Part 2

Core Strategy

Anne Marie O'Connor

Deputy Planning Regulator

- ❖ What is a Core Strategy?

- ❖ What is its purpose?

- ❖ What does it mean for zoning?

- ❖ What is the OPR looking for in its Evaluation of the Core Strategy?
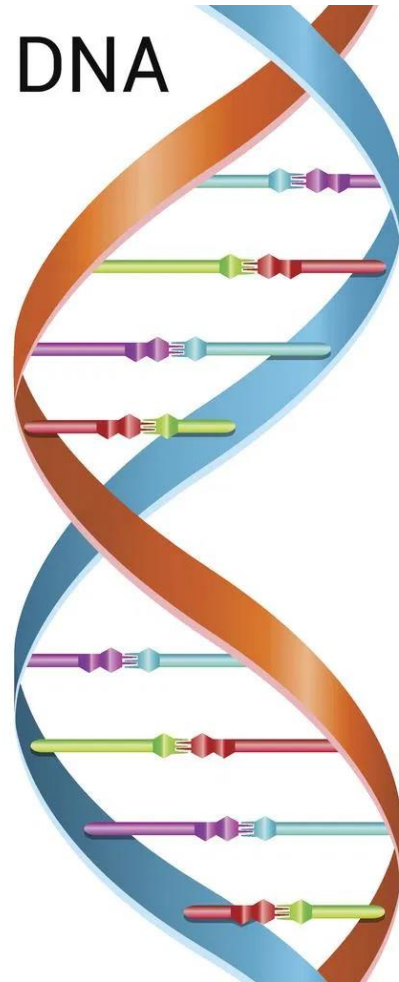
What is the Core Strategy?

What is the Core Strategy?

▶ Structured assessment based on facts and analysis *not* assumptions

▶ How much development and in what location?

Why is the Core Strategy important?

▶ **Mandatory** part of the Development Plan (since 2010)

▶ **Opportunity**: Co-ordinate housing and jobs with schools, infrastructure, public transport, roads/ cycleways, and community facilities

Not just a numbers game!

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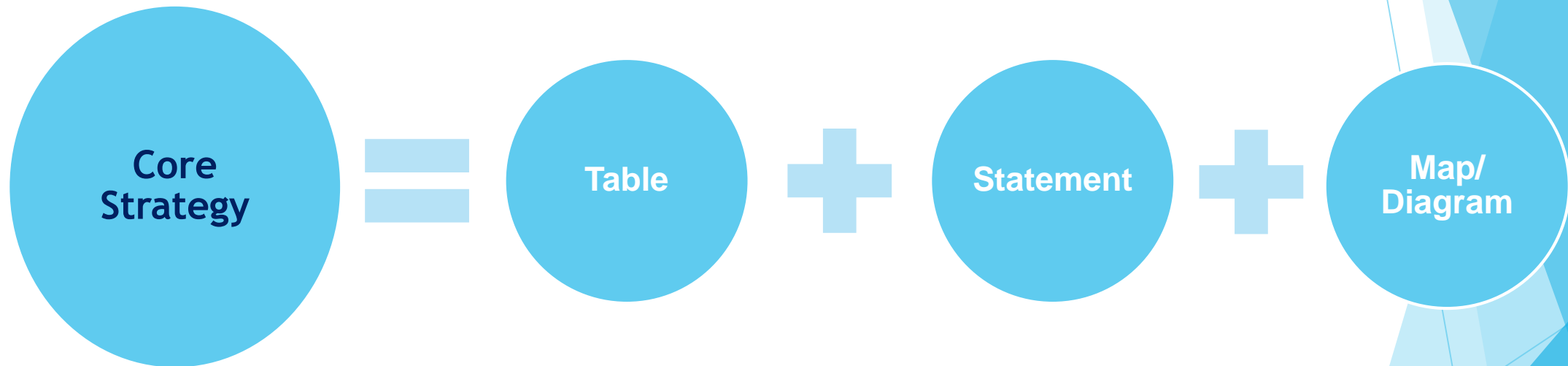Office of the Planning Regulator

What do communities want?

Core Strategy

Core Strategy Components

Core Strategy = **Table** + **Statement** + **Map/Diagram**

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Core Strategy Table

▶ Establish the settlement hierarchy

▶ Set out the broad distribution of new population across these settlements, and rural areas if relevant

▶ Consistent with National (NPF) and Regional (RSES) policy

▶ Once satisfied with the population distribution, translate to households to inform housing need and quantity of zoned land needed

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Core Strategy Statement

- Set out the rationale for the strategy proposed, including identifying infrastructure or environmental constraints

- Explain the specific circumstances in relation to individual settlements

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Core Strategy Map


Figure 1.1 South Dublin County Core Strategy Map

How to approach the Core Strategy

1) Encourage population growth in towns of all sizes that are strong employment and service centres

2) Make better use of under-utilised land (including 'infill', 'brownfield' sites) in areas better serviced by existing facilities and public transport. (Dublin City Council)

3) Reverse the stagnation or decline of many rural towns (Portlaoise, Boyle Co Roscommon)

4) Refocus growth happening in commuter settlements that are poorly served by public transport and other social infrastructure – this is where tough decisions will need to be made!
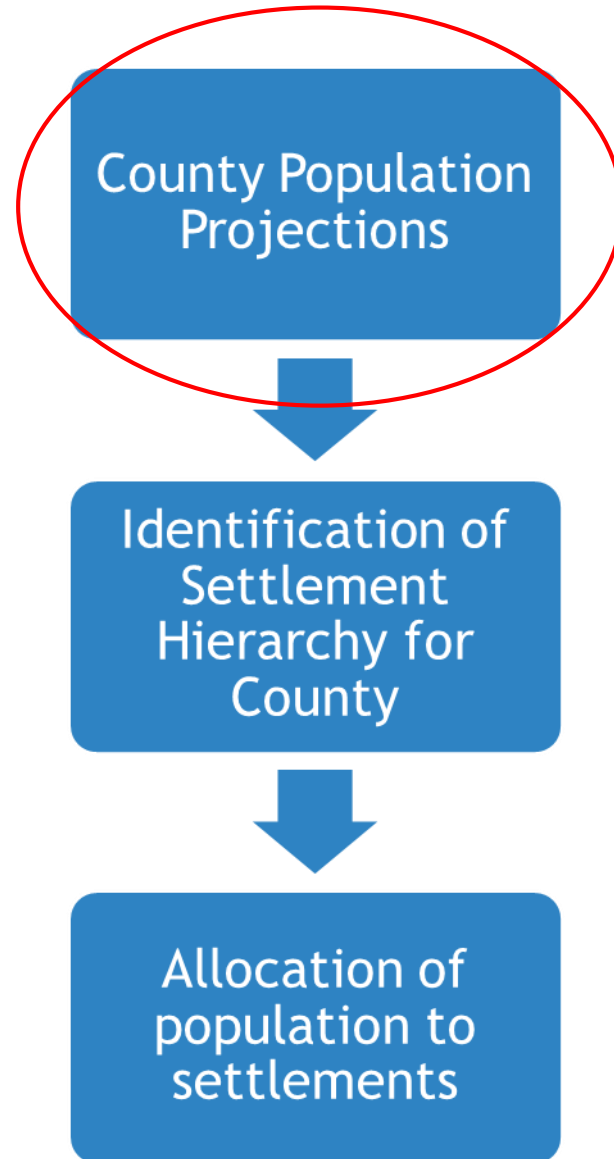
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Core Strategy Steps
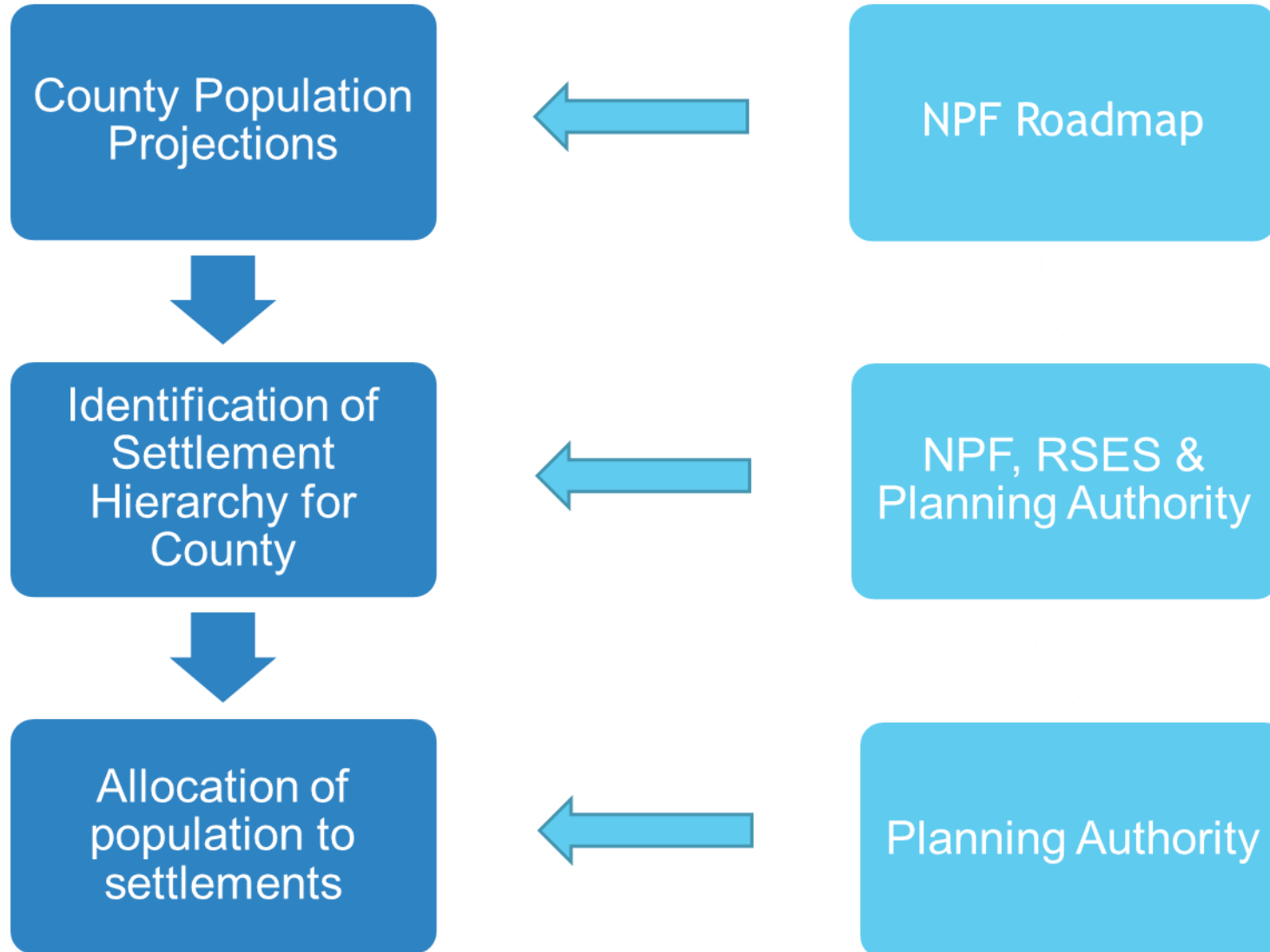
Core Strategy Steps (1)
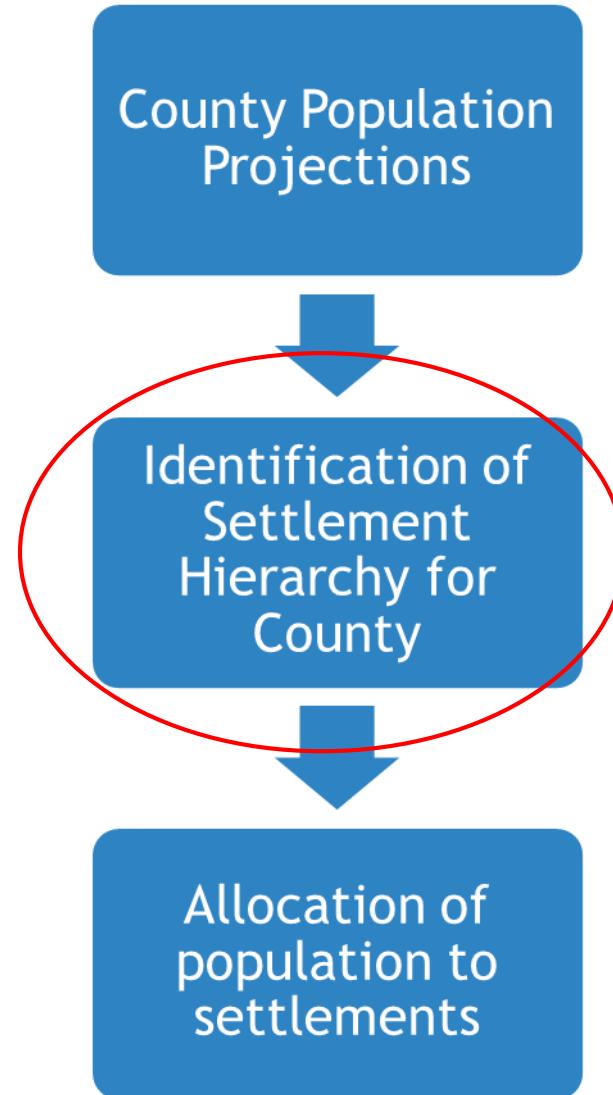
NPF Roadmap

Population Allocation Figures

Eastern and Midland Regional Assembly

Regions and Counties	2016	2026	2031
Mid-East			
Kildare	222,500	249,000-254,000	259,000-266,500
Meath	195,000	216,000-221,000	225,500-231,500
Wicklow	142,500	155,000-157,500	160,500-164,000
Louth	129,000	139,000-144,500	144,000-151,500
Subtotal	689,000	759,000-777,000	789,000-813,500
Midlands			
Westmeath	89,000	96,500-98,500	100,000-102,500
Laois	84,500	92,500-94,000	95,500-97,500
Offaly	78,000	85,000-86,500	88,000-90,000
Longford	41,000	44,500-45,500	46,000-47,000
Subtotal	292,500	318,500-324,500	329,500-337,000
Dublin			
Dublin	1,347,500	1,489,000-1,517,500	1,549,500-1,590,000
Total	2,329,000	2,566,500-2,619,000	2,668,000-2,740,500

What next?

Roadmap population increase to 2026	Equivalent households (av hh size 2.75)	Housing permitted since 2016	Net housing need for plan period 2020-2026
29,000 people	10,500 households	4000 housing units	6,500 housing units

Core Strategy Steps (2)

County Population Projections

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Identification of Settlement Hierarchy for County

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Allocation of population to settlements

Tier	Settlements			Source
	EMRA	NWRA	SRA	
Cities – Metropolitan Areas	Dublin city & suburbs	Galway	Cork Limerick-Shannon Waterford	NPF
Regional Growth Centres	Drogheda Dundalk Athlone	Letterkenny Athlone Sligo	NA	NPF
Key towns	Bray Maynooth Swords Navan Naas Wicklow-Rathnew Graiguecullen-(Carlow) Longford Mullingar Tullamore Portlaoise	Ballina Castlebar Cavan Ballinasole Carrick-on-Shannon Roscommon Monaghan Tuam	Kilkenny Ennis Carlow Tralee Wexford Clonmel Killarney Mallow Nenagh Thurles Newcastle-West Clonakilty Dungarvan Gorey	RSES

Tier	EMRA	NWRA	SRA	Settlements		
				EMRA	NWRA	SRA
Mid-level settlements (over 1500 population)	(i) Self-Sustaining Growth Towns (ii) Self-Sustaining Towns	Other Places of Strategic potential	Towns and Villages	Leixlip Celbridge	Westport Athenry Virginia Enniscrone	N/A
Smaller towns and villages and rural areas	Tier 1 Tier 2	✓	✓	Sallins Straffan	Easky, Sligo	NA
Networks			✓	NA	NA	e.g Kerry Hub & Knowledge Triangle; Cork Ring Network;

How to decide which settlement goes where?

▶ Priorities - choices need to be made

▶ Based on a range of factors 'assets based assessment'
   ▶ Existing scale and function of settlement
   ▶ Public transport
   ▶ Employment : Housing ratio
   ▶ Physical infrastructure – wastewater, water supply
   ▶ Social infrastructure – schools, health care, communities facilities
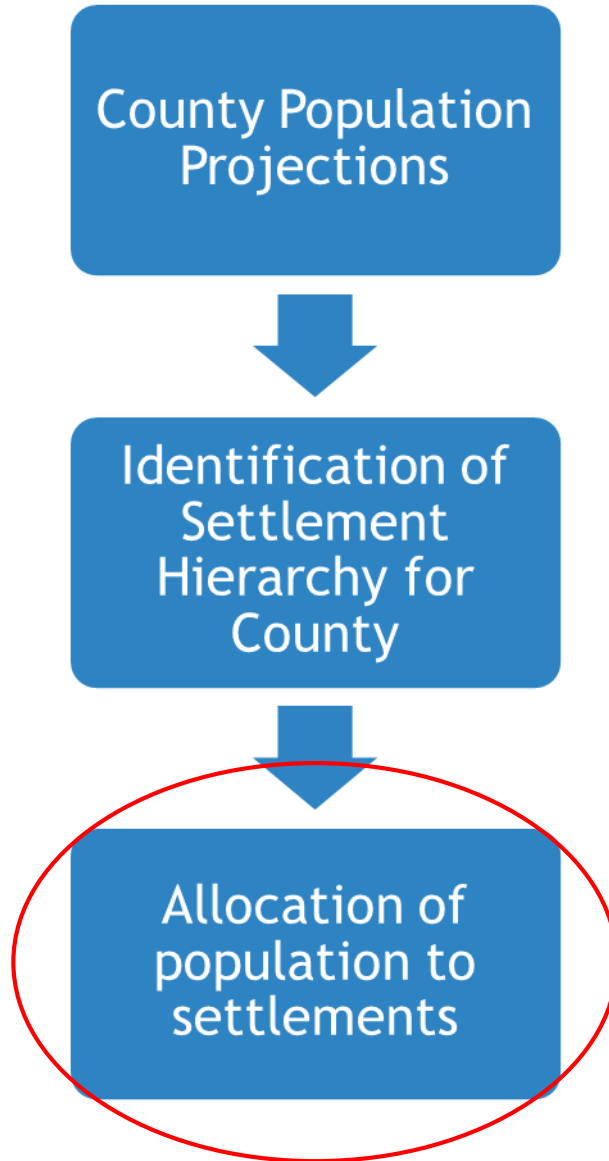   ▶ Environmental constraints – Water quality, air quality

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Kildare Country Development Plan

Variation No 1

Settlement Category	Designated Settlement
Key Towns	Naas, Maynooth
Self-Sustaining Growth Towns	Newbridge, Leixlip, Kildare Town, Athy
Self-Sustaining Towns	Celbridge, Kilcock, Monasterevin
Towns	Sallins, Kilcullen, Kill, Clane, Prosperous, Rathangan, Athgarvan, Castledermot, Derrinturn
Villages	Johnstown, Straffan, Ballymore-Eustace, Allenwood, Johnstownbridge, Coill Dubh/Coolearagh, Kilmeague, Caragh, Kildangan, Suncroft, Robertstown, Ballitore/Timolin/Moone/Crookstown
Rural Settlements	Broadford, Milltown, Kilteel, Staplestown, Ardclough, Allen, Brannockstown, Twomilehouse, Brownstown, Cutbush, Maddenstown, Nurney, Calverstown, Rathcoffey, Narraghmore, Maganey/Levitstown, Kilmead, Kilberry
Rural Nodes	Clogherinka, Cadamstown, Kilshancoe, Newtown, Tirmoghan, Carbury, Timahoe, Lackagh/Mountrice, Ballyshannon, Ballyroe, Kilkea, Ellistown, Moyvalley, Rathmore/Eadestown, Newtownmoneenaluggagh, Kildoon, Booleigh, Castlemitchell, Williamstown, Clongorey/Blacktrench, Ballyteague, Lullymore, Ticknevin, Tipperkevin, Killina

Core Strategy Steps (3)

County Population Projections

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Identification of Settlement Hierarchy for County

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Allocation of population to settlements

Criteria for locating population growth

▶ Context and capacity for self sustaining growth (in accordance with Settlement Hierarchy)

▶ The extent to which there outstanding requirements for infrastructure or amenities ('catch-up')

▶ Physical, social and environmental capacity, including public transport accessibility

▶ Consistency with national and regional policy

   ▶ National Planning Objective NPO 9 – 'Rule of 30'

      30% growth to 2040 for settlements, with the exception of the 5 Cities and the 5 Regional growth centres

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Core Strategy Main Table - *Sample*

Settlement Type	Settlement Name	Census 2016	Existing Proportion of Population (%)	Population Allocation (Roadmap)	Proportion of Housing Allocation (%)	Growth as proportion of 2016 population
County		**120,000**		**15,000**		13%
Key Town	County Town	20,188	17%	4,860	32%	24%
Self-Sustaining Growth Towns	Larger Town I	11,381	9%	2,565	17%	23%
	Larger Town III	9,822	8%	1,890	13%	19%
Self-Sustaining Towns	Town I	1,984	2%	405	3%	20%
	Town II	1,840	2%	405	3%	22%
	Town III	3,591	3%	324	2%	9%
	Town IV	1,620	1%	405	3%	25%
Smaller towns and Villages		28,976	24%	2,441	16%	8%
Open Counrtyside		41,026	34%	1,600	11%	4%

Estimation of Housing Demand

Settlement Type	Settlement Name	Population Allocation (Roadmap)	HH Allocation (av hh 2.75)
County		**15,000**	5455
Key Town	County Town	4,860	1767
Self-Sustaining Growth Towns	Larger Town I	2,565	933
	Larger Town II	1,890	687
Self-Sustaining Towns	Town I	405	147
	Town II	405	147
	Town III	324	118
	Town IV	405	147
Strong Villages, Smaller Villages and Rural Areas		2,441	
Open Countryside		1,600	582

What does Core Strategy mean for Zoning?

Re-setting the approach to zoning to reflect where we want to get to, not where we have come from

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Basis for Zoning

Tiered Approach to Zoning (Appendix 3 NPF)

1. Infrastructural capacity

2. Sequential approach - Lands which are most appropriate should be developed first

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What happens if there is too much land zoned for the population?

Three mechanisms:

1) Prioritising / phasing of development - **strategic reserves**

2) Rezoning for alternative appropriate uses - employment, amenity, community

3) Deleting the zoning where there is an excess of land zoned and the land is less preferable to other zoned land

Core Strategy - Enterprise & Employment

▶ An estimate the potential land requirement based on existing and future population, jobs ratio etc

▶ Zoning on principles of sequential development

  ▶ Accessibility - Low intensity employment uses such as distribution, warehouse, storage and logistics facilities will require good access to the major road network. Low employment levels therefore public transport not as important.

  ▶ Intensity - High intensity employment uses such as offices will require the highest level of accessibility by public transport, walking and cycling.

What is the OPR looking for in its evaluation of the Core Strategy?

OPR is not the plan maker!

OPR 'tests'

Six basic requirements:

1) The population projections in the Core Strategy align with population projections in the NPF Roadmap

2) The county settlement hierarchy and distribution of population consistent with NPF and RSES

3) Clear distinction between the allocation of population growth to urban areas and the open countryside

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OPR 'tests'

4) The housing occupancy rate (household size) used to forecast future housing requirements is appropriate

5) Sufficient information on the extent of land zoned for housing including the anticipated number of units (together with densities used)

6) Clarity on the potential for infill / brownfield development to enable us to determine consistency with policies on compact growth in the NPF

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