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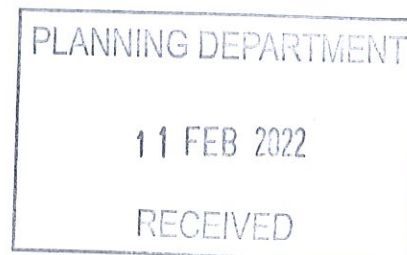
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Dublin City Council
Development Plan Team,
Planning and Property Development Department,
Dublin City Council,
Wood Quay, Dublin 8



Date: 11th February 2022

RE: SUBMISSION ON DRAFT DUBLIN CITY DEVELOPMENT PLAN 2022 – 2028 IN RELATION TO FUTURE DEVELOPMENT OF HOTELS IN THE CITY

Dear Sir/Madam,

1.0 INTRODUCTION

- 1.1 This submission is made on behalf of our client, Aviva Life & Pensions Ireland DAC, Building 12, Cherrywood Business Park, Loughlinstown, Dublin 18, D18 W2P5.
- 1.2 This submission relates to policies and objectives of the Draft Dublin City Development Plan 2022 – 2028 in relation to new hotel developments in the city.

2.0 BACKGROUND AND CONTEXT

- 2.1 Aviva Ireland (hereinafter referred to as 'Aviva') are at an early stage of advancing a number of proposals for new hotel developments in the City.
- 2.2 In general, it is considered that the Draft Dublin City Development Plan 2022 – 2028 is supportive of new hotel developments, and more broadly, new tourist accommodation development, in the City.
- 2.3 Notwithstanding the above, there is some concern in relation to a number of specific elements of the policy in the Draft Plan relating to new hotel development. This is set out below.
- 2.4 Section 15.14.1 of the Draft Plan is titled 'Hotels and Aparthotels' and reads as follows:

"To counter balance the recent over development of hotels, there will be a general presumption to avoid an overconcentration of hotels and aparthotels pending the outcome of a hotel study. Hotels and aparthotels will be considered on a case by case basis having regard to the location of the site and existing hotel provision in the area. In certain instances, where the planning authority deems there to be an overconcentration

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of such facilities in an area, the applicant will be requested to submit a report indicating all existing and proposed hotel and aparthotel developments within a 1km catchment providing a justification that the development will not undermine the principles of achieving a balanced pattern of development in the area, and demonstrating that the proposed development fully complies with the criteria set out in Policy CEE28 and in Section 15.14.1.1 and 15.14.1.2 below”.

- 2.5 It is further noted that Section 6.5.6 under the sub-heading of ‘Tourism, Hotels and Events’ states that:

“To assist in the consideration of applications for hotel, aparthotel and hostel accommodation in the city, Dublin City Council will carry out an analysis of the supply and demand for tourism related accommodation in the Dublin City area”.

- 2.6 The above text is manifested into an objective of the Draft Development Plan, specifically Objective CEE01 which reads:

*“Study on the Supply and Demand for Hotels, Aparthotels and Hostels
To carry out an analysis of the supply and demand for tourism related accommodation including hotels, aparthotels and hostels in the Dublin City area”.*

- 2.7 The concerns in relation to the above provisions is set out in Section 3 below.

3.0 GROUNDS OF SUBMISSION

Requirement for a Hotel Study

- 3.1 Section 15.14.1 (refer above for full text) of the Draft Development Plan seeks to introduce a *“general presumption to avoid an overconcentration of hotels and aparthotels pending the outcome of a hotel study”*. The ‘hotel study’ is expressed in a different way in Section 6.5.6 and Objective CEE01, where the Draft Development Plan refers to an analysis of supply and demand for tourism related accommodation.
- 3.2 It is considered that there is significant risk that any planning application which falls for consideration under the new City Development Plan 2022 – 2028 may be refused for reasons of prematurity pending the outcome of the ‘hotel study’. This is considered to have the potential to introduce an unintended moratorium on hotel development in the City.

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- 3.3 Even in the event that the hotel study is provided in a timely manner, it is respectfully submitted that the preparation of a 'hotel study' is unnecessary in the context that the Draft Development Plan also provides that at Section 15.14.1 that:

Hotels and aparthotels will be considered on a case by case basis having regard to the location of the site and existing hotel provision in the area. In certain instances, where the planning authority deems there to be an overconcentration of such facilities in an area, the applicant will be requested to submit a report indicating all existing and proposed hotel and aparthotel developments within a 1km catchment providing a justification that the development will not undermine the principles of achieving a balanced pattern of development in the area, and demonstrating that the proposed development fully complies with the criteria set out in Policy CEE28 and in Section 15.14.1.1 and 15.14.1.2 below".

- 3.4 It is considered that Policy CEE28 (see Appendix 1), as referred to in Section 15.14.1 (above) is logical and balanced and provides for an appropriate framework for assessing planning applications.
- 3.5 It is considered that the case by case approach provided for in Section 15.14.1 is merited as it provides for the flexibility needed to examine each hotel proposal on its merits, having regard to the particular location and the characteristics of that location.
- 3.6 Any hotel study prepared would need to be consistently iterated / updated to reflect:
- New hotel permissions granted in the City post completion of the initial study;
 - New hotel permissions granted on the boundary of the City (but within other administrative areas) post completion of the initial study;
 - New hotel development completions in and adjacent to the City post completion of the initial study;
 - The changing environment in the City in terms of the quantum, scale and type of other development (e.g. residential or other tourist accommodation, such as short stay accommodation, aparthotels, hostels, etc) which would influence whether a hotel development in any particular part of the City might be considered acceptable / would not result in over concentration; and
 - Socio-economic changes post completion of the initial study, including changes to the tourist market, which would influence the market demand for new tourist accommodation.

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- 3.7 If not consistently iterated / updated, the hotel study could not be relied upon to accurately inform decision making on planning applications, For this reason, it is considered that a case by case approach relying on up to date supporting documentation submitted by an applicant, is a more robust approach to an assessment of overconcentration.

Definition of Overconcentration

- 3.8 It is noted that there is no attempt in the Draft Development Plan to define what would constitute 'overconcentration' of hotels.
- 3.9 It is accepted that what will constitute overconcentration will change and vary depending upon the location in the City and the nature of surrounding existing and emerging land uses.
- 3.10 However, it is submitted that some clarification should be offered in the new Development Plan as to what constitutes overconcentration, including a recognition that what constitutes overconcentration will differ from location to location.
- 3.11 It is requested that the City Council consider using the following definition of overconcentration, or an appropriate variation of this:

"Overconcentration' will be determined on the basis of whether the hotel or aparthotel proposal would undermine the principles of achieving a balanced pattern of development in the area, having regard to the primary objective of the zoning objective for the specific site and the immediate surrounding area, and any specific policies or objectives relating to the area. The area assessed for the purposes of analysing overconcentration will typically be within 1 kilometre of the application site".

4.0 REQUESTED AMENDMENTS TO THE DRAFT DEVELOPMENT PLAN

- 4.1 Having regard to the above grounds of submission set out at Section 3, it is respectfully requested that consideration be given to the following amendments to the Draft Development Plan (additional text in red, deleted text in ~~bold strikethrough~~):

A. Section 15.14.1 titled 'Hotels and Aparthotels' to be amended as follows:

~~**"To counter balance the recent over development of hotels, there will be a general presumption to avoid an overconcentration of hotels and aparthotels pending the outcome of a hotel study. Hotels and aparthotels will be considered on a case by case**~~

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basis having regard to the location of the site and existing hotel provision in the area. In certain instances, where the planning authority deems there to be an overconcentration of such facilities in an area, the applicant will be requested to submit a report indicating all existing and proposed hotel and aparthotel developments within a 1km catchment providing a justification that the development will not undermine the principles of achieving a balanced pattern of development in the area, and demonstrating that the proposed development fully complies with the criteria set out in Policy CEE28 and in Section 15.14.1.1 and 15.14.1.2 below. *'Overconcentration' will be determined on the basis of whether the hotel or aparthotel proposal would undermine the principles of achieving a balanced pattern of development in the area, having regard to the primary objective of the zoning objective for the specific site and the immediate surrounding area, and any specific policies or objectives relating to the area. The area assessed for the purposes of analysing overconcentration will typically be within 1 kilometre of the application site*".

B. Section 6.5.6 to be amended with the deletion of the following text:

~~**"To assist in the consideration of applications for hotel, aparthotel and hostel accommodation in the city, Dublin City Council will carry out an analysis of the supply and demand for tourism related accommodation in the Dublin City area"**~~.

C. Objective CEE01 to be deleted:

~~**"Study on the Supply and Demand for Hotels, Aparthotels and Hostels To carry out an analysis of the supply and demand for tourism related accommodation including hotels, aparthotels and hostels in the Dublin City area"**~~.

5.0 SUMMARY AND CONCLUSIONS

5.1 We respectfully request that this submission is taken into account in the consideration of material amendments to the Draft Development Plan.

Yours faithfully,

Robert Keran

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APPENDIX 1

Policy CEE28 of the Draft Dublin City Development Plan 2022 – 2028

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*Tourism Accommodation*

To consider applications for additional hotel, tourist hostel and aparthotel development having regard to:

- the existing character of the area in which the development is proposed including local amenities and facilities;*
- the existing and proposed mix of uses (including existing levels of tourism accommodation i.e. existing and permitted hotel, aparthotel and student accommodation uses) in the vicinity of any proposed development;*
- the impact of additional tourism accommodation on the wider objective to provide a rich and vibrant range of uses in the city centre;*
- the need to prevent an unacceptable intensification of activity, particularly in predominantly residential areas;*
- the opportunity presented to provide high quality, designed for purpose spaces that can accommodate evening and night time activities – see also Chapter 12, Objective CUO34.*