to Dublin Airport) proposed by the 1995 Dublin Transportation Initiative strategy, and to extend and enhance them where necessary. 4 QBCs have been opened (Malahide Road, Finglas, Lucan and N11) and six are under construction (Swords, Blanchardstown, North Clondalkin, South Clondalkin, Tallaght and Ratharnham). An additional QBC from Ballymun to the city centre is under construction.

LUAS

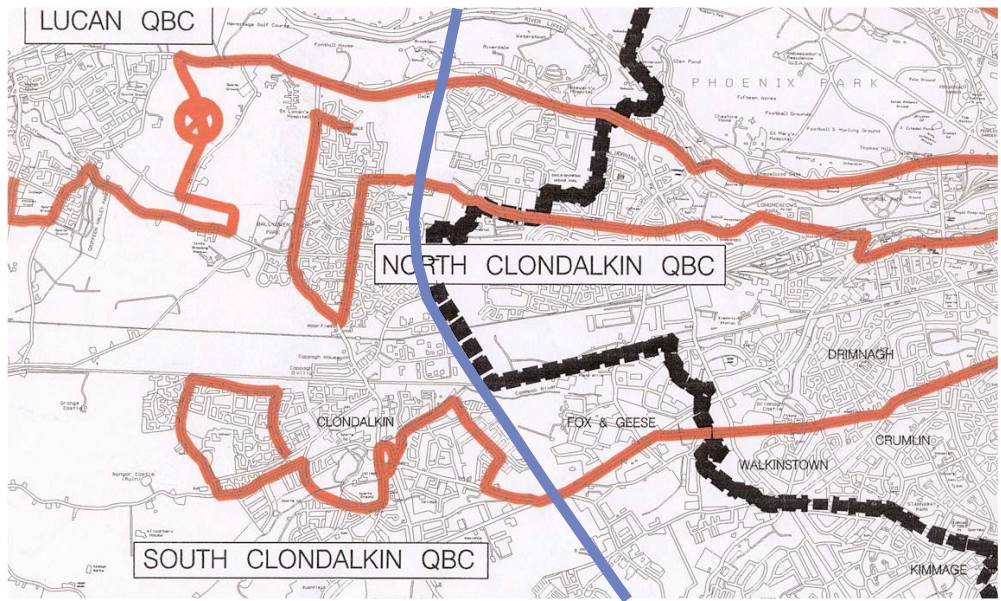
Platform for Change proposes an extension of the on-street light rail network (LUAS). LUAS line A (from Tallaght to Abbey Street via Fox and Geese and Bluebell which runs further to the south of Park West is under construction. A new east-west line running to the north of Park West, is proposed from Lucan via Ballyfermot, Dolphins Barn and the South City centre to Docklands.

Metro

Metro is a light rail system similar to LUAS except that it is completely segregated. An orbital metro line is proposed to the west of Park West on the western side of the M50, from a spur off a spine at Finglas via Blanchardstown and Clondalkin to Tallaght. It is programmed to be implemented between 2006–2010.



Extract from A Platform for Change



Proposed QBCs

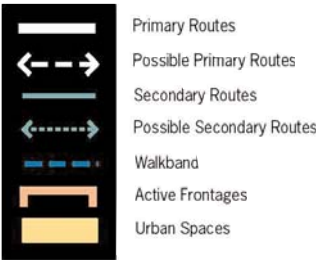
4.0 Structuring Principles

The following structuring principles seek to provide a clearly legible hierarchy of connecting roads for the Cherry Orchard / Park West area, from the principal routes linking from the Ballyfermot road in the north to the Nangor road in the south, to a well defined series of urban blocks and streets, giving maximum ease of pedestrian movement through the area. The following are a series of structuring principles or objectives:

- Develop at higher densities, closest to station. A series of walkbands from the station are shown in blue on the attached diagram. Within the inner (400m) walkband, development should be more intense, with few land extensive uses such as parks, or surface parking. Development closest to the station will be at the highest density, to maximise the numbers within easy access of the station. Density will fall off gradually, as distance to public transport increases.
- Develop good bus links between the proposed LRT (LUAS) along Ballyfermot Road and the station. This will help to ensure the maximum number are within easy walking distance of good quality public transport links.
- Develop new road link direct from Ballyfermot Road through hospital. This will help to link the new station both physically and psychologically to the existing main road serving the area. This new route will join the new distributor road, linking across the railway line and up to Cherry Orchard Road, currently being developed as a

condition of permission for the intensified development south of the railway.

- Develop mixed use neighbourhood centre focused on station. The designated neighbourhood centre lies a short distance to the north of the proposed station. The mixed use activities sought for this location will have the greatest opportunity to succeed economically in the vicinity of the station, where both commuting traffic as well as those to be employed in the new commercial development south of the railway, can help to sustain mixed use development.
- Seek interconnectivity and excellent pedestrian linkages throughout. The plan structure seeks to identify and anticipate desire lines for slow modes, such as cycle and pedestrian routes and to create these links between the main civic elements, such as the proposed station, the proposed civic square at the focus of the neighbourhood centre and the church, which occupies a strategic location at one of only two current vehicular entrances to the area.



Structuring Diagram

5.0 Framework Plan

The framework plan opposite shows how the area is focused on the mixed use area around the neighbourhood centre and the proposed new station.

Two new major routes through the site, from the Ballyfermot road and the new distributor road running north west-south east across the railway, are used as strong axial connections, which structure the development.

The main routes are lined with development, which positively address them and which will give them both a civic quality and will provide passive surveillance.

Where this route is edged by the park, a series of pavilions are proposed on the edge of the park, which will help to animate this edge (see fig.). These could provide space for small studio workspace, for creche space, kiosk refreshments or other park related requirements and facilities.

A possible new pedestrian route through the park is indicated, which runs directly from the existing church at the bottom of Blackditch road, straight into the heart of the neighbourhood centre and the civic space around which the centre is focused.

- The following nodes are proposed as civic focii to the neighbourhood centre.
- At the junction of the north-south route with the distributor road / Main Street, as a new civic space.
 - At the junction of the Main Street with the railway as a station concourse.



Pavilions line the edge of an urban park, providing showcases and space for park related uses.



Tree-lined avenues

The area in front of the station is shown as a wide concourse / civic space, with a feature light well at its centre to provide daylight to the platform below.

The distributor road is treated as a Main Street, along which mixed uses are focused and which can accommodate a modicum of convenience parking to serve these retail functions. Development is shown lining this street.

The Main street structuring route continues across the railway and picks up and defines the edge of the Scheduled Monument, which is fronted with residential development.

The bulk of the parking to serve the mixed use are will be undercroft or basement, utilising the artificially created level change around the station and road bridge.

An area of surface parking is shown north west of the station, which can serve a local foodstore in the short term. In the longer term, this may be redeveloped and the parking absorbed into the development.

The Park West area south of the railway is structured to provide a direct link to a potential future pedestrian bridge to the south of Cherry Orchard Grove and the community facilities at this location.



Framework Plan

6.0 Vision and strategy

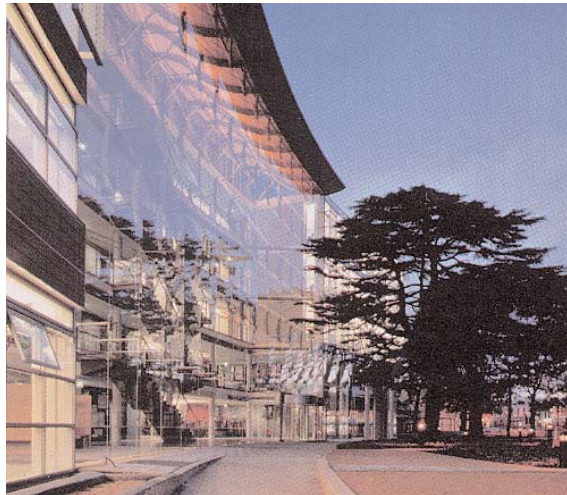
Vision of a vibrant new mixed use district with work, living and recreational opportunities, high quality architecture, urban design and public spaces, well integrated with the surrounding area and the city centre

Urban Design Strategy

A series of urban design objectives are identified for the area, under eight headings, from Character and Identity, through to Integration and Efficiency. A set of bullets points are listed under each objective, to explore ways in which these objectives might be achieved or influenced.



Sports facilities behind residential development



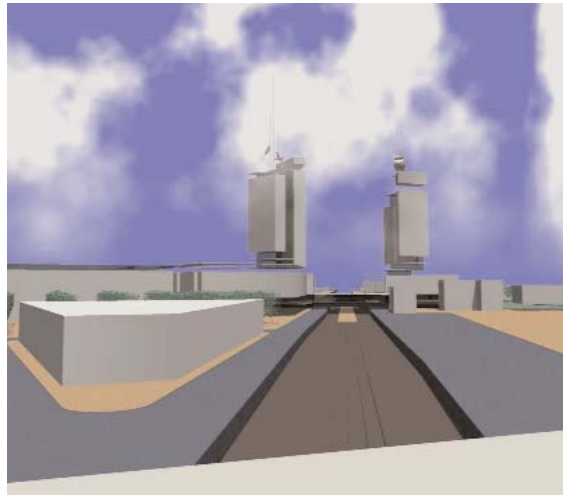
Contemporary design of places and buildings



Active uses on public spaces



Frontage development overlooking public spaces



Landmark buildings at station

Character and Identity

- Strong axial streetscapes linking nodes.
- Main street character approaching mixed use centre
- Contemporary design of places and buildings
- Enhanced setting for church and proposed school
- Nodal location of football club, town centre retail and equestrian centre
- Presentation of the scheduled monument
- Larger floorplate commercial development next to M50

Public Domain

- Central community focal space
- Station forecourt / concourse with taxi drop off and level transition to south
- Local 'pocket parks'
- Frontage development overlooking all public spaces including existing designated park and Scheduled Monument

Continuity and Enclosure

- Create strong Main Street: at heart of area.
- Line road with continuous, active frontage
- Establish maximum setback of building lines
- Step ground floorplates to gradient of road-bridge approaches
- Provide limited 'teaser' parking on street
- Line the prison, private football club, school and other space-extensive uses characterised by having blank or fenced off edge conditions, with frontage development such as housing to provide secure edges and passive surveillance.

Legibility

- Create strong axis of main street and QBC with focal space at intersection with railway
- Create landmark buildings
- At intersection of main street with railway line (either side of railway or both)
- As gateway to town focus
- To mark site from motorway
- Mark arrival at central areas with 'gateway' development

6.0



Provide new pedestrian route across park to existing community focus at church.



Non residential / employment uses animate street frontage



Animate park frontage with pavilion type quasi employment uses.



Water feature at change in level



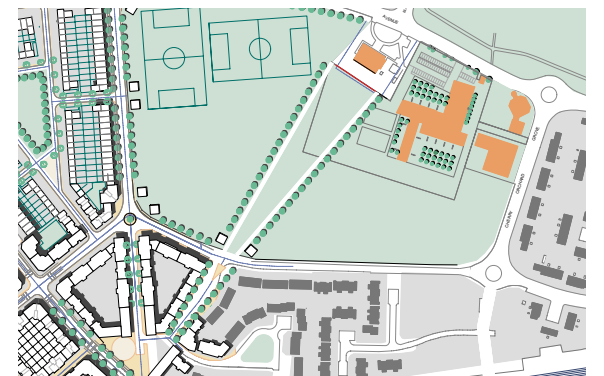
Provide new pedestrian links across railway



Line routes with a variety of use types and tenures



Finer grain plot widths to encourage retail uses



Maximise development within 400m walkband

Permeability

- Maximise connecting routes feeding into main street and QBC
- Establish formal route across designated park to church / Backditch Avenue
- Provide pedestrian links north / south across railway (at station and to east)
- Consider pedestrian bridge attached to side of motorway bridge.
- Provide new QBC from station to LUAS
- Provide new pedestrian route across park to existing community focus at church.

Variety and Choice

- Include row shops integrated with larger floorplate foodstore
- Focus mixed use development around town square / station
- Provide for a variety of housing types and tenures

Adaptability

Within mixed use area (Zone D) development should include:

- Fine grain of plot widths;
- Commercial storey heights (3.5m) at ground floor level along Main Street and civic frontages, to allow for adaptation to community, retail or other compatible town / neighbourhood centre uses

Integration and Efficiency

- Maximise density within walking distance of public transport provision
- Make larger public spaces and space extensive uses beyond 400m from station
- Enhance existing open spaces to create usable, well designed positive public parks and to offset partial development of designated open space falling within walkband
- Provide new QBC linking mainline and LRT stops with football club, equestrian centre and along route.

7.0 Density and Use Mix

The structuring diagram on page 8 illustrates walkbands centred on the proposed new station, within which development will be most intense.

This will:

- utilise the costly infrastructure investment to greatest effect by maximising its accessibility to the greatest number of people.
- support the service and contribute to its viability.
- Minimise dependence on the private motor car and thus its impact on the already congested local road network.

The schedule of accommodation should be read in conjunction with the plan which identifies the location of each development parcel. This schedule enables an initial estimate to be made of the anticipated number of new dwellings to be developed in the area. The gross area is discounted to calculate the nett developable area, and an estimate of use mix is applied.

South of the railway, the areas are anticipated to be weighted towards commercial development, acknowledging the current pre planning discussions, seeking an extension of the commercial space. It is nonetheless an objective of the plan that this area should also accommodate some residential development. This is anticipated largely to cluster at the station and the town/ neighbourhood centre, where it can help to animate the civic domain and support the mixed use facilities intended for this location.

A range of densities are anticipated, from 185/ha closest to the neighbourhood centre, to 75 units /ha furthest from the station.

Schedule of Accommodation

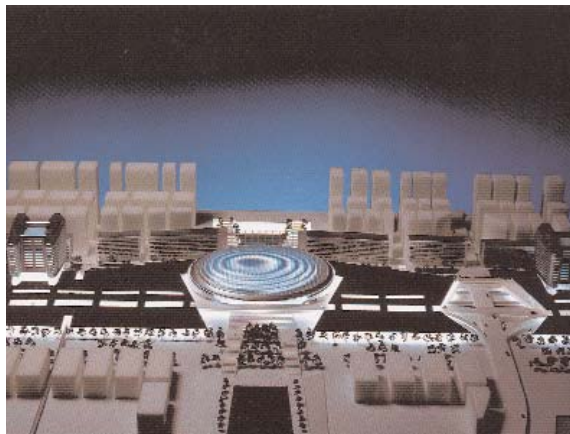
Development Zone GFA (m2)	Total Zone Gross Area (Ha)	Use	Aggregate Net Site Areas (Ha) *	Overall % mix for Zone	Units/Ha (net)	Units/Ha (Gross)	Residential uses Total Units	Non residential uses Plot Ratio
A	11	residential commercial other	4.4 3.0 1.40	50% 34% 16%	185	33	814	1.5 45,300
B	4.7	residential commercial	3.76	100% 0%	74	67	278	1.5 0
C	4.6	residential commercial	3.68	100% 0%	100	86	368	1.5 0
D	2	residential commercial	1.6 0.27	83% 17%	185	140	296	1.5 5,900
E	7.2	residential commercial	1.96 3.8	34% 66%	150	38	294	1.5 53,760
F	7.6	residential commercial	1.82 4.26	30% 70%	150	36	273	1.5 64,680
G	12	residential commercial	9.6	100% 0%	75	75	900	1.5 0
TOTALS	49.1		39.28				3,223	169,640

Notes * excluding distributor roads and public open space

As can be seen on the schedule, the area can accommodate an estimated total of 3223 dwelling units and 169,640 square metres of non residential space. This is in addition to development to be accommodated in the SHI Lot 2, immediately to the south of the ERHA lands at Cherry Orchard Hospital.



Appendix - Design Objectives for Station Concourse



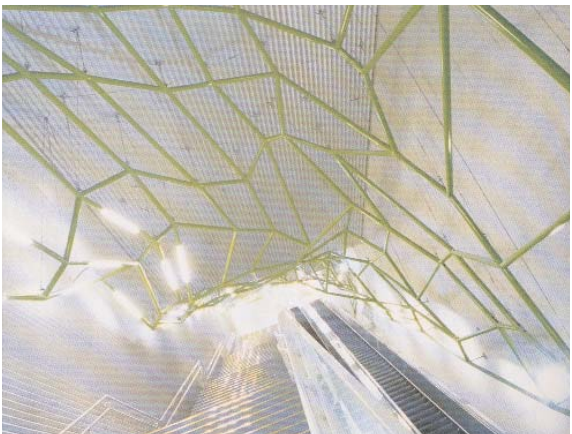
Feature highlighting transportation node



Luminous buildings to form landmarks



High quality design feature marking station



Public art to enliven spaces

Station design Concept

The proposed station is designed as a sleek single storey box, straddling the new four track railway line below, at its junction with a new road linking Park West south of the railway to Cherry Orchard on the north side of the line.

The preparation of the Framework Plan for Cherry Orchard / Park West illustrates how a station concourse at this location can provide a crucial link between both sides of the railway line, as well as a new mixed neighbourhood centre, the viability of which will be reinforced by additional passing and public transport based commuting traffic.

A contract will shortly be let for the construction of the bridge and road, following on the issue of a Part X notice by Dublin Corporation. The contract for the bridge and ramp will acknowledge the objective of creating a mixed use main street, lined with buildings and will seek to construct retaining walls to the ramp which will allow for the construction of the liner buildings to a separate timetable. This will necessitate the installation of demountable edge barriers, which will become redundant once the adjacent buildings are in place.

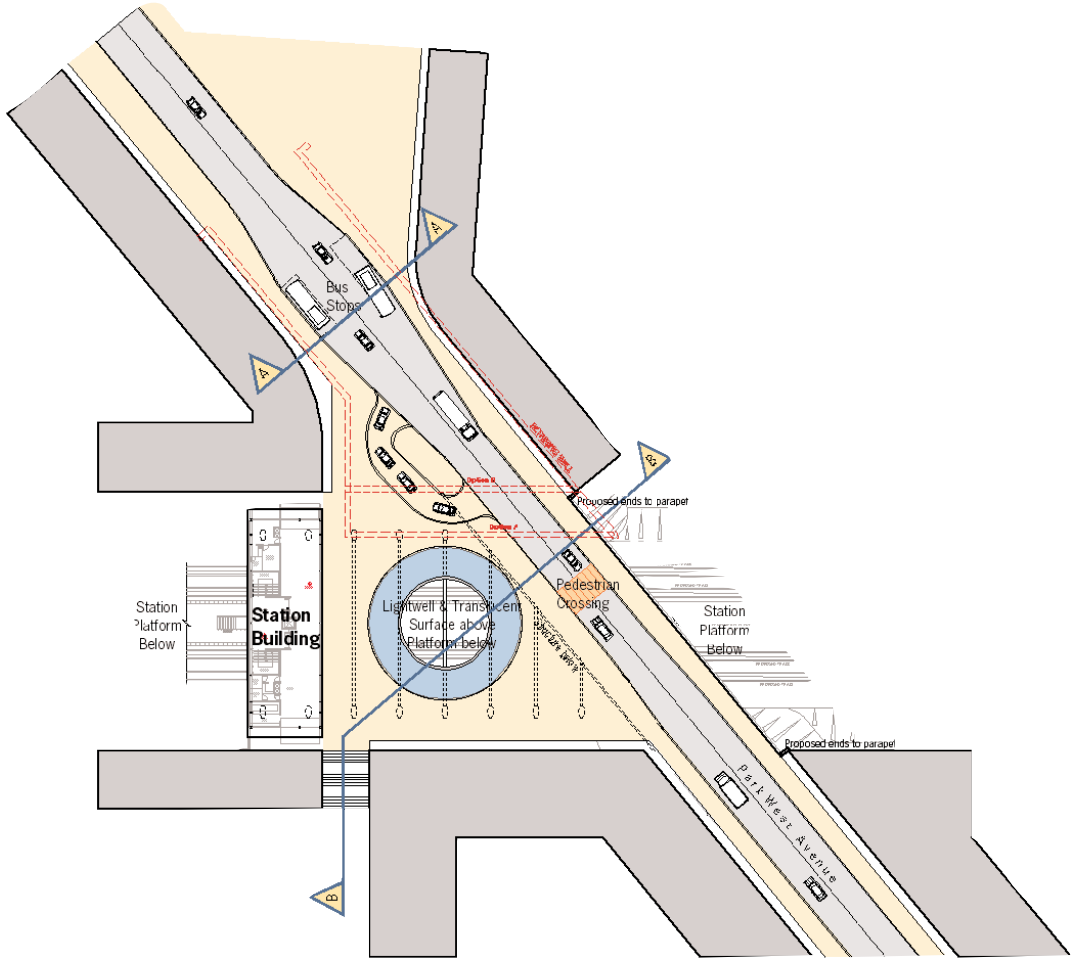
Thereafter, the station will be constructed, to a different timetable, allowing for a series of statutory approvals internal to Iarnrod Eireann.

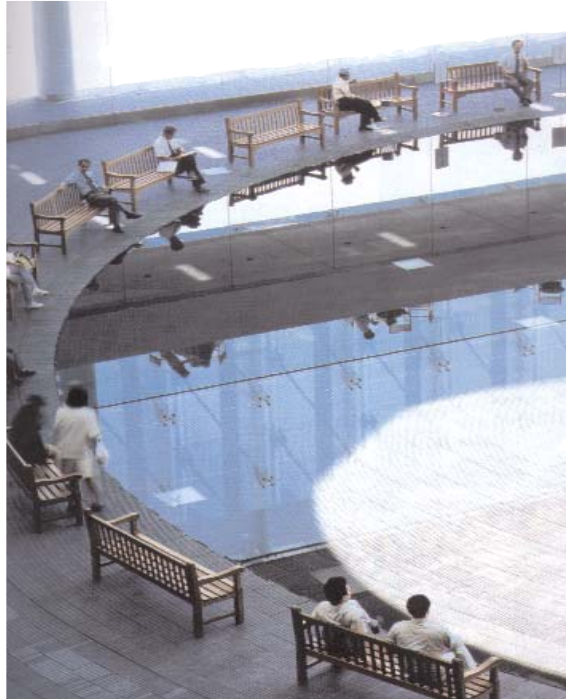
The adjacent plan shows how the concourse might be constructed as an extension to the station, as well as to the bridge, providing a taxi and drop off area as well as bus bays close to the main civic neighbourhood space and pedestrian crossing points.

The concourse is designed around a large circular light well, which would provide daylight to the platforms below. The light well is envisaged as a visually light structure, which could also be designed to support small kiosks around its edge.

The design of the light well should seek to allow it to create a synergy between it and the station, which might be achieved through the use of materials which relate to each other, which glow, shed light and visually anchor the space and its constituent elements.

The creation of a civic space which celebrates its public transport interchange function, marking it as

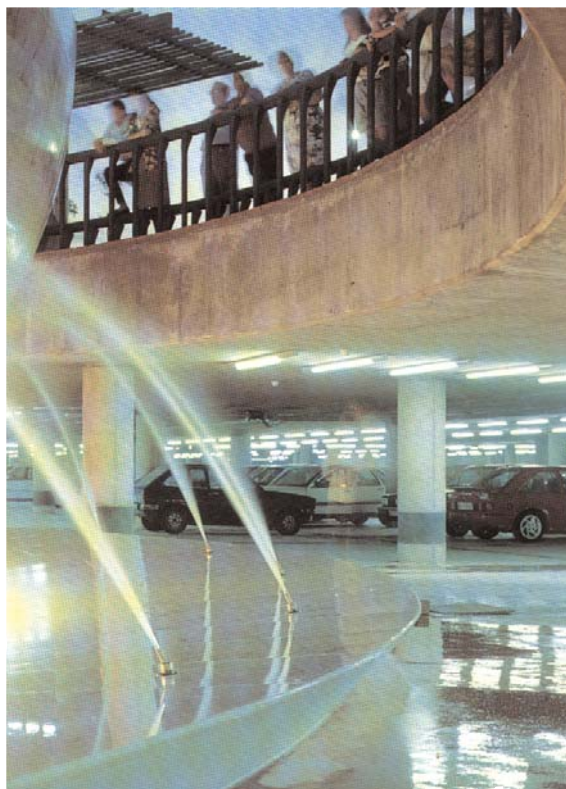




Glazed transportation interchange



Translucent domed structure



Feature lightwell

