

# 2

## Core Strategy



*The Grange (Credit: Kennedy Wilson and O'Mahoney Pike Architects)*



*The Brambles, Park Close,  
Sallynoggin*

## 2.1 Introduction

This Chapter sets out the Core Strategy which is the settlement and growth strategy for the County. The Core Strategy is the key component of the County Development Plan in that it sets out - in

line with the overarching hierarchy of national and regional plans and the Development Plan Vision - the quantum and location of development in the County over the lifetime of the Plan.

## 2.2 Purpose of the Core Strategy

The Planning and Development (Amendment) Act 2010 introduced the requirement for a Core Strategy to be incorporated as part of all County Development Plans. The purpose of the Core Strategy is to articulate a medium to longer term quantitatively based strategy for the spatial development of the County and in so doing to demonstrate that the Plan and its objectives are consistent with national and regional development objectives set out in the [National Planning Framework \(NPF\)](#) and the [Regional Spatial and Economic Strategy \(RSES\)](#). The central focus of the Core Strategy is on residential development and in ensuring that there is an acceptable equilibrium between the supply of zoned, serviced land for the projected demand for new housing, over the lifetime of the Plan. As set out in Section 10(2A) of The Act, the Core Strategy shall inter alia:

- Provide relevant information to demonstrate that the Development Plan and the Housing Strategy are consistent with the NPF, RSES and with specific planning policy requirements (SPPRs) specified in Section 28 Guidelines.
- Take account of any policies of the Minister in relation to national and regional population targets.
- Provide details in respect of the area in the Development Plan already zoned for residential and mixed-use zonings and the proposed number of housing units to be included in the area.
- Provide details in respect of the area in the Development Plan proposed to be zoned for residential use and mixed-use zonings and how the zoning proposals accord with national policy that development of land shall take place on a phased basis.
- Set out a settlement hierarchy for the area of the Development Plan.
- Provide relevant information to show that, in setting out objectives for retail development, the Planning Authority has had regard to any Section 28 Guidelines.



Clay Farm (Credit: Park Development Group and OMP Architects)

## 2.3 Devising the Core Strategy

The following Chapter sets out a comprehensive and detailed evidence-based analysis which examines a range of inter-related factors that are relevant in devising the Core Strategy for the County Development Plan. It is acknowledged that the Core Strategy sits firmly within the broader parameters for growth set out at a national and regional level, and as such, the Core Strategy must be consistent with the detailed higher-tier settlement strategy of, in particular, the Dublin Metropolitan Area Strategic Plan. Notwithstanding, the following Chapter provides an overview of the main considerations and evidence-based analysis which has informed the Core Strategy. Each of these factors is considered in turn hereunder:

1. Population growth trends
2. Population projections for the Core Strategy
3. Housing delivery
4. Planning and construction activity
5. Evaluation of housing demand
6. Housing target for the Core Strategy
7. Residential Development Capacity Audit

Appendix 1 contains an Infrastructure Assessment which informs this Core Strategy.

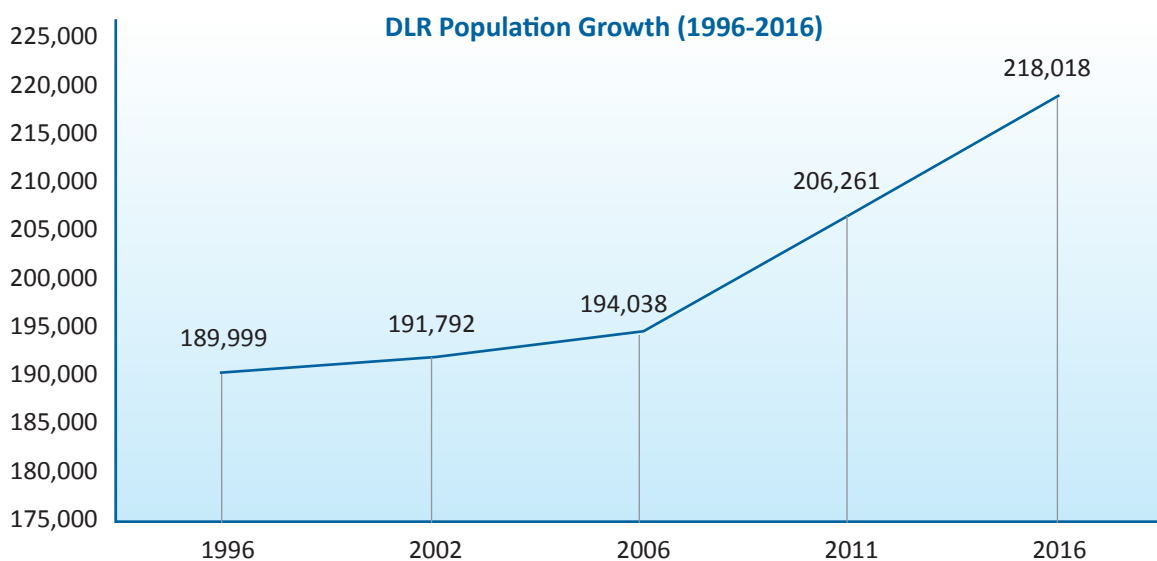
### 2.3.1 Population Growth Trends

Historical trends in population growth are an important consideration in formulating realistic proposals for future growth. DLR has experienced a significant reversal in population growth trends from a County that was experiencing a period of population stagnation through the noughties, to a County that has experienced consistent and strong population growth over the last 10 to 15

years. The 2016 Census records indicate that DLR has a population of c.218,000 people which comprises an increase of c. 24,000 people over the two intercensal periods from 2006 to 2016. This is in stark contrast to the previous 10-year period between 1996 and 2006 which saw an increase of only c. 4,000 people. This acceleration in population growth is further emphasised by the fact that DLR had the lowest population increase of any County in the State between the years 2002-2006, whereas in the most recent intercensal period (2011-2016) DLR had the fourth highest growth rate of all Counties in Ireland, surpassed only by Fingal, Kildare and Meath. In population growth terms, DLR is now one of the fastest growing Counties in Ireland. It is anticipated that the results of Census 2022 will confirm ongoing strong population growth, in line with the quantum of housing completions in the County since the 2016 Census (see Section 2.3.3 below) and the ongoing high levels of planning and construction activity.

**Table 2.1:** DLR Population Growth Trend (Source: Census)

Year	Population	Average Annual Increase	% Increase (DLR)	% Increase (State)
1996	189,999	918	2.5%	2.8%
2002	191,792	299	0.9%	8%
2006	194,038	562	1.2%	8.2%
2011	206,261	2,445	6.3%	8.2%
2016	218,018	2,351	5.7%	3.8%



**Figure 2.1:** Population Change in DLR 1996 - 2016 (Source: CSO Census Data)

### 2.3.2 Population Projections for the Core Strategy

Future population projections for the DLR area are a primary input to the Core Strategy. The adoption of the NPF and the RSES now means that there are statutory national and regional growth strategies which include detailed population targets based on 2016 Census data. The NPF prescribes population growth targets for each Region and City within the State and the RSES further analyses and sets out, in turn, the future population target for each County and City. Calculation of the population target parameters for use in the Core Strategy comprises a three-stage process based upon national and regional provisions and includes: assessment of the RSES County population targets; application of additional 'headroom' as prescribed in the 'Implementation Roadmap for the National Planning Framework' (2018); and, incorporation of 'relocated growth' as provided for under NPO 68 of the NPF. Each of these stages is set out in turn below.

#### 2.3.2.1 Population Projection Calculation

##### (i) Stage 1: RSES Population Targets

Appendix B of the RSES includes phased population targets for each Local Authority area in the Eastern and Midlands Region, setting out both a low and high growth scenario up to 2026 and 2031. Table 2.2 below sets out the RSES population targets that pertain to DLR.

**Table 2.2:** County Level Population Projection

	2016	2026 (Low to High)	2031 (Low to High)
Dún Laoghaire-Rathdown	218,000	241,000 – 245,500	250,500 – 257,000

##### (ii) Stage 2: Application of Additional 'Headroom'

The Implementation Roadmap for the National Planning Framework recognises that there are parts of the Country where population growth is projected to be at or above the national average baseline for growth. In Counties where population growth is projected to be at or above the national average baseline, the Implementation Roadmap makes provision for headroom, not exceeding 25%, to be considered up to 2026. DLR is specifically identified in the list of Counties where this additional headroom applies. In accordance with the Implementation Roadmap, Table 2.3 sets out the population targets contained in Appendix B of the RSES, adjusted to factor in an additional 25% headroom up to 2026. Population growth between the period 2026 to 2031 remains unchanged save for the requirement to adjust to take account of the 25% additional growth allocated between the period 2016 to 2026.

**Table 2.3:** RSES Population Projection Incorporating Additional 25% 'Headroom'

	2016	2026 (Low to High)	2031 (Low to High)
Dún Laoghaire-Rathdown	218,000	246,750 – 252,375	256,250 – 263,875

##### (iii) Stage 3: Relocated Growth

National Policy Objective 68 of the NPF provides that a Metropolitan Area Strategic Plan (MASP) may enable up to 20% of the phased population growth targeted in the principal city and suburban area, to be accommodated in the wider metropolitan area. The Dublin MASP, as set out in the RSES, further elaborates upon NPO 68 stating that the provision to allow for the transfer to other settlements shall apply only to three Metropolitan 'Key Towns', namely Bray, Maynooth and Swords, and only if they can demonstrate compact growth on high capacity planned or existing public transport corridors. In this context it is noted that Old Connaught, which falls within the administrative boundary of DLR, is included in the growth targets for the Key Town of Bray.

In accordance with NPO 68, and as approved by the Eastern and Midland Regional Assembly, an additional 3,500 population was allocated to DLR under the 2031 'High' population target scenario of the RSES. Table 2.4 sets out the population targets contained in Appendix B of the RSES adjusted to include both the additional 25% 'headroom' provided for in the Implementation Roadmap up to 2026, and also the 3,500 relocated growth in the 2031 'High' scenario, as provided for and agreed by the Regional Assembly under NPO 68.

**Table 2.4:** Adjusted for Additional 'Headroom' and Relocated Growth

	2016	2026 (Low to High)	2031 (Low to High)
Dún Laoghaire-Rathdown	218,000	246,750 – 252,375	256,250 – 267,375

##### (iv) Population Projection for the DLR County Development Plan 2022-2028

Table 2.5 details the low and high population projections for DLR for the Plan period 2022-2028. These population projections, which inform the Core Strategy of the County Development Plan, are directly informed by the provisions of the NPF and RSES and are in effect a trickle down from these higher-tier planning policy strategies. In order to take account of the variation between plan timeframes (the County Development Plan covers

**Table 2.5:** DLR Core Strategy – Population Projections

	2016	2026 (Low to High)	Q1 2028 (Low to High)	Total Population Growth 2016 – Q1 2028	Average Annual Pop Growth 2016-2028
<b>Dún Laoghaire-Rathdown</b>	218,000	246,750 – 252,375 <sup>1</sup>	249,125 – 256,125 <sup>2</sup>	31,125 – 38,125	2,594 – 3,177

<sup>1</sup> 25% additional 'headroom' applied in both low and high growth scenario up to 2026 only.

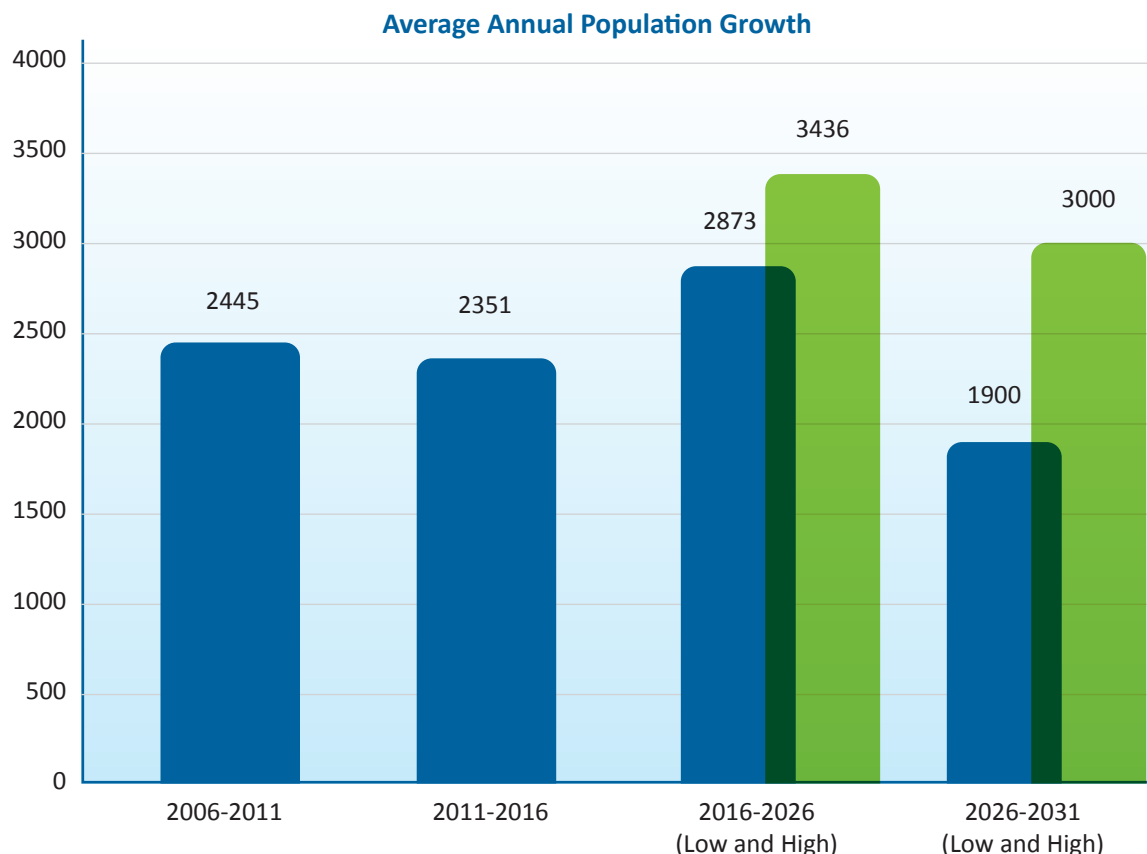
<sup>2</sup> Additional 3,500 'relocated growth' applied to 2026-2028 population target on a pro-rata basis.

the period up to 2028 whereas the RSES covers the period up to 2031) the population targets set out in Table 2.5 incorporates 1 ¼ years (25%) of the 2026-2031 population growth timeframe. The residual population growth to 2031 falls outside the County Development Plan period and is therefore not included in calculating population projections for the Core Strategy.

### 2.3.2.2 Historical Growth Compared to Projected Growth

Figure 2.2 below sets out the average annual population growth experienced in DLR over the two most recent intercensal periods, 2006 to 2011 and 2011 to 2016, and compares this to the

population growth projections provided for in the statutory national and regional growth strategy and set out in Table 2.4 above. It is evident that there is a variation between historical average annual growth (c. 2,400 persons per annum between 2006 and 2016) and future average annual population (c. 2,900-3,400 between 2016 to 2026 and 1,900-3,000 between 2026 and 2031). The future high growth scenario between 2016 to 2026 represents an increase of c.43% in average annual population growth compared to historical growth, while the high growth scenario for the period 2026 to 2031 represents a more modest 25% increase. In overall terms, the future low growth scenario comprises a comparatively minor variation to historical trends.

**Figure 2.2:** Average Annual Population Growth



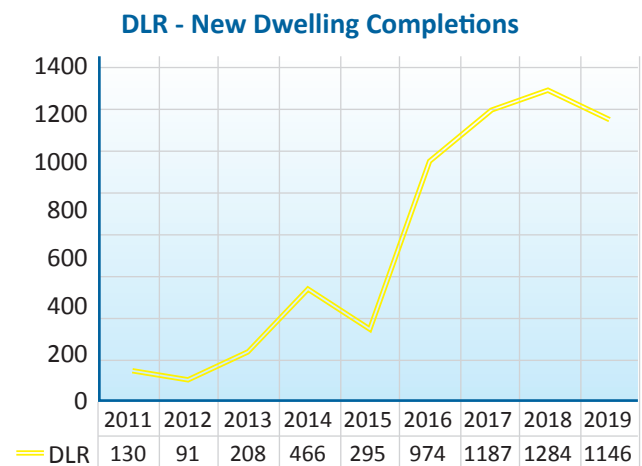
The rationale for the higher levels of future annual population growth between the period 2016 to 2026 is explained in the Implementation Roadmap for the National Planning Framework. The Implementation Roadmap notes that the previous Development Plan Guidelines for Planning Authorities (2007) made provision for Planning Authorities to provide 50% more zoned land than was required to meet demand during the six-year lifetime of a Development Plan i.e. sufficient land for a further three years. The purpose of this provision was to ensure that sufficient zoned residential land was available throughout the lifetime of the Development Plan, and beyond, to meet anticipated needs and allow for an element of choice in the market.

In a move away from this methodological approach, the Implementation Roadmap states that the provision of the additional 50% growth is already accounted for in the national population targets to 2026, and by extension the population targets included in the RSES. Thus, while the future annual population growth figures set out in Figure 2.2 above might appear somewhat high in comparison to historical annual growth, the figures are in effect factoring in growth beyond the six year timeframe of the County Development Plan.

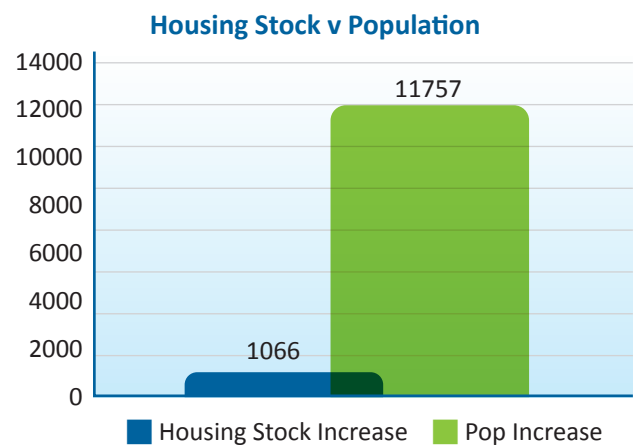
When the change in methodological approach is taken into consideration the actual future annual population growth for DLR is lower than the rate of historical growth experienced in the County between 2006 to 2016. In effect, based on historical growth trends, the RSES high growth scenario under provides in terms of planning for the nine year horizon. With respect to the RSES low growth scenario it is considered that application of same for the purposes of the Core Strategy could result in an imbalance in the equilibrium between the supply of zoned land required to meet housing demand and could negatively impact upon the proper planning and sustainable development of the County. On this basis, it is recommended that the RSES low growth scenario is not brought forward as an input for calculation of the DLR housing target for the Plan period.

### 2.3.3 Housing Delivery

The Central Statistics Office (CSO) publishes dwelling completion data at County level on a quarterly basis. Figure 2.3 details annual housing completions in DLR from 2011 to 2019. There has been a significant increase in housing completion levels from that experienced during the financial and property crash with housing completion levels now averaging c. 1,200 units per annum. When housing



**Figure 2.3** New Dwelling Completions in DLR, 2011-2019 (Source: CSO)



**Figure 2.4** Housing Delivery v Population Growth 2011-2016 (Source: Census 2016)

completion figures are considered in tandem with the number of units under construction in the County, see Section 2.3.4 below, it is anticipated that the current trend in housing output will continue in the short to medium term.

In a healthily performing housing market, residential output and housing completions should be planned to increase in line with population growth. Reactive rather than proactive housing delivery ultimately creates under or over supply. Looking at the most recent intercensal period between 2011 and 2016, population in DLR increased by 11,757 people while housing stock only increased by 1,066 units. While it is acknowledged that vacancy in DLR reduced by some 2,020 units over the same period, the evidence suggests a period of prolonged under-supply which has resulted in 'pent-up' housing demand. This under-supply is further evidenced by the increase in household size experienced in DLR between 2011 and 2016 (see Section 2.3.6.2 below).

### 2.3.4 Planning and Construction Activity

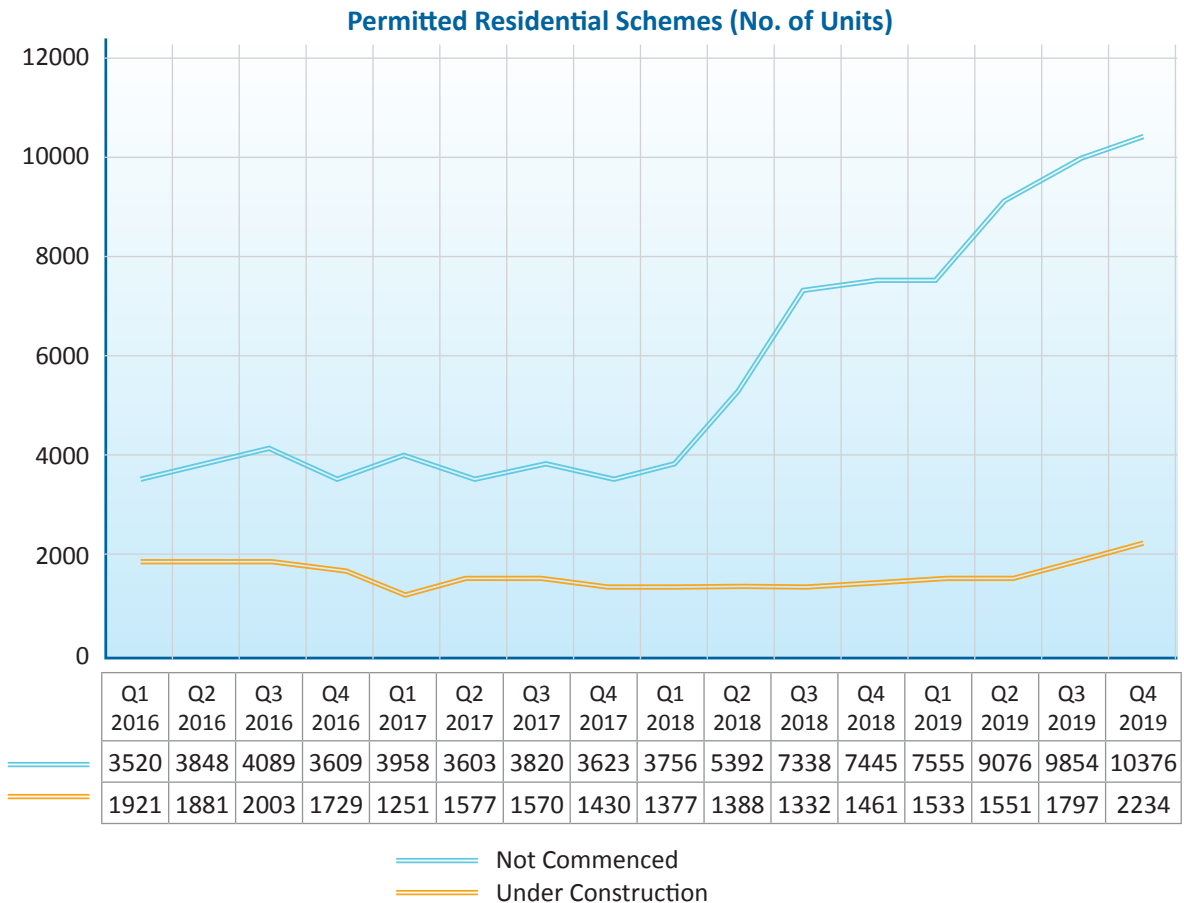
The Housing Supply Coordination Taskforce, established by the Department of Housing, Planning and Local Government, tracks the quantum of residential development of 10 or more units of the four Dublin Local Authorities on a quarterly basis. The data has been collated since 2016 and provides an excellent insight into planning and construction activity in the residential sector and the inter-relationship between same.

Figure 2.5 below illustrates the number of residential units that have the benefit of planning permission in DLR but have not commenced development and also the number of units under construction on a quarterly basis. The number of residential units that have been granted planning permission but have not commenced development has significantly increased from c. 3,500 units in Q1 2016 to over 10,000 units in Q4 2019, a near three-fold increase. This surge in planning activity was concentrated in the years 2018 and 2019. In comparison, the number of units under construction in the County has remained broadly consistent over the four year period and a proportionate increase in construction activity in line with planning activity has not yet been realised.

While planning activity is a fundamental component of a healthily functioning housing market, ultimately it is the implementation of planning permissions and delivery of residential schemes that is of relevance in the context of delivering the Core Strategy. The fact that planning permission for a residential scheme has been granted does not equate to the delivery of a residential scheme, and in this context the role of the extant planning permission must be taken into consideration in the formulation of the Core Strategy.

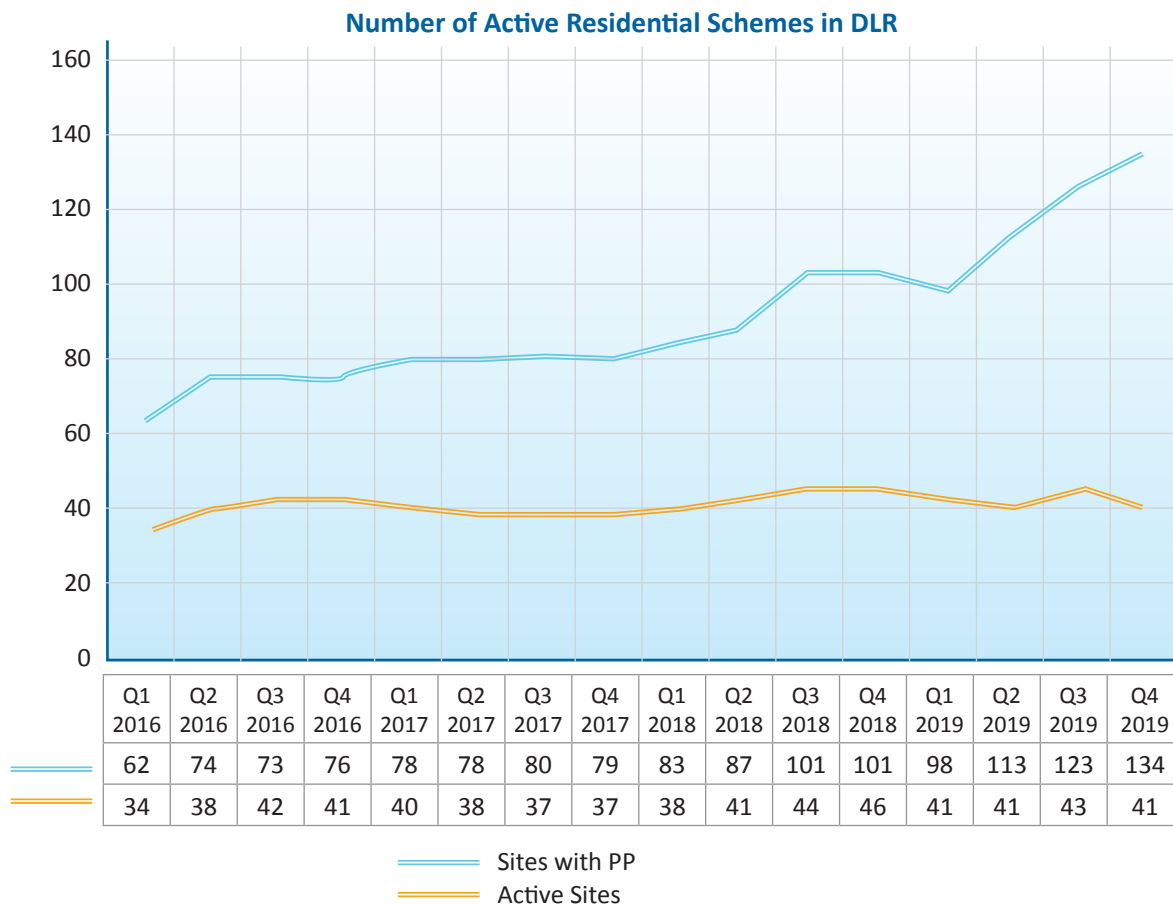
#### 2.3.4.1 Extant Planning Permissions

As illustrated in Figure 2.5, DLR has a significant quantum of permitted residential units that have not commenced development. While this is a positive position and reflective of strong demand for housing, it is highlighted that there are very few powers available to the Planning Authority to bring about the implementation of these planning permissions or the advancement of appropriately zoned land for development purposes. The introduction of the vacant site levy under the Urban Regeneration and Housing Act 2015 (as amended) was a welcome enabling tool for the Local Authority to incentivise development, however, in practice to date, the effectiveness of the legislation has yet



**Figure 2.5:** Residential Schemes in DLR with Planning Permission (Source: Housing Task Force)





**Figure 2.6:** Number of Active Residential Schemes in DLR (Source: Housing Task Force)

to be proven. The implementation of a planning permission and the delivery of units thus remains largely dependent on the market.

Figure 2.6 above illustrates on a quarterly basis the number of sites in DLR that have the benefit of planning permission for residential development and also identifies the number of those sites which are/were under construction. Taking an average of the quarterly Housing Task Force (HTF) data, it is evident that less than half of sites (46%), that have the benefit of planning permission for residential development, were under construction at any given time over the four year period. The significant variation between the number of sites with planning permission, and the number of those sites which are under construction, reflects inter alia the time-lag between the grant of a planning permission and the implementation of said permission, sites that are progressed through the planning process for the purpose of re-sale with the benefit of planning permission, and also the fact that some planning permissions are never brought forward to construction stage. Based on these trends it is evident that DLR will have, on an ongoing basis, a quantum of sites that are suitable for residential development and have the benefit of planning permission, which may not be brought forward for development within the lifetime of the Plan, or which may not reach construction stage at all.

While the Local Authority will endeavour to employ all means within its powers to support appropriate residential development in a timely manner, including the implementation of mechanisms such as the vacant site levy, it is considered that the Core Strategy must provide for a degree of flexibility necessitated by the housing market, given the limitations of the Local Authority to provide certainty in terms of implementation.

### 2.3.5 Evaluation of Housing Demand

National Policy Objective 37 of the NPF requires each Local Authority to prepare a 'Housing Need Demand Assessment' (HNDA). A HNDA is defined in the NPF as a database to allow Local Authorities to run a number of different scenarios to inform key decisions on housing need and supply. HNDAs are designed to give broad, long term estimates as opposed to precision estimates. The RSES acknowledges that, in the case of Dublin, the HNDA may be at a metropolitan scale having regard to what they call inter-county and inter-regional settlement interactions and as such it is recommended that a Regional HNDA would be appropriate for the four Dublin Local Authorities.

The Department of Housing, Local Government and Heritage issued Guidelines entitled "Guidance on the Preparation of a Housing Need and Demand Assessment" in April 2021. An accompanying

Circular expects that the new HNDAs will be integrated into reviews that commence after the date of issue of the Guidance and that other Planning Authorities may vary their Plan.

Pending the preparation of a regional HNDA, DLR has prepared a Housing Strategy and HNDA (see Appendix 2) which will inform housing policy in the County. The Housing Strategy element is based on the overall population and housing land requirements set out in the Core Strategy.

#### Policy Objective CS1 – Housing Need Demand Assessment

It is a Policy Objective to accord with the Housing Strategy and Housing Needs Demand Assessment 2022–2028 and to carry out a regional HNDA post adoption of the Plan and to consider varying the Plan if required. (Consistent with NPO 37 of the NPF).

### 2.3.6 Housing Target for the Core Strategy

#### 2.3.6.1 Housing Targets

The Core Strategy of the previous County Development Plan, 2016-2022, was framed by housing target projections contained in the 'Regional Planning Guidelines for the Greater Dublin Area 2010-2022'. The RSES has subsequently replaced the Regional Planning Guidelines and while the RSES includes population projections at Local Authority level, it does not however translate those population projections into housing targets. As such, it is necessary to calculate the overall housing requirements for the Plan period based on the County population projections set out in Section 2.3.2 above. Two key assumptions have been applied in order to calculate the housing target for the Plan period, namely, household size and occupancy.

#### 2.3.6.2 Household Size

An important input in the calculation of a housing target is future household size. Average household size is calculated based on the number of persons living in private households in permanent dwellings in the County. The application of household size is considered a more appropriate method in calculating the housing target in comparison to the use of occupancy rates, which was applied in the previous Regional Planning Guidelines. At European level, the average household size in the EU-27 Countries in 2019 was 2.3 persons<sup>3</sup>. In comparison, Ireland recorded an average household size of 2.75 in Census 2016, with DLR recording a broadly similar household size of c. 2.72. Despite the comparatively high average household size recorded in DLR in 2016, the long term national trend in household

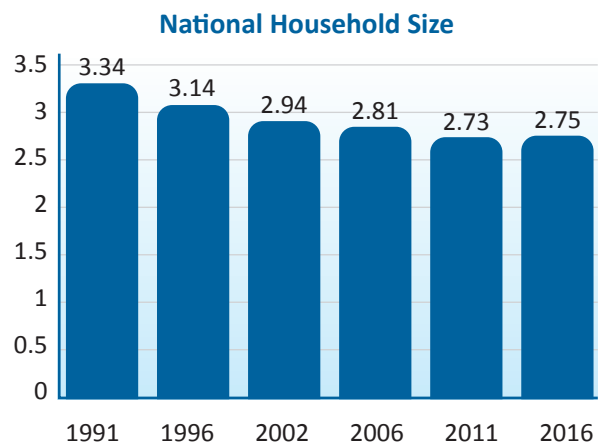


Figure 2.7 National Household Size (Source: CSO)

size is declining, see Figure 2.7, and it is anticipated that it will continue to decline in line with European trends. As set out in Section 2.3.3 above, the increase in household size recorded in DLR in 2016 could, in part, be attributed to the near stagnation in the residential construction sector following the financial and property crash, and the considerable timeframe associated with the delivery of housing subsequent to improvements in market conditions.

For the purpose of calculating a housing target for the County Development Plan an average household size of 2.5 is assumed for the period up to 2028. This relates to both existing housing stock and future housing stock. While it is acknowledged that the NPF refers to an expected national household size of around 2.5 people per household by 2040, the NPF assumption comprises a nationwide amalgam and does not reflect regional differences in household size. This regional variance is reflected in the Dublin MASP which applies a household size of 2.5 in its determination of residential capacity.

Broadly speaking, household size varies geographically, and this is evidenced through variance in residential unit type. For example, in 2016 the average household size for houses in DLR was 2.88, whereas the average household size for apartments/flats/bed-sits was 2.14. Given this significant variance between unit type, future housing stock comprises an important indicator of potential future household size trends. In this regard, it is noted that over 9,000 (87%) of the 10,376<sup>4</sup> permitted residential units in DLR, which have not commenced development, comprise apartment dwellings. An average household size of 2.5 is thus applied based on two primary assumptions: new residential stock being delivered to the market primarily comprising apartments will have a lower average household size; and average household size in existing older housing stock will continue to follow a gradual downward trajectory in line with overarching national and European trends.

<sup>3</sup> Source: Household Composition Statistics (2020), Eurostat.

<sup>4</sup> Source: Housing TaskForce Data – Q4 2019.

### 2.3.6.3 Occupancy

The quantum of households in the County comprises a subset of the entire housing stock. At any given time, the housing stock in the County will comprise both occupied and unoccupied units. The largest component of unoccupied units is those which are classified as vacant and in 2016 DLR had the third lowest vacancy rate in the State at 5.5%. For the purpose of projecting forward it is assumed that the residential occupancy rate in DLR in 2028 will remain constant with the 2016 rate. This is considered a conservative approach in the context of ongoing supply-side constraints in the housing sector.

**Table 2.6:** DLR Occupancy Rate (Source: Census 2016)

Year	Population	Housing Stock	Private Households
2016	218,018	86,962	78,568

Year	Persons in Private Households	Household Size	Private Households as a % of Housing Stock
2016	213,353	2.72	90.3%

### 2.3.6.4 Housing Target for the Core Strategy

Table 2.7 details the housing target for the Core Strategy up to Q1 2028. Based on the high growth scenario of the RSES there is a requirement for an additional 18,515 residential units. The housing target is informed by and aligned with the population projections provided for in the RSES and is calculated based on the assumptions detailed above.

**Table 2.7:** Core Strategy Housing Target

	2016	Q1 2028 – RSES High Growth Scenario
Population	218,000	256,125
Increase in Population	N/A	38,125
Total Housing Stock	86,962	110,969
Housing Target (2016 - Q1 2028)	N/A	24,007
Minus CSO Housing Completions (2017 – Q1 2021) + Estimated Completions (Q2 2021 – Q1 2022)	N/A	5,492
Housing Target (Q2 2022 - Q1 2028)	N/A	18,515

### 2.3.6.5 Housing Supply Target Methodology for Development Planning

The Section 28 Guidelines ‘Housing Supply Target Methodology for Development Planning’ (2020) (HST Guidelines) are intended to assist in providing the required consistent and coherent approach to be taken by Planning Authorities in incorporating national and regional population and housing projections into their statutory functions. They are intended to assist Planning Authorities in appropriately integrating the strategic national and regional population parameters into their statutory planning processes, such as the preparation of the Development Plan and the preparation of the Housing Strategy, informed by the Housing Need and Demand Assessment process.

In accordance with National Policy Objective 37 of the NPF, the Planning Authority is required to undertake a Housing Need Demand Assessment as part of its Housing Strategy. This is a new feature of the planning system that will need a consistent population and housing demand basis from which to effectively estimate the housing needs of the Local Authority. The HST Guidelines include a methodology to bridge the strategic national and regional population projections (contained within the NPF and RSES) to the Housing Need Demand Assessment.

Table 2.8 below sets out the methodology contained in the HST Guidelines as applicable to DLR and calculates household demand for the County pertaining to the 6-Year County Development Plan cycle only. The household demand figure provided in Table 2.8 will inform the preparation of a HNDA to be prepared in conjunction with the other Dublin Local Authorities.

**Table 2.8:** HST Guidelines - DLR Household Demand

Dún Laoghaire-Rathdown	Annual Average Households	Total Households
<b>A</b> ESRI NPF scenario projected new household demand 2017 to Q1 2028	1798 (20223/11.25)	20223
<b>B</b> CSO dwelling completions Q1 2017 to Q1 2021 + Estimated completions Q2 2021 to Q1 2022	1046 (4554+938/5.25)	5492
<b>C</b> Homeless households (latest data), and unmet demand as at most recent Census	N/A	494
<b>D</b> Plan Housing Demand = Total (A-B+C) ((Projected ESRI NPF demand - new completions) + Unmet demand)	2538 (15225/6)	<b>15,225</b> ((20223 - 5492) + 494)
<b>E</b> Potential adjustment 1 to end 2026 portion of plan period to facilitate convergence to NPF strategy (where justified)	Mid-point between ESRI NPF and baseline scenarios to 2026 in lieu of A above.	Not Applicable
<b>F</b> Potential adjustment 2 to end 2026 portion of plan period to facilitate convergence to NPF strategy, applicable where B exceeds or is close to D (where justified)	Mid-point between ESRI NPF and baseline scenarios to 2026 in lieu of A above, plus up to 25%	Not Applicable

### 2.3.7 Residential Development Capacity Audit

A 'Residential Development Capacity Audit' was undertaken in order to inform the preparation of the Core Strategy and to meet the statutory requirement to assess existing zoned land, as required under Section 10(2A)(c) of The Act. The purpose of the audit was to analyse the existing capacity of the County to accommodate residential development and provide the basis upon which the future housing target may be allocated. In general terms, too much or too little capacity to meet future population growth would inform the requirement

to adjust zoning provision. The audit comprised a comprehensive review of all zoned residential and mixed-use land in the County. In order to support the compact growth agenda, a significant emphasis was placed on the identification of potential infill/brownfield sites for regeneration/redevelopment.

#### 2.3.7.1 Potential Residential Yield

The Residential Development Capacity Audit estimated that at Q4 2019 there were approximately 553 hectares of zoned land in the County which is, or may become available, for residential development. This comprises a reduction of c. 90 hectares from the housing land availability audit which informed the 2016 County Development Plan. The zoned land equates to a potential yield of between 22,763 and 25,353 residential units. When actual and estimated completions for the period Q1 2020 to Q1 2022 are taken into consideration it is estimated that there is a potential residential yield of between c. 20,886 to 23,476 homes. The Cherrywood Strategic Development Zone comprises a significant proportion of this total with an estimated residential yield of between 5,596 to 8,186 units.

A number of assumptions were applied at a site specific level in order to provide a robust estimation of potential residential yield. Where applicable, residential density and capacity calculations already set out in existing statutory plans were applied. These densities are either consistent with or exceed the recommended residential densities in the Sustainable Residential Development in Urban Areas Guidelines for Planning Authorities (2009). Outside of these plan areas potential residential yield was also calculated having regard to the residential densities recommended in the 'Sustainable Residential Development in Urban Areas' (2009), with consideration given to sites that would be more suited to higher residential density.

The category of infill/windfall comprises a broad mix of sites within the existing built-up footprint of the County and includes both sites which are under construction and sites where there is no construction activity. For sites which have commenced construction, the full residual residential yield of the associated planning permission is incorporated. The audit placed a significant focus in the infill/windfall category on brownfield and infill development to deliver compact growth and includes a number of sites which are currently in existing use but have potential for redevelopment for residential purposes. In order to provide for a balance between the inclusion of suitable infill and brownfield sites that promote compact growth, but which may not come forward for development within the lifetime of the Plan, and to ensure that sufficient lands are zoned to allow for overall projected growth, the residential yield for the category infill/windfall is calculated based on an assumption that half

of the total site area (for sites where there is no construction activity) would be brought forward for development within the lifetime of the Plan. Table 2.9 provides a detailed breakdown of residential yield categorised by infill/windfall sites and strategic growth areas.

### 2.3.7.2 Tiered Approach to Land Zoning

The Residential Development Capacity Audit was undertaken in the context of National Policy Objective 72a of the NPF which requires Planning Authorities to apply a standardised, tiered approach to differentiate between i) zoned land that is serviced and ii) zoned land that is serviceable within the life of the Plan.

- Tier 1 lands are serviced, and in general, part of or contiguous to the built-up footprint of an area.
- Tier 2 lands are not currently sufficiently serviced to support new development but have potential to become fully serviced within the lifetime of the Plan. Tier 2 lands may be

positioned within the existing built-up footprint, or contiguous to existing developed lands, or to Tier 1 zoned lands.

- While the County Development Plan may include zoned land which cannot be serviced during the lifetime of the Plan, they cannot be categorised as either Tier 1 or Tier 2 lands. Such lands cannot be zoned for development or included within the Core Strategy for calculation purposes.

The high level zoning tier of each strategic growth area in the County is set out in Table 2.9 below. The detailed assessment of strategic enabling infrastructure requirements for Tier 2 lands across the County is provided in Appendix 1. While the NPF tiered approach to zoning does not focus on community infrastructure, the provision of same is considered to be of central importance in the creation of sustainable neighbourhoods in the County and is covered in detail in Chapter 4 'Neighbourhood - People, Homes and Place'.

**Table 2.9:** DLR Residential Development Capacity Audit – Aggregate Data (Accurate as of Q4 2019)

Location	Hectares	Potential Residential Yield	Zoning Tier
Infill/Windfall – Sites under Construction	35.63	1,837 <sup>5</sup>	Tier 1
Infill/Windfall – Sites with an extant planning permission not commenced	63.1	1,299	Tier 1
Infill/Windfall – Sites with no planning permission	67.13	1,436	Tier 1 and Tier 2
Infill/Windfall - Total	165.86	4,571	Tier 1 and Tier 2
Ballyogan & Environs	71.8	4,147	Tier 1 and Tier 2
Woodbrook-Shanganagh	29.53	1,998	Tier 1 and Tier 2
Kiltiernan-Glenamuck	59.34	2,015	Tier 1 and Tier 2
Old Connaught	50.13	2,005	Tier 2
Rathmichael	83.05	2,431	Tier 2
Cherrywood	93.55	5,596 - 8,186	Tier 1 and Tier 2
Total	553.28	22,763 - 25,353	
Less Actual and Estimated Completions Q1 2020 to Q1 2022		1,877	
Adjusted Total		20,886 – 23,476	

<sup>5</sup> Note: The category 'Infill/Windfall' incorporates both sites which are under construction and sites where there is no construction activity. For sites which have commenced construction, the full residual residential yield of the associated planning permission is incorporated. For sites where no construction has commenced, it is assumed that half of the total area of these sites would be brought forward for development within the lifetime of the Plan. (See Section 2.3.7.1 above)

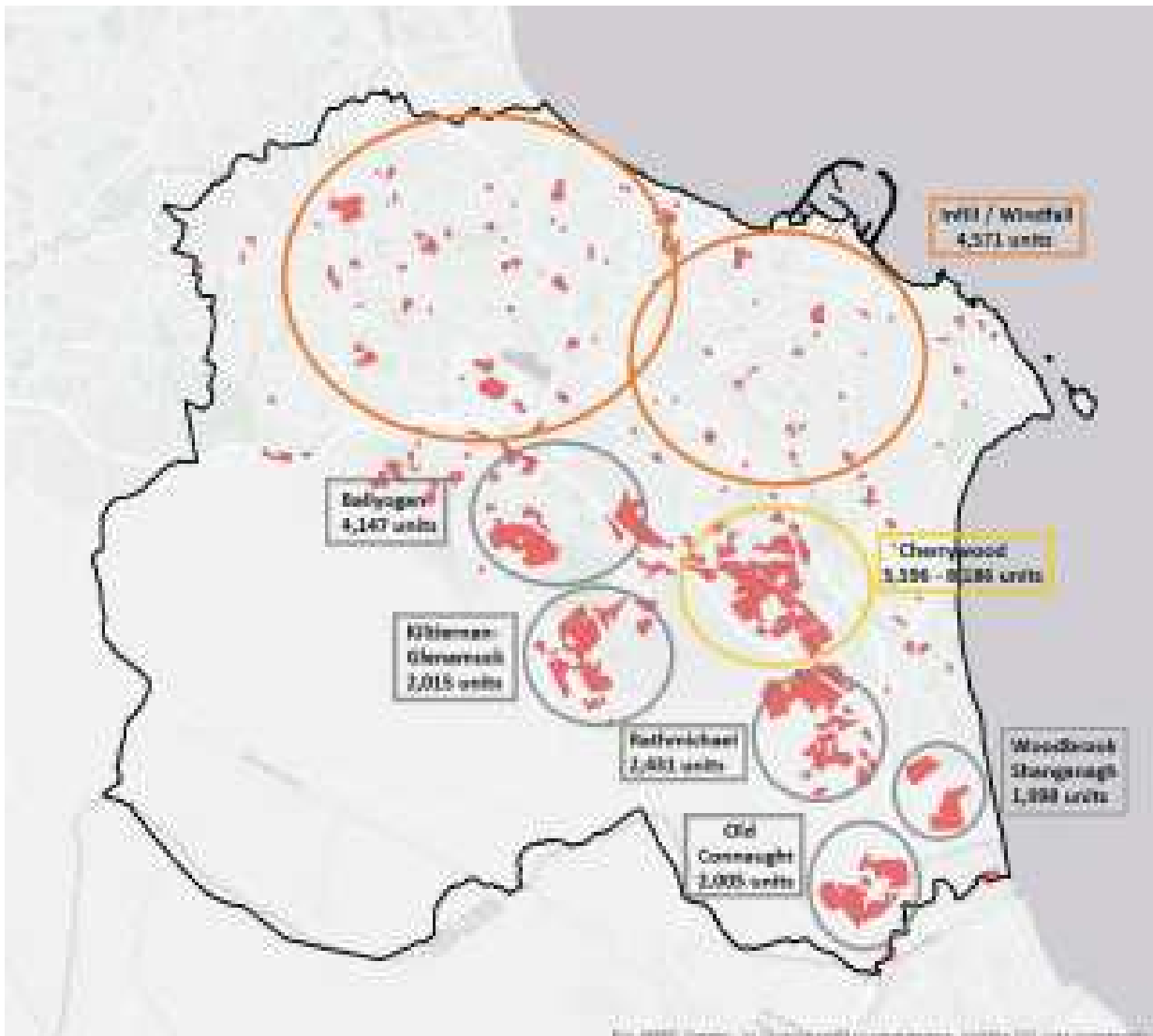


Figure 2.8: Residential Development Capacity Audit – Aggregate Data (Accurate as of Q4 2019)



## 2.4 The Core Strategy

### 2.4.1 Settlement Hierarchy

Section 10(2A)(f) of The Act requires the Core Strategy of all County Development Plans to contain a settlement hierarchy while subsection (2C) requires the hierarchy to be consistent with the NPF, RSES and the policies of the Government. The RSES sets out a settlement hierarchy for the Region and identifies key growth areas which will see significant development up to 2031 and beyond. Local Authorities are required to determine the County level hierarchy of settlements in accordance with the RSES settlement hierarchy. Table 2.10 below sets out the DLR settlement typology within the framework of the RSES settlement hierarchy. The vast majority of the built-up footprint of DLR falls within the geographic area known as ‘Dublin City and Suburbs’, which comprises the first tier in the settlement hierarchy recommended in the RSES. Old Connaught comprises a component part of the future growth of the ‘Key Town’ of Bray (tier 3), while Glencullen comprises a rural village (tier 6).

DLR is a spatially small County and the vast bulk of its population is concentrated in a single urban/suburban mass between the foothills of the Dublin Mountains and the coast. The various suburbs in the County coalesce into one another and the County does not have the same discrete hierarchy of settlements that can be found in other Counties in Ireland. It is evident that in order for the DLR Core Strategy to allocate housing and population across settlements in the County that a more granular level of detail is required, particularly with regard to housing allocation within the area defined as Dublin City and Suburbs. Thus, while the settlement strategy for the County Development Plan operates within and in accordance with the RSES settlement hierarchy, the spatial distribution of housing and population allocation within this hierarchy has been refined to reflect a more bespoke settlement strategy for the County.

**Table 2.10:** RSES Settlement Hierarchy as applicable to DLR

tier	Settlement Typology	Description	DLR
tier 1	Dublin City and Suburbs	International business core with a highly concentrated and diversified employment base and higher order retail, arts, culture and leisure offer. Acts as national transport hub with strong inter and intra-regional connections and an extensive commuter catchment	Majority of the urban footprint of DLR.
tier 2	Regional Growth Centres	Regional Growth Centres are large towns with a high level of self-sustaining employment and services that act as regional economic drivers and play a significant role for a wide catchment area.	None identified in DLR.
tier 3	Key Towns	Large economically active service and/or county towns that provide employment for their surrounding areas and with high-quality transport links and the capacity to act as growth drivers to complement the Regional Growth Centres.	Bray (Old Connaught)
tier 4(i)	Self-Sustaining Growth Towns	i) Self-Sustaining Growth Towns with a moderate level of jobs and services – includes sub-county market towns and commuter towns with good transport links and capacity for continued commensurate growth to become more self-sustaining.	None identified in DLR.
tier 4(ii)	Self-Sustaining Towns	ii) Self-Sustaining Towns with high levels of population growth and a weak employment base which are reliant on other areas for employment and/or services and which require targeted ‘catch up’ investment to become more self-sustaining.	None identified in DLR.
tier 5	Towns and Villages	Towns and villages with local service and employment functions.	None identified in DLR.
tier 6	Rural	Villages and the wider rural region.	Glencullen

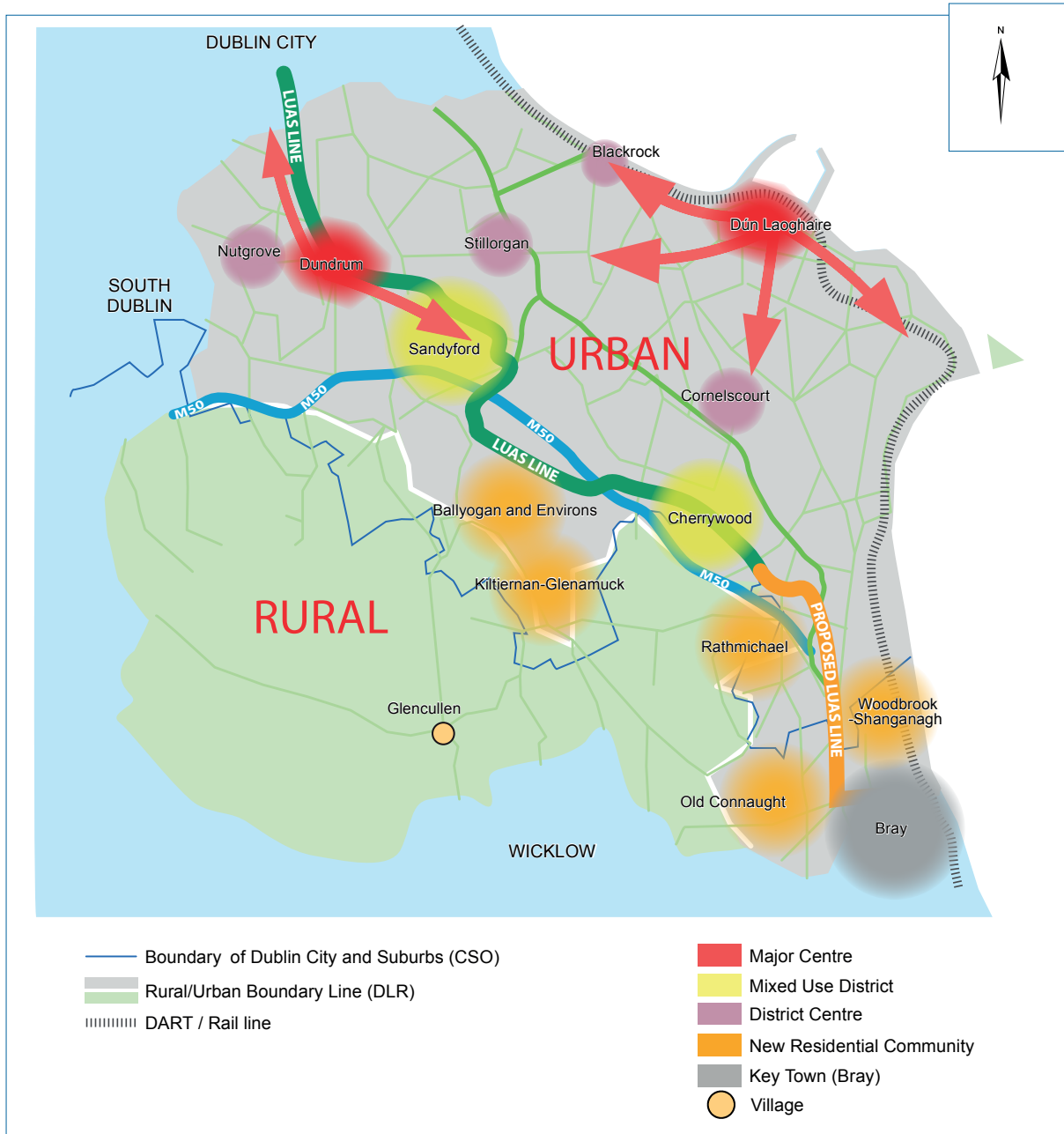


Figure 2.9: Core Strategy Map

### 2.4.2 DLR Settlement Strategy Statement

The settlement strategy for the Core Strategy of the County Development Plan seeks to support the overarching Development Plan Vision and supports the transition to a low carbon and climate resilient County through the implementation of a compact growth agenda, increased integration between land-use and transportation, increased sustainable mobility and, the sustainable management of our environmental resources.

The settlement strategy applies an asset-based approach to spatial development focusing employment and housing growth on existing and future transport corridors and aligning growth with the delivery of supporting enabling and supporting social infrastructure. The strategy seeks to deliver compact and sustainable growth within the existing built footprint of the County and build upon existing physical, social, economic and natural assets which

are available. The strategy is supported by an increased focus on healthy place-making and the liveability factors which define our urban places. In accordance with the provisions of Section 10(2B) of The Act, Figure 2.9 illustrates the Core Strategy Map which depicts the DLR settlement strategy for the Plan period.

### 2.4.3 Sustainable Neighbourhood Infrastructure

Whilst there is an emphasis in the settlement strategy on compact growth, the overarching focus of the Development Plan Vision, the five Strategic County Outcomes, and the policy approach set out throughout the Plan, is about creating a liveable County where residential development is balanced with the need for supporting community infrastructure. It is recognised that the creation of sustainable residential communities requires more than the provision of housing alone, and it

is imperative that the Plan supports the creation of vibrant, sustainable communities with access to good housing choice, open space and recreation, a range of quality transport options and appropriate social and community infrastructure. This will align with NPO33 in the NPF by ensuring that new homes are delivered in a sustainable manner.

In recognition of this overarching objective, the Plan introduces a new 'Sustainable Neighbourhood Infrastructure' land use zoning objective that identifies existing social and community infrastructure considered to be central to sustaining and building residential communities. This new land use zoning seeks to enhance the role and importance of community infrastructure as part of the sustainable compact growth agenda envisaged in the Core Strategy. Chapter 4 'Neighbourhood - People, Homes and Place' sets out in detail the policy objectives aimed at creating and maintaining successful residential communities throughout the County over the lifetime of the Plan and beyond.

#### 2.4.4 DLR Core Strategy

The 'Guidance Note on Core Strategies' (2010), provides that the Core Strategy should summarise the area of land zoned for residential use, or a mixture of residential and other uses, and the amount of land proposed to be zoned for such use.

The Residential Development Capacity Audit detailed in Section 2.3.7 above sets out the existing area of land zoned for residential use in the County and this is further set in the Core Strategy Table below.

Section 2.3.2 above details the population projection for DLR for the Plan period 2022-2028. The population projection is informed by the provisions of the NPF and RSES and provides the basis for calculating the housing target for DLR for the Plan period. As set out in Section 2.3.6 above there is provision for an additional 18,515 residential units. As detailed in the Core Strategy Table below the housing target for DLR is broadly consistent with the existing residential capacity of zoned land in DLR, as ascertained through the Residential Development Capacity Audit.

While the Core Strategy Table below identifies an excess of between 2,371 and 4,961 homes, reference is made to the Guidance Note on Core Strategies which advises that any excess (of lands or housing capacity) will not normally include lands identified for strategic long-term development as part of Strategic Development Zones or major regeneration sites within key areas. The full capacity of the Cherrywood Strategic Development Zone is incorporated into the Core Strategy Table below and comprises an estimated residential yield of between

**Table 2.11:** Core Strategy Table

Location	RDCA Existing Zoning (Ha)	RDCA Existing Residential Yield	County Development Plan 2022-2028 Proposed Zoning (Ha)	County Development Plan 2022-2028 Proposed Residential Yield
Infill/Windfall – Sites under Construction	35.63	1,837	35.63	1,837
Infill/Windfall – Sites with an extant planning permission not commenced	63.1	1,299	63.1	1,299
Infill/Windfall – Sites with no planning permission	67.13	1,436	67.13	1,436
Infill/Windfall	165.86	4,571	165.86	4,571
Ballyogan & Environs	71.8	4,147	71.8	4,147
Woodbrook-Shanganagh	29.53	1,998	29.53	1,998
Kiltiernan-Glenamuck	59.34	2,015	59.34	2,015
Old Connaught	50.13	2,005	50.13	2,005
Rathmichael	83.05	2,431	83.05	2,431
DLR Total (excluding Cherrywood)	459.73	17,167	459.73	17,167
Cherrywood	93.55	5,596 - 8,186	93.55	5,596 - 8,186
DLR County Total	553.28	22,763 – 25,353	553.28	22,763 – 25,353
<b>Less Actual and Estimated Completions Q1 2020 to Q1 2022</b>				1,877
<b>Adjusted Total</b>				20,886 – 23,476
<b>HST Housing Target Q2 2022 to Q1 2028</b>				15,225
<b>DLR Housing Target Q2 2022 to Q1 2028 (Inclusive of 'Headroom')</b>				18,515
<b>Excess</b>				2,371 – 4,961

5,596 to 8,186 units. While the Cherrywood SDZ lands comprise Tier 1 and 2 zoned residential lands that may be developed within the lifetime of the Plan, it is acknowledged that the full build-out of Cherrywood may extend beyond the timeframe of the Plan. In this context, and as provided for in the Guidance Note on Core Strategies, it is not considered necessary to apply any specific mechanisms to address the relatively minor excess identified in the Core Strategy Table.

Based on allocated future population growth for DLR it is considered that broad equilibrium exists between the supply of zoned land for primarily residential purposes, and the projected demand for new housing. On this basis it is recommended that the existing quantum of land zoned for primarily residential use in the County, excluding the lands identified in this Plan for ‘Sustainable Neighbourhood Infrastructure’, is maintained for the County Development Plan period 2022-2028 and that additional zoning of land for residential purposes is not required.

**Policy Objective CS2 – Core Strategy**

It is a Policy Objective to support the delivery of the Core Strategy in accordance with the Core Strategy Map illustrated in Figure 2.9 and the Core Strategy Table detailed at Table 2.11.

**Policy Objective CS3 – Supply of Zoned Land**

It is a Policy Objective to ensure that sufficient zoned land continues to be available to satisfy the housing requirements of the County over the lifetime of the Plan.

**2.4.5 Strategic Land Reserve**

National Policy Objective 68 of the NPF states that a MASP may enable up to 20% of the phased population growth targeted in the principal city and suburban area, to be accommodated in the wider metropolitan area i.e. outside the city and suburbs or contiguous zoned area, in addition to growth identified for the metropolitan area. The RSES provides a further elaboration on foot of NPO 68 and states that the transitional population targets in NPO 68 shall apply to the three Metropolitan Key Towns in the MASP, namely Bray, Maynooth and Swords, and only if they can demonstrate compact growth on high capacity planned or existing public transport corridors. In accordance with the NPF and the RSES, the Elected Members of the Regional Assembly approved a transitional population allowance of 13,000 for the Key Town of Bray, 3,500 of which is applicable to the DLR administrative area. The 3,500 re-allocation of population is applied to the 2031 high growth scenario of the RSES and as such,

in part, falls outside the timeframe of the County Development Plan. Given the regional designation and specific population allocation for the Key Town of Bray it is considered appropriate to identify a potential ‘strategic land reserve’ to meet the designated future growth beyond the timeframe of the Plan period of 2028.

In accordance with the infrastructure assessment of Tier 2 zoned residential lands (see Appendix 1) the full build-out of existing residential zoned land at Old Connaught is incorporated into the Core Strategy for the Plan period 2022-2028. Part of the 3,500 allocation is thus subsumed into the delivery of existing zoned land at Old Connaught up to 2028. To provide for the residual population allocated under NPO 68 the strategic land reserve reflects the period Q2 2028 to 2031 which equates to an additional 2,625 persons or approximately 1050 residential units (average household size estimated at 2.5).

The lands identified as a strategic land reserve are located to the north of Old Connaught in zoned greenbelt land. The lands comprise c. 38 hectares and include significant provision for educational, open space and recreational facilities. Part of the lands comprise existing residential development which is subsumed into the overall strategic land reserve. With regards to greenbelts, reference is made to NPO 62 of the NPF which identifies the role of greenbelts to include for inter alia the long-term strategic expansion of urban areas. The lands identified as strategic land reserve are not categorised as either Tier 1 nor Tier 2 lands, as per the infrastructure assessment contained in Appendix 1. The lands are not zoned for residential development and as such are not included in the Core Strategy for calculation purposes. Furthermore, while the subject lands are identified as a strategic land reserve it does not confer any future zoning status. Regard shall be had to this reserve in the future Old Connaught Local Area Plan.

**Table 2.12:** Strategic Land Reserve

Location	Hectares	Potential Residential Yield	Potential Phasing
Old Connaught North	38	c. 1,050 units	Post Q1 2028

**Policy Objective CS4 – Strategic Land Reserve**

It is a Policy Objective to support the phased growth of the Key Town of Bray through the identification of a strategic land reserve to meet regional growth targets to 2031.



### Policy Objective CS5 – Strategic Land Reserve

It is a Policy Objective:

- To designate and maintain as a strategic land reserve the lands marked accordingly on [Land Use Zoning Map No. 14](#).
- To protect the strategic land reserve for potential future residential growth and to restrict development except for minor modifications and extensions to existing properties and the development of appropriate educational/open space/recreational facilities compatible with the underlying zoning objective and in line with any future Old Connaught LAP.

### 2.4.6 Phasing

The NPF, RSES and the Dublin MASP all place particular emphasis, including a specific compact growth target, on the physical consolidation of Dublin City and Suburbs, in line with its status as the first tier in the settlement hierarchy for the Region. The vast majority of lands identified for development in DLR fall within or contiguous to this geographic area while lands identified for development at Old Connaught comprise a component part of the future growth of the Key Town of Bray, an area specifically identified for growth under the Dublin MASP.

Notwithstanding the sequentially preferable location of residential zoned lands in the County, it is considered, having regard to the tiered approach to zoning and the Infrastructure Assessment included in Appendix 1, that the Core Strategy should incorporate a framework for the phased delivery of residential land to ensure a plan-led approach to sustainable growth.

In this context, it is noted that Old Connaught and Rathmichael are not currently serviced, and the future development of these areas is contingent upon the timely delivery of supporting infrastructure. It is considered that a plan-led approach to the development of both Rathmichael and Old Connaught is of paramount importance to ensure the proper planning and sustainable development of these new residential communities.

The lands at Old Connaught and Rathmichael are both zoned Objective 'A1' – 'To provide for new residential communities and Sustainable Neighbourhood Infrastructure in accordance with approved local area plans.' As provided under the LAP programme contained in Table 2.16, it is the intention of the Council to prepare Local Area Plans for both of these new communities during the lifetime of the Plan.

The future Local Area Plans for Rathmichael and Old

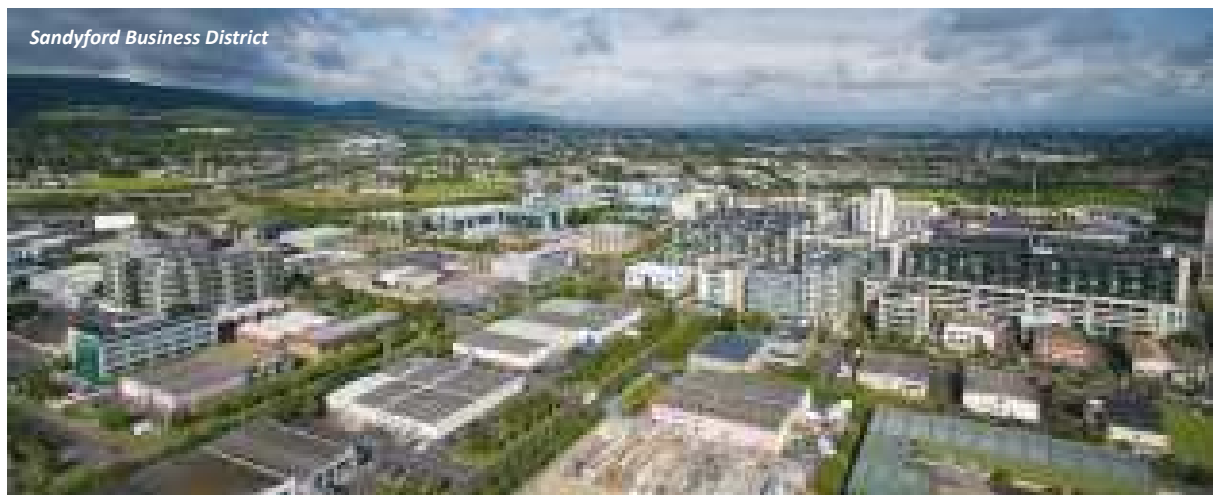
Connaught may include new land use zonings for neighbourhood centres, open space and other land uses.

### 2.4.7 Rural Settlement Strategy

The 'rural' footprint of DLR is primarily concentrated in the south-west of the County and generally comprises the foothills of the Dublin Mountains and includes the upland plateau framing Carrickgollogan and Ballycorus (see Figure 2.9 above). The proximity of the defined rural footprint immediately adjacent to the edge of the urban/suburban extent of the County places the Rural Amenity and High Amenity zones under strong urban influence for housing, and the Development Plan reflects this by having a carefully defined Rural Settlement Strategy.

The Council's approach to rural settlement embodies the policies and objectives of the 'Sustainable Rural Housing – Guidelines for Planning Authorities' (2005) and also takes into consideration the contents of Circular letter PL 2/2017. The Development Plan advocates a robust rural settlement strategy aimed at controlling the spread of urban-generated 'one-off' housing into the spatially limited rural countryside of the County. It is also recognised, however, that there will be certain circumstances where limited one-off housing may be acceptable where it can be shown not to be urban generated, will not place excessive strain on services and infrastructure or have serious negative impact on the landscape, and where demand arises from location-specific employment or local social needs. The policy approach promoted in the Development Plan is considered to provide a reasonable balance between the delivery of appropriate and justifiable residential development in the rural parts of the County with the stated objective of protecting the unique character of the Dublin Mountain foothills and is, accordingly, broadly in line with Government guidance on the subject.

National Policy Objective 20 of the NPF provides that the Core Strategy of County Development Plans will project the need for single housing in the countryside. Quantifying the need for single housing is to be undertaken on an evidence basis and will relate to the Local Authority's Housing Need Demand Assessment. Table 2.13 below sets out the number of planning decisions for single dwellings in the last 4 years in areas of Rural Amenity Zoning Objective 'B' and areas of High Amenity Zoning Objective 'G'. On the basis of stringent rural settlement policies to manage the spread of one-off housing; together with policies which encourage the densification of existing built-up areas in order to optimise infrastructural investment, housing projections for the defined rural area which is 'under strong urban pressure' is not anticipated to be of a scale to warrant inclusion in the overarching Core Strategy Table illustrated in Table 2.11 above.



**Table 2.13:** 'One-Off' Housing Applications in Rural Amenity and High Amenity Zones

Year of Decision	No. of Planning Applications for 'One-Off' Houses	Grant	Refusal
2016	9	2	7
2017	7	4 (includes 2 no. replacement dwellings)	3
2018	3	0	3
2019	5	0	5

### 2.4.8 Employment Strategy

To complement the preparation of the Core Strategy, the Guidance Note on Core Strategies (2010) states that Planning Authorities should undertake an appropriate level of analysis to ensure that sufficient lands are identified for employment purposes at suitable locations, taking proper account of national planning policies. While the Guidance document sets out a clear methodology for determining the sufficiency of residential zoned land, no such methodology is provided for determining the appropriate quantum of employment zoned lands. In the absence of an established methodology, the following section applies the guiding principles for the identification of locations for strategic employment development as set out in the RSES. In addition, the employment strategy is informed by an evidence-based approach which considers both existing land use zoning for employment purposes, and the requirement for additional employment lands based on population and employment growth assumptions.

#### 2.4.8.1 RSES and the Dublin MASP

The RSES sets out guiding principles to identify locations for strategic employment development and recommends that these principles should be

applied by Local Authorities in the preparation of Development Plans. The guiding principles include consideration of:

- Current employment locations, density of workers, land-take and resource/infrastructure dependency, including town centres, business parks, industrial estates and significant single enterprises.
- Locations for expansion of existing enterprises.
- Location of technology and innovation poles - Institutes of Technology (IoTs) and Universities, as key strategic sites for high-potential growth of economic activity.
- Locations for new enterprises, based on the extent to which they are people intensive (i.e. employees/customers), space extensive (i.e. land), tied to resources, dependent on the availability of different types of infrastructure (e.g. telecoms, power, water, roads, airport, port etc.) or dependent on skills availability.
- Locations for potential relocation of enterprises that may be better suited to alternative locations and where such a move, if facilitated, would release urban land for more efficient purposes that would be of benefit to the regeneration and development of the urban area as a whole, particularly in metropolitan areas and large towns.
- Within large urban areas where significant job creation can be catered for through infrastructure servicing and proximity to public transport corridors.

The Dublin MASP applied these principles to identify locations for strategic employment within the Dublin Metropolitan Area. The MASP followed a sequential approach to employment lands with a focus on the intensification of existing lands within the M50 and also at strategic development areas in tandem with the provision of high quality public transport. Cherrywood, Ballyogan (Carrickmines) and Sandyford are all identified as strategic employment locations.



### 2.4.8.2 Employment in DLR

Analysis of Census 2016 data shows that there were 95,925 people living in DLR who were at work. This was an increase of 9.6% from 87,490 in 2011. The Census also records how many jobs are located within the County and in 2016 this figure was 92,909<sup>6</sup>. A number of factors relating to the employment profile of DLR comprise important considerations in determining what will constitute an adequate supply of employment zoned land in the County. When assessing the characteristics of the labour force in DLR, two factors stand out: the relatively low participation rate and the relatively positive 'Jobs Ratio'.

The labour force in DLR is comprised of all persons at work, looking for their first job or unemployed, while students, homemakers, retired persons and those unable to work are categorised as not being in the labour force. The results of Census 2016 indicate that the total number in the labour force in DLR stood at 103,641, an increase of 5,080, or 5.2 per cent from 2011. The County's labour force participation rate was 58.2% remaining broadly unchanged from a rate of 58.4% in 2011. The overall labour force participation rate for DLR remains the lowest of all four Dublin Authorities with Dublin City having a participation rate of 64.7%, Fingal 66.9% and South Dublin 64%. This relatively low participation rate is primarily due to (i) the high numbers of persons in the retired age cohorts, and (ii) the relatively large proportion of third level students in the County.

At an inter-regional level, a good indicator of the imbalances that exist between the location of the labour force and the location of jobs is the 'Jobs Ratio'. The 'Jobs Ratio' is the total number of jobs in the County divided by the labour force. The 'Jobs Ratio' is used as an indicator to measure the sustainability of settlements and it has been suggested that on sustainability grounds, the ratio should not fall below 0.7. Based on 2016 Census Workplace Zone data there were 92,909 jobs in DLR and a labour force of 103,641 people. This provides a comparatively positive and sustainable 'Jobs Ratio' for DLR of 0.9.

### 2.4.8.3 Employment Land and Land Use Zoning

Employment in DLR is not located solely within the main Objective 'E' zoned employment lands but rather spread across a range of zoning categories including significant concentrations in Major Town Centre and District Centre lands where commercial development is 'Permitted in Principle'. The Sandyford Business District has a

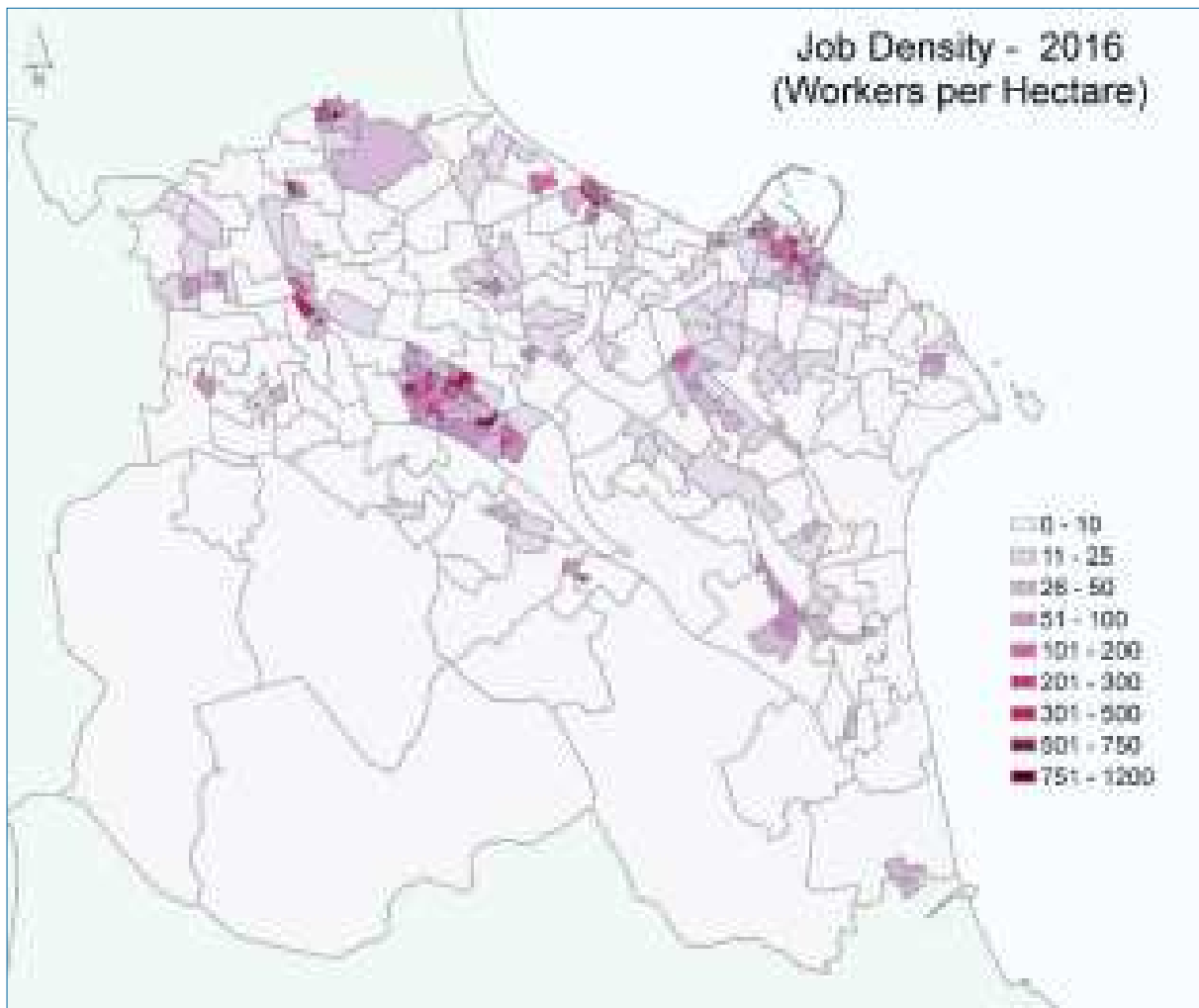
variety of 'subset' employment zone types while the Cherrywood SDZ provides for employment both in High Intensity Employment and Commercial zoned lands as well as Town Centre and Village Centre zonings. Interestingly, the largest single location for employment in the County is at UCD which employs c. 3,600 academic and support staff and is located on lands zoned Objective TLI "To facilitate the development of Third Level Institutions".

In terms of lands zoned primarily for employment use there is approx. 250 hectares of employment zoned lands in the County. The Sandyford Business District is the largest cluster of employment zoned land in the County comprising c. 96 hectares. Other significant clusters of employment zoned land are located at Carrickmines (c. 50 ha), Deansgrange (c. 30 ha) and North Bray (c. 10 ha). The Cherrywood SDZ provides c. 16 hectares of land zoned for High Intensity Employment and c. 7.7 hectares of lands designated for non-retail commercial uses, while an additional 112,000 sq.m of High Intensity Employment floorspace is permissible within its Town and Village Centres (in accordance with the provisions of the SDZ Planning Scheme). In addition, there are some smaller employment cores distributed across the County such as Churchtown Business Park, Clonskeagh and Blackrock while clusters of manufacturing can be identified in areas around Dundrum (Balally, Meadowmount, Nutgrove and Farranboley) and Dún Laoghaire (Sallynoggin, Pottery Road, Granitefield and Kilbogget). While the quantum of employment zoned land in DLR is low in comparison to the other Dublin Authorities, the job density of the land is much higher, reflecting a comparative concentration of employment in the services sector.

In terms of land use capacity for employment uses there are c. 26 hectares of undeveloped Objective 'E' zoned lands located at Carrickmines, part of which includes a Specific Local Objective for a Neighbourhood Centre. A smaller undeveloped parcel of c. 2.4 hectares is located to the north of Bray Town. Employment capacity at Cherrywood represents a significant location for employment growth in the County and comprises:

- 7.8 hectares of undeveloped High Intensity Employment zoned land (HIE 3,4,5 & 6) with capacity for 106,000 sq.m of floorspace. Capacity for an additional c. 51,000 sq.m of High Intensity Employment uses at HIE 1 and 2.
- 13 hectares of undeveloped Town Centre zoned land (TC1, TC3 & TC4) with capacity for inter alia 101,753 sq.m of High Intensity Employment Uses. Capacity for an additional 3,000 sq.m at Village Centres within the Plan area.

<sup>6</sup> This figure includes 13,450 DLR residents at work, where their place of work was blank or uncodeable in the Census returns, or where the person indicated they had no fixed place of work.



**Figure 2.10:** Job Density (Workers per Hectare), 2016 (Source: CSO Workplace Zone Census Data)

- 7.7 hectares of lands designated for non-retail commercial uses to provide a minimum quantum of 77,000 sq.m floorspace.

In addition, there is significant opportunity for the redevelopment and intensification of brownfield lands at the Sandyford Business District, as well as elsewhere throughout the County.

#### 2.4.8.4 Demand for Employment Zoned Lands

The following Section provides an evidence-based analysis to estimate the requirement for employment zoned lands in the County. The purpose of the analysis is to ascertain whether sufficient employment lands are zoned to provide for the projected additional workforce resident in DLR for the Plan period to 2028. It is acknowledged that DLR is part of the wider Greater Dublin Area labour market which is characterised by considerable movement of employees between Counties and that the growth of DLR's resident

population/workforce will only generate a proportional increase in jobs located in the County. Notwithstanding, a key strategic outcome of the DLR Core Strategy is to minimise the divergence between the places people live and work through the identification of strategic employment locations in proximity to existing or planned strategic transport corridors, thus reducing the requirement for unsustainable movement patterns.

The estimation of employment zoned land and the quantum of commercial development envisaged is determined primarily through the labour force projection for the County. It is possible to arrive at a labour force projection by considering the projected population growth, the projected labour force participation rate of the new population, and the projected jobs ratio, i.e. how many jobs are likely to be located within the County based on the relative size of the labour force. The population growth projection of 38,125 persons (see Section 2.3.2 above) is informed by the provisions of the NPF

and RSES and provides the basis for calculating the future labour force. For the purpose of the analysis the 2016 labour force participation rate of 58% is assumed to increase to 60% on the assumption of a slight increase in the working population in the County, while the current positive jobs ratio of 0.9 is assumed to be maintained.

**Table 2.14:** *Jobs Forecast*

<b>Population Projection 2016-2028</b>	38,125
<b>Minus % of Population Aged under 15 Years (18%)</b>	31,263
<b>Labour Force Participation Rate (60%)</b>	18,758
<b>Jobs Ratio (0.9)</b>	16,882
<b>DLR Additional Jobs Forecast</b>	16,882

The jobs forecast can be used to estimate the potential quantum of new employment floor space which may be required in the County by 2028. The largest growth area by employment sector over the lifetime of this County Development Plan, and beyond, is anticipated to be in the services sector (market services and non-market services). Market services are a complex group of employment types, covering retail and commerce, business and finance, and 'other' employments such as hotels/catering etc. while non-market services cover three important and distinct groups of employment, namely education, health services and public administration.

Employment density is used as a measure of intensity of building use and refers to the average

floorspace (in sq.m) each person occupies within the workplace. The relationship between economic activity, property development and employment generation is changing rapidly, with fundamental changes occurring in the way businesses operate. A range of factors are now influencing the demand for and utilisation of employment space including inter alia: advances in technology; the evolution of new forms of workspace; changing trading formats; and flexible working practices. Employment density is now more closely aligned with the nature of business activity, rather than the building itself.

Calculating as a rough estimate, a requirement for 20sq.m of commercial floorspace per employee, it is possible that based on the jobs forecast for the County, there may be a demand for up to c. 360,000sq.m of commercial floorspace over the lifetime of the County Development Plan. It is considered that the undeveloped employment zoned lands at Cherrywood and Carrickmines, in addition to brownfield lands suitable for development throughout the County, including lands at the Sandyford Business District, can accommodate this estimated level of demand. In this regard it is considered that a sufficient quantum of employment zoned lands are available to facilitate continued economic development and employment growth in the County over the Plan period. It is noted, however, that the extent of the employment landbank in DLR is quite low in comparison to adjoining Counties in the MASP area and as such, there is an enhanced need to retain and protect these lands for employment purposes.



*The Park at Carrickmines (Credit: Peter Kavanagh)*

**Policy Objective CS6 – Lands for Employment Use**

It is a Policy Objective to ensure that sufficient serviced lands continue to be available for employment generation.

**2.4.8.5 Employment Strategy**

In spatial terms, the DLR employment strategy aims to provide for the expansion of employment through the designation of a range of sustainable employment locations. The spatial strategy applies the principles of the circular economy to land-use management through the intensification and redevelopment of existing strategic employment areas within the M50 ring and the activation of key strategic sites such as Cherrywood and Carrickmines which are accessible to public transport. The strategy seeks to align strategic employment locations with existing and identified residential growth areas through high frequency transport and active travel thereby minimising the divergence between the places people live and work, increasing the efficiency of land-use, reducing sprawl and minimising carbon footprint. Table 2.15 provides an overview of the employment potential pertaining to the identified strategic employment locations in DLR.

**Policy Objective CS7 – Strategic Employment Locations**

It is a Policy Objective to support the delivery of strategic employment growth areas in the County. (Consistent with RPO 5.6 of the RSES MASP)

**2.4.9 Retail Strategy**

Section 10(2A)(e) of The Act requires a Core Strategy to contain information to show that, in setting out objectives regarding retail development, the Planning Authority has had regard to Section 28 Guidelines that relate to retail planning. The retail strategy for the County Development Plan is contained in Chapter 7 'Towns, Villages and Retail Development' and is informed by the higher level strategic framework which provides for a co-ordinated and sustainable approach to retail growth in the County and wider Region. The retail strategy is informed by the 'Retail Planning Guidelines for Planning Authorities' (2012) and its companion document, the 'Retail Design Manual', in addition to the 'Retail Strategy for the Greater Dublin Area 2008-2016' and the regional retail hierarchy set out in the RSES.

It is acknowledged that the Retail Strategy for the Greater Dublin Area 2008–2016 requires updating. In this regard, it is an objective of the Eastern and Midland Regional Assembly (EMRA) to support and drive the preparation of a new retail strategy for the Region under the requirements of the Retail Planning Guidelines for Planning Authorities (2012) and to update the retail hierarchy and apply floorspace requirements for the Region. The Planning Authority will support the EMRA in their stated role.

**Table 2.15:** Strategic Employment Locations

Location	Employment Potential
Sandyford Business District	Key strategic employment location in Dublin, designated SMART Region, and world leader in key innovative sectors – notably ICT, healthcare and life sciences as well as financial and professional services. Location inside the M50 and on the Luas Greenline corridor delivers sustainable growth through the alignment of employment growth with identified strategic residential growth areas. Significant opportunity for increased land efficiency and densification through intensification of existing brownfield commercial sites for additional High Intensity Employment. Delivery to accord with the Sandyford Urban Framework Plan (see Appendix 16).
Cherrywood	Key future strategic employment location for High Intensity Employment situated on the Luas Greenline aligning employment growth with both existing and new residential communities. Cherrywood has a significant quantum of undeveloped employment zoned lands. Delivery to accord with the Cherrywood SDZ Planning Scheme.
Carrickmines	Key strategic employment location for High Intensity Employment situated on the Luas Green Line aligning employment growth with both existing and new residential communities.
UCD and IADT	Potential to drive high-tech and high potential start-ups in the County through inter-institutional connections and impactful collaboration.
Major Town Centres	Potential for the development of key strategic urban regeneration sites for employee-intensive development. Located on strategic transport corridors, aligning employment growth with both existing and new residential communities.

## 2.5 Ecosystems Services Approach and Natural Capital

Ecosystems are multifunctional communities of living organisms interacting with each other and their environment. Ecosystems provide a series of services (ecosystem services) either directly or indirectly contributing towards human wellbeing. The Ecosystems Services Approach followed by the Plan provides a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way. Ecosystem Services Approach principles include:

- Consideration of natural systems - by using knowledge of interactions in nature and how ecosystems function (considered in preparing Chapters nos. 3, 8, 9 and 10).
- Taking into account the services that ecosystems provide - including those that underpin social and economic well-being, such as flood and climate regulation (considered in preparing Chapters nos. 3 and 8) or recreation, culture and quality of life (considered in preparing Chapters nos. 9 and 11).
- Involving people - those who benefit from ecosystem services and those managing them need to be involved in decisions that affect them. Public consultation has informed the

preparation of the Plan, taking into account submissions/observations at each stage of the plan-making process.

Natural capital consists of renewable and non-renewable resources (e.g. plants, animals, air, water, soils, minerals) which need to be managed. In recognition of this, policy objectives have been integrated into the Plan that will contribute towards the management of air quality, noise pollution, light pollution, pollination, flood risk, water bodies and river basins and natural resources supporting energy production and recreation.

### Policy Objective CS8 – Ecosystem Services Approach

It is a Policy Objective to promote an Ecosystem Services Approach in the preparation of lower-level Plans, Strategies and Development Management.

In addition to the Ecosystems Services Approach, the Council recognises and promotes the inherent value of ecosystems, independent of their direct or indirect impact on humans as set out in Policy Objectives GIB18 - GIB25 in Chapter 8 of this Plan.



Pollination



## 2.6 Implementation and Delivery

The implementation and delivery of the Core Strategy is a key strategic objective of the Planning Authority. The County Development Plan adopts a multi-faceted approach to support the delivery of the Core Strategy through: putting in place the appropriate planning policy framework at a local level to guide the sustainable development of key strategic growth areas; the identification of underutilised and/or vacant lands and implementation of active land measures to support sequential development, compact growth and regeneration; and, the introduction of monitoring and evaluation measures.

### 2.6.1 Plan-Making

The Planning and Development Act 2000 (as amended) introduced a more layered or tiered approach to planning – with policy cascading down from national plans such as the National Planning Framework, through the Regional Spatial and Economic Strategies, the MASP, County/City Development Plans and down to Local Area Plans. The Development Plan is a key Plan in that it ‘feeds’ both upwards and downwards in this planning policy framework. While the County Development Plan sets the scale, location and nature of strategic growth areas it is local-level plans such as Strategic Development Zones and Local Area Plans that provide the detail for creating sustainable neighbourhoods. The Planning Authority will seek to support the implementation of the Core Strategy through the delivery of an ambitious Local Area Plan plan-making programme during the lifetime of the Plan.

#### 2.6.1.1 Cherrywood Strategic Development Zone

While the Planning Scheme is part of the Development Plan it is made and amended through a separate process. Part IX of The Act makes provision for the Government to designate Strategic Development Zones (SDZ), and specify the types of development, which may be permitted therein. This designation is primarily to facilitate development which is considered to be of economic or social importance to the State. Cherrywood was designated as a SDZ by Government Order in 2010, and the Planning Scheme for the SDZ was approved by An Bord Pleanála in 2014. There have been six amendments to the Planning Scheme since its approval. The Cherrywood SDZ Planning Scheme was prepared as it was recognised that the area had the potential to be a major new residential and employment settlement in the County and the wider Region.

The Cherrywood SDZ area extends to c.360 hectares and represents the most significant and strategic development area in DLR. The boundary of the Planning Scheme is identified on the County Development Plan Maps nos. [7](#), [9](#) and [10](#). The overarching vision for the Planning Scheme is:

- To create a sustainable place with a rich urban diversity, which respects its historical and natural setting while also facilitating innovation and creativity.
- To spatially develop a cohesive and diverse community with a strong identity and environmental integrity.
- To contribute to the economic growth of the County through the development of a vibrant economic community anchored around the Town Centre.
- To provide a safe and friendly environment where people can live, work and play within an envelope of sustainable, integrated transport with a primacy of soft modes of transport throughout.

Development of any site that falls within, or partly within, the Planning Scheme boundary is required to align with the provisions of the SDZ Planning Scheme. The implementation of the Planning Scheme is directly linked to the commensurate delivery of both physical and community infrastructure and provides a strong degree of certainty regarding the phasing and delivery of new development, in tandem with the provision of essential infrastructure to serve and facilitate development. The Council will continue to guide the development and implementation of the overall Cherrywood area through the mechanism of the SDZ Planning Scheme.

#### Policy Objective CS9 - Strategic Development Zone

It is a Policy Objective to continue to implement the approved Planning Scheme for the Cherrywood Strategic Development Zone.

#### 2.6.1.2 Local Area Plans

Section 19(1)(a) of The Act provides that a Local Area Plan (LAP) may be prepared in respect of any area, or an existing suburb of an urban area, which the Planning Authority considers suitable and, in particular, for those areas which require economic, physical and social renewal and for areas likely to be subject to large scale development within the lifetime of the Plan. The decision of whether to prepare a LAP is a matter for the Planning Authority



having regard to the specific criteria outlined in Section 2.1 of 'Local Area Plans, Guidelines for Planning Authorities' (2013). One of the key messages outlined in the LAP Guidelines is that LAPs must be consistent with the Core Strategy of the County Development Plan. The Core Strategy provides an objective evidence base to allow for an area to be zoned for development, which can then be delivered in a sustainable and planned manner through the vehicle of an adopted statutory LAP. The other key messages of the Guidelines in relation to Local Area Plans include:

- The need for effective public consultation with the community which will be affected by the LAP.
- The importance of the LAP as a means of identifying the mechanisms that will secure the implementation of the necessary physical, social and environmental infrastructure required to achieve the objectives of the Plan.
- That LAPs provide an opportunity for a more granular breakdown of land uses.

### 2.6.1.3 Local Area Plan Plan-Making Programme

The County Development Plan proposes an ambitious programme of LAP plan-making and provides for the preparation of LAPs for Dundrum, Dún Laoghaire and Environs, Old Connaught, Rathmichael, Glencullen, Sallynoggin, Deansgrange, and a new LAP for Kiltiernan-Glenamuck. In delivery

of this programme the Planning Authority will prioritise areas in accordance with the overarching strategic objectives of the Core Strategy including those areas which are experiencing and/or likely to experience large scale development or regeneration.

There are currently 6 no. adopted LAPs in DLR and these include plans for Ballyogan and Environs, Woodbrook/Shanganagh, Stillorgan, Goatstown, Blackrock and Kiltiernan/Glenamuck. Table 2.16 below outlines the status of these Plans and also indicates their consistency with the Core Strategy of the County Development Plan. Section 19 of The Act provides that a Planning Authority must commence a review of a LAP six years after the making of the previous LAP unless, not more than five years after the making of the previous LAP, the Planning Authority by resolution defers commencing the review process for a further period of five years because it is considered that the LAP remains consistent with objectives of the County Development Plan and the Core Strategy. LAPs that are due to expire during the lifetime of the County Development Plan, and have not been previously extended, may be assessed under these criteria.

On lands subject to zoning objective A1 – 'To provide for new communities and Sustainable Neighbourhood Infrastructure in accordance with approved Local Area Plans' - a wide range of uses are both permitted in principle and open for consideration. This acknowledges the fact that

**Table 2.16:** Local Area Plan-Making Programme

Local Area Plan	Plan Period	Adopted	Extended to	Compliance with Core Strategy
Ballyogan and Environs LAP 2019-2025	6 Years	July 2019		Broadly consistent with the Core Strategy.
Stillorgan LAP 2018-2024	6 Years	September 2018		Broadly consistent with the Core Strategy.
Woodbrook-Shanganagh LAP 2017-2023	6 Years	July 2017		Broadly consistent with the Core Strategy.
Blackrock LAP 2015-2021	10 Years	March 2015	March 2025	Broadly consistent with the Core Strategy.
Goatstown LAP 2012-2018	10 Years	April 2012	April 2022	Broadly consistent with the Core Strategy.
Kiltiernan-Glenamuck 2013-2018	10 Years	September 2013	September 2023	Broadly consistent with the Core Strategy. New Plan to be prepared.
Dundrum				Plan being prepared.
Dún Laoghaire and Environs				New Plan to be prepared.
Old Connaught				New Plan to be prepared.
Rathmichael				New Plan to be prepared.
Glencullen				New Plan to be prepared.
Sallynoggin				New Plan to be prepared.
Deansgrange				New Plan to be prepared.
Ballybrack/Loughlinstown				New Plan to be prepared.
Clonskeagh/UCD				New Plan to be prepared.

the Local Area Plan process will allow for a more granular breakdown of land uses. It is noted that within the A1 zoned lands at both Old Connaught and Rathmichael there are a number of existing properties. Minor modifications and extensions to these properties can be considered in advance of the relevant Local Area Plans.

**Policy Objective CS10– Local Area Plans**

It is a Policy Objective to implement a programme for the preparation of Local Area Plans and to prioritise areas in accordance with the overarching strategic objectives of the Core Strategy including those areas which are experiencing and/or likely to experience large scale development or regeneration.

**2.6.2 Active Land Management**

The delivery of the Core Strategy will be supported through the implementation of an active land management strategy. The Planning Authority will adopt a multi-faceted approach to active land management which focusses on performance delivery in accordance with targets and identified priorities, incentivisation of development through the implementation of the vacant site levy and working collaboratively with key stakeholders to support the achievement of these objectives. Furthermore, the Council will seek to leverage central government funding streams including, amongst others, the Urban Regeneration and Development Fund to activate and support the delivery of the Core Strategy and policy objectives of the Plan.

**2.6.2.1 Compact Growth and Regeneration**

The achievement of compact growth targets and regeneration will be supported through the implementation of active land management measures which promote the development of infill and brownfield lands, in addition to strategically located greenfield sites that support the principles of consolidated growth. Achieving compact growth targets will require active land management responses to ensure that land resources within existing settlements are used to their full potential.

**(i) Compact Growth**

The RSES requires the Planning Authority to set out measures to achieve a compact growth target of at least 50% of all new homes within or contiguous

to the existing built up area of ‘Dublin City and Suburbs’, and a target of at least 30% for other urban areas (RPO 3.2). The vast majority of growth identified in the Core Strategy is located within the Dublin City and Suburbs boundary while growth areas at Woodbrook and parts of Cherrywood and Rathmichael are contiguous to the boundary. The Core Strategy sets ambitious targets with regard to the delivery of compact growth and identifies a potential residential yield of between 20,664 to 23,254 units within or contiguous to the boundary of Dublin City and Suburbs which equates to 100% of the total potential residential yield relating to this area (see Table 2.17 and Figure 2.11 below). This calculation discounts those lands to the south of the County which are located within the DLR administrative area but are associated with the growth of the Key Town of Bray. Old Connaught is identified as a new residential community in the Dublin MASP and has a key role in supporting the westward extension of Bray Key Town. The achievement of the 30% compact growth target for Bray, as provided for under RPO 2.3 of the RSES, is within the remit of Wicklow County Council.

**Policy Objective CS11 – Compact Growth**

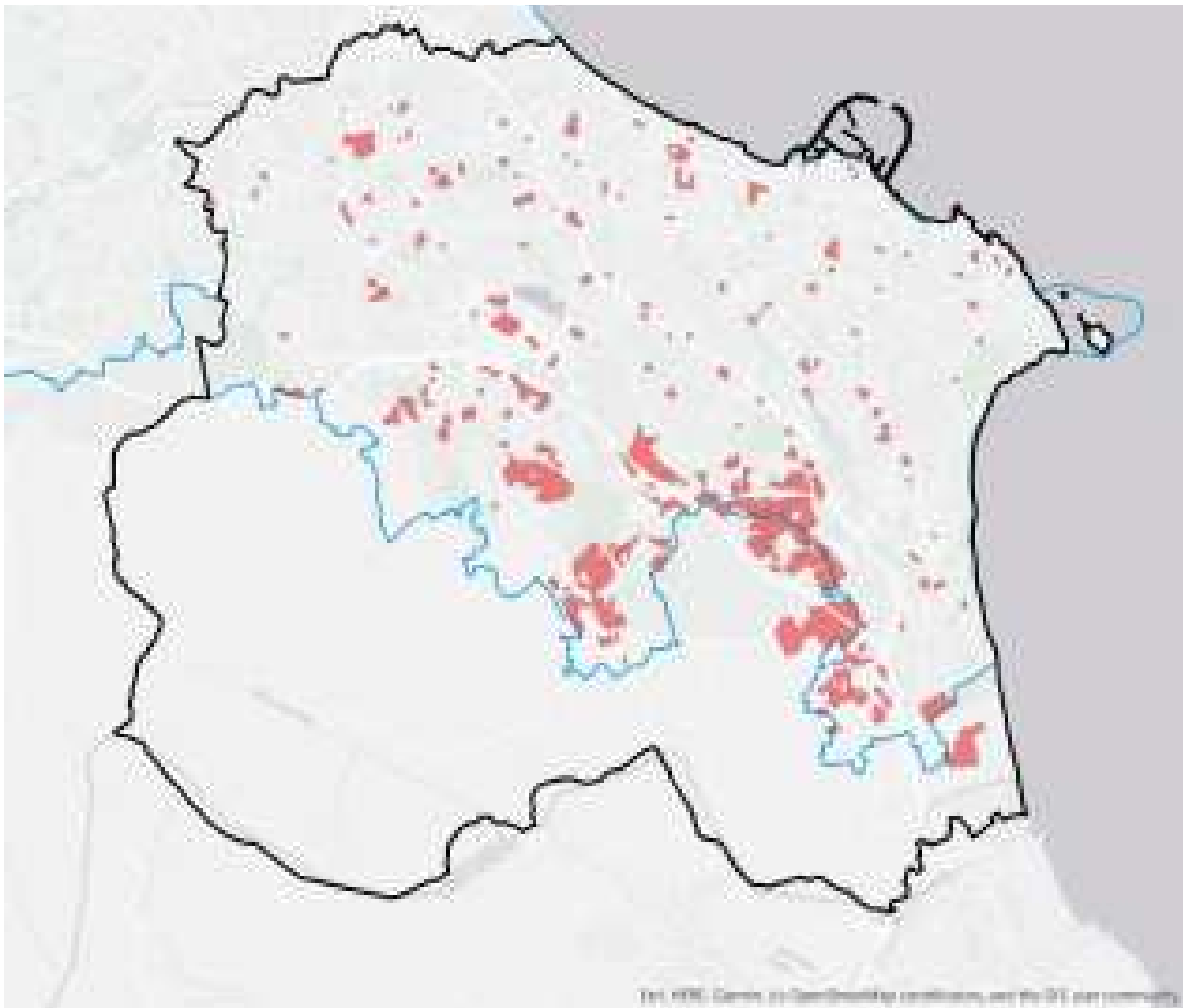
It is a Policy Objective to deliver 100% of all new homes, that pertain to Dublin City and Suburbs, within or contiguous to its geographic boundary. (Consistent with RPO 3.2 of the RSES)

**(ii) Brownfield and Infill Lands**

Delivery of a compact growth agenda requires increased focus on re-using previously developed ‘brownfield’ land, supporting the appropriate development of infill sites, and the re-use or intensification of existing sites. The Planning Authority acknowledges that infill and brownfield development can be more challenging to deliver than greenfield development for a variety of reasons and not least the challenge of integration with existing communities. Furthermore, this approach has to be supported by the requisite social and community infrastructure. However, the extent to which we prioritise brownfield/infill over greenfield development will reduce the rate of land use change and urban sprawl, delivering increased efficiencies in land management and support the Core Strategy objective for a transition to a low carbon society. Furthermore, it can bring enhanced vitality and footfall to an area, contribute to the

**Table 2.17:** Core Strategy Compact Growth Provision

RSES RPO 3.2	Total Residential Yield (Excl. lands pertaining to Bray)	Residential Yield (within or contiguous to Dublin City and Suburbs)	Compact Growth Provision
Minimum of 50% of all new homes within or contiguous to the built up area of Dublin City and Suburbs.	20663 – 23,253	20663 – 23,253	100%



**Figure 2.11:** Compact Growth - Residential sites relating to Dublin City and Suburbs

viability of services, shops and public transport, and enable more people to be closer to employment and recreational opportunities, as well as to walk or cycle more and use the car less.

To enable appropriate brownfield and infill development the County Development Plan sets out planning policies and standards focusing on design-led and performance-based outcomes with the objective of urban infill and brownfield development objectives which safe-guard against poor quality design and deliver well-designed development proposals. These policies and objectives are primarily set out in Chapter 4 'Neighbourhood - People, Homes and Place' and Chapter 12 'Development Management'.

To support the delivery of brownfield and infill development, the Planning Authority will maintain a database of strategic brownfield and infill sites to be updated and monitored so that brownfield re-use and infill can be managed and co-ordinated. The database will be spatially referenced and will incorporate other relevant databases utilised as part of active land management including the Vacant Sites Register.

#### **Policy Objective CS12 – Brownfield and Infill Sites**

It is a Policy Objective to establish a database of strategic brownfield and infill sites to be regularly updated and monitored so that brownfield re-use can be managed and co-ordinated across multiple stakeholders.

#### **(ii) Strategic Regeneration Sites**

The identification of ambitious largescale regeneration sites for the provision of new housing and employment is a stated key growth enabler for the Dublin Metropolitan Area as set out in both the NPF and the RSES. This Plan recognises the social and economic benefits of urban regeneration and will support the delivery of appropriate strategic regeneration sites within the built footprint of the County. To this end, the Planning Authority has identified a number of strategic large-scale regeneration sites in recognition of their potential role in increasing the efficiency of urban land-use and delivering upon compact growth targets. These large-scale regeneration sites align with the asset-based approach to spatial development set out in

the Core Strategy which focuses employment and housing growth on existing and future transport corridors and delivers compact and sustainable growth within the existing built footprint of the County, and build upon existing physical, social, economic and natural assets which are available. It is a policy objective of the Council to support the development and renewal of strategic regeneration sites in the County which include the following:

- The former Dundrum Central Mental Hospital.
- Dundrum Town Centre Phase 2 lands.
- Dún Laoghaire Harbour Lands.
- Lands identified as 'Racecourse South' in the Ballyogan and Environs LAP 2019-2025.
- Residential zoned lands in the Sandyford Urban Framework Plan area.

### Policy Objective CS13 – Strategic Regeneration

It is a Policy Objective to support the development and renewal of strategic regeneration sites in the County.

#### 2.6.2.2 Vacant Sites

One of the actions set out in 'Construction 2020, A Strategy for a Renewed Construction Sector' (2014) was to examine the possibility of enabling Local Authorities to adopt new measures to incentivise the use and development of vacant sites. The resulting legislative changes introduced through the Urban Regeneration and Housing Act 2015 (as amended) made provision for a vacant site levy to incentivise the development of vacant and under-utilised sites in urban areas for housing and regeneration purposes.

##### (i) Identification of Vacant Sites

The Planning Authority is committed to identifying and prioritising the development of vacant and under-utilised sites in the County for housing and regeneration purposes. The Urban Regeneration and Housing Act 2015 (as amended) enables Local Authorities to provide a specific objective in their Development Plan for the development and re-use of vacant sites in specific locations within urban areas where it is considered beneficial towards securing the objectives of the Core Strategy. The Urban Regeneration and Housing Act 2015 (as amended) sets out two broad categories of vacant land where the levy may apply:

1. Lands zoned solely or primarily for residential purposes in accordance with Section 10 (2)(a) of The Act.
2. Lands identified with the objective of development and renewal of areas in need of regeneration in accordance with Section 10(2) (h) of The Act.

For the purposes of the Urban Regeneration and Housing Act 2015 (as amended) and the implementation of provisions relating to the vacant site levy the following lands comprise lands which are zoned solely or primarily for residential purposes in accordance with Section 10 (2)(a) of The Act.

- Zoning Objective A – To protect and/or improve residential amenity.
- Zoning Objective A1 -To provide for new residential communities in accordance with approved Local Area Plans.
- Zoning Objective A2 – To provide for the creation of sustainable residential neighbourhoods and preserve and protect residential amenity (applies to Sandyford Urban Framework Plan area only).
- Residential lands identified in the Cherrywood SDZ Planning Scheme (Res 1, Res 2, Res 3 and Res 4).

Section 10(2)(h) of The Act provides that a Development Plan shall include objectives for the development and renewal of areas, that are in need of regeneration, in order to prevent: adverse effects on existing amenities in such areas, in particular as a result of the ruinous or neglected condition of any land; urban blight and decay; anti-social behaviour, or; a shortage of habitable houses or of land suitable for residential use or a mixture of residential and other uses. In accordance with Section 10(2)(h) of The Act, and for the purpose of implementation of the Urban Regeneration and Housing Act 2015 (as amended), the following land use zoning objectives are identified as they may contain lands in need of regeneration/renewal. The primary focus for regeneration on these sites may not be residential but rather be in line with the zoning objective. It is highlighted that whether a specific site meets the criteria to be deemed a regeneration site, in accordance with the provisions of the Urban Regeneration and Housing Act 2015 (as amended), is subject to detailed site assessment and the procedural obligations set out in said Act.

- NC – To protect, provide for and/or improve mixed-use neighbourhood centre facilities.
- DC – To protect, provide for and/or improve mixed-use district centre facilities.
- MTC – To protect, provide for and/or improve major town centre facilities.
- MIC – To consolidate and complete the development of the mixed use inner core to enhance and reinforce sustainable development (applies to SUFP area only).
- LIW - To improve and provide for low density warehousing/light industrial warehousing uses.

- MOC – To provide for a mix of uses which complements the mixed use inner core, but with less retail and residential and more emphasis on employment and services (applies to SUIFP area only).
- E – To provide for economic development and employment.
- OE – To provide for Office and Enterprise Development.
- TLI - To facilitate, support and enhance the development of third level education institutions.
- SNI - To protect, improve and encourage the provision of sustainable neighbourhood infrastructure.
- W - To provide for waterfront development and harbour related uses.

#### Policy Objective CS14 - Vacancy and Regeneration

It is a Policy Objective to address issues of vacancy and underutilisation of lands within the County and to encourage and facilitate the re-use and regeneration of vacant sites subject to the infrastructural carrying capacities of any area.

The Council will promote the regeneration of Council and State owned unoccupied buildings to encourage social, residential, economic development and job creation as appropriate in urban centres.

#### Policy Objective CS15 - Vacant Site Levy

It is a Policy Objective to incentivise, by way of the vacant site levy, the development of vacant sites for housing and regeneration purposes through active implementation of the provisions of the Urban Regeneration and Housing Act 2015 (as amended).

### 2.6.3 Enhanced Co-ordination

A key aim of the Planning Authority is to unlock the development capacity of strategic growth areas identified in the Core Strategy through enhanced co-ordination with relevant stakeholders and infrastructure providers, which focusses on implementation and delivery of enabling infrastructure. In support of this objective the Planning Authority has prepared a high level strategic infrastructure assessment which identifies infrastructure investment priorities to support the delivery of zoned residential land in the County (see Appendix 1). It is a policy objective of the Council to promote an active land management approach through enhanced co-ordination with relevant stakeholders and infrastructure providers

in the delivery of enabling infrastructure in order to accelerate the development of strategic growth areas.

#### Policy Objective CS16 - Enhanced Co-ordination

It is a Policy Objective to promote an active land management approach through enhanced co-ordination with relevant stakeholders and infrastructure providers in the delivery of enabling infrastructure in order to accelerate the development of strategic growth areas.

### 2.6.4 Monitoring and Evaluation

The establishment of a performance management system is important to better understand whether, and to what extent, the Policy Objectives of the County Development Plan are being realised. The DLR County Development Plan introduces, for the first time, a new Chapter on 'Implementation, Monitoring and Evaluation' (Chapter 15) which provides a framework for measuring the outcomes of the Policy Objectives of the Plan. The framework seeks to move beyond assessment of the planning system from a primarily procedural and administrative perspective (no. of planning applications / units permitted etc.) to a richer form of planning performance which incorporates planning outcome monitoring and evaluation across a broad range of policies. It is acknowledged that Policy Objectives often take a number of Plan cycles to be fully realised and as such the framework provides a first step towards assessing the value and quality of planning outcomes which will continue through successive County Development Plans.

In terms of its formal evaluation role, the framework is intended to assist the Planning Authority in meeting its statutory reporting requirements including:

- The 2 Year Progress Report of the County Development Plan (as required under Section 15(2) of The Act).
- Report to the Regional Assembly setting out progress made in supporting objectives of the RSES (as required under Section 25A(1) of The Act).

#### Policy Objective CS17 – Monitoring and Evaluation:

It is a Policy Objective to establish a plan monitoring framework to measure planning outcomes and evaluate objectives of the County Development Plan.



