



THORNTON O'CONNOR
TOWN PLANNING

Development Plan Submission

Submission in respect of the *Draft South Dublin County Development Plan 2022-2028*

Submitted on Behalf of

JMC Van Trans Limited

In respect of

**Lands at Kingswood Business Park
Baldonnell
Dublin 22**

September 2021

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Planning Department
South Dublin County Council
County Hall
Tallaght
Dublin 24
D24 YNN5

Wednesday, 15th September 2021

Dear Sir/Madam,

RE: SUBMISSION IN RESPECT OF THE *DRAFT SOUTH DUBLIN COUNTY DEVELOPMENT PLAN 2023-2029* IN RESPECT OF THE JMC VAN LANDS AT KINGSWOOD BUSINESS PARK, BALDONNELL, DUBLIN 22

1.0 INTRODUCTION

1.1 Purpose of this Letter

Thornton O'Connor Town Planning has been retained by JMC Van Trans Limited¹ to prepare this Submission to South Dublin County Council in respect of the *Draft South Dublin County Development Plan 2023 -2029*.

The lands subject to this submission ('JMC lands') are located to the west of Casement Aerodrome and to the south of Grange Castle Business Park as shown in the aerial photograph at Figure 1.1

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¹ Newlands, Naas Road, Dublin 22, D22XR6

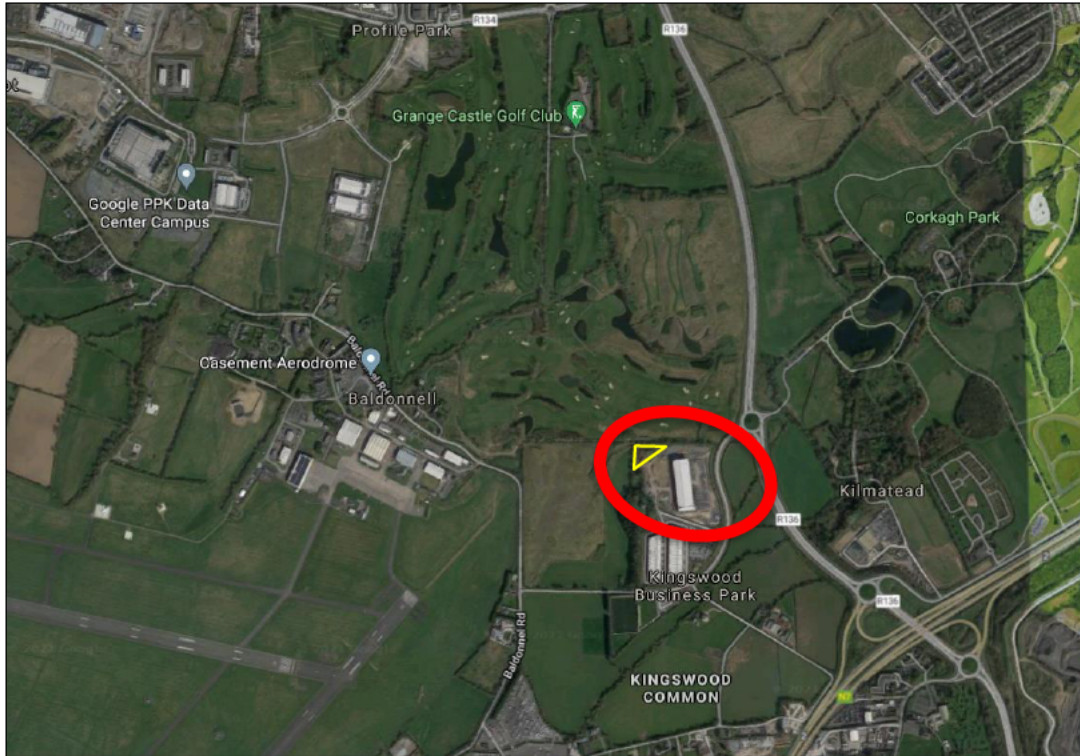


Figure 1.1: Aerial Photograph of the Subject Lands (Indicative Boundary Outlined in Red Circle with Site Subject to the Rezoning Submission outlined in Yellow).

Source: Google Earth, annotated by Thornton O'Connor Town Planning, 2021.

Whilst the majority of the JMC lands (4.495 Ha) are zoned EE 'Enterprise and Employment', the purpose of this submission is to seek the rezoning of a small portion of adjacent lands, which are zoned Objective 'OS', which the stated aim of the zoning objective is to preserve and provide for open space and recreational amenities. The area of this triangle subject of the rezoning submission is 0.485 Ha and these lands are fully owned by JMC Van Trans Limited. The lands are currently scrubland as evidenced in Figure 1.2 below. Extracts from the *South Dublin County Development Plan 2016 -2022* zoning map is provided below in Figure 1.3 for reference, identifying the lands which are the subject of this submission.



Figure 1.2:

Aerial Picture of Triangle of land to be Rezoned

Source:

Google Maps annotated by Thornton O'Connor Town



Figure 1.3: Zoning Map of the Subject Land (Outlined in Red).

Source: *South Dublin County Development Plan 2016 – 2022.*

Figure 1.4 below shows an OS map with proposed site to be rezoned highlighted. The remainder of the site within the red line is the permitted and almost completed development at the JMC site.

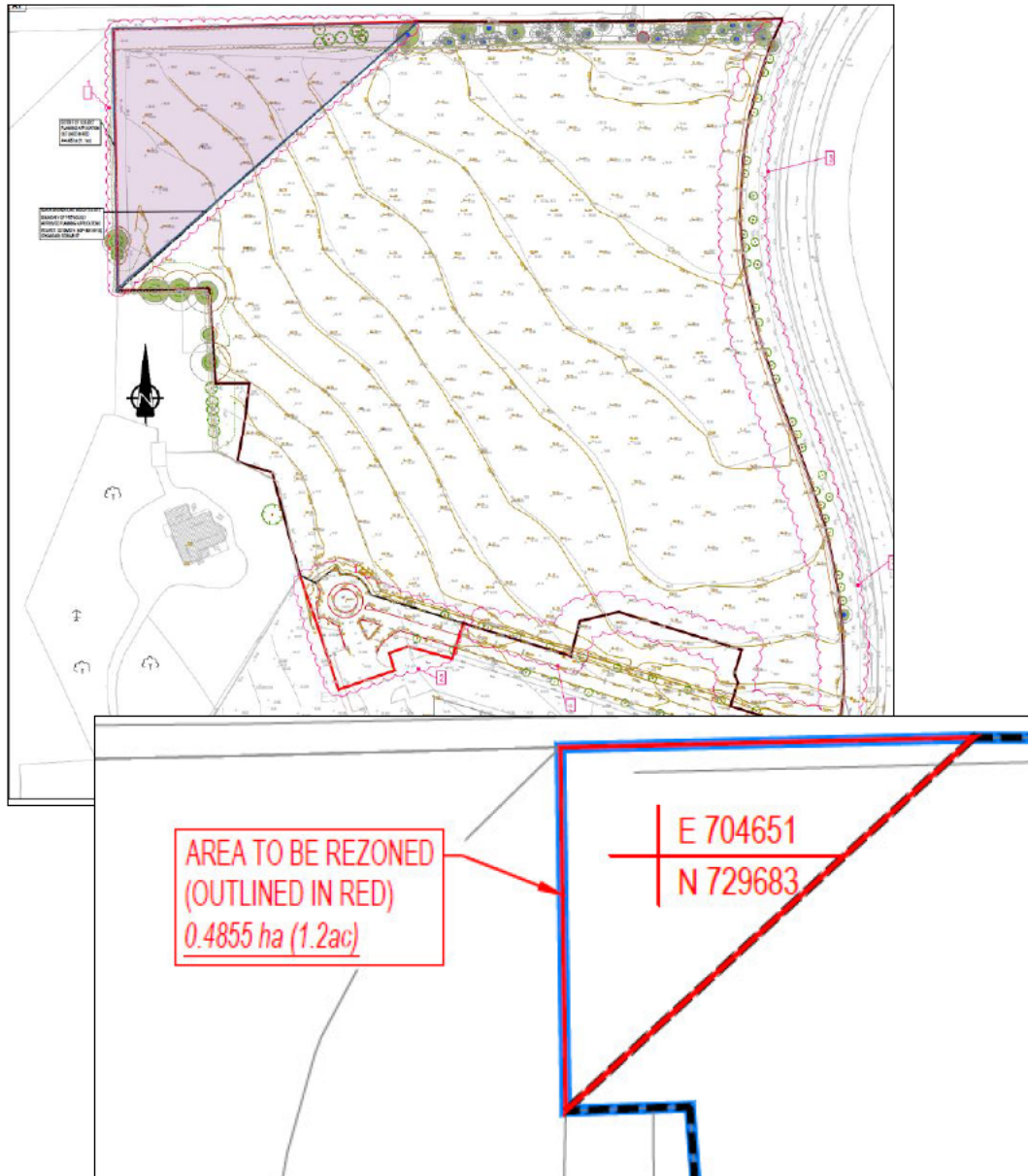


Figure 1.4: OS Map and Extract identifying Lands to be Rezoned

Figure 1.5 below shows the extent of the permitted development at the JMC site with the triangular site subject of this submission visible at the top right of the image. It is clear that this site forms a natural and logical extension to the existing JMC site that has now been developed.

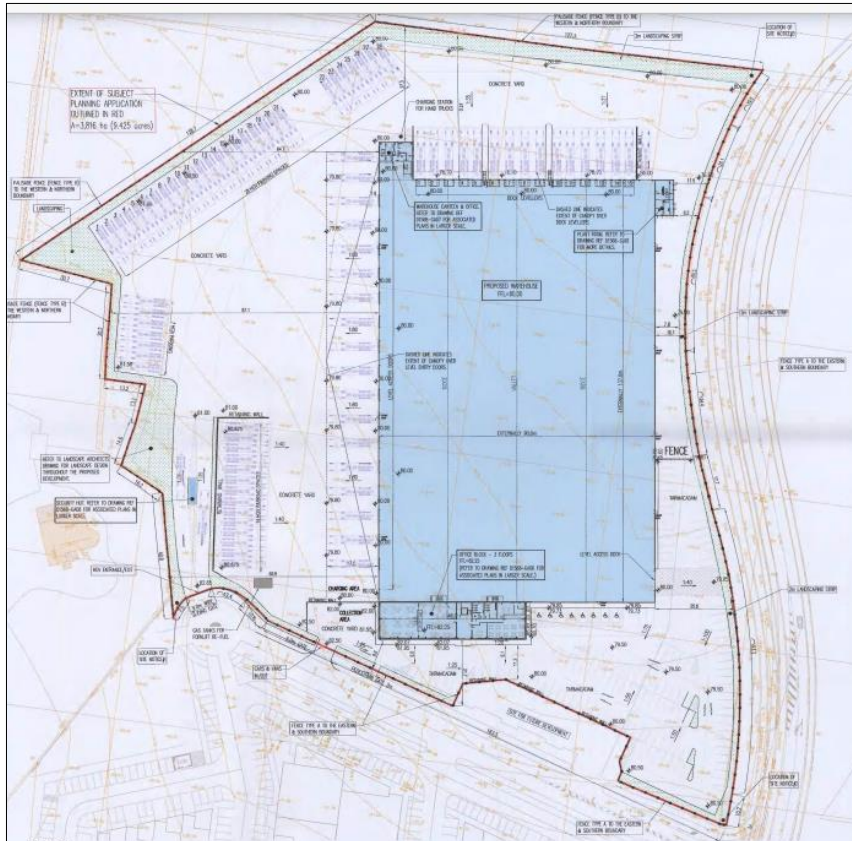


Figure 1.5:

Site Layout Plan of Permitted JMC site.

Source:

Kavanagh Burke

The purpose of this Submission is to present the cogent case that exists for the subject lands to be rezoned from Objective 'OS' to Objective 'EE' in the forthcoming *South Dublin County Development Plan 2023 – 2029*. The lands are strategically positioned to provide for an urgently needed requirement for additional HGV parking at the JMC lands, which has seen its business demands increased significantly since the advent of the Covid 19 pandemic and the associated and ongoing demand for their logistical services.

As will be detailed in this submission, JMC recently secured permission for their development on the existing 'EE' lands to the south of the lands in question as evidenced in Figure 1.5, with their building due to be completed in October 2021, with its construction delayed as a result of the moratorium on construction during Covid. Thus, their relocation elsewhere is not a viable option.

The rezoning of these lands will form a natural extension to the existing JMC site and as evidenced in Figure 1.2, the existing lands are scrubland directly adjacent an industrial facility and their rezoning to Enterprise and Employment and the site's subsequent development for required parking will have no material impact having regard to its immediate industrial context.

Key Point:

The purpose of this submission is to demonstrate that the requested rezoning of the subject lands from their current Objective 'OS' use (*'to preserve and provide open space and recreational amenities'*) to Objective 'EE' use (*'to provide for enterprise and employment related uses'*) in the *Draft South Dublin County Development Plan 2023 – 2029* is in the interest of proper planning and sustainable development and will allow for the extension of an important and highly functioning existing logistical business.

This submission will demonstrate that the site subject of the submissions is physically and functionally separated from the more logical open space lands to the north and west of the subject site.

1.2 Format of This Submission

The following is the format of this submission:

Section 1 provides this **Introduction** to the Site;

Section 2 provides a Summary of the Site's **Planning History**, which details the requirement for the proposed rezoning;

Section 3 details the **Critical Demand for Logistic sites** and the **importance of this site to JMC**;

Section 4 demonstrates the **Suitability of the Subject Site for the Proposed Rezoning**; and

Section 5 provides a **Conclusion**.

2.0 PERTINENT PLANNING HISTORY OF JMC LANDS

2.1 Parent Permission - Reg Ref SD18A/0314/ABP Ref-304148-19

Planning permission was granted for the following development on the JMC site on 16th September 2019:

'Warehousing unit incorporating ancillary offices/staff facilities on 3 floors to the front (south) elevation, office/staff facilities for the warehouse use at the rear (north) elevation and plant room, totalling 14,104sq.m gross internal area, which comprises: (1) 12,240sq.m warehousing area (17.9m high); (2) 1,674sq.m front ancillary office/staff facilities area on 3 floors (12.45m high); (3) 122sq.m office/staff facilities attached to the rear of the warehouse (8.4m high), 63sq.m plant room attached to the eastern side of the warehouse (5.7m high). The development also includes: (A) On-site security hut 16sq.m (3.00m high) at the HGV access/egress location; (B) 4,160sq.m solar panels placed on the warehouse roof; (C) Site access; (D) Ancillary car parking (145 spaces); (E) HGV marshalling yard on 16,380sq.m of yard and HGV parking for 49 vehicles; (F) Dock levellers and level access doors; (G) Canopy over level access doors attached to western elevation and canopy over dock levellers at the rear; (H) Perimeter landscaping; (I) Drainage works including underground surface water attenuation facility, flood

management measures, foul sewer pumping and storage tank; (J) All services and utilities and (K) All associated site development works’.

Construction on this permission is due to be completed by October 2021, which as detailed above has been delayed by Covid restrictions.

There have been a number of minor amendment applications with one relevant amendment, which has led to the requirement for this submission.

2.1 SD21A/ 0115

Under Planning Application Reg. Ref. SD21A/0115, JMC Van Trans Limited applied for an amendment permission as follows:

‘Further alterations to an existing granted planning application (previously granted permissions Reg. Ref. So18A/0314 (ABP-304148-19); SD19A/0408; So20A/0187); alterations consist of site plan alterations; revised site boundary to suit new arrangement of additional land used as concrete yard and HGV parking; omission of an existing roundabout and provision of a road junction with an access/egress to the proposed development and to the existing business park; provision of a new boundary fence type A to the southern and eastern site boundary; associated drainage adjustments; all other details will remain as per the aforementioned granted planning applications’.

As per above, one element of the amendment was as follows:

‘Revised site boundary to suit new arrangement of additional land used as concrete yard and HGV parking’.

South Dublin County Council refused permission for this application with the first reason for refusal stating the following:

‘The site is within land that has a zoning objective OS - To preserve and provide for open space and recreational amenities. The South Dublin County Development Plan 2016 - 2022 states that the use class of warehousing and car parking is not permitted within lands zoned for this objective. Thus, the proposed development would contravene the ‘OS’ land-use zoning objective and would therefore contravene the South Dublin County Development Plan 2016 - 2022 and the proper planning and sustainable development of the area’.

The area referenced in this reason for refusal in the triangular area subject of this rezoning submission.

As car-parking is not permitted on lands zoned Open Space, the Planning Authority were entirely correct in refusing permission for this reason, however, given the lands adjoin the existing JMC facility and this space is urgently required for additional parking, we are now seeking a rezoning of this small area of land to EE ‘Enterprise and Employment’ to allow the expansion of the parking area on the JMC lands.

At this juncture it is important to understand why JMC need to occupy these lands and why the small extension of the EE zoning will facilitate the necessary expansion of the JMC operations.

3.0 WHY DO JMC NEED TO REMAIN ON THE SUBJECT LANDS?

3.1 Background to Locating at Subject Site

In our opinion the background to the firm and its planned relocation is very important in understanding the subject proposal. JMC is a wholly owned Irish company providing delivery and logistics solutions to customers in Ireland and the UK. The firm employs in excess of one hundred employees and agency staff in addition to 140 No. subcontracted drivers operating from their existing Dublin facility. The vast majority of the employees live locally and therefore the firm is a significant employer in South Dublin.

JMC's main hub is currently located close to the Red Cow interchange on the Naas Road at a location at the intersection of the M50 and M7. It comprises three buildings totaling approximately 14,000 sq m in addition to a 1,300 sq m canopy. The site is 5.66 hectares in size. The Naas Road site is owned by Hibernia Reit who are in the design stages of a redevelopment of the site and our Client's lease was due to expire in June 2020. As a result of Covid and the delay in constructing the Kingswood premises, JMC are still in the Red Cow but will be moving into their new property shortly when it is finished construction and when their temporary extension lease expires.

Difficulty in Sourcing an Appropriate Site that Adheres to Key Selection Criteria

In sourcing the subject site for their new headquarters, the key requirements for site purchase included:

- Appropriately zoned land- 'Enterprise and Employment';
- Avoid sites that are located in close proximity to residential areas;
- Lands need to be easily accessible to national route network for sustainability reasons;
- Maintain employment in South Dublin County Council area for human resource purposes;
- Safer traffic location (Red Cow site is located at a busy and complex traffic area with the merging of the M50 and the M7 and the adjacent LUAS); and
- Safer access for local staff on foot and bicycle.

As advised in securing the parent permission, the sourcing of an appropriate site that met these key selection criteria, which are fundamentally linked to ensuring the principles of proper planning and sustainable development, was an exhaustive and time-consuming process. Numerous sites were the subject of due diligence assessments, but the subject site was considered to be the most appropriate with key factors being the capacity of the local road network and the considered suitability of the receiving environment to adequately assimilate the proposed development.

Key Point

Without the rezoning of this small portion of lands to facilitate the required expansion of their business and their associated truck parking requirements, JMC will be placed in a very difficult position with the operation of their business as it is not viable for them to secure another site having regard to the criteria outlined above and the significant investment that has been provided at the subject site to date.

Further to this as outlined below, there is overwhelming evidence that securing another site would be impossible due to the overwhelming demand for logistics operation, principally as a result of Covid and Brexit.

3.2 Overwhelming Evidence of Demand for Logistics Operations

Given recent market uncertainty in relation to the long-term impacts of Brexit and separately the growth of E-commerce, (which may continue to increase as a result of the prevailing Covid-19 Pandemic and associated preferences for online retail), there is a high demand for warehouse capacity in Ireland. This has required developments of scale which provide for an expansion of available commercial warehousing floor area and increased floor to ceiling heights in order to accommodate the logistical management of large collections of goods and bulk objects. The import and export of goods has shifted in recent years to a more dynamic and responsive supply chain. This has seen the growth of trends such as next day delivery and just in time supply chain movements. The vast and complex nature of freight logistics requires capacity to keep pace with supply and demand.

3.2.1 Research Demonstrates That There Is a Demand Within the Industrial and Logistics Sector for Suitable Warehouse Floor Area

The *Dublin Industrial Market Report – Q4 2020* published by Jones Lang La Salle² provides an insight into the impacts of Covid-19 on the Industrial and Logistics market. It outlines that:

'Despite the Covid-19 crisis, there is evidence that rental levels have grown by 5% in 2020 due to the heightened demand for space and the limited amount of supply coming to the market.' [Our Emphasis].

Research carried out by Savills in December 2020³ corroborates these findings, noting that:

'Occupier demand for Industrial and Logistics space bounced back significantly after the first lockdown and interest continued into Q3 with 376,680 sq m of requirements recorded by Savills between July and Sep compared with just 107,500 sq m recorded between March and May. There has been a significant increase in enquiries for units larger than 1,000 sq m with 49 enquiries in September compared to only 25 in July.' [Our Emphasis].

² <https://www.jll.ie/en/trends-and-insights/research/dublin-industrial-market-report-q4-2020>

³ <https://www.savills.ie/research-and-news/research.aspx?rc=Ireland&p=&t=&f=date&q=&page=2>

Furthermore, the *Dublin Industrial Market Report– Q4 2020* highlights that:

*'After a slow Q2, industrial take-up volumes strengthened in the second-half of 2020. The continued public health crisis and Brexit **have heightened the need to elevate chain risk mitigation and source diversification to create greater resilience in future crises.***' [Our Emphasis].

The *Dublin Industrial Market Report* emphasises that the:

*'Lack of existing industrial stock, especially for large, modern spaces, **continues to be an issue in the market.** There are several large-block industrial facilities in the pipeline, but temporary construction site closures will **delay completion dates and create further pressure on the supply and demand imbalance.***' [Our Emphasis].

The lack of available industrial buildings is also reported by Savills, who stated in December 2020 that:

'There are nine buildings which total to 93,570 sqm currently under construction across six developments in Dublin, three of which are already committed. It is anticipated that the majority of this space will be taken up prior to completion.'

Given the current undersupply of such floor areas, Savills conclude that:

*'Based on current levels of demand and the current all-time low vacancy rate, the majority of this space **will likely be taken up prior to completion.***' [Our Emphasis].

We note that the *Dublin Industrial & Logistics MarketView*, Q4 2020 highlights that the:

'Transactional activity in the industrial & logistics sector during Q4 2020 was primarily focused on the Dublin Southwest (N7) and Dublin North East (M1) corridors, which respectively accounted for 62% and 13% of quarterly take-up in Dublin in the quarter. For the year as a whole, the Dublin Southwest (N7) district accounted for the largest proportion of activity in this sector (46%).'

Savills anticipate continued growth in the Industrial market and highlight that:

*'Despite Covid-related headwinds, the **Industrial and Logistics market has remained relatively robust.** Looking at the market fundamentals Ireland has a growing population and a return to annual growth in personal consumption expenditure has been forecasted by the Central Bank for 2021. As such we would expect to see the recovery continue into the new year.'* [Our Emphasis].

In addition, Savills highlight that:

*'the greatest challenge to take-up was not Covid but a **lack of suitable space for potential occupiers**.'* [Our Emphasis].

The *Dublin Industrial Market Report* presents a similar outlook for the Industrial Market for 2021 outlining that:

*'The global public health crisis and the ending of the Brexit transition period changed how Ireland utilised real estate. The crisis of 2020 **demonstrated the importance of***

in-country storage and last-mile logistics to mitigate potential supply chain delays.'

It is also acknowledged that:

'the growth in e-commerce has underpinned the need for space while (the) pipeline remains constricted.'

Furthermore, the *Dublin Industrial & Logistics MarketView, Q4 2020*⁴ reports that:

*'Now that there is better clarity on Brexit and we are likely to remain in lockdown for the foreseeable future, the likelihood is that **additional requirements will manifest during Q1 2021.**' [Our Emphasis].*

This is further corroborated in a recent Irish Times article entitled *Investors eye purchase of €78m worth of Dublin logistics assets*⁵ dated 3rd March 2021 which states:

'With the Covid-19 pandemic serving to accelerate the growth of e-commerce and with traditional supply chains under pressure as a result of Brexit, the competition among international investors for industrial and logistics assets in Dublin and beyond shows no sign of relenting.'

The CBRE *Dublin Industrial and Logistics MarketView Q1 2021*⁶ reports a 'Significant Increase in Demand for Industrial Property from Both Occupiers & Investors Alike'. The report continues to outline that:

'Transactional activity in the industrial & logistics sector during Q1 2021 was primarily focused on the Dublin South West (N7) and Dublin North (M2) corridors, which respectively accounted for 45% and 39% of quarterly take-up in Dublin in the quarter'

It is evident from recent research of the Industrial and Logistics Market as outlined above that the trend for continuing demand for industrial floorplates of appropriate scales will continue for the foreseeable future. We submit that the development subject to this application will contribute to the delivery of high-quality warehousing on the outskirts of the Greater Dublin Area.

3.3 Conclusion

In this context and to ensure the ongoing viable operation of their business, it is critical that the small area of lands be rezoned at the subject site. In this regard, we will demonstrate in the next section why the lands are suitable for rezoning to EE Enterprise and Employment.

⁴ [CBRE Ireland Dublin Industrial Logistics MarketView Q4 2020.pdf \(lnwd.net\)](#)

⁵ <https://www.irishtimes.com/business/commercial-property/investors-eye-purchase-of-78m-worth-of-dublin-logistics-assets-1.4499228>

⁶ [Dublin Industrial and Logistics MarketView Q1 2021 | CBRE](#)

4.0 WHY ARE THE SUBJECT LANDS SUITABLE TO BE REZONED?

Figure 4.1 below shows the small area of land to the north-west of the existing JMC site that is subject of this rezoning submission.

Key Point: The purpose of this submission is to seek the rezoning of the subject lands from their current Objective 'OS' use ('to preserve and provide open space and recreational amenities') to Objective 'EE' use ('to provide for enterprise and employment related uses') in the Draft South Dublin County Development Plan 2023 – 2029 in the interest of proper planning and sustainable development and will allow for the extension of an important and highly functioning existing logistical business.



Figure 4.1: Zoning Map identifying triangular site which is the Subject of this Rezoning Submission

Source: South Dublin Development Plan 2016-2022, annotated by Thornton O'Connor Town Planning

At this juncture, it is important to review the wording of the current zoning objective:

'Objective OS: To preserve and provide for open space and recreational amenities'.

Can the site currently be considered to reflect its zoning objective which requires the provision of open space and recreational amenities or can it provide these facilities in the future?

In response to this, we refer again to the aerial image of the subject site as shown in Figure 4.2.



Figure 4.2: Aerial Picture of Triangle of land to be Rezoned

Source: Google Maps annotated by Thornton O'Connor Town Planning

It is clear that the site in question is now adjacent to, and physically linked to the JMC industrial site. In our professional planning opinion, it offers no opportunity for usable open space or the provision of recreational amenities due to its location beside and within the footprint of an industrial site, where such a use would be dangerous having regard to the potential for conflicting movements between users of the open space and the trucks used on the JMC site. As such, it cannot be considered to reflect its zoning objective.

It is also evident from Figure 4.2 that there is a natural hedgerow boundary to the north and east of the subject site, which physically and functionally separates it from the remaining Open Space lands.

This is further demonstrated when looking at the wider area in Figure 4.3, with the subject JMC site surrounded by lands zoned Open Space.

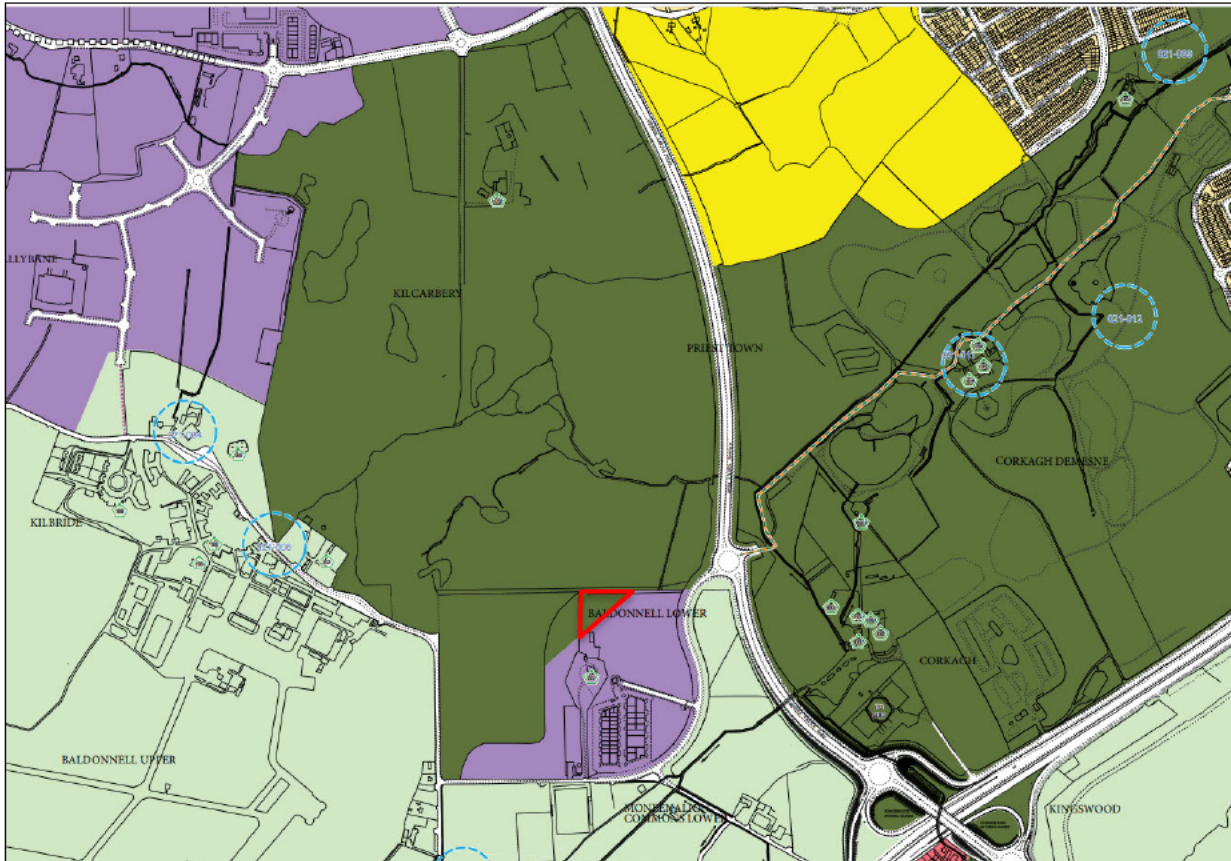


Figure 4.3: Zoning Map identifying the triangular site which is the Subject of this Rezoning Submission in a wider context

Source: South Dublin Development Plan 2016-2022, annotated by Thornton O'Connor Town Planning

Figure 4.3 above, a wider view of the site in the context of the existing zoning designations surrounding the site shows the site surrounded to the north (Grange Castle Golf Club) and further open space to the west. It is not considered that the rezoning of this small portion of Open Space lands will have any impact on the wider open space lands in the vicinity given its physical separation from these lands and its position within an existing Industrial development site.

Figure 4.4 shows an aerial picture of the site in a wider context. This further reiterates that the rezoning of this piece of lands will have no material impact to the provision of the open space in the vicinity with the site not functioning as open space currently nor can it in the future due to its association with the JMC industrial site.

As such, if left in its current zoning, it will have no role to play in contributing to usable open space or the provision of recreational amenities in the County. On the contrary if it is rezoned, it will allow the continued operation of JMC in this location, which is due to complete construction in October 2021.



Figure 4.4: Aerial Photograph identifying the triangular site which is the Subject of this Rezoning Submission in a wider context

Source: Google Maps annotated by Thornton O'Connor Town Planning

Figure 4.5 shows the layout for which permission will be sought if the triangular piece of land is rezoned, with additional parking provided in the north-western corner of the site.

Having regard to the existing industrial context in which the triangular site now sits, it is not considered that its use for additional parking as was sought in the recently refused permission will have any material visual impact given it is physically and visually linked with the existing JMC site.

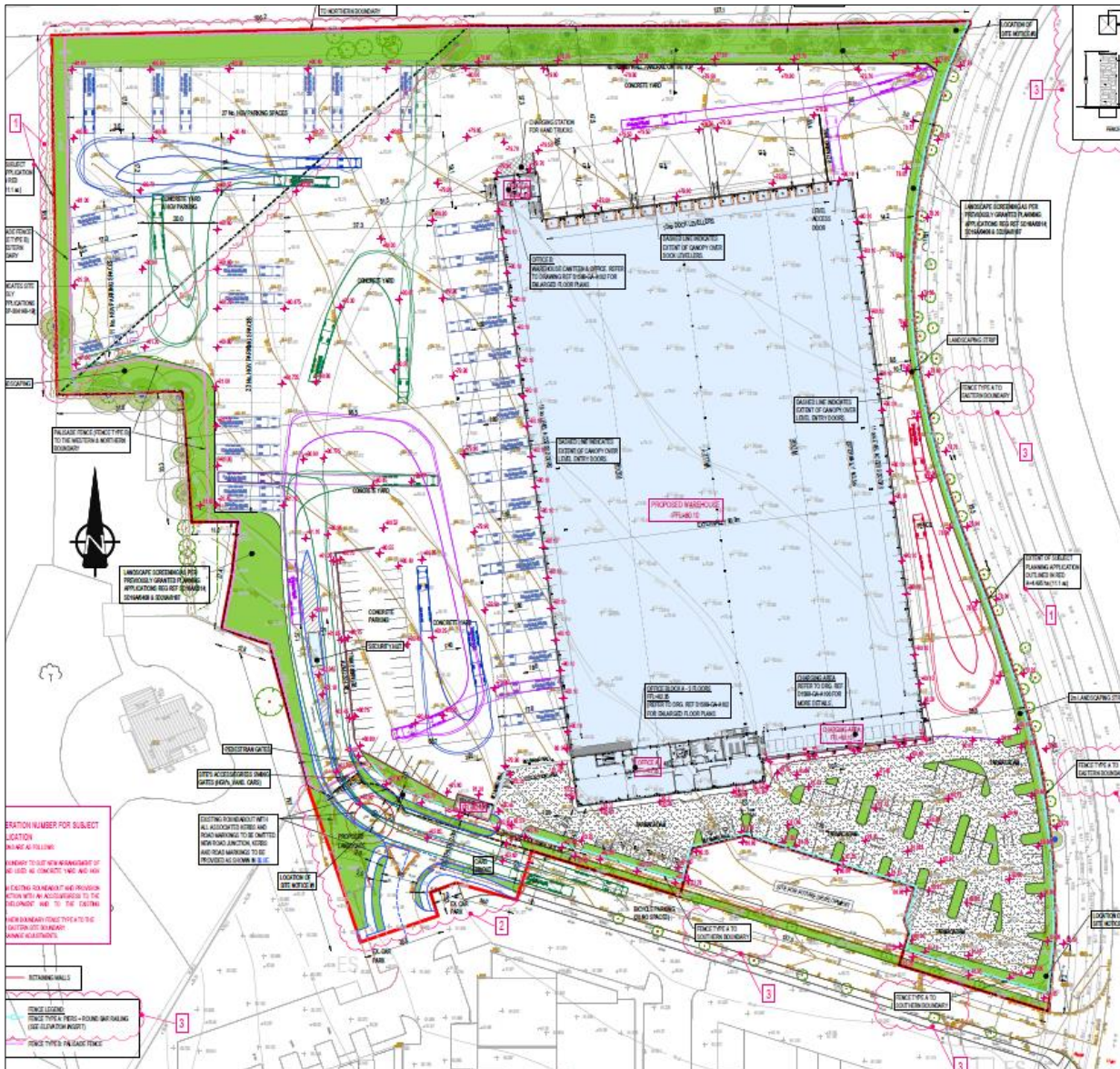


Figure 4.4: Layout of Scheme that was refused permission due to incorrect zoning on the triangular portion to the north-west of the site. This is the layout that will be lodged if the subject site is rezoned, facilitating the provision of additional parking on site.

Source: Kavanagh Burke Consulting Engineers

5.0 CONCLUSION

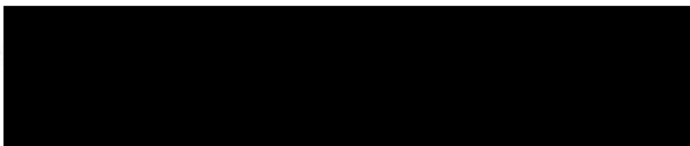
The purpose of this submission has been to seek the rezoning of a 0.485 Ha of land that is zoned Open Space (OS) to Enterprise and Employment (EE) in the upcoming *South Dublin County Development Plan 2023 – 2029*.

The rezoning of this small area of land, which is physically and visually linked to the existing JMC industrial site, will allow the urgent expansion of HGV parking at the subject industrial site, allowing JMC Vans operate its business in the continued and ongoing exceptional demand arising out of Covid and Brexit. Thornton O'Connor Town Planning have presented research carried out by industry experts (at Section 3.0) which describe the significant deficit of suitable industrial and logistics facilities currently available in the market which has been heightened by the growth in e-commerce as a consequence of Covid-19 and Brexit. As such, JMC Vans need to ensure their current site, which they are due to occupy in October 2021, is fit for purpose. As evidenced by the application lodged seeking to expand into the triangular site, these lands are required to address the demands arising for their logistics business.

It is our professional planning opinion that the lands subject to this submission form a natural extension of the existing JMC industrial site and its rezoning and ultimate development would be fully in accordance with National and Regional Planning Policy guidance. The site does not currently comply with its existing Open Space zoning objective as it does not and cannot provide usable open space or recreational amenities due to the adjoining industrial operation. Thus, its rezoning will allow JMC Vans to successfully operate their business from this location and will provide a conforming use for these lands.

Thank you for taking the time to read this submission.

Yours Sincerely



Patricia Thornton
Director
Thornton O'Connor Town Planning

