

# DUBLIN CITY

## DEVELOPMENT PLAN

2022-2028

**Pre-Draft Plan  
Public Consultation  
Strategic Issues Paper**



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council



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# FOREWORD

Dublin City Council is reviewing the current Dublin City Development Plan 2016-2022 and preparing a new City Development Plan for the period 2022-2028. The review and preparation of a new Development Plan to guide the City's future development is one of the most important functions of the City Council. The plan will set out a shared vision to guide future development for the benefit of the City and all its citizens.

The review has come at a time of unprecedented challenges for the City arising from the impacts of the Covid-19 pandemic, Brexit and climate change. The next Dublin City Development Plan 2022-2028 offers an opportunity to respond to these challenges and to build on the success of the significant investment and regeneration seen in the City over the period of the current Plan. The Council is committed to ensuring the efficient use of the City's land to deliver additional housing, integrated transport solutions including enhanced walking and cycling facilities, community infrastructure and facilities, cultural and sports development, as well as sustainable economic growth.

The objective of the Council is to ensure the continued consolidation of the City, sustainable patterns of development and the creation of a dynamic and vibrant City core complemented by well serviced and integrated neighbourhoods. In working to deliver all of this, the City Council is committed to engaging with stakeholders, including local communities and residents to develop better solutions to the complex challenges we face and provide an improved quality of life for all.

This Issues Paper has been prepared to inform the first stage of public consultation in relation to the next Development Plan. It is

designed to encourage members of the public and all interested parties to make a submission. This phase of consultation – to get the public’s thoughts and views – will play a very important role in the preparation and drafting of the Development Plan.

This document presents a short overview of the main trends and challenges that are evident in the City and it sets out by theme, some of the key issues that may need to be addressed by the new Plan. At this early stage, we are looking for your input on these broad ‘big picture’ issues. Specific proposals relating to the zoning of lands should not be made at this stage as they cannot be considered.

We invite you the citizens, the communities and organisations you represent, businesses and stakeholders, to become involved and to give your views on the future development of Dublin City. Your participation in the plan-making process will ensure that the next Development Plan responds to your aspirations for the City while also addressing any concerns that you may have. Help us to plan for the future of Dublin as a great City to live in, do business and enjoy.



**OWEN KEEGAN**

Chief Executive



**HAZEL CHU**

Lord Mayor of Dublin  
Dublin City Council December 2020

# INTRODUCTION

Dublin City Council is starting the preparation of the new City Development Plan on the 15th of December 2020. The plan making process will review and build on the progress made under the previous City Development Plan and set the direction for the future growth of the City. The new Plan will be completed within a 2 year period and sets out the vision and strategy for the sustainable development of the City for the 6 year period from 2022-2028.

This Issues Paper has been prepared to inform the first stage of public consultation in relation to the next Dublin City Development Plan 2022-2028 and marks the first step in the process of making the new Plan. It provides a broad overview of the key themes and issues that we consider should be considered in the new Plan. We are looking for the public's views to help shape the policies and direction of the Plan and to develop an appropriate framework to ensure that development occurs in a sustainable way that complies with national and regional policy and that addresses the need for climate action. Development standards and policies in the Draft Plan will emanate from feedback received in relation to the key high level themes.

The purpose of this document is to explain the Development Plan process: what it involves, its different stages and timeline, to set out the importance of public engagement in the process and to encourage you to make your views known. The document includes a brief overview of key changes in national and regional policy since the adoption of the current Dublin City Development Plan 2016-2022 and how these will shape the future policy direction of the Plan. The document also looks at the City's current population and economic make-up which sets the context for the exploration of a number of key themes.



# DOCUMENT FORMAT

## PART 1

Sets out the context for the new City Plan. It explains what the City Development Plan comprises and the process of making it. The current policy context for making the Plan is summarised and key changes that have occurred since the adoption of the current Dublin City Development Plan in 2016 are outlined. This section also sets out a brief analysis of the City's population and key social, economic and housing trends.

## PART 2

Presents a summary of ten key themes. Whilst not exhaustive, these themes highlight some of the key issues for the City over the next 6 years. A series of questions are posed under each theme in order to stimulate thoughts, feedback and debate on guiding the future of Dublin City and to aid you in making your submission.

# HOW TO MAKE A SUBMISSION

Everyone is welcome to make a submission (including youth groups, children and those representing children) at each public consultation stage of the City Development Plan.

Submissions can be made **online** at [www.dublincitydevelopmentplan.ie](http://www.dublincitydevelopmentplan.ie)

Or by **post** to

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



- Submissions will only be accepted during the designated public consultation periods.
- Please include a summary of the key points of your submission and keep your submissions succinct and relevant to planning and development matters.
- Submissions need to include your name and address.
- All submissions will be posted on the Dublin City Council website within 10 days of receipt and will include the name of the individual or organisation who made the submission. Any other identifying details will be removed in line with General Data Protection Regulations.
- At this point in the process (the pre-Draft Plan Stage) submissions should relate to Strategic Issues only, i.e. "the big picture". **Site specific issues or the zoning of land for any purpose is not considered at this stage of the Development Plan process.**

Throughout the Development Plan process, we will keep you updated through:



- Dedicated Development Plan website: **[www.dublincitydevelopmentplan.ie](http://www.dublincitydevelopmentplan.ie)**
- Newspaper advertisements
- Dublin City Council social media channels such as Facebook and Twitter

In the meantime, should you have any queries please get in touch with the Development Plan Team by:



emailing: **[development.plan@dublincity.ie](mailto:development.plan@dublincity.ie)**



calling us on **01 222 3086**





B&Morgan

Please contact your computer  
and mobile phone providers  
Exact Fee Only  
Your computer may be subject to change  
and I will be notified via email  
The Old Liffey  
Ferry  
Access

# PART 1

## Context for the New City Development Plan



# The Dublin City Development Plan

## What is a City Development Plan?

A City Development Plan is a public document used to guide development and sets out the vision for how Dublin should develop and evolve through the life of the Plan. It must be prepared every six years in order to respond to the City's changing needs. The City Development Plan is required to set out an overall strategy for the proper planning and sustainable development of the City. It comprises a series of chapters that cover the broad aims of the council for a number of topics and includes cross cutting, detailed policies and objectives regarding future development. The Plan also includes a series of zoning maps which form the basis for deciding the appropriate location for different types of development across the City and which underpin the decision making process for planning applications.

The new Dublin City Development Plan 2022-2028 will set out the land use framework to guide the more compact development of the City supported by the delivery of critical social and physical infrastructure. It will focus on the places we live, work and enjoy and on how these places are integrated and connected through public transport, walking and cycling in order to deliver sustainable development.

## What are the statutory requirements for the City Development Plan?

The City Development Plan must consist of a written document called the "Written Statement" and a Plan or Plans indicating the development objectives for the area. The new Development Plan will specifically set out how land in the City is to be used and will outline objectives and policies to guide proposed development and to allow planning applications to be assessed.

The Plan must also include the identification of land supply to accommodate development growth, with the proposed growth and settlement strategy for the City summarised within a section of the Plan called the 'Core Strategy'. The Core Strategy includes a concept map showing where growth is to be directed and provides guidance on the location and delivery targets for new housing and employment, and the key infrastructure needed to

accommodate this growth (for example transport, water, health, education and other services).

The Plan is required to be consistent with national and regional planning and development policy and must specifically address the following requirements:



**The zoning of land for particular uses, core strategy and housing strategy.**



**Sustainable settlement and regeneration areas, development and renewal.**



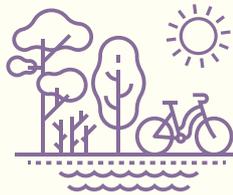
**Infrastructure facilitation and provision and transport strategies.**



**Social Community Cultural Considerations**



**Conservation & protection of the environment**



**Preservation of landscape character and recreational amenities.**



**Protection of structures and preservation of character of Architectural Conservation Areas (ACAs).**



**Address climate change adaptation and reduce energy demand and greenhouse gas emissions.**

In making the Plan, the members of the City Council must only consider the proper planning and sustainable development of the area, statutory obligations and policies and objectives of the Government.

## How long will it take to prepare the new City Development Plan?

The review of the current Dublin City Development Plan 2016–2022 begins on the 15<sup>th</sup> December 2020 and the process to prepare a new City Development Plan for the period 2022–2028 will take almost two years, finishing in late November 2022. An indicative timeline for the preparation of the new City Development Plan is set out in the table overleaf.



## The Development Plan Process Timeline

Stage	Stage Description	Process	Timeframe
<b>1</b>	<b>Pre-Draft Plan</b>	Pre-Draft Public Consultation period	8 weeks 15 <sup>th</sup> December 2020 to 22 <sup>nd</sup> February 2021
		Prepare Chief Executive's Report on Pre-Draft Submissions	8 weeks CE Report by April 2021
		City Councillors consider Chief Executive's Report on Submissions and make Directions	10 weeks By late-June 2021
<b>2</b>	<b>Draft Plan</b>	Preparation of Chief Executive's Draft Plan	12 weeks By September 2021
		City Councillors consider Chief Executive's Draft Plan and deem it to be the Draft Plan unless amended	8 weeks By November 2021
		Preparation of Draft City Development Plan	2 weeks By November 2021
		Draft Plan Public Consultation period	10 weeks 29 <sup>th</sup> November 2021 to 18 <sup>th</sup> February 2022
		Prepare Chief Executive's Report on Draft Plan Submissions	12 weeks By May 2022
		City Councillors consider Chief Executive's Report on Submissions. Elected members now ADOPT or AMEND Draft Plan	12 weeks By August 2022
<b>3</b>	<b>Amendments to Draft Plan</b>	Preparation of Amendments to Draft Plan	3 weeks (or more if required by AA or SEA) By August 2022
		Period of Public Consultation of Amendments to Draft Plan	4 weeks 26 <sup>th</sup> August 2022 to 23 <sup>rd</sup> September 2022
		Prepare Chief Executive's Report on Submissions	4 weeks By October 2022
		City Councillors consider Chief Executive's Report on Submissions. Plan must now be MADE	6 weeks By November 2022
<b>4</b>	<b>Adopted Plan</b>	Dublin City Development Plan 2022-2028 comes into effect	6 weeks (after the Plan is made)

Note: Exact dates may change over the course of the process

## Why public consultation is important?

Engaging the public in decision-making through public participation is an essential element in the planning process and, in particular, in the formation of planning policies which will shape the future development of the City. We want to know your views on the future development of Dublin City and your ideas for your neighbourhood and your community.

You can get involved in the preparation of the new City Development Plan by 'having your say' when it comes to important issues such as housing, community development, economic growth and city life. There will be three separate public consultation periods over the two year Development Plan preparation process during which you can make a submission.

WE  
ARE  
HERE

### STAGE 1

#### Pre-Draft Plan Stage (15th December 2020 – 22<sup>nd</sup> February 2021)

**IDEAS / SUGGESTIONS:** During this Pre-Draft Plan public consultation stage (8 weeks) people are invited to offer their suggestions and ideas on how the City should develop and how we should respond to the trends and challenges identified in the Issues Paper. The focus at this stage is on strategic or high-level issues. **Please note that at this stage submissions on site specific issues or the zoning of land cannot be considered.**

### STAGE 2

#### Draft Plan Stage (29th November 2021 – 18<sup>th</sup> February 2022)

**THE DETAIL:** During this stage, a Draft City Development Plan is prepared and made available for public consultation (10 weeks). The public will be able to view the Plan and make submissions on the draft Plan and zoning maps including site specific issues and zoning of land.

### STAGE 3

#### Amendments to Draft Plan (26<sup>th</sup> August 2022 – 23<sup>rd</sup> September 2022)

**CHANGES:** During this stage, any amendments to the Draft City Development Plan are made by the Elected Members. This amended version of the Draft Plan is made available for public consultation (4 weeks). Submissions can be made by the public on the amendments to the draft Plan.



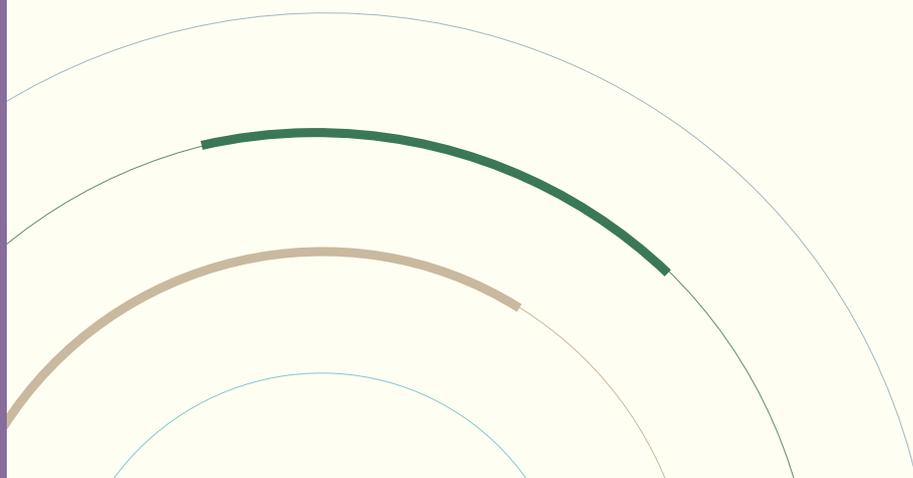
# Strategic Policy Context

## Introduction

Since the adoption of the current City Development Plan in 2016, significant changes have occurred in the policy and regulatory environment for land use planning and development in Ireland. The forthcoming Plan will be informed by a range of international, national and regional policies.

A national hierarchy of plans is now in place with the National Planning Framework (NPF) being the overarching document. The NPF influences all spatial plans from national to local levels and is supported by the National Development Plan (NDP) a 10-year strategy for public capital investment to 2027. The Regional Spatial and Economic Strategy (RSES) sets out the mechanism for delivering the NPF at a regional level. These documents are aligned in setting out an ambitious growth and consolidation strategy for Dublin City and supporting the transition to a low carbon and climate resilient region. The City Development Plan provides an overall strategy for the development of Dublin City, whilst local area and other plans may be prepared giving more detailed planning guidance where required.

This diagram from the NPF illustrates the hierarchy of plans and shows how national legislation and policy, as well as local inputs, will feed into the preparation of the new City Development Plan.





## The National Planning Framework

The NPF is a 20-year high-level strategy to guide development and investment in Ireland. The Plan sets out a regional focused strategy for managing growth and providing a counterbalance to the established concentration of growth in the Greater Dublin Area. Notwithstanding this, as the country's leading global city of scale, the NPF acknowledges the critical role that Dublin City plays in the country's competitiveness and supports Dublin's growth in jobs and population, anticipating that the City and suburbs will accommodate an extra 235,000 to 293,000 people by 2040.

The NPF identifies ten National Strategic Outcomes (NSOs) for the future growth and sustainable development of Ireland to 2040 which will be a central consideration in shaping the new City Development Plan. The Outcomes will be realised through a series of National Policy Objectives (NPOs) with which the City Development Plan will have to be consistent.

Compact Growth is the first National Strategic Outcome (NSO) and it has particular significance for spatial planning policy, requiring at least half of all future housing and employment growth in Dublin to be located within and close to the existing ‘built-up’ area of the City – specifically within the canals and the M50 ring which will require the progressive relocation of less-intensive land uses outside of this built-up area. This growth strategy will allow better use of underutilised serviced land and buildings, including infill and brownfield land, with more high-quality and high-density mixed-use development accompanied by enhanced amenities, education, health and social services; all supported by sustainable mobility.





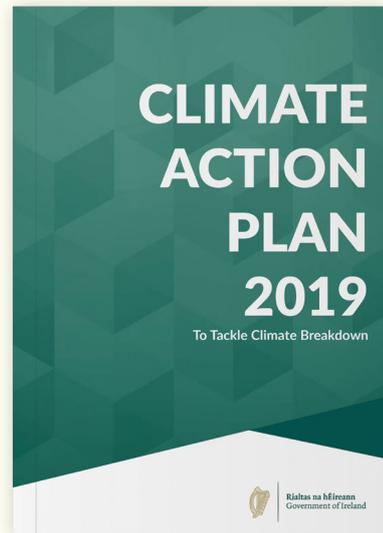
## Climate Action

The National Climate Action Plan (CAP) 2019-2024 sets out a course of action to address the impacts of climate change on Ireland’s environment, society, economic and natural resources. The CAP identifies the scale of the challenge and examines impacts on a range of key sectors including Electricity, Transport, Built Environment, Industry and Agriculture and charts a course towards ambitious emission reduction targets.

The CAP recognises the role that Project Ireland 2040 and the NPF can play in climate action in providing for population growth in a compact, connected and sustainable way and the key role that land use planning can play in progressing climate change mitigation and adaptation.

Dublin City Council recently adopted and is implementing a Climate Change Action Plan

for the City for the period 2019-2024. It recognises the key role that planning policies can play in climate action. Climate action will be a cross-cutting theme with implications for all parts of the new City Development Plan. Good planning policies, which promote a compact urban form, the integration of transportation and land use planning, protection and enhancement of biodiversity, will help create climate resilient communities and neighbourhoods.

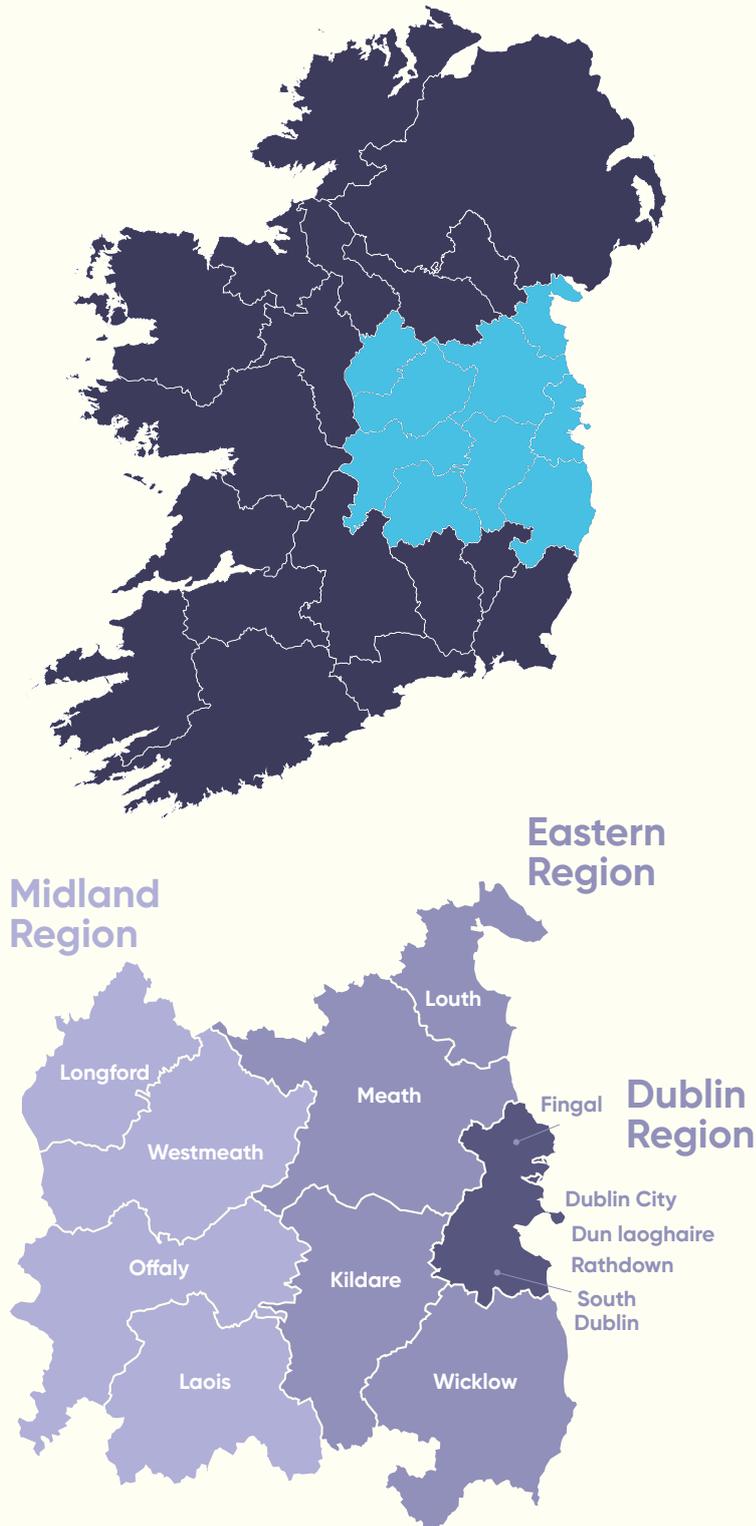


## Key Targets from Dublin City Council Action Plan

<p><b>33%</b></p> <p>improvement in the Council’s energy efficiency by 2020</p>		<p>Make Dublin a climate resilient region by reducing the impacts of future climate change related events</p>	
<p><b>40%</b></p> <p>reduction in the council’s greenhouse gas emissions by 2030</p>		<p>Actively engage and inform our citizens on climate change</p>	

## Regional Spatial and Economic Strategy

Dublin City is within the Eastern and Midland Regional Assembly Area (EMRA) and the Regional Spatial and Economic Strategy (RSES) for this area sets out a strategic plan and investment framework to shape the development of, and manage planning in, the region. The RSES translates the NPF objectives and the growth and settlement strategy at the regional level, ensuing coordination between the NPF and the City Development Plan.



The RSES identifies the region’s challenges as the need to sustain economic growth whilst transitioning to a low carbon society and the requirement to align population growth with the location of homes and jobs whilst creating healthy attractive places and an enhanced quality of life. In response, the RSES is underpinned by three key principles: placemaking, climate action and sustainable economic opportunity and growth.

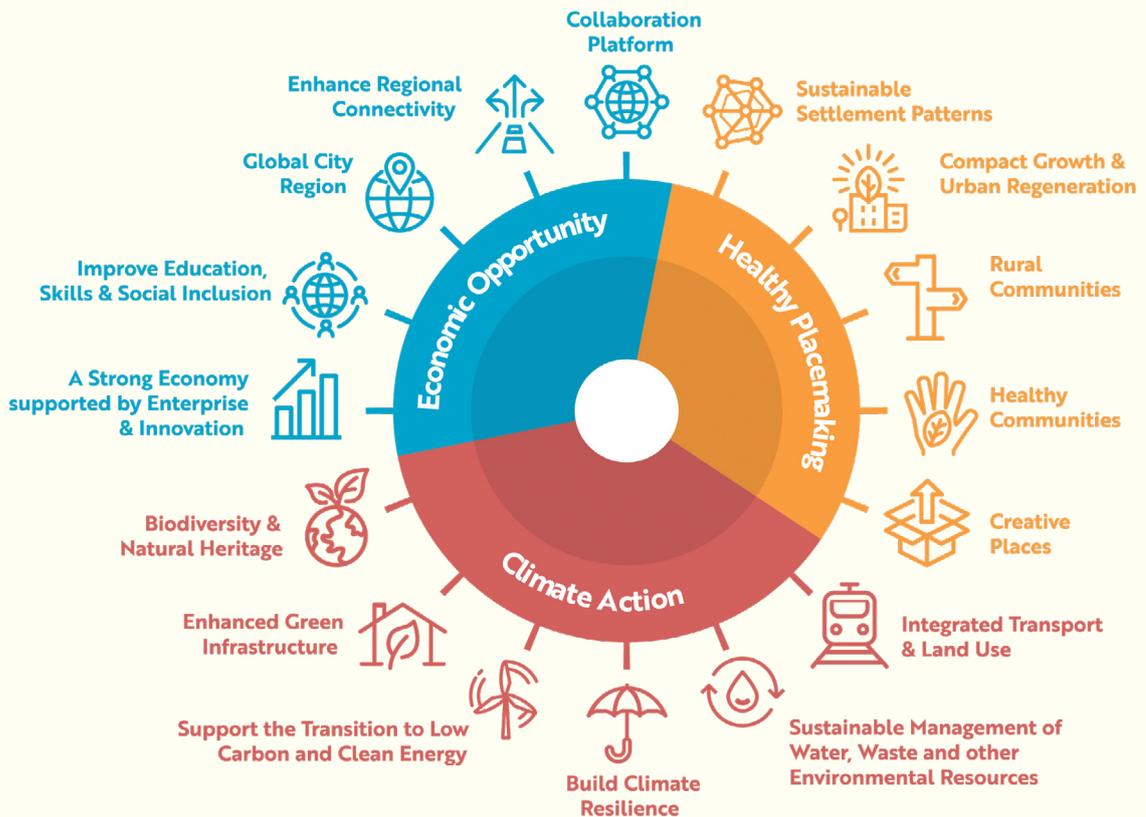


Figure 2.4 Regional Strategic Outcomes

## KEY PRINCIPLES

### Healthy Placemaking

To promote people’s quality of life through the creation of healthy and attractive places to live, work, visit and study in.

### Climate Action

The need to enhance climate resilience and to accelerate a transition to a low carbon economy recognising the role of natural capital and ecosystem services in achieving this.

### Economic Opportunity

To create the right conditions and opportunities for the region to realise sustained economic growth and employment that ensures good living standards for all.



The RSES sets out the vision for growth (homes and jobs) and Regional Policy Objectives (RPOs) for the Region to the year 2031 and seeks a population increase of circa 100,000 people by 2031 in Dublin City.

The RSES includes a more detailed Dublin Metropolitan Area Strategic Plan (MASP) which identifies strategic development and employment areas for population and employment growth in addition to more generalised consolidation and re-intensification of infill, brownfield and underutilised lands within Dublin City and its suburbs. The MASP directs future growth to identified Strategic Development Areas located on existing and planned strategic public transport corridors.

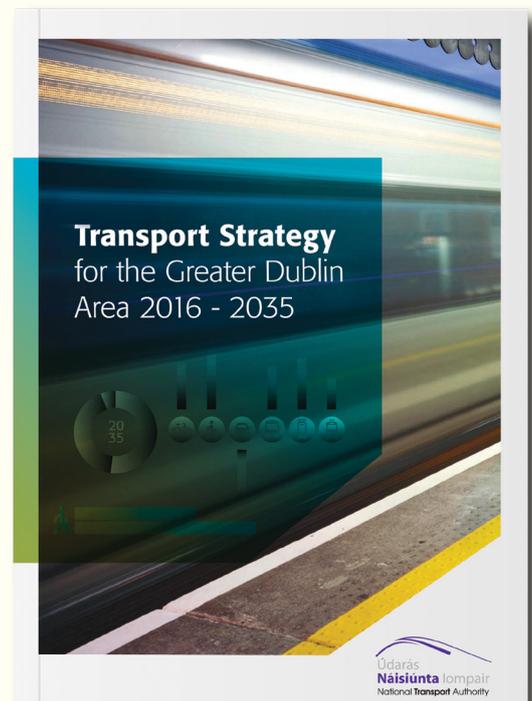


## NTA Transport Strategy 2016-2035

This strategy for the Greater Dublin Area (GDA) provides a framework for a sustainable transport network for the long term. Three key projects include:

- The Bus Connects project with a targeted timeline of 2021 - 2023.
- The extended Luas Tram line to Finglas anticipated to be delivered by 2028.
- Metro train line from the city to the Airport and Swords with a targeted delivery date of between 2021 - 2027.

Over the course of the next Development Plan, it is expected that these key infrastructural projects will either be delivered or be at an advanced stage of design/planning. The level of accessibility that will be achieved by these three public transport infrastructure projects coming on stream together will be immense.



## Construction 2020 and Rebuilding Ireland

The publication of 'Construction 2020: A Strategy for a Renewed Construction Sector', (2014) and its partner 'Planning Policy Statement', (2015) represented a shift in the direction of planning and development policy toward a more 'evidence-based' and 'planned' approach to housing delivery facilitated through more 'active land management' practices.

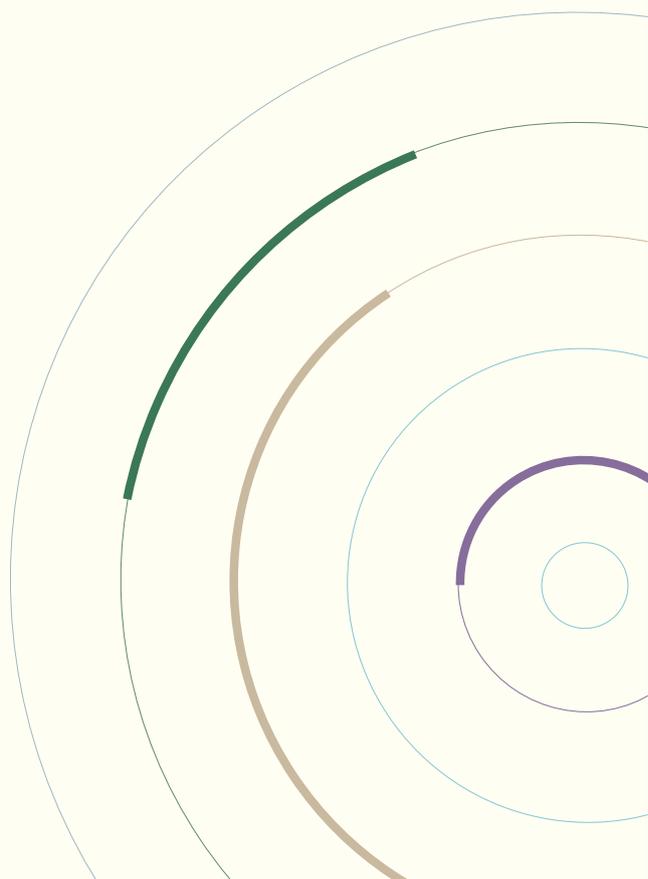
The publication of 'Rebuilding Ireland: An Action Plan for Housing and Homelessness' in 2016 sought to deliver on the Government's commitment to increase the provision of new homes and identified infrastructure-related blockages as the main impediment to the development of key sites for housing. To address this issue, the Government introduced a €200 million National Local Infrastructural Housing Activation Fund (LIHAF) which aimed to provide public off-site infrastructure to accelerate the delivery of key LIHAF serviced sites. The City Council are utilising this funding together with funding under the Urban Regeneration and Development Fund (URDF) to drive forward a number of housing and regeneration projects across the City in areas such as Ballymun, Belmayne and Poolbeg West. Rebuilding Ireland also focused on regeneration and the Urban Regeneration and Housing Act, 2015, introduced the Vacant Site Levy as a tool to encourage the development of vacant and underutilised sites in urban areas for the purpose of housing and

regeneration. This has been used with success in the City to activate a number of brownfield sites.

## Statutory Planning Guidelines

The Minister for Housing, Planning and Local Government has issued a range of Guidelines which Planning Authorities are required to have regard to in carrying out their functions, including in the preparation of the City Development Plan. These guidelines cover a wide range of issues including building height, residential density and design, development management, childcare facilities and environmental assessment and will have implications for specific policies in the Plan.

New guidelines on Development Plan preparation and Housing Needs Demand Assessment are awaited from Government and may coincide with preparation of the new City Development Plan.





**"The City has seen strong performance in the technology and financial services sector and a major international technology hub has developed in Dublin Docklands".**

# Dublin City – Profile

## Introduction

Dublin, as the State’s capital, performs a significant economic, administrative and cultural role. It is an international City and gateway to the European Union for many businesses. It is home to significant health, education, retail, cultural, entertainment facilities and attractions. Since the adoption of the current Plan, Dublin City has experienced significant population growth and economic development and is home to over half a million people. The City has seen strong performance in the technology and financial services sector and a major international technology hub has developed in Dublin Docklands. There has been a significant increase in housing delivery and employment floorspace and the regeneration of a number of key sites across the City.

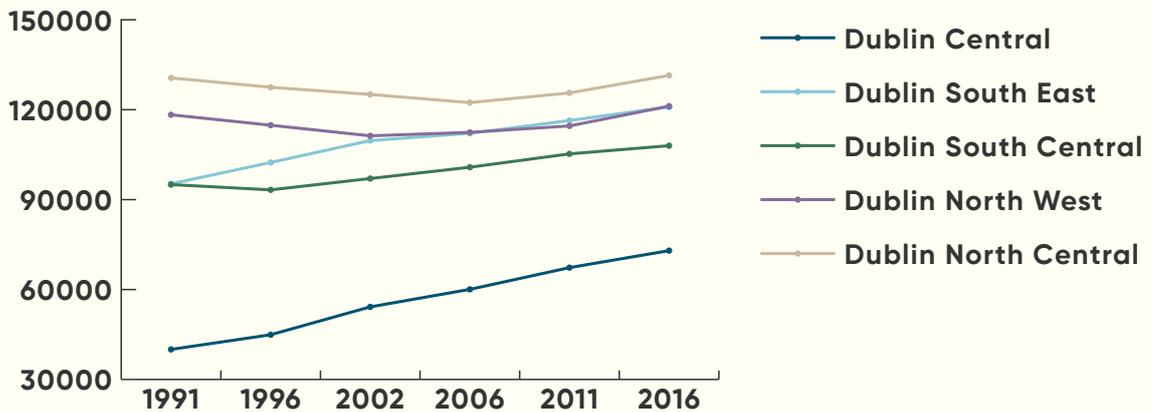
There has been notable investment in green infrastructure and the public realm of the City. It is recognised at a strategic level that quality of life and placemaking are integral components that make the City an attractive place to live, work and invest in and are central to our longer term economic performance and success.

The City nonetheless faces many challenges. Infrastructure constraints, limited public transport capacity and a constrained supply of high quality housing are barriers to the continued economic growth of the capital. Prosperity in the capital is also not equitable, and there remain areas and communities of disadvantage. The Covid-19 pandemic, Brexit and climate change bring further challenges and there is no doubt, that the City is facing an unprecedented period of uncertainty. We must ensure that the new Plan builds on the strengths and assets of the City and capitalises on opportunities to build towards economic recovery and resilience.

To provide some background and context to the Issues Paper, presented below is some key information regarding the demographic and socio economic profile of the City. This data will help shape the policies of the forthcoming Plan.

## Population Increase

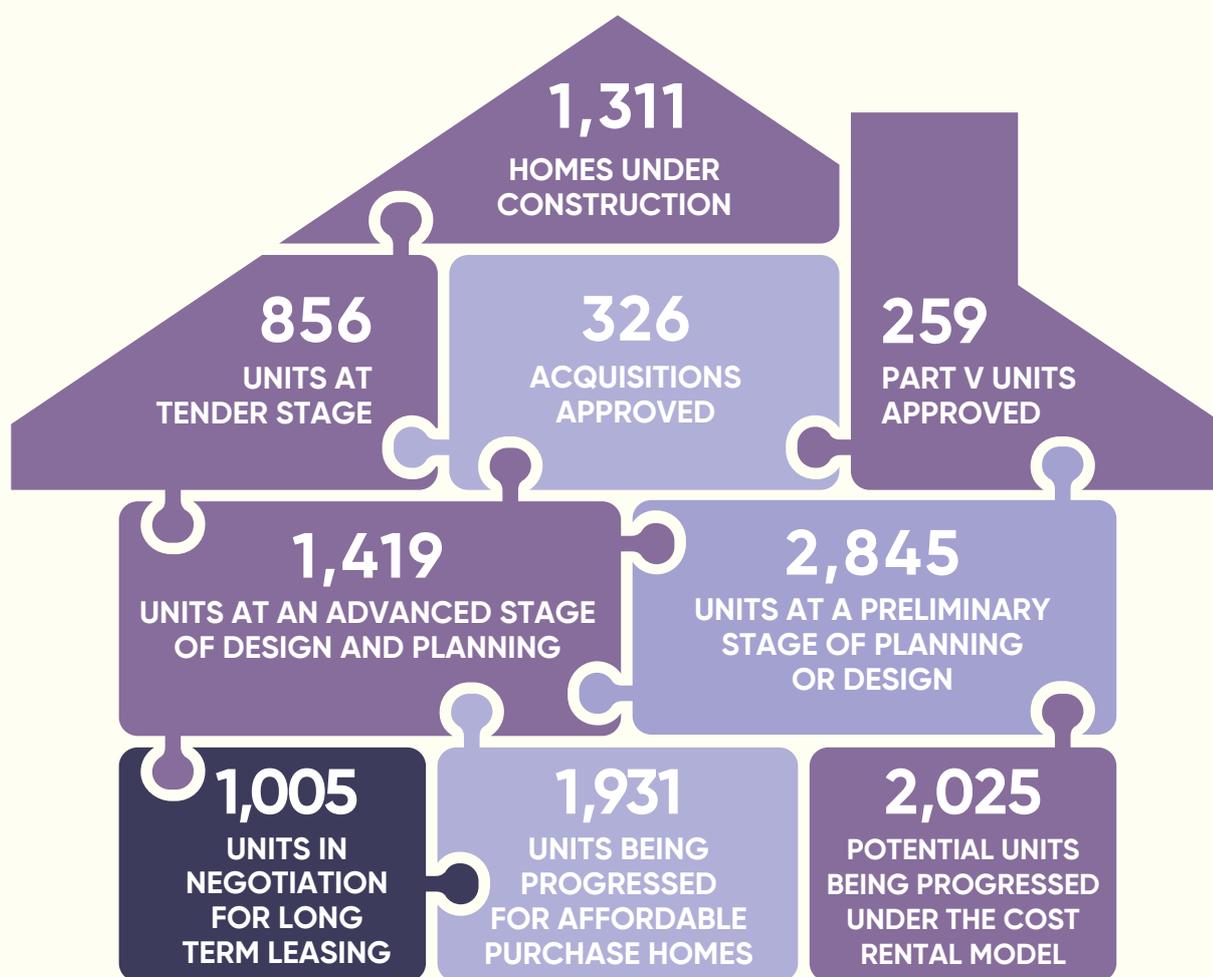
Dublin City covers an area of 115km<sup>2</sup> and has a population of 554,554 people (Census 2016). Since the adoption of the 2016 Development Plan, the City has experienced an upward trend in growth. Over the intercensal five-year period from 2011 to 2016, the overall increase in the population of Dublin City was approximately 25,400 people or 4.6%. Population growth in the City however, was spatially uneven with the largest proportional increase occurring in Dublin Central (incorporating neighbourhoods such as North Wall, East Wall, Drumcondra and Ballybough) where the population rose by 5,673 (+7.8%). The lowest proportional increase was in Dublin South Central (+2.5%) which incorporates the neighbourhoods including Liberties, Inchicore, Chapelizod, Ballyfermot, Bluebell, Drimnagh, Rialto and Walkinstown. The population of the City is projected to increase by between 58,000 to 70,000 people up to 2026.



## Housing Delivery

The City has seen significant housing delivery as part of the Council’s implementation of the Rebuilding Ireland Programme. As of Q1 2020, there are 164 sites with extant planning permission for 18,836 residential units across the City. 60 of these sites are active with 4,334 residential units under construction. There are currently 3,159 residential units in the system awaiting decisions with a further 19,905 residential units under pre application consultations (PACs). There has also been significant delivery in terms of public housing and The Dublin City Council Housing Delivery Report July 2020 indicates that the Council delivered 4,812 homes over the three year period 2015-2017.

A snapshot of the current 2020 council housing programme shows that Dublin City Council currently has:



## Socio Economic Trends

Utilising data from the Census 2016 and the CSO, it is evident that the socio economic profile of Dublin City has a number of key characteristics. These trends will have implications for how the City grows and develops over the next Plan period:

- Dependency ratios are calculated as the proportion of people aged 0 to 14 years and over 65 years as a percentage of the population of working age (15 to 64 years). In Dublin City, the young dependency ratio was one of the lowest nationally at 20.9%, indicating a low ratio of young people aged up to 14 years to working age people. The total dependency ratio for Dublin City was 39%. This was one of the lowest dependency ratios nationally and notably lower than the State (53%) or neighbouring counties in the Eastern and Midlands Region.
- The proportion of persons over the age of 15 who were at work was 56.4%. In terms of Labour Force participation, rates in Dublin are relatively high at 64.7%. The largest socio-economic group in Dublin City in 2016 was 'Nonmanual' which accounted for 20% of the workforce. 'Own account workers' and 'Unskilled' made up 4% each and were the lowest proportion of all persons. 36.2% of Dublin City residents were classified as employers, managers or professionals in 2016 which was generally in line with South Dublin (36.3%) and the State (35.7%) but below that of Fingal (42.2%) and significantly below that of Dun Laoghaire-Rathdown (56%).
- According to CSO data, there were seven unemployment blackspots within the administrative area of Dublin City<sup>2</sup>. This places Dublin City as having the third highest number of unemployment blackspots in the State. The average unemployment rate in those seven Dublin City black spots was just over 30% compared to the county unemployment rate of 12.9%.



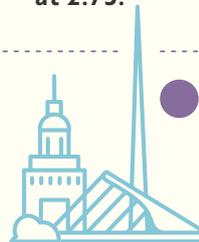


There are proportionally more people living alone in Dublin city than in the state as a whole.



In 2016, the average household size in the City was 2.48, below that of the State at 2.75.

The City also has a high degree of diversity. The non-Irish population is most prevalent in the City Centre.



**39%**

The city is characterised by a high proportion of young adults (20–39 years old)



The same age group makes up

**28%**

of the population of the State.

The City has a comparatively low proportion of older persons (65+) at c.

**10%**



The total number of non-Irish people as of 2016, was

**91,820**

(17% of the usually resident population).

<sup>1</sup>Note: Socio-economic group classifies the population into ten categories based on the level of skill and educational attainment of their occupation (those at work, unemployed or retired). All other people are classified to the socio-economic group of the person in the family on whom they are deemed to be dependent).

<sup>2</sup>Blackspots are defined as 'Electoral Divisions whose labour force exceeded 200 persons and where the unemployment rate Calculated on a Principal Economic Status basis exceeded 27%.



# PART 2

## Themes





## Theme 1: Shaping the City

### Introduction

The Dublin City Development Plan 2022-2028 will set out the framework and strategy to guide future development in the City and ensure that infrastructural investment is directed and prioritised in the right locations to ensure continued sustainable growth and optimal use of public transport. The focus of the Plan will be to develop a strong, dynamic and vibrant city core complemented by an integrated network of well serviced high quality neighbourhoods.

The intent is to build on the core strategy of the current Plan to create a compact, quality, green and well connected city that generates long term economic success and socially inclusive neighbourhoods and ensure that Dublin City is a place where people want to live, work and invest. The forthcoming Plan will aim to enhance the quality of life for all through the provision of high quality housing, enhanced public transport and connectivity and investment in placemaking, public realm, green infrastructure and social and community facilities. The development strategy will be underpinned by the core objectives of addressing climate change and ensuring that the natural assets of the City are protected and enhanced.

## Core Strategy

The purpose of the Core Strategy of the Plan is to set out a clear vision for the citizens of the City as to how the City will be developed in a sustainable and properly planned manner. The Core Strategy has been a mandatory objective for the Development Plan since 2010. It frames the overall policies and objectives of the plan and is based on population, housing and job targets and must be consistent with National and Regional Planning policy. The core strategy must consider what land is adequately serviced and can be delivered for development over the life of the Plan.

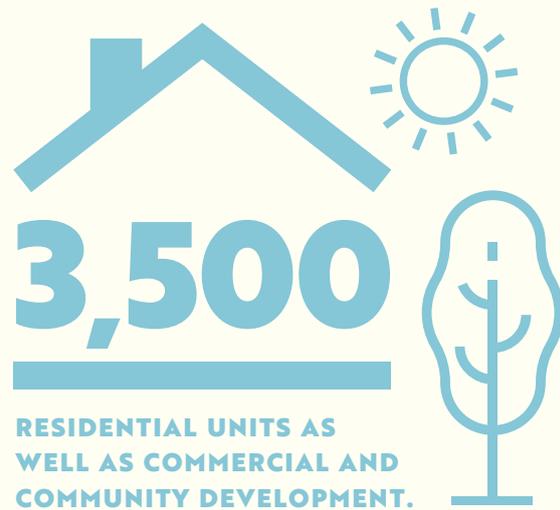
Under the core strategy of the current Plan, a spatial hierarchy for the City has been established with the primacy of the City Centre recognised, complemented by a series of Strategic Development and Regeneration Areas, Key District Centres and three large Strategic Development Zones at Grangegorman, North Lotts & Grand Canal Dock and Poolbeg West.

The City has seen significant development in these areas over the last number of years, and since 2016, over 10,000 planning applications have been processed by the City Council. There has been significant office and residential build out in the Docklands and the consolidation of Grangegorman as the new campus for TU Dublin is ongoing.

There has also been significant activity in Clongriffin/Belmayne and Pelletstown for housing development and associated amenities. Over 40 Strategic Housing Developments

(SHDs) have been granted on infill brownfield sites throughout the City. The vacant site levy has been successful in activating a number of sites.

### The Poolbeg West Planning Scheme, approved in April 2019 will provide approximately



Local Area Plans have also been adopted for Cherry Orchard and Ballymun to direct the future growth and development of these regeneration areas. A strategic review of all low intensity industrial areas of the City has been carried out culminating in the rezoning of a number of sites for more intensive residential and mixed use development.

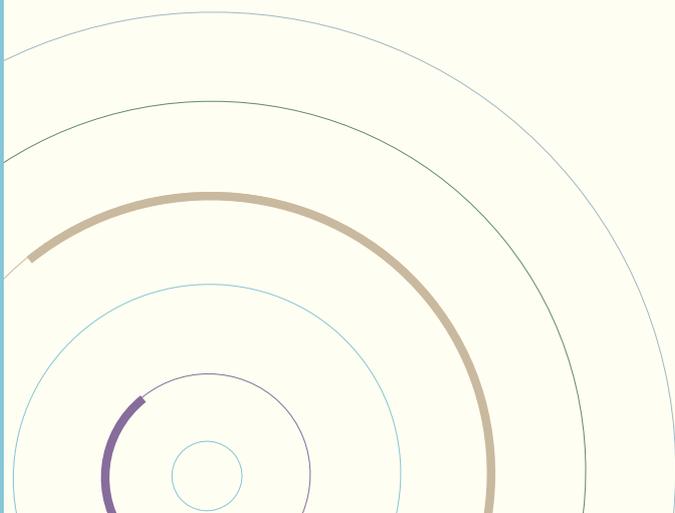
**"Dublin City Council has been successful in securing government funding under the Local Infrastructure Housing Activation Fund and the Urban Regeneration and Development Fund to further facilitate key urban projects throughout the City."**

There remain however, large areas of the City, well served by existing and proposed infrastructure and public transport that remain undeveloped or underdeveloped. Concentrations of underutilised lands are evident in a number of areas of the City such as the Liberties, the North East Inner City and the Naas Road area. Investment in our urban villages and district centres has been limited. The objective of the next Plan will be to ensure the continued consolidation of the City and that new opportunities presented by continued investment in public transport including key projects such as Bus Connects, Luas extension and Metro are fully maximised.

These additional public transport corridors are likely to be transformative, changing the shape, accessibility and mobility of our capital City well into the future. The Plan will set out at a strategic level the key locations for future development and direct what the appropriate land use mix should be including housing, employment, physical, social and community infrastructure. The delivery of compact growth that aligns with national and regional planning policy, alongside sustainable mobility and climate resilience will be key elements of the next Core Strategy for Dublin City.

It is envisaged that the ongoing development of the Strategic Development Zones (SDZs) at North Lotts & Grand Canal Dock and Poolbeg West, and the Strategic Development Regeneration Areas (SDRAs), as well as the continued repurposing and redevelopment of brownfield and former industrial lands through the City will accommodate much of the future growth needs of the City. There will also be a need to further invest and encourage the ongoing regeneration of our urban villages and city neighbourhoods as focal points of the existing and new communities that they serve. The development of high quality, well designed neighbourhoods with adequate social infrastructure will be key to ensuring the sustainable and managed growth of the City.

The growth strategy of the next Plan must accord with the overarching principles set out at national and regional level to facilitate compact growth and the alignment of future development with public transport infrastructure. The Plan will need to consider and review what other redundant and underutilised lands should come forward for development over the lifetime of the Plan and how such lands should be planned, serviced and developed. The most appropriate planning mechanism to guide the future development of such lands will also need to be considered, for example an LAP, Planning Scheme etc. The Plan must ensure that these lands are integrated successfully into the structure of the City and that their strengths and opportunities are optimised.



## Urban Form, Height and Density

The urban form of Dublin City is distinctive, with the River Liffey, the City Quays, the Georgian Squares, canals and the historic core creating a strong identity and character. This is complemented in the suburbs by a series of city neighbourhoods generally of lower scale and density, stretching between the coastline and the M50.

Since the publication of the current Development Plan, planning policy has significantly evolved with a much greater focus on the densification of our urban centres to ensure the optimal and sustainable use of land. The drive to ensure compact growth coupled with the publication of the Urban Development and Building Heights – Guidelines for Planning Authorities – December 2018 has resulted in a noticeable shift in the height, form, pattern and density of development permitted.



As required under the guidelines, Development Plans can no longer provide for blanket height restrictions. The City Plan must promote more intensive forms of development including increased height and density whilst ensuring that high quality places and a good quality of life for all can be achieved. It will be important, therefore, that the forthcoming Plan identifies appropriate locations for such consolidation and increased height and that it sets out appropriate performance criteria in assessing such developments. Performance criteria will need to address issues such as shaping streets and places; amenity; ensuring a good mix of uses; impact of wind downdraft; sunlight and daylight impacts and impact on surrounding neighbourhoods. The challenge of the next Plan will be to ensure that the City continues to facilitate increased density and compact growth whilst at the same time ensuring that the intrinsic character of the City and our built heritage assets are protected.

It must also be considered whether the Plan sets out specific guidance for taller landmark buildings and/or height clusters. Such buildings may have a role to play in the future development of Dublin as a compact city. Tall buildings can help people navigate through the City, form memorable landmarks and act as reference points to identify key urban quarters, regeneration sites and public transport interchanges. In this regard, if well designed, they can make a positive contribution to the cityscape. Conversely however, tall buildings can also have a significant detrimental impact on local character if the location or design is unsuitable.

Tall buildings in particular, can present major visual impacts on the City's townscape character. The plan must, therefore, consider what types of locations are suitable for such buildings where their built form can be absorbed without significant adverse impacts.

## Vacant Land

There are significant tracts of vacant and underutilised land in the City. Under the Urban Regeneration and Housing Act 2015, as amended, Dublin City Council surveyed over 1,000 sites. Of these vacant site surveys, there are currently 55 sites on the Vacant Sites Register. A number of other sites have been progressed and are under development. The vacant site levy will continue to be used as an effective active land management mechanism to encourage infill development on key sites

throughout the City. The forthcoming Plan must include objectives for the redevelopment of vacant urban sites in specific areas. This will facilitate securing the objectives of the Core Strategy.

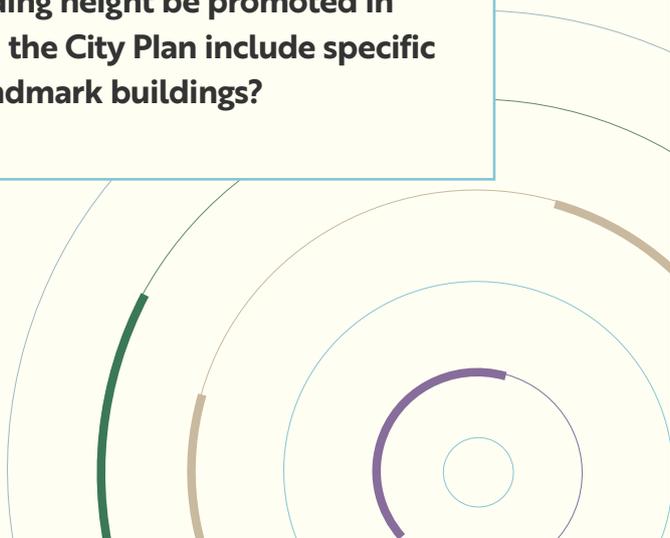
## Urban Design and Placemaking

Urban design is an essential tool in creating quality places and ensuring successful placemaking. There must be a balance between achieving compact growth whilst at the same time ensuring that we develop high quality places where people want to live. Good design is essential to support the economic, social, cultural and sustainability goals of the City and is integral to ensuring that Dublin maintains its competitive edge as a place to live and invest in. This will be a core focus of the next plan.



# Shaping the City – Some Key Questions

<p><b>1</b></p>	<p>How should the new Plan promote the concept of compact growth in accordance with the National Planning Framework (NPF) and Regional Spatial and Economic Strategy (RSES) and what areas should be targeted for consolidation?</p>
<p><b>2</b></p>	<p>What areas of the City should be identified for regeneration?</p>
<p><b>3</b></p>	<p>What criteria should the Plan set out for assessing higher density proposals?</p>
<p><b>4</b></p>	<p>How can the Development Plan promote sustainable neighbourhoods and communities? Is the 15 minute City an achievable goal?</p>
<p><b>5</b></p>	<p>Where increased density is proposed, how can we ensure that appropriate standards of urban design and architecture are promoted to ensure sustainable and liveable communities?</p>
<p><b>6</b></p>	<p>Where should building height be promoted in the City and should the City Plan include specific policy regarding landmark buildings?</p>





## Theme 2: Climate Action

### Introduction

Climate change refers to the significant change in the average temperature over a period of time. The effects of climate change have become increasingly evident since the early 1990s and are a direct result of the emission of greenhouse gases such as carbon dioxide (CO<sub>2</sub>) into the atmosphere, primarily from human activities. These emissions adversely affect the climate system and raise the average air and ocean temperature which results in extreme weather events, rising sea levels, occurrences of drought, increased rainfall and consequent negative impacts on biodiversity and food production.

The global challenge facing us is immense. Recent extreme weather events have all had adverse effects both nationally and more locally in Dublin City on our daily lives and in some cases on our homes, businesses and livelihoods. Without appropriate intervention, levels of atmospheric CO<sub>2</sub> will continue to increase, average temperatures will continue to rise and extreme weather events will become the norm resulting in

devastating consequences. Dublin City Council is fully committed to ensuring the transition to a climate resilient and low carbon City and addressing climate action will be a core underpinning theme of the forthcoming City Development Plan.

### Background and Context

In recent years, a range of policies and actions have been developed at global, European, national, regional and local levels. The National Climate Action Plan published in 2019 acknowledges the key role that land use and spatial planning can play in ensuring that population growth is managed in a sustainable way, thus reducing our carbon footprint.

Both the National Planning Framework (NPF) and the Regional Spatial and Economic Strategy (RSES) establish the importance of addressing climate action. The National Planning Framework includes National Strategic Outcome No. 8 to 'Transition to a Low Carbon and Climate Resilient Society' and at a regional level, the Eastern and Midland Regional Assembly's Regional Spatial Economic Strategy outlines climate action as one of the three key principles underpinning the Strategy in line with national policy. Climate Action is a key theme that runs through both documents, and in particular the need to promote sustainable and compact growth. The City Development Plan must align with these core objectives.

The City Council adopted the Dublin City Climate Change Action Plan 2019-2024 in 2019 which further

demonstrates Dublin City Council’s commitment to transitioning to a low carbon society and economy. It identifies five key impact areas across the different sectors in the city which mirror the action areas. These include critical infrastructure and the built environment, transport, biodiversity, resource management and water resources.

The forthcoming City Development Plan will support and augment these key areas in its policies and objectives. Dublin City Council has a key part to play in influencing and enabling much needed change and promoting tangible actions to address climate change and ensuring the compact sustainable development of Dublin City.

## Dublin City Council Climate Action plan



## Key Issues

A number of significant measures have been implemented by the City Council to drive the response to the climate change crisis. The existing City Development Plan sets the foundation with a specific chapter dedicated to Climate Change and a range of policies and objectives. The Plan was amended to incorporate the NPF and the RSES climate change objectives and references the Dublin Climate Change Action Plan 2019 and the commitment of the City Council to implement this.

The Climate Action Regional Office (CARO) covering the four Dublin Local Authorities was established in 2018 with Dublin City Council as the lead Authority. CARO will focus on climate-related projects, research, funding, the development of regional specialisms and addressing mitigation. The Council also works with CODEMA (City of Dublin Energy Management Agency) which aims to accelerate Dublin's low-carbon transition in order to mitigate the effects of climate change and improve the lives of citizens.

The City has also actively promoted compact and sustainable growth through the targeted development of strategic brownfield lands in the City as well as measures to significantly enhance pedestrian and cycle facilities, the public realm and green infrastructure. There has been investment in energy efficient street lighting, smart bins and EV infrastructure. The City Council also requires the use of SuDS to reduce surface water run-off and ensure that

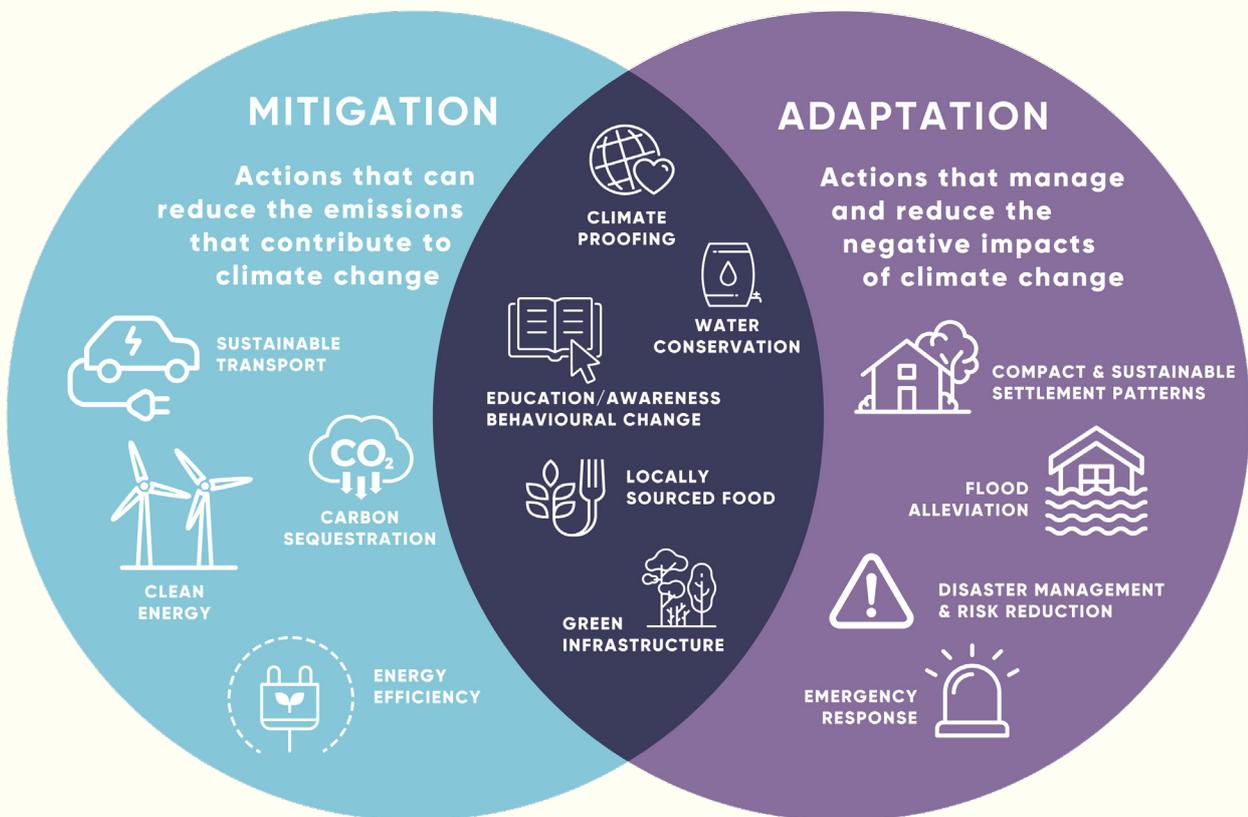
appropriate flood risk management is implemented through the development management process and site specific assessments. Nonetheless, the City still faces many challenges in addressing climate action. However, by adapting to climate change now, Dublin City Council can ensure that opportunities to reduce greenhouse emissions are maximised.



The Dublin City Development Plan 2022 – 2028 will need to respond to climate change through a two pronged strategy: climate mitigation and climate adaptation. Mitigation refers to the suite of measures that can help reduce emissions. Climate adaptation refers to actions that can be undertaken to reduce the negative impact of climate change. The Dublin City Development Plan can play an important role through the implementation of its policies and objectives to help address mitigation and adaptation requirements.

The Plan must influence a reduction in carbon emissions and the negative impacts of climate change by promoting compact urban growth and sustainable transport as well as measures to minimise flooding, enhance green infrastructure and biodiversity, minimise energy use, promote energy conservation and use of renewable energy sources. The Plan must provide for effective management of our resources to ensure that our carbon footprint is reduced.

The need to address climate change must, therefore, underpin all aspects of the future economic and physical development of the City. In line with Regional Policy Objective 3.6 of the RSES, Dublin City Council will also need to consider appropriate mechanisms and baseline data as to how progress towards carbon reduction targets can be measured over the coming years.



# Climate Action – Some key Questions

<b>1</b>	<b>How can the Dublin City Development Plan facilitate Dublin’s transition to a low carbon society?</b>
<b>2</b>	<b>How can the Development Plan address the challenges associated with climate change in order to ensure Dublin City becomes a more climate resilient place to live?</b>
<b>3</b>	<b>What measures do you think Dublin City Council needs to introduce in order to improve and promote climate action awareness?</b>
<b>4</b>	<b>What development standards should be introduced to assist in the promotion and delivery of climate action within development management?</b>
<b>5</b>	<b>How can energy efficiency and effectiveness be improved within the period of the next City Development Plan?</b>





## Theme 3: Quality Housing and Sustainable Communities

### Introduction

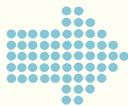
Creating liveable neighbourhoods which provide for quality housing and social infrastructure is essential to delivering sustainable communities. Such 'healthy placemaking' requires a balance to be struck between encouraging a compact pattern of growth through the densification of the built environment and facilitating high-quality and inclusive urban design which respects and enhances existing amenities and heritage assets.

The City Council encourages residential development through its proactive land management policies and planning frameworks. In the period since the adoption of the 2016 Plan, the City has seen a significant increase in the delivery of new housing with 7,078 dwellings completed in the Dublin City Council area between 2016 and mid-2020.

**Since 2015**



**public housing  
units have  
been delivered**



**with another  
11,491  
units currently  
in the pipeline**

**The City Council currently provides a broad range of indoor and outdoor community facilities which includes:**

OVER

**1,500**

**hectares of parks, open spaces and other recreational facilities**



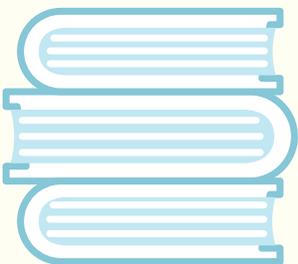
OVER  
**100**

**CHILDREN'S PLAYGROUNDS**



The phrase “social infrastructure” is used to describe facilities such as healthcare, education, community centres, libraries, swimming pools, public spaces, childcare services, recreational facilities and playgrounds. Such facilities form an essential part of all neighbourhoods. These facilities are needed across the City in order to meet the social, health and cultural requirements of the communities that they serve. They should be delivered in tandem with new residential development.

**THE CITY COUNCIL CURRENTLY PROVIDES A BROAD RANGE OF INDOOR AND OUTDOOR COMMUNITY FACILITIES**



OVER  
**20**  
**PUBLIC LIBRARIES**

The City Council plays a key role in funding, delivering and running community facilities and services across the City. It invests every year in new social

infrastructure and upgrades and improves a wide range of existing social infrastructure through capital projects including public realm upgrades, sports facility refurbishments and enhancements to public parks. The Council also implements a wide range of strategies relating to disability, ageing, integration and has statutory responsibilities relating to disability, travellers and people experiencing exclusion.

With significant population growth forecast, Dublin City must consider how best to plan for new and growing communities and an increasingly diverse population. The forthcoming Development Plan will need to include objectives to facilitate and deliver on the housing needs of current and future populations in locations that are served by good quality transport connections and infrastructure as well as addressing social infrastructure provision. There will be an increased policy focus on the creation of attractive well-designed neighbourhoods that are distinct, adaptable, inclusive, safe/ secure, age friendly and walkable.

## Background and Context

Policy on housing and the development of communities in the forthcoming Development Plan will need to be consistent with the new higher tier planning policy framework of the National Planning Framework (NPF), the Regional Spatial and Economic Strategy (RSES) and the Metropolitan Area Strategic Plan (MASP).

The RSES supports a sequential approach to development with a primary focus on the consolidation of sites within or contiguous to the existing built-up area of the City. The need for well-designed, lifetime adaptable, infill and brownfield development close to existing services and facilities, supported by universal design and improved urban amenities, including public spaces and parks as well as direct accessible walking routes is promoted.

The City Council will continue to encourage the regeneration of key urban sites, maximise opportunities provided by existing and planned public transport infrastructure and proactively use active land measures to facilitate compact growth. It will be important to ensure that future housing is developed in an appropriate and sustainable manner, in the right locations at the right densities and served by the necessary social and physical infrastructure in order to enhance liveability and create a good quality of life.

## Key Issues

### Quality Housing, Healthy Place-Making and Urban Design

National and regional policy in respect to social and community development has become increasingly focused on improving public health, wellbeing and quality of life through the physical and functional design of the environment.

The new City Development Plan will seek to promote 'Healthy Placemaking', social integration and physical activity through the design and layout of the built environment and by encouraging the integration of quality connected green infrastructure and active modes of travel with neighbourhood planning. The provision of an appropriate quantity and quality of residential accommodation of an appropriate density and design in well-designed urban neighbourhoods will be a key consideration. It will also be important to ensure that good quality housing across owner occupied and rental housing tenures is provided in sustainable communities in the City.

### Social Inclusion

Sustainable neighbourhoods are those that are mixed-use, mixed-tenure, adaptable and inclusive. The new City Development Plan will need to respond to challenges such as social exclusion, socio-economic disadvantage, poor accessibility and the increasing pressure on urban land. The needs of children, older and people with disabilities

together with ethnic groups will in particular need to be considered in the Plan. In response to these requirements, the development of age-friendly and universally accessible accommodation and public spaces in close proximity to neighbourhood centres and community health care facilities will be actively encouraged in Dublin City. Social inclusion and active citizenship will be facilitated through policy support for community engagement and local participation.

and easily accessible social infrastructure in existing and developing areas is a key element in the development of sustainable, healthy communities across the City. The careful alignment of new development, sustainable transport modes and social infrastructure provision will be an essential focus of the Development Plan process in order to coordinate and phase development in line with the availability of essential social and community infrastructure, services and amenities.

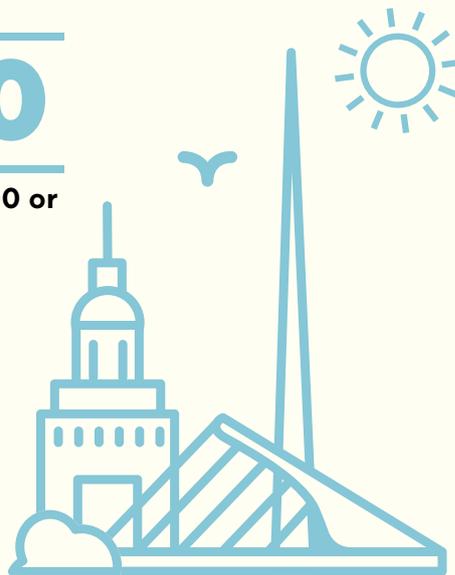
**Dublin City now has a population of approximately**

**550,000**

**people, an increase of circa 25,400 or**

**4.6%**

**over the previous 5 years.**

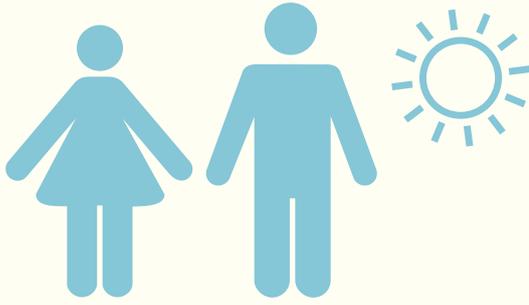


### **Social Infrastructure Provision**

The RSES introduces the concept of the '10 minute' settlement. This concept of mixed-use development envisages a range of community facilities and services being accessible in short walking/cycling timeframes from homes or accessible by high quality public transport in larger settlements. The Council recognises that the equitable provision of a range of good quality, fit-for-purpose

### **Housing Tenure and Mix**

The Development Plan Housing Strategy is the tool that the City Council uses to respond to the demand for housing growth in order to deliver sustainable residential development. This process involves the evidence-based allocation of zoned land to meet projected housing needs with consideration given to the mix of housing sizes and types and the requirements of different socio-economic groups.



**The City has a comparatively young average age with a significant percentage of the population in their**

**20s & 30s**

The proportion of older persons (65+) is lower than the national average but is likely to increase in the coming years in line with overall demographic trends.

It will be important to ensure that housing and associated facilities and amenities are planned in a sustainable, balanced and spatially appropriate manner. Meeting the housing needs of our growing population is essential to ensure sustainable communities where the needs of all sectors of society through different stages of the lifecycle are facilitated. Age/ disability friendly and family friendly housing provision will be essential to allow for sustainable communities in our City and help meet the housing needs of our growing population.

The City has also seen the emergence of new housing typologies such as built to rent,

co living and student accommodation.

Whilst these play an integral role in the housing market, they must be planned for in an appropriate manner and there must be appropriate policies regarding suitable locations for such development.

### **Housing Affordability**

It is a requirement under the National Planning Framework and the Regional Spatial and Economic Strategy that each Local Authority undertake a Housing Need and Demand Assessment (HNDA). It is an objective of the RSES that such a HNDA be done on a regional basis, and guidance from central government is pending. It is envisaged that the HNDA will help inform Development Plan policy responses about the future location, typology<sup>3</sup>, tenure and mix of housing. This in turn will inform the provision of a sufficient land supply in the right locations to deliver future additional housing.

As identified in the Regional Spatial and Economic Strategy, the development of a new affordable 'cost-rental' sector has been identified as part of the reform of the Irish housing system. In this regard, the Plan will need to consider how approved housing bodies and other sectoral agencies can be supported in the provision of a greater diversity of housing type and tenure, including social and affordable housing and explore new models of low cost rental and affordable homeownership.

## Planning for a Post COVID-19 Environment

The pandemic raises new challenges for quality housing in the City, including the design of shared accommodation schemes such as student accommodation and co-living and greater flexibility needed for the design of homes in the context of home working.

The Covid-19 pandemic has sped-up the digitisation of community organisation, collaboration and action which is increasingly played-out using social media platforms and smart phone applications. The pandemic presents an opportunity for the Council to harness digital platforms in order to make more efficient use of community

networks, community assets and to enhance community resilience.

The practical and operational challenges arising from the Covid-19 pandemic have the potential to undermine the efficient optimum use of community infrastructure given the restrictions on access and on the nature and capacity of their use. The pandemic however, may also present new opportunities for existing local neighbourhoods which could become an enhanced focal point for weekday community activity as increased numbers of people work from home thereby reinforcing the role of neighbourhoods as local service centres.



Image by: Ros Kavanagh



# Quality Housing and Sustainable Communities – Some Key Questions

<b>1</b>	<b>How should the Development Plan promote compact growth and increase housing delivery in accordance with the NPF and RSES?</b>
<b>2</b>	<b>Do you think that the City's neighbourhoods deliver a good quality of life and what would make your community a more 'liveable' place?</b>
<b>3</b>	<b>How can we plan for different sectors of society including an ageing population, people with disabilities, children and young people and ethnic minorities?</b>
<b>4</b>	<b>What is the best way to integrate the provision of new housing with the delivery of supporting social infrastructure to cater for a growing population?</b>
<b>5</b>	<b>Where should new forms of residential development such as 'Built to Rent' and 'Shared Living' be located?</b>
<b>6</b>	<b>How can the Development Plan address affordability of housing in the City?</b>
<b>7</b>	<b>What impact has Covid-19 had on your neighbourhood and community and how could we adapt to deal with its impact?</b>
<b>8</b>	<b>What measures should be considered to encourage the use of vacant sites, upper floors of buildings and underutilised infill sites?</b>



## Theme 4: The City Economy

### Introduction

Dublin is an international city of scale and gateway to the European Union for many businesses. The City is a major economic driver for the state. Dublin is seen as an attractive place to work and invest in. The City in recent years has experienced an upward trend in economic performance. The jobs ratio (total number of jobs divided by the labour force) which is used as an indicator to measure the sustainability of settlements, is 0.978, higher than the state average for settlements which is 0.86 (Source NPF, Appendix 2). Labour Force participation rates are relatively high at 64.7%. Highly skilled workers are attracted to Dublin for its many career opportunities.

### Background and Context

Foreign Direct Investment (FDI) continues to play a significant role in the city economy. According to the World Bank's 'Doing Business' Report 2020, Dublin is ranked no. 2 globally for 'business friendliness' by FDI. Dublin is home to some of the most influential multinational corporations, with substantial clusters in technology, finance and professional services. Within Dublin

Docklands, there are now over 500 firms operating, including more than half the world's top 50 banks and top 20 insurance companies. Dublin is also a major global hub for fund administration, aircraft leasing, insurance and a range of wholesale banking activities.

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**The City also has particular importance as an Information Technology (IT) Hub for emerging as well as established multinationals and has a thriving startup scene.**

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**This sector currently accounts for 9% of all jobs in the capital, three times the EU average.**

The City is also considered one of the leading research, development and innovation locations in the world and is home to some of the country's top universities. Dublin received almost \$1.6bn in Research and Development (R&D) investments in the five years to September 2017. The Smart Docklands District, launched jointly by Dublin City Council and Trinity College Dublin's CONNECT research centre in 2018 is an innovation quarter that will include public spaces to allow workers to connect with the start-up community as well as with university students and is an example of continued investment in the City ensuring that Dublin is ready for the future. The City's commercial, political, higher educational and

social environment makes it the ideal location for companies to carry out successful and profitable Research Development Investment activities. Four of Forbes’ top 10 World’s Most Innovative Companies 2018 – Workday, Salesforce, Amazon and Facebook have offices in Dublin.



There is recognition however, that the City has a number of vulnerabilities in terms of maintaining its competitiveness. A shortage of quality affordable housing remains a challenge and Dublin is among the top five most expensive cities to rent in Europe. There are also geographical areas across the City where high levels of deprivation exist and ongoing targeted measures will be required to address this spatial imbalance of economic investment. Climate change, shifting international tax regimes and Brexit also bring uncertainties to the economy.



The Covid-19 crisis however, is the biggest challenge and is likely to trigger significant economic impacts for the short to medium term. The longer term impacts on the City’s economy are as yet unclear; however, ongoing restrictions in terms of international travel may restrict the movement of both labour and capital between countries, thus having implications both for new FDI and for mobile workers. There may also be long lasting implications for some sectors such as discretionary retail, tourism, hospitality and personal services. There is also likely to be implications for the office market and for third level institutions and the international student market.

### Key Issues

The forthcoming Plan must support investment and the creation of high quality jobs, at sustainable locations in close proximity to housing, public transport, high quality amenities and infrastructure. An integral part of the RSES is the Metropolitan Area Strategic Plan (MASP) and this sets out guidance regarding the re-intensification of employment lands within the M50 and at selected strategic development areas.

The MASP identifies a number of locations within the City which are targeted for economic growth to be developed sequentially in tandem with supporting infrastructure and services. In particular, the MASP places emphasis on the importance of Docklands, Poolbeg and North East Inner City (NEIC) as locations for the further development of people-

intensive high tech and services-based business districts. The MASP also recognises the potential of locations where clusters of economic development, employment and innovation in the fields of health and higher education can be encouraged including the Diageo lands, St. James Hospital/Dublin 8 and the Grangegorman campus of TU Dublin.

The economic strategy set out in the RSES also promotes 3 key themes - smart specialisation and clustering policies to develop a strong economic base in the Region, underpinned by investment in 'placemaking' to create places that are attractive to live, work, study, visit and invest in. The need to future proof and address emerging global development and challenges, such as Brexit is also identified. The forthcoming Plan must align with these key economic principles and the growth strategy set out under the MASP. The Plan must ensure that the resilience of the City is maintained and enhanced and that Dublin is promoted as a national economic driver and a globally competitive internationally linked City.

The Plan must also align with the Dublin City Local Economic and Community Plan which sets out a series of high level goals and actions that will underpin economic growth in the City.

The forthcoming Plan will need to consider how the sustainable growth of the City economy in the right locations to the benefit of all sectors of society can be supported. Opportunities will need to be created to attract internationally mobile investment as well as supporting Irish owned businesses and small and medium size enterprises (SMEs). There will need to be ongoing support for innovation, research and development as well as the continued development of skills, talent and services that attract employers to the City. The role of third level institutions must be enhanced and supported. The forthcoming Plan must ensure that the City is a place where people want to live, work and invest through the provision of good public services, high quality social and physical infrastructure and sustainable and active travel facilities.

### Tourism contributes:



## Tourism

Tourism is also an important sector of Dublin’s economy and has many spin off benefits to the local economy. Failte Ireland estimate that in 2019, Dublin welcomed 6.3m overseas tourists and 1.7m domestic trips, generating a total spend of €2.1bn and supporting 65,000 jobs. There has been significant investment in tourism infrastructure in the City in recent years including a number of new visitor attractions such as craft distilleries with visitor centres and the Irish Emigration Museum (EPIC) on Custom House Quay. Bord Fáilte

have implemented a number of initiatives to boost the tourism profile of the City including the Docklands Visitor Experience Development (VEDP) Plan and investment in festivals. Visitor orientation has been improved through wayfinding and public realm measures. The Plan will aim to promote and facilitate through appropriate policy/ objectives the development of sustainable tourism throughout the City and to further enhance and develop the existing tourism product.



# The City Economy – Some Key Questions

<b>1</b>	<b>How should the Plan support economic growth and ensure that development is located in the right places and developed in tandem with the requisite physical and social infrastructure?</b>
<b>2</b>	<b>What key sectors in the City Economy should the Plan support and how can this Plan contribute towards the development of a strong resilient economy?</b>
<b>3</b>	<b>How can the Plan address issues of economic deprivation in the City and spread the benefits of economic growth across all sectors of society?</b>
<b>4</b>	<b>How can the Plan promote orderly growth and the transformation of key regeneration areas as generators of economic activity? What policies or approaches are needed to achieve transformation of these regeneration areas?</b>
<b>5</b>	<b>How do we enhance existing Development Plan policies and objectives on tourism to deliver on its potential for the City and how should the Plan promote sustainable tourism development in the City?</b>
<b>6</b>	<b>Place making and high quality liveable cities are a key part of ensuring international competitiveness to encourage and attract Foreign Direct Investment, mobile highly skilled people and international tourists. How can Dublin maintain and enhance its attractiveness as a place to live work, visit and invest in?</b>
<b>7</b>	<b>How can the evening and night time economy be developed for the benefit of the City?</b>
<b>8</b>	<b>How can the Plan ensure that the role of the third level education sector is optimised in the City?</b>



## Theme 5: The City, Urban Villages and Retail

### Introduction

The retail sector is an essential part of the national economy in terms of employment and economic activity and a strong retail sector is a key element in maintaining the vitality and competitiveness of urban centres. In 2019, the retail sector was the largest private sector employer in the country, employing 13% of the workforce. It was the biggest contributor to the Irish exchequer, generating 21% of total tax receipts in the country and it accounted for 40% of personable spending. According to the 2016 Census, 19% of the Dublin City workforce was employed in the retail sector, which translates to 60,000 people.

After years of strong growth, the retail sector is now facing a challenging environment as a result of the Covid 19 crisis as well as other evolving trends including the evolution of e-commerce. In recent months, Dublin City Centre in particular has been very negatively impacted. Footfall in Dublin City Centre has fallen due to office workers working from home, the drop in tourist numbers

and the cancellation of cultural and sporting events in the City. There has been a significant contraction in economic activity. Revitalising the City centre is a key challenge for Dublin and developing the resilience of the City post Covid will be a core objective of the Plan.

In line with national and regional guidance, the City must provide an appropriate hierarchy of attractive and liveable urban centres with a particular focus on enhanced levels of amenity, design quality and vitality. Dublin, at the top of the hierarchy, must have the necessary attractions and mix of retail and other land uses to ensure an active and vibrant City centre. Retail also plays an important role in the development of attractive and self sustaining neighbourhoods. Our urban villages and district centres are at the heart of residential communities, and the development of an appropriate range of local retail facilities and commercial activity is essential to successful place making and creating accessible, attractive and desirable places to live.

### Background and Context

The Retail Planning Guidelines 2012 set out the planning policy framework for the development of retail in the City. They set out the requirement for a Plan led approach to retail development. It is the policy of the RSES to support the preparation of a new Retail Strategy for the region. Pending the Strategy's preparation the RSES sets out the retail hierarchy for the region. The RSES also emphasises the importance of placemaking and the development of town centre renewal plans and design guidelines for town centres.

Dublin City is the prime retail destination in the State and the Eastern and Midland Regional Assembly area.

**The City Centre supports circa**

**1,500**

**SHOPS  
AND OVER**



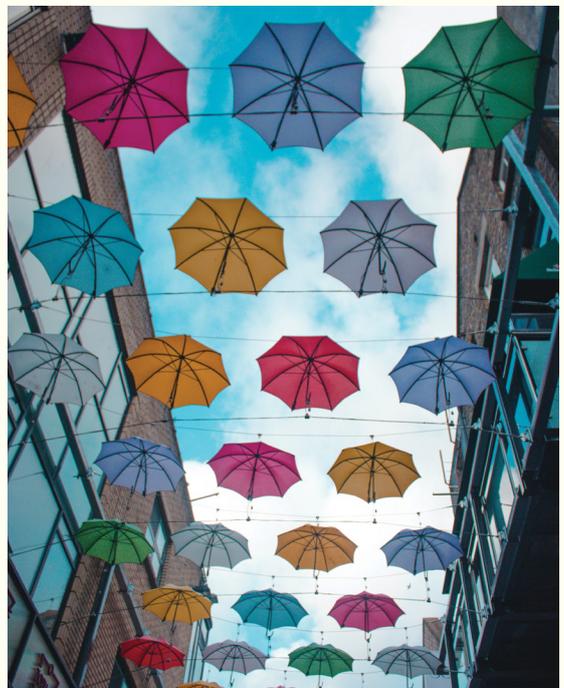
**250,000  
JOBS**

The City is highly accessible by public transport and the City Council continues to develop, implement and support sustainable transport initiatives for the City Centre to improve and animate the public realm, to enable people to move around the City with ease and to enhance people’s experience of the City.

The principle shopping streets in the City are focused at and around the Henry Street and Grafton Street areas. Current Development Plan policy identifies Category 1 and Category 2 retail streets within the City Centre<sup>4</sup>. The purpose of this designation is to protect the primacy of the retail function of these streets. Allied to

the retailing attraction of the City is the mix of cafes, bars, cultural attractions and events, services and night time attractions, amenities and recreational opportunities which give a potent vibrancy to the City.

Notwithstanding its primacy, in recent years Dublin has seen little investment in new retail floorspace. New retail development has generally formed part of refurbishment / redevelopment schemes in the City such as the redevelopment of the former Clery’s Department Store on O’Connell Street; the repurposing of the Former Central Bank building and the redevelopment of Hibernian House. Other large profile retail sites, notably the Carlton Cinema / Dublin Central site on O’Connell Street / Henry Street / Moore Street remain as a significant regeneration opportunity for O’Connell Street and for the north side of the City.



<sup>4</sup>Category 1: The designation restricts non-retail uses at the ground floor level of the main shopping streets, with a land-use emphasis in favour of higher order retail use at ground floor level. Retail service outlets are not permitted on these streets.

The Category 2: The designation seeks to support further development of retail frontage on these streets. It supports uses which add to the vibrancy of the streets but with regard to the primary retail function of the street.

There are thirteen District Centres in the Council's administrative area. Eight of these are designated as Key District Centres which is the top tier of urban centres in the City outside of the City Centre and five are designated as District Centres. Their role is to provide a higher level of service and retail function than neighbourhood centres. The retail profile and success of each Key District and District Centres varies greatly. Some such as Omni Shopping Centre in Santry have a wide range of retail offer. Others however, particularly some of the older suburban centres such as Phibsborough, Finglas and Ballyfermot are characterised by limited and lower order shopping and a car dominated urban environment. The completion and future success of new retail centres such as Clongriffin / Belmayne, 'The Point' District Centre, Poolbeg and Naas Road are reliant on the development and completion of proposed high density residential development and office development as appropriate, in these areas.



## Issues

Changing consumer habits and tastes coupled with technological innovation continue to have a significant impact on the retail sector. The main trends influencing retail development are:

- The continued growth of e-commerce (online retailing),
- The rise of 'omni-channel shopping' which is essentially the merging of the physical shop and online retailing facilitated by the growth and wide spread use of digital devices such as smart phones and the popularity of social media platforms,
- The growth of the food service sector and
- The expansion of experiential and service based retailing (such as grooming services, gyms etc.).

These trends have implications for the type of retail format and offer in the future as well as the demand for retail floorspace. The retail sector has also seen significant challenges from the restructuring of many high profile high street brands, resulting in the closure of a number of retailers. This will have ongoing implications for vacancy rates and a requirement to redevelop and repurpose some of the larger floor plate retail units that are no longer in demand. The City is also under constant pressure to compete with the development of regional and suburban centres, many of which are easily accessible by private car and by existing or planned high quality public transport.

The impacts of Covid-19 remain uncertain in the longer term. Ongoing restrictions, social distancing requirements and the costs associated with adaptation to the crisis, combined with falling consumer sentiment and confidence are particular challenges for the retail sector.

It is clear that the role and function of our retail centres is changing dramatically. For Dublin City centre to be successful into the future it can no longer be considered as a retail destination in isolation but rather as a multifaceted destination where retail, culture, entertainment, food and beverage all play an intrinsic role in contributing to a vibrant dynamic urban core. Dublin City must develop its unique selling point in order for it to compete effectively. The development of niche and specialist retail, combined with high quality attractions and amenities,

the continued enhancement of the public realm and the City's green infrastructure and further development of complementary culture and entertainment facilities will be essential. The role of the night time economy and how this can be further developed, managed and enhanced must also be considered.

It is also recognised that many older inner suburban centres and urban villages no longer have competitive tenant mixes, suitable shop sizes or attractive shopping environments. There is a need to revitalise older centres, establish more diverse and specialist shops and provide for environmental improvements. Many of these centres are underutilised and there are opportunities to further enhance, intensify and repurpose these centres as key focal points for the communities and neighbourhoods that they serve.



# The City, Urban Villages and Retail - Some Key Questions:

1	How can the Plan support retailing in the City Centre and ensure that the City Centre remains the premier shopping destination in the Region and State for comparison goods shopping?
2	What is the appropriate balance and mix between retail and other City Centre uses such as leisure, food and retail services in the Category 1 and 2 retail streets of the City Centre?
3	How can the Plan support the development of markets, niche and specialist retailing, independent retailing in the City Centre and in the other urban centres and villages of the City?
4	How can the Plan support the development of a 24 hour City with cross generational appeal without impacting on existing uses in the City and the promotion of residential development?
5	How can the Plan support the commercial viability, social and physical environments of Key District Centres, District Centres and Urban Villages and what mix of uses would best underpin these centres?
6	What policy approach should the Plan have toward vacant units on shopping streets and what temporary uses should be encouraged on these streets?

## Theme 6: Sustainable Movement and Transport



### Introduction

Transport accounts for approximately 20% of CO<sub>2</sub> emissions at national level. It is the greatest consumer of energy and the highest contributor to noise and air pollution. Dublin City Council acknowledges the importance of transitioning to low carbon mobility solutions to mitigate against the negative impacts of transport and climate change and will continue to address this through an integrated set of measures in the forthcoming Plan.

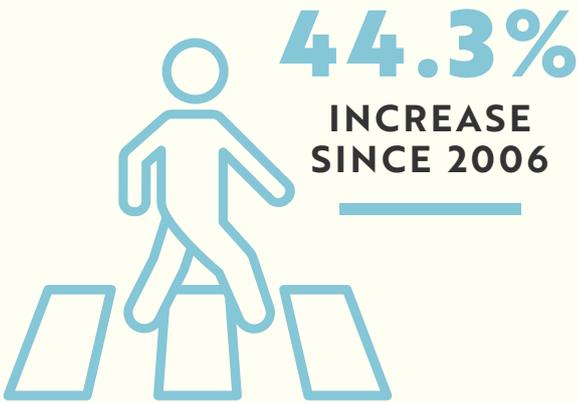
The policy approach within the City over the last two decades has been to integrate land use and transportation and to encourage a shift from private car use to walking, cycling and public transport. Policy has increasingly focused on the health and social benefits of active travel and the role that high quality public realm plays in encouraging walking and cycling. Proactive engagement with communities, schools, businesses and other stakeholders to collaboratively bring about behavioural change has been a more recent policy focus. Shared mobility has been embraced by Dubliners and visitors alike since the launch of JustEat dublinbikes in 2008. Since then, the City Council has facilitated and encouraged the operation and expansion of car share and stationless bike schemes.

While the policy emphasis in the new Development Plan will continue to focus on sustainable mobility, the global Covid 19 pandemic highlights the need to accelerate a shift to active travel, and in particular, the consequent upscaling in infrastructure provision for pedestrians and cyclists. It also emphasises the need for serious consideration of micro mobility, such as e-scooters, as part of an integrated set of mobility measures. The new Development Plan will look to the future of mobility in the City including the increasing role of shared mobility, micro mobility, electric vehicles and the application of technology in the mobility sector.

## Background and Context

Trends in movement and transportation are generally measured by the Census and in Dublin City Council's case, by annual canal cordon counts. This year on year analysis tells us how people are travelling into the City. The most recent cordon counts of November 2019 show that:

**WALKING HAS INCREASED WITH ALMOST DOUBLE THE NUMBER OF PEOPLE WALKING ACROSS THE CANAL THAN THOSE CYCLING IN NOVEMBER 2019**



**THERE HAS BEEN A SIGNIFICANT INCREASE IN ACTIVE TRAVEL DEMONSTRATED BY A**

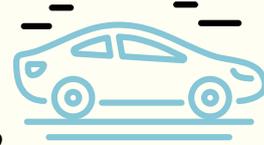


**WITHIN THE AREA ENCLOSED BY THE TWO CANALS IN THE 13 YEAR PERIOD FROM 2006 TO 2019.**

**THE MODE SHARE FOR PRIVATE CAR WAS**

**28%**

**AT THE END OF 2019**



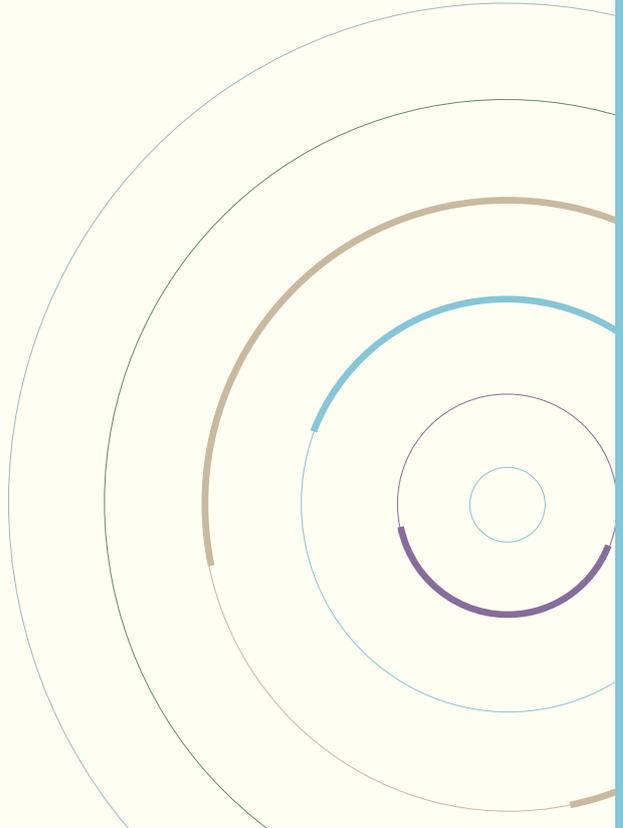
**MEANING THAT**

**72%**

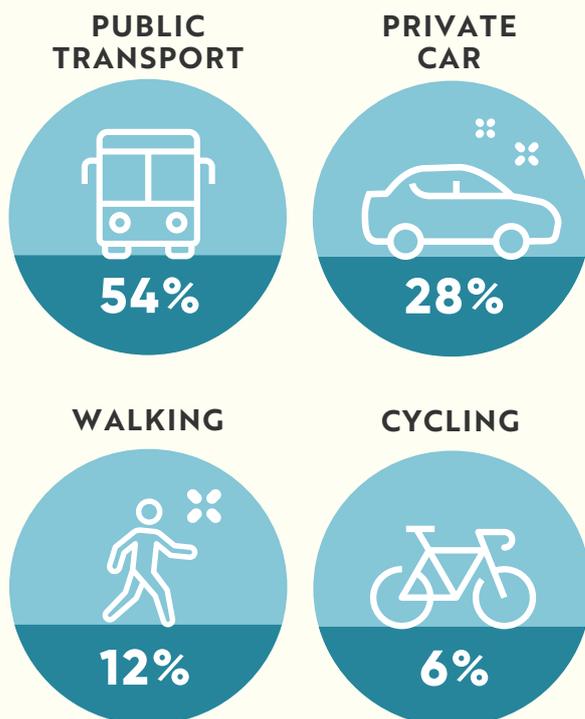
**OF PEOPLE TRAVELLED INTO THE CITY BY SUSTAINABLE MODES IN THAT TIME.**



This success has been driven by robust policies with regard to the integration of land use and transportation, modal shift, car parking restriction at destination, elimination of free car parking on street as well as proactive mobility management and engagement. The City has benefited from improvements in public transport, such as improvements in the bus network and expansion of the LUAS network, all of which has contributed to a 50% mode share for public transport.



## Mode Share



At a strategic level, sustainable development is being promoted through the integration of land use and transportation. Higher density mixed use development is taking place along transport corridors and the City is consolidating. More people are living and working in the City with a positive impact in the reduction of travel by private car and an increase in travel by active modes. The LUAS Green line has been extended; the Phoenix Park Tunnel has been reopened; the Clontarf section of the East Coast Trail and Phase Two of the Royal Canal Cycle Scheme have been completed; and reduced speed limits have been introduced and expanded. Work is progressing on major public transport infrastructure projects such as Bus Connects, Metrolink and DART Expansion. Public consultation is underway regarding the LUAS to Finglas and DART West. Major road

schemes required to facilitate the build out of residential areas are also progressing such as those at Sillogue and Belmayne. Strategic Infrastructure applications are being prepared for bridges in the Docklands and Poolbeg areas, which will underpin the development of these areas.

The City has continued to prioritise public realm with the launch of the corporate public realm masterplan for the City core *The Heart of the City* in 2016, committing the City to significant investment in public realm over three Development Plan periods. Since its launch, Local Authority own developments (Part 8) permissions have been achieved for several key projects including Liffey Street and the Grafton Street Quarter. Key spaces of national significance have been completed or are close to completion such as Kilmainham Plaza, which was completed for the Centenary commemorations in 2016, and Broadstone Gate, the gateway to the Grangegorman TU Dublin campus. Within Dublin City, the pedestrian network continues to be improved and expanded and construction is due to commence shortly on several city centre public realm projects.

The cycle network continues to be expanded and work is progressing on the road and bridge infrastructure projects identified in the new City Development Plan. Progress has also been made with regard to the expansion of alternative mobility options and

new technologies. Car and cycle schemes are operational and will be expanded. Smart technology continues to be adopted and applied where it can enhance mobility in the City. Dublin City Council has also progressed proactive engagement with communities and the Green Schools programme and has expanded an award winning child-led active travel brand citywide.



## Key Issues

Considerable progress has been made in recent years towards achieving sustainable travel patterns and a reduced reliance on private car usage. However, the successful development of the City is not without its challenges and many of the issues facing the City today remain similar. It is important to focus on further progressing modal shift to sustainable transport modes in tandem with consolidating the City and improving accessibility to key destinations.

Encouraging sustainable transport modes requires improving the attractiveness of the environment and public realm for walking and

cycling. It also requires improving the public transport network towards the National Transport Authority's 2035 vision. Initiatives such as the proposed Metrolink, Bus Connects and LUAS extensions, increase in shared mobility and micro mobility options, the planning and provision of new green pedestrian and cycle routes all contribute to a more sustainable and cleaner environment. Some of the biggest challenges facing the City in the context of sustainable transport and movement include:

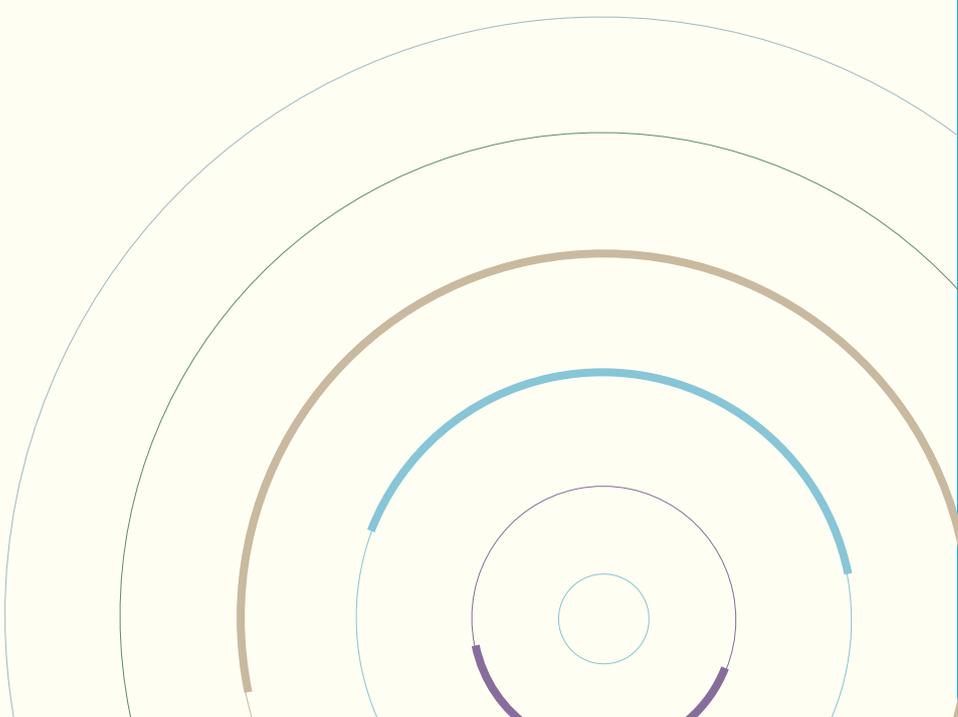
- Addressing climate change through sustainable mobility: The reduction of emissions from transport presents a huge challenge.
- Future of the City Centre: As the population increases, there is significant pressure on the City's physical infrastructure. A major challenge is how to best manage access to and mobility within the City. Reducing car commuting to the City Centre has the benefit of freeing up space for deliveries and enhances accessibility for the people with disabilities as well as those travelling to the City purchasing larger, bulky goods. It can facilitate a more attractive pedestrian environment.

- Public transport: While it is vital that land use and transportation are fully integrated, the lack of certainty around the delivery of public transport projects can be difficult to future proof within the remit of a Development Plan.
- Car parking: There is pressure across the whole City to provide minimal car parking for residential developments. This presents a serious challenge as the City strives to develop long term sustainable communities and to safeguard the residential amenity of existing communities.



# Sustainable Movement and Transport – Some Key Questions

1	How do we encourage more people to travel sustainably such as walk, cycle and use public transport?
2	Is shared mobility the future for Dublin? Should we be making use of shared community cars and bicycles, rather than privately owning them?
3	Should the Dublin City Centre of the future be car free, with access only for public transport, accessible vehicles & service vehicles?
4	Should cycling be permitted through pedestrianised zones or areas where most people are on foot? If so, what measures could be put in place to make this happen for example use of signage, introducing of speed limits?
5	Should electric vehicle charging points be provided on public streets and in areas where residential permits and pay and display schemes are in operation?





## Theme 7: Green Infrastructure, Open Space, Recreation and Natural Heritage

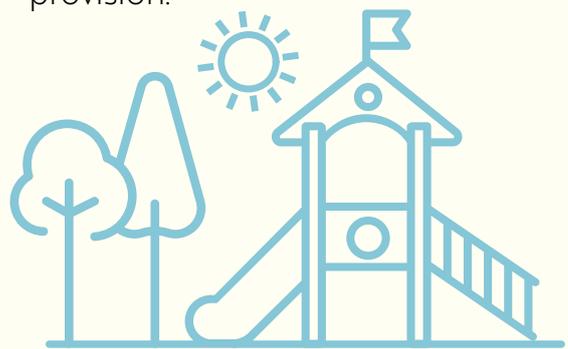
### Introduction

Green and blue infrastructure plays an essential role in creating a more healthy and liveable city. Green infrastructure refers to our green spaces including parks, gardens, open amenity space, cemeteries and woodlands. Blue infrastructure refers to waterways and water bodies such as rivers, canals and Dublin Bay. These natural assets provide a platform for community activities, social interaction, recreation and physical activity, providing sustainable drainage solutions, facilitating biodiversity and wildlife habitats, carbon capture and creating connectivity.

The City has the benefit of many natural assets including over 200 public parks forming 17% of the land area of Dublin City. Green and blue infrastructure alongside playgrounds and sports facilities provide residents, businesses and visitors with important social, physical and environmental benefits. The current

limitations and social distancing requirements brought about as a result of COVID-19 have further highlighted the continuing need for the provision and access to these assets in our urban areas.

Natural heritage is defined by UNESCO as referring to natural features, geological and physiographical formations and delineated areas that constitute the habitat of threatened species of animals and plants and natural sites of value from the point of view of science, conservation and natural beauty. The role of geoheritage as a natural asset is also valuable with a number of audited geological heritage sites of relevance in the City. Dublin City Council plays a role in fostering an understanding and appreciation of the City's natural heritage assets by ensuring appropriate protection, whilst also facilitating the enjoyment of our natural heritage through the development of appropriate access arrangements and recreational provision.



# THREE



**new playgrounds at Kilbarrack, Sean Moore Park and Le Fanu Play Park have opened since 2019.**

## Background and Context

The continued improvement and protection of Dublin’s outdoor spaces remains a priority for Dublin City Council. The first Dublin City Parks Strategy was published in 2019 setting out the services and resources of Parks and Landscape Services together with their associated policies and intended actions under the vision of ‘growing towards a greener and more liveable City’.

There have been significant achievements in the City in terms of green infrastructure and recreational amenities. Notable examples include the Greening Strategy for the Liberties which culminated in the opening of Weaver Park on Cork Street in 2017. Outdoor gym equipment has been installed in a number of parks including Poppintree Park, Ellenfield Park, Martin Savage Park, Griffith Park and Sandymount Promenade.

The City Council is committed to improving its services and facilities in accordance with its responsibilities under the Disability Act and a free beach wheelchair service has been introduced on Dollymount Strand on North Bull Island.

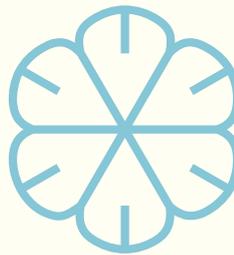
The City Council recognises that the development of greenways provide a means of sustainable and active travel whilst also giving people access to nature and outdoor recreation. Phase 2 of the Royal Canal Greenway was completed in July 2020. The Santry River Greenway Project is being progressed as part of a URDF funded project to restore the river to a more natural state whilst making provision for active travel.

## Key Issues

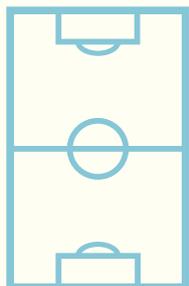
The need to protect the existing green and blue infrastructure network from fragmentation and loss due to pressures of urban development



Dublin City Council manages **60,000** street trees and **40,000** trees in public parks.



**THE NATIONAL BOTANIC GARDENS** is a major tourist attraction for Dublin and achieves annual visitor numbers in excess of **500,000**



There are **230** playing pitches and **98** public tennis courts set out in Dublin City Council’s public parks and open spaces.

**DUBLIN CITY COUNCIL OPERATES 5 LEISURE CENTRES, 3 SWIMMING POOLS AND 5 GOLF AND PUTT FACILITIES**



remains an ongoing challenge. There is also a need to consider how areas where there is a deficit of amenities can be better served and how retrofitting green infrastructure into the urban environment can be achieved. There are opportunities to explore how unexploited areas can contribute further to the green infrastructure network of the City such as riparian corridors along our urban waterways.

Open space and recreational amenities are also key to the development of active and sustainable residential communities and is essential to successful place making. The Council has an intrinsic role in ensuring that new development is planned and designed appropriately to ensure high quality amenity space. The potential of such open space/ green infrastructure in contributing to climate action through carbon capture, enhancing biodiversity, sustainable water management and flood resilience must also be fully realised. In achieving

compact growth there must be an appropriate balance of adequate multi-functional open space and recreational amenities to serve an expanding population.

The opportunity also exists to recognise and promote the value of ecosystem services that our natural assets provide to the City whilst increasing awareness of biodiversity and environmental designations in the City. There are also opportunities to enhance connections and permeability between the green infrastructure assets of the City and to enhance access to such amenities.

There is a continuing need to improve the health and wellbeing of the people of Dublin through the provision, maintenance and promotion of sporting, play and recreation facilities at neighbourhood level. This need is more acute in the inner City, between the canals, particularly with regard to community open space and public recreational resources.



# Green Infrastructure, Open Space, Recreation and Natural Heritage – Some Key Questions

<b>1</b>	<b>How do we ensure that all our citizens get the best from our green and blue infrastructure whilst the Covid-19 pandemic continues to play a prominent part in our lives?</b>
<b>2</b>	<b>How do we promote the health, environment and heritage benefits of green and blue infrastructure?</b>
<b>3</b>	<b>What development standards should be introduced to assist in the promotion and delivery of green and blue infrastructure?</b>
<b>4</b>	<b>How do we integrate green solutions within compact urban development?</b>
<b>5</b>	<b>How do we manage our natural assets as the population of Dublin City continues to grow?</b>
<b>6</b>	<b>How should the City facilitate the growing needs for sporting and recreational uses?</b>



## Theme 8: Built Heritage and Archaeology

### Introduction

The built heritage of Dublin comprises both architectural and archaeological heritage. It is an important and irreplaceable resource which reflects our past and provides the context for our future. The City has many sites and buildings of significance and this heritage contributes to the City's character, identity and sense of place. It forms a unique asset for Dublin's social, cultural and economic development and contributes to our well-being and quality of life.

National policy identifies enhanced heritage as one of its key goals. Heritage has a high degree of protection through national legislation and the City Development Plan. The Plan safeguards this heritage for future generations through proactive policy and through the record of protected structures, architectural conservation areas, archaeological zones and monuments.

The main objectives of the Built Heritage and Archaeology Chapter

of the Development Plan are to integrate the conservation of our built and archaeological heritage with the planning and development process in order to:

- Strike a reasonable balance between conservation and development objectives in the interests of the proper planning and sustainable development.
- Conserve, protect and enhance the built heritage and archaeology of the City in order to contribute to overall quality of life and liveability.

### Background and Context

The distinctive character of Dublin City comprises features such as its medieval and 17<sup>th</sup> and 18<sup>th</sup> century street pattern, Georgian brick terraces and squares, industrial heritage, institutional landmarks and Victorian and later buildings and terraces, including buildings of the 20<sup>th</sup> Century. Dublin City's wide variety of historic buildings, structures and streetscapes have protection through their inclusion on the Record of Protected Structures or designation as Architectural Conservation Areas. Under the Planning and Development Act 2000, Protected Structures are those structures considered to be of special architectural, historical, archaeological, artistic, scientific, social or technical interest. In the current Development Plan, there are 8,720 referenced structures/complexes. It is intended that these will be reviewed and updated as part of the preparation of the forthcoming Development Plan and that this process will also take into consideration additional properties

arising from the ongoing National Inventory of Architectural Heritage. The current Plan includes 23 ACA's which will be also reviewed in the forthcoming Plan. Unprotected and modest buildings of local interest also contribute to the character of the City.

The City Heritage Plan provides strategic support to the City Council and other stakeholders by delivering or contributing to a wide range of initiatives aimed at improving the management, understanding and appreciation of our City's heritage. The new City Heritage Plan will identify new ways to research, support and manage our heritage and identify opportunities to engage communities across the City and suburbs with our built environment, or archaeological monuments, and our cultural heritage and intangible cultural heritage. The Heritage Plan will be prepared in tandem with the Development Plan and the policies and objectives of the Development Plan will complement and reinforce those in the Heritage Plan.



The complex picture of human activity in Dublin expands constantly through pre-development archaeological investigations and research. The Record of Monuments and Places, which protects the area between the two canals as well as outlying villages and individual sites signifies this richness. There are over 850 known sites in the historic core, most of which have no surface expression and lie buried beneath the ground. Viking Dublin was by far one of the most important urban centres in the West and the deep, waterlogged Viking Age deposits within the historic core are of international importance.

## Key Issues

There are increasing demands being placed on our natural built and environment in order to satisfy the need for housing, transport, industry, leisure uses and climate adaption. The forthcoming Development Plan will need to strike a balance between managing the changes required to adapt, reuse and protect our rich protected and un-protected architectural heritage and its setting whilst retaining its authenticity, integrity and special interest. Whilst the protection and preservation of historic buildings is very important, a balance must also be struck between preserving their character and appearance and facilitating their sensitive adaption to cater for modern living standards. Increasing an awareness of concealed early buildings and an understanding of the values and contribution of 20th Century architecture to the character of the City is also important.

Climate Change has emerged as a major challenge for the City, as more frequent and severe weather events such as flooding present an increasing threat to Dublin's historic environment. New national policy requirements to densify and enhance the 'liveability' of Dublin will present new challenges for the City's built and archaeological heritage.

Dublin has now seen over 50 years of intensive archaeological investigation, with over 2,000 development-led investigations. The archaeological resource is non-renewable and the current level of archaeological rescue excavation in the historic core is unsustainable. The deep, waterlogged archaeological deposits buried in the historic core of the City of Dublin are of international significance and vulnerable to loss through excavation or dewatering. The Development Plan is an important

tool in managing this loss. Huge amounts of archaeological data has been recovered from Dublin, but its use in archaeological research and public dissemination has proved more challenging.

The archaeology of Dublin, in particular its Viking legacy, has the potential to become a key part of public engagement in Dublin, and tourists and residents alike are keen to engage with the City's ancient past. Further consideration will be required as to how we best protect our archaeological heritage and how we can give stronger protection to key assets such as the medieval City walls, the historic core and medieval village centres. There needs to be a greater emphasis on promoting conservation, access, good design intervention, high excavation standards and the prevention of unsuitable development, including basements.



# Built Heritage and Archaeology – Some Key Questions

<b>1</b>	<b>How can we balance the need for new development against the protection and enhancement of our built heritage?</b>
<b>2</b>	<b>What policies and/or incentives do you think can ensure that Protected Structures are properly maintained and do not fall into disrepair or subject to substandard remedial works?</b>
<b>3</b>	<b>Are there any individual buildings or groups of buildings, Industrial Heritage Sites and features that should be added or removed from the Record of Protected Structures or designated as Architectural Conservation Areas?</b>
<b>4</b>	<b>Are there any special views, landscaping, gardens, streetscapes that make a significant contribution to the character of the City and its suburbs and urban villages?</b>
<b>5</b>	<b>Do you think there should be any additional or specific policies in the new Development Plan to protect built heritage, to include un-protected buildings and sites, or is the balance right?</b>
<b>6</b>	<b>How can we encourage the sensitive reuse of redundant or derelict historic buildings?</b>
<b>7</b>	<b>How can Dublin’s archaeological and built heritage be best promoted and protected?</b>
<b>8</b>	<b>How can we better interpret, animate and develop our archaeological assets to strengthen their contribution to the tourism economy, while protecting them for future generations?</b>



## Theme 9: Culture

### Introduction

Culture is a universal and fundamental part of the human experience, and plays a central role in defining us as a society and as a City. Cultural expression takes many forms - such as music, dance, visual arts, sculpture, theatre and literature; all when used for the purpose of interpretive or cultural expression.

As the Capital City, Dublin leads the State in the wealth of cultural resources available to all, from major cultural institutions and globally recognised festivals, to local community spaces and events. As recognised in the Government policy document Culture 2025, participation in cultural activities can contribute to social cohesion, reduce isolation, improve our health and enrich all our lives.

### Background and Context

Over the past number of years, Dublin City Council has made significant progress in improving and expanding range and depth of cultural activities available within the City. The Council plays a key role in supporting the Arts and a number of festivals are run and/

or supported by Dublin City Council every year. These events engage with a wide range of communities and play an important role in addressing social exclusion. Large scale events such as the New Year's Festival, St. Patrick's Festival and Culture Night attract thousands and have many communities participating. Alongside these are festivals like the Chinese New Year, Diwali and Pride, which give opportunity and expression to the many communities that make up the rich tapestry of the City. More culturally specific events such as Opera in the Open, Hard Work Class Heros (now Music Week) and Tradfest give all people in the City an opportunity to enjoy different cultural forms and to support artistic expression.



The investment by Dublin City Council and others in marking the Decade of Centenaries has brought new cultural assets and special events to the City including the opening of Richmond Barracks, the Dublin Festival of History, exhibitions, events in the Hugh Lane Gallery and across the library network (Dublin Remembers 1916) and development of new heritage trails.

The Council has started the process of developing a new flagship cultural and library resource at Parnell Square with the intent of growing this area as a new cultural hub for the City. Design work has been completed, planning permission achieved and work on bringing the first phase to construction is underway. Three new Arts Hubs have been delivered as part of the redevelopment and expansion of Coolock, Ballyfermot and Cabra libraries. Kilmainham Mills was recently acquired by Dublin City Council and will, when renovated, provide a new cultural and community resource space for the wider Dublin 8 community.

## Key Issues

The impact of Covid-19 on our opportunities to engage and support cultural experiences and expression has been devastating for many. Most of our cultural spaces have had to shut their doors for large periods of time resulting in loss of income and expression for artists. There have also been significant negative spin off impacts to the economy and vibrancy of the City Centre. The crisis however, has also given new importance to our open air public spaces within the City for cultural and other purposes. The

cultural spaces in public ownership within the City have renewed purpose and present opportunities to find new ways to engage, to create and to enjoy the arts in all its forms.

The City Centre with its many cultural spaces- from the national institutions such as the museums and galleries, to its range of cinemas, nightclubs, theatres and public arts is the most culturally rich urban area in the State. This cultural richness benefits us all and supports a wide range of other economic and social services. Hotels, shops, restaurants, taxis and many other services and jobs benefit from a rich cultural urban context and it is an essential component to a successful tourism industry. It makes Dublin a great place to live and visit and contributes significantly to the vitality of the City.



However, as is the experience in many expanding cities, increased pressure on our scarce urban land resource for housing, office, tourism and other development as well as rising land values can create pressures and demands for many cultural spaces. It is recognised however, that cultural spaces can make places attractive to live, work and visit and are essential to successful place making. They play an important role in creating attractive and sustainable communities as well as supporting and enhancing the primacy and vitality of a successful City Centre. Cultural attractions can also play a role in regeneration, can bring real benefits to existing communities and bring much needed investment to derelict buildings or sites as well as supporting local shops, cafés and restaurants.

It is vital to the future of the City as a living, vibrant city, that the spaces to hold all such cultural events are retained and enhanced across

the City and that cultural experience is valued as a central part of our lives. The review of the City Development Plan provides an opportunity to reconsider what policies can be put in place to support existing cultural spaces and places; how we can bring new cultural spaces into newer developing areas of the City, and how opportunities for cultural production and experience can be increased for those areas and communities in the City where there are clear gaps.

The Development Plan provides an opportunity to explore whether there are sufficient cultural facilities to serve the needs of our City, what deficits exist and whether existing facilities are fit for purpose to meet the needs of this dynamic sector. Culture is what makes us who we are as humans. It is essential that we plan for it to be part of our built environment in the same way as we do for our water supply, our transport, our parks, and our built heritage.



# Culture – Some Key Questions

<b>1</b>	<b>What do you consider to be the most important spaces for culture for you in Dublin City?</b>
<b>2</b>	<b>How can Dublin City Council help support the development of new cultural spaces within the City?</b>
<b>3</b>	<b>What parts of the City do you think need further investment in arts and culture?</b>
<b>4</b>	<b>Can our libraries play a greater role in providing community arts and cultural spaces and in giving children the opportunities locally to take part in culturally enriching experiences?</b>
<b>5</b>	<b>How do we ensure equal access to all?</b>
<b>6</b>	<b>What can the Development Plan include that supports creative industry within the City?</b>



## Theme 10: Sustainable Environmental Infrastructure and Flood Risk

### Introduction

Integrating the delivery of infrastructure with plans for development is essential to ensure that there is adequate capacity to support future growth. This theme addresses a number of issues including water and drainage, surface water, air quality, waste, noise, utilities etc. National and regional policy is increasingly focused on aligning important infrastructure investment with plans for growth and development. As Dublin's population grows in accordance with the Metropolitan Area Strategic Plan and large parts of the City are redeveloped, meeting the increased demand for infrastructure and services will be an ongoing challenge.

### Background and Context

In terms of infrastructural investment, the City Council has advanced a number of projects across the City over the last number of years. A number of flood protection

schemes to protect the City from river and heavy rainfall flooding have been implemented and the City is continuing to work with the Government on Flood Risk Management Studies for the City's Rivers and coastal zones. The Council also recently contributed to the preparation of a regional strategy to improve water quality and achieve 'good' ecological status in water bodies and continues to facilitate Irish Water's (IW) infrastructure improvement projects arising from the Greater Dublin Strategic Drainage Study which will improve treated effluent quality and allow good water quality in the Liffey Estuary and Dublin Bay to be conserved.

**The Dublin Waste-to-Energy facility at Poolbeg was opened in partnership with the Council in 2017 with capacity to supply the Dublin District Heating System (DDHS),**

**generating electricity for**

**100,000**



**and the capacity to provide heating for an additional**

**50,000**



**within the nearby Poolbeg West and Docklands planning schemes and beyond**

The Council has also facilitated the delivery of numerous gas and electricity projects over the lifetime of the 2016 Plan enabling the delivery of additional energy capacity across the City in addition to upholding quality standards in respect to environmental safety, public lighting, air quality and noise management.

Dublin City Council was central to the creation of 'SMART Dublin' which led to the designation of the Dublin Docklands as a SMART District and a test location for new technologies in the areas of traffic management, sustainable mobility, energy, waste services and environmental monitoring.

## Key Issues

### Infrastructure Projects

The forthcoming Development Plan will be required to provide policy support for specific strategic water supply and waste-water infrastructure projects identified in the National Planning Framework (NPF) and the Regional Economic and Spatial Strategy (RSES). These critical projects include the Greater Dublin Drainage project, the Ringsend Waste Water Treatment Upgrade/ Expansion project, and the Eastern and Midlands Region Water Supply project.

Irish Water (IW) have responsibility for the provision of water/wastewater infrastructure. Dublin City Council will work with IW and the Regional Assembly to ensure that IW Investment Plan aligns with Dublin City Council Core Strategy and Settlement Strategy.

### Policy to Address Climate Change

Given the emergence of new challenges such as climate change, there is now more of a need to ensure our critical infrastructure – such as our drinking water supply – is secure, stable and resilient to risks such as extreme weather events. It will also be important to ensure that our City's infrastructure is able to withstand, adapt and recover from extreme weather events such as storms and surface water flooding whilst also contributing to de-carbonisation targets which have become an increasingly important focus of national and regional policy. Dublin City Council must ensure that the infrastructure policies of the forthcoming Development Plan deals proactively with these challenges.



## **Sustainable Water Resource Management**

Good planning is critically important to the management of water resources and the planning system influences effective water management both directly and indirectly through water service provision, river basin management, coastal and marine management, and flood risk planning. The Plan will include a strategic flood risk assessment.

The sustainable management of water resources is identified by national policy as a 'key future growth enabler' for Dublin. The forthcoming Development Plan will help to achieve this by continuing to support the implementation of flood risk management measures and by providing new and enhanced policy protection for water supply sources and our City's Rivers. Measures such as Sustainable Urban Drainage Systems (SuDS), which can include green roofs, permeable paving and attenuation areas contribute towards slowing surface water run-off, alleviating flooding and helping to clean the water before it reaches our rivers. The new Plan will recognise the increasing role of green infrastructure in managing surface water, improving water quality and reducing flood risk which will in turn, enhance biodiversity public amenities and deliver other multiple benefits.

## **Gas and Electricity Utilities**

The National Planning Framework requires that Development Plans provide policy support for the development of enhanced gas

and electricity supplies and their associated networks. In practice, this will require the Council to facilitate new transmission infrastructure projects whilst also safeguarding strategic energy corridors - such as ESB power lines and underground gas pipes - from encroachment by other competing forms of development. The new Development Plan will also be required to introduce policy support for utilities providers to adapt their energy generation facilities and network operations in order to develop new energy generation technology in response to new national decarbonisation, energy transition and energy security policy.

## **Managing Waste/ Energy**

National waste management policy has in more recent times switched its focus from recycling and recovery of waste to reduce landfill and the reuse of waste as a resource. The forthcoming Development Plan will need to consider new policy support for innovative waste treatment and reuse infrastructure and the use of waste treatment process to generate energy (waste-to-energy facilities such as district heating), with an overall focus on a circular economy approach to waste management. There is a new policy focus on the requirement for heat mapping and to support developments which deliver energy efficiency and the recovery of energy that would otherwise be wasted. The forthcoming Development Plan may include a new objective to identify District Energy Zone(s) in Dublin City which would function as Strategic Energy Zones suitable for larger waste energy generating projects.

## Digital Connectivity

The NPF recognises that digital data innovation and the prioritisation of investment in high quality digital connectivity infrastructure are crucial to creating a strong economy. The forthcoming Development Plan will need to support the implementation of the National Broadband Plan, the enhancement of international fibre communications links and the promotion of Ireland as an international destination for ICT infrastructures such as data centres – working with infrastructure providers to meet the digital connectivity growth demands of the City. There is also significant potential for the City Council to build on its success with the SMART City SMART Dublin initiative

to promote the City as a national demonstrator of 5G information and communication technology.

## Air Quality and Noise Management

National and regional policy recognise that air and noise pollution will remain a challenge as our settlements grow and consolidate and that work to improve air and acoustic quality must continue. It recognises that this is best achieved through a multi-sectorial approach to land-use and spatial planning. The forthcoming Development Plan will need to address the need for ongoing monitoring to inform a regional air quality and greenhouse gas emissions inventory. The Plan will also need to take account of changes to relevant noise planning strategies and the Dublin Airport noise zone.

## Sustainable Environmental Infrastructure and Flood Risk – Some Key Questions

<b>1</b>	<b>What do you think is the most important infrastructure to support Dublin's growth?</b>
<b>2</b>	<b>Do you have any suggestions for how we could better manage the City's water resources?</b>
<b>3</b>	<b>Do sustainable urban drainage (SuDS) policies in the Plan need to be further developed and enhanced?</b>
<b>4</b>	<b>How can the Development Plan best support new energy generation technologies in order to provide more secure and low carbon forms of energy?</b>
<b>5</b>	<b>How could the Development Plan support more innovative forms of waste treatment, reduction and energy reuse?</b>
<b>6</b>	<b>How can the Development Plan encourage the provision of high-quality, equally accessible and affordable digital connectivity?</b>

## Environmental Assessment

Environmental assessment of the Dublin City Development Plan 2022-2028 is a crucial element of the plan preparation process, assessing the potential environmental impacts of the implementation of policies and objectives.

### Strategic Environmental Assessment

Strategic Environmental Assessment (SEA) in accordance with European law aims to provide a high level of protection to the environment and to promote sustainable development by contributing to the integration of environmental considerations into the preparation and adoption of the Development Plan. It is carried out in parallel to the City Development Plan making process and includes a systematic evaluation of the environmental effects of implementing the Plan.

The main output of the SEA is an Environmental Report which details the finds of the SEA process and this will be made available for public inspection at the same time as the Draft City Development Plan. Furthermore, if there are subsequent amendments to the draft Plan, information on the likely significant effects on the environment of making such amendments will be made available and there will be further opportunity for submissions from the public and others.

## Appropriate Assessment

Appropriate Assessment (AA) is an assessment of the implications of the Development Plan, either individually or in combination with other plans and projects, on protected conservation sites known as Special Areas of Conservation and Special Protection Areas – collectively referred to as Natura 2000 sites. It is a requirement of the EU habitats Directive and legislation to carry out an Appropriate Assessment (Natura Impact Report) on any plan or project likely to have a significant effect on the conservation status of a Natura 2000 site. The Development Plan can only be adopted if it will not adversely affect the integrity of these protected conservation sites. The AA is carried out in parallel to the Development Plan process and also feeds in the SEA.

The Appropriate Assessment Screening Report, and if required, Natura Impact Report which sets out the impact of the City Development Plan on relevant Natura 2000 sites will be made available for public inspection at the same time as the Draft City Development Plan. As noted above, if there are amendments to the draft Plan, information on the likely significant effects on the environment of making such amendments will be made available and there will be further opportunity for submissions from the public and others.



