

# BALLYMUN

LOCAL AREA PLAN 2017



Planning & Property Development Department  
Dublin City Council



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council







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**INTRODUCTION & POLICY CONTEXT**

**1.1 Introduction**

In 1997 a government decision was made to regenerate the area of Ballymun. Dublin City Council (DCC) set up Ballymun Regeneration Limited (BRL) to oversee and implement the regeneration process. The Ballymun Masterplan was produced in 1998 following consultation with the local community, and over the next 17 years BRL successfully implemented the key objectives of this plan which sought to enhance the economic, social, environmental and physical character of Ballymun. With the winding down of Ballymun Regeneration Limited and the transfer of its functions and responsibilities to Dublin City Council it is timely that a new plan for Ballymun is prepared which will build on the successes of the Masterplan and address its future challenges. The Local Area Plan (LAP) will help safeguard the significant investment made in the area to date and ensure the regeneration is brought to a successful conclusion.

The LAP reviews the progress made in implementing the aims and objectives of the Ballymun Masterplan, and provides an updated strategy for the future development and management of the area to meet the needs of the existing and future population.

**1.2 Extent of Plan Area**

The plan area covers an area of approx. 270 hectares. On the eastern side of Ballymun Road, the northern boundary is set by Santry Avenue and by the residential estates of Shanliss and Oldtown to the east and south. On the western side of Ballymun Road, the area is bounded by the old St. Margaret's Road alignment to the north, Jamestown Road to the west and the residential estates of Oakwood, Cedarwood, Pinewood and Willow Park to the south. Both the northern and western boundaries correspond with the administrative boundary between Dublin City Council and Fingal County Council.

The area north of the City Council boundary between St. Margaret's Road and the M50 forms a crucial contextual zone for the LAP (referred to throughout the LAP as the M50 lands). With much of the lands under the ownership of Dublin County Council, the LAP sets out the vision and objectives for these lands, in conjunction with Fingal County Council.

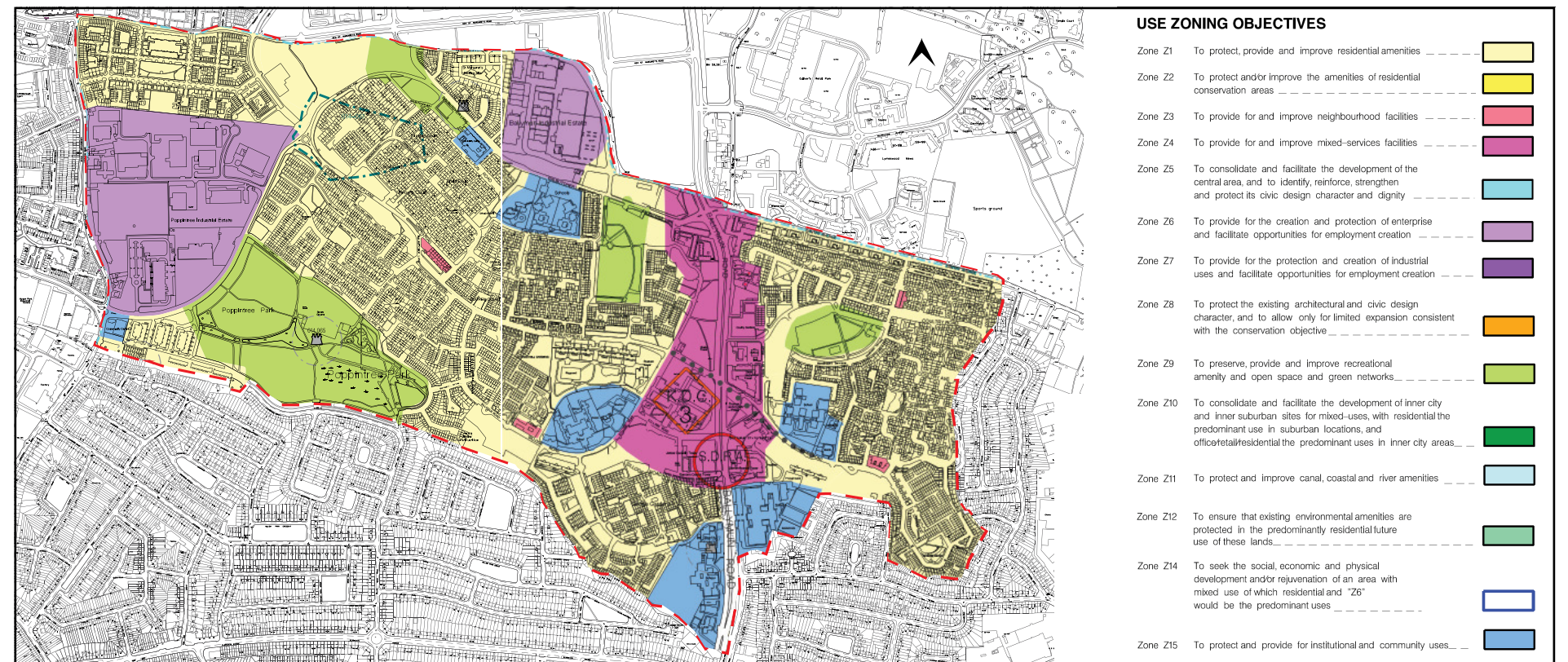
**1.3 Rationale for the Local Area Plan**

The preparation of a Local Area Plan is identified as an objective of the Dublin City Development Plan 2016-2022 (Table F). LAP's are a key mechanism to deliver the Core Strategy as set out in the Development Plan and are prioritised for areas subject to large scale development/redevelopment.

There are c. 33.44 hectares of undeveloped land available for mixed use commercial and residential development within the Ballymun LAP area (including the mixed use shopping centre site and the Hampton Wood private development, c. 2.9ha, under construction), and an additional c. 24 ha within the adjoining Ballymun M50 lands (i.e. outside the LAP boundary). This land is serviced and predominantly under the ownership of Dublin City Council (52.63 ha) thus putting Ballymun in a unique position to take advantage of the current economic upturn and become a strong growth centre of the City. As such it is important to set out the future development context both to protect the significant investment made in the area to date and to guide the continued sustainable development of the area.



Aerial Photograph of LAP area



Dublin City Council Development Plan 2016-2022 with LAP area outlined in red



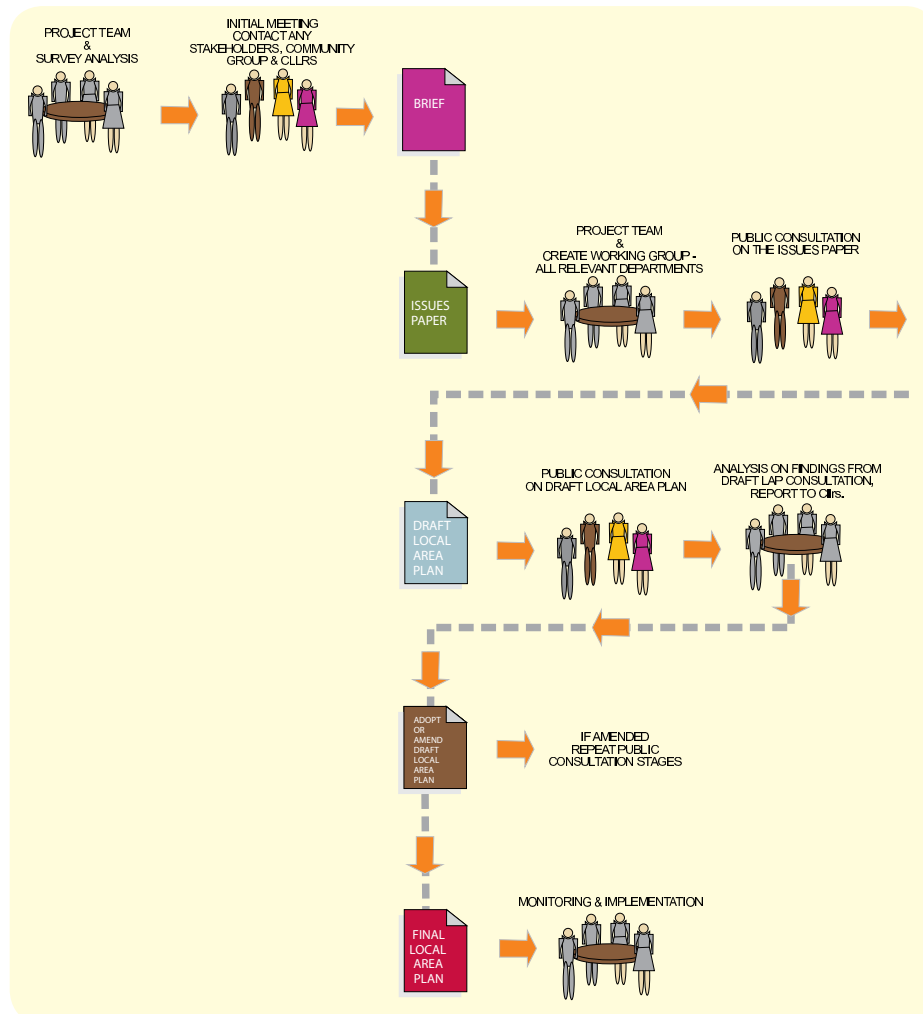


**1.4 Local Area Plan Preparation Process**

The process of preparing a Local Area Plan can be summarised in a number of key stages: -

1. Pre-draft stage of research and consultation
2. Draft LAP Preparation Phase
3. Public Notice and Draft LAP Public Display
4. Preparation of Manager's Report on Submissions/ Observations and public display of any material alterations
5. Making the Adopted Plan

An overview of these stages for this LAP is outlined below.



LAP Process-Overview

**Stage 1: Pre-Draft Research and Public Consultation Phase**

The Issues Paper (i.e. pre-draft local area plan) public consultation was launched on the 5th November 2015 with the publication of a public notice and the Issues Paper document. The Issues Paper was put on public display from 5th November 2015-Thursday 3rd December 2015, available in the Civic Offices in Wood Quay, the Civic Offices, Main Street, Ballymun and on the Dublin City Council website. A range of pertinent stakeholders including social and community groups, schools, businesses and sport clubs were notified. Use was also made of the DCC social media accounts (facebook and twitter) to help to notify members of the public. Posters on the consultation process were erected in eleven locations throughout Ballymun, including axis, Ballymun Library, Poppintree Sports and Community Centre and also the local shops and community buildings. Members of the Planning Department were available locally in the area to assist with any queries on the following public consultation dates: -

1. Friday 6th November
2. Thursday 12th November
3. Saturday 21st November
4. Thursday 26th November

This stage in the process was non-statutory and was undertaken to stimulate interest and to invite submissions from members of the public on matters relevant to the LAP.

**Stage 2: Draft Local Area Plan Preparation Phase**

The submissions received during Stage 1, and consultations with various other stakeholders including National Transport Authority and Fingal County Council were presented to members of the City Council on the 4th April 2016. A number of presentations, discussions and workshops have also taken place with a wide range of interested groups, including the following: -

- Comhairle na nÓg and Ballymun Regional Youth Resource (BRYR)
- School Principals Network and individual schools
- Ballymun 4 Business network
- Sports and Recreation clubs

This preparatory work has taken place alongside the integration of the LAP with national, regional and Council policy (see below). The draft LAP was also required to comply with EU directives including Strategic Environmental Assessment, Appropriate Assessment and Strategic Flood Risk Assessment

processes.

**Stage 3: Public Notice and Draft Local Area Plan Public Display**

The Draft LAP was placed on public display for a period of six weeks from Wednesday 5th April to Wednesday 17th May 2017 (inclusive) during which time submissions and observations were invited. Public displays were erected for viewing at the City Council offices at Wood Quay, in the Civic Centre, Ballymun and online at www.dublincity.ie.

A series of staffed public consultation sessions were also organised to coincide with the consultation period, where planners were available to answer questions from members of the public. These sessions took place in Ballymun Civic Centre on the following dates: -

- Thursday 6th April: 17.30 - 19.30
- Saturday 22nd April: 10.30 - 12.30
- Wednesday 26th April: 10.00 - 12.00

The City Council invited interested parties, individuals and groups, including children, to make submissions or observations with respect to the draft Local Area Plan during the public consultation period.

**Stage 4: Preparation of Chief Executive's Report on Submissions/ Observations and Public Display of any Material Alterations:**

A total of 226 no. submissions were received by Dublin City Council during the consultation period of the Draft Ballymun LAP. In accordance with the requirements of Section 20 of the Planning and Development Act (as amended), a Chief Executive's Report was prepared, which summarised and detailed the submissions received on the Draft Ballymun LAP and provided a response and recommendation of the Chief Executive to the issues raised during the consultation (Report no.199/2017 refers).

The Elected Members, having considered the views expressed by the public proposed further amendments to the Draft LAP which were considered at a Special Council Meeting on the 11th July 2017. The proposed material amendments were placed on public display for a period of four weeks; Monday 31st July to Monday 28th August (inclusive). This Material Alterations document was accompanied by environmental determinations prepared in accordance with Section 20 of the Planning and Development Act 2000, as amended, Strategic Environmental Assessment Directive (2001/42/EC), Article 14 of the Planning and Development (Strategic Environmental Assessment) Regulations 2004 and Article 6 of the Habitats Directive 92/43/EEC.

During this display period, the Material Alterations of the Draft Ballymun LAP were made available for viewing at the City Council offices at Wood Quay, in





the Civic Centre, Ballymun and online at [www.dublincity.ie](http://www.dublincity.ie). Public notification of this public display was made by way of a newspaper notice, use of the City Council website and social media accounts (facebook, twitter) and erection of local posters in the area. Submission/observations received during this period were documented in Report no. 310/2017 of the Chief Executive.

**Stage 5: Making the Adopted Plan:**

At the City Council meeting on the 2nd October, the Elected Members having considered the Chief Executive Report Nos. 199/2017, 254/2017 and 310/2017 resolved to make the Ballymun Local Area Plan. The Local Area Plan has effect from **Friday 27th October 2017**.

**The Adopted LAP, Phasing, Monitoring and Implementation**

Just as important as the preparation and adoption of the LAP, continual monitoring of progress towards achieving stated policies and objectives is an integral element of the LAP process, particularly if an LAP is to be effective and deliver identifiable progress on the ground. As the principal land owner in the area Dublin City Council must play the key role in this implementation process.

Also playing a key role in implementing and monitoring the LAP is the Ballymun

Civic Alliance. This group was set up to assist with the wind-down of BRL and ensure that the aims of the Ballymun Masterplan were pursued locally. It's Board comprises Elected Members, local authority representatives, pertinent stakeholders and local people (further details are set out in Chapter 7 of the LAP regarding the above).

**1.5 Policy and Statutory Context for the Local Area Plan**

The overarching theme of national planning policy which informs this LAP is the consolidation and sustainable use of land in urban areas, particularly urban environments well served by public transport.

Urban consolidation is a key component in the achievement of sustainable development, economic competitiveness, coherent neighbourhoods and environmental quality in order to achieve full economic value from investment in public infrastructure.

This LAP is informed by, and in keeping with, the policy hierarchy of national, regional and City planning policy, the key provisions of which are detailed below. The purpose of this LAP is to translate national and regional policy to the local level, in accordance with the provisions of the Dublin City Development Plan 2016-2022.

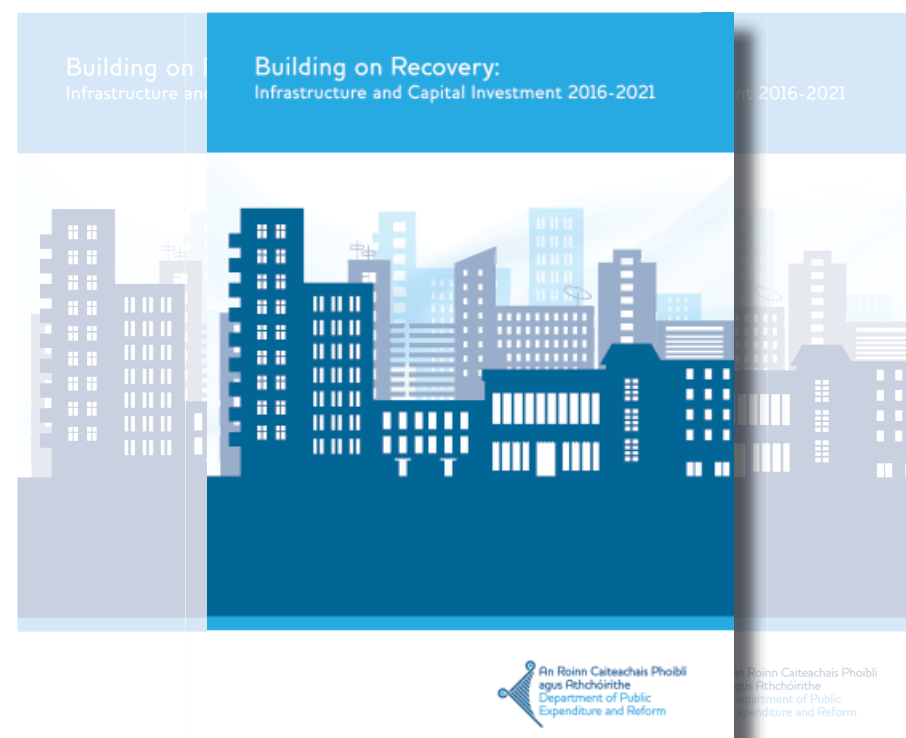
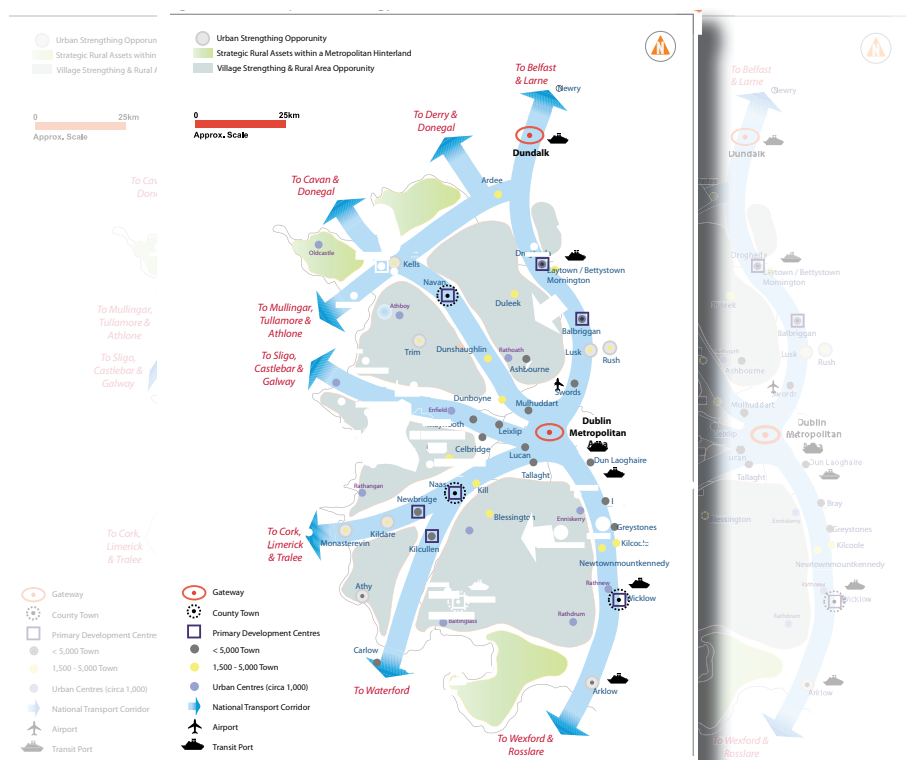
**1.5.1. National Spatial Strategy 2002-2020**

The National Spatial Strategy for Ireland (NSS) is a twenty year planning framework designed to promote balanced regional development, by seeking to optimise the use of scarce resources by setting the spatial development of Ireland on a more sustainable path in economic, social and environmental terms. The NSS recognises that Dublin, as the capital city, plays a vital national role and that the performance of its economy is essential to the success and competitiveness of the national economy.

In order to ensure that Dublin fulfils this role, the strategy clearly sets out that it is not economically, socially or environmentally sustainable for low-density suburban growth to continue to spread throughout the Greater Dublin Area. It calls for the consolidation of the metropolitan core, including all lands within Dublin City Council administrative area, as a critical requirement to underpin increased investment in high quality public transport infrastructure.

The NSS outlines measures to achieve a consolidated city; including effective integration of land use and transportation planning and the optimum use of all brownfield, vacant or underutilised lands; particularly where they are in proximity to public transport corridors.

The "National Planning Framework (NPF): Ireland 2040-Our Plan" will be the successor to the NSS and will provide a spatial and strategic expression





of Government policy. The Department of Housing, Planning and Local Government have issued the Draft National Planning Framework (NPF), with the final Plan expected by the end of 2017. This will be published alongside a ten year National Investment Plan, prepared by the Department of Public Expenditure and Reform, to establish a clear national policy framework in terms of both spatial development and capital investment.

**1.5.2 Capital Investment Programme 2016-2021**

The capital programme aims to increase the State's infrastructure, support economic recovery and jobs, support sustainable communities throughout Ireland and provide modern, fit for purpose buildings to deliver service to all citizens. The programme focuses on economic recovery and addressing emerging pressures, especially transport networks. In this regard, the programme includes a new rapid transit system from Dublin city centre to Dublin Airport and Swords. The new Metro North project is the largest single project in the Programme and provides a significant welcome boost for Ballymun, which is on this key transport route.

**1.5.3 Smarter Travel – A Sustainable Transport Future 2009-2020**

The overarching aim of this document is that by 2020 future population and economic growth will occur predominantly in sustainable compact locations.

It sets out how the government's vision of sustainable travel and transport in Ireland by year 2020 can be achieved. A target of reducing car based commuting from 65% to 45% nationally by 2020 is set.

Five key goals of 'Smarter Travel – A Sustainable Transport Future' are to: -

1. Reduce dependency on car travel and long distance commuting
2. Increase public transport modal share and encourage cycling and walking
3. Improve quality of life and accessibility for all
4. Improve economic competitiveness through increased efficiency of the transport system, and
5. Reduce green house gas emissions and dependency on fossil fuels.

The document promotes the use of consolidation as a planning approach to deliver these key goals by making more sustainable modes of travel viable and available.

**1.5.4 Greater Dublin Area Transport Strategy 2016-2035**

In April 2016, the Transport Strategy released by the National Transport Authority (NTA) was adopted by the Minister. The Strategy will guide decisions on transport throughout the region and will contribute to the economic, social and cultural progress of the Greater Dublin Area (GDA) by providing for the efficient, effective and sustainable movement of people and goods. For the Metropolitan Area, development will be consolidated to achieve a more compact urban form.

The Strategy complements the public transport funding priorities and projects set out under the Capital Investment Programme 2016-2021, which includes the commencement of the new Metro North project. The NTA will now prepare a statutory integrated implementation plan to outline the delivery of the Strategy's objectives over the coming 6 years.

**1.5.5 Regional Planning Guidelines for the Greater Dublin Area 2010-2020**

The Regional Planning Guidelines for the Greater Dublin Area 2010 – 2022 (RPGs) provide a long term planning framework for the development of the Greater Dublin Area (the four Dublin Authorities, Meath, Kildare and Wicklow) by giving regional effect to national planning policy under the National Spatial







Strategy. The Regional Planning Guidelines promote the consolidation of development within the metropolitan area, and the achievement of sustainable densities in tandem with a much enhanced multi-modal transport system.

The guidelines set out a strategic vision for the GDA, emphasising the role of Dublin as a major European city region, and as the driver of economic activity in the State. The settlement hierarchy seeks to prioritise and focus investment and growth in areas where integration in services, infrastructure, transport, economic activity and new housing can best be achieved. This approach reflects the prioritisation of public transport infrastructure, reducing the need to travel and a reduction in greenhouse gas emissions as set out in a number of government policy documents such as Transport 21, Smarter Travel, and the National Climate Change Strategy.

The redevelopment of underutilised sites within the Ballymun area, which is well served by public transport, within easy reach of the City Centre, and well served by public and community infrastructure is a prime example of how such integration, can best be achieved.

The eight Regional Authorities were dissolved under the Local Government Reform Act 2014 and three Regional Assemblies came into effect on the 1st January 2015. The Eastern and Midland Regional Assembly will update the RPG's for the GDA in the form of Regional Spatial and Economic Strategies (RSESs). This will be done in tandem with the production of the National Planning Framework.

**1.5.6 Retail Strategy for the Greater Dublin Area 2008-2016**

The purpose of the retail strategy is to guide the activities and policies for retail planning across the seven Councils of the Dublin and Mid East Region and to set out a coordinated, sustainable approach to the assessment and provision of retail within the GDA. This is to ensure retail is provided in tandem with population growth on suitable sites, and in areas of proven need. This is to safeguard existing town centres from potential detrimental impacts.

The central key objective arising from the overall vision is to promote the vitality and viability of town centres by: -

- planning for the growth and development of existing centres;
- promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in good environments which are accessible to all;
- integrating the provision of high quality retail with mixed use in towns and centres to create attractive, active places;
- supporting the role of town centres as places to visit that have strong community civic functions and roles to the supporting population.

The hierarchy and policy of the strategy re-confirms the role of Dublin City Centre as the prime retailing centre for the Greater Dublin Area. Within the suburban areas it supports the development and expansion of the 'Prime Urban Centres', now Key District Centres, as locations of employment, retail, community and supporting services and in this regard Ballymun is designated as a Level 3, District Centre.

The Retail Planning Guidelines have a strong emphasis and requirement for "evidence-based" retail planning. An independent 'Retail Study for Ballymun' was prepared to guide this Local Area Plan consistent with this strategic planning guidance.

**1.5.7 Dublin City Development Plan 2016-2022**

The Dublin City Development Plan 2016–2022 provides a clear spatial framework to guide the future growth and development of the city in a coherent, orderly and sustainable way, framed on a vision of sustainable city living and a Core Strategy seeking a (Fig. 1): -

- compact, quality, green, connected city
- prosperous, enterprising, creative city and
- the creation of sustainable neighbourhoods and communities

The Development Plan incorporates the Core Strategy into the settlement strategy which prioritises the inner city, Key District Centres (KDC) and Strategic Development and Regeneration Areas (SDRA). This hierarchy focuses

investment and growth into identified locations to achieve infrastructural and service delivery integration.

With regards to Ballymun, it has been provided with the following designations to assist and guide its future development: -

1. Strategic Development Regeneration Area (SDRA)
2. Key District Centre (KDC)

**Strategic Development and Regeneration Area (SDRA)**

There are eighteen areas of the city that have been identified as being capable of significant mixed-use developments to regenerate their respective areas. The Development Plan prioritises the renewal and regeneration of these areas by setting out the guiding principles for their development. In this regard, the principles for Ballymun (SDRA No.2, Section 15.1.1.2) which will be incorporated into the LAP are as follows see Fig. 2.

- "To maximise the employment and economic potential of Ballymun along its Main Street in accordance with its strategic location and its designation as a Key District Centre (KDC)
- To promote the delivery of a high-quality public transport system linking the airport and the city, via Ballymun
- To enhance existing and establish new and appropriate land-uses that support a growing mixed-use community, and seek innovative planning responses for the key sites in the area, that respond to the environmental, social, cultural and economic issues and demands facing the area
- To improve permeability both within Ballymun and to the surrounding areas
- To provide a choice of tenure options and house types, promoting social inclusion and integration
- To promote and enhance Ballymun and the wider area's reputation as a sustainable urban environment
- To promote Ballymun as a leading arts and cultural hub serving the city and wider region
- To provide an appropriate urban main street context with buildings of 4-6 storeys in height along the main street, with potential for limited increases in the vicinity of a public rail station. Key gateway landmark buildings already exist framing the 1km long Main Street".

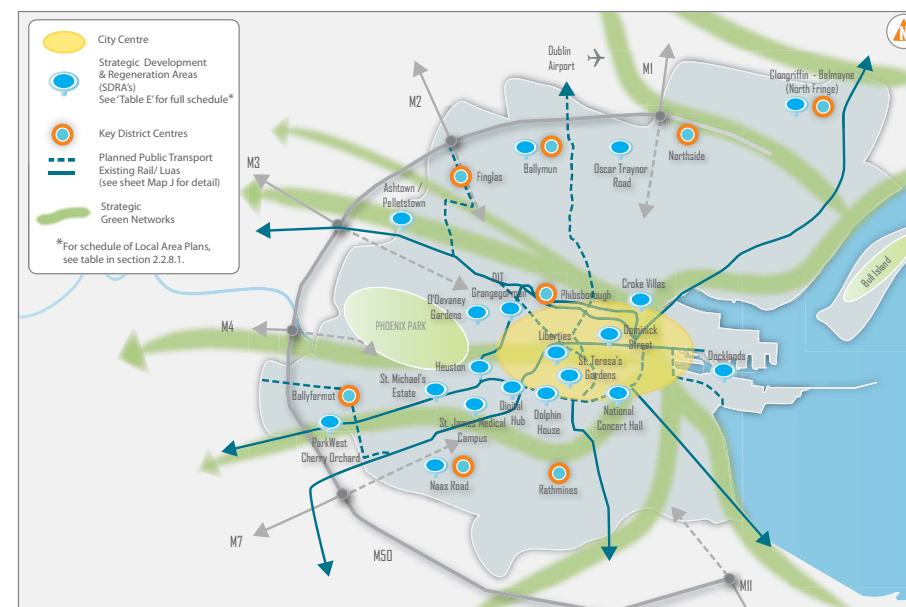


Fig. 1: Core Strategy, Dublin City Development Plan 2016-2022





**Key District Centre (KDC)**

Ballymun is identified in the City Development Plan as one of eight Key District Centres in the City, and as such is identified as one of the top tier of urban centres outside the city centre, with an objective to provide for a comprehensive range of commercial and community services. The KDC’s “underpin a wider area and act as strong spatial hubs providing a comprehensive range of commercial and community services to the surrounding populations” (Section 2.2.3).

Within District Centres opportunities to enhance the vitality throughout the day and evening are to be promoted along with higher density development where centres are well served by public transport. In general, these areas are primarily zoned objective Z4. In relation to Ballymun the KDC designation relates to the core of Ballymun and includes the Ballymun Shopping Centre lands.

**Retail Strategy**

Section 2.2.5 of the Development Plan sets out the retail strategy of the City: -

- (a) Consolidate the city centre retail core
- (b) Promote an upper tier of retail development in the Key District Centres (KDC’s), and
- (c) Provide a lower tier of district centres to cater for surrounding communities

This approach reflects the settlement strategy for the city and is consistent with the ‘Retail Strategy for the Greater Dublin Area 2008-2016’ - i.e. Ballymun is a **Level 3, District Centre** in the Regional Retail Strategy and is a **Key District Centre** in the Development Plan.

The Development Plan recognises the challenges faced in the suburbs where older shopping centres are no longer strongly competitive, thus leading to unsustainable travel patterns with people driving to more attractive centres at further distances for convenience shopping needs; a pattern confirmed by the retail study commissioned for Ballymun in 2016. The strategic approach set out in the Development Plan to overcome these challenges includes the creation of attractive mixed use lively and vibrant neighbourhoods, and the “development and expansion of the function of key district centres” (Section 7.5).

Appendix 3 of the Development Plan provides some greater guidance on the KDC designation within the Retail Strategy and notes this designation relates to settlement centres where there is “capacity for greater retail provision; where there is significant quantum and intensity of population or the potential for new population emerging in developing areas; centres in proximity to quality public transport and areas in need of comprehensive regeneration”.

Ballymun is specifically identified as one of the key district centres “in need of revitalisation” to serve its function as key centres or hubs for the surrounding communities. As such there is a need to expand diversity and upgrade the retail profile of this KDC.

The consistent approach with the settlement hierarchy and the Retail Strategy provides a clear development message for the future development of the Ballymun shopping centre lands which is implemented through the land use zoning strategy.

**1.5.8 Local Economic and Community Plan (LECP)**

The Local Economic and Community Plan (LECP) is a statutory plan prepared under the Local Government Reform Act 2014 and sets out high levels goals, objectives and actions needed to promote and support economic development and local and community development over the six year period of the LECP.

The focus is on the social and economic issues that can be addressed by the City Council, local businesses, community organisations and state bodies. The Dublin City LECP 2016-2021 was adopted by the City Council in December 2015 setting out the twelve high level goals for the lifetime of the Plan which have been incorporated into Section 2.2.4.1 of the Development Plan. An Action Plan for 2016 has also been developed which includes an objective to complete the repurposing of the boiler house in Ballymun (No. 139). Recently completed this is an important project for Main Street and the continued regeneration and renewal of Ballymun.

**1.6 Other Relevant Plans**

**1.6.1 Fingal County Development Plan 2017-2023**

The M50 lands are located within the administrative area of Fingal County Council. Please refer to Fig. 3.

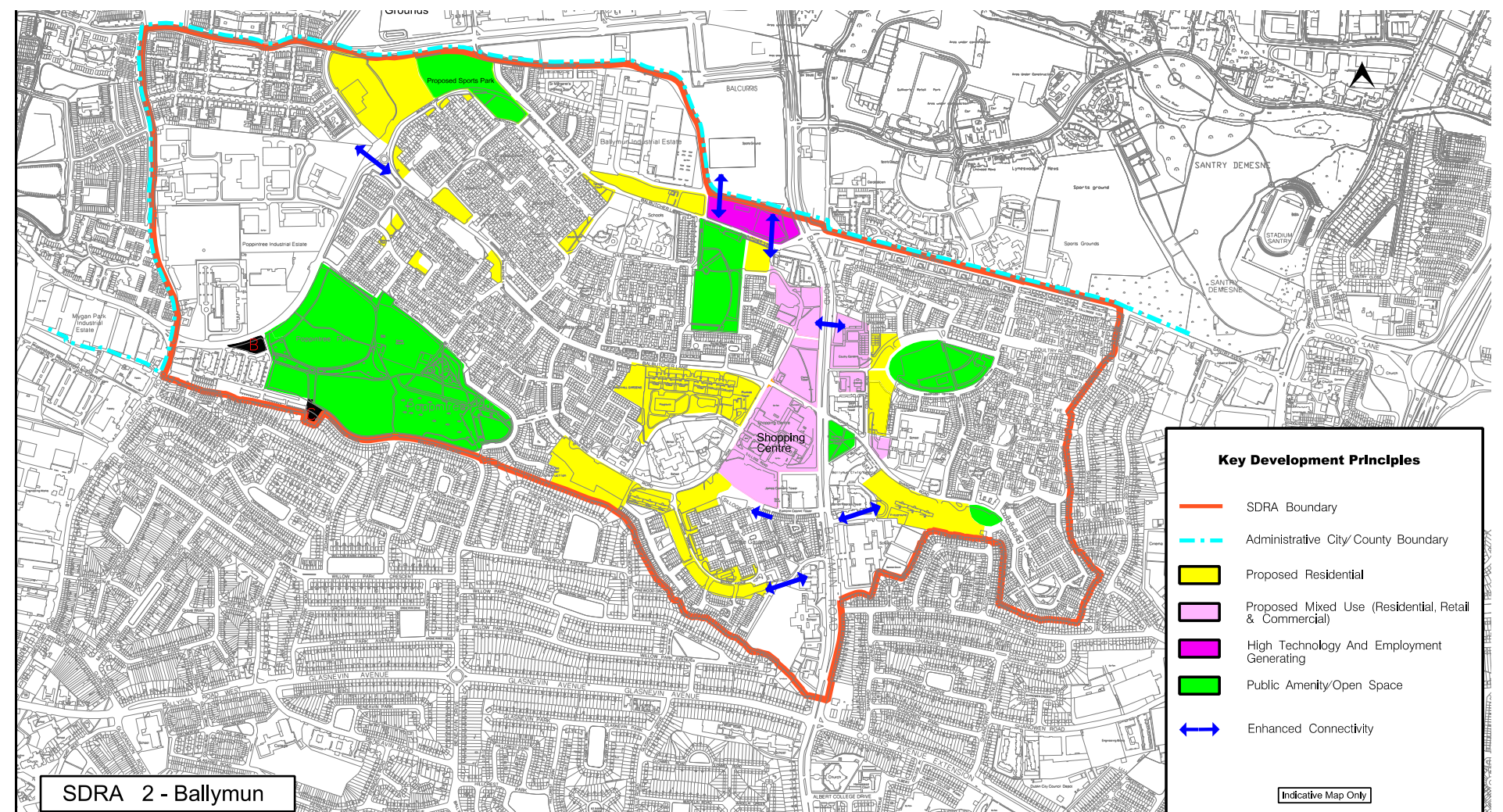


Fig. 2: Dublin City Development Plan 2016-2022 (Section 15.1.1.2)





Having regard to the strategic location of these lands and proximity to Metro North, the land use zonings within the Fingal County Development Plan 2017-2023 provide for a range of employment generating / high technology uses on the land to maximise their development potential. There is one specific local objective to note for the subject lands: -

1. *Objective 93: Facilitate provision of an underpass to include provision for a car, bus cycle, and pedestrian link to link lands east and west of R108 to enhance connectivity.*

This objective was included as part of the grant of permission for Metro North, from An Bord Pleanála and provides for a connection from the M50 lands to the permitted Northwood Metro Stop, on the east side of the R108.

**1.6.2 Local Area Plans, Guidelines for Planning Authorities (2013) and Manual for Local Area Plans (2013)**

The Department of Housing, Planning, Community and Local Government (now known as the Department of Housing, Planning and Local Government) published a manual on the preparation of Local Area Plans and guidelines to assist in the making of effective local area plans. Both of these publications have been considered during the preparation of the LAP.

**1.6.3 Environmental Assessment**

Environmental assessment of the Local Area Plan was carried out under the following three processes and is set out in three separate documents: -

- Strategic Environmental Assessment (SEA) which originates from the EU Directive 2001/42/EC, which seeks to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans.
- Appropriate Assessment (AA) which is a process which stems from Article 6(3) and 6(4) of the EU Habitats Directive 92/43/EEC, which seeks to ensure that the plan does not adversely impact on the integrity of a European site.
- Strategic Flood Risk Assessment (SFRA) of the plan was prepared in keeping with the EU Floods Directive 2007/60/EC and with procedures set out in Irish government guidance; “The Planning System and Flood Risk Management”.

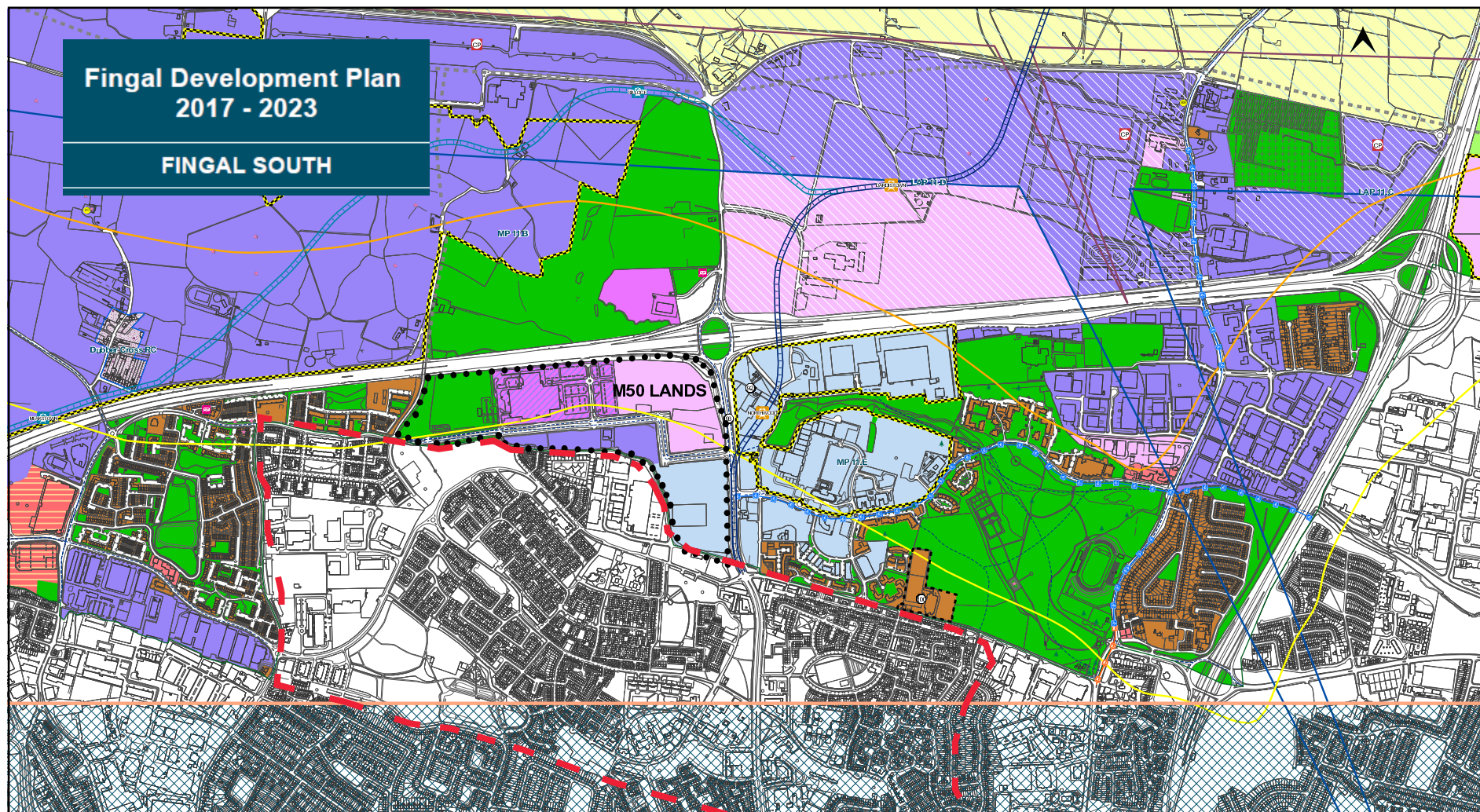


Fig. 3: Fingal County Development Plan 2017-2023, with LAP area delineated in red and M50 lands delineated in black

Zoning Objectives	
DA - Dublin Airport	Ensure the efficient and effective operation and development of the airport in accordance with an approved Local Area Plan
FP - Food Park	Provide for and facilitate the development of a Food Industry Park
GB - Greenbelt	Protect and provide for a Greenbelt
GE - General Employment	Provide opportunities for general enterprise and employment
HT - High Technology	Provide for office, research and development and high technology/high technology manufacturing type employment in a high quality built and landscaped environment
LC - Local Centre	Protect, provide for and/or improve local centre facilities
ME - Metro Economic Corridor	Facilitate opportunities for high density mixed use employment generating activity and commercial development, and support the provision of an appropriate quantum of residential development within the Metro Economic Corridor
OS - Open Space	Preserve and provide for open space and recreational amenities
RC - Rural Cluster	Provide for small scale infill development serving local needs while maintaining the rural nature of the cluster
RS - Residential	Provide for residential development and protect and improve residential amenity
RU - Rural	Protect and promote in a balanced way, the development of agriculture and rural-related enterprise, biodiversity, the rural landscape, and the built and cultural heritage
RW - Retail Warehousing	Provide for retail warehousing development
TC - Town and District Centre	Protect and enhance the special physical and social character of town and district centres and provide and/or improve urban facilities
WD - Warehousing and Distribution	Provide for distribution, warehouse, storage and logistics facilities which require good access to a major road network within a good quality environment

