PR/1581/21

Record of Executive Business and Chief Executive's Order

SD21A/0195 Reg. Reference: **Application Date:** 14-Jul-2021 **Submission Type:** Clarification of

> Additional Information

Registration Date: 22-Nov-2021

Correspondence Name and Address: Michael Malone, Ceardean Architects 9, Dolphins

Barn, Dublin 8

Proposed Development: Increase in the permissible number of children

> attending from a daily total of 42 to 56 at any one time at the existing childcare facility from that approved in previous planning ref. SD11A/0278 and

extended & amended by ref. SD16A/0343; 2 additional carparking spaces on site; no additional

construction work is proposed.

Location: Sunflowers, Ballyowen Lane, Lucan, Co. Dublin

Applicant Name: John & Lynn O'Dwyer

Application Type: Retention

Description of Site and Surroundings:

Site Area: Stated as 0.2328 hectares

Site Description:

The corner site is located at the junction of Upper Cross and Ballyowen Lane and contains an existing dwelling/childcare facility with a two-storey detached childcare building 'Sunflowers' to the rear.

Site Visit: 10/08/2021

Proposal:

Retention permission is sought for the following:

- Increase in the permissible number of children attending from a daily total of 42 to 56 at any one time at the existing childcare facility from that approved in previous planning ref. SD11A/0278 and extended & amended by Ref. SD16A/0343;
- 2 additional carparking spaces on site.

No additional construction work is proposed.

PR/1581/21

Record of Executive Business and Chief Executive's Order

Zoning:

The subject site is subject to zoning objective RES - 'To protect and / or improve Residential Amenity' under the South Dublin County Council Development Plan 2016-2022.

Consultations:

Environmental Health Officer – no response *Irish Water* – no objection subject to standard conditions Surface Water Drainage – no objection subject to conditions. Roads Department - Additional Information requested Parks-No comment or objection Tusla- No response Chief fire officer-No response

SEA Sensitivity Screening:

None recorded

Submissions/Observations/Representations:

None received. Final date for submissions 17/08/21.

Recent Relevant Planning History:

SD16A/0343. (a) Construction of flat roofed single storey extension (35sq.m) to rear and side of existing childcare area in the rear section of existing dwelling at ground floor. (b) Construction of covered buggy store to rear of existing entrance to childcare area to rear of existing dwelling at ground floor. (c) All associated internal and external alterations. **Grant Permission**

SD11A/0278; Sunflowers, Ballyowen Lane, Lucan, Co. Dublin

Proposal as stated; (a) Change of use of part of the ground floor of existing dwelling from

residential use to use as childcare facility (to extend use from existing detached Sunflowers Childcare facility to rear of dwelling); (b) construction of entrance porch extension for proposed childcare facility to rear of dwelling and all alterations associated with the change of use to childcare facility; (c) alterations to existing hardstanding to side/front of dwelling to provide additional carparking and associated hard and soft landscaping; (d) conversion of the attic space of the existing dwelling to create bedroom, study and en-suite with the construction of a flat roofed dormer roof window to front of dwelling, 'Velux' roof windows, new replacement entrance porch to side of dwelling and all associated internal alterations.

Decision: permission granted subject to conditions.

Condition 3 of SD11A/0278 stated that the number of children to be accommodated in the overall childcare facility on site shall not exceed 42 on any day.

PR/1581/21

Record of Executive Business and Chief Executive's Order

S95A/0057; Ballyowen Lane, Ballyowen, Lucan.

Proposal as stated on APAS; Erect a crèche/playschool and bathroom extension to existing

dwelling.

Decision: permission granted subject to conditions

Recent Relevant Enforcement History

None.

Pre-Planning Consultation

None.

Relevant Policy in South Dublin County Council Development Plan 2016-2022

Section 3: Community Infrastructure

Table 3.1 Appraisal of Existing and Planned Community Facility Provision

'Childcare facilities distributed throughout the area. New facilities required in developing areas on phased basis, in accordance with approved Local Area Plans and Planning Schemes'

Section 3.10.0 Early Childhood Care and Education

Policy C8 (a) – Childcare Facilities – It is the policy of the Council to support and facilitate the provision of good quality and accessible childcare facilities at suitable locations in the County.

C8 Objective 3 – "To support the provision of small scale children facilities in residential areas subject to appropriate safeguards to protect the amenities of the area, having regard to noise pollution and traffic management".

Section 4.4.0 Home Working Home-Based Economic Activities

Policy ET(4)

It is the policy of the Council to support small scale home-based economic activities at appropriate locations

Section 6.4.4 Car Parking Policy TM7 Car Parking

Section 7.3.0 Flood Risk Management Policy IE3 Flood Risk

Section 9.3.1 Natura 2000 Sites Policy HCL12 Natura 2000 Sites

Policy IE6 Environmental Quality

PR/1581/21

Record of Executive Business and Chief Executive's Order

Section 11.4.1 Bicycle Parking Standards

Table 11.22: Minimum Bicycle Parking Rates

Section 11.3.11 Early Childhood Care and Education

The Planning Authority will have regard to the following in the assessment of proposals for childcare and educational facilities:

- Suitability of the site for the type and size of facility proposed.
- Availability of indoor and outdoor play space.
- Local traffic conditions.
- Access, car parking and drop off facilities for staff and customers.
- Nature of the facility (full day care, sessional, after school, etc.).
- Number of children to be catered for.
- Intended hours of operation.
- Impact on residential amenity.

Section 6.4.4 Car Parking Policy TM7 Car Parking

Section 7.1.0 Water Supply & Wastewater Policy IE1 Water & Wastewater

Section 7.2.0 Surface Water & Groundwater Policy IE2 Surface Water & Groundwater

Section 7.3.0 Flood Risk Management Policy IE3 Flood Risk

Section 7.5.1 Waste and Resource Policy and Legislation Policy IE5 Waste Management

Section 9.3.1 Natura 2000 Sites Policy HCL12 Natura 2000 Sites

Section 11 Implementation

Relevant Government Guidelines

The Childcare Facility Guidelines for Planning Authorities, DEHLG (2001).

We like this Place - Guidelines for Best Practice in the Design of Childcare Facilities Dept. of Justice, Equality and Law Reform (2002).

PR/1581/21

Record of Executive Business and Chief Executive's Order

Circular Letter PL3/2016. Re: Childcare facilities opening under the Early Childcare and Education (ECCE Scheme) - Department of the Environment, Heritage and Local Government and OPW (March 2016).

Smarter Travel – A Sustainable Transport Future. A New Transport Policy for Ireland 2009 – 2020, Department of Transport, (2009).

Appropriate Assessment of Plans and Projects in Ireland – Guidance for Planning Authorities, Department of the Environment, Heritage and Local Government, (2009).

Project Ireland 2040 National Planning Framework, Government of Ireland, 2018.

Child Care (Pre-School Services) (No. 2) Regulations 2006 (as amended), Department of Health & Children.

Assessment:

The main issues for consideration are:

- Zoning and council policy,
- Childcare Facility and Residential Amenity,
- Access and car parking,
- Services and drainage,
- Screening for Appropriate Assessment (AA).
- Screening for Environmental Impact Assessment (EIAR),

Zoning and Council Policy.

The subject site is located in an area which is subject to zoning objective 'RES' 'To protect and/or improve Residential Amenity.' Childcare facilities are Open for Consideration under Zoning Objective 'RES'. As the premises is an existing facility, an increase in the number of childcare spaces to an existing childcare facility is considered generally to be acceptable in principle but subject to compliance with Development Plan policies and objectives.

Policy C8 Objective 1 states 'to support and facilitate the provision of childcare infrastructure at suitable locations such as town, village, district and local centres, adjacent to school sites and in employment areas'.

The proposal is considered acceptable in principle in the context of the site zoning and policies of the Development Plan in respect of childcare facilities. A full assessment is carried out below in order to ascertain compliance with the relevant policies, standards and requirements of the Development Plan and Government Childcare Guidelines.

PR/1581/21

Record of Executive Business and Chief Executive's Order

It is acknowledged that there is an existing established use on the site for a Childcare Facility under planning reference SD11A/0278 and SD16A/0343. Therefore, it is the intensification of this use that will be assessed due to the increase in the number who would be using the facility as well as the additional car parking spaces.

Childcare Facility and Residential Amenity

As per Departmental Circular PL 3/2016 'Childcare facilities operating under the Early Childhood Care and Education (ECCE) Scheme', the contents of Appendix 1 of the 2001 Childcare Guidelines have not been taken into account in the assessment of this application. The Child and Family Agency, also known as Tusla, is responsible for inspecting pre-school services under, and enforcing compliance with the 2001 and 2006 Childcare (Pre-School Facilities) Regulations.

The applicant specifies that the increase in the floor area under SD16A/0343 did not include an increase in the number of children that could use the facility at the same time. According to the applicant the facility has the ability to accommodate 56 children currently under Tusla guidelines, and this is the number currently using the facility at any one time. The applicant seeks to regularise this, and also states that there are 70 children enrolled at present, but not all attend at the same time mainly due to the variety of childcare provided including full time care, ECCE which only takes place in the morning, and after school care. As such the applicant has confirmed that there is never more than 56 children present at one time. A planning condition will be included for clarity.

It is stated that the opening hours are from 7.30am to 6.30pm daily. This conforms with the approved opening times under SD11A/0278. A planning condition will be included for clarity

There is at least 30 minutes between the morning and afternoon sessions as set out below in the Traffic Management Statement. This conforms with the conditions of SD11A/0278, and a planning condition will be included for clarity.

PR/1581/21

Record of Executive Business and Chief Executive's Order

- Fulltime care from 07:30 18:30 for up to 25 children. Unlike a school there is no specific starting or finishing time - most children arrive between 07:30 and 09:15 and leave between 16:30 and 18:30.
- ECCE sessional care for up to 33 children consisting of 16 children from 09:15 to 12:15 and 17 children from 09:30 -12:30
- 3. Afterschool Care We collect up to 35 children from 7 local schools and they attend Sunflowers from their time of collection (1:10pm 3:00pm) until being collected by their parents between 16:30 and 18:30. It should also be noted that the majority of these children are siblings of children in fulltime care (1 above) and are collected at the same time that their siblings are collected.

10 full time and 7 part time staff, never more than 10 on site at any one time. This is noted. A planning condition will be included for clarity.

Section 11.3.11 of the County Development Plan states that the Planning Authority will have regard to the number of children to be catered for and the impact on residential amenity in assessing childcare proposals. The site is located in a residential area on a mixed-use site that contains a residential building. Considering the permitted use is childcare, and considering the site's location, it is not considered that the application for retention to include for the additional places would detract from the residential amenity of the area. TUSLA would be responsible for ensuring that the standards provided by the facility meet the relevant guidelines.

Access and Car Parking

The applicant states that there are never more than 5 cars on site at any one time, and that many of the children walk to the premises from the surrounding area. The approved layout under SD16A/0343 of 8 spaces has been amended to include for two additional car parking spaces, the total now being 10. This is noted.

The file was referred to the Roads Department for comment. Section 11.3.11 of the County Development Plan requires that applications be assessed in terms of their potential impact on traffic.

The Roads Department has provided the following comments:

Roads Assessment: Ballyowen Lane is a Local Access Road which has access to the N4 westbound via a service road. The proposal will increase the capacity of the facility from 42 no. children to 56 no. (an increase of 33%). Previously at the proposed development within planning application ref no. SD11A/0278 childcare facility capacity was increased from 23 no. children to

PR/1581/21

Record of Executive Business and Chief Executive's Order

42 no. children at the proposed development which make a total increase of (143%) this increase is a substantial intensification of use on this site.

Due to the intensification of use more vehicular movement will originate at the proposed development, the applicant shall submit accurate plans demonstrating the provision of a visibility splay is adequate in both directions from the entrance.

The submitted parking survey appears to show a reasonable staggering of drop offs and pick-ups which, if extrapolated to reflect the proposed increased numbers, should not cause any significant traffic disruption in the area.

Notwithstanding the above, the fact that the site is located approximately 160m from the N4 with direct access via a service road, there is potential for the creation of a localised bottleneck in the evening.

With this in mind, SDCC Roads Department recommend that the increased capacity <u>be granted</u> on a 1-year temporary basis, so that any effects from the increased traffic volumes can be assessed over a period of time, and appropriate additional traffic management measures implemented if necessary.

1. Car Parking:

The applicant is proposing changes to the driveway layout and has included 2 no. additional parking spaces to the front of the house a total of 10 no. parking spaces are available at the proposed development. Applying the SDCC Development Plan Standard of 1 space per classroom, this is an acceptable parking provision.

2. Bicycle Parking:

Bicycle parking spaces are not included in the proposal. The applicant shall submit a revised layout showing bicycle parking spaces. The bicycle parking provision shall be as per the guidelines of table 11.22 of the SDCC County Development Plan. On surface/external bicycle parking spaces shall be covered or sheltered.

Roads recommends that additional information be requested from the applicant:

The applicant/developer is requested to submit accurate plans demonstrating the provision of a visibility splay of 2.4m x 45m at a height of 1.5m in both directions from the entrance. Sightlines should be shown to the near side edge of the road to the right-hand side of entrance and to the centreline of the road to the left-hand side of the entrance (when exiting).

The applicant shall submit a revised layout showing bicycle parking spaces. The bicycle parking provision shall be as per the guidelines of table 11.22 of the SDCC County Development Plan. On surface/external bicycle parking spaces shall be covered or sheltered.

PR/1581/21

Record of Executive Business and Chief Executive's Order

Conclusion

The comments, and in particular the comments in relation to the potential for traffic build up, the intensification of the use from the original permission, the proximity to the N4, and the request for additional information from the Roads Department are noted. Given the fact that there has been an increase in numbers attending the facility and two additional car parking spaces which could lead to an increased number of cars arriving and leaving the premises, as well as the proximity of the N4 which is located only 160m away, it is considered reasonable to request additional information.

Regarding sightlines to ensure that the site would provide safe conditions for traffic and pedestrians. In addition to this, given the increased numbers attending and the evidence in the applicant's own surveys that the use of bicycles has increased, it is considered reasonable to request additional information on bicycle storage facilities.

The Roads Department has requested that if permission is granted a one year temporary permission is granted to assess whether there is any impact on traffic in the area. This will be fully assessed on the submission of the Additional Information items requested.

Services and Drainage

Surface Water Drainage has recommended no objection subject to a condition regarding the submission of drawings showing the existing surface water layout. However, as no physical changes are proposed all matters concerning surface water should comply with the conditions attached to the existing permissions on site.

Screening for Environmental Impact Assessment

Having regard to the modest nature of the proposed development, and the distance of the site from nearby sensitive receptors, there is no likelihood of significant effects on the environment arising from the proposed development. The need for environmental impact assessment can, therefore, be excluded at preliminary examination and a screening determination is not required.

Screening for Appropriate Assessment

The applicant has not provided information to assist the screening for Appropriate Assessment. Having regard to the nature of the development, connection to public services and the distance from the Natura 2000 sites the proposed development would not require a Stage 2 Appropriate Assessment.

PR/1581/21

Record of Executive Business and Chief Executive's Order

Other Considerations

Development Contributions

Retention Permission to include:

- Increase in the permissible number of children attending from a daily total of 42 to 56 at any one time at the existing childcare facility from that approved in previous planning ref. SD11A/0278 and extended & amended by ref. SD16A/0343;
- 2 additional carparking spaces on site; no additional construction work is proposed. No contributions required-No additional floor space

SEA Monitoring Information	
Building Use Type Proposed	Floor Area (sq. m)
Childcare – retention	No additional floor space
Land Type	Site Area (Ha.)
Brownfield/Urban Consolidation	0.2328 ha

Conclusion

The additional numbers and car parking spaces are considered to be acceptable in principle given the established use on site. However, further clarity is required on the safety of the access given the sites location in close proximity to the N4 and also on bicycle storage to encourage sustainable transport modes. It is therefore recommended that additional information is sought from the applicant.

Recommendation

Request Further Information.

Further Information

- Further Information was requested on 07-September-2021.
- Further Information was received on 07-October-2021.

Further information requested is as follows:

Item 1: Roads

(1) Given the increase in numbers attending the premises, the increased number of car parking spaces, and the proximity of the N4, the applicant is requested to submit accurate plans demonstrating the provision of a visibility splay of 2.4m x 45m at a height of 1.5m in both directions from the entrance. Sightlines should be shown to the near side edge of the road to the right-hand side of entrance

PR/1581/21

Record of Executive Business and Chief Executive's Order

and to the centreline of the road to the left-hand side of the entrance (when exiting). (2) Given the desire to promote sustainable transport methods and the increased number of children attending the premises as well the increased number of car parking spaces, the applicant is requested to submit a revised layout showing bicycle parking spaces within the application site. The bicycle parking provision shall be as per the guidelines of table 11.22 of the SDCC County Development Plan. On surface/external bicycle parking spaces should be shown as covered or sheltered.

Further Consultations:

• Roads. Recommend refusal

Assessment

In response to Items 1 the applicant has submitted a number of documents. The Planning Authority has had regard to the submitted information as part of its assessment.

Item No. 1- Roads

Assessment:

The applicant has provided revised plans and a photo outlining the sightlines, and the location of the bicycle storage for 7 bicycles. The bicycle parking meets the CDP standards of 5-6 spaces.

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Clarification of Further Information

- Further Information was requested on 8th November 2021.
- Further Information was received on 22nd November 2021.

Assessment

Clarification of Further information was requested is as follows:

1. The Planning Authority considers that the response to the Additional Information request is unsatisfactory and remains concerned that the access to the site and the increase in its usage may have a negative impact on road safety. The Roads Department has recommended that permission be refused. The applicant is asked to submit revised proposals that will overcome the Roads Department's concerns. In particular, the amendments to the adjacent flanking

PR/1581/21

Record of Executive Business and Chief Executive's Order

wall and landscaping, which includes a letter of consent, are not deemed to be sufficient to support a grant of permission. The Planning Authority requests that applicant liaises directly with the Roads Department to seek a satisfactory solution to the road safety concerns and submit a written agreement that is satisfactory to the Roads Department. In particular the applicant is requested to demonstrate how the works required to the existing landscape and boundary to improve vehicle sight lines can be achieved and within a reasonable timeframe.

The following Further Information was received on 22nd November 2021:

- Cover Letter dated 18th November 2021.
- Drawing No. 21106_2_130 Rev A Proposed Sightline Plan and Elevation.

Further Consultation

The Roads and Transport Section has considered the clarification of further information received on 22nd November 2021 and state no objections to the proposed development, subject to the following conditions:

- A mobility plan should be developed to manage drop offs and pick-ups from the facility.
- No vehicles shall be parked on public road at any time.
- All vehicles parked in the driveways must exit the site in a forward direction. No vehicles to reverse onto the public roadway at any time.
- Any gates shall open inwards and not out over the public domain.
- Prior to commencement of any works in the public domain, and in order to comply with The Roads Act 1993 Section 13 Paragraph 10, a Road Opening Licence must be secured from South Dublin County Council, Roads Maintenance Department.

The planning department consider that the conditions in relation to parking on the public road and forward exiting area not enforceable and should not be included.

PR/1581/21

Record of Executive Business and Chief Executive's Order

Conclusion

Having regard to the policies outlined in the South Dublin County Development Plan 2016-2022, the Planning Authority is satisfied that the proposed development adheres to the key principles of proper planning and sustainable development.

Recommendation

I recommend that a decision be made pursuant to the Planning & Development Act 2000, as amended, for the reasons set out in the First Schedule hereto, to Grant Permission for Retention for the said development in accordance with the said plans and particulars, subject to the condition(s) specified in the Second Schedule hereto, the reasons for the imposition of the said condition(s) being as set out in the said Second Schedule.

FIRST SCHEDULE

It is considered that the proposed development accords with the policies and objectives of South Dublin County Council, as set out in the South Dublin County Council Development Plan 2016 - 2022 and subject to the conditions set out hereunder in the Second Schedule is hereby in accordance with the proper planning and sustainable development of the area.

SECOND SCHEDULE

Conditions and Reasons

- 1. Development to be in accordance with submitted plans and details.
 - The development shall be carried out and completed in its entirety in accordance with the plans, particulars and specifications lodged with the application, and as amended by Further Information received on 7th October 2021, Clarification of Further Information received on 22nd November 2021, save as may be required by the other conditions attached hereto.
 - REASON: To ensure that the development shall be in accordance with the permission, and that effective control be maintained.
- 2. Roads and Traffic Safety
 - (i) Prior to the commencement of development, the applicant shall submit the following to the Planning Authority for written agreement:
 - (a) A Mobility Management Plan demonstrating the management of drop offs and pickups from the facility.
 - (ii) Any gates shall open inwards and not out over the public domain.
 - REASON: In the interests of sustainable transport and the proper planning and sustainable development.

PR/1581/21

Record of Executive Business and Chief Executive's Order

3. Number of Children.

The numbers of children attending the creche facility at any one time shall be restricted to 56 children.

REASON: In the interests of clarity, traffic management and the proper planning and sustainable development of the area.

4. Number of Staff.

The number of staff shall be limited to 10 full time and 7 part time staff, with never more than 10 on site at any one time.

REASON: In the interests of traffic management.

5. Hours of Operation.

Hours of Operation: The proposed development shall be operated only between the hours of 07:30 and 18:30 daily. Furthermore, there shall be a minimum of 30 minutes between the morning and afternoon sessions, to ensure adequate traffic management.

REASON: In the interest of compliance with the parent permission.

6. Minimise Air Blown Dust.

During the construction and or demolition phase of the development, Best Practicable Means shall be employed to minimise air blown dust being emitted from the site. This shall include covering skips and slack-heaps, netting of scaffolding, daily washing down of pavements or other public areas, and any other precautions necessary to prevent dust nuisances. The applicant/developer shall comply with British Standard B.S. 5228 Noise Control on Construction and Open sites and British Standard B.S. 6187 Code of Practice for demolition.

REASON: In the interest of public health and to uphold the Council's policies set out in the South Dublin County Council Development Plan.

7. Construction Noise and Hours.

To control, limit and prevent the generation of unacceptable levels of Environmental Noise Pollution from occurring during construction activity, no Equipment or Machinery (to include pneumatic drills, on-site construction vehicles, generators, etc.) that could give rise to unacceptable levels of noise pollution as set out generally for evening and night-time in S.I. No. 140/2006 - Environmental Noise Regulations 2006 shall be operated on the site before 7.00 hours on weekdays and 9.00 hours on Saturdays nor after 19.00 hours on weekdays and 13.00 hours on Saturdays, nor at any time on Sundays, Bank Holidays or Public Holidays.

Any construction work outside these hours that could give rise to unacceptable levels of noise pollution shall only be permitted following a written request to the Planning Authority and the subsequent receipt of the written consent of the Planning Authority, having regard to the reasonable justification and circumstances and a commitment to minimise as far as practicable any unacceptable noise outside the hours stated above. In this respect, the applicant or developer shall also comply with BS 5228:2009 Noise and Vibration Control on Construction and Open Sites, and have regard to the World Health

PR/1581/21

Record of Executive Business and Chief Executive's Order

Organisation (WHO) – Guidelines for Community Noise (1999).

The applicant or developer shall also endeavour to engage in local consultation in respect of any noise sensitive location within 30 metres of the development as approved prior to construction activity commencing on site. Such noise sensitive locations should be provided with the following:

- Schedule of works to include approximate timeframes
- Name and contact details of contractor responsible for managing noise complaints
- Hours of operation- including any scheduled times for the use of equipment likely to be the source of significant noise.

REASON: In the interest of public health by the prevention of unacceptable levels of noise pollution which could interfere with normal sleep and rest patterns and/or when people could reasonably expect a level of quietness, the proper planning and sustainable development of the area and to uphold the Council's amenity policies set out in the South Dublin County Council Development Plan.

NOTE: The applicant is advised that under the provisions of Section 34 (13) of the Planning and Development Act 2000 (as amended) a person shall not be entitled solely by reason of a permission to carry out any development.

NOTE: A Roads Opening Licence must be obtained from South Dublin County Council prior to the commencement of any works in the public domain in order to comply with the Roads Act 1993, Section 13, paragraph 10. Under this Act, non-compliance constitutes an offence.

NOTE: The applicant is advised to ascertain and comply with the requirements of Tusla, the Child and Family Agency, in relation to matters such as floorspace, playspace and staff/child ratios, etc.

PR/1581/21

Record of Executive Business and Chief Executive's Order

REG. REF. SD21A/0195 LOCATION: Sunflowers, Ballyowen Lane, Lucan, Co. Dublin

Tracy McGibbon,

A/Senior Executive Planner

ORDER:

A decision pursuant to Section 34(1) of the Planning & Development Act 2000, as amended, to Grant Permission for Retention for the reasons set out in the First Schedule above, in accordance with the said plans and particulars, subject to the condition(s) specified in the Second Schedule above, the reasons for the imposition of the said condition(s) being as set out in the said Second Schedule is hereby made.

Date:

Eoin Burke, Senior Planner