



An Roinn Tithíochta,
Pleanála agus Rialtais Áitiúil
Department of Housing,
Planning and Local Government



Oifig an
Rialaitheora Pleanála
Office of the
Planning Regulator

Ministerial Guidelines on Development Plans

AILG Elected Members Training

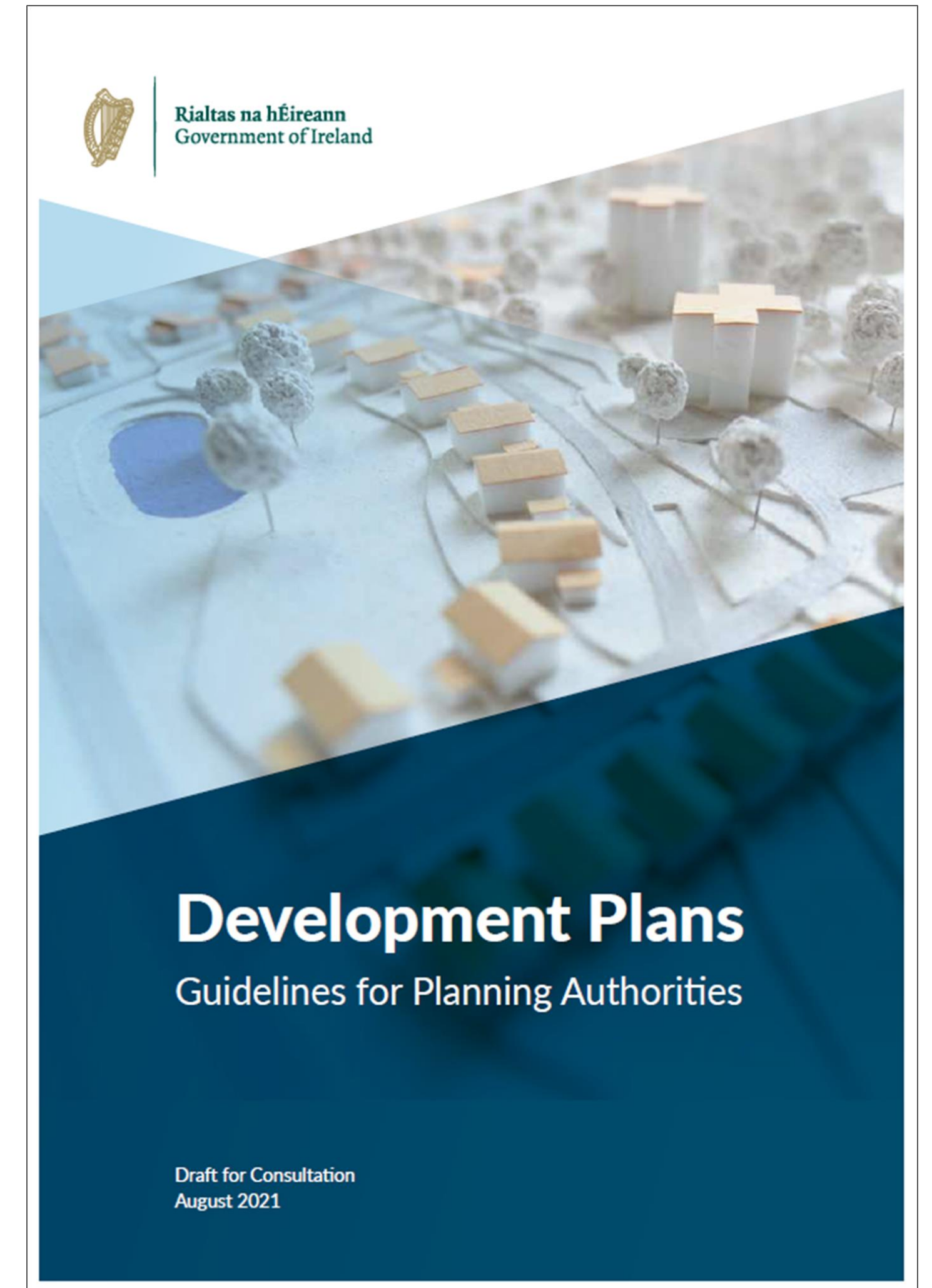
16th and 18th June 2022

Pauline Riordan/Colin Fulcher | Planning Advisers

Presentation Structure



1. Introduction and context
2. Key elements in Plan Preparation
3. Making and Delivering the Plan



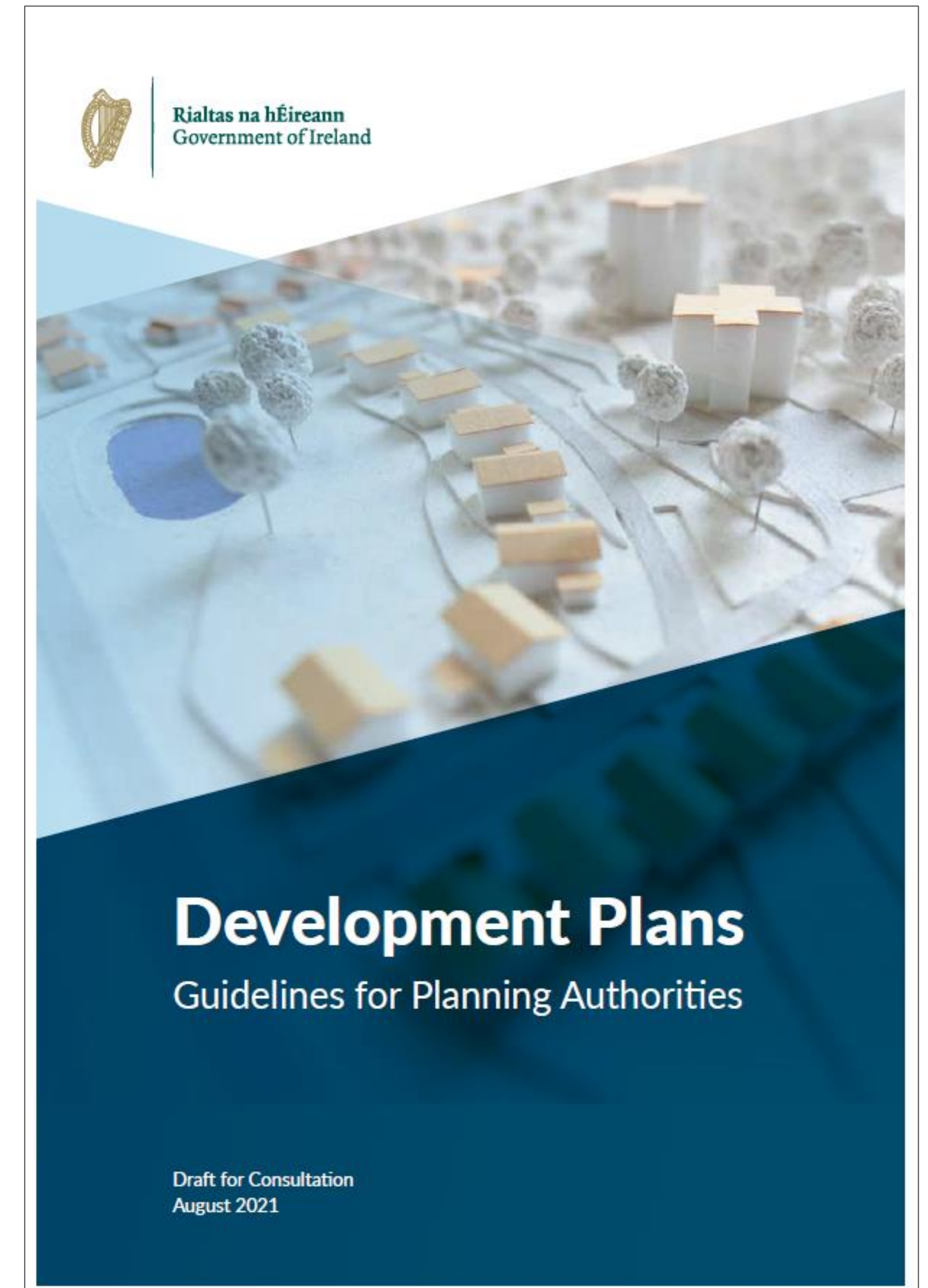


1. Introduction and context:

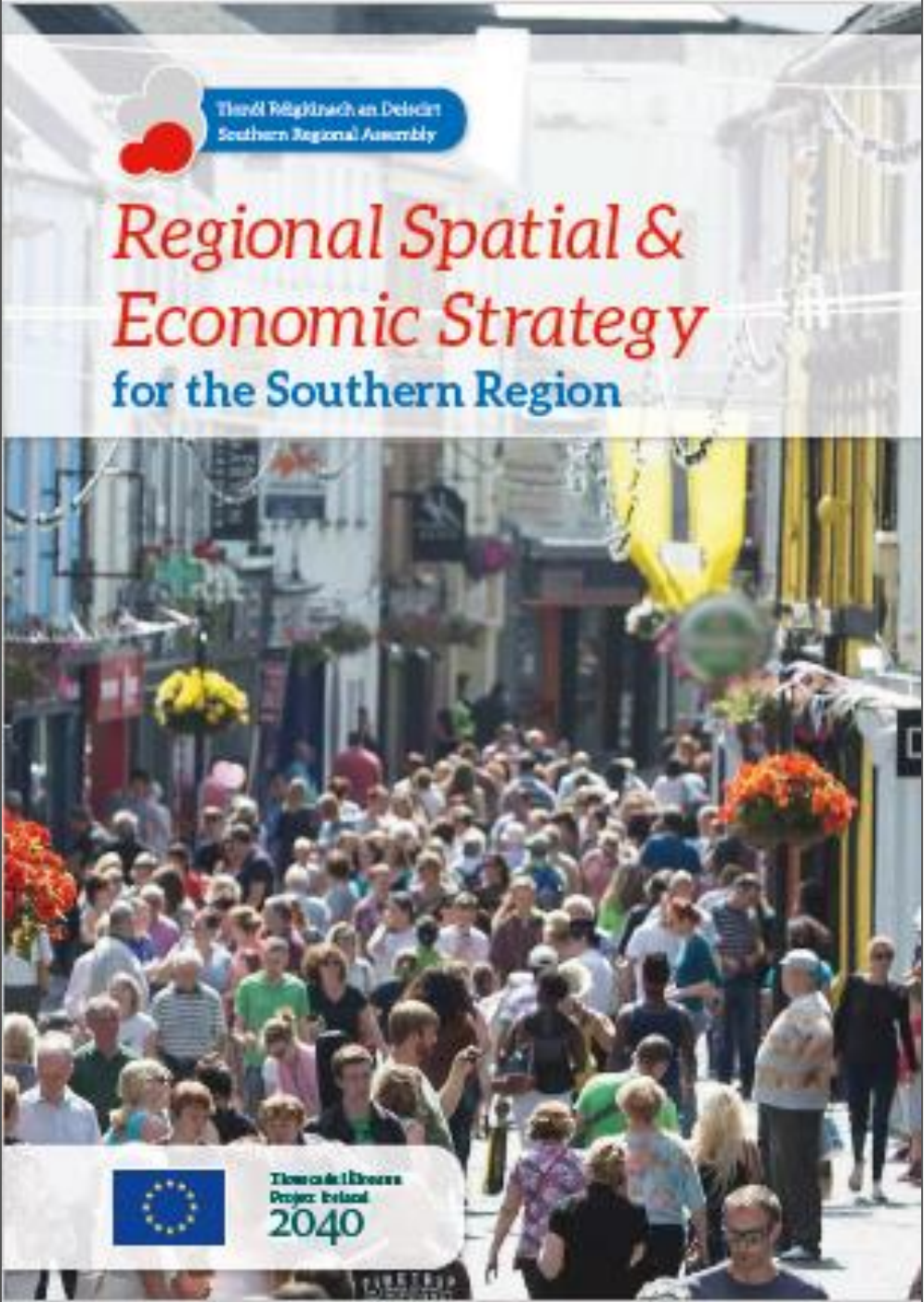
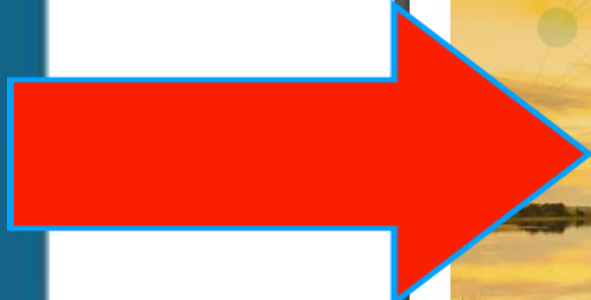
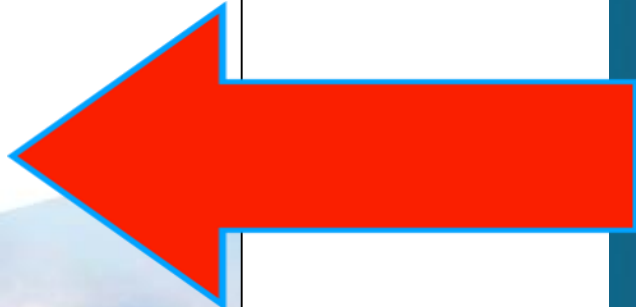
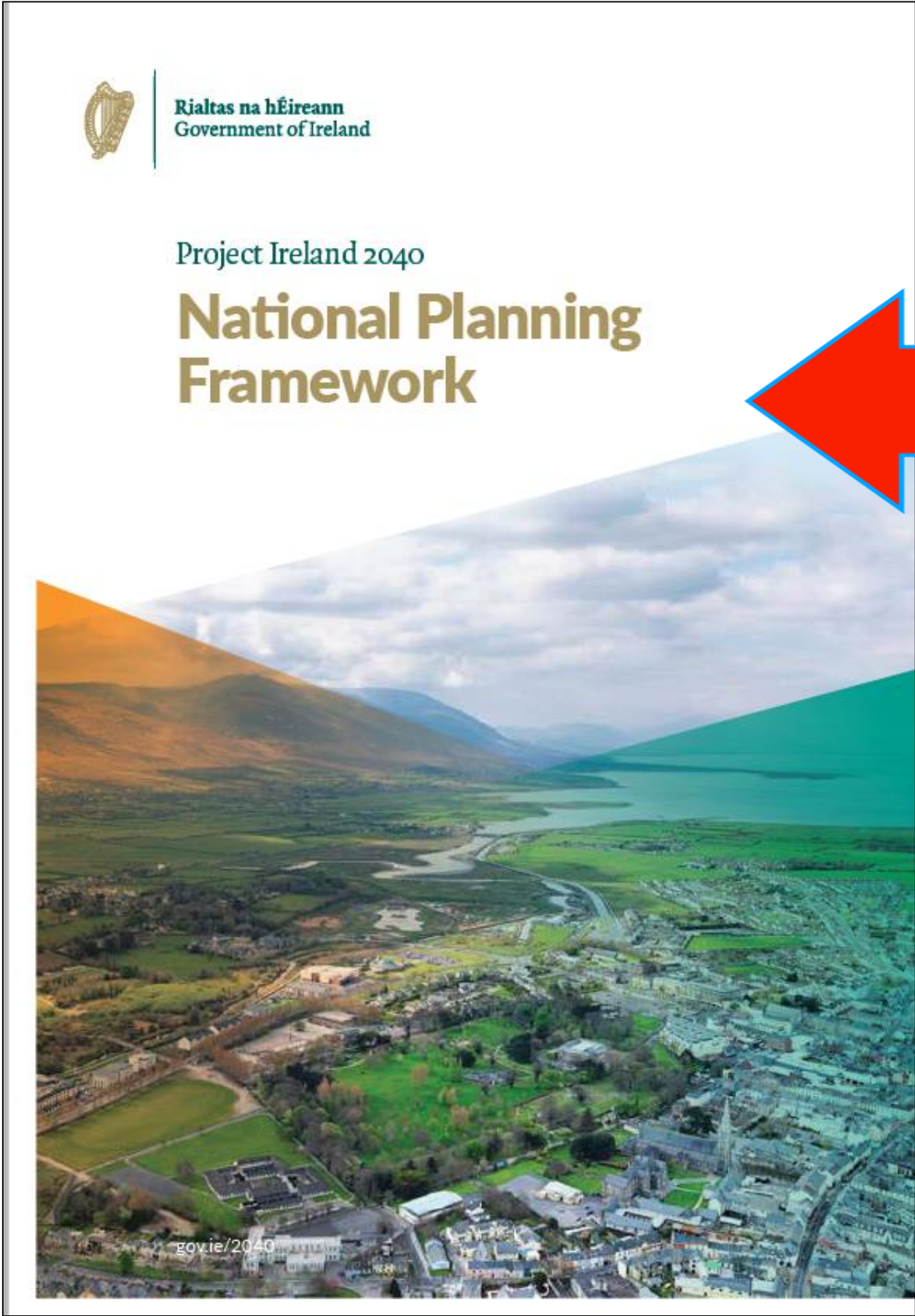
Policy and Legislation Context

Purpose of the Development Plan

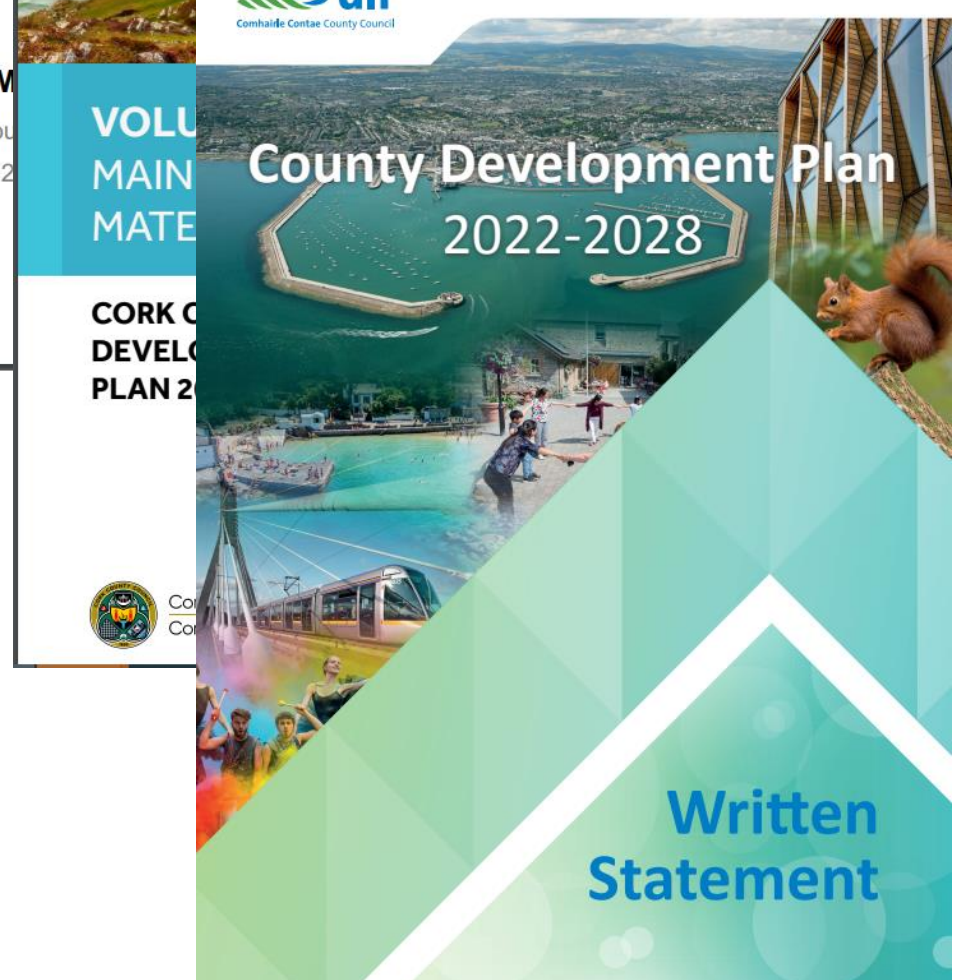
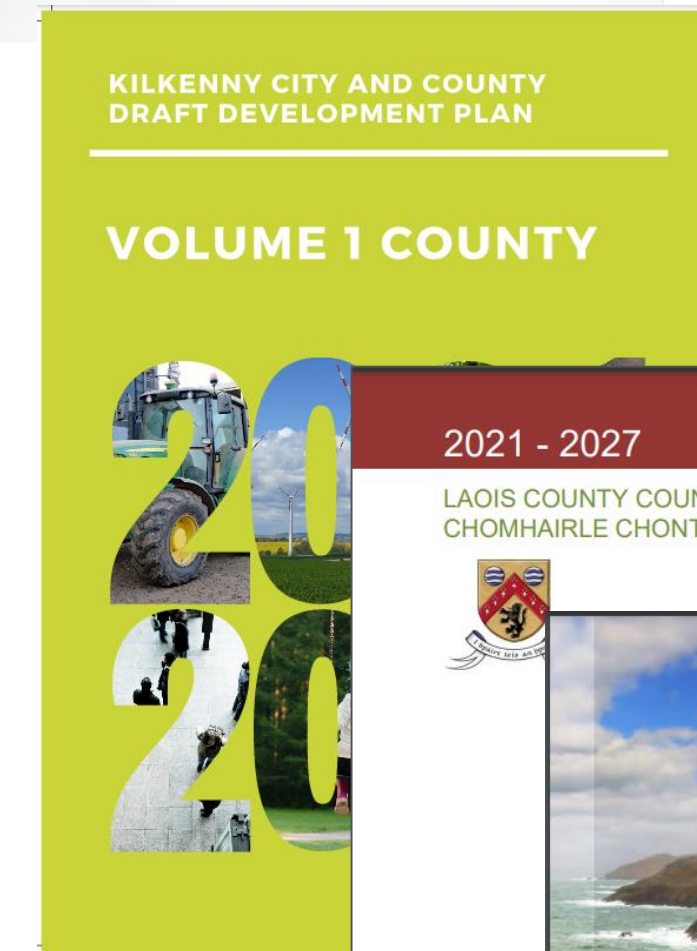
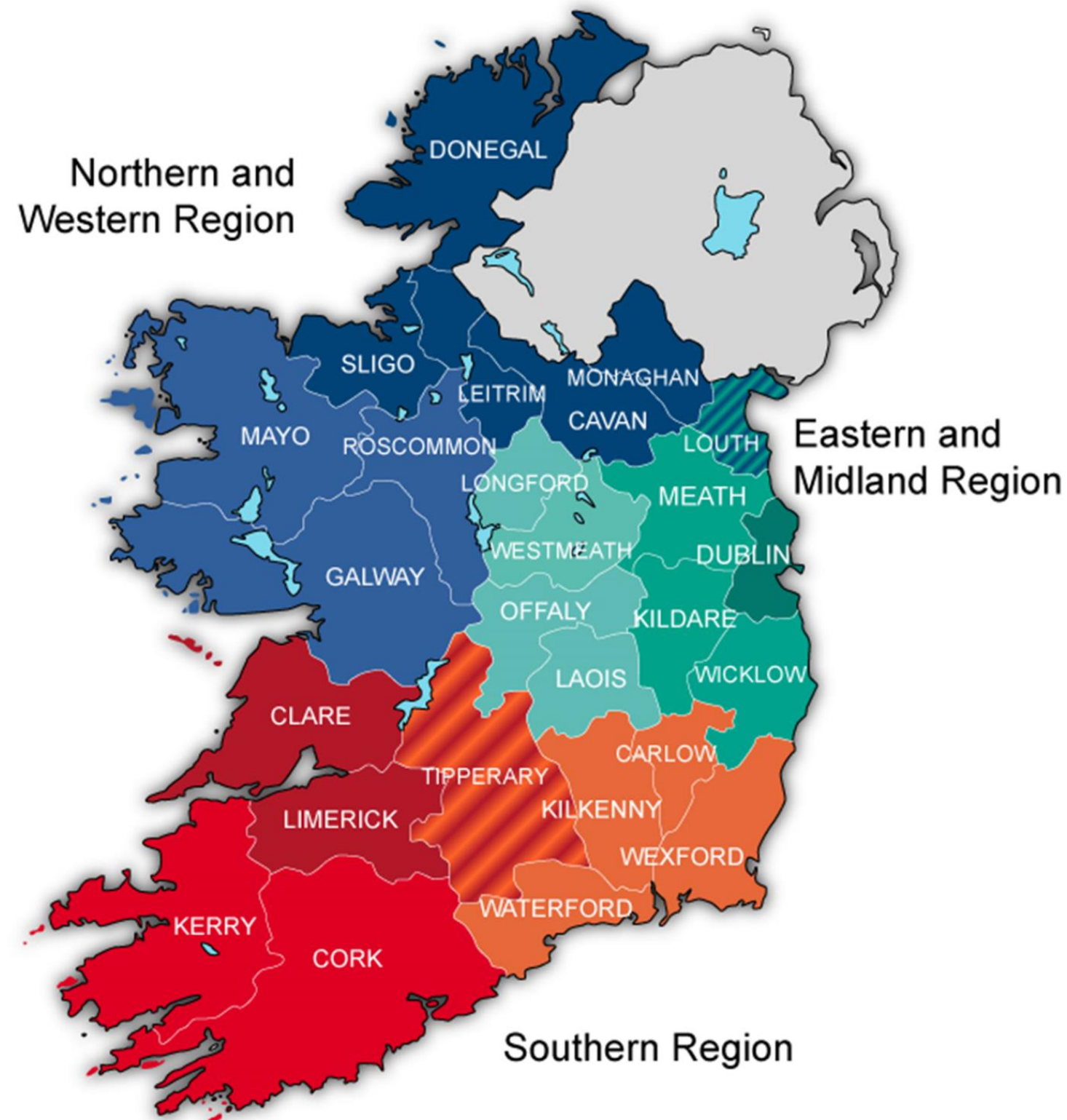
Role of Elected Members



Irish Planning System : Hierarchy of Plans



Adapting locally in the Development Plan



Assessment of and decisions on development proposals



Legislative basis – P & D Act (2000)




Development Plans - Sections 9-17 of the Act

Core Strategy (2010) - 10(1A) & 10(2A)

- Requiring consistency in ‘**Planning Tiers**’ from NPF to RSEs to CDPs

Strategy for local development through objectives and policies across thematic areas



Number 30 of 2000

PLANNING AND DEVELOPMENT ACT 2000
REVISED
Updated to 9 September 2021

ARRANGEMENT OF SECTIONS
PART I
PRELIMINARY AND GENERAL

Section

1. Short title.
- 1A. Legal acts of the European Union given effect to by this Act.
2. Interpretation.
3. Development.
- 3A. Short term lettings.
4. Exempted development.
5. Declaration and referral on development and exempted development.
6. Power of examination, investigation and survey.
7. Planning register.
8. Obligation to give information to local authority.

PART II
PLANS AND GUIDELINES
CHAPTER I
Development Plans

9. Obligation to make development plan.
- 9A. Modification to operation of section 9 of Act of 2000 having regard to Covid-19.
10. Content of development plans.
11. Preparation of draft development plan.
- 11A. Extension of certain development plans and restriction of section 11.

1

Purpose of the Development Plan: *Plan-led Development*



- ✓ Make **strategic choices** about future development
- ✓ Provide a **vision** of change and growth
- ✓ Support **local context** with appropriate policy
- ✓ Means to **manage & prioritise** co-ordinated actions
- ✓ Strengthen link between **investment funding and local delivery**



Role of the Elected Members



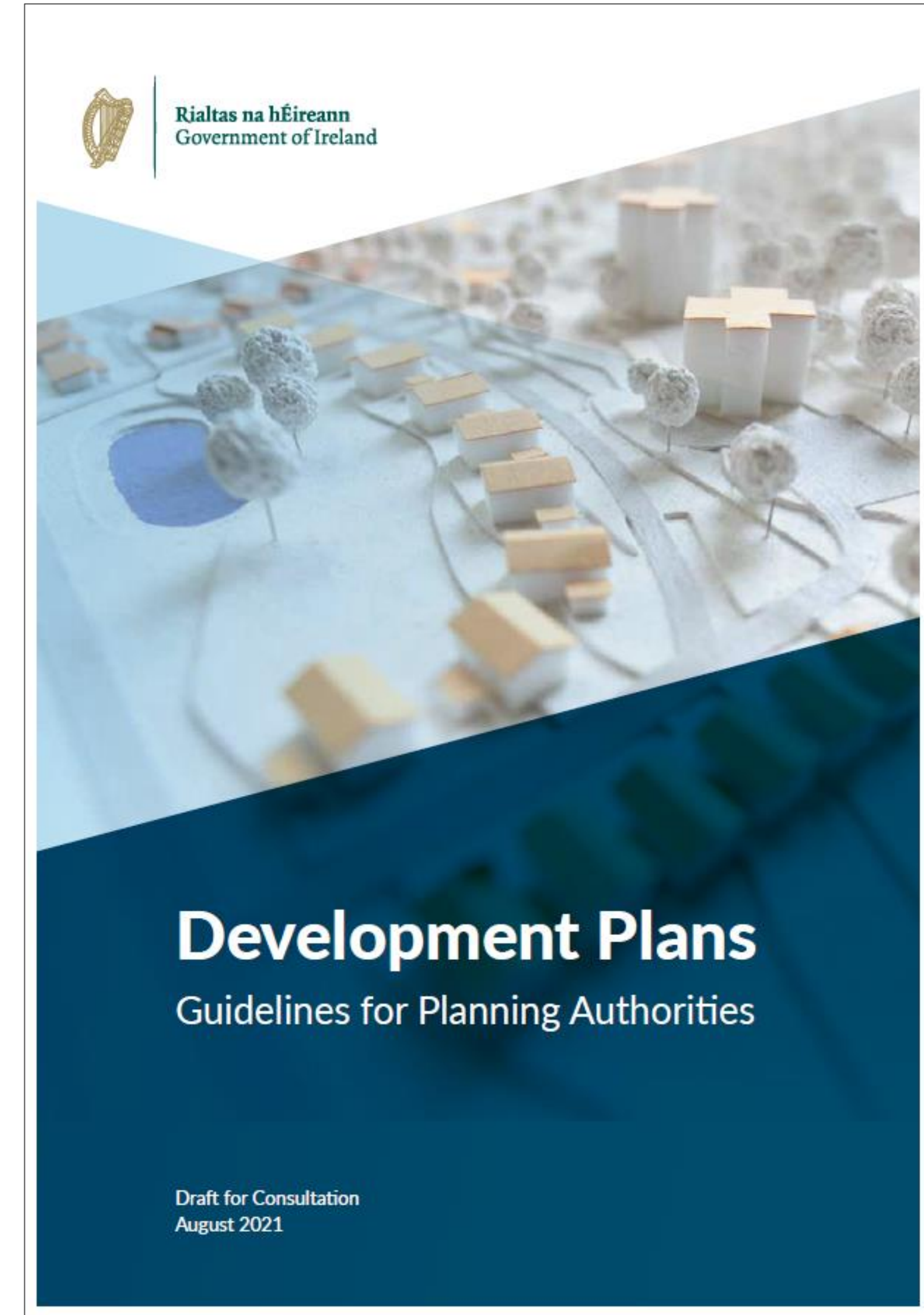
- ✓ Policy-makers **and** decision-makers
- ✓ **Balance** diverse views and interests with plan mechanism and statutory obligations
- ✓ **On-going liaison and briefing** by executive necessary throughout
- ✓ Plan is the **statutory responsibility** of the Elected Members – making the plan is **reserved function** under Section 12 of Act





2. Key elements in Plan Preparation

Core Strategy and Housing Supply
Compact Growth and Regeneration
Climate and Environment



Ministerial Guidelines - Section 28 of the Act

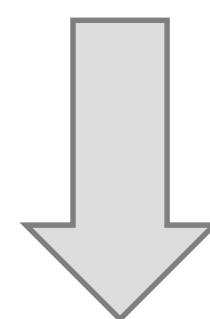
- ✓ Aim to ensure **consistency** in the planning process and highlight **best practice**
- ✓ Devised through consultation incl. stakeholder inputs via **Advisory Forum** (incl. AILG)
- ✓ Draft for Consultation (August 2021) replacing the previous 2007 DP Guidelines
- ✓ Current finalisation with Minister



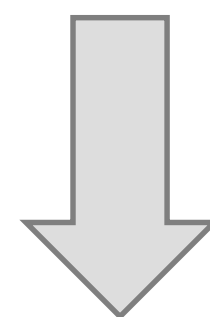
Core Strategy and Housing Supply



Population growth targets from NPF reflected in RSES



‘Housing Supply Target’ based on ESRI research



Core Strategy/Settlement Strategy of the Plan





Devising the Settlement Strategy

- NPF/RSES Settlements
- Settlement Capacity Audit
- Transport Accessibility
- Employment Profile
- Environmental/Flood Risk
- Compact Growth Targets

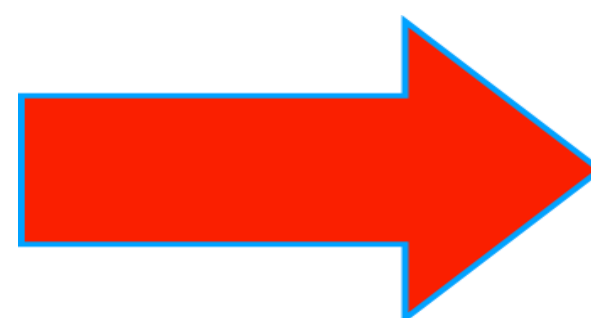


Table 3.1: Settlement Hierarchy for Limerick

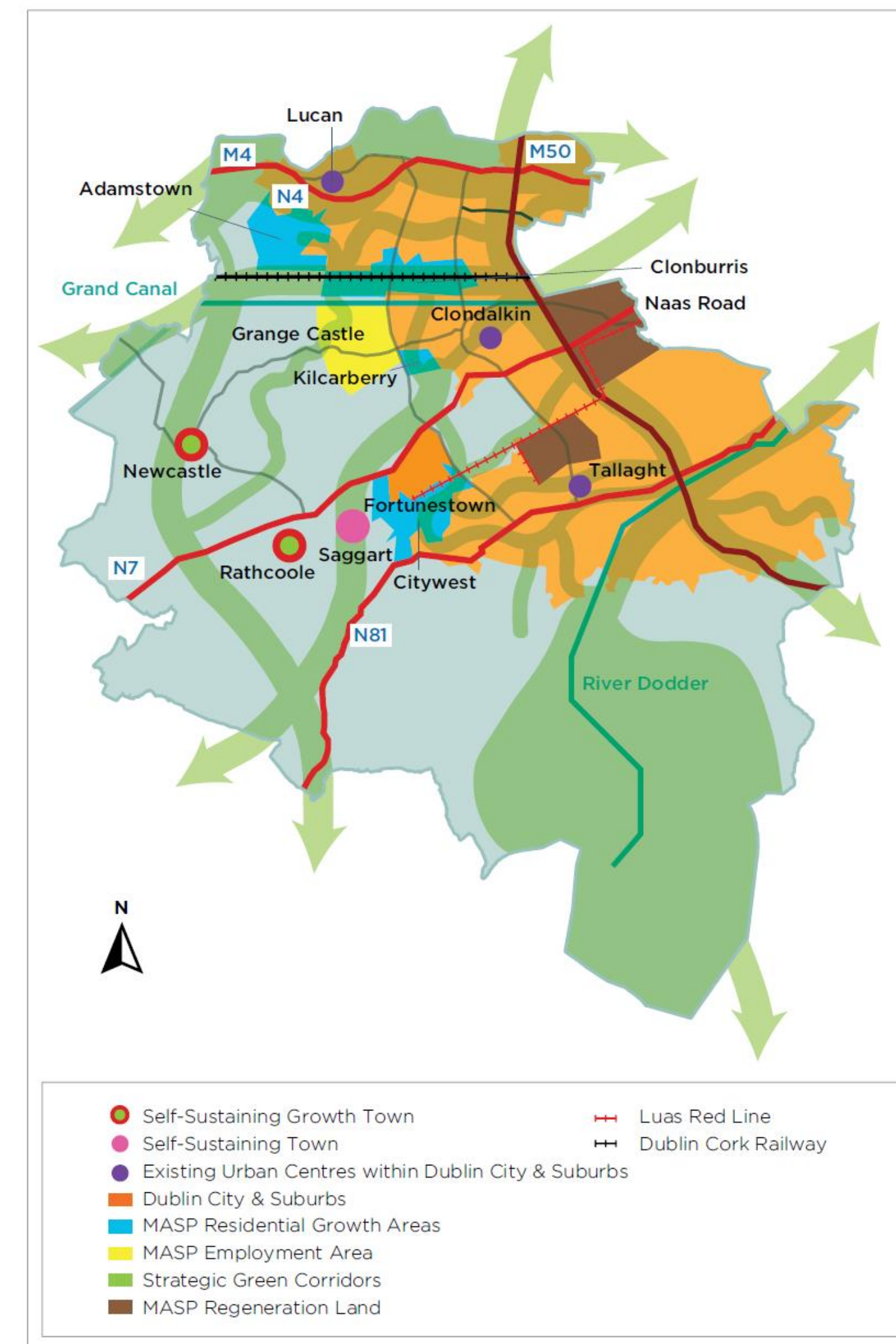
Settlement Hierarchy	Settlement
Level 1 Limerick City Metropolitan area	Limerick City and Environs, including Mungret and Annacotty
Level 2 Key Towns	Newcastle West, Kilmallock
Level 3 Towns (> 1400 population)	Abbeyfeale, Castleconnell, Rathkeale, Caherconlish
Level 4 Large Villages (>500 population)	Adare, Askeaton, Ballingarry, Bruff, Bruree, Cappamore, Croom, Doon, Dromcolliher, Foynes, Glin, Hospital, Kilfinane, Murroe, Pallasgreen, Pallaskerry, Patrickswell
Level 5 Small Villages	Ardagh, Athlacca, Athea, Ballyagran, Ballyhahill, Ballylanders, Ballyneety, Broadford, Carrigkerry, Castlemahon, Clarina, Croagh, Fedamore, Galbally, Herbertstown, New Kildimo, Kildeely, Knocklong, Loghill, Oola, Montpelier, Mountcollins, Nicker, Shanagolden, Templeglantine, Tournafulla
Level 6 Rural Clusters	Anglesboro, Ardpatrick, Ashford, Ballybrown, Ballyorgan, Ballysteen, Banogue, Caherline, Cappagh, Castletown, Crecora, Dromkeen, Elton, Feenagh, Feohanagh, Glenbrohane, Glenosheen, Glenroe, Granagh, Kilbeheny, Kilcolman, Kilcornan, Kilfinny, Kilmeedy, Knockaderry, Knockainy, Knockdown, Martinstown, Meanus, Monagea, Old Pallas, Raheenagh, Strand
Level 7 Open Countryside	

Core Strategy and Housing Supply



Devising the Core Strategy

- Allocation of housing targets
- Rural Housing Estimate
- **‘Tiered’ approach to zoning**
- **Additional Provision**
- Core Strategy Table/Map



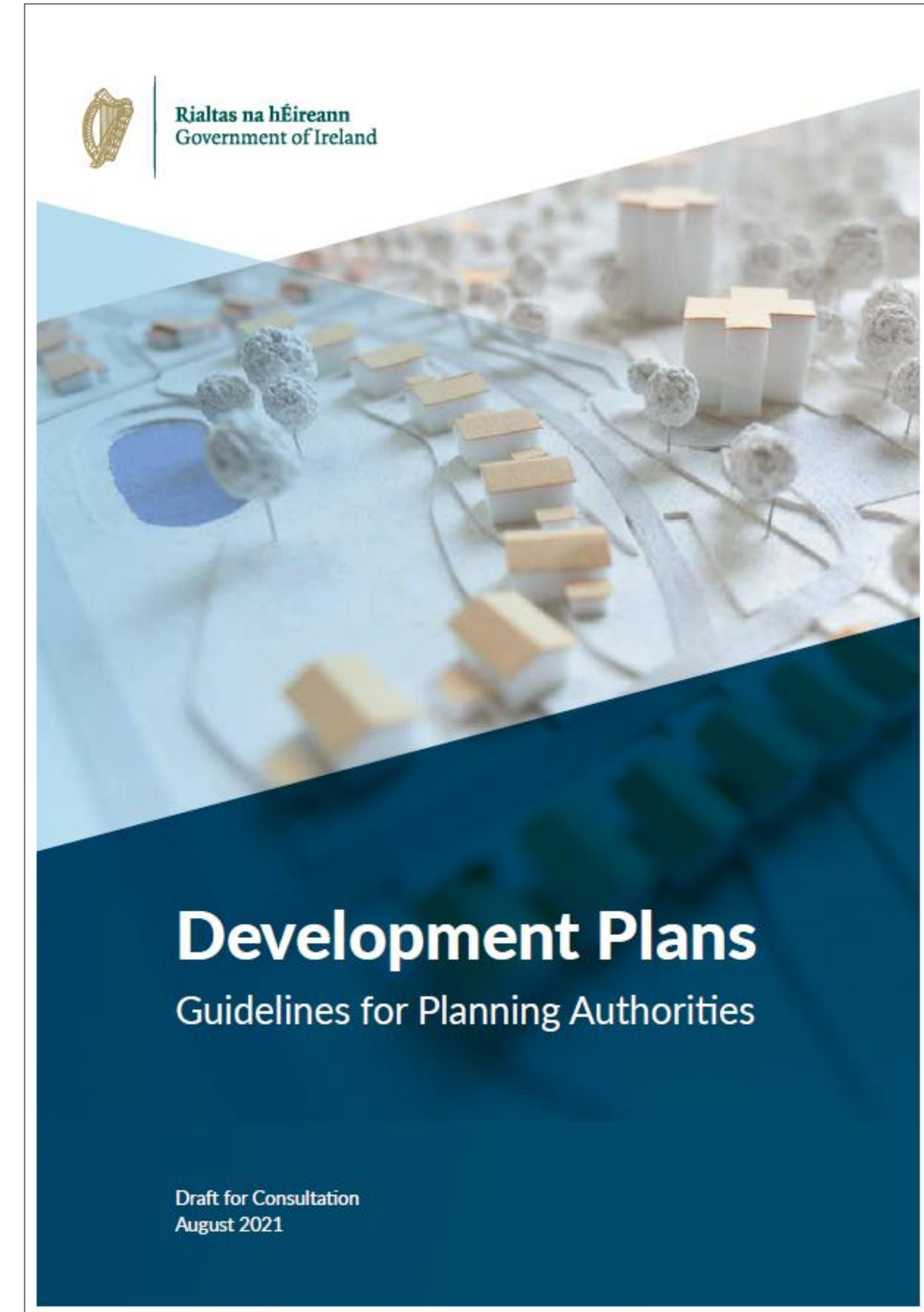


2. Key elements in Plan Preparation

Core Strategy and Housing Supply

Compact Growth and Regeneration

Climate and Environment





The Challenge

NPF National Strategic Goal

‘50% of new housing in Cities,
30% of new housing in towns
to be within existing built up area’

NAV OBJ 4

To support the progression and delivery of projects funded by the Urban Regeneration and Development Fund, including:

- i) The Flowerhill Regeneration Project
- ii) The Land Activation Scheme
- iii) The County Hall Regeneration Project including the restoration of St. Patrick’s Classical School.



FLOWERHILL FROM POLLBOY BRIDGE

Compact Growth/Regeneration



Legacy Issues

‘Catch up’ for services

Depopulation and decline

Greenfield sprawl

High carbon footprint

Solutions

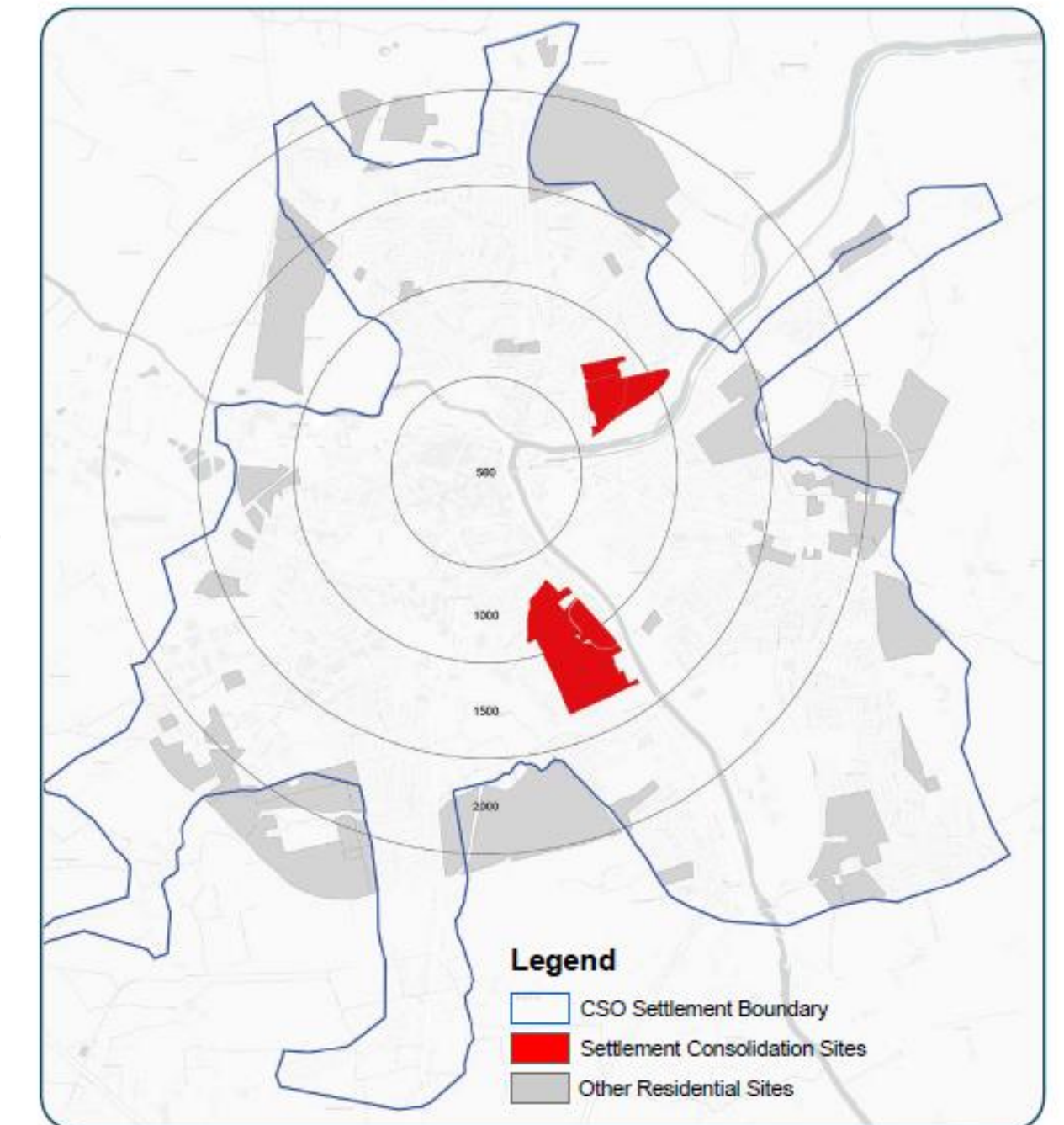
Active land management

Settlement Consolidation Sites

Regeneration Funding

Implementation of RZLT

Settlement Consolidation Sites





Cork City Docklands

Cork City Development Plan (2015)

‘Vision for the Docklands’

Comprehensive Plan-led regeneration

City Plan draws together land use, transportation, infrastructure goals

€353m URDF investment

Objective 13.25 Development of Docklands

Cork City Council aims:

- a) To promote the development of the North and South Docklands as major development opportunities of regional and national importance;
- b) To create a vibrant mixed use and socially inclusive urban quarter in Docklands;
- c) To re-orient Docklands as an extension of the City Centre and to initially focus on development of areas easily accessible from the City Centre, with other areas developing as barriers to development are overcome and opportunities arise;
- d) To review the local planning frameworks and if appropriate amend them to take account of changed circumstances;
- e) To work with key stakeholders, including government agencies and landowners, to overcome infrastructural deficits and other barriers, to secure the development of Docklands.



Docklands Objective, Cork Development Plan 2015 - 2021



Clare – Ennis

Clare County Development Plan (2017)

- ‘Opportunity sites’ identified/mapped
- Public realm improvements specified
- Integrated regeneration strategy

3 projects funded through URDF for

€7.9m





Limerick City

Limerick 2030

- Transformational projects identified
- Linking spatial and economic regeneration
- Integrated regeneration strategy

8 projects funded through URDF for

€125m



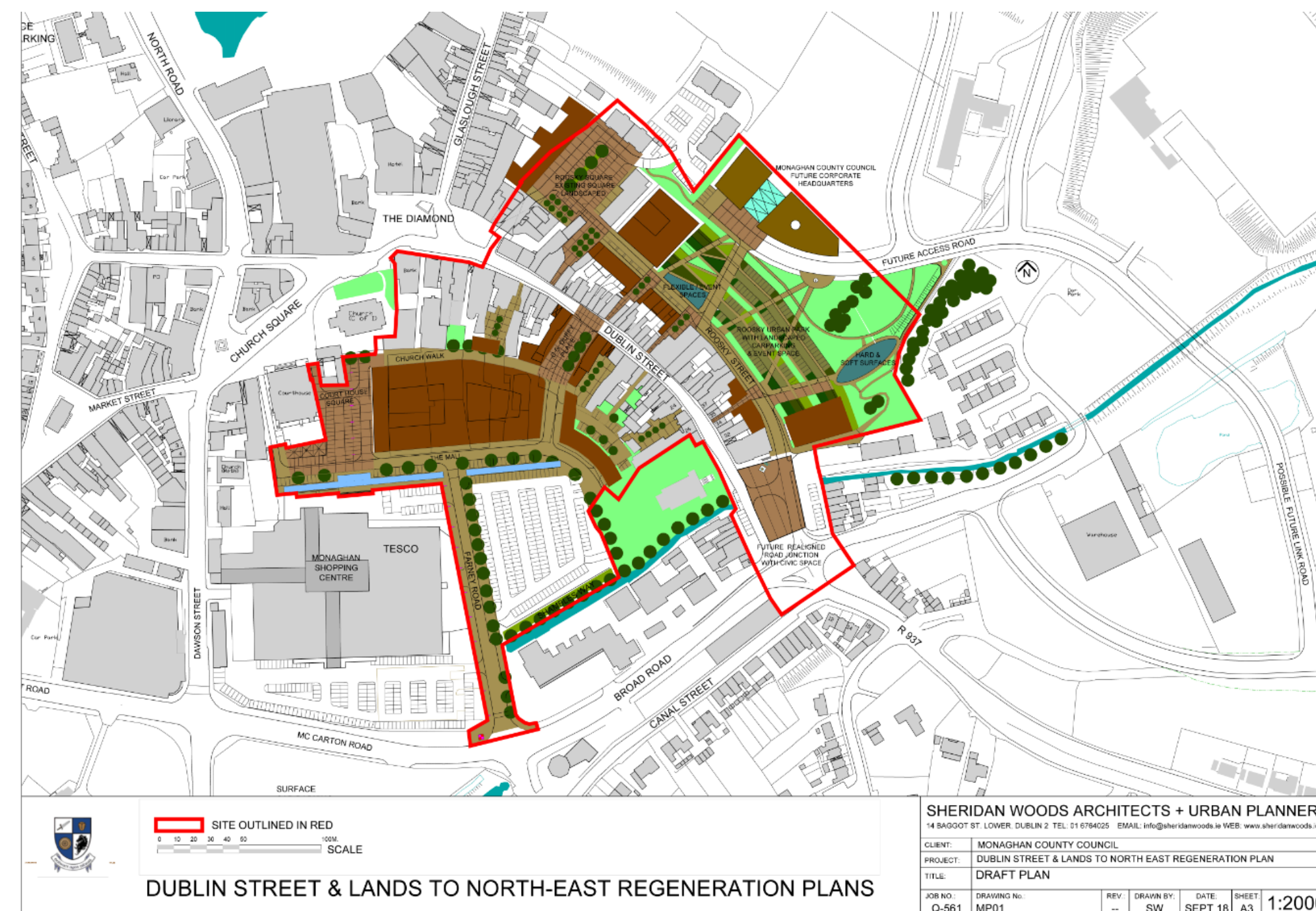
Delivery and Funding

Monaghan

County Development Plan 2019

- Objectives for Dublin Street Regeneration
- Comprehensive regeneration strategy: residential/commercial/retail

2 projects funded through URDF for
€14.5m





Fingal

County Development Plan 2017

Objectives for regeneration of Balbriggan

‘Our Balbriggan Rejuvenation Plan’ 2019

Plan-led regeneration with multiple stakeholder involvement

Project funded through URDF for €27m



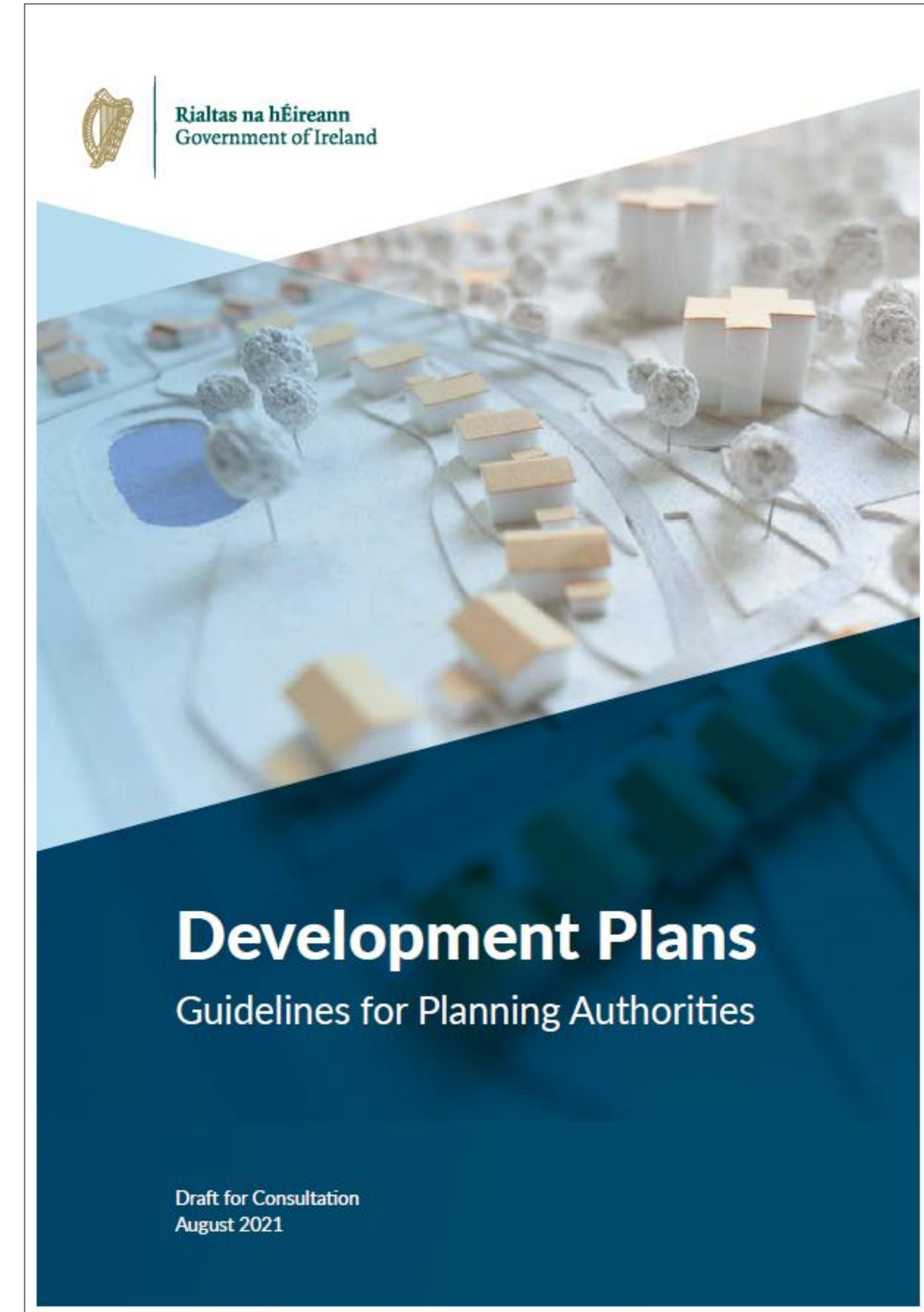


2. Key elements in Plan Preparation

Core Strategy and Housing Supply

Compact Growth and Regeneration

Climate and Environment



Climate Action Objectives in the Plan



Legally binding targets - net zero emissions by 2050, 51% reduction by 2030

Plan must integrate **mandatory climate objectives**

- Sustainable settlement and transport strategies
- Reduce energy demand and GHG emissions
- Address adaptation measures, and take account of the local Climate Action Plan

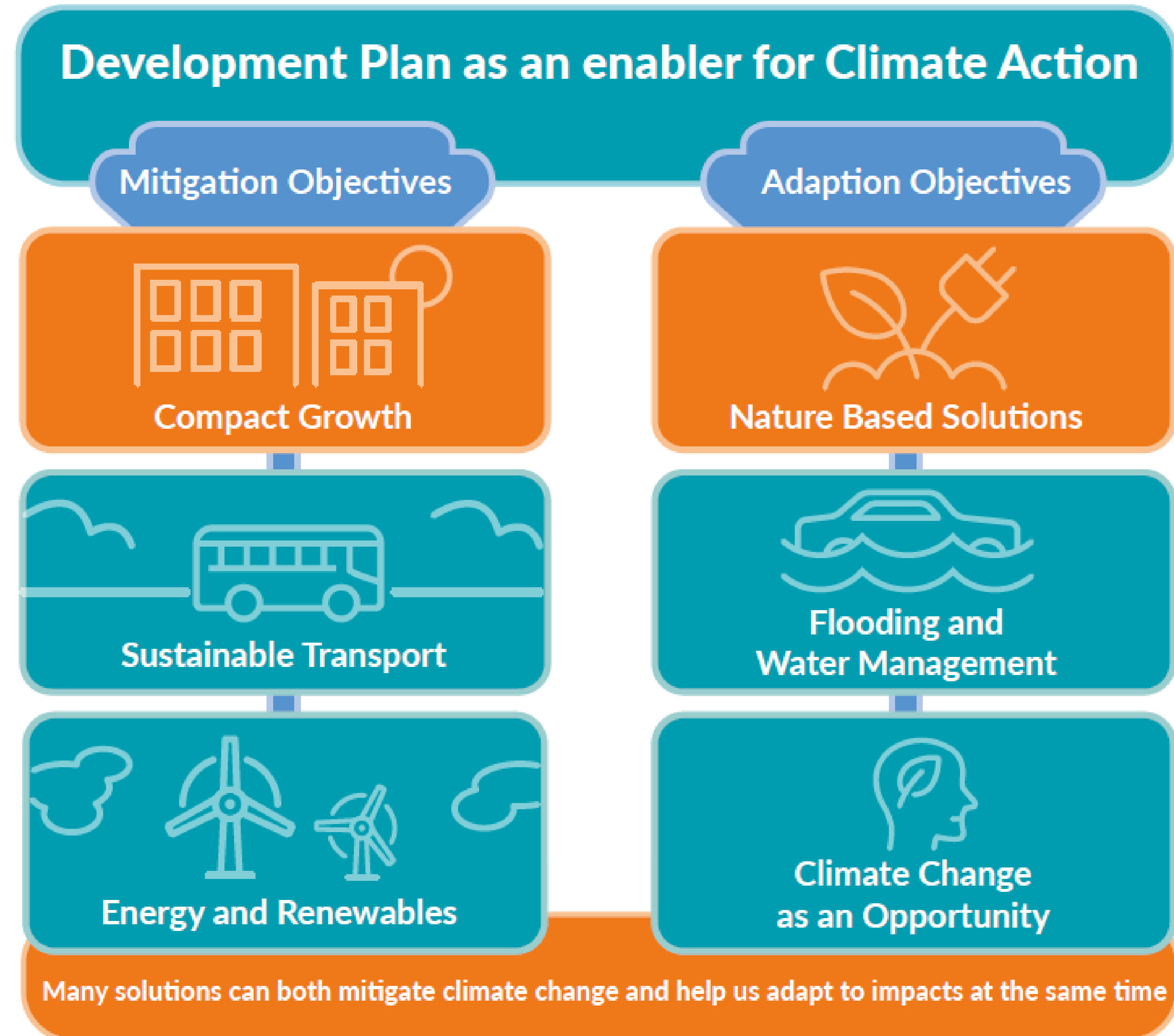
Chapter	Theme	Topic	Mandatory Objective Reference
6	Sustainable Development and Regeneration	Zoning of Land	Section 10(2)(a)
		Transport/Water/Waste Services	Section 10(2)(b)
		Urban Renewal	Section 10(2)(h)
7	Communities and People	Amenities (Development)	Section 10(2)(j)
		Social, Community and Cultural Considerations	Section 10(2)(d)
		Community services	Section 10(2)(l)
		Traveller Accommodation	Section 10(2)(i)
		Gaeltacht Areas	Section 10(2)(m)
8	Environment and Climate Change	Climate Change	Section 10(2)(n)
		Environment	Section 10(2)(ca)
		Major Accidents Directive	Section 10(2)(k)
9	Heritage and Landscape	Archaeological Heritage	Section 10(2)(c)
		Amenities (Natural)	Section 10(2)(j)
		Natural Heritage	Section 10(2)(ca)
		Protected Areas	Section 10(2)(cb)
		Architectural Heritage Policy	Section 10(2)(f)
		Architectural Conservation Areas	Section 10(2)(g)
		Landscape Character, Views, Prospects	Section 10(2)(e)
		Landscape Protection and Management	Section 10(2)(p)
		Rights of Way	Section 10(2)(o)

Plan as an enabler for Climate Action



Development Plan can assist in wider **adaption and mitigation** efforts of local authority, in a holistic way across sectors

Leadership role of local authorities in developing **climate opportunities**



Identify climate opportunity projects



CASE STUDY : Planning the Low Carbon Economy in Tipperary

Tipperary County Council has long recognised the importance of the low carbon energy transition, both to the quality of lives of citizens and the opportunities it brings in terms of rural economic growth and development. Tipperary Development Plan 2022-2028 and its Renewable Energy Strategy promotes the energy sector in the county, including the emerging bio-economy sector, through continued support for the National Bioeconomy Campus at Lisheen. The council also identified the Lisheen Mine and Lisheen Bog area as the first candidate Decarbonisation Zone in the county in addition to proposals for the Technological University of Shannon (TUS), Thurles Campus to become a sustainable development research institute



Source: Lisheen Mine, Tipperary County Council

The development plan provides for re-use of the former mining site and sets out policy objectives for Lisheen to become a European Model Demonstrator Region for the Bioeconomy. The development plan also sets out objectives to support the development of 'Centre of Excellence for Sustainable Energy' in Nenagh, thereby harnessing economic specialism and leveraging investment opportunities in collaboration with stakeholders such as Tipperary Energy Agency, Limerick Institute of Technology (LIT), local businesses and communities in the county.



Portlaoise -Low Carbon Town



Trim – URBACT Global Goals town

Use development plan to identify low carbon projects and leverage funding

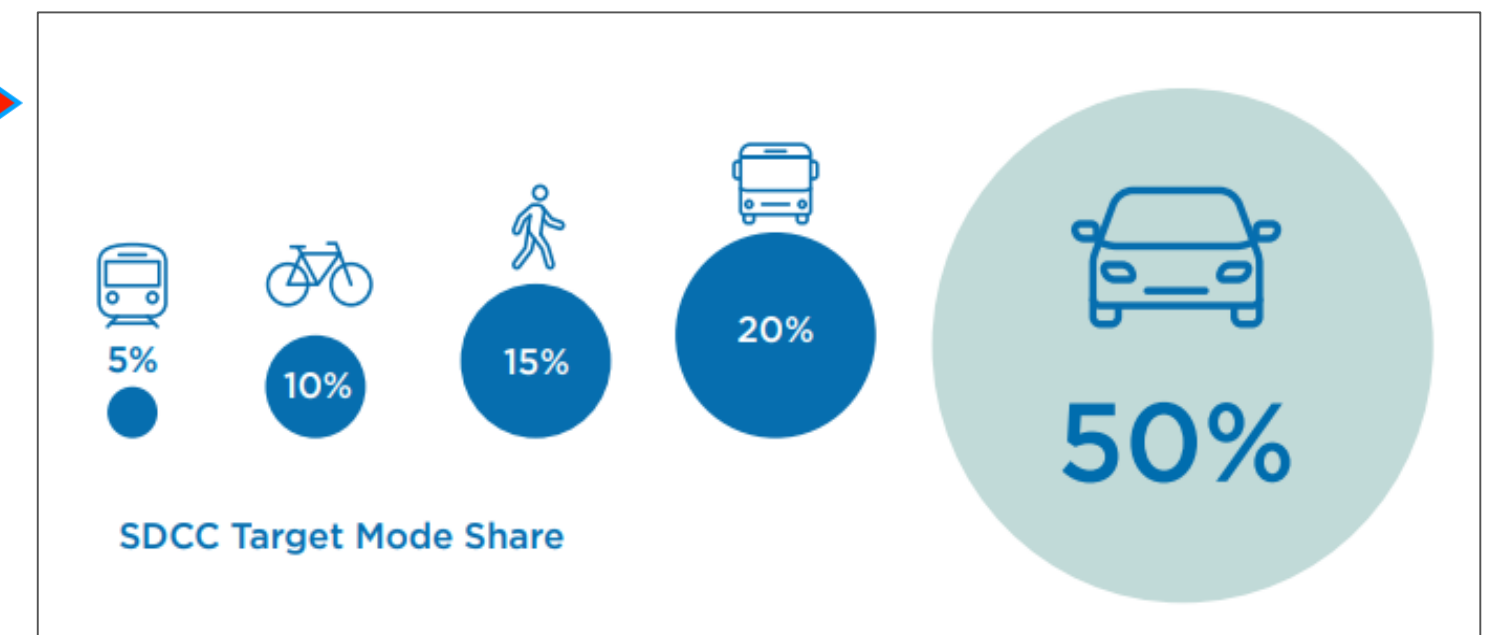
Set Measurable Objectives – Sustainable Transport



Objective: Sustainable Travel

To achieve and monitor a transition to more sustainable travel modes including walking, cycling and public transport over the lifetime of the development plan, in line with defined targets for different mode shares.

Indicator: Mode share, as measured by census, NTA data and other more regular surveys such as the annual 'canal cordon count' in Dublin, or similar.



South Dublin Draft County Development Plan 2022-2028

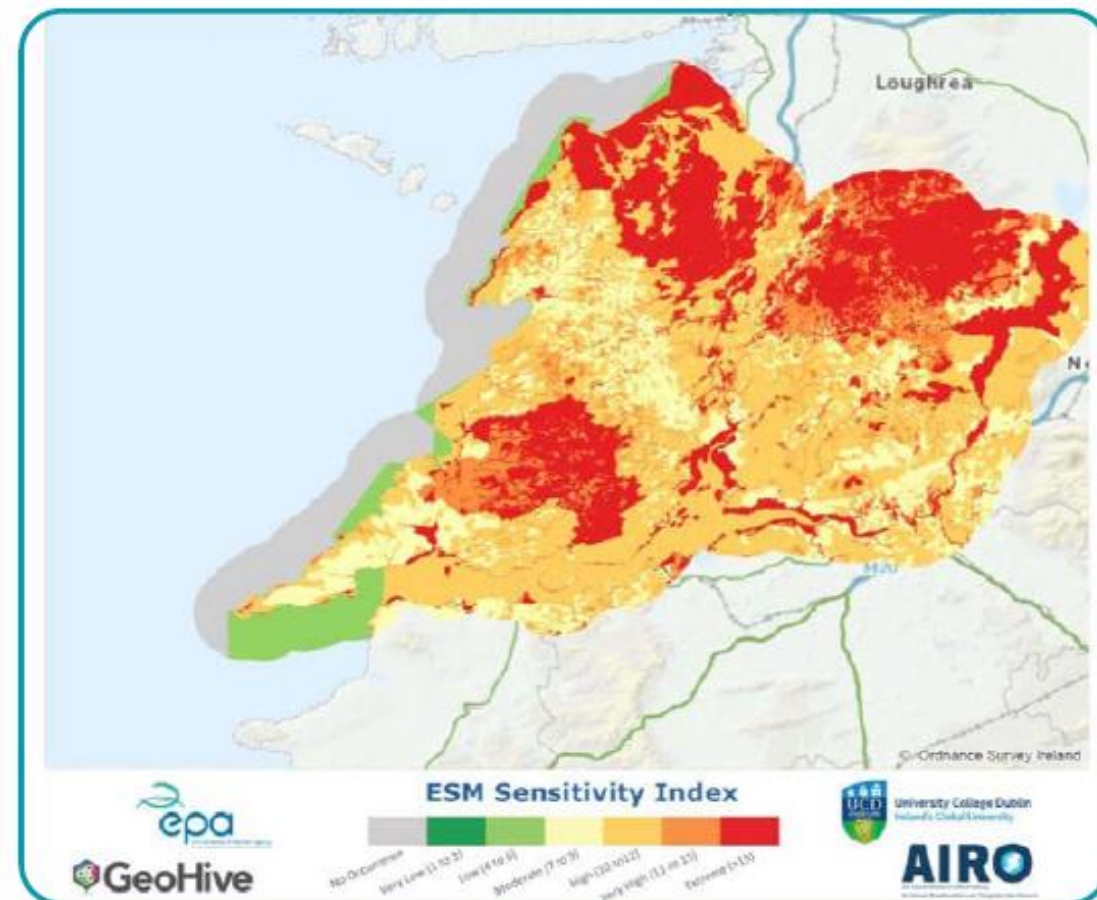
Use baseline data to inform mode share targets in the plan and provide an evidence base and policy supports for sustainable transport funding proposals

Show contribution to national climate objective



CASE STUDY : ESM Webtool

The Environmental Sensitivity Mapping (ESM) Webtool is a decision-support tool for Strategic Environmental Assessment (SEA) and planning processes in Ireland. It centralises over 100 publicly available spatial datasets and allows users to create area-specific environmental sensitivity maps, contributing to evidence-based planning and decisions.

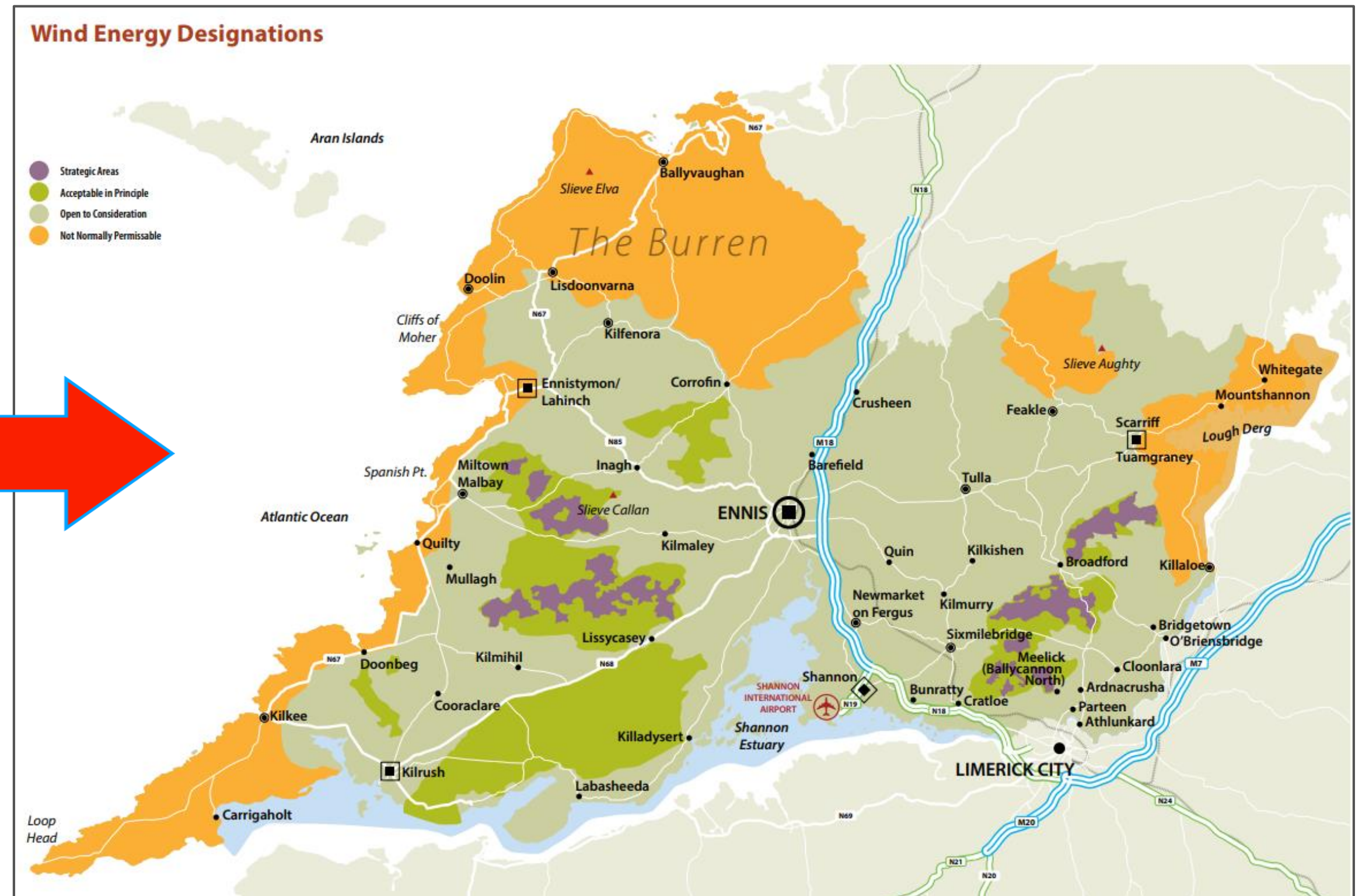
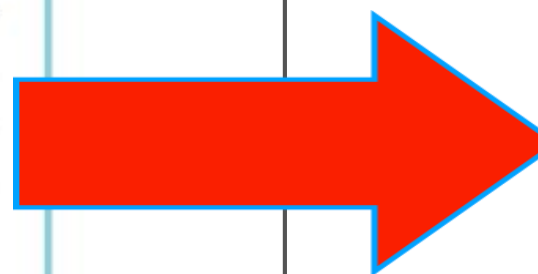


Source: www.clarecoco.ie

Collection and analysis of spatial data on issues such as flooding, surface and groundwater sensitivity, biodiversity and landscape can assist in environmental assessments and provide early warning of potential land use conflicts to inform the scoping and impact assessment stages of SEA in particular.

The ESM webtool allows several layers of environmental data to be overlaid, weighted, analysed and presented, to create bespoke maps of sensitivity to certain development pressures. For example, an environmental sensitivity analysis was undertaken during the preparation of the Clare County Development Plan, which formed the basis for the preparation of environmental sensitivity maps for the County. These maps informed the assessment in the SEA of cumulative and in-combination effects and in recommending the Development Plan focus development objectives and zoning away from environmentally sensitive areas.

The Environmental Sensitivity Maps also guided the development and assessment of SEA alternatives through highlighting different indicators and sensitivities at a county scale leading to the ultimate selection of the preferred SEA alternative.



Clare Development Plan 2017 - 2023 maps areas of sensitivity and sets out baseline data to inform targets for different renewable energy resources

Set Specific Objectives - SUDS



Objective: Sustainable Urban Drainage

“To investigate the feasibility of preparing Sustainable Urban Drainage Systems (SUDS) guidelines during the lifetime of the plan”

Comment: While the aspiration is positive, the success of this Objective can be more clearly measured by linking to specific SUDS solutions that can be implemented, for example to develop surface water management plans at a settlement level and integrate with Green and Blue Infrastructure (GBI) and site level plans and projects. Linking to measurable indicators, such as compliance with the Water Framework Directive is also a suitable approach.



Kellystown LAP – Fingal County Council

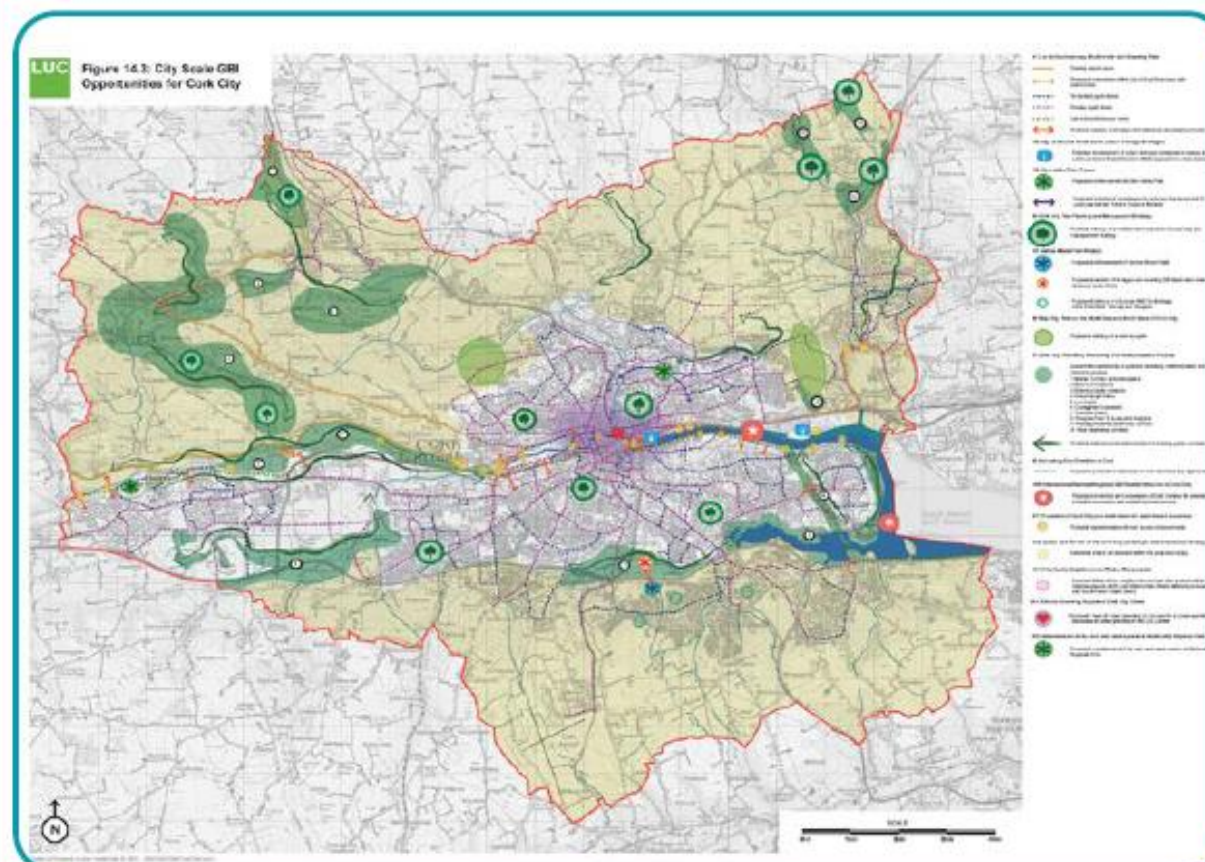
Development objectives can specify the need for settlement level solutions, which can be addressed by LAPs and linked to measurable indicators

Creating healthy attractive places



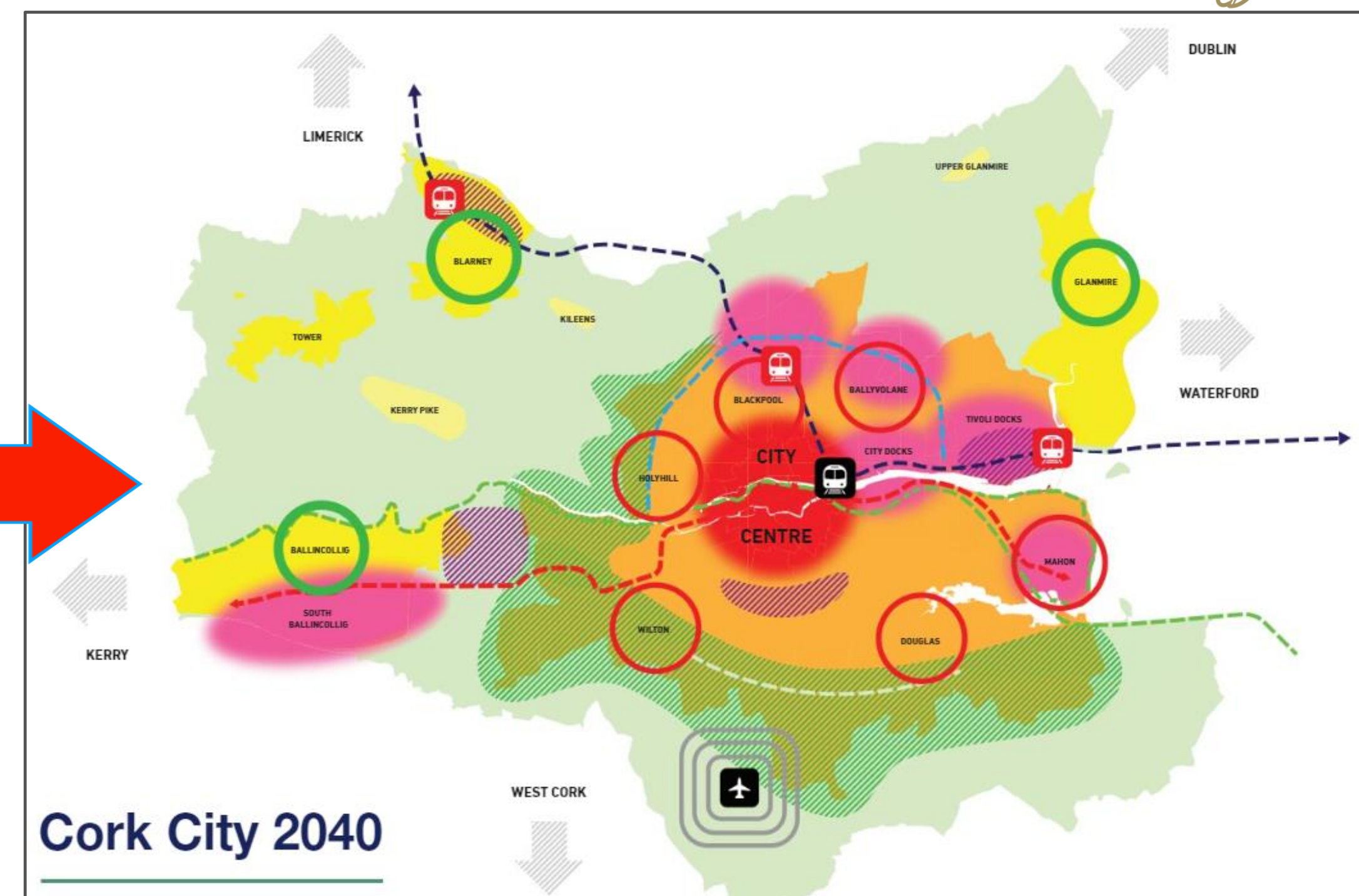
CASE STUDY : Cork City Green and Blue Infrastructure Strategy

Cork City Council prepared a Green and Blue Infrastructure (GBI) Strategy that considers GBI opportunities in Cork City not only for the next Development Plan 2022-2028, but also over successive plan periods up to 2040 to achieve a healthy, green and connected City.



The plan takes into account the ecosystem services that natural systems provide and promotes biodiversity and habitat connectivity as well as access to open spaces and recreation. The GBI Strategy identifies key blue infrastructure such as rivers, streams and wetlands along with traditional green infrastructure such as woodlands, parks and gardens. This approach will enable the strategic investment and planning of GBI projects addressing biodiversity and climate action in Cork City and aligns with UN Strategic Development Goals (SDGs) to allow for the strategic consideration of life on land (SDG 15) with life below water (SDG 14) in a holistic manner.

Source: Cork City Development Plan corkcity.ie



Cork Draft Development Plan 2022 - 2028 integrates Green Blue Infrastructure opportunities over successive plan periods up to 2040

3. Making and Delivering the Plan

Stage 5 - Adoption and immediate
Post-Adoption

Reporting and Monitoring

Funding and Investment Opportunities

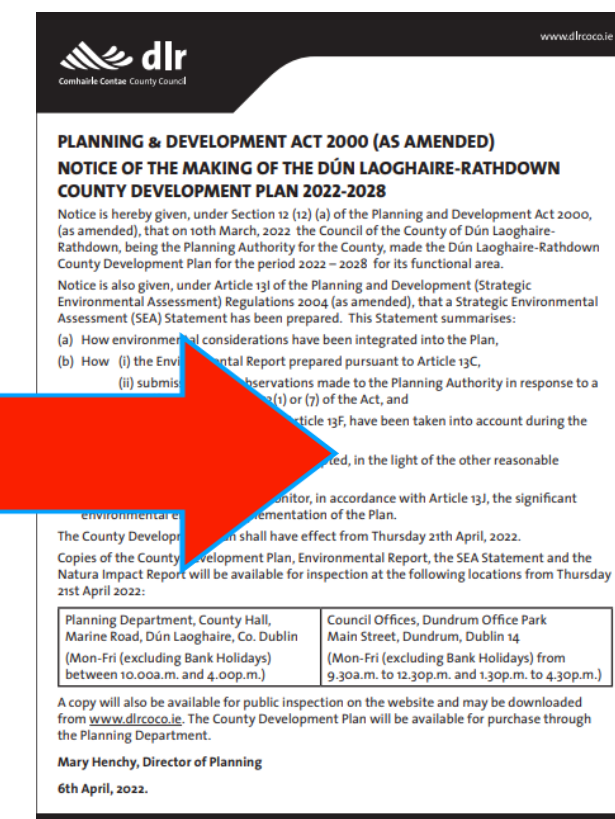


Stage 5 - Adoption and immediate Post-Adoption



Members make the plan within 6 weeks of receiving the CE Report on Material Alterations.

Publish notice to make plan and Environmental Statements



Stage 5 - Adoption and **immediate Post-Adoption**



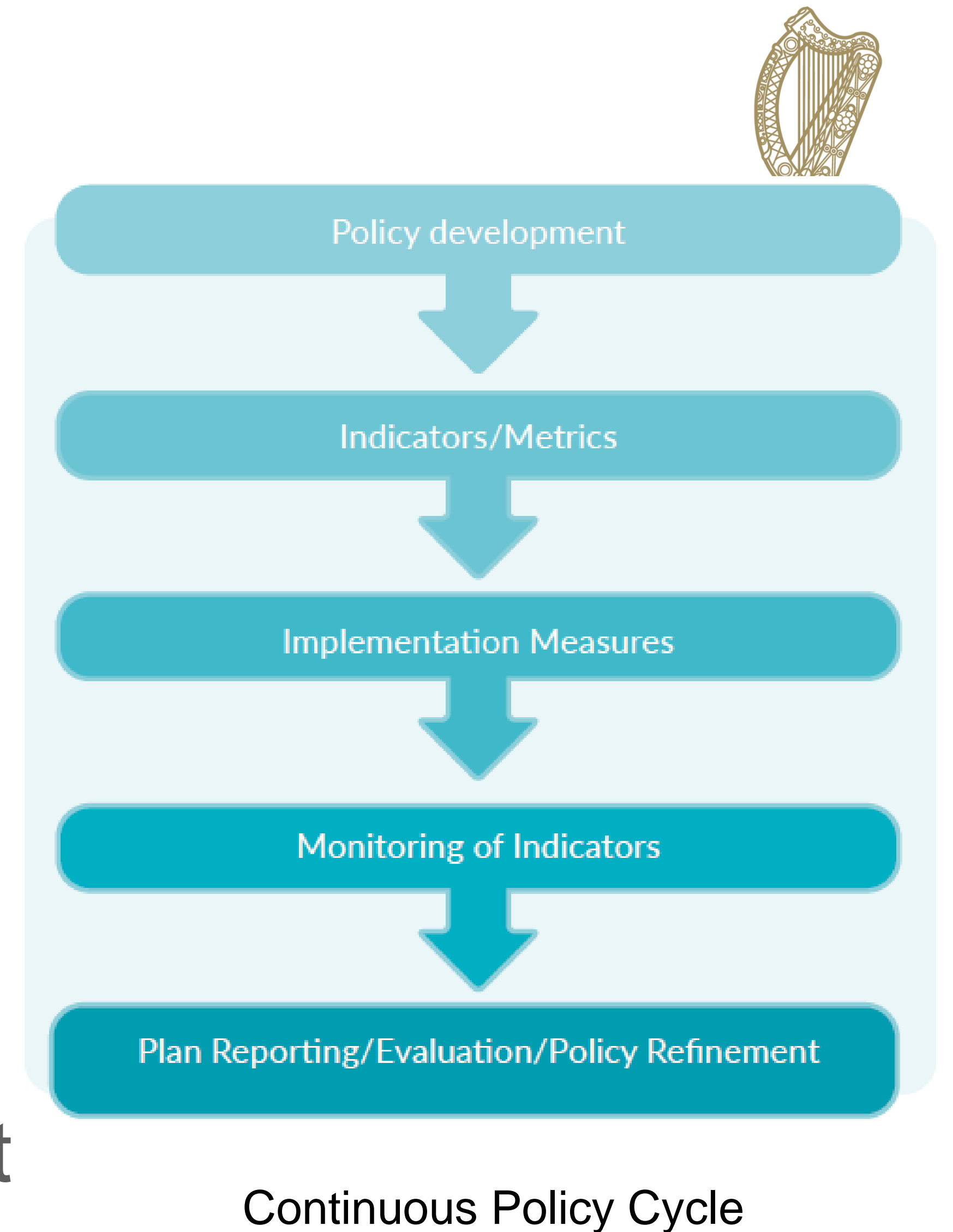
Once plan is adopted under 12 (6) or(10) of the Act, the authority must also issue notice to certain bodies, including specific requirements to:

- ✓ **Notify the OPR** and send a copy of the written statement and maps, within 5 working days
- ✓ **Notify owners** of PROWs and Protected Structures, recommended within 10 working days.

Plan comes into effect **6 weeks after the resolution** is made

DP Reporting & Monitoring

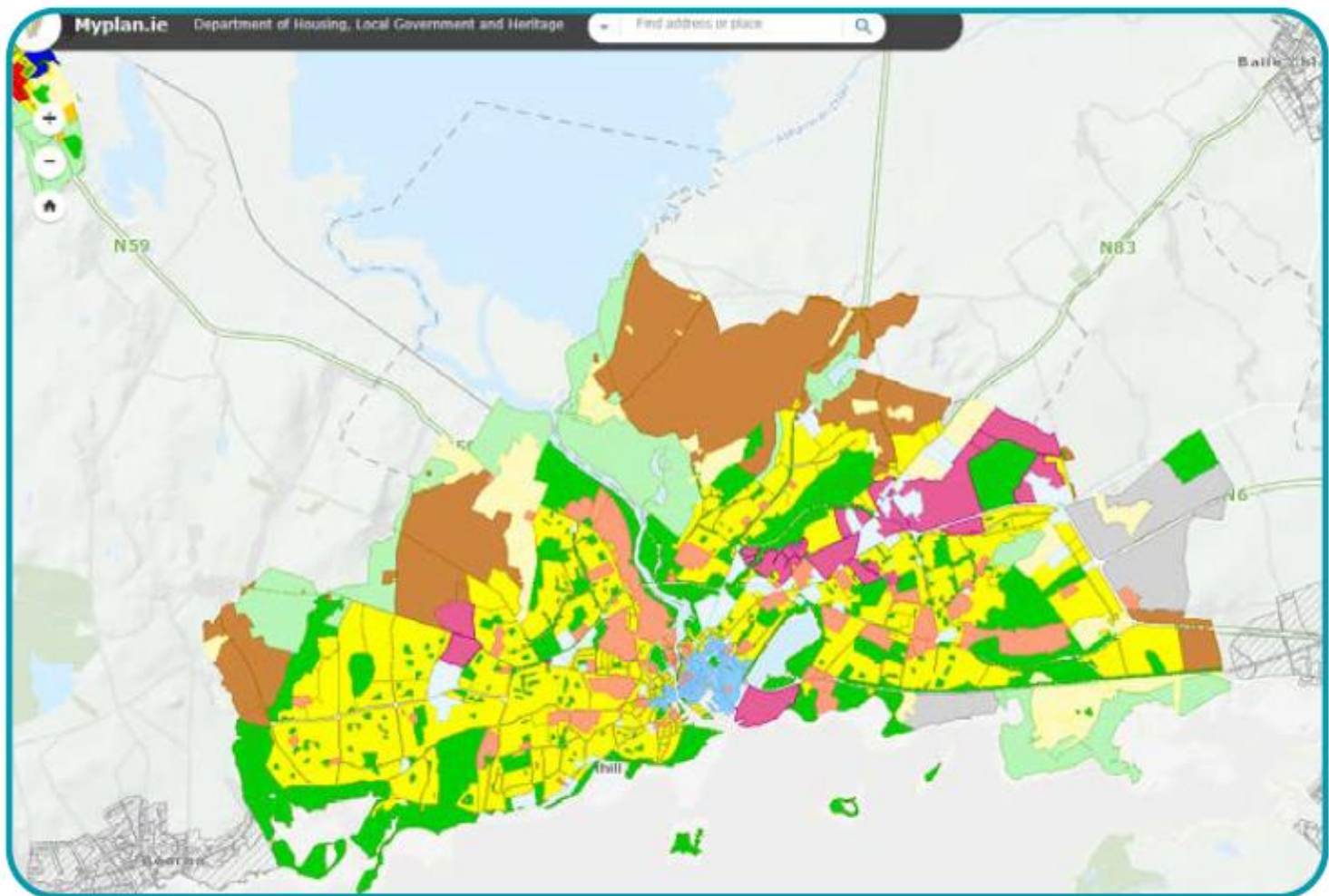
- **Formal 2-year report** on implementation of the plan by CE under 15(2) of the Act
- Clearer **annual reporting to Council** on planning permissions, housing delivery, commercial, retail, etc.
- Identify trends and spatial patterns in development
- Visual tools and dashboards in development



Spatial data tools and resources



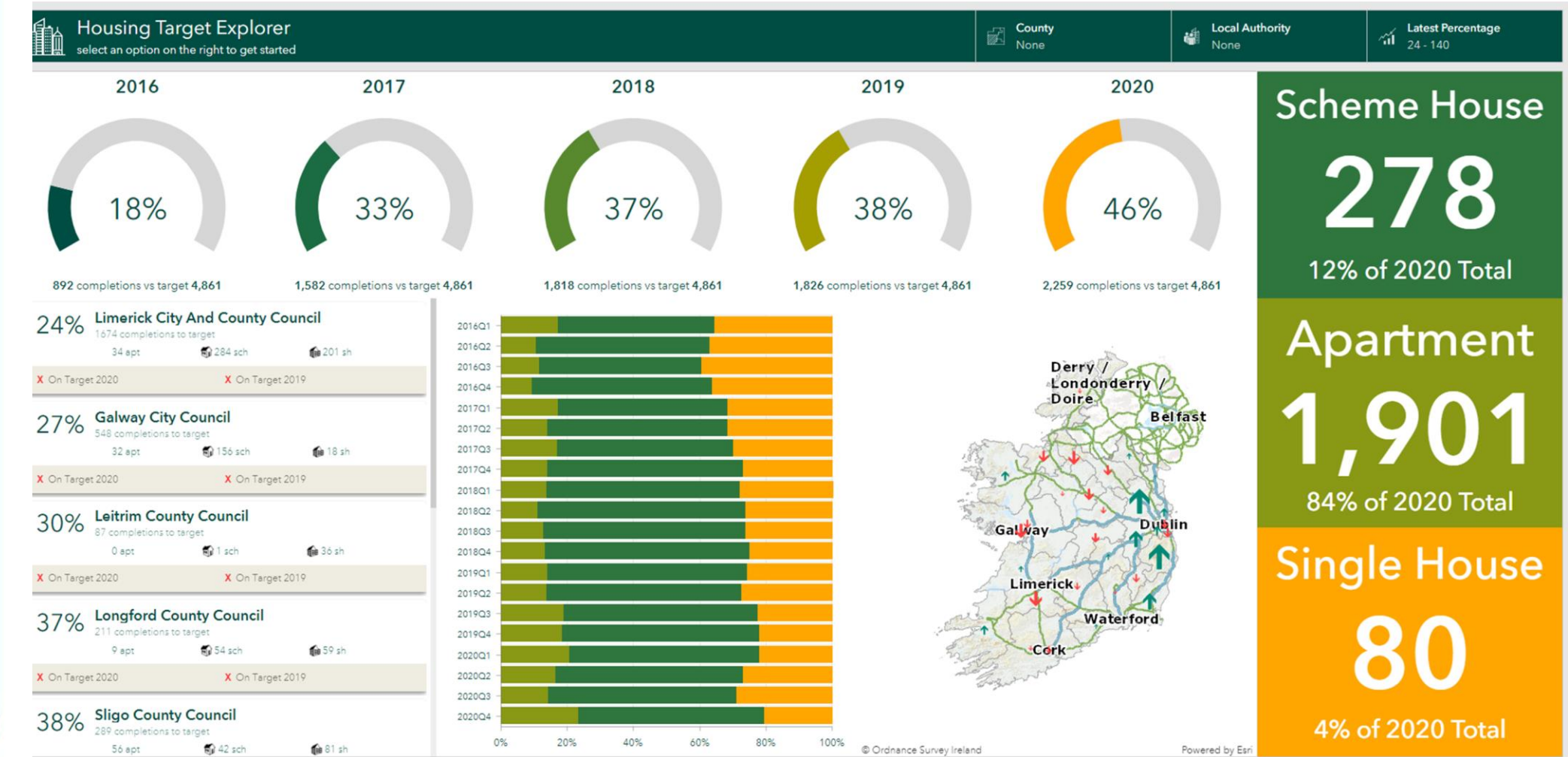
CASE STUDY : Plan Implementation and Monitoring



Source: DHLGH myplan.ie

The Myplan.ie web map portal provides a range of spatial information including the National Planning Application Database (NPAD), flood mapping, etc. Open Data from Myplan can be accessed directly on www.data.gov.ie for reuse and redistribution.

Further system, process and technological improvements include a Housing Delivery Tracker to monitor the delivery of new housing against Housing Supply Targets in City and County Development Plans, which will incorporate housing completions data at settlement-level from CSO. A Regional Development Monitor is also being developed by the Regional Assemblies, which will publish key indicators across a range of themes aligned to the RSES and NPF.



Visual tools and dashboards to assist in analysis & assess implementation

Development Plan and Investment Funding



- ✓ **Clear objectives and policy** in DP to focus investment
- ✓ Future funding applications **anchored** in the DP strategy
- ✓ Provides **strong statutory basis** for infrastructural investment schemes (Part VIII, ABP applications, etc)
- ✓ **Significant public funding** available for quality plan-led projects



Development Plan and Investment Funding



- ✓ EU ERDF and Just Transition Funding 2021-2027
- ✓ Project Ireland 2040 - URDF and RRDF
- ✓ Town and Village Renewal Scheme
- ✓ SH Capital Programmes for refurbishment/re-use
- ✓ Town Centre First – new Croí Cónaithe fund
- ✓ Sustainable Transport Programmes
- ✓ Built Heritage Funding



...Development Plan Strategy



*“Ultimately, the planning process should be judged by the extent to which it maintains and creates places where people **wish** to live, work and spend leisure time...”*

*Planning Policy Statement for Ireland
2015*

