



# 1. Introduction

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*Development is necessary for human progress but also places pressure on resources, environment, infrastructure, services and facilities. Good planning can mitigate the adverse impacts of development. Land use planning is a function of the local authorities, under the direction of the Minister for the Environment and Local Government, whilst transportation planning is a function of both the Minister for the Environment and Local Government (roads) and the Minister for Public Enterprise (public transport), together with the local authorities and a number of other agencies and organisations.*

*It is increasingly recognised that land use and transportation planning should be integrated and there is a need for a coherent strategy to guide the future planning of both land use and transportation in the Greater Dublin Area.*

*The preparation of the Strategic Planning Guidelines has had regard to international experience in the planning of major city-regions and was also informed by consultations and submissions made by interested parties and by feed-back from a Public Consultation and Briefing Document.*

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Development is necessary to meet human needs and aspirations and to overcome poverty and inequity. The unprecedented economic development of Dublin City and the surrounding counties in recent years has had a profound impact on the Greater Dublin Area, bringing many benefits in terms of employment and higher standards of living.

An important manifestation of economic growth is the physical development necessary for that growth, which in recent years has placed great pressure on the resources and the environment and on infrastructure, services and facilities of the Greater Dublin Area.

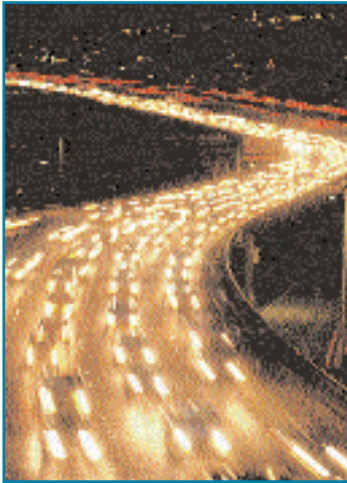
## DEVELOPMENT PLANS

In Ireland, land use planning is primarily a function of the local authorities, under the general direction of the Minister for the Environment and Local Government. Each planning authority is required by statute to produce or review a development plan every five years. These development plans provide for, and control, physical development in the interests of the overall common good. The development plans relate only to the area administered by the planning authority.

The development plan indicates the planning authority's short and long term view of the future of the functional area. The aim of the plan is to promote and encourage development, to conserve and protect the environment and to make the best possible use of resources.

Within the Greater Dublin Area physical development is provided for, and controlled, by seven County Development Plans (including Dublin County Borough) and by eight Development Plans for the Urban Districts. The status of each County Development Plan is shown in Table 1.1.

One of the statutory functions of the Regional Authorities is to review, at least every five years, the Development Plans of the constituent local authorities and the adjoining



local authorities where appropriate. The Regional Reports of the Dublin and Mid East Regional Authorities, published in 1996, recommended the need for regional planning guidelines and a framework to guide infrastructure investment framework.

## NEED FOR STRATEGY

Aware of the need to look at the problems of the Greater Dublin Area as a whole, and to devise practical solutions to meeting the needs of future development, the local authorities and regional authorities have come together with other statutory interests to produce an agreed planning and development framework that:

- addresses the established needs of the present;
- provides for anticipated trends in population and economic activity to 2011;
- manages the resources of the area in a sustainable way; and
- offers an environmental vision for the future.

Table 1.1 Current Status\* of Development Plans in the Greater Dublin Area

Local Authority	Status
Dublin County Borough	Amended Draft Plan placed on display in January 1999 for one month.
Dun Laoghaire-Rathdown	Development Plan adopted in 1998.
Fingal	Draft Plan is currently on three month display.
Kildare	Draft Plan has completed its three month display period. Council due to approve amendments to the Plan in February 1999.
Meath	Development Plan dates from 1994. Review currently in preparation and due for presentation to Council in 1999.
South Dublin	Development Plan adopted in 1998.
Wicklow	Amended Draft Plan placed on display in January 1999 for one month.

\* Status of the development plans as at the end of January 1999

## DUBLIN TRANSPORTATION INITIATIVE

The Dublin Transportation Initiative (DTI) was undertaken in 1991-1994 with the objective of enhancing Dublin's position as a vibrant, dynamic and attractive city. The study area for the DTI covered all of the Dublin Region and parts of counties Kildare, Meath and Wicklow. The area represented the Dublin 'journey-to-work' area as identified in the 1988 Eastern Region Settlement Strategy 2011 and is significantly smaller than the Greater Dublin Area as defined for the Strategic Planning Guidelines.

The DTI was an integrated initiative, dealing with all forms of surface transport, and examined how transport interrelated with land-use, economic, and environmental policies. The initial project was based around a substantial programme of surveys and consultations, which resulted in a wide range of recommendations that address all aspects of the transportation system in the study area.

In the period since the DTI was published, Ireland has experienced a substantial increase in employment, income levels, car ownership and car usage. Despite the growth in car usage the recommendations of the DTI report have, for various reasons, not been implemented to the original timescale.

This has resulted in transportation problems that are more severe than were envisaged by the DTI but without many of the DTI remedial measures. To help address some of these issues, the Dublin Transportation Office completed the DTI Transportation Review and Short Term Action Plan in September 1998. This review provides an Action Plan for public transport, cycling, parking, traffic management and public information measures.

The need for a Planning Strategy was explicitly identified in the DTI and these Guidelines have been formulated in harmony with the objectives of the DTI.

## LAND USE AND TRANSPORTATION PLANNING

Land use and transport are wholly inter-dependent and neither can be planned without a clear view of this complex inter-relationship. Land use may be considered as a direct demand influence, in that people need a house, a place to work, a school, etc. The initial definition of land use is largely under policy control, both in size and in content, thus enabling planners to influence the pattern of change in a city. The ownership, control, construction and usage of the facilities are generally within the private sector. Changes in land use have an almost immediate effect upon the usage of the transport system.

Transportation, on the other hand, is a derived demand. People make journeys, not for the sake of travelling, but purely to reach the various destination facilities. Investment in new transportation infrastructure, such as the construction of the LUAS or the M50, is also under policy control and has historically been funded by the public sector. Transport systems generally remain in public ownership and their on-going usage by motorists and passengers can be influenced by charging policies. However, changes in transport facilities only have a long-term influence on land uses.

The private car is the major transport influence of this century and, despite high vehicle tax and insurance costs, car usage is continuing to grow at a significant rate. This is illustrated by the increased traffic congestion that can be observed in Dublin and it is clear that continuing growth in car usage will become unsustainable. The DTI process recognised the need for radical action in order to maintain Dublin's position as an attractive, functional European capital city. Traffic restraint and the provision of public transport alternatives will constitute an important part of this action process. However, it must be concluded that future demand for travel, and hence the viability of Dublin, can best be managed by complementary land use and transportation policies.



## EUROPEAN TRENDS IN PLANNING AND DEVELOPMENT OF CITY-REGIONS

The European model of development has, as its basis, the creation of balanced development. This is dependent on the organisation of land uses that balance the demand for development with the need for protection of the environment, and seeks to achieve social and economic objectives and the reduction of disparities between, and within, European states.

The European Commission has produced many reports on spatial planning techniques and is working towards an 'urban agenda' on common themes of interest to cities but does not advocate any mandatory planning ideals or approaches.

## EUROPEAN SPATIAL DEVELOPMENT PERSPECTIVE

The European Spatial Development Perspective (ESDP) is the principal European Union initiative addressing the 'urban agenda'. It pursues three equally important goals:

- economic and social cohesion;
- sustainable development; and
- balanced competitiveness of the European territory.

It seeks to meet these goals by addressing three important issues of common concern that include:

- the setting up of a balanced and polycentric urban system;
- achieving parity of access to infrastructure and knowledge; and
- the prudent management and sustainable development of the natural and cultural heritage.

Many of the policy aims currently being developed in the ESDP are of relevance to the planning of the Greater Dublin Area. These include:

- achieving dynamic, attractive and competitive towns and cities, together with complementarity and co-operation between them, the sustainable development of cities, partnership between towns and the countryside and the diversification of rural areas;
- better accessibility, the more efficient and sustainable use of infrastructure and the diffusion of innovation and knowledge; and
- conservation and development of natural heritage, the sound management of water resources and the conservation and creative management of cultural landscapes and of the urban cultural heritage.

These common concerns are now finding their way into the spatial planning policies of many EU countries and regions and are affecting the planning and future development

of major cities and their regions. The principal matters being addressed may be summarised as:

- Consolidation of Growth
- Commercial Development
- Environmental Management
- Heritage

### Consolidation of Growth

Within the Northern European countries, containment has been a traditional feature of spatial policy and the trend is for 'consolidation' of growth in existing urban centres. This is based on increasing densities in some locations and co-ordinating this with better use of existing and proposed transport infrastructure. The need for integration of policies related to cities and their regions is leading to the generation of more integrated policy 'packages'. This comprehensive approach is also reflected in changes in administration, where policy area and plan area are increasingly drawn around issues such as water catchments or the coast rather than administrative boundaries. There is also increasing attention being given to public participation with more widespread provision of information on policy and environmental conditions.

### Commercial Development

Countries including Greece, Ireland, Italy and Spain are currently experiencing rapid growth and change in the retail sector and have acknowledged that the formulation of a revised planning framework in this regard is of primary importance. Another trend is the perceived need to protect and promote the expansion of retail facilities in existing town centres and to control out-of-town centres, which impact on the vitality and viability of town centres. Integration of transport infrastructure with commercial development is a priority. The reduction in distances travelled and the need to influence the unrestrained use of the private car is seen as necessary to achieve sustainable development.

### Environmental Management

Some countries, (e.g. Denmark, Sweden, Ireland, Spain) give a high priority to environmental protection, with strong policies for minimising pollution, preserving and managing important natural and cultural environments and monitoring the effects of environmental policy. The trend across the EU is to develop a more integrated approach to environmental policy. Whilst the planning system has a role to play in achieving targets and objectives, there is a realisation that other actions including environmental taxes and greater individual and organisational responsibility, may also be necessary. The need for consensus and co-operation is increasingly being recognised, with planning strategies developed for functional areas, e.g. coastal zones and water basin catchment areas.



## Heritage

Heritage has become a major public concern throughout Europe and one of the most significant trends is the increased recognition that it is not just buildings and monuments that need protection but also the context and environs in which they are set. The integration of heritage policy with other economic and tourism objectives is also increasing.

## CONSULTATIONS AND SUBMISSIONS

An extensive set of technical consultations was carried out with senior management and technical officers of each of the local authorities in the Greater Dublin Area, with the regional authorities, a number of government departments, the Dublin Transportation Office and other public sector agencies.

Presentations were made to elected members of Dublin County Borough, the six County Councils in the Greater Dublin Area and the Urban District Councils most affected by the Guidelines, as well as to the members of the Regional Authorities. The views of the members were recorded and formed an input to the preparation of the Guidelines.

## Public Consultation

Two phases of public consultation were conducted during the preparation of the Guidelines.

In June 1998, public notices were placed in two national newspapers inviting interested parties to make submissions on strategic issues affecting the Greater Dublin Area. Approximately 50 submissions were received, many from private developers and interest groups. A small number of the more relevant interest groups were consulted directly.

The second round of public consultation, incorporating a Public Briefing Document and Questionnaire, was launched in early October 1998, with further notices placed in two national newspapers. These notices invited the public to obtain a briefing document and questionnaire, outlining some of the crucial issues affecting the Greater Dublin Area, from local authority offices, libraries or by request from the consultants. Copies were also sent to elected members as well as those who had already made submissions.

Over 400 completed questionnaires were returned and analysed. The results are summarised in Appendix 1.

