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# 6 Planning and Policy

#### 6.1 Introduction

The GDRS is included in the Dún Laoghaire-Rathdown County Development Plan 2016-2022 (CDP) as a 'six-year roads objective' and is further detailed in the Kiltiernan/Glenamuck Local Area Plan 2013 (LAP). The scheme was also included in the 2007 Kiltiernan/Glenamuck LAP. It is notable that a number of national and regional transport planning and policy documents play an important part in the development of this proposed scheme. An outline of the relevant planning and policy issues relating to the study are set out below.



**Figure 6- 1:** Irish Planning System – An Overview Extract from the National Planning Framework-Ireland 2040.



**Figure 6- 2:** The hierarchy of National, Regional and Local planning policy documents supporting the proposed developed.

# 6.2 Irish National Policies, Guidance and Objectives

#### 6.2.1 National Planning Framework

The National Planning Framework 2040 (NPF) was published in February 2018 and now sets the strategic vision for the spatial development of Ireland for the period from 2018-2040. On foot of the completion of the NPF the Midlands and Eastern Regional Authorities will prepare their own strategy in accordance with the Framework set by the NPF. This will be completed by early 2019 and will be known as a Regional Spatial and Economic Strategy. The EMRA have released their draft RSES on the 5<sup>th</sup> of November 2018. Public consultation will take place into January 2019. Metropolitan Area Strategic Plans will also be prepared in due course.

According to the NPF, the National Strategic Outcomes (including Compact Growth and Sustainable Mobility) are supported by Strategic Investment Priorities where Housing and Sustainable Urban Development and National Road Networks are the first and second priorities (see Table 6-1 below). These concepts are central to the proposed GDRS.



Figure 6- 3: Strategic Investment Priorities for Ireland according to the NPF

Section 1.3 of the NPF describes these two **National Strategic Outcomes** as follows:

Compact Growth: Carefully managing the sustainable growth of compact cities, towns and villages will add value and create more attractive places in which people can live and work. All our urban settlements contain many potential development areas, centrally located and frequently publicly owned, that are suitable and capable of re-use to provide housing, jobs, amenities and services, but which need a streamlined and co-ordinated approach to their development, with investment in enabling infrastructure and supporting amenities, to realise their potential. Activating these strategic areas and achieving effective density and consolidation, rather than more sprawl of urban development, is a top priority.

The NPF further explains National Strategic Outcome 1 'Compact Growth' at p. 139 of the document:

From an urban development perspective, we will need to deliver a greater proportion of residential development within existing built-up areas of our cities, towns and villages and ensuring that, when it comes to choosing a home, there are viable attractive alternatives available to people. Combined with a focus on infill development, integrated transport and promoting regeneration and revitalisation of urban areas, pursuing a compact growth policy at national, regional and local level will secure a more sustainable future for our settlements and for our communities.

**Sustainable Mobility:** In line with Ireland's Climate Change mitigation plan, we need to progressively electrify our mobility systems moving away from polluting and carbon intensive propulsion systems to new technologies such as electric vehicles and introduction of electric and hybrid traction systems for public transport fleets, such that by 2040 our cities and towns will enjoy a cleaner, quieter environment free of combustion engine driven transport systems.

The NPF further explains **National Strategic Outcome 4** 'Sustainable Mobility at p. 142 of the document:

The provision of a well-functioning, integrated public transport system, enhancing competitiveness, sustaining economic progress and enabling sustainable mobility choices for citizens, supports the overall Framework objectives. Dublin and other cities and major urban areas are too heavily dependent on road and private, mainly car-based, transport with the result that our roads are becoming more and more congested. The National Development Plan makes provision for investment in public transport and sustainable mobility solutions to progressively put in place a more sustainable alternative.

It is also pertinent to note the NSO for **Enhanced Amenities and Heritage** which seeks to "ensure that our cities, towns and villages are attractive and can offer a good quality of life. It will require investment in well-designed public realm, which includes public spaces, parks and streets, as well as recreational infrastructure".

Section 9.0 of the NPF highlights the commitment to **Environmental and Sustainability Goals**. **National Policy Objective 52** encapsulates this stating:

"The planning system will be responsive to our national environmental challenges and ensure that development occurs within environmental limits, having regard to the requirements of all relevant environmental legislation and the sustainable management of our natural capital".

**National Policy Objective 75** seeks to "Ensure that all plans, projects and activities requiring consent arising from the National Planning Framework are subject to the relevant environmental assessment requirements including SEA, EIA and AA as appropriate".

The new NPF supports the creation of three new regional assemblies to replace the smaller eight regional authorities. This is seen as an effective measure of making the development of Ireland compact and sustainable. In relation to the development and creation of roads in the Eastern and Midlands region of the NPF, enhanced regional accessibility is of importance.

#### 6.2.2 National Development Plan 2018-2027

The National Development Plan 2018-2027 (NDP) forms a key part of the initial development that the NPF aims to achieve over the next 20+ years. On foot of the completion of the NPF the Midlands and Eastern Regional Authorities will prepare their own strategy in accordance with the Framework set by the NPF. This will be completed by early 2019 and will be known as a Regional Spatial and Economic Strategy. Metropolitan Area Strategic Plans will also be prepared in due course.

The NDP sets out a significant level of investment, almost €116 billion, which will underpin the NPF and drive its implementation over the next ten years. From reviewing the document there are a number of key points made about transport which relate to the GDRS. In section 2.3 'Infrastructure Demand and Capacity Analysis', Transport was identified as a priority area for future public capital investment stating the following;

"'Transport: maintenance and upgrading of the road network and public transport to protect asset quality and value, meet demand forecast, ease congestion and to meet climate action objectives' (NDP, 2018)".

The aim of the GDRS is to service the Kiltiernan-Glenamuck expansion area. The GDRS will provide better public transport routes which will improve transport overall in the area as well as providing cycle lanes each side of the development. The NDP states that with over 50% of housing to be provided in our cities and 30% elsewhere to be provided within existing built up areas, this urban compact growth, 'will be supported through investment in high quality integrated public and sustainable transport systems' (NDP, 2018).

Increased investment will be provided by the NPF and NDP for Roads Programmes with the NDP stating;

'New roads will be built to connect communities and encourage economic activity' (NDP, 2018).

The proposed scheme aims to create a new community either side of the development as well as providing a better-connected community and encouraging economic activity through the development of houses in the area.

#### 6.2.3 Transport Strategy for the Greater Dublin Area 2016-2035 (NTA 2016)

The Transport Strategy for the Greater Dublin Area 2016-2035, has been prepared and published by the National Transport Authority in accordance with Section 12 of the Dublin Transport Authority Act, 2008. It sets out how transport will be developed across the region, covering Dublin, Meath, Wicklow and Kildare, over the period of the strategy and has been approved by the Minister for Transport, Tourism and Sport in accordance with the relevant legislation. Under the relevant legislation development plans and local area plans across the region are required to be consistent with the Transport Strategy.

The relationship between the city centre and suburban areas is examined in detail in the strategy given the importance of origin and destinations for various modes and purpose of trips. This has regard to land use characteristics, trends and changes.

#### 6.2.4 Other Documents

EIAR requirements derive from Council Directive 85/337/EEC (as amended by Directives 97/11/EX, 2003/35/EC and 2009/31/EC) and as codified and replaced by Directive 2011/92/EU of the European Parliament and the Council on the assessment of the effects of certain public and private projects on the environment (and as amended in turn by Directive 2014/52/EU).

This EIAR has been undertaken having regard to the following policy and guidance documents;

- Guidelines on information to be Contained in Environmental Impact Assessment Reports (Environmental Protection Agency, 2017);
- Environmental Impact Assessment of National Road Schemes A Practical Guide (National Roads Authority, 2008);
- Environmental Impact Assessment (EIA), Guidance for Consent Authorities regarding Sub-Threshold Development (Environmental Protection Agency, 2003); and

• Guidelines on the Information to be Contained in Environmental Impact Statements (Environmental Protection Agency, 2002).

# 6.3 Regional Policy and Guidelines

Regional Planning Guidelines for the Greater Dublin Area 2010-2022 (Dublin Regional Authority, Mid-East Regional Authority, 2010)

The Regional Planning Guidelines set out the planned direction for growth within the Greater Dublin Area up to 2022. These Guidelines also have a crucial role in supporting regional important infrastructure and the investment priorities of the NDP and Transport 21.

### Eastern and Midlands Regional Assembly: Regional Spatial and Economic Strategy (Draft)

On the 5<sup>th</sup> of November 2018, the Eastern and Midlands Regional Authority (EMRA) released their Draft Regional Spatial and Economic Strategy (RSES). The consultation period has begun and will continue until the 23<sup>rd</sup> January 2019.

In relation to the proposed scheme, the following points from the document are of importance;

"Regional Policy Objectives: Integration of Transport and Land Use Planning

RPO 8.1: The integration of transport and land use planning in the Region shall be informed by the guiding principles expressed in the transport strategy of the draft RSES.

RPO 8.2: The capacity and safety of the Regions strategic land transport networks will be managed and enhanced, including through the management of travel demand in order to ensure the optimal use.

RPO 8.3: That future development is planned and designed in a manner which maximises the efficiency and protects the strategic capacity of the metropolitan area transport network, both existing and planned and to protect and maintain regional accessibility.

RPO 8.4: Land use plans within the GDA shall demonstrate a consistency with the NTA's Transport Strategy for the Greater Dublin Area and plans outside of the GDA shall be informed by the guiding principles expressed in the draft RSES."

The proposed scheme remains consistent with the following objectives stated above. The development will aid in the development of a road scheme which will help open up lands in the area for the development of housing while providing an improvement to the roads scheme to drivers, cyclists and pedestrians.

#### Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas

These guidelines set out the key planning principles which should be reflected in development plans and local area plans, and which should guide the preparation and assessment of planning applications for residential development in urban areas. Chapter 4 Planning for Sustainable Neighborhoods sets a framework approach to development for the overall LAP area.

#### Urban Design Manual A best practice guide (May 2009)

This Guide provides best practice advice on the practical implementation of the policies contained in the Sustainable Residential Development guidelines.

#### Draft Urban Development and Building Heights - Guidelines for Planning Authorities (August 2018)

These guidelines are at consultation stage and have limited relevance to the scheme as composed. However, depending on the final format when adopted, the scale and height facilitated by less restricted development controls may have implications for long-term development of the LAP area, in terms of form, building height and phasing/speed of implementation.

The Design Manual for Urban Roads & Streets (DMURS) by the Department of the Environment, Community and Local Government/Department of Transport, Tourism and Sport.

DMURS sets out best practice guidance relating to the design of urban roads and streets, setting out a road hierarchy of Arterial, Link and Local Streets, to ensure that the road is not only effective in terms of traffic, but also supports integration with existing and future developments in line with DMURS guidance. This guidance is referenced in more detail in Chapter 3 Alternatives and Chapter 5 Description of Development.

#### 6.4 Local Policy and Guidelines

#### 6.4.1 Dún Laoghaire-Rathdown County Development Plan 2016-2022

The CDP is the statutory development plan for the area and presents the primary framework for development within the County area.

The strategic approach to transport in the CDP is based on the following objectives set out in Chapter 2 Section 2.2.3;

- An increased travel mode share for walking and cycling. This increase will be mainly related to local trips to work, schools, retail and leisure within the larger urban areas;
- An increased travel mode share for public transport for work trips to the main employment zones of Sandyford, Cherrywood and Dublin City Centre and between the other larger urban centres. There may be scope to improve public transport mode share to larger urban centres along the main bus and rail corridors, particularly where this improves access and interchange between bicycle and rail;
- Enhanced safety for all modes especially for vulnerable road users; and
- The delivery of major strategic transportation projects and infrastructural improvements such as, the Council Cycle Network, an expanded Bus Network, Luas Line B2 from Brides Glen to Fassaroe and the package of interventions to realise the full potential of the Sandyford Business District.

Under Table 2.2.5 of the CDP, six-year road objectives, the following relevant objectives are cited;

- Enniskerry Road (Stepaside to Glenamuck District Distributor Road);
- Glenamuck District Distributor Road;

- Glenamuck Local Distributor Road (including Ballycorus Link); and
- Glenamuck Road South.

The CDP goes on to state in Section 2.2.10.2 Policy ST25 Roads;

'It is Council policy, in conjunction and co-operation with other transport bodies and authorities such as the TII and the NTA, to secure improvements to the County road network-including improved pedestrian and cycle facilities.

To support the National and Regional economy, requires that strategic roads in the Greater Dublin Area be managed or developed to ensure timely, reliable journeys for business traffic and freight.

The specific principles that will underpin decisions made in relation to the development of road schemes within Dún Laoghaire Rathdown will aim to be consistent with the objectives contained within the NTA's 'Greater Dublin Area Draft Transport Strategy 2016-2035'.

The 6-Year and Long-Term Road Objectives proposed by the Council are listed in Table 2.2.5 and Table 2.2.6 below and displayed graphically on the related 14 no. Development Plan Maps and also Map 13 (Refer to Supplementary Mapping Booklet). It should be noted that the roads shown on the Maps are purely diagrammatic with regard to location and dimensions. Variations and/or adjustments may be necessary as projects progress.'

#### The CDP goes on to state;

'All roads, streets and footbridges, including footpaths and cycle tracks, will be designed in accordance with the best practice guidelines and will consider the needs of all road users. To secure the implementation of the Policy, it is the intention of the Council to reserve any necessary lands free from development and to designate building lines, where required. Where possible and appropriate, existing roads in the County may be improved by the setting back of building or frontage lines and by the setting back of proposed new structures at road junctions to improve sightlines in the interests of traffic safety, subject to maintaining visual amenities and sound urban design principles.

Appropriate high-quality landscaping (soft and hard) will be included on relevant Roads Objectives projects to soften the visual impact of the scheme and enhance its appearance.'

Section 1 of the CDP Core Strategy refers to the Kiltiernan/Glenamuck Local Area Plan under Section 1.2.5 Phasing, Prioritisation and Infrastructure Delivery, stating that this is one of the primary growth nodes from which a significant portion of the supply of residential units will derive up to the 2022 horizon and potentially beyond. Section 1.3.4.2 of the CDP refers to Kiltiernan/Glenamuck in detail as follows:

The Kiltiernan/Glenamuck LAP was initially adopted in 2007. As Local Area Plans have a sixyear lifespan, a revised version of the Plan was subsequently adopted by the Council in 2013. The Plan covers an area of approximately 100 hectares – bounded to the north-west by the Stepaside Golf Course and the decommissioned Ballyogan Landfill, to the north-east by the

M50 Motorway corridor, to the west by the high amenity foothills of the Dublin Mountains and to the south by a relatively fertile agricultural plain stretching to the Scalp. It is anticipated that the Plan area will ultimately accommodate circa 2,500-3,000 residential units, a neighbourhood centre, two tranches of public open space and a large employment node adjacent to the established mixed-use development at The Park, Carrickmines.

The key elements of the overall planning framework for the area include the proposal to provide a bypass road of the Village Core of Kiltiernan, the implementation of a Neighbourhood Framework Plan to consolidate the Village Core, the graduation of residential densities – from higher densities adjacent to the LUAS line lower densities further removed from this main public transport artery – and the implementation of a centrally-located major public open space/school site.

A number of changes to the Plan were made as part of the revision in 2013 – a reduction in the width of the proposed new bypass roads to single carriageway in each direction (with cycle lanes), some revised junction layouts, removal of proposed 'Link Road' and the inclusion of the 'Neighbourhood Framework Plan' to help guide the eventual development form of the Primary and Secondary Neighbourhoods Centres – with particular emphasis on such matters as proposed urban form, urban design features, architectural style and materials.

.... While some infrastructural servicing objectives in the area have been achieved in recent years, none of the major development objectives of the Local Area Plan have been realised to date. The Local Area Plan is due for review in 2018 (extended until 09/09/2023) and it is recommended that this review be carried out during the lifetime of this County Development Plan.

#### 6.4.2 Kiltiernan Glenamuck Local Area Plan 2013

It is noted that The Kiltiernan Glenamuck Local Area Plan was adopted in September 2013. In June 2018 it was extended for a further period up to and including September 2023.

Under Section 1.4 of LAP, the key elements of the overall planning framework for the area are;

- The proposal to provide a bypass road of the Village Core of Kiltiernan;
- The implementation of a Neighbourhood Framework Plan to consolidate the Village Core;
- The graduation of residential densities, from higher densities adjacent to the Luas line. To lower densities further from the main public transport artery;
- The implementation of a centrally-located major public open space/school site.

In the Core Strategy, the LAP lands at Kiltiernan/Glenamuck are allocated an estimated residential 'yield' of approximately 2400 units. This approximate figure is consistent with the provisions of the LAP, which estimates a range of 2500 to 3000.

Under Section 2 of the LAP, the stated Primary Objectives are;

- VO1 To accommodate a sustainable level of residential and other ancillary development to ensure the wider strategic objectives of the 2010-2016 County Development Plan are realised.
- VO2 To establish an obvious identity/sense of place for Kiltiernan.
- VO<sub>3</sub> To establish a focal point/civic node for Kiltiernan.
- VO<sub>4</sub> To guide sustainable development in order to establish the character of the two component areas that comprise the LAP namely, Glenamuck and Kiltiernan.
- VO5 Ensure that all projects in the LAP which could, either individually or in combination with other plans and projects, have a significant effect on a Natura 2000 site (or sites) will be subject to Appropriate Assessment Screening.
- VO6 The overarching policies and objectives of the Dún Laoghaire Rathdown County Development Plan will equally apply to any development and any associated works, individually or in combination with other plans or projects within the LAP boundary.
- VO7 The EU Directives for Environmental Impact Assessment (EIA), the Water Framework Directive, the Floods Directive and the Strategic Environmental Assessment (SEA) are the fundamental policy framework of environmental protection measures and legislation for the for the delivery of the policies within this document and full compliance with the EIA and SEA Directives shall be provided.

Chapter 5 of the LAP addresses movement in the plan area. Section 5.3.1 considers the Primary Road Network. Specific transport objectives, including those which will directly relate to the Proposed Road Scheme are set out below:

- MTO<sub>4</sub> To establish the function, shape and usage of the strategic road network generally within the LAP area.
- MTO5 To establish the future function of Glenamuck Road in terms of providing local access (including cars, bus, pedestrian and cycle) to the wider strategic road network.
- MTO6 To establish the appropriate functions of Enniskerry Road in terms of minimising through movements wile accommodating locally generated movements (Car, pedestrian and cycle) from future developments, and also potential future movements associated with the planned neighbourhood centre facility.
- MTO7 To introduce appropriate traffic calming measures and to divert through traffic away from the future LAP civic node in order to address issues such as safety, noise and air pollution, and the potentially negative severance of the component parts of the LAP area.
- MTO8 In acknowledgment that some car usage is inevitable, to stipulate maximum car parking provision for differing development types on a demand management basis with appropriate restrictions on on-street parking in order not to undermine that objective.

MTO9 To have regard to the EU Ambient Air Quality Directive, the EU Ozone Directive, the EU guidance documents Greening Transport (EU, 2008) and A Sustainable Future for Transport (EU, 2009) and the National Transport Strategy Smarter Travel: A Sustainable Transport Future (DTTS, 2009) to develop strategies which better reflect the real costs that transport volumes and emissions impose onto society, environment and economic efficiency.

MT10 New developments shall provide noise mitigation measures (e.g. boundary walls and/or double/triple glazing) to reduce noise caused by new roads to within acceptable levels.

MT11 To ensure implementation of the Dublin Agglomeration Environmental Noise Action Plan.

The LAP policies and objectives map is included in Figure 6-2 below. This map also indicates the approximate route of the proposed roads.

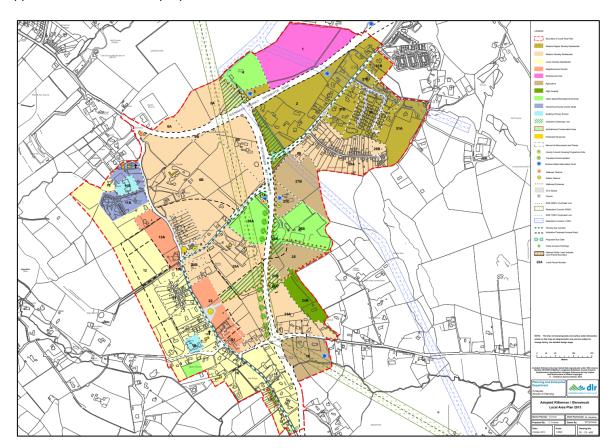


Figure 6- 4: Map of the Kiltiernan/Glenamuck Local Area Plan (Source: Kiltiernan/Glenamuck LAP 2013)

#### Framework and Principles of Development

The LAP sets out more detailed guidance on the Broad Framework and Principles of Development in Section 2.2. It states:

Medium/higher density residential development (45-55 dwelling units/net ha) will be supported within this 'Glenamuck' node. These lands fall within the catchment of the Section 49 LUAS Contribution Scheme and are proximate to employment zoned lands and permitted higher density residential developments previously approved. Heights permitted would generally range from 3-5 storeys, which would be comparable to and compatible with existing permitted heights in the area. There are three residential density bands proposed for the LAP lands, measured as dwelling units per hectare (dph): 35-40dph, 40-45dph and 45-55dph.

The LAP seeks to set out a coherent vision on the integrated and sustainable development of the area. This development is also framed in the context of constraints of the receiving environments for policy areas including: flora and fauna, heritage and conservation, landscape and views. These policy objectives are addressed in each of the pertinent chapters of this EIAR as appropriate.

#### Urban design guidance

The Glenamuck development framework is further articulated with urban design guidance (p.33), which defines particular development parcels (see Figure 6-3 below).

Within the Medium-Higher Density Res. zone, while 3-4 storeys would generally be encouraged, up to five storeys will be acceptable but these elements should be focussed primarily on the proposed distributor road, and as corner elements at road junctions. Within the Medium Density Res. zone 2-3 storeys would be encouraged with four storey elements to be concentrated along the proposed main and link distributor roads, and/or at key entrances to sites. Note: With regard to Parcel Nos. 6a, 5a, 3 and 1, the introduction of 5 storeys fronting the Main Distributor Road, subject to qualitative criteria in terms of building design, and elevation, shall be considered. Heights on these Parcels shall range from 3-storeys stepping up to 5-storeys, but having regard for topography, surrounding existing developments, any adjacent residential development and the retention of views to the Dublin Mountains. Within the Low Density Res. node, 2-3 storeys will be encouraged with the 3-storey element along the interface with Enniskerry Road only.

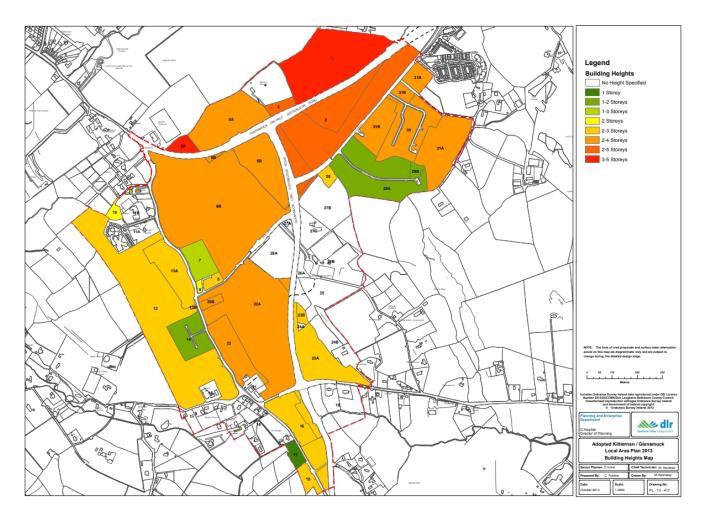


Figure 6- 5: Defined development parcels for development guidance in the LAP (Source: Kiltiernan/Glenamuck LAP 2013)

#### 6.4.3 GDRS Urban Design Report

The Urban Design Report by Brady Shipman Martin was developed to assist the design process for the GDRS and further articulate the interaction between land use, movement and livability/amenity of the area. It is reflective of a framework for development that is connected, provides multi-functional streets, is pedestrian and cyclist focused and has been created and formulated through a multi-disciplinary approach in accordance with the DMURS principles. This is a standalone report provided for information for An Bord Pleanála and the public.

# 6.5 References

- National Planning Framework. (2018) Ireland 2040: National Planning Framework.;
- National Development Plan. (2018) Ireland 2040: National Development Plan 2018-2027;
- National Transport Authority. (2016) Transport Strategy for the Greater Dublin Area 2016-2035;
- Greater Dublin Area Regional Assembly. (2010) Regional Planning Guidelines for the Greater Dublin Area 2010-2022;
- Department of Environment, Heritage and Local Government (2009) Urban Design Manual A best practice guide;
- Department of Housing, Planning and Local Government (2018) Draft Urban Development and Building Heights - Guidelines for Planning Authorities;
- Department of the Environment Community, and Local Government/Department of Transport Tourism and Sport (2013) The Design Manual for Urban Roads & Streets (DMURS);
- Dún Laoghaire Rathdown County Council (2016) Dún Laoghaire Rathdown County Development Plan 2016-2022;
- Dún Laoghaire Rathdown County Council (2013) Kiltiernan/Glenamuck LAP 2013; and
- GDRS Urban Design Report, Brady Shipman Martin, 2018.

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