

# CRECHE ASSESSMENT

FOR A

BUILD TO RENT (BTR) RESIDENTIAL DEVELOPMENT AT  
'SITE TO THE SOUTH OF ABINGDON,  
SHANGANAGH ROAD, DUBLIN 18.

PREPARED BY



ON BEHALF OF

**ES Shan Limited**

OCTOBER 2020

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## EXECUTIVE SUMMARY

- *This Childcare Assessment are fourteen no. childcare facilities within a 1km radius of the application site which currently have capacity to accommodate 3 additional children.*
- *The proposed development is a Build to Rent development with no 3-bedroom units. The development comprises 12 no. studios; 110 no. 1-beds; 1 no. 2 bed (3 persons); and 70 no. 2 bed (4 persons) and therefore would have a reduced number of children living within the development.*
- *A desktop analysis of the local demographics show that 6.52% of the local population were within 0-4 age cohort in 2016. Applying this percentage to the proposed development's expected population, and excluding the one beds, indicates that there will be 12 no. children aged 0-4. However, this is a Build to Rent which will not generate the same population of 0-4 year olds as the surrounding area.*
- *Applying the Quarterly National Housing Survey, it is considered that not all of these will require childcare. On this basis it is estimated that the proposed development will create a demand for c. 3 no. childcare spaces (25% of 12 no. children).*
- *In conclusion it is considered that there is sufficient capacity within the area to cater for the additional childcare need arising from the proposed development due to the concentration of existing childcare facilities in the area. It is therefore considered that another childcare facility would not be appropriate or required in the area.*

## INTRODUCTION

McGill Planning Limited, 45 Herbert Lane, Dublin 2, is instructed by our client ES Shan Limited of Marine House, Clanwilliam Court, Dublin 2, to prepare this Crèche for a proposed Strategic Housing Development for no. 193 units on lands located at “Site to the south of Abingdon”, Shanganagh Road, Dublin 18.

This Creche Assessment has been prepared to demonstrate childcare capacity in the Shankhill area. It will determine whether there is sufficient supply between existing and recently granted applications for crèches to cater for the demand of the existing and proposed developments in the area. The report will assess the childcare demand and the likely demand for childcare places resulting from the proposed development at the proposed site.

The following report has had regard to the Dun Laoghaire-Rathdown Development Plan 2016–2022, Sustainable Urban Housing: Design Standards for New Apartments, 2018 and The Childcare Facilities Guidelines for Planning Authorities (2001). The Report examines the existing level of childcare provision in the area as well as recently granted provisions within the past 12 months.

The report assesses the vacancy rates within local childcare facilities and determines if the demand for places generated by the proposed developments can be accommodated within the existing childcare facility provisions. This Report also examines proposed childcare facilities likely to be delivered in the short to medium term with consideration to the need to avoid over provision of services within the catchment area.

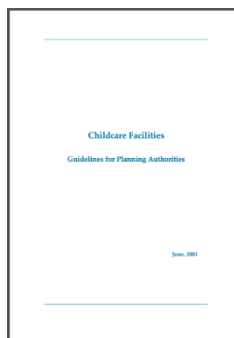
The Design Standards for New Apartments Guidelines 2018 are also noted. These note that the childcare guidelines are to be revised with a view to ensuring that childcare facilities are of sufficient size and scale to be commercially viable.

## THE PROPOSAL

**The development will consist of a Strategic Housing Development for the construction of a Build to Rent (BTR) residential scheme comprising 193 no. apartments within 4 no. blocks ranging in height from 5 to 8 storeys. All apartments will be provided with associated private balconies/terraces facing north/ south/ east/ west. Provision of residential communal facilities, car parking spaces, bicycle parking spaces, and motorcycle spaces. Vehicular connection via Clifton Park. Along with two additional pedestrian/ cyclist accesses to Rathsallagh Grove to the south. All associated site development works and services provisions including bin storage areas, substations/switch rooms, plant rooms, boundary treatments and landscaping.**

## PLANNING POLICY CONTEXT

### Childcare Facilities Guidelines for Planning Authorities, 2001



The Childcare Facilities Guidelines for Planning Authorities (2001) generally recommend that 1 no. childcare facility is required per 75 no. dwellings. However, it is acknowledged that this is not always appropriate, and the omission of a childcare facility may be allowable “*where there are significant reasons to the contrary for example, development consisting of single bed apartments or where there are adequate childcare facilities in adjoining developments*”. In short, the provision of a childcare facility for new schemes of 75 no. dwellings is a guideline and not an absolute requirement.

In considering this issue, it is further stated that “*in relation to new housing areas, a standard of one childcare facility providing for a minimum 20 childcare places per approximately 75 dwellings may be appropriate. This is a guideline standard and will depend on the particular circumstances of each individual site*” [own emphasis added]. In addition, the guidelines state that “*the threshold for provision should be established having regard to the existing geographical distribution of childcare facilities and the emerging demographic profile of areas*”.

The 2001 Guidelines also note that in calculating childcare demand, an assumption can be made that 50% of household will require childcare.

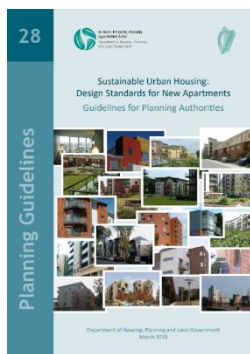
Following on from the advice set out above, we have carried out an assessment, identifying the existing facilities, their capacity, and demand in the area as well as an assessment of the demand that will be generated by the proposed applications. The total number of units proposed is 260 units.

Applying the 2001 guidelines standard of 20 no. childcare spaces per 75 no. dwellings would suggest that c. 51 private childcare places (193 units / 75 \*20) would be needed. However, as this development is predominantly studio, one and two bed apartments it is highly unlikely that the development generates anywhere near this level of demand for childcare.

Applying this crude measure for calculating demand for creche facilities is likely to lead to an overprovision of permitted/built/vacant creche facilities. Furthermore, if there is an over provision in any area, then other creche facilities may not be commercially viable and will not be able to survive. Equally there are examples of creches throughout Ireland which have been built as part of residential schemes and which have either remained unoccupied or a change of use planning application has been submitted for an alternative use.

As noted in the Design Standards for New Apartments Guidelines 2018, the childcare guidelines are to be revised in the future with a view to ensuring that childcare facilities are sufficient in terms of number, location and size to be commercially viable and to provide for sustainable communities. In the interim, until the new childcare guidelines are produced, the New Apartment Guidelines 2018, advise that creche requirement should be carefully considered with regard to local demographics and socio-economic trends, and with regard to the number of children who currently attend pre-school and the existing provision and capacity in the area.

## Sustainable Urban Housing: Design Standards for New Apartments, 2018



The recently published Sustainable Urban Housing: Design Standards for New Apartments Guidelines for Planning Authorities 2018 include specific guidance on childcare provision. This gives an indication of revised approach currently evolving in relation to childcare facilities particularly in the context of the current guidelines which were published nearly 20 years ago. Section 4.7 of the Guidelines states as follows:

*“Notwithstanding the Planning Guidelines for Childcare Facilities (2001), in respect of which a review is to be progressed, and which recommend the provision of one child-care facility (equivalent to a minimum of 20 child places)*

*for every 75 dwelling units, **the threshold for provision of any such facilities in apartment schemes should be established having regard to the scale and unit mix of the proposed development and the existing geographical distribution of childcare facilities and the emerging demographic profile of the area. One-bedroom or studio type units should not generally be considered to contribute to a requirement for any childcare provision and subject to location, this may also apply in part or whole, to units with two or more bedrooms.**”*

The unit mix for the proposed for the Abingdon development is 24 Studios, 94 no. 1 beds and 96 no 2 beds. If the studios, 1 and 2 beds are excluded, as suggested by the Guidelines, then the demand created for childcare would be minimal. Following on from this advice the Applicant gave due consideration to the provision of a childcare facility during the design phase of the subject scheme. It was found, following consultation with Dublin City Council and childcare operators that there was a present lack of demand for another childcare facility within the catchment area. As planning has moved into an “evidence-based” era, the evidence to date does not present the demand for a viable childcare facility.

## Dun Laoghaire Rathdown County Development Plan 2016-2022



Section 7.1.3.6 of the Development Plan identifies that it is Council policy (SIC11) to encourage the provision of affordable and appropriate childcare facilities as an integral part of proposals for new residential developments and to improve/expand existing childcare facilities across the County. In general, at least one childcare facility should be provided for all new residential developments subject to demographic and geographic needs. The Council will encourage the provision of childcare facilities in a sustainable manner to encourage local economic development and to assist in addressing disadvantage.

The primary policy basis for the provision of childcare facilities is the ‘Childcare Facilities Guidelines for Planning Authorities’ (DoEHLG, 2001). In the interest of promoting sustainability the Guidelines advocate that suitable locations for the provision of childcare facilities include residential areas, employment nodes, large educational establishments, major towns/district/neighbourhood centres and areas convenient to public transport networks. Dún Laoghaire-Rathdown fully supports the development and delivery of accessible, high quality and affordable childcare facilities to address the overall development needs of the County.

Section 8.2.12.1 outlines a number of items the Planning Authority will consider when determining individual planning applications for childcare facilities. The below point is of specific relevance in this instance:

- Number of such facilities in the area. In this regard, the applicant shall submit a map showing locations of childcare facilities within the vicinity of the subject site and demonstrate the need for an additional facility at that location.

The proposed development has given due consideration to Policy SIC11 for the provision of 'appropriate childcare facilities'. The crèche audit has been completed to ascertain the current capacity of facilities and compare this with the demand generated by the current development.

As previously discussed, the use of the 2001 Guidelines does not provide an appropriate measure for providing an accurate assessment on the demand or need for a crèche based on the 'evidence based' method.

Due consideration has been given to the existing facilities within the immediate area and has been completed in conjunction with the Dun Laoghaire-Rathdown Childcare Committee, Pobal website, Túsla website and a Planning History search through Dun Laoghaire-Rathdown's planning search. Given the number of facilities within the area, it is appropriate to conduct a crèche audit at the current time to appropriately determine whether there is a present under or over-supply of childcare facilities for the area.

The findings of the crèche audit are discussed in detail in below with the findings in accordance with the requirements of Appendix 13 of the Development Plan, '*Guidelines for Childcare Facilities*'.

## SITE CONTEXT

The subject site is located within the Dun Laoghaire Rathdown County Council within the Dublin metropolitan area which is identified for significant residential growth over the next two decades as part of the National Planning Framework. It is within Shankill which is primarily a commuter town located between Killiney and Bray, and on the Wicklow Boarder. It is c. 16km from Dublin City Centre.

It is broadly a rectangular open field which has a gentle slope from the west to the east and was used for grazing. The proposed development seeks to deliver a significant quantum of residential development at a site that is located within an established suburban location and within short walking distance of a multitude of services, public transport options, employment and amenities.

The site is well connected to excellent public transport services. Dublin bus routes 7b, 145, 155, 85a, 45a and 45b serve the site along Shanganagh Road, with the nearest stop within 200m of the site. The site is c.500m from Shankill Dart Station. It is also proximate to the N11. These links provide excellent access to employment in Sandyford, Cherrywood, Dublin City Centre, Bray and Tallaght.

It is c. 600m from the Shanganagh Road neighbourhood Centra. It is within 1.3km of Shankill Village with its range of local shops, library, schools, restaurants, gyms, sports facilities, creches and chemists.

The site is also well located with respect to primary and secondary schools. There are several primary schools within Shankill village, while Secondary education centres are located around Shankill environs, and in Killiney and Bray (both readily accessible by the DART).





## AREA DEMOGRAPHICS AND CATCHMENT AREA

A demographic analysis was carried out using CSO census data from 2011 and 2016. A local catchment area consisting of the four Electoral Divisions (ED) are within 1km of the subject site was chosen as the basis for the demographic analysis. These EDs are shown in figure 3 below.



Figure 1 Electoral Division within 1km of subject site

The demographic analysis shows that the local catchment area (the four EDs combined) saw a population increase of 1.7% between 2011 and 2016. The Shankill-Rathsallagh ED saw the lowest increase in population with only a 0.55% increase over the same period.

| Electoral Division                 | 2011 Pop      | 2016 Pop      | Change      | % Change     |
|------------------------------------|---------------|---------------|-------------|--------------|
| Shankill-Rathsallagh               | 3,250         | 3,268         | +18         | +0.55        |
| Killiney South                     | 6,478         | 6,386         | -92         | -1.42        |
| Shankill Shanganagh                | 5,334         | 5,488         | +154        | +5.04        |
| Shankill Rathmichael               | 5,353         | 5,623         | +270        | +2.89        |
| <b>Local Area (4 EDs Combined)</b> | <b>20,415</b> | <b>20,765</b> | <b>+350</b> | <b>+1.71</b> |

Table 1 2011-2016 Population Increase by ED in Local Catchment Area

When this increase is analysed further, it shows that the most significant increase was in those aged 65+, which saw an increase of 30.3%. In contrast, there was a 6.1% decrease in those aged 0-4 over the same period.

| Age          | 2011         | 2016         | Change     | % Change     |
|--------------|--------------|--------------|------------|--------------|
| 0-4          | 1442         | 1354         | -88        | -6.10        |
| 5-19         | 4516         | 4354         | -162       | -3.59        |
| 20-34        | 4244         | 3868         | -376       | -8.86        |
| 35-64        | 8226         | 8600         | +374       | +4.55        |
| 65+          | 1987         | 2589         | +602       | +30.30       |
| <b>Total</b> | <b>20415</b> | <b>20765</b> | <b>350</b> | <b>+1.71</b> |

Table 2 Local Catchment Area Change in Population by Age Group

Further analysis of the 2016 census data shows that c.6.5% of the local catchment area's population were aged 0-4 in 2016. Of the four EDs within the local catchment area, Shankill-Rathsallagh ED had the lowest percentage of people aged 0-4 with only 5.5% of the population within that cohort. The subject site is located within this ED.

|                                    | Number Aged 0-4 | % of Total Pop Aged 0-4 |
|------------------------------------|-----------------|-------------------------|
| Shankill-Rathsallagh               | 180             | 5.51%                   |
| Killiney South                     | 400             | 6.26%                   |
| Shankill Shanganagh                | 401             | 7.31%                   |
| Shankill Rathmichael               | 373             | 6.63%                   |
| <b>Local Area (4 EDs combined)</b> | <b>1354</b>     | <b>6.52%</b>            |

Table 3 Children aged 0-4 in 2016

## QUARTERLY NATIONAL HOUSEHOLD SURVEY

### Quarterly National Household Survey

The Quarterly National Household Survey (QNHS) carried out by the Central Statistics Office includes a Special Module on Childcare. The most recent report on this module was published for Quarter 4 2016. What the figures indicate is that crèche/Montessori attendance for pre-school age children nationally is 19%, with the Dublin region unsurprisingly with the highest rate (25%) (Source: CSO.ie). The subject site is located within the Dublin and it can therefore be expected that c. 25% of children aged 0-4 in this area will avail of private childcare.

| Type of childcare                                             | Pre-school children |            |            |            |            |            |            |            | State        |
|---------------------------------------------------------------|---------------------|------------|------------|------------|------------|------------|------------|------------|--------------|
|                                                               | Border              | Midland    | West       | Dublin     | Mid-East   | Mid-West   | South-East | South-West |              |
| Parent / Partner                                              | 65                  | 56         | 59         | 62         | 65         | 51         | 67         | 65         | 62           |
| Unpaid relative or family friend                              | 16                  | 13         | 18         | 16         | 16         | 16         | 20         | 22         | 17           |
| Paid relative or family friend                                | 2                   | 5          | 2          | 3          | 5          | 1          | 4          | 2          | 3            |
| Childminder / Au Pair / Nanny                                 | 13                  | 18         | 21         | 8          | 13         | 13         | 13         | 12         | 13           |
| Creche / Montessori / Playgroup / After-school facility       | 15                  | 14         | 15         | 25         | 14         | 28         | 17         | 16         | 19           |
| Other                                                         | 1                   | <1         | <1         | 1          | <1         | 1          | 1          | 1          | 1            |
| <b>Total pre-school children using non-parental childcare</b> | <b>45</b>           | <b>47</b>  | <b>49</b>  | <b>46</b>  | <b>45</b>  | <b>53</b>  | <b>45</b>  | <b>45</b>  | <b>46</b>    |
| <i>Unweighted sample</i>                                      | <i>198</i>          | <i>136</i> | <i>234</i> | <i>525</i> | <i>244</i> | <i>189</i> | <i>230</i> | <i>316</i> | <i>2,072</i> |

Figure 1 Extract from Quarterly National Household Survey 2016 Special Module on Childcare

## CHILDCARE / CRECHE FACILITIES

### Existing Childcare Facilities

Pobal, the government agency, maintains an up to date map of registered childcare facilities within Ireland, enabling more objective analysis of gaps in provision and the targeting of areas where facilities may be needed in the future. We have undertaken an analysis of the Pobal information in conjunction with information provided by Dún Laoghaire Rathdown County childcare Committee and the individual childcare facilities' websites. This analysis shows that there are 14 no. childcare facilities operating within a 1km from the subject site. These are listed in the table below and mapped in figure 2 below.

The Mulberry Childcare, which is included in the Pobal maps and in figure 2, is no longer in operation and the vacant building is currently up for sale.

The Once Upon a Time childcare facility opened last September (2019) in the Lidl neighbourhood centre and provides full day care.

|    | <b>Childcare Facility</b>                 | <b>Total no. Children</b>         | <b>Vacancy</b> | <b>Services Provided</b>             |
|----|-------------------------------------------|-----------------------------------|----------------|--------------------------------------|
| 1. | Brooklands Montessori Preschool           | 12                                | 0              | Sessional                            |
| 2. | Handprints Montessori Preschool           | No response                       | No response    | Sessional                            |
| 3. | Naíonra Leanáí Lir                        | No response                       | No response    | ECCE                                 |
| 4. | St Louise's Community Playgroup           | 12                                | 0              | Sessional                            |
| 5. | Barnardos – Loughlinstown                 | 15                                | 0              | Part time                            |
| 6. | Pooh Bears Community Creche               | 12                                | 2              | Sessional                            |
| 7. | Playdays Preschool, Shanganagh Park House | 18                                | 0              | Sessional                            |
| 8. | Creative Minds, Shanganagh Park House     | 14                                | 0              | Part time                            |
| 9. | Spraioi le Chéile                         | No response<br>Temporarily Closed | No response    | Sessional                            |
| 10 | Little Eaton Montessori                   | 20                                | 0              | Sessional                            |
| 11 | Cherry Blossom Grove Montessori           | 22                                | 0              | ECCE Sessional                       |
| 12 | Rathmichael Montessori School             | 18                                | 0              | ECCE Sessional                       |
| 13 | Once Upon a Time Shankill                 | 60                                | 5              | Full Day Care, ECCE, CETS and CCSP/U |
| 14 | Toddlers Haven Preschool                  | No response                       | 0              | Sessional                            |

*Table 4 List of Childcare Facilities within 1km of subject site*

*\*\* At the time of contacting (September 2020) the creche's were operating in accordance with HSE and Tusla guidelines with respect to COVID-19.*

In addition to the 15 facilities within 1km of the subject site, there are further facilities further north in Loughlinstown and others further south in Shankill. These additional facilities add to the childcare capacity within the area.



Figure 2 Childcare Facilities within 1km of subject site

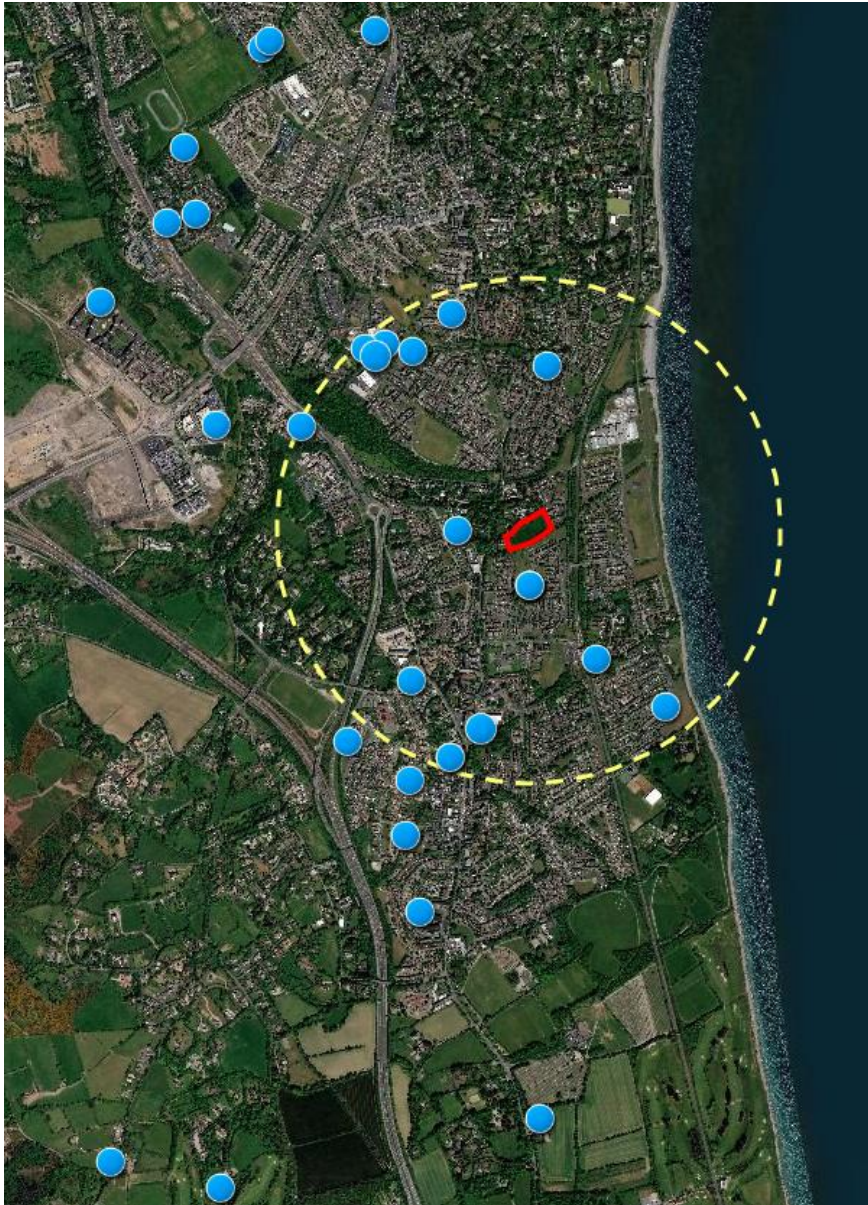


Figure 3 Further Childcare Facilities within close proximity to the subject site

## DEMAND FOR CHILDCARE PLACES LIKELY TO BE GENERATED BY PROPOSED SCHEME

The proposed development will provide a total of 193 no. build to rent units. The breakdown of these units are shown in the table below.

| Unit Size        | Number of Units | Number of Units |
|------------------|-----------------|-----------------|
| Studio           | 12              | 122 no. 1 beds  |
| 1 bed            | 110             |                 |
| 2 bed (3 person) | 1               | 71 no. 2 beds   |
| 2 bed (4 person) | 70              |                 |
| <b>Total</b>     | <b>193</b>      | <b>193</b>      |

Table 5 Unit Breakdown of Proposed Development

Based on the average household size of 2.7 persons, the estimated population of the proposed development when complete would be c. 521 no. (193 no. units\*2.7 household size). Based on the local demographic analysis above, it is estimated that 33 no. of this population will be aged 0-4 (6.52% of 521 people).

As noted above, not all children in the 0-4 age cohort require private childcare. The QNHS indicated that in the Dublin region only 25% of pre-school age children attend private childcare. Applying this percentage to the total estimate of children indicates that c. 8 no. childcare spaces are needed.

The 2018 Apartment Guidelines allow for the exclusion of studio units and one bed units when calculating childcare demand. When these units are excluded from the calculations, it is estimated that c. 3 no. childcare spaces will be needed for the development.

The above calculations are summarised in the table below. The table also includes a scenario in which 50% of the children would require private childcare, but this scenario is unlikely.

|                                              | 2001 Guidelines | 2018 Apartment Guidelines |
|----------------------------------------------|-----------------|---------------------------|
|                                              | Total Units     | Without 1 beds            |
| Number of Units                              | 193             | 71                        |
| 2001 Guidelines (20 no. spaces/75 no. units) | 51              | 19                        |
| Population Analysis                          |                 |                           |
| Total Population (2.7 per household)         | 521             | 192                       |
| Population 0-4 (6.52% of Pop)                | 33              | 12                        |
| Quarterly National Household Survey          |                 |                           |
| Total Requiring Childcare (25%)              | 8               | 3                         |
| Total Requiring Childcare (50%)              | 16              | 6                         |

*Table 6 Estimated Childcare Demand from Proposed Development*

The estimated childcare demand arising from the proposed development will be very low and the development will likely require a maximum of 8 no. childcare spaces.

## CONCLUSION

This Childcare Assessment has examined the existing childcare facilities in the area, the permitted childcare facilities and the expected demand from the proposed development.

There are 14 no. childcare facilities operating within a 1km catchment area of the subject which currently have the capacity to accommodate 3 children. There are further facilities north in Loughinstown and others further south in Shankill and Shanganagh.

An analysis of the local demographics shows that 6.52% of the local population were within the 0-4 age cohort in 2016. Applying this percentage to the proposed development's expected population, and excluding the one beds, indicates that there will be 12 no. children aged 0-4. As not all of these will require childcare it is likely that the proposed development will create a demand for c. 3 no. childcare spaces (25% of 12 no. children).

Considering the concentration of existing childcare facilities in the area, it is considered that there is sufficient capacity within the area to cater for the additional childcare need arising from the proposed development. It is therefore considered that another childcare facility would not be appropriate or required in the area.