

TOWN PLANNING SUBMISSION



DRAFT FINGAL COUNTY DEVELOPMENT PLAN 2023-2029

Lands North-West of Balbriggan,
Co. Dublin

May 2022

Submitted on behalf of:
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1.0 Introduction

Hughes Planning and Development Consultants, 85 Merrion Square, Dublin 2 have been instructed by our client's, Dean Swift Property Holdings Unlimited Company, to make a submission on the proposed Draft Fingal Development Plan 2023-2029, with respect to lands located to the north-west of Balbriggan, Co. Dublin.

In its entirety, the submission landholding comprises an area of approximately 33.5 hectares (c. 82.78 acres), and is located on lands north-west of Balbriggan Town Centre. The submission lands constitute a significantly scaled strategic landbank, comprising a number of fields of varying shapes and sizes, bound by a series of hedgerows and tree lines. The area has long been established as a key residential area, with a number of previous planning applications relating to the submission lands. To summarise, planning permission was approved in September 2009 under **Reg. Ref. F08A/1329** for a mixed use development comprising, inter alia. the construction of 532 no. dwellings, the Balbriggan C-Ring Road and boulevard, a major regional Class 1 public and an urban square/civic space. A number of the elements approved as part of this permission have been completed, namely the Class 1 public park, or are under construction. The duration of the above application was also extended by Fingal County Council under **Reg. Ref. F08A/1329/E1** for a period of five years, up to and including the **23rd of February 2025**.

Our clients have also engaged extensively with both Fingal County Council and An Bord Pleanála more recently in respect of a revised scheme pertaining to the submission lands. In this context, we highlight that our clients are now progressing with a new application, under the provisions of the Large Scale Residential Development (LRD) application process, as adopted in December 2021, and has already engaged in an initial formal pre-planning meeting with the Planning Department of Fingal County Council in February 2022. It is the intent of our client's to develop these lands in a comprehensive and cohesive manner over the coming years, in consultation with Fingal County Council. Notwithstanding this, it must be acknowledged that Dean Swift Property Holdings and their associated companies, have worked in partnership with Fingal County Council and other key stakeholders over the past years in facilitating and aiding in the delivery of key infrastructural projects in the Balbriggan Area and strives to continue working in collaboration with the Planning Authority to support the sustainable growth and sustainable development of the area.

As per the provisions of the current Fingal Development Plan 2017-2023 and the recently published Draft Fingal Development Plan 2023-2029, the submission lands are split between two separate land-use zoning objectives. The north-western portion of the lands are zoned 'OS – *Open Space*', whilst the remainder of the lands are zoned 'RA – *Residential Area*'. Whilst the current land-use zonings pertaining to the submission lands is generally welcomed, we would request that Fingal County Council reconsider the proposed road alignment traversing the submission lands.

This submission is made in response to a public notice dated 24th February 2022, inviting specific policy submissions or observations regarding the contents of the Draft Fingal Development Plan 2023-2029, up until 12th May 2022. In summary, this submission requests that Fingal County Council considers the following ahead of the adoption of the upcoming development plan:

- *We would request that the forthcoming Fingal Development Plan 2023-2029 maintains the existing 'RA – Residential Area' land-use zoning objective pertaining to the submission lands, in order to facilitate the development of the submission lands, in line with the proper planning and sustainable development of the area.*
- *We would request that Fingal County Council re-align the indicative route of the proposed Balbriggan Ring Road (R122 to R123 via Flemington) to negate any impacts on the existing archaeological features located within the submission lands;*

The rationale for the afore referenced request will be set out in detail in the proceeding sections of this report. We request that the recommendations of this submission be given full consideration in the preparation of the forthcoming Fingal Development Plan 2023-2029.

2.0 Submission Lands

This submission relates to approximately 33.5 hectares (c. 82.78 acres) of lands located at Balbriggan to the east of Clonard Road and to the north-west of Balbriggan Town Centre. The subject lands currently comprise of greenfield lands with residential development situated to the east with a number of one-off rural dwellings situated to the north along Flemington Lane. The topography of the land is gently undulating with patchwork field patterns. The site predominantly slopes gently from north to south. The subject site is located c. 600 metres from Castle Mill Shopping Centre and c. 1.5 km from Millfield Shopping Centre both of which provide a range of services and includes a supermarket. The site is also c. 2.4 km from Balbriggan town centre. The western portion of the lands comprises recently delivered public open space.

Development has taken place and infrastructure has been developed on and around the subject lands in recent times, following a number of planning permissions being issued for the Site and surrounding area (discussed further in Section 3.0 below). This includes the construction of a water pumping station in the southern portion of the Phase 1 lands; the Castlemill Link Road south east of the site; Coláiste Ghlór na Mara School and St. Georges National School to the south east; the southern part of the 'Boulevard' Road (which when completed will run from the intersection with the proposed C-Ring Road south to Naul Road). From a review of the map extracts below, it is clear that the area to the east of the submission lands is characterised by higher density residential developments, some of which have been developed more recently, including Taylor Hill and Bremore Pastures.

With respect to public transport, the subject site is located 2.5 km from Balbriggan Train Station which provides frequent services into Dublin City as well as intercity services along the east coast. Balbriggan is also well connected to Dublin by bus services operated by Bus Eireann and Dublin Bus. Bus service is provided by Dublin Bus routes 33, 33A and 33X as well as Bus Éireann routes 101 (Dublin-Drogheda) and 104 (Balbriggan Town Service). A private bus service is provided from Millfield Shopping Centre to Dublin City Centre by Balbriggan Express. The M1 motorway is 1.3km from the subject site and provides vehicular access to Dublin and the national motorway network.

The images displayed overleaf outline the indicative site boundary in the context of its wider and immediate location.

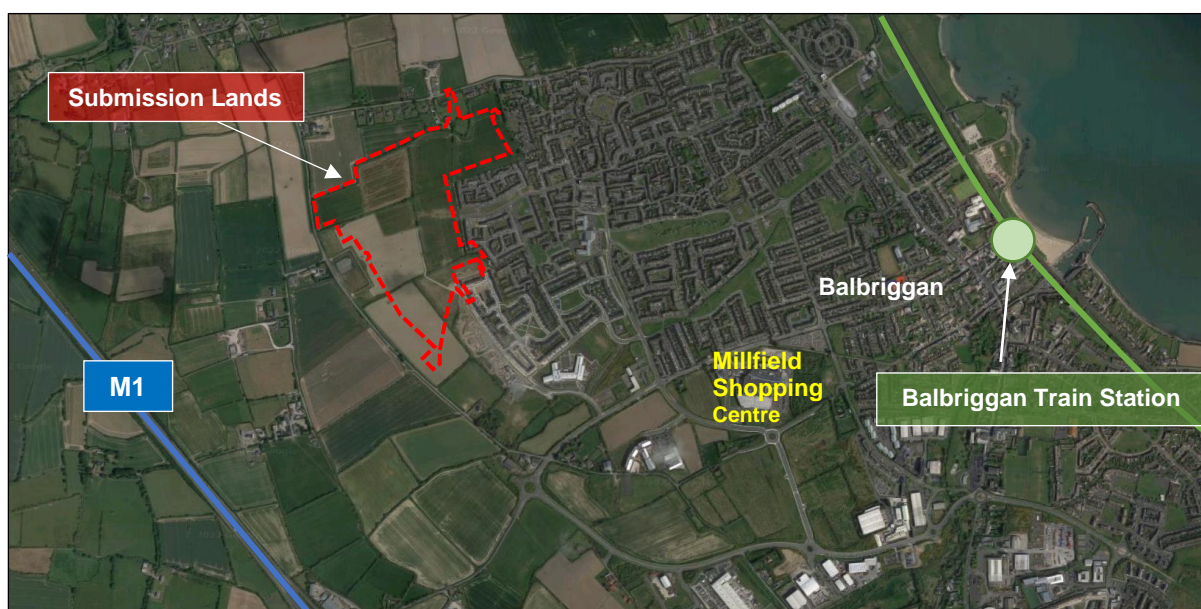


Figure 2.0 Aerial image indicating the submission lands (red outline) in its wider locational context.

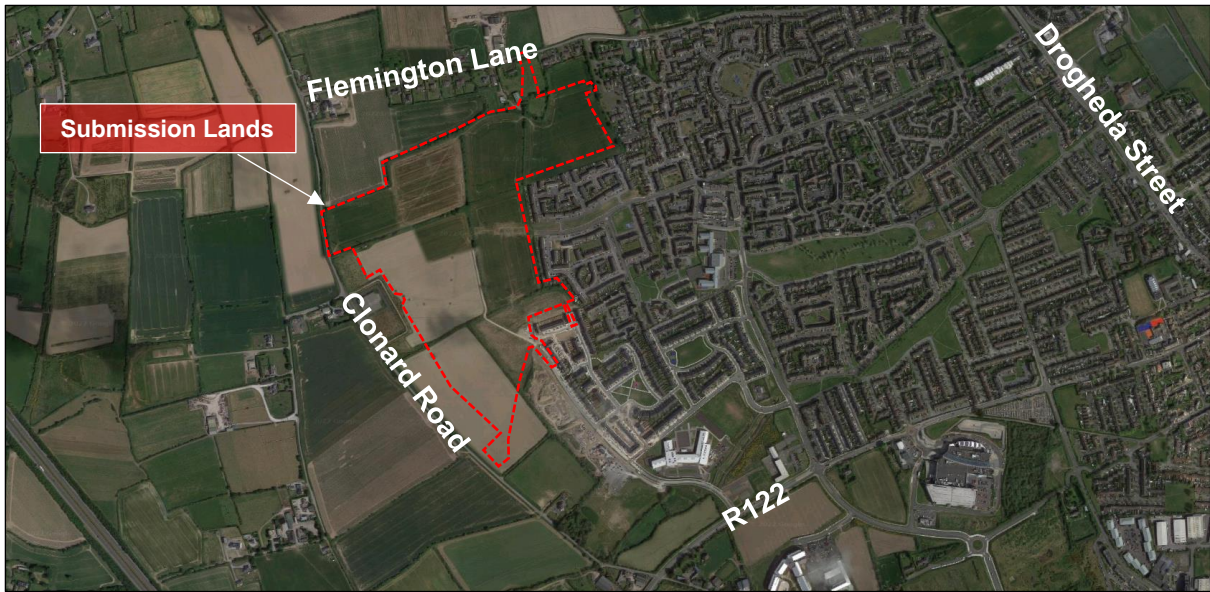


Figure 3.0 Aerial image of subject site (red outline), in the context of its more immediate surrounds

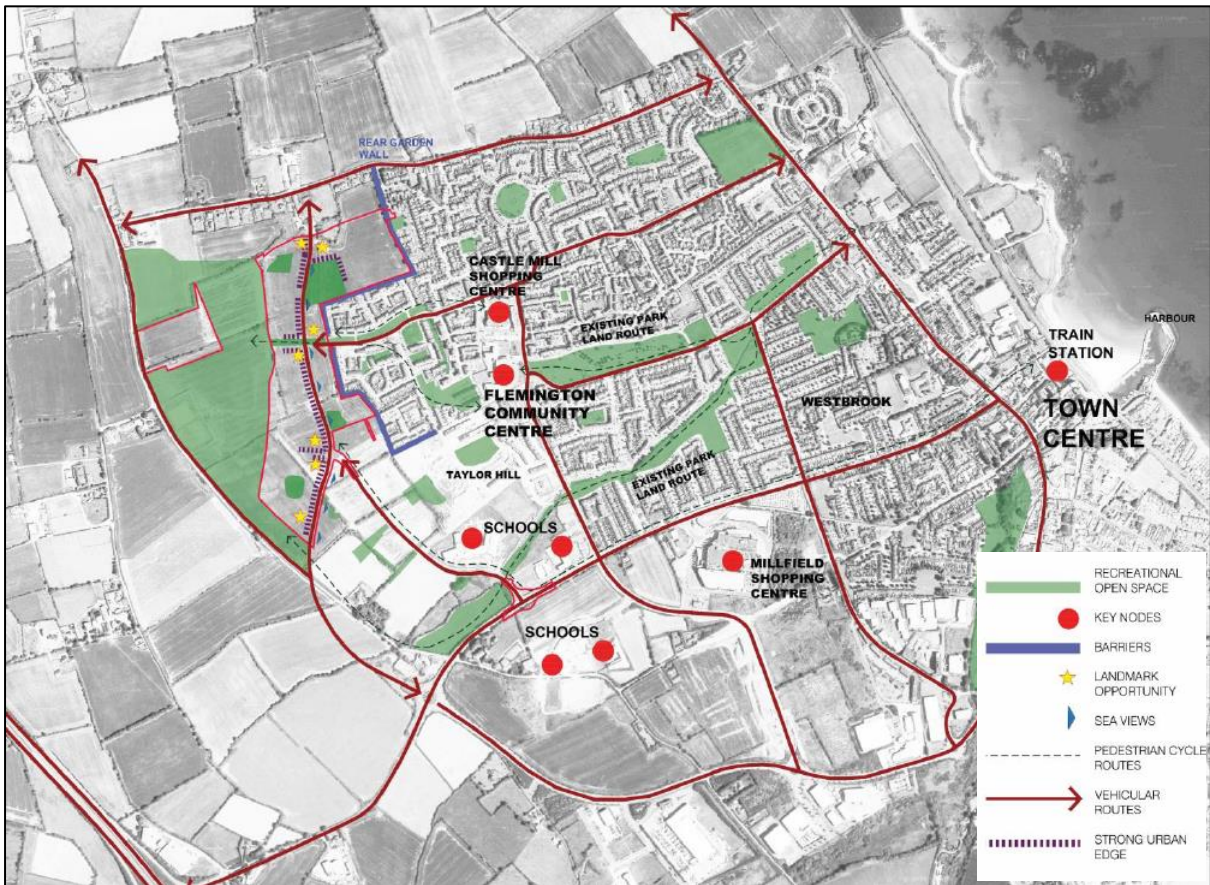


Figure 4.0 Context map demonstrating existing and proposed connections and key nodes within the wider area



1. View



2. View



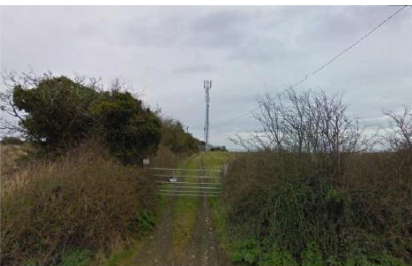
3. View



4. View



5. View



7. View



8. View



Figure 5.0 Photographs of the current site from various viewpoints along the existing site boundaries



1. View



2. View



3. View



4. View



5. View



6. View



7. View



8. View



Figure 6.0 Photographs showing neighbouring residential developments

It is noted that there are a number of recreational amenities included with the development as granted under **Reg. Ref. F08A/1329**. These include a Class 1 public park, civic space, recreation hall and basketball courts. However, it is also noted that the submission lands are within close proximity to a number of recreation facilities assisted by the lands situated c. 2km west of Balbriggan town centre.



Figure 7.0 Aerial image illustrating location of existing recreational amenity spaces relative to the submission lands (red outline).

As outlined in the introductory section of this submission, the majority of the lands are currently zoned *RA – Residential Area* with the north-western most section being zoned *OS – Open Space*. An application granted under **Reg. Ref. F08A/1329** and extended under **Reg. Ref. F08A/1329/E1** at the submission lands proposes a development of c. 532 units with the residential element confined to the lands zoned as *RS* and public amenities on the lands zoned for *OS*. Although this planning permission is in place until **2025**, we note that there is currently a Large-scale Residential Development application in preparation with Hughes Planning and Development Consultants and the associated design team liaising with Fingal County Council on this application prior to formal submission. Further to this, we note that the park which was proposed with the planning application granted under **Reg. Ref. F08A/1329/E1** has already been built with our clients starting to initiate the taking in charge process with Fingal County Council. Future residential development on these lands will benefit from having these amenities in place, supporting sustainable and social development.

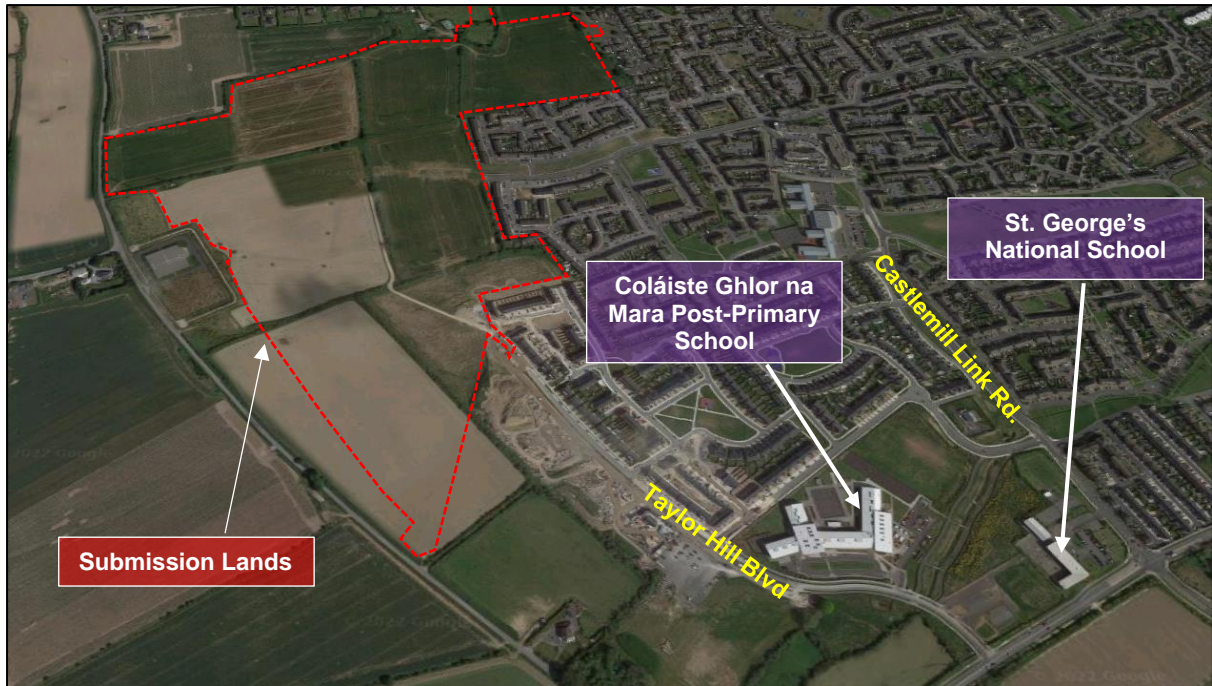


Figure 8.0 3D view of the submission lands looking north, showing the more recently completed section of the Taylor Hill Boulevard road, St. George's National School and Coláiste Ghlór na Mara post-primary school



Figure 9.0 Street view image showing the completed section of the Taylor Hill Boulevard Road



Figure 10.0 Street view image showing the more recently completed Coláiste Ghlór na Mara post-primary school, as viewed from Taylor Hill Boulevard Road



Figure 11.0 Street view image showing the completed St. George's National School as viewed from the adjacent R122 Regional Road

3.0 Planning History

This section provides an overview of the planning history for the subject landholding and immediately adjacent lands. As previously indicated, the submission lands already have the benefit of planning permission for the construction of in excess of 500 no. residential units.

3.1 Subject Site

A review of the Fingal County Council planning register found the following planning permission relating to the subject lands. The details of this applications are outlined below and overleaf:

North-West Balbriggan, Co. Dublin

Reg. Ref. F08A/1329 Permission granted on 14th September 2009 for a duration of 10-years to construct, in summary, a development incorporating 532 no. dwellings, the Balbriggan C-Ring Road and boulevard, a major regional Class 1 public park and an urban square/civic space. The approved development ranges in height between 2, 3 and 4 storeys and will comprise: 281 no. houses and 251 no. apartments.

We note the following positive commentary as contained within the Chief Executives Order, in respect of the development approved under **Reg. Ref. F08A/1329**:

'The proposed development represents a high quality residential development for this area of north-west Balbriggan. The proposal incorporates a series of distinct residential character areas which provide diversity and interest to large housing proposal. The development also provides a distinct 'Urban square' – this will serve as an urban quarter providing facilities for all of North West Balbriggan.'

'It is considered that the proposed development accords with the relevant planning policy framework provided by the Balbriggan Local Area Plan (2005), the Fingal Development Plan 2005-2022 and the National Planning Guidelines. The development also fully complies with the Design Standards for new apartments of the DOEHLG.'

It is also noted within the Chief Executive's Order also concluded that *'the proposed development is generally acceptable and will provide an attractive new residential quarter for Balbriggan'*.

The above application was initially granted permission by Fingal County Council on 14th September subject to 42 no. conditions. The decision of the council was subsequently subject to a first-party appeal to An Bord Pleanála (**ABP Ref. PL06F.235048**) against Condition No's. 5(i), (ii), (vi), (xi); 10; 12; 15(a), (h), (i), Wetlands on Open Space Areas, Public Lighting, Street Signage, Taking in Charge of Open Spaces, Playground Specs; 17 – Foul Sewer (ii), (iii); 17 – Surface Water (ii); 17 Water Supply (ix); 20; 28 and 33 attached to the grant of planning permission issued by Fingal County Council on Reg. Ref. F08A/1329. It is noted that the Board upheld the decision of the council and granted permission for the proposed development on **3rd March 2010**, including a number of amendments made to the conditions initially attached in the Planning Authorities grant of permission.



Figure 12.0 Extract from the site layout plan as approved by Fingal County Council and An Bord Pleanála under **Reg. Ref. F08A/1329 and ABP Ref. PL06F.235048**

An Extension of Duration Application was submitted and approved by Fingal County Council under **Reg. Ref. F08A/1329/E1** in respect of the above development, which extends the life of the permission up to and including the **23rd of February 2025**.

Reg. Ref. F15A/0550 Planning permission granted by Fingal County Council on 3rd October 2016 for the construction of 148 no. dwellings comprising of 115 no. three bed units and 33 no. four bed units with on curtilage car parking, private open space, internal roads, footpaths, cycle tracks, public open space, children's play area, 1 no. crèche facility. The public car park will be linked to the proposed residential development via distributor road previously permitted under Reg. Ref. F08A/1329. Permission is also sought to amend the location within Class 1 public park of approved Class 1 public open space arrangements for previously permitted developments: Reg. Ref. F04A/0745, Reg. Ref. F05A/0323, Reg. Ref. F08A/1329, Reg. Ref. F11A/0442, Reg. Ref. F13A/0240 and Reg. Ref. F14A/0381.

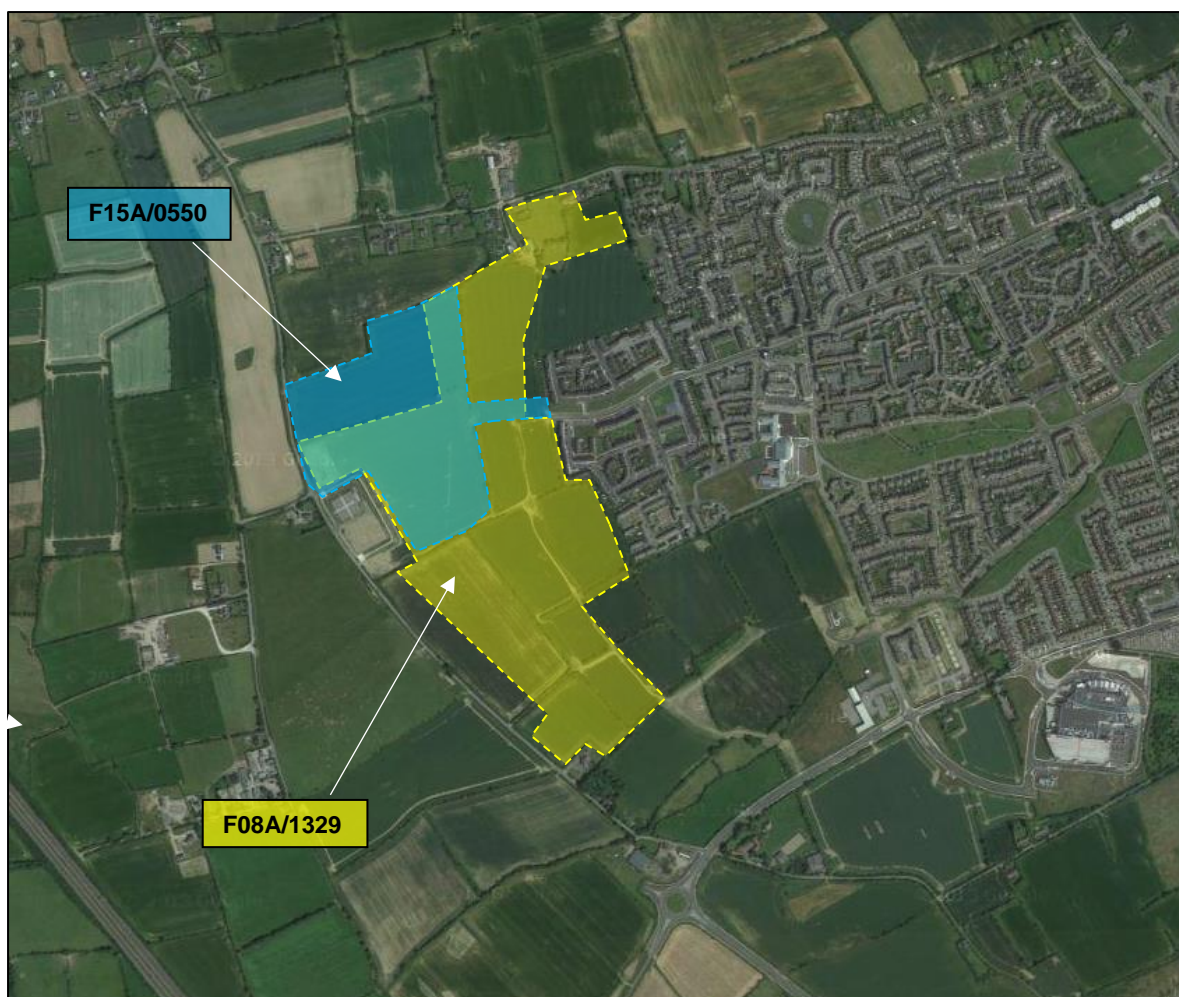


Figure 13.0 Satellite image showing area context of the submission land, the relevant planning permissions are listed with approximate site outlines.

We note that the provision of residential development at the subject site has been looked on favourably by both An Bord Pleanála and the Council and it is submitted that the sustainable development of the site to provide for a quality, medium to high density residential scheme makes appropriate use of underutilised lands, facilitating the growing need for housing throughout Dublin. It is clear from the above approvals that the principle of residential development on the submission lands is established. Ensuring that the lands remain zoned RS – Residential is vital in supporting the proposed development and will see in excess of 500 no. dwellings added to the local housing stock. Moreover, the previous approvals by Fingal County Council give rise to a legitimate expectation on the part of our clients that the complete build out of the above permissions is acceptable.

3.2 Relevant History of Adjoining Lands

The following permissions have been previously permitted for lands which directly connect the subject development and form part of the overall north west Balbriggan lands.

Ref. Ref. F19A/0001 Planning permission is sought for alterations to the western section of previously approved planning application Reg. Ref. F15A/0550 which permitted 82 no. dwellings in this western section. The proposed alterations consist of : (i) Construction of 98 no. dwellings (20no. three bed, 2-storey semi-detached or option of four bed, 2.5 storey semi-detached dwellings; 17 no. three bed, 2-storey semi-detached dwellings; 13 no. three bed, 2-storey end of terrace dwellings; 14 no. three bed, 2-storey mid terrace dwellings; 32 no. two bed, 2-storey mid terrace dwellings; and 2 no. three bed, 2-storey detached

dwelling) with on curtilage car parking. (ii) An increase in the size of the 1 no. crèche facility proposed on the site from 345sq.m to 356sq.m; (iii) Landscaping, boundary treatments, street lighting, SuDS drainage, piped and other services and ancillary site development works necessary to facilitate the development. No alterations are proposed to the Class 1 public park and associated works located to the West of Bremore Pastures and Hasting Lawn, South of Flemington Lane, approved under Reg. Ref. F15A/0550.

This application was submitted on 4th January 2019 and was approved on 1st April 2019 by Fingal County Council.

Reg. Ref. F07A/1249 A 10-year planning permission granted by Fingal County Council on 20th April 2009 (Appeal Ref. PL06F.231457) for a total of 998 no. residential units in five distinct sectors known as “Flemington Village”, “Naul Park”, “River Court”, “Hampton Court” and “Ladywell Avenue”. The permission also provided internal roads including the ‘Boulevard’, open space including part of a Public Park, 5 no. crèches and a pumping station.

- Flemington Village was superseded by a revised housing development under Reg. Ref. F13A/0240 and F15A/0437, also subject to the construction of the Castlemill Link Road (PART VIII/006/12);
- Naul Park was superseded by a revised housing development under Reg. Ref. F15A/0550;
- Hampton Court was superseded by Reg. Ref. F10A/0314, which related to the permanent use of the land for St. George’s National School. Land has also been subsequently rezoned from Residential to Community Infrastructure; and
- River Court were superseded by Reg. Ref. F15A/0242, which related to the development of Coláiste Ghlór na Mara Secondary School. Land has also been subsequently rezoned from Residential to Community Infrastructure.

The original Reg. Ref. F07A/1249 permission consisted of 998 no. residential units, 5 no. creche units, public open space, car parking, internal roads and footpaths, new vehicular entrances, ESB substations, landscaping and all associated site development works. The permission was superseded by the following permissions:

- **Reg. Ref. F13A/0240** granted permission for 99 no. residential dwellings;
- **Reg. Ref. F14A/0198** granted permission for a single storey temporary building at Colaiste Ghlór na Mara;
- **Reg. Ref. F15A/0242** granted a new school building at Colaiste Ghlór na Mara; and
- **Reg. Ref. F15A/0437** granted permission for Alterations to previously approved development (**Reg. Ref. F13A/0240**) which consists of revised house types and layout and an increase in the number of dwellings from 99 no. to 131 no.

The principal remaining function of this permission is to authorise the construction of the distributor road being Boulevard Road.

The proposed development seeks permission for alterations to Reg. Ref. F15A/0550. This application was approved permission to redesign a central portion of the lands (the Naul Park character area) to provide 148 no. residential units and 1 no. creche facility. The alterations are to the eastern section of the subject site under Reg. Ref. F15A/0550, where 82 no. dwellings were previously approved. 98 no. dwellings are now proposed on the eastern section of the site.

North of Naul Road & North West of Hampton Gardens, Balbriggan, Co. Dublin

Reg. Ref. F08A/1038 Permission granted on 19th February 2009 for a roundabout on the section of the main distributor road north of the Naul Road. The roundabout was to be located north-west of the existing Hampton Gardens residential estate.

This permission has been superseded by Reg. Ref. F13A/0240 which permitted 99 no. residential dwellings and Reg. Ref. F15A/0437. Both Reg. Ref. F13A/0240 and F15A/0437 take the approved Castle Mills Link Road into account, which was not proposed by Fingal County Council at the time of the 2008 roundabout application.

North of Naul Road, South of Flemington Lane, East of Clonard-Bridgefoot Road, West of Moylaragh, Balbriggan, Co. Dublin

Reg. Ref. F10A/0263 A 10-year planning permission granted on 1st February 2011 for alterations to previously approved Reg. Ref. F07A/1249. The proposed alterations relate solely to all 93 no. House Type 2's within the approved development of 998 no dwellings, as follows: revised elevation treatment; internal alterations; and addition of attic accommodation to provide a fifth bedroom.

This permission is largely irrelevant as it has been superseded by Reg. Ref. F13A/0240

Reg. Ref. F13A/0240 10-year planning permission granted on 23rd June 2014 for 99 no. two storey detached and semi-detached residential dwellings.

This site is currently being developed by Glenveagh Homes Ltd. The proposed development aims to incorporate with the development in terms of style and layout in order to achieve an overall sense of place. The building heights and design of the proposed dwellings are consistent with that of the adjoining residential development.

Reg. Ref. F15A/0437 Permission granted on 1st February 2016 for alterations to the development approved under Reg. Ref. F13A/0240, allowing an increase in the number of houses from 99 no. to 129 no.

Reg. Ref. F17A/0374 Planning permission granted on 25th September 2017 for alterations to previously approved Reg. Ref. F15A/0437, increasing the approved 129 no. dwellings to 130 no. dwellings.

Reg. Ref. F17A/0690 Planning permission granted on 14th February 2018 for alterations to previously approved Reg. Ref. F17A/0374, increasing the approved 130 no. dwellings to 135 no. dwellings

4.0 Planning Context of the Subject Lands

This section of the submission will examine the local, regional and national planning frameworks that inform the use and development of the subject lands. Documents of note include the Fingal Development Plan 2017-2023, the recently published Draft Fingal Development Plan 2023-2029, The Regional Spatial and Economic Strategy for the Eastern and Midland Regions 2019-2031, The National Planning Framework (NPF) and the more recently published Housing For All – A New Housing Plan for Ireland. Each of the afore referenced documents will be discussed in turn in the proceeding sections of this report.

4.1 Relevant National and Regional Policy Content

4.1.1 Project Ireland 2040 – National Planning Framework

Published in 2018, Project Ireland 2040 – The National Planning Framework is the Irish government's overarching policy initiative which sets a vision and a credible development strategy to shape the

country's national, regional and local spatial development in economic, environmental and social terms to 2040. The plan sets out ten National Strategic Outcomes (NSO's) which underpin the overarching vision for the country and serve as shared goals, as depicted in the below extract.



Figure 14.0 National Planning Framework and its National Strategic Outcomes and Priorities of the National Development Plan

The National Planning Framework is focused on the compact development of existing urban areas to promote sustainable growth and allow for the increased viability of central services, shops and public transport in conjunction with the regeneration of existing built-up areas as opposed to the continual expansion and sprawl of cities and towns into the countryside at the expense of smaller villages. The NPF seeks to manage growth within the three regions of Ireland, which include the Northern and Western, Southern, and Eastern and Midland Regional Assembly areas, to allow for balanced growth and guided development. The following target is outlined in relation to national growth:

*'We have five cities in Ireland today in terms of population size (>50,000 people): Dublin, Cork, Limerick, Galway and Waterford. In our plan we are targeting these five cities for **50% of overall national growth between them**, with Ireland's large and smaller towns, villages and rural areas accommodating the other 50% of growth.'*

National Policy Objective	Eastern and Midland
1. Growing Our Regions	+ 490,000 - 540,000 people (2.85m total) +320,000 in employment (1.34m total)
2. Building Stronger Regions: Accessible Centres of Scale ²⁰	Dublin City and Suburbs: +235,000 - 290,000 people (at least 1.41 million total) Regional Spatial and Economic Strategy to set out a strategic development framework for the Region, leading with the key role of Athlone in the Midlands and the Drogheda-Dundalk-Newry cross-border network
3. Compact, Smart, Sustainable Growth	50% of new city housing within existing Dublin City and suburbs footprint 30% all new housing elsewhere, within existing urban footprints

Figure 15.0 National Planning Framework Targeted Pattern of Growth, 2040

The above table provides a summary of the key national targets for structuring the overall national growth anticipated, promoting regional parity, creating accessible centres of scale and securing compact and sustainable growth. The clear policy direction at a national scale is to grow our regions and accommodate new housing within or adjacent to existing built-up areas. It must be acknowledged that in order to accommodate the population growth envisaged by the National Planning Framework, that there is a requirement for an increased output of a mix of residential units over the coming years, up to 2040 to meet a growing demand.

With regards to managing growth, Section 1.2 of the National Planning Framework sets out that more balanced growth also means more concentrated growth and that the key five cities of **Dublin**, Cork, Limerick, Galway and Waterford are targeted for **50% of overall national growth** between them, with **Ireland's large and smaller towns, villages and rural areas accommodating the other 50% of growth**. In addition, National Strategic Outcome No. 1 '*Compact Growth*', provides that the NPF is focused on the careful management of the sustainable growth of compact **cities, towns and villages** in order to add value and create more attractive places in which people can live and work. To achieve

this outcome, there must be an increase in the proportion of more compact forms of growth in the development of settlements of all sizes, from the largest city to the smallest village.

More specifically, strategies included in Chapter 2.2 of the Planning Framework seeks to target a greater proportion (40%) of future housing development to be within and close to the existing 'footprint' of built-up areas. This target is to be achieved by making better use of under-utilised land and buildings, including 'infill', 'brownfield' and publicly owned sites and vacant and under-occupied buildings, with higher housing and jobs densities, better serviced by existing facilities and public transport. A key element of national growth is the more efficient use of underutilized sites within existing built-up areas, as per the following commentary from Project Ireland 2040 document:

*'A major new policy emphasis on renewing and developing existing settlements will be required, rather than continual expansion and sprawl of cities and towns out into the countryside, at the expense of town centres and smaller villages. **The target is for at least 40% of all new housing to be delivered within the existing built-up areas of cities, towns and villages on infill and/or brownfield sites.** The rest of our homes will continue to be delivered at the edge of settlements and in rural areas.'*

As the subject lands comprises of lands currently which are under-utilised, with the potential for new residential development and in considering its proximity to a range of amenities, it is submitted that the site has the potential to realise the goals and objectives as set out in the National Planning Framework (2018) by accommodating higher density development.

A number of objectives outlined in Appendix 1 of the National Planning Framework have been identified to ensure proper planning and sustainable development. We consider that the following national policy objectives to be of relevance:

- National Policy Objective 3a** *Deliver at least 40% of all new homes nationally, within the built up footprint of existing settlements.*
- National Policy Objective 3b** *Deliver at least half (50%) of all new homes that are targeted in the five Cities and suburbs of Dublin, Cork, Limerick, Galway and Waterford, within their existing built-up footprints.*
- National Policy Objective 4** *Ensure the creation of attractive, liveable, well designed, high-quality urban places that are home to diverse and integrated communities that enjoy a high quality of life and well-being.*
- National Policy Objective 5** *Develop cities and towns of sufficient scale and quality to compete internationally and to be drivers of national and regional growth, investment and prosperity.*
- National Policy Objective 6** *Regenerate and rejuvenate cities, towns and villages of all types and scales as environmental assets, that can accommodate changing roles and functions, **increased residential population** and employment activity and enhanced levels of amenity and design quality, in order to sustainably influence and support their surrounding area.*
- National Policy Objective 11** *In meeting urban development requirements there will be a presumption in favour of development that can encourage more people and generate more jobs and activity within existing cities, towns and villages, subject to development meeting appropriate planning standards and achieving targeted growth.*
- National Policy Objective 33** *Prioritise the provision of new homes at locations that can support sustainable development and at an appropriate scale of provision relative to location*

National Policy Objective 35 *Increase residential density in settlements, through a range of measures including reductions in vacancy, re-use of existing buildings, infill development schemes, area or site-based regeneration and increased building heights.*

In light of the above, it is considered that the subject lands present an ideal location for development in line with the objectives of the NPF as listed above and the forthcoming development of the lands should be wholly supported. The provision of a high density residential development on the subject lands, is in accordance with the NPF's target of **40% of new housing to be located within existing towns and settlements and for 50% of population growth to take place within Ireland's larger urban settlements.**

In Section 4.5 of the plan, it is noted that there are many areas in our cities, towns and villages that contain lands and buildings not developed or used to their full potential. It is considered that the subject lands represent such lands, which have the potential to accommodate a significant proportion of future growth and activate the significant potential of this landbank. The submission lands are in a location that would benefit directly from the infrastructural works and services which have been completed or are under construction as part of the adjacent residential developments, such as improved road and pedestrian infrastructure, vast amounts of public open space whilst also benefitting from the services infrastructure that is in place to support residential development, such as foul water, mains water and energy connections, supporting economies of scale in terms of shared resources.

4.1.2 National Development Plan 2018—2027

The National Development Plan 2018—2027 sets out the investment priorities that will underpin the successful implementation of the National Planning Framework, including the development of the necessary housing stock set out therein. The National Development Plan demonstrates the Government's commitment to meeting Ireland's infrastructure and investment needs over the next ten years, through a total investment estimated at €116 billion over the period, in high quality integrated public and sustainable transport systems. This includes investment in high quality integrated public and sustainable transport systems as well as health and education.

Identified in section 1.6 '*Housing Challenge*' the National Development Plan outlines that need for housing developments to ensure adequate housing stock for the country's predicted population growth which is expected to be nearly 6 million by 2040 requiring an additional 550,000 homes.

'The need to provide in excess of half-a-million more homes over the period to 2040 corresponds to a long-term trend of 25,000 new homes every year.'

In line with the National Development Plan, development at the subject site can increase the housing stock that is deemed as necessary in the plan, helping to support the growing population of Dublin and its suburbs and the subsequent demand for housing. The proposed redevelopment of the submission lands is considered to reflect the type of sustainable development which is sought throughout national policy in regard to the appropriate development of underutilised sites. Moreover, the area surrounding the submission lands is set to benefit directly from future investment in public transport, with the DART + Coastal North Project providing for an extension to the DART service from Malahide to serve the local communities in Donabate, Rush, Lusk, Skerries and Balbriggan. These upgrades will provide increased levels of rail infrastructure to link the North of the county with the city centre, whilst also incentivising further investment and job creation in north Dublin.

4.1.3 Housing for All – A New Housing Plan for Ireland

The 'Housing for All - A new Housing Plan for Ireland' was published in September 2021 as part of the Irish Government's 'Our Shared Future' programme which, in turn, sets out the Government's mission to tackle the housing crisis. The objective of the plan is to ensure that everybody has '*access to sustainable, good quality housing to purchase or rent at an affordable price, built to a high standard, and located close to essential services, offering high quality of life.*' The plan seeks to increase new housing supply to an average of at least **33,000 new units per year** with specific pathways outlined to achieve the four overarching objectives of the plan which are:

- *Supporting Homeownership and Increasing Affordability;*
- *Eradicating Homelessness, **Increasing Social Housing Delivery** and Supporting Social Inclusion;*
- ***Increasing New Housing Supply; and***
- *Addressing Vacancy and Efficient Use of Existing Stock.*

Each of the pathways comprises a comprehensive suite of actions to achieve the above referenced Housing Policy Objectives. These pathways are illustrated in the extract overleaf.



Figure 16.0 Figure indicating the four pathways to Housing for All

Pathway No. 3 '*Increasing New Housing Supply*' stipulates a number of key aspects to providing for new homes, each of which are depicted in the extract overleaf. It is also noted within that by 2040, an additional one million people will be residing in Ireland. The state is acting decisively to activate supply across both public and private lands, which is critical to ensuring that new homes to be built over the next decade are located where housing demand is greatest and where there is good accessibility to employment, education, public transport, and other services and amenities. In this context Section 3.1 of the Plan '*Increase Land Availability for Residential Development*' states that '**a steady supply of suitable and serviced zoned land is needed**' further providing that '*Local Authorities and elected members play a key role in zoning enough land to meet residential housing requirements, while also respecting the requirements for balanced regional development and the need to prevent urban sprawl.*'

It is noteworthy, that the plan also goes on to note that '*It may be necessary for a **Local Authority to zone more serviced land in a development plan than would equate to meeting precisely the***

projected housing demand for that settlement, to provide choice in sites locally and to avoid restricting the supply of new housing development through inactivity on a particular landholding. In this context, it is considered that a holistic zoning approach should be adopted and Fingal County Council should maintain residential zonings whereby it is the clear intent of the land owner to develop the lands over the plan period, thus facilitating development as opposed to precluding it.

The delivery of the proposed Balbriggan north-west development will provide for a high-quality residential scheme, which integrates with its wider surrounds, and will aid in meeting the residential output requirements as set out within the new *Housing for All* plan.



Figure 17.0 Figure indicating the pathway to Increasing New Housing Supply

We submit that the proposed zoning is consistent with the above policy as it facilitates the provision of an appropriate quantum of residential accommodation on a serviceable site which is within easy reach of essential services and amenities. The provision of residential units on site, supports homeownership and affordability, will result in increased social housing provision and will provide for the efficient use of well-located lands, which have capacity to comfortably absorb additional development. The proposed development responds to a recognised need, at national level, for residential accommodation and for the growth of our cities and suburbs in a compact and sustainable manner. The proposal is consistent with policy in this regard. Moreover, the proposed development at this location, will provide for residential development on lands that are contiguous to the existing built-up area of Balbriggan and will aid in realising the key national policy objectives set out hereunder.

4.1.4 Regional Spatial and Economic Strategy (2019-2031)

The Regional Spatial and Economic Strategy for the Eastern and Midland Region (RSES) was published in 2019. A Regional Spatial & Economic Strategy (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 throughout the Region. The principal statutory purpose of the RSES is to support the implementation of Project Ireland 2040 and the economic policies and objectives of the Government by providing a long-term strategic planning and economic framework for the development of the Regions.

At the core of the RSES is the consideration of a settlement hierarchy for the Region, which outlines the key locations for population and employment growth, coupled with investment in infrastructure and services to meet those growth needs. The RSES builds on the foundations of Government policy in Project Ireland 2040 and replaces the current Regional Planning Guidelines (RPGs).

As indicated in the below map extract, Balbriggan is located within the 'Core Region' which includes the peri-urban hinterlands in the commuter catchment around Dublin, which covers the Mid-East counties of Louth, Meath, Kildare and Wicklow.

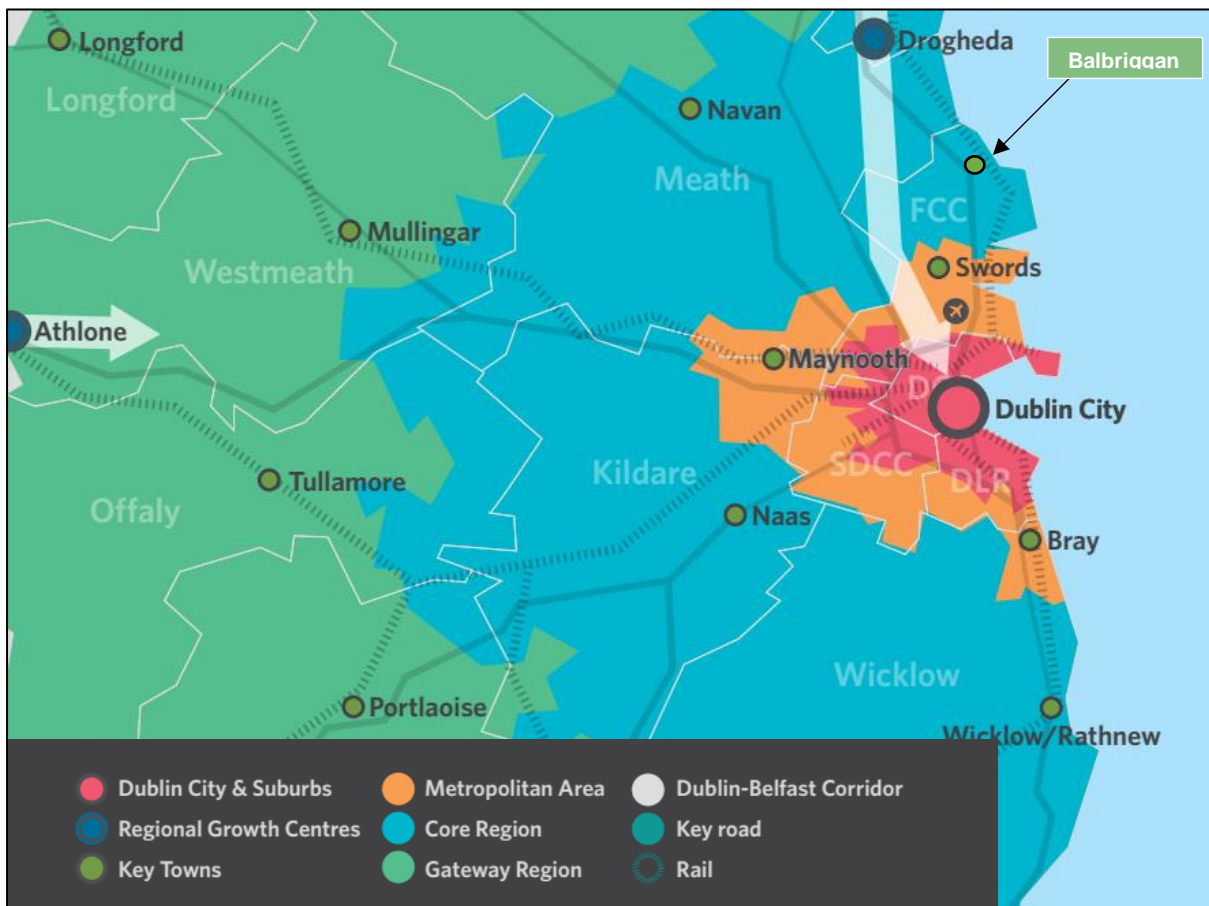


Figure 18.0 Map extract from the RSES indicating the location of Balbriggan within the Core Area

It is highlighted within the RSES that in excess of 550,000 people resided in the Core Region in 2016, it is expected that this figure has subsequently increased. It is also indicated that the Core Region contains some of the youngest and fastest growing towns in the state.

The key growth enablers for the Core Region as per the RSES, include the following:

- **To 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.
- Commensurate population and employment growth in Key towns, coupled with investment in enabling transport, infrastructure and services to facilitate the achievement of compact growth targets of at **least 30% of all new homes to be within the existing built up area of settlements.**

In addition to the above, the following Regional Policy Objectives (RPO's) are considered to be of relevance:

RPO 3.2 *Local authorities, in their core strategies shall set out measures to achieve compact urban development targets of at least **50% of all new homes within or contiguous to the built up area of Dublin city and suburbs** and a target of at least 30% for other urban areas*

RPO 4.83 *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 strategies of the county development plans.*

The RSES also confirms that local authorities, in developing their core strategies and settlement hierarchies will consider the following growth enablers for every part of the Region to meet its potential including:

Compact Sustainable Growth – *Promote compact, sequential and sustainable development of urban areas from large to small to realise targets of **at least 50% of all new homes** to be built, to be within or contiguous to the existing built up area of Dublin city and suburbs, and a target of at least 30% for other urban areas.'*

With regards to the above, it is considered that maintaining the submission lands current 'RA – Residential Area' zoning as indicated in the Draft Plan is essential in facilitating the proposed development on the subject lands as part of the overall residential development, and will aid in securing the compact and consolidated growth of Balbriggan.

We would also note that facilitating housing is critical to ensuring the sustainability, vitality and viability our towns and villages. Over the past years, the surrounding hinterland of Balbriggan has been subject to the sprawl of one-off housing within and outside of its core area, as such support for additional housing and compact growth within this settlement will aid in acting as a viable alternative to urban generated one-off housing, contributing to the principle of compact growth.

The RSES identifies Balbriggan as a Regional Growth Centre, which are defined as:

Large towns with a high level of self-sustaining employment and services that act as regional economic drivers and play a significant role for a wide catchment area.

The vision provided for Balbriggan in the RSES is that Balbriggan will act as a Regional Growth Centre with a population target in the region **of 50,000 by 2031**. The plan also targets the compact and focused growth in the Regional Growth Centres of Balbriggan and Dundalk, growing them to a city scale, is also outlined as one of the growth enablers for the Dublin Belfast Corridor. Further to this, the Growth Strategy for the Eastern and Midland Region includes the following strategy in relation to Balbriggan:

'Target Growth of our Regional Growth Centres of Athlone, Balbriggan and Dundalk as regional drivers.'

The provision of a high-density residential development on the submission lands is consistent with the above as it will provide housing to accommodate the population increase expected in Balbriggan moving forward and supporting its compact and sequential growth.

The RSES requires a Joint Urban Area Plan for Balbriggan, which Louth County Council and Meath County Council will be required to prepare following the adoption of the Regional Spatial & Economic

Strategy. The absence of this Joint Urban Area Plan does not impede a decision being issued on an application for development within the Joint Urban Area Plan area in advance of this plan being prepared.

Given the subject site is currently zoned for residential development and the ranking afforded the subject site, in relation to the prioritising of the release of residentially zoned land, in the Balbriggan Southern Environs Plan 2009-2015, it is anticipated that the subject site will be earmarked for residential development in the Joint Urban Area Plan for Balbriggan, which is therefore consistent with the proposed development being put forward for this site. As indicated in the below map extract, the town of Balbriggan is also located along the North-South Corridor, with the forthcoming DART extension to Balbriggan, making the area more accessible via public transport and further unlocking the development potential of the wider area.



Figure 19.0 Map extract from the RSES showing the various transport corridors proposed under the plan. The subject lands are located adjacent to the North-South Corridor which is set to benefit from the upcoming Dart Expansion Programme.

In addition to the above, Balbriggan will also be served by future BusConnects routes **including Local Route L85** which will operate from Balbriggan town centre to Dublin Airport, passing through Skerries, Loughshinny, Rush and Lusk.

The afore referenced public transport enhancements and improvements will have the effect of providing high quality public transport services to Dublin City and other key towns within north Dublin and the Metropolitan Area. The subject lands are ideally located to benefit from these improvements and are optimally situated, within proximity to existing and planned public transport services, to meet the key

objectives of the RSES which includes the promotion of the compact and sustainable growth of Dublin's Key towns including Balbriggan.

5.0 Fingal Development Plan 2017-2023

The Fingal Development Plan 2017-2023 is the relevant statutory development plan for the area. The Development Plan is a guidance document created by the Council to help inform their Planners as well as the public, as to the types of development they would like to see in each area, as well as outlining quantitative standards all developments have to meet. This section will discuss in detail the policies which will form part on an argument as to why a development of this scale is acceptable on this site.

The current Fingal Development Plan 2017-2023 categorises Balbriggan as a '*Large Growth Town*' which is economically vibrant, with high quality transport links to larger towns and Dublin city. One of the key high-level objectives of the plan is to strengthen the growth centres of Swords, Balbriggan and Blanchardstown, **which are the County's primary locations for growth.**

Section 1.6 of the current plan states that the strategic policy will deliver on the main aims of the Fingal Development Plan 2017-2023, by seeking to:

'Consolidate the growth of the major centres of Blanchardstown and Balbriggan by encouraging infill development and intensification of development within appropriate locations.'

The submission lands are considered to represent such a location which can contribute to the compact growth of the town.

The Settlement Strategy for the Hinterland Area, indicates that Balbriggan is Fingal's only Large Growth Town and is the largest town within the hinterland area, being characterised by a young and expanding population which has rapidly grown to in excess of 20,000 people over the last two decades. Significant investment made by Fingal County Council and other key stakeholders over the past years in the town's water services and roads infrastructure has provided a basis for the town to continue to grow in a sustainable manner. Objective SS19 of the current plan further stipulates that it is the objective of the Planning Authority to:

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

The *Development Strategy* for Balbriggan over the current plan period, from 2017-2023, is to further consolidate and regenerate the town in line with its designation as a Large as a Large Growth Town and a 'secondary economic growth town'.

Having regard to the above policy content, it is considered that the future development of the subject lands, as approved under **Reg. Ref. F08A/1329** and **Reg. Ref. F08A/1329/E1**, and in accordance with the revised plans currently being developed of the submission lands will provide for the consolidation of residential development within an underutilised, well located, and serviceable area, which will aid in achieving the above goal and the stated aims and objectives of National and Regional policy documents in respect of urban compaction.

5.1 Land-Use Zoning

As demonstrated in the zoning map extract overleaf, the majority of the submission lands are zoned Objective '*RA-Residential Area*' with the north-western section of the lands being zoned '*OS-Open Space*'. The current Fingal Development Plan 2017-2023 states that the objective of 'RA' zoned lands is to '*provide for new residential communities subject to the provision of the necessary social and physical infrastructure*'. The primary objective pertaining to 'OS' zoned lands is to '*Preserve and provide for open space and recreational amenities*.' The entirety of the submission lands are located within the development boundary for Balbriggan.

The zoning map also shows other designations in the area including a 'Road Proposal' traversing the lands from north to south, relating to the 'Balbriggan Ring Road R122 to R123 via Flemington.' The provision of this ring road was previously approved by Fingal County Council and An Bord Pleanála under **Reg. Ref. F08A/1329**. This proposal is listed under Objective MT41 of the current plan which seeks to implement the Road Improvement Schemes listed in Table 7.1, over the plan period. The map extract below also indicates that the subject lands are subject to a Masterplan proposal MP 4.B 'North West Balbriggan Masterplan.' **Objective BALBRIGGAN 16** as included in Chapter 4, states that it is the objective of the Planning Authority to prepare and/or implement a number of Masterplans during the lifetime of the plan, including that earmarked for North West Balbriggan. It is noted that this Masterplan has not yet been prepared, and given that the area has already been subject to approved planning permissions, it is considered that its preparation would be unnecessary at this juncture.

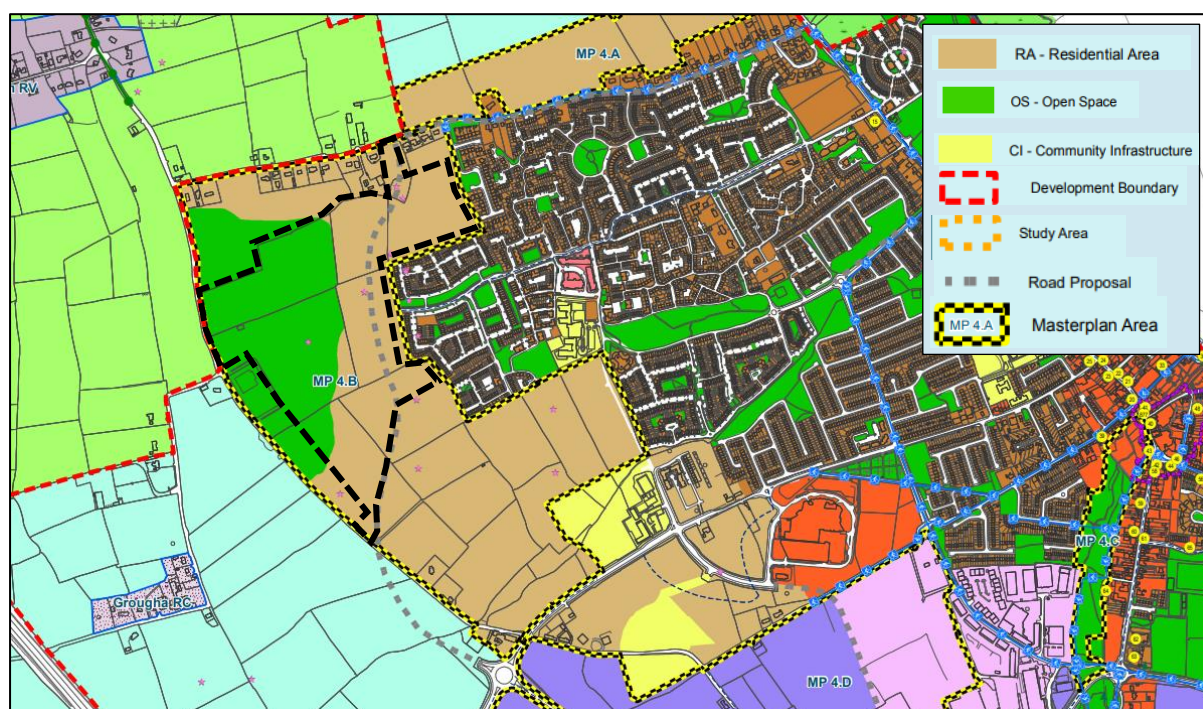


Figure 20.0 Extract from the Balbriggan Zoning Map (Map 4) from the Fingal Development Plan 2017-2023 showing the submission lands outlined in black.

The zoning map also indicates that there are a number of recorded monuments located within the confines of the submission lands, however appropriate mitigation measures have been adopted both as part of the design evolution of the previously approved scheme **Reg. Ref. F08A/1329** and as part of the developing plans as part of the future Large Scale Residential Development application, which ensure that appropriate protection of all features of note on site.

The current development plan states that the vision for the 'RA' AND 'OS' zoning objectives are as follows:

RA – Residential Area Vision

'Ensure the provision of high quality new residential environments with good layout and design with adequate public transport and cycle links and within walking distance of community facilities. Provide an appropriate mix of house sizes, types and tenures in order to meet household needs and to promote balanced communities.'

OS – Open Space Vision

'Provide recreational and amenity resources for urban and rural populations subject to strict development controls. Only community facilities and other recreational uses will be considered and encouraged by the Planning Authority.'

The zoning matrix included in the development plan indicates 'permitted' and 'not permitted' uses in all designated zones. Permitted in principle uses are generally acceptable subject to the normal planning process and compliance with the relevant policies and objectives, standards and requirements set out in the Development Plan. The following are permitted in principle uses for sites located in the RA – Residential Area and OS – Open Space zoning designations.

Permissible Uses – RA – Residential Area

A permissible use is one which is generally acceptable in principle in the relevant zone, but which is subject to normal planning consideration, including policies and objectives outlined in the plan.

Permissible uses within 'RA' zoned lands include the following:

Permitted in Principle: 'RA' – Residential Area		
<i>Amusement Arcade⁹</i>	<i>Bed and Breakfast</i>	<i>Betting Office⁹</i>
<i>Childcare Facilities</i>	<i>Community Facility</i>	<i>Education</i>
<i>Funeral Home/Mortuary⁹</i>	<i>Guest House</i>	<i>Health Centre</i>
<i>Health Practitioner</i>	<i>Hospital</i>	<i>Office Ancillary to Permitted Use</i>
<i>Office ≤ 100sqm⁹</i>	<i>Office > 100sqm and < 1,000sqm¹¹</i>	<i>Open Space</i>
<i>Place of Worship</i>	<i>Public House⁹</i>	<i>Public Transport Station</i>
<i>Recreational Facility/Sports Club</i>	<i>Residential</i>	<i>Residential Care Home/ Retirement Home</i>
<i>Restaurant/Café⁹</i>	<i>Retail - Local < 150 sqm nfa</i>	<i>Retail - Convenience ≤ 500 sqm nfa⁹</i>
<i>Retail - Comparison ≤ 500 sqm nfa⁹</i>	<i>Retail - Supermarket ≤ 2,500 sqm nfa⁹</i>	<i>Retirement Village</i>
<i>Sheltered Accommodation</i>	<i>Sustainable Energy Installation</i>	<i>Taxi Office</i>
<i>Traveller Community Accommodation</i>	<i>Utility Installations</i>	<i>Veterinary Clinic</i>

Table 1.0 Table of permissible uses for sites zoned 'RA' – Residential Area.

As is evident from the zoning matrix detailed above, **residential** is a permitted use within 'RA' zoned lands. In addition, various other uses pertinent to accommodations are permitted in principle including, residential care home and retirement home facilities, retirement villages, sheltered accommodation, and traveller accommodation

Permissible Uses – OS – Open Space

Permitted in Principle: 'OS' – Open Space		
<i>Community Facility</i>	<i>Gold Course</i>	<i>Open Space</i>
<i>Recreational Facility/Sports Club</i>		

Table 2.0 Table of permissible uses for sites zoned 'OS' – Open Space

In light of the above, it is important to highlight that development has already taken place on the submission lands, including the construction of Class 1 Public Open Space within the 'OS' zoned portion of the lands. It is noted that our clients, are ready to commence the taking in charge process with Fingal County Council in respect of this aspect of the development.

6.0 Draft Fingal Development Plan 2023-2029

As noted in the preceding sections of this report, the new Draft Fingal Development Plan 2023-2029 was published by Fingal County Council on 24th February 2022. This Draft plan sets out the overall strategy for the proper planning and sustainable development of the functional area of Fingal over a 6-year period between 2023 and 2029.

The Draft Plan identifies Balbriggan as the largest Self-Sustaining Town in the Core Area, located c. 18km north of Swords, within east access off the M1 Motorway, whilst also being served by the main Dublin to Belfast rail line and commuter services to Dublin City. Owing to its designation as a significant growth area, **Objective CSO51** of the plan notes that it is the objective of Fingal County Council to:

'Promote and facilitate the development and growth of Balbriggan and Skerries as primary service, social, cultural and local tourist centres in north Fingal.'

Policies of note as included within the Draft Plan are as follows:

Policy CSP38 – Sustainable Expansion and Development

Promote sustainable expansion and development at a level appropriate to and integrated with the existing town or village, meeting the socio-economic and civic aspirations of the community, whilst preserving the settlements distinctive character, heritage, amenity and local identity.

Objective CSO64 – Scale of New Housing Developments in Towns and Villages

Ensure that the scale of new housing developments within Towns and Villages both individually and cumulatively, shall generally be in proportion to the pattern and grain of existing development

Objective CSO67 – Compact, Organic and Sequential Development of Towns and Villages

The scale of new residential schemes within Towns and Villages shall be in proportion to the pattern and grain of existing development with a focus on delivering compact growth and providing for the organic and sequential development of the settlement. Infill and brownfield development shall have regard to the existing town or village character and create or strengthen a sense of identity and distinctiveness for the settlement

In light of the above objectives, it is considered that the proposed development of the submission lands, as previously approved by Fingal County Council, would provide for the logical and compact growth of the urban footprint of Balbriggan, providing for additional residential accommodation at this highly accessible location, and increasing the population in the area which will in turn support the delivery and sustainability of essential services and commercial enterprises within the town itself. It is submitted that the above requests are in accordance with the general objectives as comprised within the Draft Plan regarding sequential and compact growth.

The extract overleaf from the Core strategy of the Draft Plan indicates the estimated population growth for Fingal, to the years 2023 and 2029. In accordance with National Policy Objective 68 as comprised within the NPF, which enables up to 20% of the phased population growth targeted in the principal city and suburban area, to be accommodated in the wider metropolitan area, an additional 20,000 population was allocated to Swords. To clarify NPO68 further states that this additional allocation will be subject to:

- *Any relocated growth being in the form of compact development, such as infill or a sustainable urban expansion;*
- *Any relocated growth being served by high capacity public transport and/or related to significant employment provision;*
- *National policy Objective 9, as set out in Chapter 4 of the NPF.*

As is evident from Figure 22.0 overleaf, the population of Fingal is to increase from 296,200 in 2016 to 359,000 in 2029, representing an increase of **c. 21.2%**.

2016 (CSO)	2026 Low	2026 high	2029
296,200	334,745	342,245	346,298

Figure 21.0 RSES Population Projection for the Fingal County Council Area 2016-2031 (adjusted to apply headroom)

2016 (CSO)	2026 Low	2026 high	2029
296,200	334,745	342,245	359,000

Figure 22.0 RSES Population projections, adjusted to 2029 and to comply with NPO69

Settlement Type	Settlement Name	CSO 2016 Population	Estimated 2023 Population	Estimated 2029 Population	Extant Permission	Land Availability (Ha)	Residential Yield	
Core Area								
Self Sustaining Towns	Balbriggan	includes Balrothery	24,027	25,949	27,492	81	116	4,151

Figure 23.0 Core Strategy for the Draft Fingal Development Plan 2023-2029, showing the projected population and land availability for Balbriggan, including Balrothery.

The Core Strategy of the sets out that the population of Balbriggan which includes Balrothery will have an estimated 2023 population of **25,949 no. persons (an increase in 1,922, or 8% no. from the 2016 census population results)**, further the estimated population for the area to the year 2029 is **27,492 no. persons (an increase in 3,465 or 14.42% from the 2016 census population results)**. The table above stipulates that there is a total land availability in Balbriggan and Balrothery of 116 hectares, equating to a residential yield of **4,151 no. dwellings**, this figure excludes extant permissions. Whilst the population projections outlined above are for the area of Balbriggan and Balrothery combined, it is noted that Balrothery presently has a relatively low population, estimated at c. 2,017 in 2016, as such the proportion of growth designated to this area will be relatively low over the plan period, with the majority of the projected population growth being designated to Balbriggan.

The 2011 Census data indicates that the settlement of Balbriggan has a total population of 19,960. This figure subsequently increased to 21,772, in 2016, an increase of **9.08%** over the census period. This is significantly higher than the overall increase for the Fingal administrative area over the same period, which recorded an increase of **7.4%**. **Thus indicating that the town of Balbriggan and its hinterlands will continue to grow exponentially over the plan period, necessitating the requirement of a sufficient quantum of appropriately residentially zoned lands to ensure the timely delivery of quality housing to accommodate this projected growth.**

Urban Capacity Assessment and Potential Residential Yield

In the context of the above, we also reference the Urban Capacity Assessment as prepared by HRA Planning which is included as part of the supplementary documentation to the Draft Plan. This assessment has been undertaken to provide the analysis to support a sustainable integrated land-use planning and transportation approach. The urban capacity assessment is based on analysis of future housing potential within the urban footprints of settlements. The map extract presented overleaf, outlines the existing undeveloped residentially zoned lands located within the Balbriggan development boundary. A star has been added to the submission lands for context.

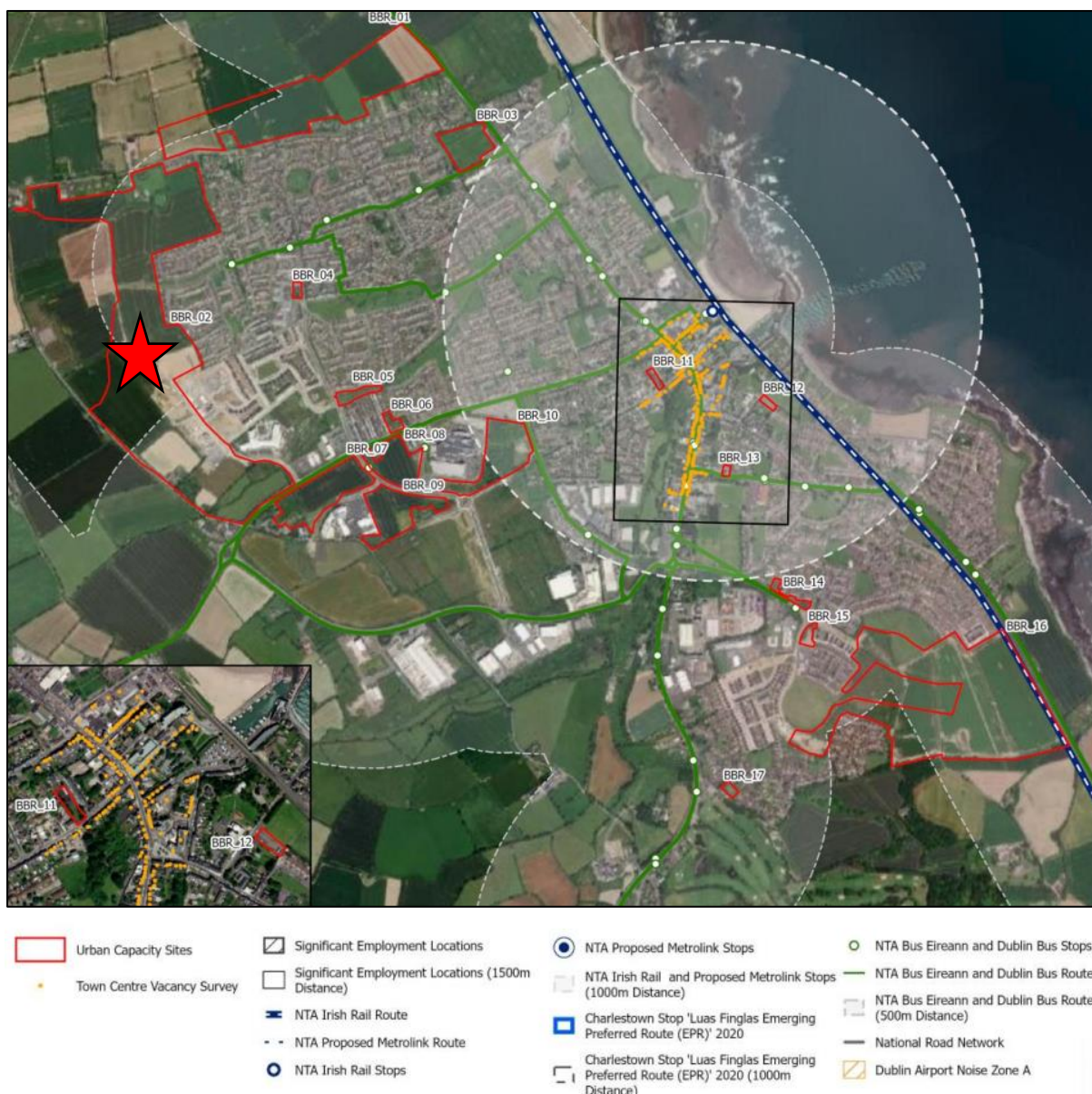


Figure 24.0 Map extract from the Urban Capacity Assessment (HRA Planning) showing the subject site indicated with a red star

It is of particular note that the Urban Capacity Assessment Analysis Table for Balbriggan indicates that the town of Balbriggan has a total land capacity of 106.94 hectares, equating to a potential residential housing yield of **4,031.55**, based on a density application of between 35 and 50 dwellings per hectare. The submission lands are identified as Site No. BER_02. The analysis table outlines that the net developable area of the lands is **33.15 hectares**, resulting in a potential residential housing yield of **1,657.50 no. dwellings**, based on a density application of **50 dwellings per hectare**. The submission lands are included as part of the largest landbank in Balbriggan, with their potential residential yield representing approximately **41.11%** of the overall potential residential yield for the Balbriggan Area. **On this basis, it must be acknowledged that the delivery of residential development on the submission lands is key to accommodating the future growth anticipated for Balbriggan.**

6.1 Land-Use Zoning (Draft Fingal Development Plan 2023-2029)

In accordance with the provisions of the Draft Fingal Development Plan 2023-2029, it is noted that the subject lands retain the same zoning provisions as per the current 2017 plan, with the submission lands being split between two zoning objectives including, 'RS-Residential Area' the objective of which is to 'Provide for residential development and protect and improve residential amenity' and 'OS-Open Space', the primary objective of which is to 'Preserve and provide for open space and recreational amenities'.

One of the most significant changes put forward as part of the Draft Plan is the removal of the previous Masterplan objective relating to the submission lands i.e. North West Balbriggan Masterplan. This amendment is welcomed by our clients and indeed is justified given that there are a number of planning approvals pertaining to the lands and a masterplan is no longer required. In addition, extant permissions include the provision for a C- Ring road, residential dwellings, a public park, a civic space and an arterial boulevard to act as a residential route way along with all ancillary works such as drainages, foul and water supply, landscaping, footpaths and cycleways. On this basis, the rollout of development on the submission lands has been subject to much consideration, incorporating best practice in place making.

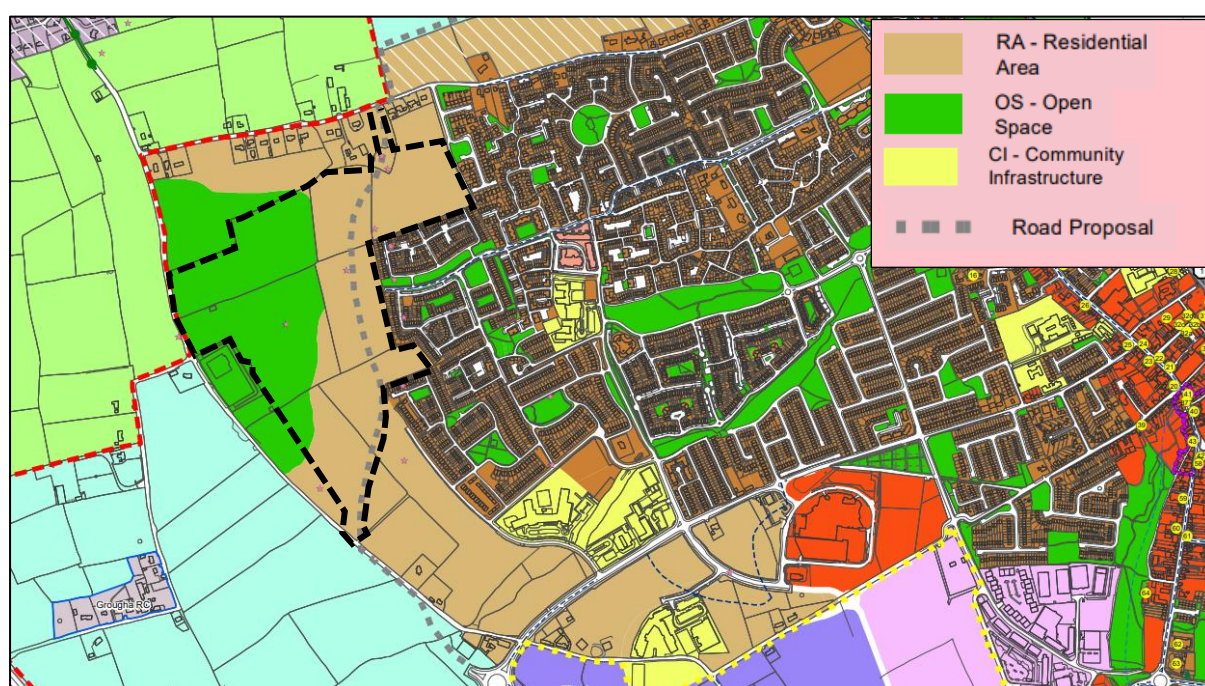


Figure 25.0 Extract from the Balbriggan Zoning Map (Map 4) from the Draft Fingal Development Plan 2023-2029 showing the submission lands outlined in black

The above zoning map also indicates the Balbriggan Ring Road R122 to R132, which traverses the subject lands in a north south direction. The layout of the proposed development has been informed by the topography of the subject site, the 'c-ring road' which is proposed to run through the site and through the significant planning history of the overall lands.

One point of concern in respect of the contents of the Draft Plan is the proposed alignment of the Balbriggan Ring Road through the site. Further discussion in respect of this aspect will be provided in Section 7.0 of this submission.

The vision for 'RA'-Residential Area and 'OS' – Open Space zoned lands as per the Draft Plan is as follows:

RA- Residential Area Vision

'Ensure the provision of high quality new residential environments with good layout and design, with adequate public transport and cycle links and within walking distance of community facilities.'

Provide an appropriate mix of house sizes, types and tenures in order to meet household needs and to promote balanced communities.'

Similar to the current plan, the new Draft Development Plan 2023-2029 sets out a number of 'permitted' and 'not permitted' use classes for each land-use zoning designation. The permissible uses for 'HA' zoned lands as per the draft plan, are as follows:

Permitted in Principle: 'RA' – Residential Area		
Bed and Breakfast	Childcare Facilities	Community Facility
Education	Funeral Home/Mortuary ⁹	Guest House
Health Centre	Health Practitioner	Hospital
Office Ancillary to Permitted Use	Office ≤ 100 sqm ⁹	Office > 100 sqm and < 1,000 sqm ¹¹
Open Space	Place of Worship	Public House ⁹
Public Transport Station	Recreational/Sports Facility	Residential
Residential Care Home/ Retirement Home	Restaurant/Café ⁹	Retail – Local < 150 sqm nfa
Retail – Convenience ≤ 500 sqm nfa ⁹	Retail – Comparison ≤ 500 sqm nfa ⁹	Retail – Supermarket ≤ 2,500 sqm nfa ⁹
Retirement Village	Sheltered Accommodation	Sustainable Energy Installation ³⁵
Taxi Office	Traveller Community Accommodation	Utility Installations
Veterinary Clinic		

Table 3.0 Table of permissible uses for sites zoned 'RA' – Residential Area (Draft Fingal Development Plan 2023-2029)

As is evident from the zoning matrix included in Table 4.0 **residential** is a permitted use within 'RA' zoned lands as well as childcare facilities, open space and retail, all of which featured as part of the permitted development under **Reg. Ref. F08A/1329**.

OS – Open Space Vision

'Provide recreational and amenity resources for urban and rural populations subject to strict development controls. Only community facilities and other recreational uses will be considered and encouraged by the Planning Authority.'

Permissible uses on 'OS' zoned lands, as per the provisions of the Draft Plan include:

Permitted in Principle: 'OS' – Open Space		
Community Facility	Gold Course	Open Space
Recreational Facility/Sports Club		

Table 4.0 Table of permissible uses for sites zoned 'OS' – Open Space (Draft Fingal Development Plan 2023-2029)

In accordance with the use class matrices presented in Table 2.0 above residential developments is permitted use on 'RS' zoned lands, and as the site currently has the benefit of planning permission, we would emphasise the importance in ensuring the submission lands remain zoned as 'RA' to facilitate the development of **in excess of 500 no. dwellings**.

6.2 Sustainable Placemaking and Housing Growth (Draft Fingal Development Plan 2023-2029)

Section 3 of the Draft Fingal Development Plan 2023-2029 sets out the strategy to guide successful placemaking and ensure quality housing within Fingal over the lifetime of the draft plan and into the future. It is noted that the concept of placemaking and the provision of quality homes are not mutually exclusive and the success of both in providing for sustainable, resilient communities is inter-dependent.

The relevant policies and objectives as comprised within the draft plan, relating to housing are set out below:

Objective SPQHO8 – Consolidated residential development

Consolidate within the existing urban footprint, by ensuring of 50% of all new homes within or contiguous to the built-up area of Dublin City and Suburbs and 30% of all new homes are targeted within the existing built-up areas to achieve compact growth of urban settlements, as advocated by the RSES.

Objective SPQHO9 – New residential development

Focus new residential development on appropriately zoned lands within the County, within appropriate locations proximate to existing settlement centres where infrastructural capacity is readily available, and along existing or proposed high quality public transport corridors and active travel infrastructure in a phased manner alongside the delivery of appropriate physical and social infrastructure.

Policy SPQHP29 – Social, Affordable and Cost Rental Housing

Promote the provision of social, affordable and cost rental housing in accordance with the Fingal County Council Housing Strategy, Part V of the Planning and Development Act 2000 (as amended) by the Affordable Housing Act 2021 and government policy as outlined by the Department of Housing Local Government and Heritage Housing for All Housing Plan to 2030

Policy SPQHP34 – Quality of Residential Development

Promote a high quality of design and layout in new residential developments at appropriate densities across Fingal, ensuring high-quality living environments for all residents in terms of the standard of individual dwelling units and the overall layout and appearance of developments. Residential developments must accord with the standards set out in the Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas, DEHLG (2009) and the accompanying Urban Design Manual – A Best Practice Guide and the Design Standards for New Apartments (DHLGH as updated 2020) and the policies and objectives contained within the Urban Development and Building Heights Guidelines (December, 2018). Developments should be consistent with standards outlined in Chapter 14 Development Management Standards.

Objective SPQHO33 – Integration of Residential Development

Encourage higher residential densities where appropriate ensuring proposals provide for high quality design and ensure a balance between the protection of existing residential amenities and the established character of the surrounding area with a target minimum amount of 15% amount of green space, tree coverage and public space associated with every residential area.

Policy SPQHP37 – Compact Growth, Consolidation and Regeneration

Promote compact growth in line with the NPF and RSES through the inclusion of specific policies and targeted and measurable implementation measures that:

- Encourage infill/brownfield development

- **Focus growth on the County's designated strategic development areas identified in the Metropolitan Area Strategic Plan**
- **Promote increased densities along public transport corridors**

Objective SPQHO36

Promote residential consolidation and sustainable intensification at appropriate locations, through the consolidation and rejuvenation of infill/brown-field development opportunities in line with the principles of compact growth and consolidation to meet the future housing needs of Fingal.

Objective SPQHO37

Promote residential development at sustainable densities throughout Fingal in accordance with the Core Strategy, particularly on vacant and/or under-utilised sites having regard to the need to ensure high standards of urban design, architectural quality and integration with the character of the surrounding area.

It is noted that the development of the subject lands for residential purposes complies with the above referenced planning policy which aims to consolidate residential development and promote the adoption of sustainable residential densities. The development of the lands for housing purposes would facilitate the compact growth and sustainable growth Balbriggan as the main self-sustaining town of north Dublin in a sequential manner and would provide for modern, high-quality housing, including social and affordable housing to accommodate anticipated population growth. Any proposed future development of the subject lands will be designed in an efficient manner in accordance with the vision, housing policies and development management criteria set out within the Draft plan.

7.0 Submission Request

The Draft Fingal Development Plan 2023-2029 seeks to support the proper planning and sustainable development of the county through the provision of adequate housing in strategic locations, within or contiguous to built-up areas, to consolidate the existing urban footprint and to promote compact growth. In light of these objectives, we would like to make a submission on the draft plan which requests the following:

- *We would request that the forthcoming Fingal Development Plan 2023-2029 maintains the existing 'RA – Residential Area' land-use zoning objective pertaining to the submission lands, in order to facilitate the development of the submission lands, in line with the proper planning and sustainable development of the area.*
- *We would request that Fingal County Council re-align the indicative route of the proposed Balbriggan Ring Road (R122 to R123 via Flemington) to negate any impacts on the existing archaeological features located within the submission lands;*

It is submitted that the above request is justified given the fact that there is currently a planning permission in place in respect of the submission lands which seeks to construct a 532 no. dwellings on the submission lands. The development will provide for much needed housing in an area which is well-serviced, is within a short-walking distance of many essential services and is well connected to the town centre of Balbriggan. It is therefore requested that Fingal County Council maintain the submission lands current zoning to facilitate its development, and in turn supporting the compact and sustainable development of the village.

In addition the alignment of the Balbriggan Ring Road, as indicated in the Draft Plan 2023-2029, does not accord with that which has already been approved under **Reg. Ref. F08A/1329** and as extended under **Reg. Ref. F08A/1329/E1**. As such we respectfully request that this is amended as part of the final iteration of the Fingal Development Plan 2023-2029 for consistency. We refer to the map extract below which illustrates the proposed request in the context of the Draft Fingal Development Plan 2023-2029.

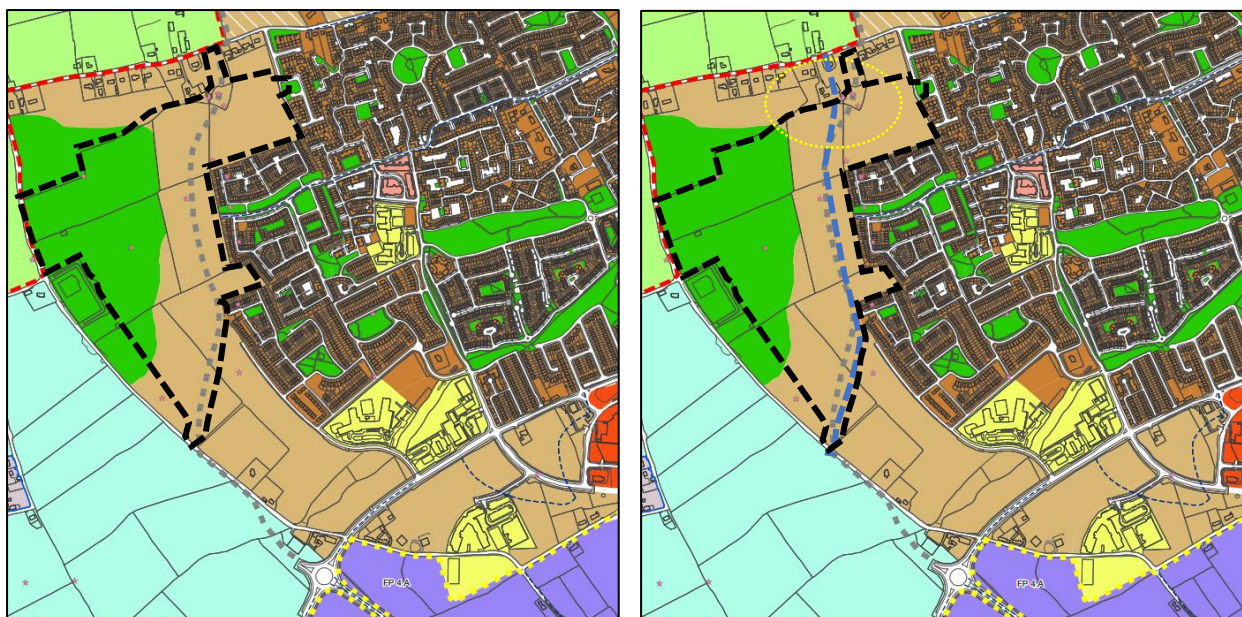


Figure 26.0 Extract from the Draft Fingal Development Plan (Sheet 4) showing the submission lands outlined in black (left) and extract from the Draft Fingal Development Plan (Sheet 4) showing the proposed Balbriggan Ring Road alignment in blue.

7.1 Justification for Submission

The purpose of this submission is to ensure that the current 'RA – Residential Area' zoning objective pertaining to the submission lands is maintained, to seek an amendment to the alignment of the proposed Balbriggan Ring Road which traverses the submission lands and provide an overview to the Planning Authority in respect of our clients intent in respect of the Balbriggan north-west lands. It is important to note that there is an extant planning permission on the subject lands under **Reg. Ref. F08A/1329 (as extended under F08A/1329/E1)** that could be built out as permitted. However, Dean Swift Property Holdings wish to submit a new application, pertaining to the submission lands providing for a higher quality of design and increase in mix of housing types in line with modern standards.

In this regard, a revised proposal pertaining to the submission lands has been subject to an extensive iterative process between a multi-disciplinary team of expert consultants who have revised the design of the residential development to provide a development that accords with the proper planning and sustainable development of the area. The original intention of the team was to submit the proposed development as a Strategic Housing Development application and pre-planning meetings with Fingal County Council and An Bord Pleanála have been held. The comments and discussions at these meetings have been taken into consideration by the design team and the proposed development revised to address these comments.

It is now the intention of the team and the applicant to lodge the planning application directly to Fingal County Council as a Large Scale Residential Development application (LRD). In advance of lodgement of the application, the design team have already engaged in an initial pre-planning meeting with Fingal County Council in respect of this new application in February of 2022 with a view to lodging the full application in Q2 of 2022.

The newly proposed scheme on the submission lands will comprise approximately 200 no. apartment and duplex units and 393 no. two storey family homes. The images below provide a preliminary overview of the proposed scheme:

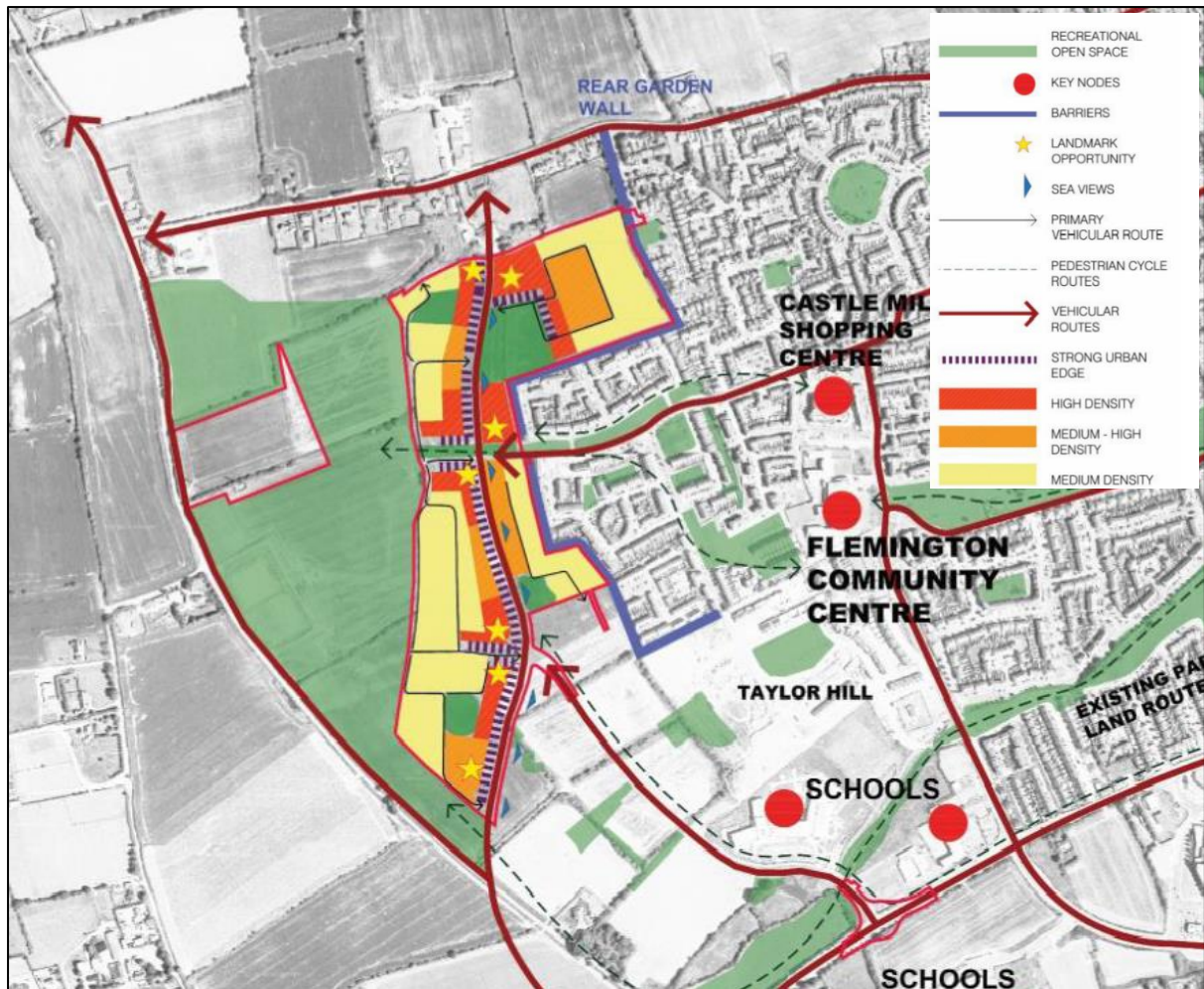


Figure 27.0 Preliminary concept layout showing the proposed connections and character areas within the Balbriggan north-west scheme



Figure 28.0 CGI of the proposed development at north-west Balbriggan



Figure 29.0 CGI of the proposed apartment units and dwellings on the Balbriggan north-west lands



Figure 30.0 CGI of the proposed apartment units on the Balbriggan north-west lands



Figure 31.0 CGI of the proposed apartment units on the Balbriggan north-west lands

Development has taken place and infrastructure has been developed on and around the subject lands in recent times, following a number of planning permissions being issued for the Site and surrounding area. This includes the construction of a water pumping station in the southern portion of the Phase 1 lands; the Castlemill Link Road south east of the site; Coláiste Ghlór na Mara School and St. Georges National School to the south east; the southern part of the 'Boulevard' Road (which when completed will run from the intersection with the proposed C-Ring Road south to Naul Road). In addition to the

above, we highlight that Class 1 Public Park as permitted under **Reg. Ref. F08A/1329 and Reg. Ref. F08A/1329E1** has been completed and the taking in charge process for this aspect will be undertaken imminently with Fingal County Council.



Figure 32.0 Drone image showing the completed Class 1 Pitch at Balbriggan north-west.

It is also prudent to highlight that our clients and their associated companies have been working extensively in partnership with Fingal County Council over the past years in respect of lands in the Balbriggan area. In fact, we note that our clients ceded to the Planning Authority, **at no cost**, the lands required for the construction of the Castlemill Link Road. In addition, Dean Swift and their associated companies, have also worked closely in conjunction with Fingal County Council to facilitate the delivery of the waste water scheme and waste water pumping station on lands within their ownership at north-west Balbriggan.



Figure 33.0 Aerial image outlining the submission lands at Balbriggan in red

The above clearly demonstrates our clients commitment to delivering sustainable neighbourhoods quality homes in the north-Dublin area as well as facilitating and working in conjunction with the Planning Authority in facilitating the delivery of key infrastructure to sustain the growing population of

the area. Our clients overarching vision is to continually shape communities and apply their expertise to make the company an industry leader in residential development. The Balbriggan north-west scheme, as proposed on the submission lands is no exception to this ethos, providing homes of the highest quality. As such we would ask the Fingal Council take cognisance of this and facilitate the development of the submission lands, through maintaining the current residential zoning pertaining to the lands.

We would also reiterate to the Planning Authority that our clients, Dean Swift Property Holdings and their associated companies, are reputable and astute property developers, building a strong rapport with both communities in the Fingal Area and Fingal County Council over the past number of years through positive, consultative engagement. As a family run business, Dean Swift and their associated companies have developed a large quantum of homes within the Fingal Area, particularly in the areas of Balbriggan, Balrothery and Howth, which demonstrate innovative designs of the highest standard. The company are committed to the communities they create. Some examples of developments completed by our clients in north Dublin include, Prospect Housing Estate, Balbriggan, Hampton Woods, Balbriggan, Garrai Linn, Balrothery, to mention a few, and are consistently bringing forward development proposals for bespoke residential schemes in the Fingal Area.



Figure 34.0 *Garrai Linn, Balrothery*



Figure 35.0 *Hampton Woods, Balbriggan*



Figure 36.0 Prospect, Balbriggan

7.1.1 Population Projections and Urban Capacity

As outlined in Section 6.0 of this submission, Balbriggan is identified as the larger Self-Sustaining Town in the Core area. The Core Strategy of the sets out that the population of Balbriggan which includes Balrothery will have an estimated 2023 population of **25,949 no. persons (an increase in 1,922, or 8% no. from the 2016 census population results)**, further the estimated population for the area to the year 2029 is **27,492 no. persons (an increase in 3,465 or 14.42% from the 2016 census population results)**.

The 2011 Census data indicates that the settlement of Balbriggan has a total population of 19,960. This figure subsequently increased to 21,772, in 2016, an increase of **9.08%** over the census period. This is significantly higher than the overall increase for the Fingal administrative area over the same period, which recorded an increase of **7.4%**. **Thus indicating that the town of Balbriggan and its hinterlands will continue to grow exponentially over the plan period, necessitating the requirement of a sufficient quantum of appropriately residentially zoned lands to ensure the timely delivery of quality housing to accommodate this projected growth.**

Referring to the Urban Capacity Assessment which accompanies the Draft Plan, the submission lands are included as part of the largest landbank in Balbriggan, with their potential residential yield representing approximately **41.11%** of the overall potential residential yield for the Balbriggan Area. **On this basis, it must be acknowledged that the delivery of residential development on the submission lands is key to accommodating the future growth anticipated for Balbriggan.**

On the basis of the above, we encourage the council to consider the strategic qualities of the submission lands and their potential to support the compact and sustainable growth of the area. Due to the shortfall in lands zoned which can facilitate residential development in the short-medium term, it is considered important to maintain the residential zoning of the submission lands to facilitate residential development which addresses shortfalls in both public and private housing.

We also reference the National Planning Framework tiered zoning approach and phasing, and more specifically, **National Policy Objective 72a** which requires a local authority to differentiate between zoned lands that are serviced and zoned lands that are serviceable within the life of the applicable development plan period. The applicable descriptions of each category are provided overleaf:

Tier 1: Serviced Zoned Land

This zoning comprises lands that are able to connect to existing development services, i.e. road and footpath access including public lighting, foul sewer drainage, surface water drainage and water supply, for which there is service capacity available, and can therefore accommodate new development.

These lands will generally be positioned within the existing built-up footprint of a settlement or contiguous to existing developed lands. The location and geographical extent of such lands shall be determined by the planning authority at a settlement scale as an integral part of the plan-making process and shall include assessment of available development services. Inclusion in

Tier 1 will generally require the lands to within the footprint of or spatially sequential within the identified settlement.

Tier 2: Serviceable Zoned Land

This zoning comprises lands that are not currently sufficiently serviced to support new development but have potential to become fully serviced within the life of the plan i.e. the lands are currently constrained due to the need to deliver some or all development services required to support new development, i.e. road or footpath access including lighting, foul sewer drainage, surface water drainage, water supply and/or additional service capacity.

These lands may be positioned within the existing built-up footprint of a settlement, or contiguous to existing developed lands or to tier 1 zoned lands, where required to fulfil the spatially sequential approach to the location of the new development within the identified settlement.

The potential for delivery of the required services and/or capacity to support new development must be identified and specific details provided by the planning authority at the time of publication of both the draft and final development or area plan.

As above indicated the submission lands have access to the existing foul network, water supply network and waste water disposal schemes in the area and as such have the capacity to accommodate future development through the sequential and compact growth of the built up area of Balbriggan, being located in an area which benefits from existing and planned public transport infrastructure, existing and improved road infrastructure, whilst also benefitting from the service infrastructure that is in place to support the existing residential developments on adjacent lands such as foul water, mains water energy connections and road infrastructure.

On the basis of the foregoing, and having regards to the site's strategic location, it is submitted that the subject lands may be categorised as Tier 1 Serviced Lands and should be developed as a priority in the short term.

7.1.2 Balbriggan Ring Road Alignment

The second aspect of this submission requests that the 'Road Proposal' route for the Balbriggan Ring Road as identified on Map Sheet 4 of the recently published Draft Fingal Development Plan 2023-2029, be re-aligned to accord with the permitted alignment under **Reg. Ref. F08A/1329**.

Following extensive consultation with Fingal County Council, both as part of the previous application pertaining to the submission lands under **Reg. Ref. F08A/1329** and the current proposal, as well as the preparation of a comprehensive Environmental Impact Assessment and the undertaking of Archaeological Investigation associated with same determined that the alignment of the Ring Road as indicated in zoning map as part of the current plan and as part of the Draft Fingal Development Plan 2023-2029, is not feasible, particularly due to the presence of 3 no. recorded monuments, located within the northern-most extent of the submission lands.

In consideration of this and in order to minimise the extent of impacts on these features the approved road alignment under **Reg. Ref. F08A/1329** at this point was revised and moved slightly west to avoid encroachment on these features. Given that this revised alignment has already been permitted, we would request that Fingal County Council reflect this approved route in the final iteration of the Zoning Map Sheet 4 as part of the Fingal Development Plan 2023-2029. The optimal alignment for this road proposal is appropriately indicated in Figure 37.0 overleaf.

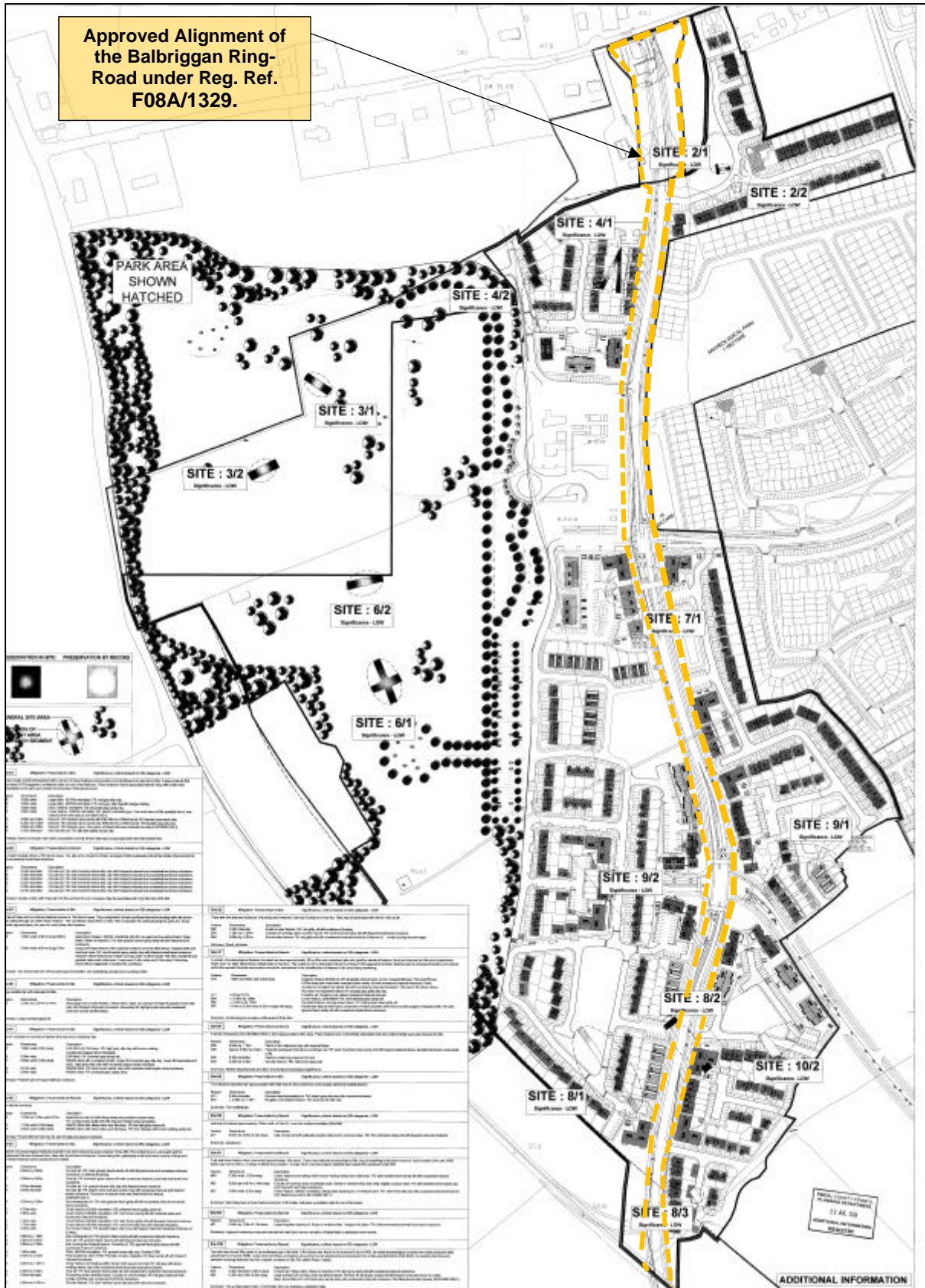


Figure 37.0 Extract from the approved site layout (Reg. Ref. F08A/1329).

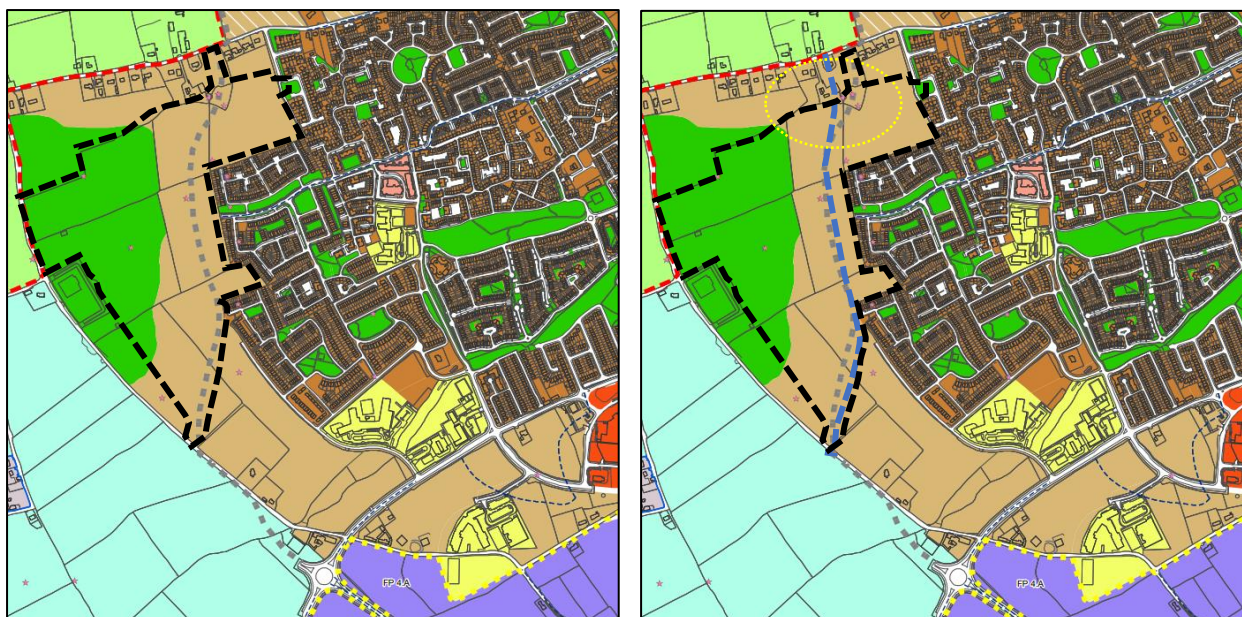


Figure 38.0 Extract from the Draft Fingal Development Plan (Sheet 4) showing the submission lands outlined in black (left) and extract from the Draft Fingal Development Plan (Sheet 4) showing the proposed Balbriggan Ring Road alignment in blue.

8.0 Conclusion

This submission is prepared in response to the Draft Fingal Development Plan 2023-2027 in preparation for a new development plan for the county. Our client welcomes the opportunity to contribute to the second stage of the development plan process for drafting the Fingal Development Plan 2023-2029 and trusts that Fingal County Council will consider the recommendations provided within this submission in preparation of the new Fingal Development Plan. In summary, this submission requests that Fingal County Council considers the following:

- *We would request that the forthcoming Fingal Development Plan 2023-2029 maintains the existing 'RA – Residential Area' land-use zoning objective pertaining to the submission lands, in order to facilitate the development of the submission lands, in line with the proper planning and sustainable development of the area.*
- *We would request that Fingal County Council re-align the indicative route of the proposed Balbriggan Ring Road (R122 to R123 via Flemington) to negate any impacts on the existing archaeological features located within the submission lands;*

It is considered a reasonable and justified request that the subject lands maintain their current zoning for residential related uses in order to facilitate the delivery of a high-quality, medium to high density residential scheme, which accords with the key objectives of local, regional and national planning policy. It is submitted that the provision of additional housing at this location would allow for the sustainable and sequential development of the area in line with the key objectives of the National Planning Framework and the RSES, which seek to secure the compact and sustainable growth of Balbriggan as a Self-Sustaining Town.

In addition to the above, we reiterate that the submission lands already have the benefit of planning permission which was originally approved under **Reg. Ref. F08A/1329** and subsequently extended, up to and including the **23rd of February 2025, under Reg. Ref. F08A/1329/E1**. As part of the application process extensive engagement took place with Fingal County Council in respect of the proposed Balbriggan Ring Road route. Given the significance of archaeological features on the submission lands, it was deemed necessary for this route to be realigned to reduce the proposals impact in respect of these historical features, particularly those located in the northern section of the submission lands. This amended alignment was considered favourably and permitted by Fingal County Council in their determination of the planning application. On this basis it is considered appropriate and in accordance

with the proper planning and sustainable development of the area that this revised alignment is depicted on the Balbriggan zoning map, Map Sheet 4 of the Draft Fingal Development Plan 2023-2029, taking account of the archaeological features present onsite.

We trust that the Planning Authority will have regard to the contents of this submission in the adoption of the Fingal Development Plan 2023-2029 and we look forward to positive engagement with the Council and local communities in respect of the future development of Balbriggan and its hinterland.



Kevin Hughes MIPI MRTPI
Director For HPDC Ltd.