

Dublin City

Development Plan 2022-2028

Draft Plan

Executive Summary



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council



EXECUTIVE SUMMARY



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The Dublin City Development Plan (2022-2028) is a plan which sets out how the city will develop to meet the needs of all residents, workers and visitors.

The aim of the plan is to improve the quality of life for its citizens, and make sure that Dublin City is an attractive place to live, work and visit. The plan's policies and objectives:

- guide growth and development,
- provide a strategy to achieve proper planning, and
- show how we will achieve sustainable development, that is development that meets our needs now and won't compromise future generations meeting their needs.

The plan has 16 chapters and we summarise the main points in each chapter. Chapter 1 provides a context for the plan and all other chapters focus on a specific theme or themes.

As you read, you will notice the high level of integration and interdependence between themes and actions across chapters.

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Chapter 1: Strategic context and vision

The development plan sets out the strategic approach and vision to meet the needs and aspirations of citizens of Dublin and the country. This approach is not only for the 6-year life of the plan, but also for the long term.

The main strategic approach of the plan is to develop a city that is:

- low carbon,
- sustainable, and
- climate resilient (a capability to anticipate, prepare for, respond to, and recover from significant hazardous events such as floods with minimum damage to social wellbeing, the economy, and the environment).

The vision is for a capital city where people will choose to:

- live,
- work,
- experience city living,
- invest, and
- socialise.

In more detail, our vision for Dublin City is that, within the next 10 years, it will have an established international reputation as a city region that is one of Europe's most:

- sustainable,
- dynamic, and
- resourceful cities.

Dublin, through the shared vision of its citizens and civic leaders, will be a beautiful, compact city, with a:

- distinct character, and
- vibrant culture.

It will also have a diverse, green, and innovation-based economy.

Dublin will be a socially inclusive city of urban neighbourhoods based on the principle of the 15-minute city. This means people's daily requirements can be reached within 15 minutes by foot, bike or public transport. In this way, it is compact.

All development will be connected by exemplary public transport, cycling and walking systems.

The city will be interwoven with a high-quality green-space network.

Chapter 2: Core strategy

The aim of the core strategy is to guide how and where development should happen in the city. This strategy sets out the long-term vision for the city and promotes 'compact growth'. Compact growth involves the better use of available land within built up areas close to public transport and the city centre for development opportunities. It is also growth that is in line with developments for public transport, including cycle paths and quality footpaths.

The core strategy must show that there is enough suitable 'zoned land' to meet the targets set out in national and regional policy, using the 'prescribed methodology'. 'Zoned land' is land that is assigned or designated for certain uses such as residential use. 'Prescribed methodology' refers to the national guidelines that set out a specific way to calculate population and housing targets.

Population targets

The plan considers population targets. It uses the national guidelines on how to calculate likely population increase. By 2028, the city must accommodate between 21,350 - 31,450 additional people, up to an overall population target of between 625,750 and 640,000 people by 2028.

Housing targets

The plan also sets out the requirement for housing need. The city needs to provide for about 40,000 housing units between 2022 and 2028. Our land-capacity analysis shows that there is enough zoned land to accommodate about 50,000 housing units. That is enough land to meet the needs of the population and housing targets set by the Guidelines from the Department of Housing, Local Government and Heritage and the National Planning Framework.

Putting the plan in place

The City Council's objective is to deliver the core strategy population and housing targets through:

- plan making such as Local Area Plans,
- active land management (for example through measures such as the vacant site levy), and
- working with other sectors and agencies (like the Land Development Agency).

It also means monitoring and evaluating measures, like how well targets in the plan are being met.

Chapter 3: Climate action

Climate change involves changes to our climate that are caused directly or indirectly by human activities and which result in greenhouse gases being released into the atmosphere. An example of such activity is the burning of fossil fuels such as coal, which releases harmful gases like carbon dioxide and sulphur dioxide.

The Dublin City Council Climate Action Plan (2019-2024) has acknowledged the effects of climate change. The change has already significantly affected Dublin City at a rate that is likely to become more frequent and intense.

We need to make sure that the city:

- adapts to the impacts of change, and
- mitigates climate change in line with national policy.

As Dublin City continues to grow, it will increase the need to manage sustainably:

- water,
- land,
- transportation,
- energy,
- housing, and
- waste disposal.

The challenge will be to:

- reduce energy demand,
- reduce greenhouse gas emissions (particularly a reduction of carbon dioxide), and
- encourage the development of decentralised, alternative sources of energy (for example district heating which is a centralised heating system of distributing low carbon heat or through renewable sources such as wind or solar energy).

The plan must pay attention to the action areas identified in the:

- National Planning Framework (NPF) and Regional Spatial Economic Strategy, and
- Dublin City Climate Change Action Plan.

The other main responses in the plan to the challenges posed by climate change include:

- sustainable settlement patterns (like compact growth – the better use of available land within built up areas close to public transport and the city centre for development opportunities),
- the built environment (for example retrofitting houses with measures such as better insulation to make them more sustainable),
- waste management,
- flood resilience,
- sustainable transport (promoting more walking, cycling and use of public transport), and
- green-space network and ecosystem services (like more green spaces and nature based measures to reduce flooding).

The overall strategic approach to climate action is that all parts of the plan should include ways to manage and adapt to climate change. This will make sure that Dublin becomes a low-carbon, climate-resilient city.



Chapter 4: Shape and structure of the city

The aim for the future development of Dublin City is to achieve a high quality, sustainable urban environment, which is attractive to residents, workers and visitors.

We will encourage compact growth throughout the city by promoting appropriate:

- infill development (developing vacant or underused land), and
- use of brownfield lands and sites.

Brownfield sites are made up of land that has previously been used for building, engineering or other operations, but not for temporary uses or urban green spaces. They generally comprise redundant industrial lands or docks. They may also include former barracks, hospitals and occasionally obsolete housing areas.

We will also promote targeted growth along important transport corridors such as along the DART or Luas lines.

There is a new policy to manage height of buildings throughout the city. This policy is based on a combination of location and performance criteria.

The priority areas for future development will be in:

- the inner city,
- Key Urban Villages (KUVs), and
- Strategic Development and Regeneration Areas (SDRAs).

The plan identifies 17 SDRAs and these are primarily brownfield lands, which are identified as suitable for a greater intensity of development due to their good public transport connections. The aim is to create high quality, mixed-use communities with a good range of facilities and amenities such as schools, crèches, community facilities as well as employment opportunities.

In terms of the KUVs, there are 12 of these throughout the city. Finglas and Rathmines are examples of KUVs as they are important local retail centres. These align with the Regional Spatial and Economic Strategy retail hierarchy – which sets out the appropriate level of retail that should occur in different centres across the city. The objective of the plan is that KUVs will be developed further to provide a range of:

- retail,
- commercial,
- employment,
- community and other services.

Urban villages and smaller neighbourhood centres will also play a central role in developing the concept of a 15-minute city. This means people's daily requirements can be reached within 15 minutes by foot, bike or public transport. The plan aims to continue to consolidate and environmentally upgrade these local centres.



Chapter 5: Quality housing and sustainable neighbourhoods

We aim to create a compact city with sustainable neighbourhoods. To do this, we must provide quality housing that is:

- suitable for citizens throughout their lives, and
- adaptable to people's changing circumstances.

The city must provide quality homes and sustainable community facilities and amenities. These need to meet the needs of the city's population and contribute to the making of good, connected neighbourhood plans.

Significant population growth is forecast for Dublin City. This means we must plan for new and growing communities and an increasingly diverse as well as ageing population.

Our city must have housing that is affordable and attractive to all.

Socially inclusive housing

The development plan includes a socially inclusive Housing Strategy for the existing and future population of the city. This includes catering for the needs of those who require social housing.

The Housing Strategy is designed to address overall housing needs and the need for supported housing types. The outcomes from the Housing Strategy inform the core strategy and other policies and objectives dealing with future housing need.

Enough land but high demand for housing

The Housing Strategy (Appendix 1 of the full Development Plan) shows that there is enough, well-serviced land to meet the housing targets set out in the core strategy. However, there are ongoing challenges to delivering housing in the city. There is a pressing need to facilitate a significant increase in housing output while creating high-quality accommodation. We need to do this to address a range of housing issues including homelessness. We need to make sure that Dublin remains competitive as a place to live and invest in.

The plan promotes principles including the 15-minute city, as these provide for sustainable urban neighbourhoods and villages. It does this by making places healthy to live in and by delivering well-designed, lifetime-adaptable developments. These developments must be close to existing services and facilities.

Chapter 6: City economy and enterprise

Dublin is an international city and gateway to the European Union for many businesses. The city and region contribute significantly to the country's economy.

The strategy for the city economy and enterprise is to:

- safeguard and enhance Dublin's role as Ireland's internationally competitive capital,
- promote strategic and targeted employment growth,
- support regeneration,
- tackle vacant premises,
- support the creation of high-quality urban spaces (like improvement to the public realm),
- support the transition to a low-carbon, green, circular economy (reuse and recycle economy),
- support key economic sectors, and
- foster local economic development and social enterprise.

Better use of land to support work and related activity

Dublin city is the country's most significant employment centre. It attracts significant numbers of workers from surrounding local authority areas. We recognise the significance of providing land where employment can be developed. We also recognise that there has been significant change in the character of the city's employment land over the last number of years.

Much of the previous low-intensity industrial land has been redeveloped for:

- high-quality office use, and
- other more intensive employment land uses (example: a mix of residential and mixed use).

The economic strategy seeks to build on these trends. It aims to continue supporting the shift from low intensity, land-extensive employment uses (for example low-rise warehouse uses) to more intensive employment activity. This includes encouraging land uses like:

- offices,
- services,
- retail outlets,
- tourism and culture-related services.

The development plan promotes a more mixed-use philosophy. Employment land should be developed with or close to residential development.

Chapter 7: The city centre, urban villages and retail

Dublin city centre is where people come to experience the city's vibrant street scenes, public spaces and varied cultural and leisure offerings. They come here to:

- shop,
- work,
- study,
- live,
- socialise, and
- spend time.

The city's Key Urban Villages (important local retail centres of which there are 12 identified in the city), urban villages and neighbourhood centres are the heart of their local communities. They:

- provide a focus for local activities,
- allow for sustainable urban living.

They also allow people access to:

- local shops,
- services,
- community services,
- healthcare,
- amenities, and
- local work opportunities.

Patterns of work and lifestyles have changed due to:

- changes in economic conditions,
- technological advances,
- retail trends,
- changing consumer behaviours, and
- the Covid-19 pandemic.

People can now shop, work and be entertained from home so they are using the urban centres differently. To evolve and adapt to these trends, the city centre and the urban centres will need to offer wide-ranging amenities and uses to draw and attract visitors.

This includes:

- leisure uses,
- residential uses,
- office development,
- community uses, and
- retail.

The main aim of the Retail Strategy for Dublin City is to make the city centre retail sector the core priority and the premier retail destination in the State. It also aims to promote and consolidate the role of the Key Urban Villages with an appropriate level of retail development.

The strategy sets out how to improve the vibrancy, liveability and competitiveness of the city centre. It proposes:

- vibrant shopping streets,
- events,
- markets,
- family leisure activities,
- support for the evening economy such as pubs, theatre, cultural events,
- a city for homes,
- expanded and improved public spaces,
- new and upgraded pedestrian and cycle routes, and
- integrated public transport.

The city's Key Urban Villages, urban villages and neighbourhood centres have their own identity and sense of place. They allow people living in different parts of the city to access a wider variety of commercial, community, social and cultural services locally.

These centres will support the 'proximity principle'. This means people's daily requirements can be reached within 15 minutes by foot, bike or public transport. The development plan seeks to make sure that the vitality and viability of these centres can be maintained long term.



Chapter 8: Sustainable movement and transport

Sustainable and efficient movement of people and goods is crucial for the success and vitality of the city. We need to move away from private car and fossil-fuel-based mobility to reduce the negative impacts of transport and climate change.

The plan seeks to promote ease of movement within and around the city. It also aims to play a key role in:

- safeguarding the environment, and
- adapting to the impacts of climate change.

This policy approach promotes:

- the integration of land use and transportation, and
- improved public transport and active travel infrastructure such as walking and cycling.

The policy also promotes an increased shift towards sustainable modes of travel and an increased focus on the public realm (such as improved footpaths), as well as healthy placemaking. Health placemaking involves shaping the built environment so that healthy activities and experiences are integral to people's everyday lives. For example, measures to locate amenities are within walking distance and neighbourhoods that have more facilities such as parks and green spaces.

This plan looks to the future of mobility in the city. This includes increasing the role of:

- shared mobility schemes,
- electric vehicles, and
- other 'micro' mobility options like e-scooters.

Chapter 9: Sustainable environmental infrastructure and flood risk

When planning how to use land, we must also ensure that development is integrated with supporting infrastructure to achieve sustainable development. This is a requirement of Ireland's National Planning Framework (NPF) 2018 which identifies strategic projects to enhance:

- water supply, and
- waste-water treatment capacity.

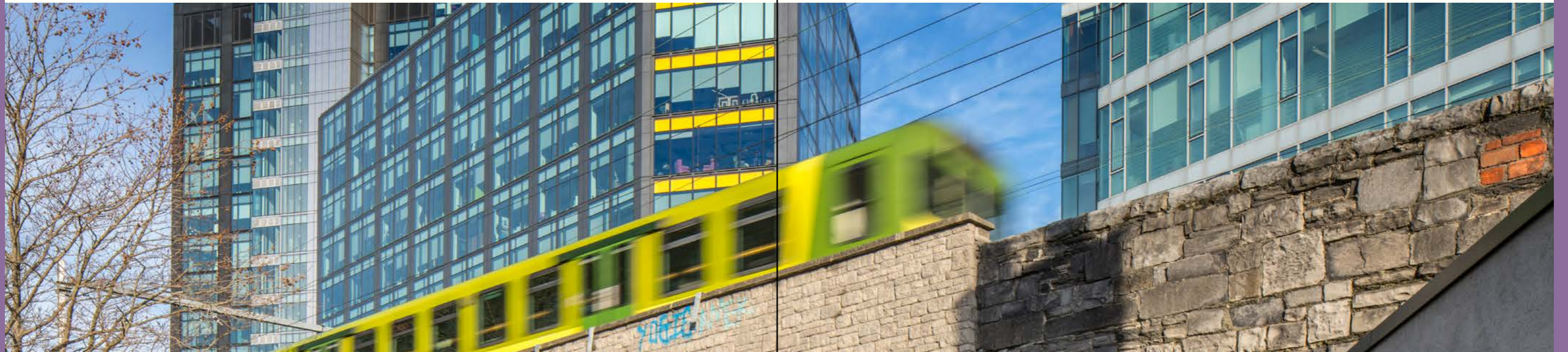
For Dublin to continue to grow and develop, we need to improve the sustainability of the following:

- energy,
- water,
- waste management, and
- resource efficiency.

In addition, the policies and objectives in the development plan are intended to provide for:

- greater energy security and efficiency,
- enhanced digital connectivity, and
- a more holistic and nature-based approach to flood risk and surface water management.

We must do all this while safeguarding environmental quality and providing for climate resilience. Applying these policies and objectives will contribute to wider climate action and environmental goals and targets.



Chapter 10: Green infrastructure and recreation

Dublin is shaped by its major landscape features including:

- the Phoenix Park,
- the River Liffey,
- Dublin Bay, and
- the river valleys of the Tolka and Dodder.

These features are its green infrastructure. They are complemented by other amenities and green spaces of the city like:

- squares,
- historic gardens,
- the canals, and
- waterfront walkways (promenades).

All of these features contribute to the city's high-quality environment and are essential resources for conserving biodiversity (such as plants and animals) and creating a healthy, low-carbon, resilient and connected city.

It is crucial to protect and enhance the quality of Dublin City's natural assets by making sure development is green, sustainable and climate resilient. This is central to making sure the city is attractive as a place to live, work and visit.

Green-space networks result in health-related benefits like clean air and better water quality. Particularly in deprived areas, green infrastructure offers possibilities to:

- increase social activity,
- improve community cohesion, and
- lower crime levels.

The development plan includes a proactive green infrastructure strategy for the city. It seeks to balance the need for the city to grow and to protect and enhance vulnerable natural assets.

As part of a green infrastructure approach, the City Council will seek more urban greening, and healthy placemaking. The overall approach is to:

- reduce the impacts of climate change,
- improve air and water quality,
- provide effective flood management,
- encourage walking, cycling and physical activity generally, and
- protect and improve biodiversity and ecological resilience.

Chapter 11: Built heritage and archaeology

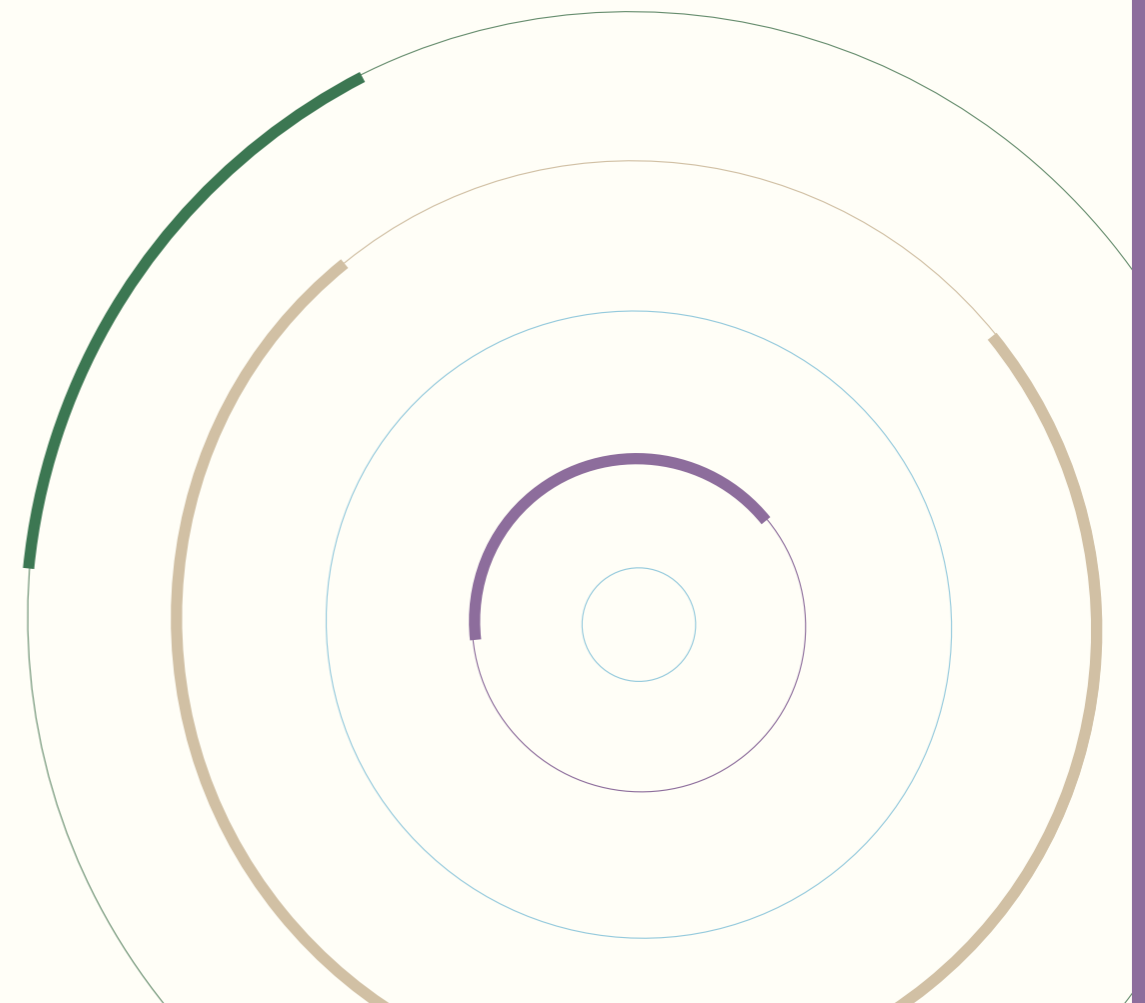
The development plan plays a key role in valuing and safeguarding built heritage and archaeology for future generations. These include features such as historic buildings, Georgian terraces and squares as well as monuments and so on. The plan guides:

- decision-making through policies and objectives, and
- how to put in place national legislation to conserve, protect and enhance our built heritage and archaeology.

The principal things that will enable the City Council to enhance the special characteristics of the city's built heritage and archaeology are:

- the Record of Protected Structures (a list of protected structures such as the Georgian Houses on Merrion Square),
- the designation of Architectural Conservation Areas and Areas of Special Planning Control (areas that are formally allocated special status to protect their character and or contribution to the heritage of the city), and
- safeguarding zones of archaeological interest (for example the medieval city quarter and the Dublin City Walls).

The development plan seeks to put in place the current Dublin City Heritage Plan. It will support the preparation and implementation of the Dublin City Heritage Plan 2022-2026.



Chapter 12: Culture

Culture is a universal and fundamental part of the human experience. It plays a central role in defining us as a society and as a city. Cultural and interpretative expression takes many forms like:

- music,
- dance,
- visual arts,
- sculpture,
- theatre, and
- literature.

As the Capital City, Dublin leads the State in the wealth of culture available to all. Dublin has everything from major cultural institutions and globally recognised festivals to local community spaces and events.

As Dublin continues to grow, we face the challenge of protecting its arts and cultural assets while allowing sustainable growth. We also need to expand the range of spaces and places available so the pace of cultural growth can match our population growth.

To enable new facilities, these challenges must be met in all parts of the city, including:

- the regeneration of industrial lands,
- the regeneration of older social housing complexes,
- new builds in the suburbs, and
- gaps in facilities provided within the existing inner and outer city suburbs.

All of this must be done while at the same time meeting the density targets within the National Planning Framework and the Regional Spatial and Economic Strategy (RSES).

As recognised in the Government policy document, Culture 2025, participation in cultural activities can:

- contribute to social cohesion,
- reduce isolation, and
- enrich all our lives.

Cultural infrastructure is a key social asset that must be planned for in the same way as our water supply, our transport, our parks and our built heritage.

The development plan seeks to address the planning challenges facing the cultural sector. It recognises that the protection and expansion of all types of cultural assets can only be achieved through both public and private investment. This reflects the diverse and wide-ranging sector that it is. The plan aims to provide for a vibrant and sustainable cultural sector and associated cultural infrastructure to meet the needs of the city.

To cater for the future population growth outlined in the National Planning Framework, such growth **must** be in line with the strategic investment priority of the National Planning Framework. This means keeping culture at the heart of communities.



Chapter 13: Strategic Development Regeneration Areas (SDRAs)

The development plan designates 17 Strategic Development Regeneration Areas. This is a key part of delivering compact growth (compact growth involves the better use of available land within built up areas close to public transport and the city centre for development opportunities). We believe that these areas can deliver significant quantities of homes and employment for the city.

For each of the SDRAs, guiding principles are provided. They set out how to make the most of the potential of these areas and develop their character.

Key objectives we must achieve are set out regarding:

- mix of uses,
- street network,
- linkages and connections within the area and to surrounding areas, for example, new routes and lanes,
- providing urban spaces, parks and playgrounds, and
- providing retail and recreational facilities.

Chapters 14, 15 and 16: Land-use zoning, development standards and implementation

The zoning (the use of land for a particular purpose) and development standard provisions of this plan support the delivery of the core strategy. In particular, the zoning provisions make sure there is enough land to meet:

- population targets, and
- the economic role of the city as the nation's capital.

Zoning also makes sure:

- there is intensification of development such as housing along public transport corridors, and
- that a mixed-use approach is promoted.

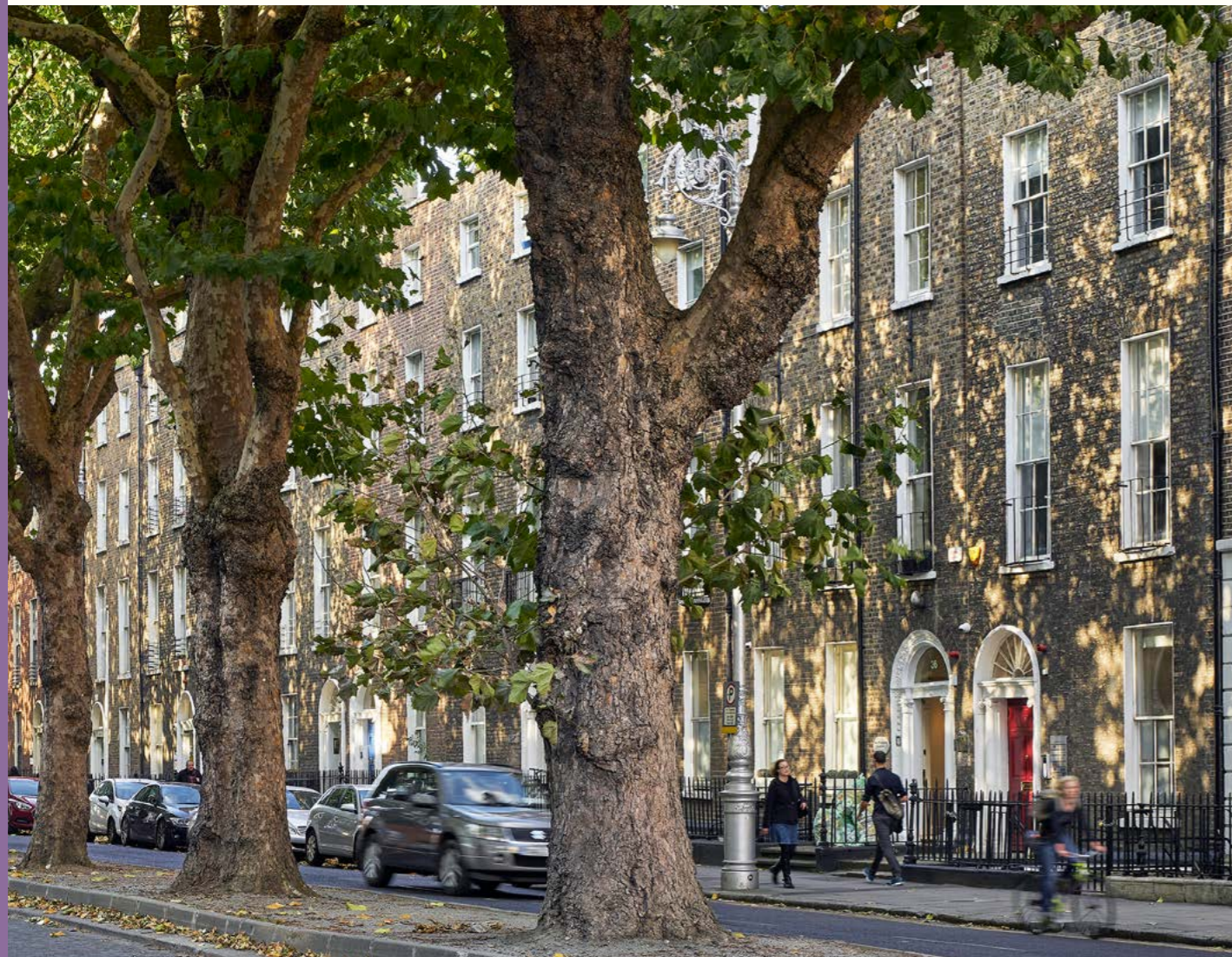
The mixed-use approach will underpin a compact and sustainable city. The Development Standards reinforce this approach with clear guidance for:

- quality residential development,
- successful neighbourhoods, and
- green infrastructure such as public open space.

These are essential parts of the intensification of the city. This intensification relates to compact growth (the better use of available land within built up areas close to public transport and the city centre for development opportunities). It also involves promoting more effective use of land.

Chapter 16 sets out:

- our city's key performance indicators (signs of progress), and
- how the plan will be put in place and monitored.





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