Proposed Variation No. 2

Alignment of the Fingal Development Plan 2017 – 2023 with the National Planning Framework (NPF) and the Regional Spatial and Economic Strategy (RSES).

January 2020

Fingal Development Plan 2017-2023
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This proposed Variation No. 2 to the Fingal Development Plan 2017-23 seeks to respond to the recent changes in National and Regional planning policy, namely the publication of the National Planning Framework (NPF) in 2018 and the Eastern and Midland Regional Assembly (EMRA) Regional Spatial and Economic Strategy (RSES) in 2019. The NPF includes a National Strategic Outcome (NSO) to achieve compact growth and consolidation of Ireland’s cities as a top priority.

This report addresses the planning and development context and rationale for the Proposed Variation No. 2 to the Fingal Development Plan 2017-2023. The Planning and Development Act, 2000 (as amended) requires that a Development Plan shall, so far as is practicable, be consistent with National and Regional Plans, Policies and Strategies which relate to proper planning and development and is also required to have regard to Guidelines by the Minister for Housing, Planning, Community and Local Government.

The publication in 2018 of Project Ireland 2040; National Planning Framework (‘NPF’) and its supporting Implementation Roadmap for the NPF, sets out a course for planning and development in Ireland. These documents confirmed that the NPF was adopted as a strategy to replace the National Spatial Strategy (NSS) and advised that the NPF is of direct relevance to the preparation of Regional Spatial and Economic Strategies (RSES) and County Development Plans. The Roadmap highlights that one of the key reasons the Government has put the NPF in place is to shape and coordinate planning, economic and spatial development and infrastructure investment at all levels, including national, regional and local, through the RSESs (prepared by the Regional Assemblies, and through City and County Development Plans and Local Area Plans).

Section 11(1) of the Planning and Development (Amendment) Act 2018 sets out additional legislative provisions for the initiation of the review of City/County Development Plans, which shall be:

I. Deferred on a once-off basis, where due to commence prior to or within a period of 3 months after the initial making of the relevant RSES, until not later than a period of 3 months after the relevant RSES has been made;

II. Temporarily suspended, where commenced and ongoing and where a draft plan has not been submitted to the members of the Planning Authority under Section 11(5)(a) of the Act, prior to the initial making of the relevant RSES in each case, until not later than a period of 3 months after the relevant RSES has been made; and

III. Rendered consistent with the RSES, either through (a) a variation of the Development Plan or (b) if considered more appropriate, a full review, to commence within a maximum period of 6 months after the making of the relevant RSES.
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Option III is of relevance to Fingal County Council (FCC), as the current Development Plan was only adopted in March 2017 and a deferral or suspension has not occurred. Therefore, following a detailed analysis of the RSES and the Development Plan, it is considered that a variation is therefore now required.

Further to the making of the RSES for the Eastern and Midland Regional Assembly (EMRA) area on 28th June 2019, the twelve planning authorities within the Region are now required to restart, review of or vary their Development Plans. This will enable the process of alignment of national, regional and local policy objectives, to commence within a period of either 13 or 26 weeks, as appropriate.

A review and detailed analysis of the Core Strategy has been carried out (see Section 6, (Chapter 2) of this report) and we are satisfied that the Core Strategy aligns with the RSES population targets. Legislation requires our Development Plan to be consistent with the population targets set out in the NPF and RSES. Therefore the Proposed Variation No. 2 will result in the following changes to the Development Plan:

1. Amendments to the Core Strategy and associated tables in the written statement; and

2. Minor amendments to text and objectives/policies throughout the written statement to refer to the National Planning Framework and the Regional Spatial and Economic Strategy.

It should be noted that this Variation is proposed within the context of the commencement of the upcoming review of the Fingal Development Plan (which will commence formally in March 2021). The Development Plan review in 2021 will address the longer term objectives and policies of both the NPF and the RSES within a wider review process and only those elements which are considered immediately necessary or legally required are proposed at this stage.
2.1 National Planning Framework

The National Planning Framework (NPF) is a Government plan for action and delivery between now and 2040 called “Ireland 2040 - Our Plan”. The NPF was launched in February 2018 and replaces the National Spatial Strategy of 2002. This updated national planning strategy places renewed emphasis on sustainable growth in cities and towns in providing for population and economic growth to 2040. Its publication is partnered by the publication of the National Development Plan 2040, which outlines a programme of investment in infrastructure to support the NPF.

The NPF sets out 10 National Strategic Outcomes and 75 National Policy Objectives.

2.2 Eastern and Midland Assembly Regional Spatial and Economic Strategy

The RSES is a strategic plan which identifies regional assets, opportunities and pressures and provides appropriate policy responses in the form of Regional Policy Objectives. At this strategic level it provides a framework for investment to better manage spatial planning and economic development to sustainably grow the Region to 2031 and beyond.

The RSES provides a:

- Spatial Strategy – to manage future growth and ensure the creation of healthy and attractive places to live, work, study, visit and invest in.
- Economic Strategy – that builds on our strengths to sustain a strong economy and support the creation of quality jobs that ensure a good living standard for all.
- Metropolitan Plan – to ensure a supply of strategic development areas for the sustainable growth and continued success and competitiveness of the Dublin Metropolitan Area.
- Investment Framework – to prioritise the delivery of key enabling infrastructure and services by government and state agencies.
- Climate Action Strategy – to accelerate climate action, ensure a clean and healthy environment and to promote sustainable transport and strategic green infrastructure.

The principal statutory purpose of the RSES is to support the implementation of Project Ireland 2040 – National Planning Framework and National Development Plan 2019-2027 and the economic policies of the Government by providing a long-term strategic planning and economic framework for the development of the Regions.

The RSES will be implemented in policy within the Development Plan and Local Economic and Community Plan (LECP). The RSES will be realised by the delivery of European and National funding that will achieve the Regional Strategic Outcomes (and NPF National Strategic Outcomes) expressed in the Strategy. These funds will focus on the priorities and key aspects of the RSES to sustainably grow the Region.
The Growth Strategy for the Eastern and Midland Region will:

- Support the continued growth of Dublin as our national economic engine
- Deliver sustainable growth of the Metropolitan Area through the Dublin Metropolitan Area Strategic Plan (MASP)
- Target growth of our Regional Growth Centres of Athlone, Drogheda and Dundalk as regional drivers
- Support our vibrant rural areas with a network of towns and villages
- Facilitate the collaboration and growth of the Dublin – Belfast Economic Corridor
- Embed a network of Key Towns (including Swords) through the Region to deliver sustainable regional development.
- Support the transition to a low carbon, climate resilient and environmentally sustainable Region.

Fingal straddles the Dublin City and Suburbs area, the Metropolitan Area and the Core Region of the RSES settlement hierarchy. The Dublin City and Suburbs is also considered in the context of the Metropolitan Area Strategic Plan (MASP). Table 6.1 summarises Settlement Hierarchy, with a description of the type of settlement at each tier in the hierarchy and the locations designated, including the relevant Fingal County Council settlements. Towns and Villages are to be defined at County level, by the County Development Plan.
The MASP is an integrated land use and transportation strategy for the Dublin Metropolitan Area. The overall vision for the MASP area is underpinned by a spatial framework that supports the overall Settlement Strategy outlined in the RSES and sets out an integrated land use and transportation strategy for the sequential development of the metropolitan area, focused on:

- Consolidation of Dublin City and suburbs;
- Key Towns of Swords, Maynooth and Bray; and
- Planned development of strategic development areas in Donabate, Dunboyne, Leixlip and Greystones.

2.3 Fingal Development Plan 2017-2023

The Fingal Development Plan 2017-2023 sets out the Council’s proposed policies and objectives for the development of the County over the Plan period. The Development Plan seeks to develop and improve, in a sustainable manner, the social, economic, environmental and cultural assets of the County. The Fingal Development Plan 2017 – 23 was made by the Elected Members on 16th February 2017 and came into effect 4 weeks later, on 16th March 2017. The Development Plan is valid for a six year period (until March 2023). Section 15(2) of the Planning and Development Acts, as amended, required the Planning Authority to prepare and present to the Elected Members a Progress Report not more than 2 years after the making of the Development Plan. This Progress Report was published in April 2019.

The administrative area of Fingal covers over 450 square kilometres and includes 88km of scenic coastline. The County stretches from the River Liffey and the Dublin City boundary in the south to the Meath boundary north of Balbriggan, and eastwards from the coast to the Meath and Kildare boundaries in the west. Fingal has the youngest population in the State (total population, 296,214 in 2016 Census), which is a key characteristic of the County as it accommodates an expanding Dublin population.

The Strategic Vision for the County is to:

- Consolidate urban areas to provide a vibrant, attractive environment for living and working, facilitating efficient movement by sustainable modes of transport throughout the County.
- Create a high quality built environment integrating the conservation of Fingal’s built heritage with best practice contemporary architecture and urban design.
- Support and protect Fingal’s attractive rural villages and countryside which support agriculture, horticulture, recreation and tourism. Promote vibrant rural villages with a mix of uses, through the creation of a dynamic framework which involves people living, working, and interacting for social and community reasons.
- Ensure consistency with the Council’s Core, Settlement and Housing Strategies to provide high quality housing of a sufficient scale and mix, located in optimum locations and aligned with adequate infrastructure, services and amenities.
- Direct rural generated housing demand to villages and rural clusters and promote the re-use and rehabilitation of existing housing stock in rural areas in preference to new build in order to preserve and enhance the distinct character of rural Fingal.
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- Make better use of key resources such as land, water, energy, waste and transportation infrastructure.
- Create a competitive business environment supporting economic development, job creation, tourism and prosperity for all.
- Reduce climate change through settlement and travel patterns and reduced use of non-renewable resources.
- Protect Green Infrastructure and enhance Fingal’s natural resources of clean water, biodiversity, nature conservation areas, landscape, coastline, greenbelts, parks and open spaces, and agricultural land.
- Improve on key social, cultural, economic and environmental indicators.
- Promote active and healthy lifestyles through increased opportunities for walking, cycling and active sport and recreation.
- Make Fingal an attractive and vibrant place to live, work and visit.
- Encourage inclusive and active sustainable communities based around a strong network of community facilities.

The Development Plan is underpinned by the principles of sustainable development, climate change adaptation, social inclusion and high quality design.
IDENTIFICATION OF AMENDMENTS TO THE DEVELOPMENT PLAN

The impact of Proposed Variation No. 2 (maps/figures, tables and text) to the Development Plan are detailed in Section 6 of this document and are structured to follow the sequence of the Development Plan. This document should therefore be read in conjunction with the Fingal Development Plan 2017-2023 and Variation No. 1 adopted on 9th December 2019.

It should be noted that there are no amendments to the Chapters of the Development Plan outlined below as a result of this Proposed Variation No. 2.

Chapters & Appendices of the Development Plan that are not subject to change

Chapters
- Chapter 10: Cultural Heritage
- Chapter 11: Land Use Zoning Objectives
- Chapter 12: Development Management Standards

Appendices
- Appendix 2: Record Of Protected Structures
- Appendix 3: Recorded Monuments
- Appendix 4: Technical Guidance Notes
- Appendix 6: Map Based Local Objectives
- Appendix 7: Ecosystem Services Approach (Esa) Graphic
- Appendix 8: Dublin Bay Biosphere Reserve Map 2016

Where appropriate, headings and extracts of text before and after the amendments are included in order to present the amendments within their context. Written submissions or observations can only be made in relation to the Proposed Variation and the associated Environmental Determinations.

The nature and extent of each of the Proposed Variations are identified as follows:

Proposed Amendments involving additional text are shown in green.
Proposed Amendments involving deletion of text are shown in red strikethrough.
Proposed Amendments that involve changes to a map/figure are highlighted on the relevant figure in terms of the area affected. This is accompanied by the text of the Proposed Variation. Existing unedited text will remain in black.

Each proposed amendment is designated with a unique reference name/number and is accompanied by the relevant section and page number of the Development Plan to which the proposed amendment relates. The relevant reference name(s)/number(s) should be included in all submissions.

The proposed amendments highlighted below are set out under the main Development Plan Chapter that they affect and the section of that Chapter (i.e. Chapter 3, section 3.2). Please note that proposed amendments and updates to maps/figures and tables will be made in the final publication at the end of the process.
ENVIRONMENTAL DETERMINATIONS

Appendix 1 and 2 of this document incorporates Environmental Determinations (SEA and AA) prepared in accordance with Section 169 of the Planning and Development Act 2000 (as amended), Article 179 of the Planning and Development (Strategic Environmental Assessment) Regulations 2004 and Article 6 of the Habitats Directive 92/43/EEC.

SEA Determination
A SEA Determination Screening Report on the Proposed Variation Amendments has been prepared and has informed the SEA Determination. The SEA Determination is included in Appendix 1 of this document and, for background information purposes, the SEA Determination Screening Report is available as a separate document.

AA Determination
An AA Determination Screening Report on the Proposed Variation Amendments has been prepared and has informed the AA Determination. The AA Determination is included in Appendix 2 of this document and, for background information purposes, the AA Determination Screening Report is available as a separate document.
HOW TO MAKE WRITTEN SUBMISSIONS/ OBSERVATIONS

Written submissions or observations with respect to the Proposed Variation No. 2 to the Fingal Development Plan 2017-2023, the SEA Determination or AA Determination may be made to Fingal County Council between 10th January 2020 and 7th February 2020 (inclusive) as follows:

Online:  www.consult.fingal.ie
Post:    Proposed Variation No. 2 Fingal Development Plan 2017-2023, Senior Executive Officer, Planning & Strategic Infrastructure Department, Fingal County Council, County Hall, Swords, Co. Dublin K67 X8Y2.
E-mail:  devplan@fingal.ie

Written submissions or observations should be made by one prescribed medium only and should include:

- Relevant Proposed Variation No. 2 Amendment Reference name(s)/number(s) as detailed in this document;
- Full name and address of person making submission/observation; and
- Details of organisation/community group/company represented where relevant.

Any written submissions or observations made to the Planning Authority from 10th January 2020 to 5.00pm 7th February 2020 in respect of the proposed Variation and associated screening for Strategic Environmental Assessment and Screening for Appropriate Assessment will be taken into consideration before the making of the Variation.

Written submissions or observations received by the Planning Authority in relation to the proposed Variation may be published on the website of the Planning Authority. The details including the names of those making submissions may be shared with relevant Council Departments or their agents involved in the making of the Variation and may form part of reports linked to the making of the Variation. The Chief Executives Report on submissions and observations received will include the names of those who made submissions or observations and will be included in the minutes of that meeting and subsequently published on Fingal County Council’s website.

Submissions not relating to the Variation as outlined above and/or the associated Environmental Determinations cannot be taken into account.
Chapter 1 – INTRODUCTION AND STRATEGIC CONTEXT

1.2 Legislative Background to the Fingal Development Plan 2017-2023

This Plan has been prepared in accordance with the requirements of the Planning and Development Act, 2000 (as amended). These Acts set out mandatory requirements for inclusion in a Development Plan. These consist of, inter alia, objectives for the zoning of land, the provision of infrastructure, the conservation and protection of the environment, and the integration of the planning and sustainable development with the social, community and cultural requirements of the area and its population. It also includes the requirement to prepare a ‘core strategy’ for the County, which must be consistent, as far as practicable, with National and Regional development objectives as set out in the National Spatial Strategy (NSS) and Regional Planning Guidelines for the Greater Dublin Area (RPGs), National Planning Framework (NPF) and the Regional Spatial and Economic Strategy (RSES).

1.5 Main Aims of the Development Plan

The Fingal Development Plan 2017-2023 aims to:

10. Co-operate with the Eastern and Midland Regional Assembly, Local Authorities and other stakeholders in meeting the needs and development requirements of the County and the Greater Dublin Area in accordance with the National Spatial Strategy and the Regional Planning Guidelines for the GDA Region in accordance with the National Planning Framework and the Regional Spatial and Economic Strategy and any successor policy documents.
1.7 Current Context

Update Figure 1.1 to omit reference to:
National Spatial Strategy 2002–2020

And replace these with:
Ireland 2040
National Development Plan 2018 – 2027
National Spatial Strategy
Regional Spatial and Economic Strategy 2019 – 2031

CHAPTER 2 – CORE STRATEGY AND SETTLEMENT STRATEGY

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2.1 Statutory Context

The Planning and Development (Amendment) Act 2010 introduced the requirement for an evidence based ‘Core Strategy’ to be included in County Development Plans. The key purpose of core strategies is to ensure that local authorities identify and reserve an appropriate amount of land in the right locations to meet housing and population targets. This is done through the articulation of a medium to long term quantitative strategy for the spatial development of the area of the planning authority which is consistent with national and regional policy objectives set out in National Spatial Strategy (NSS) and the Regional Planning Guidelines for the Greater Dublin Area (RPGs) the National Planning Framework (NPF) and the Regional Spatial and Economic Strategy for the Eastern and Midland Regional Assembly (RSES).

Under the Act, a Core Strategy focuses on:

- Defining a settlement hierarchy for the County that is consistent with the NSS and RPGs, NPF and RSES.
- Transposing the prescribed RPGs RSES housing and population targets set at County level for the rural and urban centres identified within the settlement hierarchy.
- Providing an evidence based rationale for the land proposed to be zoned for residential and mixed use development having regard to the capacity of existing zoned land and the phasing of development taking account of the location of public transport and services.
- Demonstrating how the Planning Authority has had regard to the statutory Retail Planning Guidelines in setting out objectives for retail development (see Chapter 6: Economic Development).
While the Act does not expressly require core strategies to contain information concerning other land uses such as employment and commercial zones, the Guidance Note on Core Strategies, issued by the then DoEHLG (2010) recommends that planning authorities undertake an appropriate level of analysis to ensure that sufficient lands are zoned at suitable locations, taking account of higher level planning policies and the required physical infrastructure.

2.2 Consistency with the National Spatial Strategy

Development Plans sit within a hierarchy of national and regional spatial plans. At the top of this hierarchy is the National Spatial Strategy. It aims to achieve a better balance of social, economic and physical development and population growth across the country. In Dublin, it favours the physical consolidation of the Metropolitan Area as an essential requirement for a competitive city region. It also seeks to sustain Dublin’s role as the engine of the national economy while strengthening the drawing power of other areas, bringing people, employment and services closer together to create a better quality of life. This will help to avoid congestion, discourage long distance commuting, enhance the environment and increase access to services like health, education and leisure. The DoPHCLG is currently preparing a National Planning Framework which when published by Government will succeed the NSS. However, until such time as there is a replacement Strategy the Development Plan takes its policy guidance from the current NSS.

2.2 Consistency with the National Planning Framework

The Department of Housing, Planning and Local Government, on behalf of the Government, prepared and published the National Planning Framework (NPF) under Project Ireland 2040. This is the overarching policy and planning framework for the social, economic and cultural development of our country.

The NPF was launched in February 2018 and replaces the National Spatial Strategy of 2002. This updated national planning strategy places renewed emphasis on sustainable growth in cities and towns in providing for population and economic growth to 2040. Its publication is partnered with the National Development Plan 2040, which outlines a programme of investment in infrastructure to support the NPF.

The NPF sets out 10 National Strategic Outcomes and 75 National Policy Objectives. The purpose of the NPF is to enable all parts of Ireland, whether rural or urban, to successfully accommodate growth and change, by facilitating a shift towards Ireland’s regions and cities other than Dublin, while also recognising Dublin’s ongoing key role.

The NPF informs the policies of the Regional Spatial and Economic Strategies, and from this into the County Development Plan. It is also implemented through other plans and programmes at national and regional level such as the National Climate Change Strategy, the National Development Plan and the Transport Strategy for the Greater Dublin Area 2016-2035.
2.3 Consistency with the Regional Planning Guidelines for the Greater Dublin Area 2010 – 2022

The National Spatial Strategy was implemented in the Dublin and Mid-East Regions through the Regional Planning Guidelines for the Greater Dublin Area 2010-2022. These Guidelines continue to be the key regional policy influence on the preparation of the Development Plan. Following on from the enactment of the Local Government Reform Act 2014, three new Regional Assemblies came into effect in January 2015, replacing the previous Regional Authorities. Fingal is now part of the Eastern and Midlands Regional Assembly which is made up of the counties of Leinster less Carlow, Kilkenny and Wexford. The new Assembly will produce a Regional Spatial and Economic Strategy which will, when adopted, supersede the current RPGs. When the new Regional Spatial and Economic Strategy is published after the adoption of the Fingal Development Plan, the Development Plan may have to go through a formal variation process to ensure that it remains consistent with any revised targets and objectives of the Regional Strategy.

Until such time as new Regional Strategies are prepared, the preparation of the Development Plan will continue to be guided by the RPGs. These Guidelines seek to deliver policies that integrate land use, transport, economic growth and investment in utilities – water, broadband and energy so that the Greater Dublin Area (GDA) can move towards becoming a sustainable high-quality location for business, residents and visitors. The RPGs define the settlement hierarchy and the identification of growth areas within the GDA. Each county is assigned housing targets based on population projections up to 2022. The Fingal Development Plan is obliged to be consistent with these targets and this core strategy indicates how and where the County has sufficient zoned land to meet them:

The current RPGs targets are based on the 2006 Census and are, therefore, outdated. However, they indicate that while “......in the short term, it is not planned for or expected that housing completions will be significant” and that the population targets may prove to be “...unachievable in the short-term”, it is important that “Councils are well placed for an economic recovery and that adequate provision is made, even if uptake is slower”.

2.3 Consistency with the Regional Spatial and Economic Strategy for the Eastern and Midlands Assembly and the Dublin Metropolitan Area Strategic Plan (MASP)

The RSES is a strategic plan which identifies regional assets, opportunities and pressures and provides appropriate policy responses in the form of Regional Policy Objectives. At this strategic level it provides a framework for investment to better manage spatial planning and economic development to sustainably grow the Region to 2031 and beyond.

The RSES provides a:

- Spatial Strategy – to manage future growth and ensure the creation of healthy and attractive places to live, work, study, visit and invest in.
- Economic Strategy – that builds on our strengths to sustain a strong economy and support the creation of quality jobs that ensure a good living standard for all.
- Metropolitan Plan – to ensure a supply of strategic development areas for the sustainable growth and continued success and competitiveness of the Dublin Metropolitan Area.
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• Investment Framework – to prioritise the delivery of key enabling infrastructure and services by government and state agencies.
• Climate Action Strategy – to accelerate climate action, ensure a clean and healthy environment and to promote sustainable transport and strategic green infrastructure.

The principal statutory purpose of the RSES is to support the implementation of Project Ireland 2040 – National Planning Framework and National Development Plan 2019-2027 and the economic policies of the Government by providing a long-term strategic planning and economic framework for the development of the Regions.

The RSES will be implemented in policy in the Development Plan and Local Economic and Community Plan (LECP). The RSES will be realised by the delivery of European and National funding that will achieve the Regional Strategic Outcomes (and NPF National Strategic Outcomes) expressed in the Strategy. These funds will focus on the priorities and key aspects of the RSES to sustainably grow the Region.

The Growth Strategy for the Eastern and Midland Region will:

• Support the continued growth of Dublin as our national economic engine
• Deliver sustainable growth of the Metropolitan Area through the Dublin Metropolitan Area Strategic Plan (MASP)
• Target growth of our Regional Growth Centres of Athlone, Drogheda and Dundalk as regional drivers
• Support our vibrant rural areas with a network of towns and villages
• Facilitate the collaboration and growth of the Dublin – Belfast Economic Corridor
• Embed a network of Key Towns (including Swords) through the Region to deliver sustainable regional development.
• Support the transition to a low carbon, climate resilient and environmentally sustainable Region.

Fingal is identified in the RSES within the Dublin Region and partly within the MASP area, the area outside the MASP boundary is in the Core Region.
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Figure 6.1 – EMRA Areas

Dublin City and Suburbs
Support the consolidation and re-intensification of infill/brownfield sites to provide high density and people-intensive uses within the existing built-up area and ensure that the development of future development areas is co-ordinated with the delivery of key water and public transport infrastructure.

Regional Growth Centres
Support significant population and economic growth to drive effective regional development, with a vision for Athlone to act as a lead town for the Midlands, growing to around 30,000 by 2031. The vision for Drogheda and Dundalk is for both to reach a target population in the region of 50,000 by 2031.

Key Towns
Provide for the sustainable, compact, sequential growth and urban regeneration in the town core of identified Key Towns by consolidating the built footprint through a focus on regeneration and development of identified Key Town centre infill/brownfield sites.

Self-Sustaining Growth Towns
Settlements with strong service and employment functions may have the capacity to support a level of commensurate population and employment growth to become more self-sustaining, in line with their capacity of public transport, services and infrastructure, to be determined by local authorities.

Self-Sustaining Towns
Some settlements, particularly those that have undergone rapid residential expansion will require targeted investment in local employment and services to grow at a more sustainable level appropriate to their position in the hierarchy, to be determined by local authorities.

Rural Places
Support the sustainable growth of rural areas by promoting the revitalisation of rural towns and villages, including ready to go regeneration projects coupled with investment where required in local employment and services and targeted rural housing policies, to be determined by local authorities.
As shown in the map above, the Dublin Metropolitan Area Strategic Plan area stretches from the coast, north of Donabate, north of Swords and across the N2, and M3 to the boundary with South Dublin and Kildare. The core region encompasses the rest of the County.

The requirement for a Metropolitan Area Strategic Plan (MASP) to be prepared for Dublin as part of the Regional Spatial and Economic Strategy is set out in Project Ireland 2040 – National Planning Framework. The MASP is an integrated land use and transportation strategy for the Dublin Metropolitan Area that sets out:

- A vision for the future growth of the Metropolitan Area and key growth enablers, identifying strategic corridors based on their capacity to achieve compact sustainable and sequential growth along key public transport corridors, existing and planned;
- Large scale strategic residential, employment and regeneration development opportunities and any infrastructure deficits or constraints that need to be addressed; and
- A sequence of infrastructure priorities to promote greater co-ordination between local authorities, public transport and infrastructure providers for the phased delivery of sites.

This overall vision for the MASP area is underpinned by a spatial framework that supports the overall Settlement Strategy outlined in the RSES and sets out an integrated land use and transportation strategy for the sequential development of the metropolitan area, focused on:

- Consolidation of Dublin City and suburbs;
- ‘Key Towns’ of Swords, Maynooth and Bray; and
- Planned development of strategic development areas in Donabate, Dunboyne, Leixlip and Greystones.

To achieve the vision the MASP identifies a number of Guiding Principles for the sustainable development of the Dublin Metropolitan Area. These include (but are not limited to):

- Dublin as a Global Gateway – In recognition of the international role of Dublin, to support and facilitate the continued growth of Dublin Airport and Dublin Port, to protect and improve existing access and support related access improvements.
- Compact sustainable growth and accelerated housing delivery.
- Integrated Transport and Land use – To focus growth along existing and proposed high quality public transport corridors and nodes on the expanding public transport network and to support the delivery and integration of ‘BusConnects’, DART expansion and LUAS extension programmes, and Metro Link, while maintaining the capacity and safety of strategic transport networks.
- Increased employment density in the right places.
- Alignment of growth with enabling infrastructure – To promote quality infrastructure provision and capacity improvement, in tandem with new development and aligned with national projects and improvements in water and waste water, sustainable energy, waste management and resource efficiency.
• Social Regeneration.

• Identify Future Development Areas – To identify future development areas that may be delivered beyond the lifetime of the RSES, but within the longer-term 2040 horizon set out by the NPF.

To achieve these ambitious principles, strategic residential and employment development corridors are identified in the MASP, to create sustainable compact communities with improved housing choice, access to social and economic opportunities, enhanced services and amenities for the resident population.

These strategic residential and employment development corridors are based on their capacity to achieve compact sustainable and sequential growth along key public transport corridors, existing and planned.

Swords is specifically identified as one of three ‘Key Towns’ in the MASP area, alongside Bray and Maynooth. These Key Metropolitan Towns are important in a regional and a county context and they have the capacity and future potential to accommodate above average growth in the Region with the requisite investment in employment creation, services, amenities and sustainable transport. Specific Regional Policy Objectives are outlined for Swords.

The Core Region is the peri-urban ‘hinterlands’ within the commuter catchment around Dublin, and extends into the Midlands, north into Louth and south beyond the Region into Wexford. The Core Region contains a strong network of county and market towns that have a good level of local employment, services and amenities, which serve not just their resident populations but a wider catchment area. These include Arklow, Balbriggan, Drogheda, Navan, Naas, Newbridge and Wicklow.

These towns have capacity for continued commensurate growth to become more self-sustaining and to attract high quality knowledge based employment at strategic accessible locations. Relevant Growth Enablers for the Core Region include;

• Promote continued growth at more sustainable rates, while providing for increased employment and improved local economies, services and functions to allow towns become more self-sustaining and to create the quality of life to attract investment.

• ‘Catch up’ investment to promote consolidation and improvement in the sustainability of those areas that have experienced significant population growth but have a weak level of services and employment for their residents.

• Diversification and specialisation of local economies with a focus on clustering, smart specialisation, place making and urban regeneration to create the quality of life to attract FDI and indigenous investment and increase high value knowledge-based employment including second site and relocation opportunities.

• Promote the Region for tourism, leisure and recreational activities including development of an integrated greenway network while ensuring that high value assets and amenities are protected and enhanced.
Also relevant to Fingal is the Dublin – Belfast Economic Corridor which is identified as a strategic connection. This Corridor is the largest economic agglomeration on the island of Ireland, with the cities and towns along the Corridor home to a population of around 2 million people. The Corridor links the two largest cities by high capacity road and national rail links and plays a critical role in supporting economic growth and competitiveness.

2.4 Regional Planning Guidelines’ Settlement Strategy

The overarching framework for Fingal’s Settlement Strategy is set out in the RPGs and is based on the identification of key growth areas within the Metropolitan and Hinterland Areas of the GDA (see Figure 2.3 Core Strategy Map). The stated objective of the RPGs Settlement Strategy is to consolidate urban areas around the Dublin Gateway and make the most efficient use of investment in infrastructure through integration with land use planning policy. The RPGs recognise that Fingal contains both a large metropolitan area and a strong rural hinterland and that new public transport corridors will provide new opportunities to strengthen the integration between high quality, high capacity public transport and housing growth.

In this regard future expansion of the existing built footprint within the Metropolitan Area should only happen in tandem with the planned, committed development of high quality heavy or light rail based public transport projects. This will support the implementation of the NTA’s Transport Strategy for the Greater Dublin Area and maximise the benefit of the large-scale investment currently being made in public transport in the Dublin region. The RPGs specifically recommend that the majority of future housing in Fingal should occur within the catchment areas of such strategic transport infrastructure, and phasing for towns outside of these corridors allowing for lower levels of growth in line with the natural increase in population levels. Equally, any expansion must be within carefully considered phased, high standard, integrated Local Area Plans or Strategic Development Zones where new housing and public transport and other services are delivered in tandem.

The Hinterland Area includes a varied array of urban centres from large vibrant towns to smaller locally focused villages. It also includes large areas of agricultural and natural lands as well as amenity locations within active rural communities. The value of these areas is recognised in the RPGs and it is indicated that they should be carefully managed to ensure their primary use is protected from encroachment, fragmentation and urban driven development. The identification of suitable greenbelt lands is encouraged in this regard and it is a policy approach that has been fully utilised within this Plan.

The RPGs Settlement Hierarchy identifies a hierarchy of settlement types within the Metropolitan and Hinterland areas of each county and the appropriate policy for growth within them (see Table 2.1). Small towns and villages are defined at county level by the Development Plan (see Section 2.7, Settlement Strategy).
<table>
<thead>
<tr>
<th>Hierarchy</th>
<th>Description</th>
<th>Locations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gateway Core</strong></td>
<td>International business core- and high-density population; retail &amp; cultural activities.</td>
<td>Dublin City Centre &amp; immediate suburbs</td>
</tr>
<tr>
<td><strong>Metropolitan Consolidation Towns</strong></td>
<td>Strong active urban places- within metropolitan area with strong transport links</td>
<td>Swords, Blanchardstown, Lucan, Clondalkin, Tallaght, Dundrum, Dun Laoghaire-Bray.</td>
</tr>
<tr>
<td><strong>Large Growth Towns I</strong></td>
<td>Key destinations, economically active towns supporting surrounding areas, located on Multi Modal Corridor in metropolitan hinterland. Smaller in scale but strong active growth towns, economically vibrant with high quality transport links to larger towns/city</td>
<td>Navan, Naas, Wicklow, Drogheda</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Newbridge, Greystones, Arklow, Cherrywood, Balbriggan, Dunboyne, Maynooth, Leixlip</td>
</tr>
<tr>
<td><strong>Large Growth Towns II</strong></td>
<td>(i) In Metropolitan areas, strong edge of metropolitan area district service centres; high quality linkages and increased densities at nodes on public transport corridors (ii) In hinterland areas; 10k from large town on public transport corridor, serve rural hinterland as market town</td>
<td>Donabate, Celbridge, Lusk, Rush, Ashbourne, Dunshaughlin, Kells, Trim, Kildare, Monasterevin, Kilcullen, Kilcock, Blessington, Athy, Newtownmountkennedy.</td>
</tr>
<tr>
<td><strong>Moderate Sustainable Growth Towns</strong></td>
<td>(i) In Metropolitan areas, strong edge of metropolitan area district service centres; high quality linkages and increased densities at nodes on public transport corridors (ii) In hinterland areas; 10k from large town on public transport corridor, serve rural hinterland as market town</td>
<td>Donabate, Celbridge, Lusk, Rush, Ashbourne, Dunshaughlin, Kells, Trim, Kildare, Monasterevin, Kilcullen, Kilcock, Blessington, Athy, Newtownmountkennedy.</td>
</tr>
<tr>
<td><strong>Small Towns</strong></td>
<td>Good bus or rail links; 10k from large growth towns.</td>
<td>To be defined by Development Plans.</td>
</tr>
<tr>
<td><strong>Villages</strong></td>
<td></td>
<td>To be defined by Development Plans.</td>
</tr>
</tbody>
</table>
2.4 Regional Spatial and Economic Strategy Settlement Strategy

The National Planning Framework (NPF) sets out a targeted pattern of growth for the Eastern and Midlands Region and the Capital City and this is further expanded in the Implementation Roadmap for the NPF (July 2018). These growth figures inform the delivery of national policy expressed in the NPF and the delivery of the RSES. The further breakdown of population
projections to county level are contained in Appendix B of the RSES for use by local authorities in the formulation of the core strategies of their development plans. The RSES has used a robust evidence based approach to derive a settlement hierarchy that will achieve the Regional Strategic Outcomes of the NPF for the benefit of the whole Region.

The RSES Settlement Strategy defines the settlement hierarchy for the entire Region, identifying key growth areas within the Metropolitan, Core Region and Gateway Region and sets out high and low population range and housing targets for each local authority for the period up to 2031. The targets are based on an analysis of population trends and take account of the influence of national and regional policy in any future scenario. The Development Plan is required to be consistent with the population targets set out in the RSES.

2.5 Housing and Population Targets

Population

The RPGs translate the national and regional population targets set by the NSS to county level. Development Plans are required to be consistent with these targets albeit there is recognition that they may not be achieved within the allotted timeframe. The current RPGs targets are based on data derived from the 2006 Census through the updated NSS figures produced in 2009 by the then Department of Environment, Heritage and Local Government. Targets differ from projections. CSO projections take account of mortality, fertility and migration trends but, unlike NSS/RPGs targets, they do not factor in the intended influence of regional policy on population trends.

The RPGs targets for the Dublin Region, the Greater Dublin Area and Fingal are set out in the tables below. Table 2.2 shows an average annual growth rate of 1.47% targeted for the Dublin Region between 2006 and 2022 and 1.7% for the GDA. Actual average growth per annum from 2006 to 2011 was as targeted. CSO preliminary population figures, included in Table 2.2, suggest a slowdown in the annual growth in the Dublin Region since 2011 to 0.94% per annum and 0.92% per annum in the Mid-East.

Table 2.2 RPGs Targets for the Dublin Region and GDA

<table>
<thead>
<tr>
<th></th>
<th>Census 2006</th>
<th>RPG 2010</th>
<th>Census 2013</th>
<th>Census 2014</th>
<th>RPG Target 2016</th>
<th>RPG Target 2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dublin Region</td>
<td>1,187,176</td>
<td>1,256,900</td>
<td>1,273,069</td>
<td>1,345,402</td>
<td>1,361,200</td>
<td>1,464,200</td>
</tr>
<tr>
<td>GDA</td>
<td>1,662,536</td>
<td>1,796,900</td>
<td>1,804,156</td>
<td>1,904,806</td>
<td>1,955,800</td>
<td>2,103,900</td>
</tr>
</tbody>
</table>

The RPGs population targets for Fingal in Table 2.3 represent an increase of 13,555 persons on 2011 levels by 2016 and an increase of 35,293 persons by 2022. This is an annual growth rate of 1% per annum 2011-2016 and 1.17% per annum over the years 2011-2022. This is a marginally faster rate of growth than the 0.94% CSO 2016 indicate for the region, but it would be a significant slowdown on the rates of growth experienced by Fingal over the period 2002 to 2006 and 2006 to 2011 when the County grew by almost 5.55% and 2.84% per annum over each period respectively.
Table 2.3 Actual and RPGs Population and Housing Targets for Fingal

<table>
<thead>
<tr>
<th>Fingal</th>
<th>Census 2006</th>
<th>Census 2011</th>
<th>Census 2016</th>
<th>RPG-Target 2022</th>
<th>RPG-Target 2023 (estimated)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>239,992</td>
<td>273,992</td>
<td>296,214</td>
<td>309,285</td>
<td>312,908</td>
</tr>
</tbody>
</table>

Housing
Fingal’s share of Dublin’s housing stock rose from 18.8% in 2006 to 19.5% in 2011. The RPGs have targeted a share for Fingal of 19.8% of Dublin housing for the years 2016 and 2022 respectively.

Table 2.4 Actual and RPGs Population and Housing Targets for Fingal

<table>
<thead>
<tr>
<th>Fingal</th>
<th>Census 2006</th>
<th>Census 2011</th>
<th>RPG-Target 2016</th>
<th>RPG-Target 2022</th>
<th>Estimated RPG Target 2023</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>239,992</td>
<td>273,992</td>
<td>287,547</td>
<td>309,285</td>
<td>312,908</td>
</tr>
<tr>
<td>Housing Stock</td>
<td>89,909</td>
<td>102,793</td>
<td>118,646</td>
<td>142,144</td>
<td>145,340</td>
</tr>
<tr>
<td>Persons per hhd*</td>
<td>2.66</td>
<td>2.66</td>
<td>2.42</td>
<td>2.17</td>
<td></td>
</tr>
</tbody>
</table>

*Note comments within main text, the occupancy rate is closer to 2.9 for recent Census years.

An increase of 15,853 units in Fingal is required to meet the 2016 RPGs targets from the 2011 level. This represents an annual requirement for 3,170 units. Between 2011 and 2022 a total of 39,351 units were targeted representing 3,577 units per annum. In normal market conditions the lower figure per annum would not be an unreasonable target for Fingal.

Figure 2.2: Residential Completions in Fingal 1994-2014
However, under recent market conditions DoHPCLG completion figures indicate a total of 2,599 units completed in Fingal between the Census in April 2011 and July 2015, indicating an average of 650 units per annum. This gives an estimated housing stock in Fingal in mid-2015 of 105,392 units. Based on current housing stock, 5,700 units per annum over the 7-year period 2016 to 2023 would be necessary to fulfil RPGs targets.

Table 2.5 sets out the housing growth required to meet the RPGs targets. In reality, this is an unrealistic target in the context of current market conditions. Research done on behalf of the Housing Agency in 2014 indicated that an average annual production of c.7,500 units is required in the Dublin Region’s urban settlements between 2014-2018. If Fingal took 20% of this growth, to align with its RPGs target share, completions would need to be in the order of 1,500 units per annum.

<table>
<thead>
<tr>
<th>Estimated Existing Units July 2015</th>
<th>RPG Target Units 2022</th>
<th>RPG Target Units 2023 (estimated)</th>
<th>New Units Target 2016-2023</th>
<th>Headroom Requirement 2023-2026</th>
<th>New Units Target 2016-2026</th>
</tr>
</thead>
<tbody>
<tr>
<td>105,392</td>
<td>142,144</td>
<td>145,340</td>
<td>39,948</td>
<td>9,588</td>
<td>49,536</td>
</tr>
</tbody>
</table>

Dealing with Uncertainty

The Development Plan is being reviewed at a time when there is a vacuum in population data and associated targets. Recent CSO figures indicate that the population of the Dublin Region has not grown to the extent targeted by the RPGs. This is perhaps to be expected given the level of emigration witnessed since 2007. However, the figures set out in the earlier paragraphs suggest that Fingal may be an exception within the Dublin Region. Preliminary Census 2016 figures indicate Fingal has exceeded the RPGs population targets.

The difficulty for Fingal is in anticipating the housing need associated with the growing population. Unlike the population targets, it is very clear that the RPGs housing targets will not be met in the short term. While the delivery of new housing is a priority, if recent population growth is primarily associated with growing family sizes there may not be an immediate requirement to grow the housing stock proportionately. The most important priority for Fingal is to ensure that there is sufficient land zoned in the right places to meet the housing targets up to 2023 in the first instance, recognising that much of this may not be completed until after that date. This will involve consolidating urban areas around the Dublin Gateway and making the most efficient use of investment in infrastructure through integration with land use planning policy.

While it is important to ensure that sufficient land is zoned, Fingal must have cognisance of the fact that current regional policy does not provide for any significant growth of the County’s share of the Dublin Region’s population or housing stock. Planning policy remains one of consolidation within the Metropolitan Area with expansion only happening in tandem with the planned, committed development of high quality heavy or light rail based public transport.

1 Housing Agency, Housing Supply Requirements in Ireland’s Urban Settlements 2014-2018
projects. Until such time as the new Regional Spatial and Economic Strategies are produced by the Regional Assemblies it would be imprudent for Fingal to assume changes in established regional policy.

The RSES translates the national and regional population targets set by the NPF to county level. Development Plans are required to be consistent with these targets. The approach in the core strategies is to realise these population targets which will be informed by the transitional population projections methodology set out in the NPF Roadmap, Appendix 2, and a robust evidence based analysis of demand, past delivery and potential.

### Table 6.2: NPF/RSES Population Targets for the Dublin Region and Fingal County Council

<table>
<thead>
<tr>
<th>Fingal County Council</th>
<th>CENSUS 2016</th>
<th>2026 Range</th>
<th>2031 Range</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Low</td>
<td>High</td>
</tr>
<tr>
<td>Dublin NPF Road Map</td>
<td>1,347,500</td>
<td>1,489,000</td>
<td>1,517,500</td>
</tr>
<tr>
<td>RSES Fingal Allocation</td>
<td>296,000</td>
<td>327,000</td>
<td>333,000</td>
</tr>
<tr>
<td><strong>RSES Adjusted Transitional Population Projections for MASP</strong></td>
<td>327,000</td>
<td>333,000</td>
<td>340,000</td>
</tr>
</tbody>
</table>

*Source: NPF/RSES and CSO Census*

Table 6.2 above provides details of the population figures for the Dublin Region, extracted from the NPF Implementation Roadmap alongside figures for Fingal County Council, extracted from Appendix B of the RSES, Strategic Planning Area (SPA) and County Population Tables. The Fingal Development Plan, 2017 – 2023 (Table 2.3) estimated the RPG targets for Fingal for 2023 of 312,908 persons. This is less than the population projection range set out in the NPF and the RSES, albeit these projects are for 2026.

Table 6.2 also indicates Adjusted Transitional Population Projections for MASP Local Authorities, as required in the MASP. EMRA have set out the Guiding Principles which are at draft stage to apply in the determination of the optimum transitional population transfer of up to 20% of targeted growth for CSO Environos of Dublin city and suburbs to be accommodated in the wider metropolitan area, as set out in NPO 68 of the NPF and the RSES. The RSES states that population transfer as set out in NPO 68 by way of up to 20% of the targeted growth in the city being transferred to other settlements in the MASP shall apply only to the three Metropolitan Key Towns in the MASP namely Bray, Maynooth and Swords, and only if they can demonstrate compact growth on high capacity planned or existing public transport corridors.

The NPF Implementation Roadmap Circular FPS04/2018 from the Department of Housing Planningand Local Government (DHPLG) states that these ‘adjusted’ transitional figures will apply to 2026 and will also inform the period to 2031. The adjusted population projections within the MASP will therefore align with the existing timeline of the RSES population targets to 2031.
Swords, as one of the three Key Towns, will receive a net increase in RSES population target for 2031 (high), of 15,000. This is reflected in Table 6.2 above. This additional growth allocated to Swords will support the regeneration of underused town centre lands along with the planned and sequential infill opportunities to provide for high density and people intensive uses and will ensure Swords continues to develop as a key location for airport related economic development and employment provision.

The NPF indicates that the average household size in 2016 of 2.75 persons per household is expected to decline to 2.5 persons by 2040 resulting in an average household size decline of 0.01 persons per year over the 24-year period up to 2040.

The population of the County in 2016 was 296,214 persons with a housing stock of 104,851 units (from CSO).

The 2026 high range population target of 333,000 persons provides for a population growth per annum of 3,378.6 persons per year. Extrapolating this figure to the year 2023 provides for a population projection of 319,864 persons\(^2\). Dividing this figure by the projected household size in 2023 which is 2.68\(^3\) persons provides for an overall housing unit requirement of 119,352 units or a growth of 14,501\(^4\) units to the end of the Fingal Development Plan in 2023.

To date (September 2019), approximately 5,582 units have been granted planning permission in the Fingal area, which leaves a requirement of 8,919 over the remaining lifecycle of the Development plan. It is considered this is sufficient capacity for further growth in Fingal during this time period.

**2.6 Housing Land Capacity under the 2011-2017 Development Plan**

In mid-2015 there was approx. 1,461ha of zoned land available with the potential to deliver approx. 43,041 residential units (see Table 2.6 below). This includes the villages and also incorporates the potential for small sustainable infill development. This is in excess of the target of 39,948 units for the Development Plan period 2017-2023. However, it is approximately 6,000 units short of the estimated RPGs target, including the 50% headroom up to 2026, of 49,536.

The distribution of Fingal's remaining housing capacity on zoned residential/mixed use land in the 2011-2017 Development Plan is set out in Table 2.6.

---

\[\begin{array}{c}
2 \quad 3,378.6 \text{ (growth per annum) \times 7 (7 years to 2023)} = 23,650 + 296,214 \text{ (current pop)} \\
3 \quad 2.75 \text{ persons per household in 2016} - 0.01 \text{ persons per year (by 7 years to 2023)} \\
4 \quad 119,352 \text{ (projected units)} - 104,851 \text{ (unit in Census 2016)} = 14,501 \\
\end{array}\]
### Table 2.6 Remaining Zoned Residential Capacity from Fingal Development Plan 2011-2017

<table>
<thead>
<tr>
<th>Town/Village</th>
<th>Remaining Land Supply (hectares)</th>
<th>Remaining Capacity Residential Units</th>
<th>Metropolitan-Hinterland % Land</th>
<th>Metropolitan-Hinterland % Units</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Metropolitan Area</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Swords</td>
<td>293</td>
<td>9,328</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Consolidation Towns</td>
<td>320</td>
<td>11,757</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Blanchardstown</td>
<td>57</td>
<td>1,490</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Portmarnock</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Howth</td>
<td>16</td>
<td>498</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Baldoyle/Sutton</td>
<td>29</td>
<td>1,498</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Other Settlements*</td>
<td>71</td>
<td>2,791</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td><strong>Moderate Sustainable Growth Towns</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Donabate</td>
<td>116</td>
<td>4,056</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Small Towns/Villages</td>
<td>846</td>
<td>877</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td><strong>Total Metropolitan</strong></td>
<td>1,084</td>
<td>33,409</td>
<td>74%</td>
<td>78%</td>
</tr>
<tr>
<td><strong>Hinterland Area</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Large Growth Towns</td>
<td>153</td>
<td>4,332</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td><strong>Moderate Sustainable Growth Towns</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rush</td>
<td>58</td>
<td>1,994</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Lusk</td>
<td>41</td>
<td>1,218</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Skerries</td>
<td>41</td>
<td>1,175</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td>Small Towns &amp; Villages</td>
<td>82</td>
<td>913</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td><strong>Total Hinterland</strong></td>
<td>377</td>
<td>9,632</td>
<td>Metropolitan-Hinterland % Land</td>
<td>Metropolitan-Hinterland % Units</td>
</tr>
<tr>
<td><strong>TOTAL Fingal</strong></td>
<td>1,461</td>
<td>43,041</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

*This includes Charlestown & Meakstown, Santry & Ballymun, Balgriffin & Belcamp, Baskin and Kinsale.

**The total number of units does not include permissions for rural ‘one-offs’ or rural clusters.
New Residential Zoning

The emphasis of this Plan is to continue to consolidate the existing zoned lands and to maximise the efficient use of existing and proposed infrastructure. In this way the Council can ensure an integrated land use and transport strategy in line with national and regional policy. It will also ensure that the Council is in a strong position to influence infrastructure providers at national level, including Irish Water, in that there will be clear evidence of the Council’s commitment to maximising investment in infrastructure through its policy of consolidation. The development of larger areas of residential or mixed use lands will only take place subject to the necessary infrastructure being available and to this end will be subject to a Local Area Plan. It is through the LAP process that, within the towns and villages, the detailed phasing and distribution of
housing will be determined in line with the population and housing targets established at a strategic level.

Fingal has a significant quantum of land zoned to achieve the RPGs Regional Spatial and Economic Strategy's targets. However, to be ready for any increased uptake and to account for constraints on some of the existing zoned lands, it is proposed to zone a strategic land bank at Lissenhall. This will ensure that Fingal is well placed to meet housing demand in a phased manner and to maximise the efficiencies of State investment in existing and proposed public transport infrastructure. This new zoning is located in the Metropolitan Area, ensuring that any further negative deviation from the RPGs targets does not occur.

Lissenhall, Swords

In anticipation of the development of the indicative route for new Metro North, a strategic land bank providing for the development of a sustainable, vibrant, attractive and well-connected mixed use urban district on the northern side of Swords has been identified at Lissenhall. These lands would be the subject of an approved Local Area Plan and be developed over the period of several Development Plans i.e. over the next 20 – 25 years.

Swords is the administrative capital of the County. The town has direct links to the national road network (M1 and M50) and is located on the Dublin/Belfast economic corridor which is a key national transport corridor in the NSS. Swords is located adjacent to the key gateways of Dublin Port, via Dublin Port Tunnel, and Dublin Airport, two important gateways to the Country. With the announcement of the indicative route for new Metro North Swords will be extremely well connected to Dublin City's economic and commercial life and even more so to Dublin Airport. This will stimulate significant economic growth and expansion of the area bringing with it a range of challenges which include:

- Provision of new sustainable housing.
- Provision of facilities for community, educational, health and recreational needs.
- Increased number and range of employment activities.
- Provision of high quality open spaces and landscape.
- Connectivity and accessibility to all the above for new and existing communities.
- Ensuring high standards in architecture and urban design.

The indicative route for new Metro North will facilitate the optimal development of Swords into the future and the Council will maximise the benefits of and the efficient use of the Metro for the benefit of those living and working in the town. The Council, in accordance with best practice and the principles of sustainable development, will seek to maximize the opportunities created by the arrival of this key piece of infrastructure. To this end the identification and promotion of the Metro Economic Corridor(s) will be of strategic importance to the economy and well-being of the County's residential and business/employment population.

Swords is identified as a ‘Primary Economic Growth Town’ within the polycentric gateway under the Regional Planning Guidelines for the GDA and a driver within the core of the Greater Dublin Area, for sustained international and regional economic development and growth ‘Key Town’ within the Metropolitan Area under the RSES and is a large economically active county.
town that provides employment for the surrounding areas and with existing and proposed high-quality transport links and the capacity to act as a growth driver to complement the Regional Growth Centres. In order to fulfil this role and in light of the emerging role that settlements such as Swords will be required to play in maintaining the success of the GDA Metropolitan Area, a long term, adequately planned vision is necessary. In this regard, the long term strategic vision for Swords is to create a sustainable city with a commensurate level of jobs, services and infrastructure to support a potential population of 100,000. In endeavouring to achieve this vision of an emerging green city with a thriving economy it is critical that adequate lands are zoned in the future to accommodate the full range of needs of the city's residential population, business community and visitors. Within the current development envelope of Swords, even allowing for the introduction of possible new intensive mixed use zonings along the Metro line, Swords would have the capacity only to reach a population of circa 65-70,000.

There is potential for the indicative route for new Metro North to extend into the lands at Lissenhall and therefore, the zoning must be appropriate for the area. Furthermore, a substantial portion of these lands will be within 1km of the agreed Estuary Stop. Lissenhall is an expansive, low-lying, rural landscape comprising approximately 240 hectares. The area, in broad terms, is bound by the M1 and R132 to the east, the Broadmeadow River to the south and south west, and the proposed route of the Swords Western Ring Road to the north. These lands are adjacent to the M1 and Belfast-Dublin corridor.

By identifying Lissenhall as a key future development area, the Council is seeking to maximise the opportunities created by the delivery of this key piece of strategic infrastructure in accordance with best planning practice and the principles of sustainable development. The development of the area following the sequential development of the existing Swords envelope, is also consistent with the Council's long term strategic vision for Swords to develop as a sustainable city. It is envisaged that this area could accommodate the development of a significant mixed use urban district providing for a significant level of employment in addition to approximately 6,000 – 7,000 residential units. A Local Area Plan will be prepared for these lands to provide a framework for development. Lissenhall is detailed further in Chapter 4 Urban Fingal, in the context of Swords.

Table 2.7 below outlines the potential capacity at Lissenhall.

<table>
<thead>
<tr>
<th>Metropolitan Area</th>
<th>New Mixed Use (ha)</th>
<th>Total New (ha)</th>
<th>Net Potential New Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swords – Lissenhall</td>
<td>221</td>
<td>221</td>
<td>6,000 – 7,000</td>
</tr>
</tbody>
</table>
Total Capacity - Fingal Development Plan 2017 – 2023, updated

Table 2.8 sets out the total land and housing capacity for the 2017-2023 Development Plan and has been updated in light of the adoption of the RSES and the NPF.

The Guidance Note on Core Strategies distributed to Local Authorities under Circular Letter PSSP6/2010 sets out that ‘apart from Regional Planning Guidelines for the Greater Dublin Area, the RPG housing figures ... have already taken account of the headroom requirements (of up to 50% extra over actual predicted land/unit requirements) specified in the Planning Guidelines on Development Plans, therefore, no further headroom capacity should be provided in development plan zoning outside of the seven planning authorities in the GDA’. Section 4 of the above Planning Guidelines on Development Plans sets out that ‘planning authorities should take all reasonable steps to ensure that sufficient zoned residential land is available throughout the lifetime of the development plan and beyond to meet anticipated needs and allow for an element of choice. In particular, to ensure continuity of supply of zoned residential land, planning authorities should ensure that at the time they make a development plan, enough land will be available to meet residential needs for the next nine years. In this way, development plans will provide for sufficient zoned land to meet not just the expected demand arising within the development plan period of six years, but will also provide for the equivalent of 3 years demand beyond the date on which the current plan ceases to have effect’. Accordingly the following figures are based on a calculation of the population requirement over an additional three years from that of the Plan period (equivalent of 3 years demand beyond the date on which the current plan ceases to have effect) and is intended to cater for the longer term development of the County. The reservation of lands at Lissenhall, situated within the Metropolitan Area, continues to account for the majority of this headroom allocation.

Practice in relation to previous Regional Planning Guidelines (RPGs) and core strategies, has generally been to match future population targets to the physical extent of land being zoned for development, based on assumptions related to density and household occupancy. A further factor of 50% of the identified land requirement has also been universally applied as ‘headroom’.

The RSES considers the concept of headroom based solely on zoned land provision and does not account for housing yield arising from the re-use of existing housing stock, mixed-use development, urban intensification or infill or brownfield development. The NPF Roadmap population projections already incorporate 25% headroom figures for all parts of the country (Implementation Roadmap for the National Planning Framework, Appendix 2). In Fingal this may be supplemented by additional 25% headroom, (page 5 of the NPF Roadmap). As noted in the RSES, the application of headroom is particularly relevant to urban areas, where the aim is to target at least half of future housing delivery within existing built-up areas. The reservation of lands at Lissenhall, situated within the Metropolitan Area, continues to account for the majority of this headroom allocation.
Table 2.8 Total Residential Capacity provided under the Fingal Development Plan 2017-2023, updated as of September 2019

<table>
<thead>
<tr>
<th>Town/Village</th>
<th>Land Supply (hectares)</th>
<th>Potential Residential Units</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Metropolitan Area</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Consolidation Town</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Swords</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Blanchardstown</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Consolidation Areas</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Portmarnock</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Howth</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baldoyle/Sutton</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other Settlements*</td>
<td></td>
<td>2791</td>
</tr>
<tr>
<td><strong>Moderate Sustainable Growth</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Donabate</td>
<td></td>
<td>4056</td>
</tr>
<tr>
<td>Small Towns/Villages</td>
<td></td>
<td>877</td>
</tr>
<tr>
<td><strong>Total Metropolitan</strong></td>
<td></td>
<td>49,909 (81% of total)</td>
</tr>
<tr>
<td><strong>Hinterland Area</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Large Growth Town II</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Balbriggan</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Moderate Sustainable Growth</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rush</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lusk</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Skerries</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small Towns &amp; Villages</td>
<td>112.5</td>
<td>913</td>
</tr>
<tr>
<td><strong>Total Hinterland</strong></td>
<td>412</td>
<td>9,632 (19% of total)</td>
</tr>
<tr>
<td><strong>TOTAL Fingal</strong>**</td>
<td>1,737</td>
<td>49,544</td>
</tr>
</tbody>
</table>

*This includes Charlestown & Meakstown, Santry & Ballymun, Balgriffin & Belcamp, Baskin and Kinsaley.

**The total number of units does not include permissions for rural ‘one-off’s’ or rural clusters.
While Table 2.8 outlines the potential to deliver 49,541 43,104 units, it must be interpreted in the County Fingal context, in that the land will become available on a phased basis. The key tenet of the overall Settlement Strategy is the continued promotion of sustainable development through positively encouraging consolidation and densification of the existing urban built form – and thereby maximising efficiencies from already established physical and social infrastructure.

Therefore this level of development is unlikely to be developed over the lifetime of this County
Development Plan rather it outlines the optimal sustainable development strategy for the County over a longer time period and can only be developed in tandem with the timely delivery of the necessary physical infrastructure.

It is also noted that the housing capacity allocated to Hansfield SDZ could be excluded from the total figures, as per the DoEHLG Guidance Notes on Core Strategies issued in November 2010. The DoEHLG state that ‘any excess (of lands or housing capacity) will not normally include lands identified for the strategic long term development as part of Strategic Development Zones or major regeneration sites within key areas’. Notwithstanding this, in order to identify the full potential of zoned lands within the County these figures have been included in Tables 2.6 and 2.8.

The development of the strategic lands at Lissenhall will be subject to a Local Area Plan, SEA and Appropriate Assessment and will also be dependent on the concurrent delivery of adequate water services and upgraded /planned public transport infrastructure.

In relation to the development of other lands within the County, Local Area Plans, the SDZ at Hansfield, and Masterplans, will establish more detailed phasing or prioritisation for the delivery of residential uses, other uses, or infrastructure, as appropriate. Such locally-based plans and related requirements are set out in Chapter 4, Urban Fingal.

2.7 Settlement Strategy

The Fingal Settlement Strategy embraces the strategic approach advocated by the Regional Planning Guidelines to physically consolidate the majority of future growth into the strong and dynamic urban centres of the Metropolitan Area while directing development in the Hinterland to towns and villages in order to discourage dispersed development and unsustainable travel patterns. Regional Spatial and Economic Strategy to support the continued growth of Dublin as our economic engine. The Strategy will deliver sustainable growth of the Metropolitan Area through the Dublin Metropolitan Area Strategic Plan and develop a number of key complementary growth settlements of sufficient scale to be drivers of regional growth. Furthermore, the promotion of the regeneration of our cities, towns and villages by making better use of under-used land and buildings within the existing built-up urban footprint will drive the delivery of quality housing and employment choices for the citizens of the Region. To achieve this objective sufficient lands have been zoned to accommodate anticipated population growth through a mix of varied house types and sizes in areas with good public transport links. This approach has been balanced by the countervailing need to avoid an oversupply that would lead to fragmented development, uneconomic infrastructure provision and urban sprawl.

At its core, the Plan envisages that the future development and growth of Fingal will take place in accordance with an overarching hierarchy of settlement centres. Each identified settlement centre will accommodate an agreed quantum of future development appropriate to its respective position in the hierarchy.
**Table 2.9 Fingal Settlement Strategy**

<table>
<thead>
<tr>
<th>Metropolitan Area</th>
<th>Hinterland Area</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Metropolitan Consolidation Towns</strong></td>
<td><strong>Large Growth Town – Level II</strong></td>
</tr>
<tr>
<td>Swords</td>
<td>Balbriggan</td>
</tr>
<tr>
<td>Blanchardstown</td>
<td></td>
</tr>
<tr>
<td><strong>Consolidation Area – Metropolitan Hinterland</strong></td>
<td><strong>Moderate Sustainable Growth &amp; Other Towns/Villages</strong></td>
</tr>
<tr>
<td>Baldoyle</td>
<td></td>
</tr>
<tr>
<td>Clonsilla</td>
<td></td>
</tr>
<tr>
<td>Mulhuddart Village</td>
<td></td>
</tr>
<tr>
<td>Portmarnock Sutton</td>
<td></td>
</tr>
<tr>
<td>Santry (Incl. Ballymun)</td>
<td></td>
</tr>
<tr>
<td>Balgriffin &amp; Belcamp</td>
<td></td>
</tr>
<tr>
<td>Charlestown &amp; Meakstown</td>
<td></td>
</tr>
<tr>
<td><strong>Moderate Sustainable</strong></td>
<td></td>
</tr>
<tr>
<td>Donabate</td>
<td></td>
</tr>
<tr>
<td>Malahide</td>
<td></td>
</tr>
<tr>
<td><strong>Small Town</strong></td>
<td></td>
</tr>
<tr>
<td>Portrane</td>
<td></td>
</tr>
<tr>
<td><strong>Villages</strong></td>
<td></td>
</tr>
<tr>
<td>Coolquay Kinsaleley Rivermeade</td>
<td></td>
</tr>
<tr>
<td>Rowlestown</td>
<td></td>
</tr>
<tr>
<td><strong>Rural Clusters</strong></td>
<td></td>
</tr>
<tr>
<td>See Chapter 5 entitled ‘Rural Fingal’ for a full list of rural clusters</td>
<td></td>
</tr>
</tbody>
</table>
## Metropolitan Area

<table>
<thead>
<tr>
<th>Core Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dublin City and Suburbs Consolidation Area</td>
</tr>
<tr>
<td>Blanchardstown</td>
</tr>
</tbody>
</table>

## Key Town

| Swords |

## Consolidation Areas Within Dublin City and Suburbs

<table>
<thead>
<tr>
<th>Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baldoyle Castleknock</td>
</tr>
<tr>
<td>Clonsilla</td>
</tr>
<tr>
<td>Howth</td>
</tr>
<tr>
<td>Baskin</td>
</tr>
<tr>
<td>Mulhuddart Village</td>
</tr>
<tr>
<td>Portmarnock</td>
</tr>
<tr>
<td>Sutton</td>
</tr>
<tr>
<td>Santry (Incl. Ballymun)</td>
</tr>
<tr>
<td>Balgriffin &amp; Belcamp</td>
</tr>
<tr>
<td>Charlestown &amp; Meakstown</td>
</tr>
</tbody>
</table>

## Self Sustaining Growth Towns

<table>
<thead>
<tr>
<th>Towns</th>
</tr>
</thead>
<tbody>
<tr>
<td>Donabate</td>
</tr>
<tr>
<td>Malahide</td>
</tr>
</tbody>
</table>

## Self Sustaining Towns

<table>
<thead>
<tr>
<th>Towns</th>
</tr>
</thead>
<tbody>
<tr>
<td>Balbriggan</td>
</tr>
<tr>
<td>Lusk</td>
</tr>
<tr>
<td>Rush</td>
</tr>
<tr>
<td>Skerries</td>
</tr>
</tbody>
</table>

## Towns and Villages

<table>
<thead>
<tr>
<th>Towns</th>
</tr>
</thead>
<tbody>
<tr>
<td>Portrane</td>
</tr>
<tr>
<td>Coolquay</td>
</tr>
<tr>
<td>Kinsealy</td>
</tr>
<tr>
<td>Rivermeade</td>
</tr>
<tr>
<td>Rowlestown</td>
</tr>
</tbody>
</table>

## Other Core Towns and Villages

<table>
<thead>
<tr>
<th>Towns</th>
</tr>
</thead>
<tbody>
<tr>
<td>Balrothery</td>
</tr>
<tr>
<td>Loughshinny</td>
</tr>
<tr>
<td>Ballyboghill</td>
</tr>
<tr>
<td>Naul</td>
</tr>
<tr>
<td>Balscadden</td>
</tr>
<tr>
<td>Oldtown</td>
</tr>
<tr>
<td>Garristown</td>
</tr>
<tr>
<td>Ballymadun</td>
</tr>
</tbody>
</table>

## Rural – Clusters and Rural Area

See Chapter 5 entitled ‘Rural Fingal’ for a full list of rural clusters
Objective SS01
Consolidate the vast majority of the County’s future growth into the strong and dynamic urban centres of the Metropolitan Area while directing development in the hinterland core to towns and villages, as advocated by national and regional planning guidance.

Objective SS02
Ensure that all proposals for residential development accord with the County’s Settlement Strategy and are consistent with Fingal’s identified hierarchy of settlement centres.

Objective SS03
Identify sufficient lands for residential development in order to achieve the housing and population targets set out in the Core Strategy, while ensuring that excess lands surplus to this specific requirement are not identified, in order to prevent fragmented development, uneconomic infrastructure provision and car dependent urban sprawl.

Objective SS04
The Council will work in cooperation and collaboration with key stakeholders including the DoHPCLG and the Dublin Housing Supply and Co-Ordination Task Force (or any successor) to respond to the current supply challenge in the Dublin region. The Council also will support ‘Active Land Management’ using Exchequer funding to ensure the delivery of a convincing response to the current social housing demand.

Objective SS05
Engage and implement with the recommendations of the Dublin Housing Supply and Co-Ordination Task Force in responding to the current supply challenge in the Dublin region.

Objective SS06
Identify and support the provision of key enabling infrastructure at strategic sites in Fingal County to facilitate their release for development in response to the current housing crisis.

Rural Settlement
The strategy is also cognisant of the need to support rural communities and ensure they remain vibrant and self-sustaining through the facilitation of genuine rural generated housing need in a manner which is consistent with Fingal’s classification as “an area under strong urban influence”, while also balancing the need to minimise encroachment upon viable agricultural lands. This will primarily be achieved through the orderly development of identified rural villages and clusters, recognising the distinction between villages in the Metropolitan Area and those in the rural Hinterland Core Area. The Council will also promote the re-use and rehabilitation of existing housing stock in rural areas in preference to new build in order to preserve and enhance the distinct character of rural Fingal. Detailed policy governing rural development is contained in Chapter 5 ‘Rural Fingal’.
Figure 2.3 Updated Core Strategy Map
PROPOSED VARIATION 2
SECTION 6

Objective SS07
Direct rural generated housing demand to villages and rural clusters in the first instance and to ensure that individual houses in the open countryside are only permitted where the applicant can demonstrate compliance with the criteria for rural housing set down by this Development Plan.

Greenbelts
The targeted development of strategically identified towns and villages will be supported by a greenbelt policy which will safeguard the innate rural value of the Fingal countryside. Greenbelt zoning will underpin the settlement strategy by ensuring:

- Existing urban areas within Fingal do not coalesce and merge into one another leading to unsustainable development and travel patterns.
- The identity and unique character of rural and urban areas in the vicinity of administrative boundaries will be maintained where this would be beneficial.
- That citizens can enjoy the visual and natural amenities of the countryside in close proximity to the urban areas in which they reside.
- Proposed development within the Greenbelt shall clearly demonstrate a functional need for such a location, and consistency with the established character of the landscape of the area.

Objective SS08
Strengthen greenbelt lands by identifying opportunities for infill development and consolidation of existing towns to reduce the need to zone additional greenfield lands and ensure the preservation of strategic greenbelts between our towns and villages.

Objective SS09
Promote development within the Greenbelts which has a demonstrated need for such a location, and which protects and promotes the permanency of the Greenbelt, and the open and rural character of the area.

Objective SS10
Promote public parks, outdoor sports facilities and other recreational uses within the Greenbelts in accordance with the Green Infrastructure Strategy and open space policy.

Objective SS11
Promote opportunities for the enhancement and protection of biodiversity and natural heritage within the Greenbelt.

2.8 Settlement Strategy for the Metropolitan Area
Metropolitan Consolidation Town and Key Town

Swords and Blanchardstown are the largest urban centres in Fingal and are classed as a Key Town and a Metropolitan Consolidation area respectively in the Regional Spatial and Economic Strategy. The towns function as part of the Gateway as
identified by the National Spatial Strategy in the Dublin Metropolitan Area and will continue to perform the role of the County’s primary development centres during the Plan period. As identified key locations for housing, enterprise and retail development, the long term population horizon envisaged for each of these centres is c.100,000 people. The proposed development of Lissenhall (Swords) is consistent with this strategy and reinforces the strategic role of Swords in the settlement hierarchy.

Swords, Fingal’s County town, is identified as a Level 2 ‘Major Town Centre’ in the Retail Strategy for the Greater Dublin Area and has a well-developed retail offering which includes the Pavilions Shopping Centre and Airside Retail Park. The town also benefits from its close proximity to Dublin Airport and has a strong industrial base which underpins its role as an important centre for employment in the County. One of Swords key strengths is the quality of road infrastructure serving the town. Direct access to the M1 motorway on the Dublin-Belfast economic corridor is complemented by a high quality regional road network (R125 & R132 dual carriageways). The NTA and TII are also currently progressing plans to develop the indicative route for new Metro North to serve the town. A Masterplan for the long term development of Swords was published by the Council in January 2009 and remains a relevant guidance document for the future development of the area.

Blanchardstown, strategically located at the intersection of the N3 and M50 national roads, is the largest settlement centre in Fingal. Designated as a Level 2 ‘Major Town Centre’ in the Retail Strategy for the Greater Dublin Area, it is also one of the largest and most important retail centres in the State. In addition to Blanchardstown Town Centre, a number of large public sector employers are based in the area including Fingal County Council, Connolly Hospital and the Institute of Technology (ITB). The IDA has also been particularly successful in marketing Blanchardstown as a key location for foreign direct investment and a number of large ICT and pharmaceutical companies have long established operations in the area. The state of the art National Sports Campus is located nearby at Abbottstown. Lands at Hansfield are designated as a Strategic Development Zone (SDZ) and this planned new sustainable community will be served by rail via the newly constructed railway station at Hansfield on the Clonsilla to M3 Parkway railway spur.

The strategic location and development potential of lands at Dunsink is recognised within this Development Plan and the Regional Spatial and Economic Strategy. This land area comprises 125 hectares and forms part of the townlands of Ashtown, Castleknock, Dunsink and Scribblestown. The lands are characterised by their current use for predominantly agricultural and recreational amenity purposes. The Royal Canal and Tolka River Valley run to the south of the lands while Elm Green Golf Course covers a large part of the western portion of the site. Located only six kilometres from Dublin City Centre, this area provides a unique opportunity to significantly consolidate the Dublin Gateway Metropolitan Area in a sustainable manner underpinned by high quality public transport given the site benefits from close proximity to the existing heavy rail network at Ashtown and the proposed extension to the Luas to Finglas. In addition, commercial development would benefit from access to the nearby M50 motorway. It is envisaged that the lands could facilitate approximately 4,000 – 5,000 residential units. While recognising these lands as a potential strategic landbank for the County, it is acknowledged that the current infrastructural constraints on these lands require further detailed investigation that should inform any future decision to zone these lands for a
mixed use urban district. Any future development of these lands would also be the subject of an approved Local Area Plan. In this regard, an Objective is included in Chapter 4, Urban Fingal to carry out a feasibility study for the lands at Dunsink within the lifetime of the Development Plan that will identify the necessary physical infrastructure required to realise the full development potential of these lands.

**Objective SS012**
Promote the Metropolitan Consolidation Towns Key Town of Swords and the Metropolitan Consolidation Area of Swords and Blanchardstown, respectively, as Fingal’s primary growth centres for residential development in line with the County’s Settlement Hierarchy.

**Objective SS13**
Facilitate the provision of sufficient employment, retail, community and cultural facilities to serve the growing residential communities of Swords and Blanchardstown

**Objective SS14**
Promote the continued sustainable development of Swords and Blanchardstown as core economic areas for enterprise in partnership with relevant State agencies.

Consolidation Areas within the *Gateway Metropolitan Area*
There are a number of settlements across the County which have their own distinct character and sense of place but given their location in close proximity to Dublin City, respectively form consolidation areas within the *gateway Metropolitan Area*. These areas include Baldoyle, Castleknock, Clonsilla, Howth, Mulhuddart, Portmarnock, Sutton, and parts of the city suburbs located close to the M50 motorway.

The policy approach in these areas will be to gain maximum benefit from existing transport, social, and community infrastructure through the continued consolidation of the city and its suburbs. Future development will happen in a planned and efficient manner utilising opportunities to achieve increased densities where appropriate.

**Objective SS15**
Strengthen and consolidate existing urban areas adjoining Dublin City through infill and appropriate brownfield redevelopment in order to maximise the efficient use of existing infrastructure and services.

**Objective SS16**
Examine the possibility of achieving higher densities in urban areas adjoining Dublin City where such an approach would be in keeping with the character and form of existing residential communities, or would otherwise be appropriate in the context of the site.

*Moderate/Sustainable Growth Towns* *Self-Sustaining Growth Towns*

In the Metropolitan Area, *Moderate/Sustainable Growth Towns* *Self-Sustaining Growth Towns* are positioned at the sub-county town level in the settlement hierarchy—where economic activity is well developed but not typically of a sufficiently robust level to wholly sustain the...
local population. For this reason commuting by public transport and private car to higher order centres is a common characteristic of these towns and have a moderate level of jobs and services with good transport links and capacity for continued commensurate growth to become more self-sustaining.

As Moderate Sustainable Growth Towns, Self-Sustaining Growth Towns Donabate and Malahide will continue to play an important role within a consolidated Metropolitan Area. Development in these towns should be linked to the capacity of high quality public transport connections and the provision of social and community infrastructure such as schools and leisure facilities.

### Objective SS17
Manage the development and growth of Malahide and Donabate in a planned manner linked to the capacity of local infrastructure to support new development of the area and taking account of the ecological sensitivity of qualifying features of nearby European Sites.

**Self-Sustaining Towns**
Self-Sustaining Towns are towns that require contained growth, focusing on driving investment in services, employment growth and infrastructure whilst balancing housing delivery.

Population growth in self-sustaining towns shall be at a rate that seeks to achieve a balancing effect and shall be focused on consolidation and inclusion of policies in relation to improvements in services and employment provision.

**Small Towns and Villages**
Small Towns and villages are centres of between 1500 and 5000 people, characterised by small local businesses and modest retail provision mainly in the convenience category, local service and employment functions. Development in these centres is to be managed in line with the ability of local services and infrastructure to accommodate expansion, having regard to the recommendations for small towns included in the Ministerial Guidelines on Sustainable Residential Development in Urban Areas and the Regional Planning Guidelines for the Greater Dublin Area Regional Spatial and Economic Strategy.

Portrane is Fingal’s only ‘Small Town’ considered to be a small Town in the Metropolitan Area and is noteworthy for both its natural and architectural heritage. It is composed of three distinct areas: Portrane Village, The Burrow and St. Ita’s Hospital. Any development proposed in these areas will have to demonstrate sensitivity to this high value setting.

### Objective SS18
Ensure development in Portrane is sensitively designed and respects the unique character and visual amenities of the area, taking account of the ecological sensitivity of qualifying features of nearby European Sites surrounding The Burrow at Portrane.

**Villages**
There are four villages in the Metropolitan Area. These complement and support higher order settlement centres located on the edge of the gateway Metropolitan Area.
The future development of Fingal's villages needs careful consideration. In the Metropolitan Area growth in villages such as Coolquay, Kinsaley, Rivermeade and Rowlestown will be managed to ensure these centres do not expand rapidly, putting pressure on services and the environment and creating the potential for unsustainable travel patterns. Objectives for the development of villages are set out in Chapter 5, Rural Fingal.

**Rural Clusters**
The Rural Clusters serve as areas where members of the rural community can live as an alternative to housing in the open countryside. There are nine such clusters in the metropolitan area. Further information on rural clusters is contained within Chapter 5, Rural Fingal.

2.9 Settlement Strategy for the Hinterland Core Area

**Large Growth Towns**

Large Growth Towns serve as significant hubs for residential development and economic activity of both a commercial and industrial nature. They act as important self-sustaining regional economic drivers benefitting from high quality connections to Dublin City Centre.

Self-Sustaining Towns are towns that require contained growth, focusing on driving investment in services, employment growth and infrastructure whilst balancing housing delivery. Growth in these towns shall be at a rate that seeks to achieve a balancing effect and shall be focused on consolidation and inclusion of policies in relation to improvements in services and employment provision, to be set out in the core strategies of county development plans. That said, the RSES notes the importance of these towns as employment and service centres, some of which have the potential to strengthen their employment base and develop as important centres of employment due to their strategic location, connectivity with surrounding settlements, and the availability of a skilled workforce.

**Balbriggan**

Fingal’s only Large Growth Town and it is the largest urban centre within the Hinterland Area. It is the largest of the Self-Sustaining Towns in the Core Area. It is characterised by a young and expanding population which has rapidly grown to in excess of 20,000 people over the last two decades. Major investment by Fingal County Council and other stakeholders in the town’s water services and roads infrastructure has provided a basis for the town to continue to grow in a sustainable manner.

Fingal have recently developed and published the ‘Our Balbriggan 2019-23 Rejuvenation Plan’, which is set to transform Balbriggan Main Street and Harbour. Fingal are investing in public realm, town centre improvement and rejuvenation to provide a more vibrant and vital centre to the town, working with stakeholders, increasing employment, attraction for investment and promoting industrial lands. Over 4,000 locals took part in a survey to prioritise a list of suggested improvements for the ‘Our Balbriggan’ Plan.

A Balbriggan Leadership Group prepared a menu of different initiatives for the €20million-plus plan. Balbriggan as a community has come together with the group of stakeholders, led by Fingal County Council, to engage in a collaborative and unified way to prioritise the ideas which will best address the socio economic challenges of the town. Strong progress is being made across the first “20 Things in the first 12 Months” listed in the Our Balbriggan Rejuvenation
Plan, including supporting successful community engagements on the development of the Bremore Regional & Amenities Park, Balbriggan to Skerries section of the Fingal Coastalway and Harry Reynolds Cycling & Pedestrian routes.

Implementation groups have met and are progressing work across the plans four pillars: Local Economy, Public Realm, Education, Training & Employment & Community Affairs & Integration.

Balbriggan has a substantial quantum of zoned land for high technology and general industrial development. The town’s excellent accessibility to major transport corridors, as well as its proximity to Dublin Airport and the Ports at Drogheda and Dublin make Balbriggan a desirable location for enterprise.

**Objective SS19**

Support and facilitate residential, commercial, industrial and community development to enable Balbriggan to fulfil its role as a Large Growth Town Self-Sustaining Town in the Settlement Hierarchy recognising its important role as the largest town in the hinterland core area.

**Moderate Sustainable Growth Towns and Other Towns**

In the hinterland core area, the towns of Lusk, Rush and Skerries are also considered Self-Sustaining Towns which rely on the provision of quality local services and also serve as commercial nodes for their immediate rural environs as their location is more remote from higher order centres. Skerries was not categorised in the settlement strategy of the Regional Planning Guidelines Regional Spatial and Economic Strategy but it best fits with the description of being a Moderate Sustainable Growth Town Self-Sustaining Town given its substantial population, vibrant town centre and varied retail offer.

It will be important that Lusk, Rush and Skerries develop in a self-sufficient manner in order to prevent them from becoming dormitory towns. A full range of services should be available to meet local needs and that of the surrounding rural areas in order to encourage smarter travel patterns and to provide for further growth. At present Skerries has the most developed commercial offering of the three towns, while Rush has benefitted from recent investment. It will be a priority to supplement the retail and local services offering in Lusk in order to provide for population growth in the town.

**Objective SS20**

Manage the development and growth of Lusk, Rush and Skerries in a planned manner linked to the capacity of local infrastructure to support new development.

**Other Hinterland Core Towns/Villages**

Balrothery and Loughshinny are different from the other villages in the County as both centres have been specifically identified for a limited level of additional housing development and have the necessary residential zoning in place to facilitate this.

Balrothery is an historic village located to the south of Balbriggan. While there has been extensive residential development over the past number of years, the historic core of the village, which is a designated Architectural Conservation Area (ACA), has been maintained and has positively
influenced more recent development. The footprint of the village is naturally contained by a combination of the surrounding amenity land uses and identified greenbelt lands.

Loughshinny is an attractive coastal village characterised by its traditional seaside vernacular buildings as well as its harbour. The landscape context is highly sensitive and rich in both archaeological and natural heritage. Any new development must be proposed at a scale that is both appropriate to the size of the village and respectful of its unique character.

**Objective SS21**

Ensure development in Balrothery and Loughshinny is sensitively designed and respects the unique character and visual amenities of these villages.

**Rural Villages**

There are six villages located in the Hinterland Core Area. These act as rural service centres which meet the basic everyday needs of each village and its immediate rural environs.

The development of Ballyboghil, Balscadden, Ballymadun, Garristown, Naul and Oldtown will be guided by their village function as key centres for local services and rural enterprise. Objectives for the development of villages are set out in Chapter 5, Rural Fingal.

**Rural Clusters**

There are twenty eight rural clusters located in the Hinterland Core Area. These small settlements will play an important role in accommodating rural generated housing need in the County by helping to contain pressure for housing in the open countryside. Further information on rural clusters is provided in the Chapter 5, Rural Fingal.

**2.10 Housing Strategy**

Social housing and homelessness are amongst the greatest challenges to be addressed by the Council in the current plan period. Fingal County Council’s Housing Department manages social housing provision and the Local Authority responds to homelessness through a number of initiatives. Detailed information can be found in the Housing Strategy (Appendix 1) of the Plan.

**CHAPTER 3 – PLACEMAKING**

**AMENDMENT REF: Section 3.6 – No. 5**

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**3.6 Community Infrastructure, Facilities and Services Background**

The provision of good community facilities and services, such as education, training, libraries, childcare facilities, places of worship, health and community centres, in appropriate accessible locations is important as they contribute positively to an enhanced quality of life. The Regional Planning Guidelines requires Regional Spatial and Economic Strategy (RSES) encourages Planning Authorities to adopt objectives that facilitate the social, community and cultural needs of all persons and communities through the provision of well dispersed and easily accessible social and community infrastructure.
Urban Fingal

4.1 Background

Fingal is divided into a Metropolitan Area and a Hinterland Area under the *Regional Planning Guidelines for the Greater Dublin Area 2010-2022* (RPGs). Fingal is identified in the RSES as being within the Dublin Region and partly within the MASP area. The area of Fingal outside the MASP boundary is in the Core Region. This division, as detailed in the Core Strategy and Settlement Strategy (Chapter 2), explains at a strategic level how our towns and villages will develop over the lifetime of the Plan. This Chapter provides in more detail a description of the individual settlements that make up Urban Fingal from our largest towns, urban areas and a number of our villages. In providing a brief description of the settlement, it provides a development strategy for each, and then where applicable gives associated Specific Objectives. The individual settlements and communities will develop in accordance with their development strategies and objectives having regard to the principles of Placemaking outlined in Chapter 3 of the Plan.

Taking reference from the RPGs, RSES and Settlement Strategy, the towns and villages are detailed below, generally according to their RPG designation in the Regional Spatial and Economic Strategy and function taking the Metropolitan Area first (Swords, Blanchardstown, Malahide, Portmarnock, Howth, Sutton, Baldoyle, Balgriffin & Belcamp, Santry, Charlestown & Meakstown, Donabate, and Portrane). This is followed by towns and villages located in the Hinterland Core Area (Balbriggan, Rush, Lusk, Skerries, Balrothery and Loughshinny). Other rural villages, which have an ‘RV’ Rural Village land-use zoning are considered in Chapter 5: Rural Fingal, as part of an overall rural settlement hierarchy.

Objectives are provided detailing locations where Local Area Plans (LAPs) and Masterplans are required in a number of urban areas. Details of these LAPs and Masterplans are identified below. In accordance with Objectives PM13 and PM14 (Chapter 3, Placemaking) the LAPs and Masterplans for these lands shall be prepared and agreed by the Planning Authority prior to the submission of any planning application. LAPs and Masterplans shall provide for the phased development of subject lands as appropriate.

4.2 Dublin Metropolitan Area

Swords and Blanchardstown are the largest urban centres in Fingal and are classed as a Key Town and a Metropolitan Consolidation area respectively in the Regional Spatial and Economic
Strategy. The towns function as part of the Dublin Metropolitan Area and will continue to perform the role of the County’s primary development centres during the Plan period. As identified key locations for housing, enterprise and retail development, the long term population horizon envisaged for each of these centres is c.100,000 people. The proposed development of Lissenhall (Swords) is consistent with this strategy and reinforces the strategic role of Swords in the settlement hierarchy.

Swords

Swords, the administrative capital of the County, is identified as one of three ‘key towns’ in the MASP area, alongside Bray and Maynooth. This designation acknowledges its importance in the regional context. Swords has the capacity and future growth potential to accommodate above average growth in the Region with the requisite investment in employment creation, services, amenities and sustainable transport. Swords is identified as a Metropolitan Consolidation Town in the RPGs Swords is identified as a Level 2 ‘Major Town Centre/County Town’ in the Retail Strategy for the Greater Dublin Area. The town has direct links to the national road network (M1 and M50) and is located on the Dublin/Belfast economic corridor which is a key national transport corridor in the National Spatial Strategy (NSS) National Planning Framework (NPF). Swords is located adjacent to the key gateway of Dublin Airport, an important gateway to the Country. It lies at the confluence of the Ward and Broadmeadow Rivers at the head of the Malahide or Broadmeadow Estuary which is both a Special Protection Area (SPA) and a Special Area of Conservation (SAC). The proposed indicative route for new Metro North will connect Swords to Dublin City via Dublin Airport. In the long term it is envisaged that Swords will grow significantly, up to a population of 100,000. A long-term development strategy for Swords Your Swords An Emerging City Strategic Vision 2035 was published by the Council in 2008 in which the vision is: ‘To promote and facilitate the sustainable development of Swords Town as a vibrant consolidated major town with a thriving economy; an integrated public transport network; an attractive and highly accessible built environment with the highest standards of housing, employment, services, recreational amenities and community facilities.’

The RSES recognises the strategic location of Swords, in proximity to Dublin City, the airport, national road network and Metrolink. Consequently, there are five Regional Policy Objectives which specifically relate to Swords. These support the development of Swords as a vibrant Key Town with a thriving economy; an integrated public transport network; an attractive and highly accessible built environment with the highest standards of housing, employment, services, recreational amenities and community facilities. They also acknowledge the opportunities Swords presents regarding, the regeneration of underused town centre lands to provide for high density and people intensive uses and support the local economy and Swords – Dublin Airport as a key location for airport related economic development and employment provision.

The RSES also seeks to facilitate the strategic regeneration of Swords and provide for an enhanced urban environment with a particular focus on the development of Swords Civic Centre and Cultural Centre, the delivery of the conservation plan for Swords Castle, and the delivery of an enhanced public realm in the town centre and encourage transition towards sustainable and low carbon transport modes in Swords through the provision of high quality walking and cycling permeability offering direct routes to local destination and public transportation hubs.
The Plan will also promote lands at Lissenhall, through the preparation of a Local Area Plan, to provide for the longer term strategic development of the area to facilitate the long term development in Swords as required. It is envisaged that in the long term this area, subject to infrastructural improvements, could in the future accommodate the development of a planned sustainable mixed use urban district providing for a significant level of employment and residential development.

Development of these lands will only be considered following the prioritisation of development in the Swords area, subject to a detailed phasing programme for the release of development in a sequential manner within the lands themselves and subject to other policies contained within the Plan.

Development Strategy
The Development Strategy is to promote the planned and sustainable development of Swords as follows:

- Consolidate existing and future development within well-defined town boundaries separated from the agricultural hinterland by designated greenbelt areas.
- Provide for a much-expanded employment, retail, commercial, educational, civic and cultural base.
- Develop high quality public transport links to Dublin City, Dublin Airport and the Greater Dublin area, with a particular emphasis on the indicative route for new Metro North.
- Target and facilitate the development of high tech and advanced manufacturing and other high intensity employment generating uses and service providing uses.
- Promote the development of high quality living and working environments.
- Develop Swords, in the long term, in accordance with Your Swords An Emerging City Strategic Vision 2035. This Strategic Vision is contingent on the indicative route for new Metro North coming to Swords.
- Promote lands at Lissenhall as a longer term strategic area, a mixed use urban district providing for a significant level of employment and residential development.

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4.2 Dublin Metropolitan Area
Blanchardstown
Blanchardstown is the largest commercial and residential centre within the Metropolitan Area of Fingal, and will continue to be promoted as a key urban settlement within the County providing retail, social, cultural, leisure and administrative services. Conveniently located c. 7km from Dublin City Centre; it is within easy reach of both Dublin Airport and the Port Tunnel. Blanchardstown, in addition to having strong links to the national rail network, has also strong links to the national road network i.e. the M2, M3 and M50. The area is well served by a bus
and cycle network. Located in close proximity to the Liffey Valley SAAO, the Phoenix Park and the Royal Canal as well as surrounding countryside. Blanchardstown enjoys a favourable environment in which to work and live.

Blanchardstown is within the Dublin City and Suburbs boundary identified in the RSES. The MASP, contained within the RSES, has identified Blanchardstown on the North West Strategic Corridor which stretches from Dublin City Centre out along the Maynooth/Dunboyne lines and DART expansion. This is a key strategic residential and employment corridor along a public transport corridor which contains development opportunities such as Hansfield and employment at strategic employment hubs such as Dublin Enterprise Zone.

Within its development boundary there are a number of distinctive areas that contribute to its diversity and vitality. The nucleus of the centre comprises of an original village area located adjacent to the more recent centre, where a wide range of retail, commercial, cultural and residential facilities exist. Outside of the centre there are a number of residential areas which include the distinct urban villages of Clonsilla, Castleknock, Mulhuddart, Ongar and Tyrrelstown; in addition to smaller scale local centres including Corduff, Hartstown and Mountview. The Dublin Enterprise Zone, c.1500 hectares, located just north of the N2, is one of the largest such zones in the Country. It employs c. 20,000 people and offers a high quality business environment. In addition, a third level campus associated with the Institute of Technology Blanchardstown (ITB), the National Sports Campus and the National Aquatic Centre are all located within the confines of Blanchardstown. To the east of Blanchardstown, lands at Dunsink, are identified as a longer term strategic area suitable for mixed use development.

**Development Strategy**
Promote the planned and sustainable development of Blanchardstown, positioning it as an important residential, service, employment, retail and leisure centre, specifically by:

- The provision of civic, cultural, retail, commercial, residential and employment activity within Blanchardstown at a level appropriate for a Metropolitan Consolidation Town.
- Promote lands at Dunsink as a longer term strategic area suitable for mixed use development.

**Blanchardstown Town Centre and Blanchardstown Village**
Blanchardstown is designated as a Metropolitan Consolidation Town under the RPGs, Area within the RSES, and a Level 2 ‘Major Town Centre’ in the Retail Strategy for the Greater Dublin Area. The Town Centre is now one of the key retail locations within Fingal and the Greater Dublin Area with in excess of 170,000sq m of retail floor space. There is a wide mix of uses within the Town Centre area. Blanchardstown Village is an attractive commercial centre which complements the town centre to the west.

**Development Strategy**
Promote the planned and sustainable development of Blanchardstown, positioning it as an important residential, service, employment, retail and leisure centre, specifically by:

- The consolidation of Blanchardstown as a major centre in Fingal through the promotion of residential development in addition to the uses contained within the Major Town Centre zoning.
- The enhancement of Blanchardstown Village through the preparation of an Urban Framework Plan.
• The promotion of the long term viability of the Town Centre through encouraging the development of a mix of uses within the Town Centre.
• The pedestrian, cycle and vehicular integration of Blanchardstown Village with the Town Centre.
• The location of a public transportation hub adjacent to the Town Centre with the goal of reducing reliance on the private car.

4.2 Dublin Metropolitan Area

Donabate

Donabate is identified as a Moderate Sustainable Growth Town within the Metropolitan Area in the RPGs RSES. It is also identified on the North–South Strategic Corridor (DART expansion). The DART Expansion Programme, to be delivered by 2027 will increase capacity on the northern commuter line and support ongoing urban expansion of Donabate. The Donabate Peninsula enjoys many natural areas including the Rogerstown and Malahide Estuaries, European Sites which form part of the Natura 2000 network. In addition, there is Newbridge Demesne and The Square ACA. While Donabate has experienced substantial housing development in recent years, there remains extensive areas of undeveloped residential zoned lands.

**Development Strategy**

Protect and enhance the natural amenities and heritage of the Peninsula by consolidating future development within well-defined town boundaries. Promote the development of a vibrant town core by providing a high quality living environment for the existing and future population and providing for the development of the necessary community, commercial, cultural and social facilities in tandem with new residential development.

Malahide

Malahide is a Moderate Sustainable Growth Town within the RPGs, considered a Self Sustaining Growth Town within the RSES definitions. It is a coastal town with a high quality built and natural environment. Integral to its character and its exceptional amenity offer is Malahide Castle and Demesne and its coastal environment, the tourism offer being enhanced by excellent public transport accessibility. It is envisaged that Malahide will develop as a self-sustaining centre through the provision of a range of facilities to support the existing and new populations. In order for this to be achieved, it is vital that the urban role of Malahide be strengthened and development consolidated within the town. There is a strong built
heritage with four Architectural Conservation Areas (ACAs) in the town. The natural heritage of Malahide Estuary, a European Site, is designated through a Special Area of Conservation (SAC) and a Special Protection Area (SPA) and future development must respect the natural heritage sensitivities.

**Development Strategy**
Promote the planned and sustainable consolidation of the existing urban form and the sensitive promotion of amenities. The need to upgrade and support the development of the core as a town centre will be balanced with the need to conserve its appearance as an attractive, historic village settlement and to retain the existing amenities of the area, being cognisant of its proximity to an ecologically sensitive coastline including European Sites.

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**4.2 Dublin Metropolitan Area**

**Portrane**
Portrane is a unique settlement located on the north eastern area of the Donabate Peninsula and thus enjoys many natural amenities. It is composed of three distinct areas: Portrane Village, The Burrow and St. Ita's Hospital. Due to the importance of the built and natural heritage, any development of this area will have to demonstrate its sustainability and ensure the protection of European Sites including Rogerstown Estuary located nearby. There are also three ACAs in Portrane, St. Ita's Hospital complex, Red Square and Grey's Square. The policies for Portrane will be in line with those for small towns and villages in the Regional Planning Guidelines, Regional Spatial and Economic Strategy (RSES).

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**4.3 Hinterland Area Core Area**

**Balbriggan**
Balbriggan is designated as a ‘Primary Development Centre’ in the NSS and as a Large Growth Town Level II in the RPGs. The largest of the Self-Sustaining Towns in the Core Area. Located c.18 kms north of Swords, with easy access off the M1 Motorway, it is also served by the main Dublin to Belfast rail line and commuter services to Dublin City. It has developed as a major residential town in the north of the County with a young and expanding population which has more than doubled over the past 20 years. The current population is estimated at c.20,000. Major infrastructural projects involving major upgrades to the water supply, foul drainage and roads infrastructure have been carried out throughout the town and its environs. Balbriggan is eFibre broadband enabled with superfast fibre delivering speeds of up to 100Mb.

The Urban Improvement Scheme has significantly enhanced the streetscape of the town centre. The Urban Design Framework Plan identified potential development sites within the
town centre. Implementation of this Plan is central to the regeneration of the town centre. In addition, the Balbriggan Public Realm Plan – ‘The Heart of Balbriggan’ sponsored by the Heritage Council, and underpinned by a strong public participation framework, seeks to focus on strengthening the social, economic and environmental capital of the town promoting the pivotal role of the town centre area in developing a sustainable community. These initiatives, together with the infrastructural and environmental improvements, will provide the impetus for further development and investment in Balbriggan.

The availability of zoned lands for high technology and general industrial development, together with the significant infrastructural and environmental improvements with easy access to major transport corridors, ports, rail and air networks, offer considerable potential for the town. Fingal County Council is committed to working with representative stakeholders such as the IDA, Enterprise Ireland and the local Chamber of Commerce, to attract and facilitate new employment generators into the town. Balbriggan Chamber of Commerce is an important intermediary to helping local business grow through a range of on-going initiatives to boost the local economy.

Balbriggan Creative Quarter, located around the railway station, is a community of design-focused small businesses, sole traders and start-ups where the aim is to cultivate an open, professional atmosphere for creative development opportunities. Balbriggan BEAT Centre located at Stephenstown offers a range of services to start-ups and developing businesses and encourages business development by way of mentoring and training.

Balbriggan has considerable tourism potential in terms of its natural and built heritage and amenities, particularly given its coastal location with its attractive sandy beach and harbour. Balbriggan Historic Town Core is a designated Architectural Conservation Area. With continued inward investment Balbriggan has the potential to develop as a dynamic sustainable community in which to live, work, visit and invest.

Development Strategy
Further consolidate and regenerate the town in line with its designation as a Large Growth Town II and a ‘secondary economic growth town’ in the RPGs. Self-Sustaining Town in the RSES. Development will focus on the town as a primary commercial, industrial, retailing and social centre in the north of the County providing for the needs of its developing community and promoting the growth of sustainable local employment in the industry, service and tourism sectors.

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4.3 Hinterland Area Core Area

Lusk
Lusk is identified as a Moderate Sustainable Growth Town under the Regional Planning Guidelines 2010-2022: Self Sustaining Town in accordance with the RSES definitions. In recent years Lusk has grown from a village to a small town. Lusk is an historic settlement with notable
built heritage and a distinctive character, which is set by the medieval street pattern in the town core and a number of Protected Structures. The 19th century former Church of Ireland with its early Christian round tower and medieval tower (c.1500 AD) and surrounding graveyard is located in the centre of the town. This complex is the dominant feature in the centre. The long history of continuous settlement, from prehistoric times, in the town and surrounding area has resulted in a wealth of archaeology, traditional vernacular buildings and a distinct medieval street pattern around the town core which is a designated ACA. Rogerstown Estuary located to the south of the town is a European Site which must be protected into the future.

Development Strategy
Conserve and enhance the unique character of the town core, consolidate the planned growth of the town and ensure that the level of retail and local services concentrated in and adjacent to the town core grows to serve the expanding town population. Retail provision in Lusk should be self-sustaining in line with the role of Lusk as a Moderate Sustainable Growth Town in the RPGs: Self Sustaining Town in the RSES. To avoid the creation of unsustainable commuting patterns, retail development should be at a level to serve the needs of the existing settlement and its rural hinterland but not attract inward commuting from adjacent towns. Existing and future development will be consolidated within well-defined town boundaries and the distinct physical separation of Rush and Lusk will be maintained.

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4.3 Hinterland Area

Core Area

Rush
Rush has a distinctive and unique physical character and history and has been identified as a Moderate Sustainable Growth Town in the Regional Planning Guidelines 2010-2022. Self Sustaining Town in accordance with the RSES definitions. Rush is a linear town focused on its long Main Street with a significant tradition of market gardening in and around the town. In recent times, the trend is towards the relocation of these horticultural operations to the rural area, west of the town and the development of new residential communities.

Development Strategy
Expand the town centre as a commercial, retail, employment and services centre serving the expanding community in line with the town’s designation as a Moderate Sustainable Growth Town. The strategy includes opportunities for local rural business and general industry employment. In this regard, lands are zoned for the development of market gardening/rural business and more general employment/business development to the west of the town where accessibility will be at an optimum. Proposed new road systems together with existing roads form part of the strategy for the sustainable development of the town. The strategy supports the preservation of its distinct character, retention of its market gardening tradition, the protection and enhancement of amenities and promotion of the town as a local tourist destination. Retail provision in Rush should be self-sustaining in line with the role of Rush as a Moderate Sustainable Growth Town in the RPGs: Self Sustaining Town in the RSES. To avoid the creation of unsustainable commuting patterns, retail development should be at a level to serve the needs of the existing settlement and its rural hinterland but not attract inward commuting from adjacent towns.
inward commuting from adjacent towns. The consolidation of Rush and the distinct physical separation of Rush and Lusk as separate towns is a fundamental principle of the development strategy.

**CHAPTER 5 – RURAL FINGAL**

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**Planning Context**

**National Level**
The forthcoming National Planning Framework will identify national priorities with regard to future employment growth and development. Intrinsic to this will be a clear policy framework within which there will be more dynamic participation by rural areas in overall regional development. It will also re-emphasise the contribution made by rural-based enterprise in food, tourism, natural resource and innovation sectors.

The National Planning Framework acknowledges rural areas make a major contribution to Ireland’s identity and to overall national development in economic, social, cultural and environmental terms. The NPF places a major focus on rural areas in relation to:

- Strengthening Ireland’s rural fabric and supporting the communities who live there;
- Planning for the future growth and development of rural areas, including addressing decline, with a special focus on activating the potential for the renewal and development of smaller towns and villages;
- Putting in place planning and investment policies to support job creation in the rural economy;
- Addressing connectivity gaps;
- Better co-ordination of existing investment programmes dealing with social inclusion, rural development and town and village renewal.

**Regional Level**
The Regional Planning Guidelines 2010-2022 recognise the need to facilitate rural development by improving the overall viability of the rural economy together with the provision of improved Information and Communications Technology (ICT), particularly broadband. It highlights, in particular, the growth of the specialist food production sector in the region. It acknowledges that peri-urban areas and greenbelt zoned lands across the fringe of the Metropolitan area can exploit markets through offerings in specialised green oriented activities, rural tourism and leisure for both international and local markets alongside more traditional rural activities capitalising on strong connectivity to urban populations and markets.

The Regional Spatial and Economic Strategy recognises the region is home to many vibrant rural communities, in towns, villages and the countryside and that rural areas are facing many challenges, ranging from urban generated pressures, changes to economic structure, and lack of access to infrastructure and new technologies. A key challenge is to ensure that in planning
for rural places, responses are uniquely tailored to recognise the balance required between managing urban generated demand in the most accessible rural areas, typically in proximity to Dublin and other towns, whilst supporting the sustainable growth of rural communities and economies, including those facing decline.

The regional policy objectives seek to prioritise the regeneration of rural towns and villages through identification of significant regeneration projects for rural villages and rural areas which could harness untapped assets. They support the consolidation of the town and village network to ensure that development proceeds sustainably and at an appropriate scale, level and pace in line with the core strategy. The RSES also supports the rural economy and initiatives in relation to diversification, agri business, rural tourism and renewable energy so as to sustain the employment opportunities in rural areas.

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### 5.2 Fingal’s Rural Settlement Strategy

**Statement of Policy**

The Rural Villages are zoned RV. The RV zoning objective seeks to: ‘Protect and promote the character of the Rural Village and promote a vibrant community in accordance with an approved local area plan and the availability of physical and community infrastructure’.

Support for housing and population growth within rural towns and villages will help to act as a viable alternative to rural one-off housing, contributing to the principle of compact growth. The NPF and RSES make a distinction between areas under urban influence, i.e. within the commuter catchment of cities and large towns and centres of employment, and rural areas outside these catchments. The Villages in Fingal are located in either the Metropolitan Area or the Core Area. Villages are designated in the Regional Planning Guidelines as either ‘commuter villages’ or ‘key villages’. In addition to the villages of Balrothery and Loughshinny (discussed in Chapter 4, Urban Fingal) there are 10 villages in the Plan, designated with RV zoning. Commuter villages, include all the villages of in the Metropolitan Area, namely: Coolquay, Kinsaley, Rivermeade and Rowlestown; as well as Balscadden in the Hinterland Area. The villages of Coolquay, Kinsaley, Rivermeade and Rowlestown, in the Metropolitan area; as well as Balscadden in the Core Area are considered commuter villages. They are located close to Dublin or on major routes to the city. The RPGs indicate it is considered that future growth in commuter villages should be curtailed or safeguarded so that they do not act as a catalyst to facilitate continuing expansion of unsustainable growth patterns.

In addition to the above, the villages of Ballyboghil, Ballymadun, Garristown, Naul, and Oldtown are designated as Key Villages, and should be considered as ‘local service centres’ providing a key local role for services for the people who live in the village, or in the surrounding countryside. The RPGs indicate that future development of key these villages as a key local centre for services and local enterprise should be supported, without resulting in growth beyond local need or creating unsustainable commuting patterns.
All of the villages are small settlements, with a relatively low level of commercial activity and populations of less than 600 residents. Development within each of the villages is managed through Local Area Plans (LAPs) within the context of the RPGs RSES and the Plan.

**5.2 Fingal’s Rural Settlement Strategy**

**Village Settlement Strategy**
The villages of Fingal have strong, locally distinctive characteristics, whilst the built village form varies from village to village all are set within a remarkable landscape context. Fingal's villages are also important for their rivers, streams, trees, hedgerows and stone-walling which all contribute to the green infrastructure network throughout the County. The villages, as a collective, are a valuable rural asset to the County that needs to be protected from excessive inappropriate development. Their location within the Metropolitan or Core Area and function as either Key Villages or Commuter Villages within the Metropolitan and Hinterland areas, as defined in the RSES RPGs, is an important determining factor for the scale and type of development proposed, but of equal importance is preserving the uniqueness of all our villages, acknowledging their contribution to the cultural richness of the County.

**Objective RF04**
Manage the development of each village, within the existing RV boundaries, having regard to:

- Government Guidelines set down in the *Sustainable Residential Development in Urban Areas*, 2009,
- The settlement strategy for rural villages set out in the RPGs; *Regional Spatial and Economic Strategy (RSES)* and,
- The Core Strategy of the Fingal Development Plan.

**Rural Village Local Area Plans**
The Local Area Plan and the Settlement Strategy will work together to consolidate the existing footprint of each village, while achieving the managed development of the village having regard to Government Guidelines set down in the *Sustainable Residential Development in Urban Areas*.
Areas, 2009, the settlement strategy for rural villages set out in the RPGs RSES and the Core Strategy. This expansion will occur in a way which enhances and does not detract from the distinct character of each village.

CHAPTER 6 – ECONOMIC DEVELOPMENT

6.8 Background

Local Government Reform and Economic Development

The Local Government Reform Act 2014 introduced new structural arrangements, plans and strategies at the local and regional government levels. Local Authorities are required to prepare Local Economic and Community Plans (LECPs), while regional assemblies are to prepare Regional Spatial and Economic Strategies (RSES) and EMRA has prepared and adopted the Regional Spatial and Economic Strategy. Local Community Development Committees (LCDCs), Strategic Policy Committees (SPCs) and Local Enterprise Offices (LEOs) have been established within Local Authorities, and a new regional assembly structure has been established and Fingal is located within the Eastern and Midland Regional Assembly (EMRA).

As part of the reform process, these new structural arrangements have been given increased responsibilities for economic development. Fingal’s Economic Department and the SPC for Economic Development and Enterprise are responsible for the economic elements of the LECP. The Council have prepared its LECP, which was adopted by the elected members in December 2015. The LECP has a six year time frame and its contents are required to align with the Development Plan. The LECP will provide a focused emphasis on local economic development including actions and measures to ensure its promotion and facilitation.

The preparation of the RSES by EMRA is anticipated in the short term. Fingal’s Development Plan, and those of the other EMRA Local Authorities, will need to align with the RSES once it is finalised and adopted. The RSES has been prepared by EMRA and the Development Plan has been varied to take account of this Strategy (Variation No. 2).

6.2 Strategy for Economic Development

Strategic Regional Position

The Dublin-Belfast Economic Corridor is a spatial and economic concept included in the National Spatial Strategy 2002-2020 National Planning Framework, the Regional Spatial and Economic Strategy and in the 2011-2017 Development Plan, and of continuing relevance to Fingal. The potential of the Corridor is further enhanced by the strong performance of the Belfast city region in terms of investment attraction and high quality employment creation. The benefits
associated with the Corridor arise from the settlements along its length becoming centres for focused development. The economic integrity of the Corridor can be enhanced through the facilitation of a critical mass in a physical and economic sense within existing settlements. At a strategic level, the Corridor concept provides the possibility of a series of development opportunities in towns along the M1 motorway and the Dublin-Belfast rail line subject to the requirements of proper planning and sustainable development, the settlement hierarchy and the provision of transport infrastructure. For the integrity of the Corridor to be sustained and protected, only appropriate developments will be permitted at certain locations within the Fingal Settlement Strategy.

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### 6.8 Retail Sector

#### Retail Planning Policy Context

The retail planning policy context for the Development Plan is informed by retail guidance documents at the national and regional levels. Respectively, these include *Guidelines for Planning Authorities: Retail Planning* issued in 2012 by the DoECLG; and the *Retail Strategy for the Greater Dublin Area, 2008-2016* published in 2008 on behalf of the Dublin and Mid East Regional Authorities. Additionally, Fingal's Retail Hierarchy is required to accord with the settlement hierarchy identified for the County in the *Regional Planning Guidelines for the Greater Dublin Area 2010-2022 (RPGs)* issued in 2010 by the Dublin and Mid East Regional Authorities and *Regional Spatial and Economic Strategy, adopted in 2019 by the Eastern and Midland Regional Assembly*.

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### 6.8 Retail Sector

#### Fingal Retail Hierarchy

The Fingal Retail Hierarchy has been devised having regard to the classifications of the Retail Strategy for the GDA and through ensuring consistency with the settlement hierarchy of the *RPGs for the GDA – RSES for EMRA*. The Fingal Retail Hierarchy includes a categorisation of urban centres within the County into retailing levels, identifies the locations of each level, and the type of retail format that is considered appropriate for each level of the hierarchy.
Objective ED37

As part of any future review of the Retail Planning Guidelines for the GDA, the Council will seek to align the retail designation of Donabate, Lusk and Rush as Level 3 Major Town Centres to reflect the status of these settlements as Moderate Growth Towns, as defined by the RPGs.

As part of any future review of the Retail Planning Guidelines for the GDA, the Council will reconsider the retail designation of Donabate, Lusk and Rush to reflect the status of these settlements as Self-Sustaining Growth Towns and Self-Sustaining Towns, as defined by the RSES.

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6.12 Location of Employment

Overview

The selection of appropriate locations for employment uses within Fingal is determined by the principles of proper planning and sustainable development, which is a core component of the economic strategy for the County. The Plan’s policy and objectives associated with sustainable economic development are outlined in Section 6.2 and include appropriately locating intensive employment uses adjacent to public transport networks, and where appropriate, residential developments; encouraging existing economic clusters and developing new clustering opportunities; and, regenerating inefficiently performing business and industrial parks, land, and buildings.

The locations for employment development are also informed by the requirements of the Regional Planning Guidelines for the Greater Dublin Area 2010-2022 (RPGs), Regional Spatial and Economic Strategy (RSES) which provides the Settlement Hierarchy for the County.

Settlement Hierarchy

The Settlement Hierarchy for the County and the specific requirements of the RPGs RSES for Fingal are presented in Chapter 2 of the Plan. The RPGs RSES identify a Metropolitan Area and a Hinterland Core Area within Fingal, and define specific policies relevant for each Area.

Metropolitan Area

The Metropolitan Area comprises the majority of the southern part of the County, running from Blanchardstown in the west to Howth in the east. The area includes key urban centres in Fingal of Swords, Blanchardstown and Donabate, and the settlements adjacent to the administrative boundary with Dublin City that are within the influence of the Dublin Gateway designation of the RPGs RSES Dublin Airport is also located within the area.

Swords is identified as a Key Town in the RSES and Blanchardstown are identified as a Metropolitan Consolidation Towns area. These towns currently include some of the largest employers in Fingal and are the strategic focus of a range of services such as retailing, healthcare, administration and higher education.
Reflective of the current performance of these two high-functioning employment location centres, there are a number of existing business and industrial parks in both the Swords and Blanchardstown areas. In Swords, these include Airside and Swords Enterprise Centres, North Dublin Corporate, Swords and Seatown Business Parks, and Balheary, Feltrim and Swords Industrial Parks. The wider Blanchardstown 15 area performs particularly strongly with existing clusters of employment centres across Blanchardstown, Corduff and Mulhuddart. These include Ballycoolin, Millennium, Hollywood, Rosemont, Northwest, and Westpoint Business Parks, College Business and Damastown Technology Parks, and Damastown, Coolmine and Blanchardstown Industrial Parks.

Donabate is defined as a Moderate Sustainable Growth Town considered a Self Sustaining Growth Town, and has experienced population growth in recent years, and is served by high-capacity public transport links to Dublin city. Donabate is envisaged as performing a strong role for continuing future growth as a well-served commuter location. There are a number of existing parks in Donabate, including Redleaf, Roseville, Swords North and Turvey Business Parks.

The consolidating areas associated with the Dublin Gateway Metropolitan Area include locations such as Baldoyle, Sutton, Portmarnock, Howth and Malahide which primarily function as self-sustaining settlements where the economic activities are aimed at meeting the locally generated demand for services, with Howth and Malahide demonstrating a wider range of economic functions due to their performance as centres for tourism and marine activities. Baldoyle has two key employment centres, at Baldoyle Industrial Estate and Kilbarrack Industrial Estate, both providing significant employment for the wider area. The key employment area for commercial activity in Malahide is Broomfield Business Park.

The southern part of the County comprises locations such as Charlestown, Meakstown, Ballymun, Santry, Clonshaugh, Belcamp, and Balgriffin is a developing area, with a mix of residential communities and expanding employment locations. Its employment growth is not associated with an existing established settlement and as such there are employment parks across the Fingal and Dublin City boundary. The growth pattern is linear in extent with strong functional linkages to the M50. There are a number of existing parks in this southern part of the County including Clonshaugh Business Park, and Clonshaugh, Airways and Santry Hall Industrial Parks.

In relation to the economic strategy for the Metropolitan Area, Swords and Blanchardstown will continue to function as the primary centres for economic development and for essential supporting infrastructure provision. The economic base of Donabate will be strengthened and diversified, and as a Moderate Sustainable Growth Town a Self Sustaining Growth Town on a rail network will continue to grow and function as a commuter location. The Dublin Gateway Consolidation Metropolitan areas and the lands within the southern part of the County will follow a policy of consolidation, with their economic performance being strengthened to maximise on their competitive advantages due to geographic location, unique features and infrastructural provision.
PROPOSED VARIATION 2

SECTION 6

**Objective ED84**
Support economic growth within the Metropolitan Area through consolidating, strengthening and promoting the strategic importance of the major urban centres of Swords and Blanchardstown and of key employment locations such as Dublin Airport and Dublin 15.

**Objective ED85**
Ensure that settlements and locations within the Metropolitan Area pursue development policies of consolidation, and maximise their economic strengths and competitive advantages such as tourism and marine sectoral activities in Malahide and Howth, while the lands within the southern part of the County maximise their economic potential through the strong functional linkages to the M50.

**Hinterland Area Core Area**
The **Hinterland Core area** comprises the northern part of the County, and the majority of Fingal’s rural areas. The largest town in the Area is Balbriggan, designated as a **Large Growth Town II Self-Sustaining Town** and is the largest of the Self-Sustaining Towns in the Core Area. Balbriggan functions as the primary town for service and employment delivery for an established catchment, including a wide rural area in the north of the County. There are a number of existing business and industrial parks in the Balbriggan area including Balbriggan Business Campus, Fingal Bay, KVS, and M1 Business Parks, Balbriggan and Stephenstown Industrial Parks. The Beat Enterprise and Development Centre (BEAT) is an incubator centre for new business ventures and provides a range of services to start ups and developing business.

The other main **Self-Sustaining towns** in the Hinterland Core area are Lusk, Rush and Skerries. Each of these towns has seen substantial population growth, with rail connectivity to Dublin City an important factor in the scale of their development. Importantly, these towns have not experienced levels of sustainable employment development that would be desirable following such population expansions. The area also contains the **Small Towns** of Balrothery and Loughshinny and a series of rural villages.

In relation to the economic strategy for the Hinterland Core area, Balbriggan will continue to function as the primary centre for economic development and for essential supporting infrastructure provision. The economic bases of Lusk and Rush will be strengthened and diversified, and as Moderate Growth Towns **Self Sustaining Towns** in proximity to a rail network will continue to grow and function as commuter locations. Economic development for Skerries will follow a policy of consolidation, with its economic performance being strengthened to maximise on its competitive advantages due to coastal location and rich architectural heritage. The economic development of the remaining small towns and rural villages will develop in an appropriately scaled manner so as to be self-sufficient.

**Objective ED86**
Support economic growth within the Hinterland Core area through strengthening and promoting the importance of Balbriggan as the major urban centre and directing appropriately scaled growth opportunities into the other urban centres in the area.
CHAPTER 7 – MOVEMENT AND INFRASTRUCTURE

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7.1 Transportation

Policy Context
There are a number of National and Regional Policies and Plans which provide a context for the Council’s transportation strategy and policies as follows:

- *Building on Recovery: Infrastructure and Capital Investment 2016-2021*,
- *The National Spatial Strategy 2002-2020*,
- *The Regional Planning Guidelines for the Greater Dublin Area 2010-2022*,
- *The National Planning Framework (NPF)*
- *The Regional Spatial and Economic Strategy (RSES)*

AMENDMENT REF: Section 7.2 – No. 26

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7.2 Water Services

Statement of Policy

- Facilitate industrial and other forms of development, including residential by ensuring that optimum use is made of existing drainage and wastewater treatment infrastructure in the first instance and that further strengthening of infrastructure is focused on priority locations as identified in the urban settlement hierarchy in accordance with Irish Water, the Regional Planning Guidelines, the RSES and the Development Plan.
CHAPTER 8 – GREEN INFRASTRUCTURE

8.1 Background
In recent years the theory and application of green infrastructure has advanced greatly and green infrastructure is now advocated widely in the USA, UK, in Europe and beyond. At EU level the Biodiversity Strategy recognises green infrastructure as an innovative approach to the maintenance of biodiversity and ecosystem services in the wider landscape. In 2013 the Commission published a Green Infrastructure Strategy which advocates the use of green infrastructure approaches in spatial planning and seeks to enable investment in green infrastructure to be mobilised. The Regional Planning Guidelines for the Greater Dublin Area 2010–2022 Regional Spatial and Economic Strategy (RSES) advocate the development of a green infrastructure approach at all levels in the planning system and the preparation of Green Infrastructure Strategies at County/City level co-ordination across local authority boundaries to identify, manage, develop and protect regional Green Infrastructure. Green infrastructure can also play a key role in meeting the growing and increasingly complex and inter-related demands of EU environmental legislation including the Habitats, Birds, Floods, Water Framework, Marine Strategy Framework, Strategic Environmental Assessment (SEA) and Environmental Liability Directives. The need for compliance with these legislative requirements is clearly reflected in the recent Planning Policy Statement published by the Government.

CHAPTER 9 – NATURAL HERITAGE

9.4 Landscape
The Planning and Development Act, 2000 (as amended), requires that Development Plans include objectives in relation to landscape and its management, including the preservation of views and prospects and the amenities of places and features of natural beauty or interest. The Regional Planning Guidelines for the Greater Dublin Area 2010—2022 state that policies and measures should be adopted at County level to protect, manage and plan landscapes. The RSES recognises the important place of landscape considerations, including in terms of placemaking, culture and attractiveness. It is an objective of the RSES, that following the adoption of a national landscape character assessment, a Regional Landscape Character Assessment will be prepared to promote better landscape management and planning in the Region.
7.0 AMENDMENTS PROPOSED TO APPENDICES

APPENDIX 1 HOUSING STRATEGY

AMENDMENT REF: Appendix 1 - No. 29

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FINGAL HOUSING STRATEGY 2017 - 2023

Introduction
Under Section 94 of the Planning and Development Act, 2000 (as amended), Fingal County Council is required to prepare a Housing Strategy for period 2017-2023. To ensure that the Housing Strategy is kept up to date, Planning Authorities must review and amend it, if required within 2 years of its preparation. This Strategy should also be reviewed where there is a change in housing requirements or in the housing market that could fundamentally affect the existing strategy. The key objectives of the Strategy are as follows:

- To ensure Fingal County Council provides for the development of sufficient housing to meet its obligations as set out in the Regional Planning Guidelines and Economic Strategy
- To identify the existing and likely future need for housing in the area of the Development Plan
- To ensure that sufficient zoned lands are provided to meet the needs of the different categories of households

Legislation
Part V of the Planning and Development Act, 2000 (as amended), hereafter referred to as ‘The Act’, requires that all Planning Authorities prepare Housing Strategies and incorporate them into their Development Plans. Section 10(1A) of The Act requires that Development Plans include a Core Strategy which shows that the Plan is consistent with both the National Spatial Strategy (NSS) and Regional Planning Guidelines (RPGs) National Planning Framework and the Regional Spatial and Economic Strategy. Planning Authorities are required to demonstrate that the Housing Strategy is aligned with the population projections contained in the Core Strategy and the Regional Planning Guidelines Regional Spatial and Economic Strategy.

National and Regional Policy

National Spatial Strategy (NSS)
The National Spatial Strategy 2002–2022 outlines the Government’s commitment to implementing long-term planning frameworks—taking account of the experience since 2002 and the new environmental, budgetary and economic challenges. There is a continuing emphasis on encouraging more sustainable patterns of urban and rural development. It is noted that the Department of Housing, Planning, Community and Local Government have indicated that a comprehensive review and update of the NSS is underway in response to the country’s significantly changed economic landscape.
National Planning Framework
The National Planning Framework (NPF) is a Government plan for action and delivery between now and 2040 called “Ireland 2040 - Our Plan”. The NPF was launched in February 2018 and replaces the National Spatial Strategy of 2002. This updated national planning strategy places renewed emphasis on sustainable growth in cities and towns in providing for population and economic growth to 2040. The NPF sets out framework and principles to manage future population and economic growth over the next 20 years, including the need for an additional 550,000 homes to cater for an extra 1 million people. Key to addressing and successfully meeting the need for the additional homes is a requirement for a robust methodology to inform policies and funding initiatives around housing and associated land requirements. In this regard, the NPF (National Policy Objective 37) provides for a Housing Need Demand Assessment (HNDA) to be developed by each local authority to support the preparation of housing strategies and all related housing policy outputs, e.g. city and county development plans, local area plans, traveller accommodation plans etc.

The HNDA is to be undertaken by local authorities with coordination assistance to be provided by the Regional Assemblies and also at a metropolitan scale, particularly where inter-county and inter-regional settlement interactions are to be planned for and managed. As set out in the NPF, there are a number of key evidence inputs which inform and drive the HNDA model, including information on demographic, affordability and wider economic trends, coupled with a profile of existing housing stock and its management.

To date no guidance documents or relevant data has been provided to assist Local Authorities in the preparation of a HNDA. Until these guidance documents become available, this Housing Strategy will continue to inform Housing Policy in the County, with a full review and HNDA being carried out as part of the County Development Plan 2023 - 2029.

Regional Planning Guidelines for the Greater Dublin Area 2010 – 2022
The Regional Planning Guidelines for the Greater Dublin Area (GDA) 2010 – 2022 aim to direct and influence future growth of the Greater Dublin Area over the medium-to-long term, and to give effect to the overarching strategic planning framework set out in the NSS.

Regional Spatial and Economic Strategy
The RSES is a strategic plan which identifies regional assets, opportunities and pressures and provides appropriate policy responses in the form of Regional Policy Objectives. At this strategic level it provides a framework for investment to better manage spatial planning and economic development to sustainably grow the Region to 2031 and beyond. The RSES provides a Spatial Strategy – to manage future growth and ensure the creation of healthy and attractive places to live, work, study, visit and invest in and outlines an investment framework to prioritise the delivery of key enabling infrastructure and services by government and state agencies.

The Growth Strategy for the Eastern and Midland Region supports the continued growth of Dublin as our national economic engine and seeks to deliver sustainable growth of the Metropolitan Area through the Dublin Metropolitan Area Strategic Plan (MASP).
Analysis of Housing Demand and Supply Settlement Strategy

The framework for Fingal's Settlement Strategy is set out in the Regional Planning Guidelines Regional Spatial and Economic Strategy. The Strategy is based on a differentiation of towns and areas within the Metropolitan Area of the County and those within the Hinterland Core Area (these areas being defined at regional level). The thrust of the Settlement Strategy is to consolidate urban areas around the Dublin Gateway in the Dublin Metropolitan Area Strategic Plan area and integrate investment in infrastructure, in particular public transport, with land use planning.

Within the Metropolitan Area, Swords and Blanchardstown are targeted for the greatest growth in population, housing, retail and economic activity. These towns, described as metropolitan consolidation towns a key town and metropolitan area respectively, are envisaged as strong active urban places with strong transport links. In 2011, Swords had a population of 42,738 (Census 2011, Towns), representing growth of 13.5% since 2006. The wider Blanchardstown area had a population of approximately 100,000, based on the relevant Electoral Divisions. Donabate, on the edge of the Metropolitan Area, is identified as a Moderate Sustainable Growth Town - Self Sustaining Growth Town which will act as a district growth centre with high quality linkages and increased densities at nodes on public transport corridors. It is recognised that Donabate will have a strong role as a commuter location and therefore growth needs to be related to the capacity of public transport connections and the capacity of social infrastructure.

There are a number of other towns within the Metropolitan Area such as Portmarnock, Sutton, Malahide and Baldoyle. These towns are identified as consolidation areas within the Gateway Metropolitan area in the current Development Plan. Policy for these towns is largely based on urban consolidation with growth related primarily to higher densities along public transport corridors.

Appendix 5 IMPLEMENTATION OF MINISTERIAL GUIDELINES

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Retail Planning - Guidelines for Planning Authorities

The Fingal Retail Hierarchy has been devised having regard to the classifications of the Retail Strategy for the GDA and through ensuring consistency with the settlement hierarchy of the RPGs for the GDA; Regional Spatial and Economic Strategy (RSES).

Sustainable Residential Development in Urban Areas

Objective RF04 commits the Council to manage the development of each village, within the existing RV boundaries, having regard to:

- Government Guidelines set down in the Sustainable Residential Development in Urban Areas,
- The settlement strategy for rural villages set out in the RPGs, RSES, and,
- The Core Strategy of the Development Plan.