

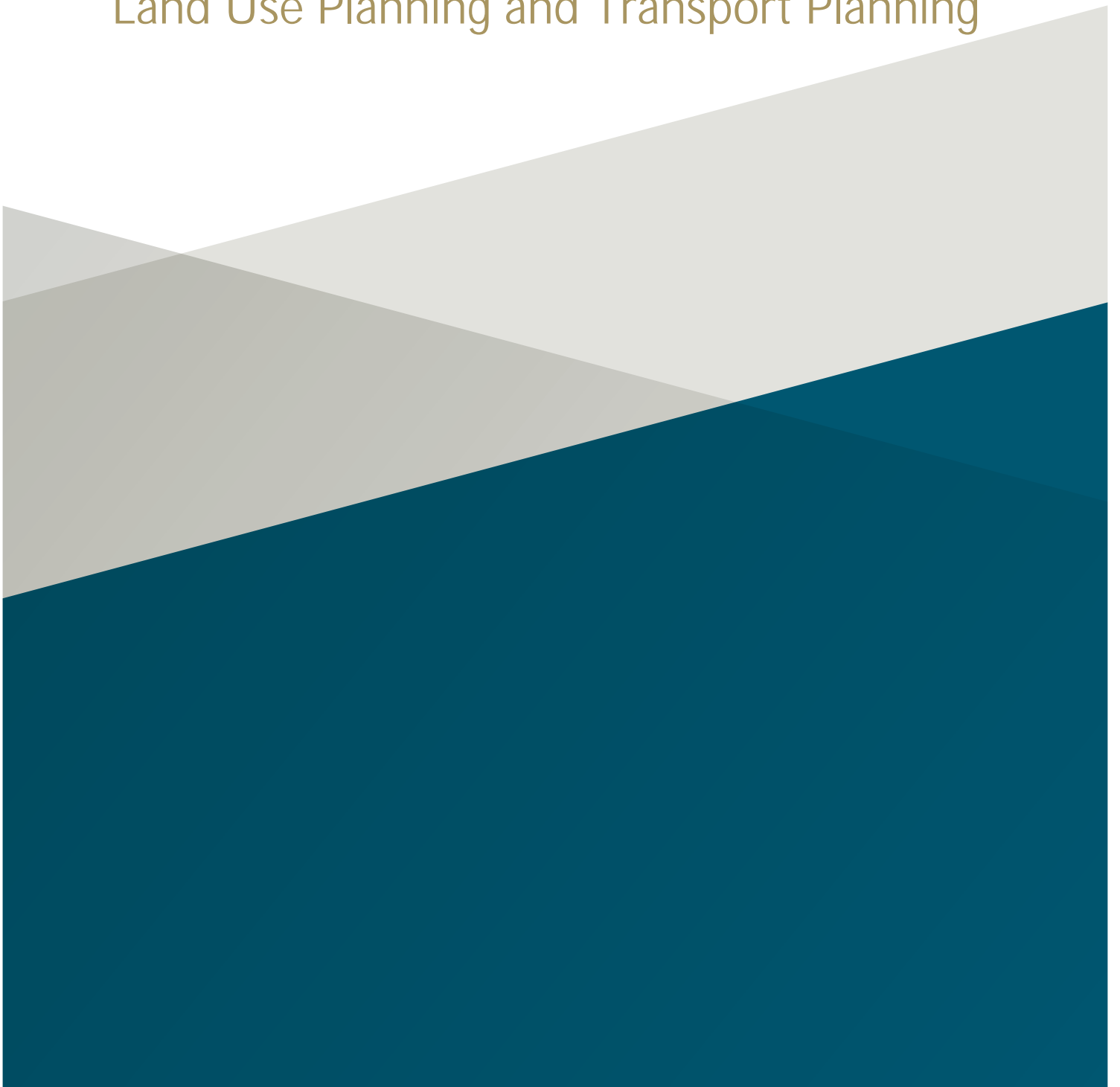


An Roinn Iompair,  
Turasóireachta agus Spóirt  
Department of Transport,  
Tourism and Sport

# Sustainable Mobility Policy Review

Background Paper 6

Land Use Planning and Transport Planning



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## Context and questions for consideration

This background paper is one of a number of papers that have been prepared by the Department of Transport, Tourism and Sport to inform a public consultation on Ireland's sustainable mobility policy. The review work arises from a commitment in the *Programme for a Partnership Government*<sup>1</sup> to review public transport policy "to ensure services are sustainable into the future and are meeting the needs of a modern economy". The public consultation is designed to give stakeholders, interested parties and the general public the opportunity to reflect on the information and analysis in the papers, to share their views, and to contribute to the development of a Sustainable Mobility Policy Statement.

Sustainable Mobility can be described as linking people and places in a sustainable way by supporting:

- comfortable and affordable journeys to and from work, home, school, college, shops and leisure;
- travelling by cleaner and greener transport; and
- a shift away from the private car to greater use of active travel (walking and cycling) and public transport (e.g. bus, rail, tram).

All elements of sustainable mobility (public transport, cycling, walking) are being considered in the policy review. Each background paper includes a number of questions to generate ideas about the extent to which the present approach to sustainable mobility is working well, the areas which are not, and future priorities.

This background paper sets out the factual situation in relation to the integration of land use planning and transport planning in the context of *Project Ireland 2040* and poses the questions below on this issue. Participants in the public consultation are not confined to answering the suggested questions and are invited to offer any other contribution they wish to make. It is recommended that submissions are confined to circa 2,500 words or less.

- 6.1 What elements of current policy support the integration of land use planning and transport planning?
- 6.2 How can we better integrate land use planning and transport planning in Ireland?
- 6.3 Are there international best practice examples around the integration of land use planning and transport planning that could be applied in an Irish context?

# 1 Structure of the paper

- Section 2:** **Introduction** defines land use planning and sustainable mobility planning and why integration of these two planning areas is important. The Section also sets out the Department of Transport, Tourism and Sport's role in the development of *Project Ireland 2040*.
- Section 3:** **Population trends and legacy planning issues** looks at both urban and rural trends in Ireland's population including the trend in recent decades towards "suburbanisation" or urban sprawl. The Section identifies the effects of these trends on commuting and also sets out the legacy issues from past planning strategies where the link between land use planning and transport planning has not always been optimally recognised.
- Section 4:** **Overview of Project Ireland 2040** gives an outline of the two components of *Project Ireland 2040* – the *National Planning Framework (NPF)* and the *National Development Plan 2018-2027 (NDP)*. The Section looks at the ten National Strategic Outcomes of the *NPF* which are supported by ten Strategic Investment Priorities in the *NDP*.
- Section 5:** **Spatial planning in Ireland** looks at the structures in place for planning at national, regional, metropolitan and local levels. It outlines the role of the Minister for Housing, Planning and Local Government in national planning policy. It also describes the requirement for Regional Spatial and Economic Strategies for each of the three regional assembly areas and Metropolitan Area Strategic Plans for the five cities. Finally, the Section sets out the planning role of local authorities at local level.
- Section 6:** **Structures for transport strategy and planning** describes the statutory role of the National Transport Authority (NTA) in the planning and delivery of integrated transport infrastructure and services in the Greater Dublin Area (GDA). The Section also outlines the NTA's work with local authorities outside of the GDA and the commitment under *Project Ireland 2040* to extend the NTA's remit for transport planning to the other cities.
- Section 7:** **Governance and investment in Project Ireland 2040** describes the measures that are in place to monitor the delivery of *Project Ireland 2040*. It sets out the role of the new Office of the Planning Regulator and the Land Development Agency. The Section identifies the governance measures that have been put in place across Government to implement *Project Ireland 2040*. It also outlines the investment for *Project Ireland 2040* under the *National Development Plan 2018-2027*.
- Section 8:** **Sustainable mobility elements of the NPF** focuses on the specific sustainable mobility measures which the *National Planning Framework* commits to delivering. The Section also includes population density maps for each of the five cities along

with relevant key growth enablers for each city which have been identified in the *NPF*.

**Section 9: Sustainable mobility elements of the *NDP*** summarises recent investment in sustainable mobility and gives an overview of the commitments in the *NDP* for sustainable mobility investment in the cities. It looks at the factors to consider when selecting the most appropriate public transport mode for an area. The Section then outlines the *NDP* commitments for continued investment in a number of ongoing sustainable mobility programmes in the regions and rural areas outside of the five cities. It concludes with details of the *NDP* funding streams.

**Section 10: Other relevant strategies and reports** outlines existing national policies and planning guidelines that support integration of land use planning and transport planning. The Section also sets out details of the Department of Transport, Tourism and Sport's forthcoming *Planning, Land Use and Transport Outlook (PLUTO) 2040* study. *PLUTO's* objective is to develop a transport investment framework which delivers a land transport network that meets the travel needs of the population in the coming decades and which supports the National Strategic Outcomes of *Project Ireland 2040*.

**Section 11: Concluding points** presents, in summary form, the main planning, investment and governance measures contained in both the *National Planning Framework* and the *National Development Plan 2018-2027* which support land use planning and transport planning integration.

## 2 Introduction

### 2.1 Purpose of background paper

*Project Ireland 2040*<sup>2</sup>, which includes the *National Planning Framework (NPF)* and the *National Development Plan (NDP) 2018-2027*, sets the Government's policy on spatial planning over the period to 2040. Spatial planning provides strategic direction and guidance in relation to a wide range of areas including managing future growth; the size and location of employment, retail and housing development; the provision of services, including transport; the provision of education, healthcare, sports and community facilities; and environmental issues.

Land use planning is a key component of spatial planning and it is important that it is closely integrated with sustainable mobility planning. A number of key objectives of *Project Ireland 2040* support better integration of land use planning and transport planning and it recognises that planning and transport policies are highly interdependent. For the purposes of this background paper, land use planning and sustainable mobility (public transport, cycling, walking) planning are defined as follows:

<b>Land Use Planning:</b>	choices about how places are planned and designed.
<b>Sustainable Mobility Planning:</b>	choices about the delivery of sustainable mobility infrastructure and services.

To underpin the objectives of *Project Ireland 2040*, a range of governance structures are proposed at national, regional, metropolitan and local level which aim to put in place a more integrated planning 'system' than in the past. This paper consolidates the key objectives and proposed structures in *Project 2040* that support better integration of land use planning and transport planning.

### 2.2 Why integration of land use and transport planning is important

The development of an integrated, efficient and sustainable mobility system is in the long-term interest of society, the economy and the environment. It can support better quality of life in our country, more economic and efficient movement of people and goods, and reduce our harmful impacts on nature.

Whether it is at a national, regional or local level, the range of places that people typically need to access on a daily basis are their places of work, education, shopping, social and leisure activity. If the location of these places is designed and planned in ways that facilitate ease of access and appropriate proximity, then it becomes easier to design and provide transport options that are socially, economically and environmentally more sustainable. Conversely, if housing, workplaces, educational establishments, commercial districts and social amenities are planned and provided in a disjointed fashion, then providing transport links for people to move between them becomes more expensive, less effective, and more polluting.

Optimising the interconnection between land use planning and transport planning can:

- Reduce travel demand
- Reduce distances travelled
- Encourage more sustainable modes of travel (e.g. public transport, walking and cycling)
- Encourage more efficient and cleaner transport
- Result in more efficient journeys, improvements in journey options and better connectivity between transport modes.

### **2.3 DTTAS role in the development of Project Ireland 2040**

In 2016, the Department of Housing, Planning and Local Government (DHPLG) invited each Government Department to prepare a “Position Paper” to feed into the preparation of a new *National Planning Framework*. Each Department was invited to outline how spatial planning was relevant to its remit and how a new national-level framework for planning could interact in a constructive, supportive way with the Department’s policy aims and operational objectives for its relevant sectors. The Department of Transport, Tourism and Sport (DTTAS) submitted its Position Paper in August 2016 in response to that invitation.

DTTAS worked closely with DHPLG throughout the development of the *National Planning Framework*, including participating in the Cross-Departmental Steering Group, led by DHPLG that was established to develop the framework.

In late 2017, the Government decided that development of its new capital investment plan would be progressed simultaneously with finalisation of its new national spatial planning framework. In this way, the 10-year plan for capital investment is aligned with the longer term vision and policy for how the country should develop out to the middle of the century. DTTAS also engaged very closely with the Department of Public Expenditure and Reform (DPER) on the investment requirements for sustainable mobility under the *National Development Plan 2018-2027* to support the objectives of the *NPF* over the following ten years.

This present background paper draws heavily on the sustainable mobility issues raised in the DTTAS 2016 Position Paper which were guided by the following key priorities for investment in sustainable mobility:

- 1) Ensuring that the existing extensive public transport network is maintained to a high level to underpin continued safe and quality levels of service, accessibility and connectivity for transport users;
- 2) Addressing urban congestion; and
- 3) Better integrating the sustainable mobility system and improving connectivity between all means of transport.

DTTAS highlighted a number of legacy issues from previous planning strategies in its Position Paper and there are considered in more detail in Section 3. DTTAS sought to have better



integration between land use planning and transport planning and to ensure that the planning system for the years ahead:

- Provides for consolidation around designated urban centres – ranging from village through to city level; and
- Strategically directs higher density population levels in areas that can support high-density public transport corridors.

### 3 Population trends and legacy planning issues

#### 3.1 Introduction

This Section looks at both urban and rural trends in Ireland’s population including the trend in recent decades towards “suburbanisation” or urban sprawl. It identifies the effects of these trends on commuting and also sets out the legacy issues from past planning strategies where the link between land use planning and transport planning has not always been optimally recognised.

#### 3.2 Settlement patterns and population trends

Settlement patterns play a fundamental role in influencing how people travel, both the distances undertaken and the modal choice. The provision of sustainable mobility options is only realistic when development patterns locate populations close to employment centres and complementary services such as education, retail and leisure. Walking and cycling, in particular, become increasingly viable as transport options when the distance between such services is reduced.

Ireland has a relatively low population density with 70 persons per square kilometre compared to 117.7 for the EU-28<sup>3</sup>. Census 2016 identified that 37% of the population are living in settlements of fewer than 1,500 people or in individual houses in rural areas<sup>4</sup>. Such settlement patterns give rise to dispersed journeys for which sustainable mobility provision is not always feasible. The net result is a higher dependence on private car use and longer journeys compared with more densely populated urban settlements.

As in many other countries, Ireland has also witnessed increasing urbanisation in recent decades. A distinguishing feature of the Irish experience has been the tendency towards “suburbanisation” or sprawl rather than increased urbanisation within a compact urban city form. The term “suburbanisation” can be defined as urban development in towns and villages outside of cities as opposed to urban development in city suburbs which are close enough to the city centre for commuting purposes. Between 1996 and 2016, the population in cities and suburbs in Ireland increased by 23% while the population in towns increased by 73% (Table 3.1). This was primarily driven by population growth in 'commuting towns' in counties around the major cities and in particular within the Greater Dublin Area.

**Table 3.1: Population change by settlement type 1996 to 2016**

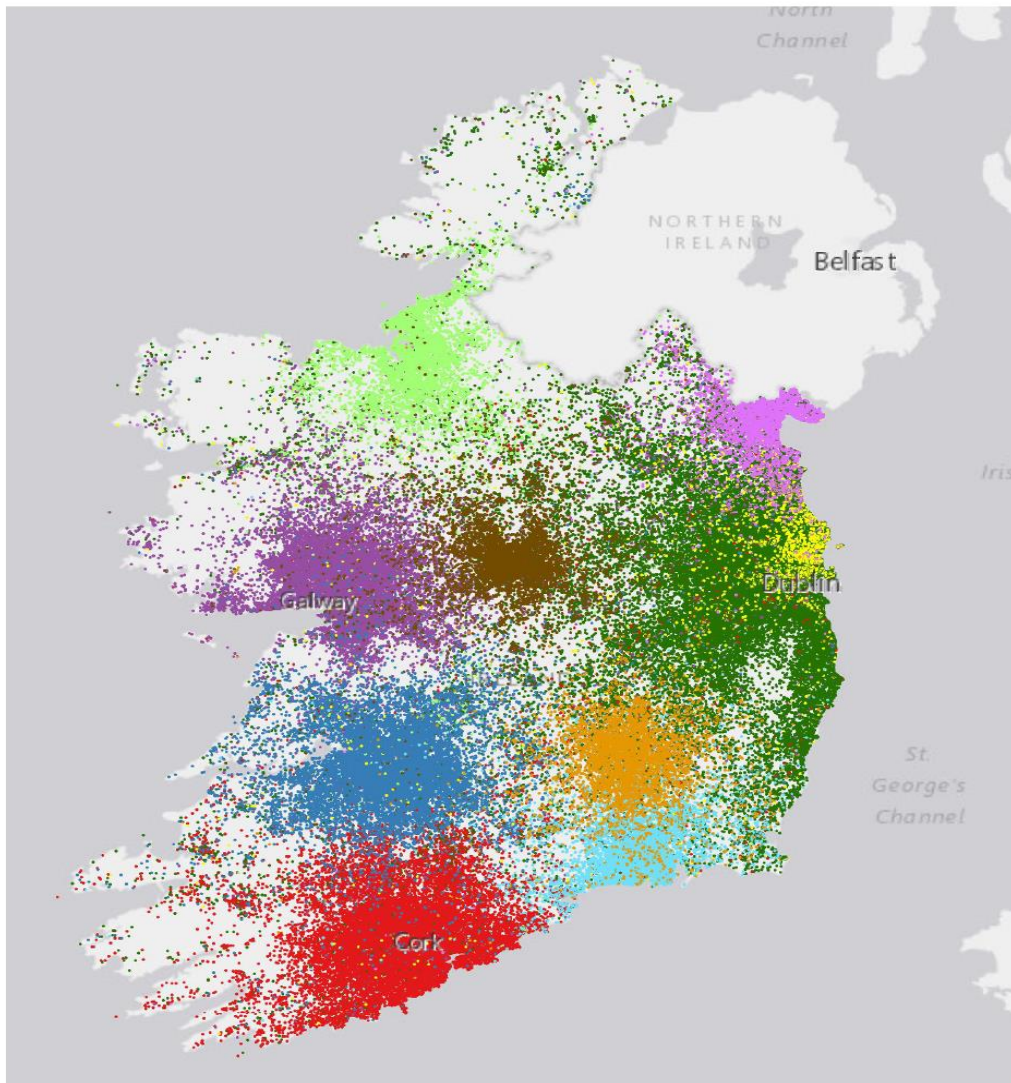
Area	Population 1996 (000's)	Population 2016 (000's)	% change 1996-2016
Cities and suburbs	1,313	1,610	23%
Towns 1,500+	795	1,376	73%
Rural areas	1,518	1,776	17%

Source: CSO Census 1996 and 2016

This trend towards suburbanisation and sprawl has resulted in significantly increased commuting and congestion into the cities from outlying areas. The extent of the commuter catchment in the cities can be seen in the CSO Census 2016 map (Map 3.1), which shows workplace commute origins and destinations for major workplace catchment areas.

In tandem with the trend of increasing suburbanisation and urban sprawl, the population has declined in some of the inner urban parts of cities and large towns. Map 3.2 shows the spatial pattern of population change nationally and in the five cities (Cork, Dublin, Galway, Limerick and Waterford) between 1991 and 2016. This illustrates the population decline in the city centres and highlights the 'doughnut effect' of planning, particularly in the Greater Dublin Area, with housing development and settlement in the outer counties.

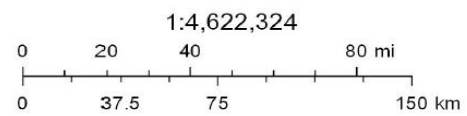
Map 3.1: Catchment areas of major workplace locations, 2016



**Urban Area (Daytime working population)**

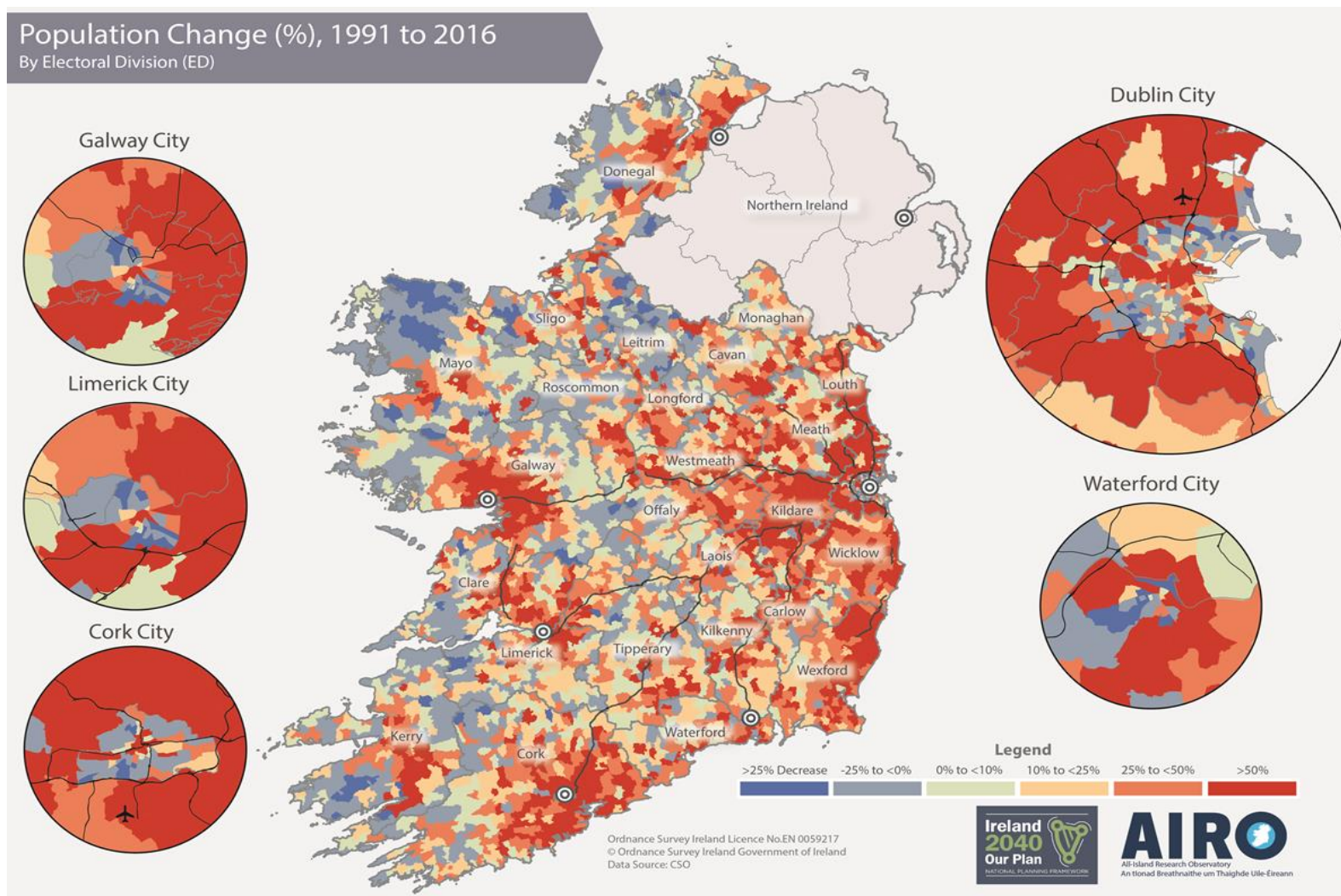
- Dublin city and suburbs (512,449)
- Cork city and suburbs (102,139)
- Limerick city and suburbs (44,624)
- Galway city and suburbs (44,376)
- Waterford city and suburbs (24,375)
- Swords (15,338)
- Dundalk (14,164)
- Kilkenny (13,738)
- Athlone (13,108)
- Sligo (13,024)

*The points on this map have been randomised within small areas.*



Source: CSO Census (2016)  
Commuting in Ireland

Map 3.2: Spatial pattern of population changes 1991 to 2016



### 3.3 Legacy issues from past planning strategies

In the past, the link between land use planning and transport planning has not always been optimally recognised. The trend towards dispersed suburbanisation and sprawl has been facilitated by a lack of consistency in the application of national planning policy, excessive zoning and market driven forms of development. This has resulted in a legacy of population and employment movements to areas poorly served by sustainable mobility links or ill-suited to effective public transport service provision. While the Census 2016 results show a slight slowdown in the trend of suburbanisation compared to the Census 2011 results, it still presents planning challenges particularly for public transport. The final report of the Steering Group for the 2015 DTTAS *Strategic Investment Framework for Land Transport*<sup>5</sup> (SIFLT) noted that, while recently strengthened planning frameworks and a new national spatial framework should help to ensure more sustainable future land development, the reality is that the greater part of existing development cannot support the provision of the most sustainable possible public transport system.

The legacy issues from previous planning strategies include:

- Continuing “sprawl” in large urban areas;
- Linear patterns of strip or ribbon development along approach road of many regional towns;
- Lack of integration of State-provided facilities into the planning process, such as schools provision or health facilities;
- Car orientated, highly segregated and disconnected settlement patterns that lack integration between active travel modes (cycling and walking) and public transport;
- Road infrastructure that acts as barriers and creates severance between communities;
- Property development in inappropriate locations with resultant high rates of vacancy despite increasing population; and
- Edge of town retail developments and declining urban centres.

This imposes a range of costs:

- Social: reduced quality of life due to longer commuting times; isolated and disconnected communities (particularly for older people);
- Economic: increased delays and inefficient movement of people and goods;
- Environmental: higher emissions from less sustainable mobility choices;
- Financial: increased public investment required to provide transport solutions to fundamentally unsustainable transport problems; increased transportation costs for individuals; and
- Health: reduced levels of travel via active travel modes.

The transport sector has an important role to play in addressing Ireland’s climate change challenge. However, the current transport policy perspective must grapple with the impact that previous settlement and commuting patterns have had upon the environment. Private car usage is the primary source of land transport emissions and private car is the leading mode choice in Ireland with 74% of all journeys being taken by car<sup>6</sup>. This is similar to the trend in other European

Union countries where the private car is the most popular mode of transport.<sup>7</sup> Along with increased distances travelled and dispersed settlement patterns, this poses significant challenges in terms of the provision of effective public transport services and the capacity to reduce transport emissions in order to achieve ambitious national targets. This will continue unless there is a significant shift toward the more sustainable population settlement patterns that are needed to underpin the development of an integrated, efficient and sustainable mobility system. A separate background paper - *Background Paper 3: Climate Change Challenge* - looks at transport emissions and climate change in more detail.

## 4 Overview of Project Ireland 2040

### 4.1 Introduction

*Project Ireland 2040*, which was launched in February 2018, sets out the Government's policy on spatial planning over the period to 2040. It has two components: the *National Planning Framework (NPF)* and the ten-year *National Development Plan (NDP)*. The *NPF* is the Government's high-level strategic plan for shaping the future growth and development of the country out to 2040. This is in the context of an expected additional one million people living in Ireland by 2040 and an additional two-thirds of a million people working here. It will frame the development of regional spatial and economic strategies, local development plans and local area plans across the country in the years ahead. The *NDP* was published alongside the framework setting out a ten-year infrastructure investment programme to underpin implementation of the *NPF* during its first decade.

### 4.2 National Strategic Outcomes and Investment Priorities

The *NPF* identifies ten National Strategic Outcomes which are supported by ten Strategic Investment Priorities in the *NDP*. These are illustrated in Figure 4.1. The focus on ten strategic outcomes aims to achieve a more integrated approach to planning than in the past.

In order to address the issue of further unplanned and uneconomic growth, one of the key strategic outcomes of *Project Ireland 2040* is compact and smart growth in settlements of all sizes – cities, towns and villages. This aims to secure the sustainable growth of more compact urban and rural settlements, supported by jobs, houses, services and amenities, rather than continued sprawl and unplanned, uneconomic growth. The *NPF* recognises that a major new policy emphasis on renewing and developing existing settlements is required, rather than continual expansion and sprawl of cities and towns out into the countryside, at the expense of town centres and smaller villages.

To achieve compact growth, the *NPF* recognises that there is a need to:

- Encourage population growth in towns of all sizes that are strong employment and service centres, where potential for sustainable growth exists also supported by employment growth;
- Reverse the stagnation or decline of many smaller urban centres. This may include the identification and establishment of new roles and functions and enhancement of local infrastructure and amenities;
- Address the legacy of rapid unplanned growth in expanded commuter settlements of all sizes. This will be achieved by facilitating amenities and services catch-up, jobs growth and/or improved sustainable mobility links to the cities, together with the forecast for a much slower, steadier rate of population growth than in recent decades.

The *NPF* also seeks to make better use of under-utilised land and buildings (including 'infill', 'brownfield' sites) that are better serviced by existing facilities and public transport with higher housing and jobs densities.



Figure 4.1: National Strategic Outcomes and Strategic Investment Priorities



In the past, there has been insufficient coordination between land use zoning and infrastructure/services. The *NPF* seeks to address this issue and recognises that there is a requirement for better linkage between zoning of land and the availability of infrastructure. It refers to reforms of planning legislation in 2010 which introduced a new approach to justifying land use zoning objectives in local authority plans. This was to ensure that enough land is provided for future development but not so much that development becomes difficult to coordinate or undermines regeneration of existing, but under-occupied and run-down urban areas. Under the *NPF*, a new, standardised methodology will be put in place for the core strategies of local development plans. Planning authorities (local authorities) will be required to apply a standardised, tiered approach to land zoning to differentiate between:

- zoned land that is serviced; and
- zoned land that is serviceable within the life of the plan.

### 4.3 Key targets and themes

From an administrative and planning point of view, Ireland is divided into the following three regional assembly areas:

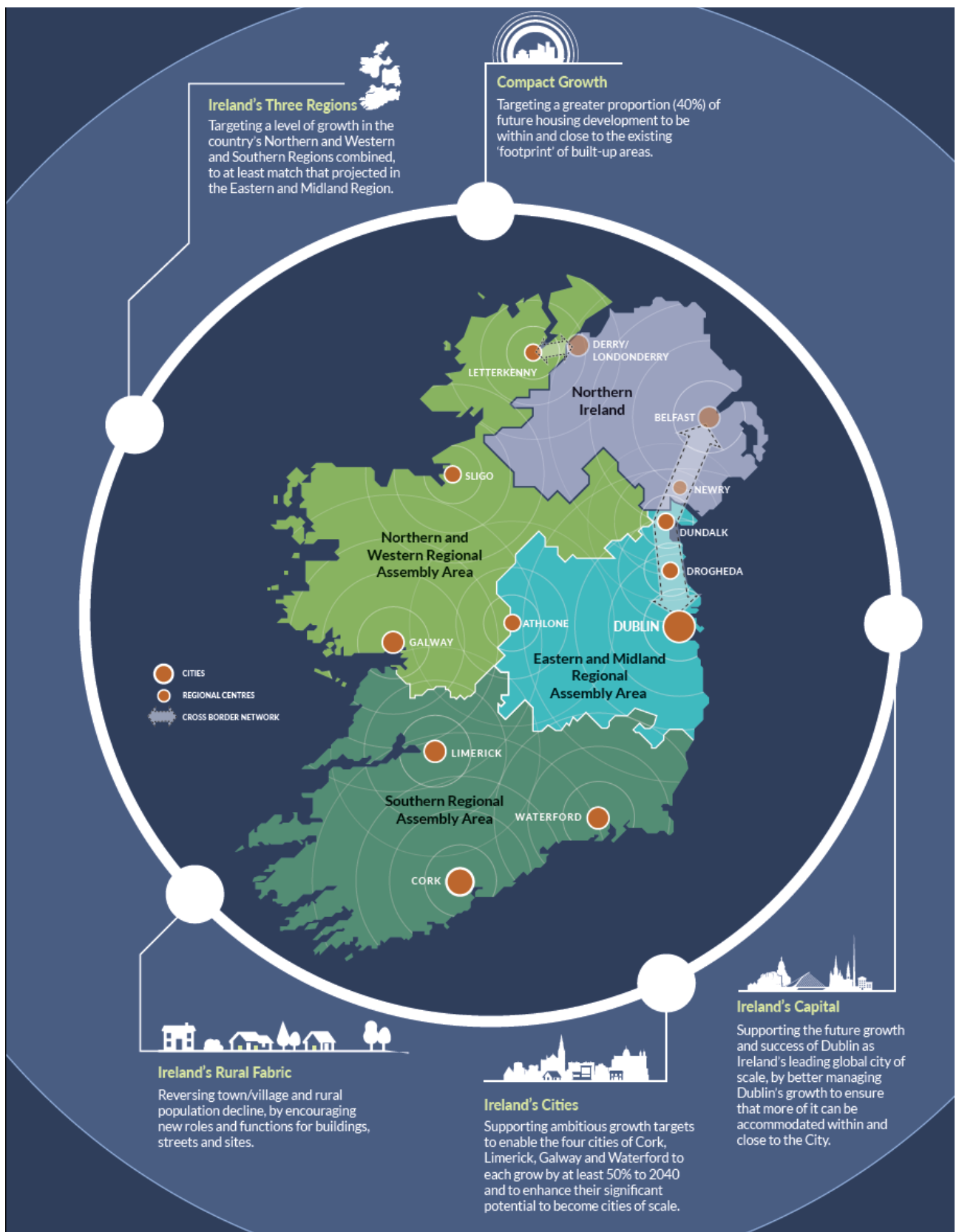
- 1) Eastern and Midland;
- 2) Southern; and
- 3) Northern and Western.

The *NPF* aims to manage a more balanced growth between the three regions and identifies key targets and themes for regions including the five cities and rural areas. These are summarised in Table 4.1 and illustrated in Figure 4.2.

**Table 4.1: Summary of key targets and themes for regions, cities and rural areas**

- |  |
|--|
| <ul style="list-style-type: none"><li>▪ '50:50' distribution of growth between the Eastern and Midland region; and the Southern and Northern and Western regions combined.</li><li>▪ 25% growth target for Dublin as the key international and global city of scale and principal economic driver.</li><li>▪ 25% growth target across the other four cities combined (Cork, Galway, Limerick and Waterford).</li><li>▪ 50% of growth to occur in key regional centres, towns villages and rural areas.</li><li>▪ Recognises 5 regional/cross border leads – Athlone, Drogheda, Dundalk, Letterkenny, Sligo.</li><li>▪ Package of measures for investment in/planning for rural regeneration.</li><li>▪ Commitment for brownfill/infill development with a 50% target for cities, 30% elsewhere, and 40% overall.</li></ul> |
|--|

Figure 4.2: Key targets and themes for the regions, cities and rural areas



## 5 Spatial planning in Ireland

### 5.1 Introduction

This Section looks at the structures in place for planning at national, regional, metropolitan and local levels. It outlines the role of the Minister for Housing, Planning and Local Government in national planning policy. It also describes the requirement for Regional Spatial and Economic Strategies for each of the three regional assembly areas and Metropolitan Area Strategic Plans for the five cities. Finally, the Section sets out the planning role of local authorities at local level.

### 5.2 National

The Minister for Housing, Planning and Local Government is responsible for the development of national planning policy and legislation including the *National Planning Framework*. The policy and regulatory framework for planning in Ireland has changed significantly since the introduction of the *Planning and Development Act 2000*<sup>8</sup>. This was followed in quick succession by the *National Spatial Strategy*<sup>9</sup> in 2002 and the first set of regional plans – the Regional Planning Guidelines in 2004 – which were framed in the context of the *National Spatial Strategy*. The new *NPF* acknowledges that there is a need to learn from past planning experiences. The *National Spatial Strategy* was the first national level, spatial planning framework and the *NPF* highlights some of its weaknesses, including governance arrangements. The governance arrangements for the implementation of the *NPF* are set out in Section 7.

The *Planning and Development (Amendment) Act 2010*<sup>10</sup> significantly strengthened legal requirements around the integration of national (*National Spatial Strategy*), regional (Regional Planning Guidelines) and local (Local Development Plans) planning. It included a new requirement for a 'Core Strategy' in local development plans to set the framework for the quantum and distribution of land to be zoned for future development requirements, following the lead of the *National Spatial Strategy* and Regional Planning Guidelines. The Government's restructuring of local government in 2014<sup>11</sup> introduced a range of reforms including a new regional assembly structure.

### 5.3 Regional

As part of the restructuring of local government, the eight regional authorities and two regional assemblies were streamlined into three regional assemblies. The regional assemblies are tasked to coordinate, promote and support the strategic planning and sustainable development of the regions. The primary vehicle for this is the preparation and implementation of Regional Spatial and Economic Strategies (RSES) for a period of between 12 and 20 years.

The RSESs will provide regional level strategic planning and economic policy in support of the implementation of the *NPF*. They will replace the existing Regional Planning Guidelines prepared by the eight former Regional Planning Authorities. County and City Development Plan review cycles will then fall into line with their respective regional strategies, ensuring that the shared vision is carried through to the local planning level.

For each of the three regions, the regional assemblies are required to prepare their own RSES in accordance with the framework set by the *NPF*. The RSESs should address a range of economic and spatial elements including the promotion of sustainable transportation strategies in urban and rural areas. Each of the regional assemblies published 'Issues Papers' in late 2017 for public consultation on the development of their RSES. Following this, draft RSESs were published by the three regional assemblies in late 2018 for public consultation.

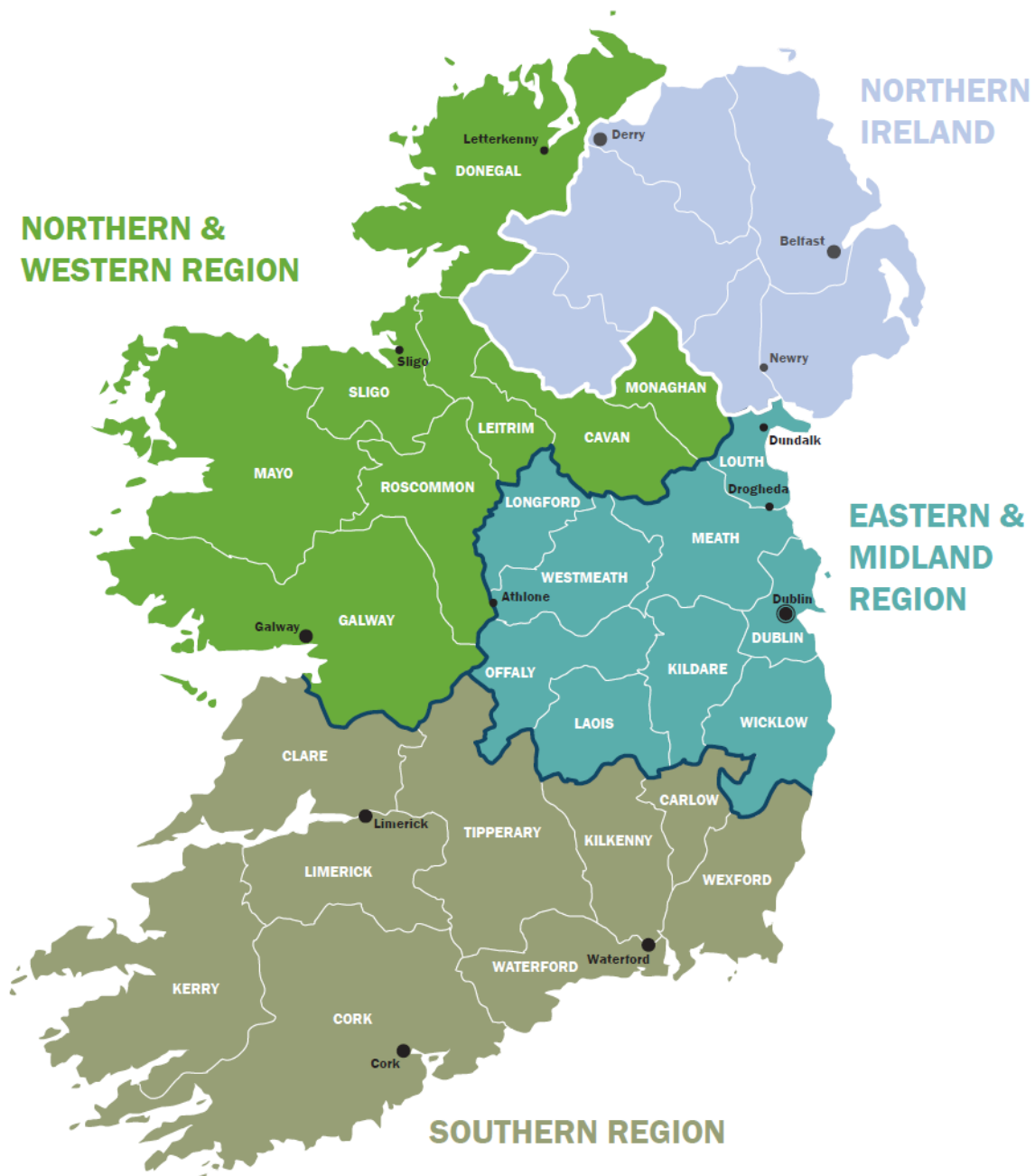
There is a statutory requirement for the Eastern and Midland Region RSES to be consistent with the National Transport Authority's (NTA) *Transport Strategy for the Greater Dublin Area (GDA)*. In March 2019, the Eastern and Midland Regional Assembly (EMRA) published proposed material amendments to its draft RSES and in end June, the elected members of the EMRA agreed to make the RSES 2019-2031 for the region. Following consideration of the RSES 2019-2031 as made by the elected members of the EMRA, and pursuant to powers afforded to him by the *Planning and Development Act 2000* (as amended), the Minister for Housing, Planning and Local Government issued the EMRA with a Notice of Intent to Issue a Ministerial Direction. This related to a number of transport elements of the RSES and their consistency with the *Transport Strategy* and the *NPF*. Those aspects of the RSES which are subject of the Notice shall be deemed to have not taken effect until this statutory process has concluded.

The other two regional assembly areas are required to ensure effective integration of transport and land use planning in their RSES. Both the Southern Regional Assembly and the Northern and Western Regional Assembly have published proposed material amendments to their draft RSESs for public consultation.

## 5.4 Metropolitan

The five cities each involve more than one local authority area, with the metropolitan area of Dublin covering all or part of the area of seven local authority areas. While the three RSESs will be developed to coordinate local authority plans at a strategic and regional assembly level, the span of each regional assembly is too broad to be able to sufficiently focus on city and metropolitan issues. So, in tandem with and as part of the RSES process, five separate coordinated Metropolitan Area Strategic Plans (MASPs) will be prepared for the Cork, Dublin, Galway, Limerick and Waterford Metropolitan areas. In line with the RSES, the MASPs will be provided with statutory underpinning to act as 12-year strategic planning and investment frameworks for the city metropolitan areas. The DHPLG published details of the Metropolitan Area Boundaries for the five cities in July 2018<sup>12</sup>.

Map 5.1: Regional Assemblies



## 5.5 Local

Planning at local level is the responsibility of the local authorities which are the planning authorities for their areas of responsibility. The local authorities prepare development plans, local area plans and planning schemes which guide development in their areas.

Local authorities draw up city or county development plans which are adopted by their elected members every six years. The development plans are the main policy document in relation to local planning. They must set out the overall core strategy and specific objectives for the proper

planning and sustainable development of the entire functional area of the local authority. The plan consists of a written statement which sets out the policies for the county, and maps which indicate zonings for different types of development.

Until recently, local authorities were only required to have regard to Regional Planning Guidelines. The *Planning and Development (Amendment) Act 2018*<sup>13</sup> imposes more stringent requirements on local authorities to ensure development plans adhere to national or regional spatial and economic policies and guidelines issues by the Minister for Housing, Planning and Local Government.

Local authorities are also responsible for developing local area plans. These are similar to a development plan but looks at a smaller area in a more detailed way. They identify and analyse issues of relevance to the specific area and set out principles for its future development. A local area plan must be made for any designated town with a population of over 5,000. The plans can be reviewed or amended at any time, provided the planning authority follows the public consultation procedures set down in the Planning Acts.

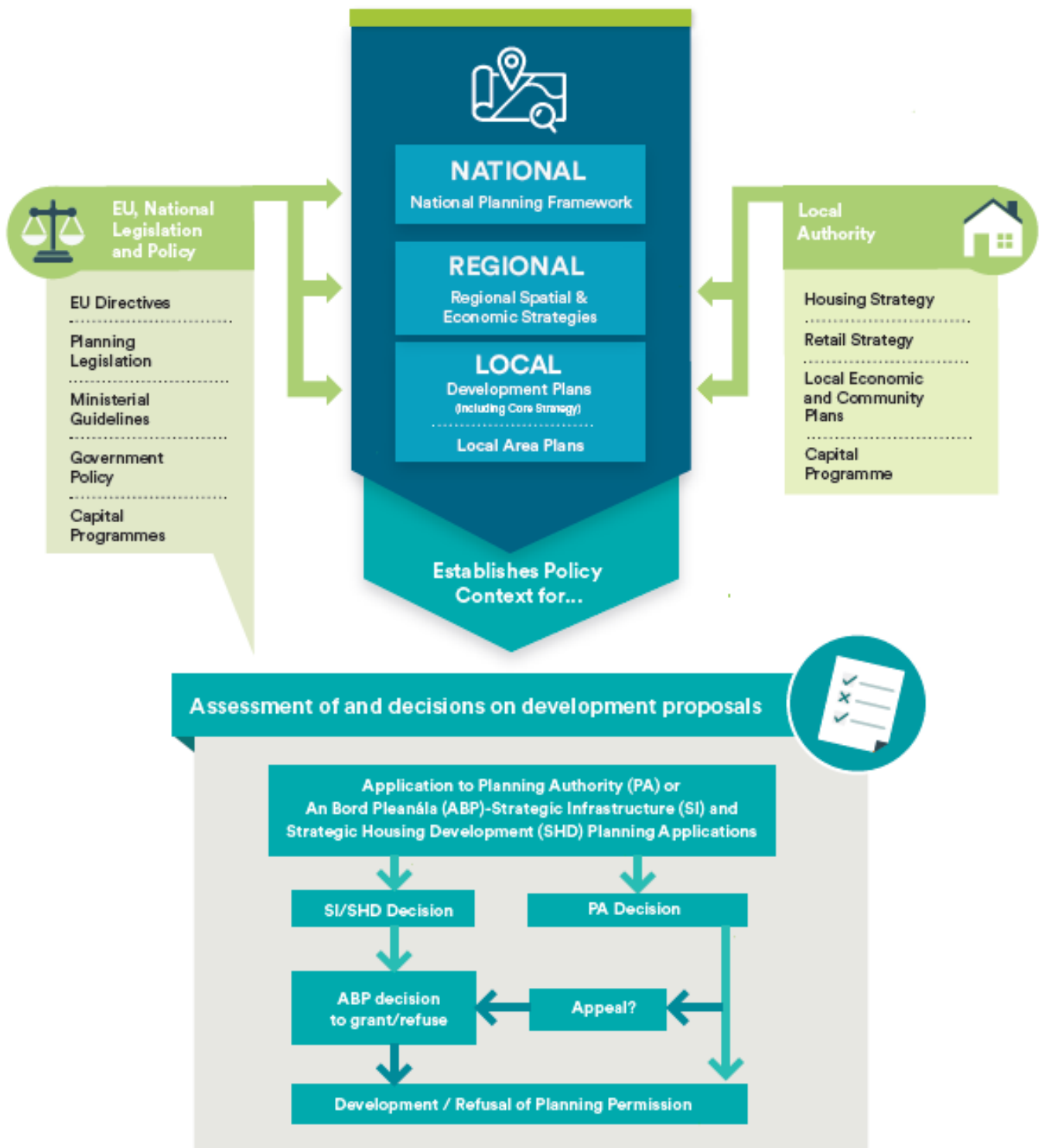
## **5.6 Irish planning process**

Local authorities are responsible for determining the majority of planning applications and for enforcement. Some local authorities have Strategic Development Zones (SDZ) in their areas which have been designated by Government for a fast-track planning process when the development of those lands is considered to be of strategic importance.

An Bord Pleanála is Ireland's independent national planning appeals board. It is responsible for appeals relating to local planning authority decisions. It also deals directly with the planning process for certain large strategic infrastructure projects. These are projects which are considered to be of strategic economic or social importance to the State or the region in which they will be located, or that contribute substantially to fulfilling the objectives of national plans, policies or strategies including the Regional Spatial and Economic Strategies and the NPF. Examples of large strategic infrastructure projects include gas pipelines or terminals, high-voltage electricity transmission and flood-relief schemes.

The Irish planning system is displayed in Figure 5.1.

Figure 5.1: Irish spatial planning system





## 6 Structures for transport strategy and planning

### 6.1 Introduction

This Section describes the statutory role of the NTA in the planning and delivery of integrated transport infrastructure and services in the Greater Dublin Area (GDA). The Section also outlines the NTA's work with local authorities outside of the GDA and the commitment under *Project Ireland 2040* to extend the NTA's remit for transport planning to the other cities.

### 6.2 NTA role in the Greater Dublin Area

The National Transport Authority (NTA) was established as a non-commercial State body under the *Dublin Transport Authority Act 2008*<sup>14</sup>, as amended. Its purpose is to bring a more focused and integrated approach to the planning and delivery of integrated transport infrastructure and services both on a national basis generally and especially in the Greater Dublin Area (GDA) where the NTA has a more detailed remit. The legislation defines the GDA as being comprised of the counties Dublin, Kildare, Meath and Wicklow, and this spans the area of seven local authorities.

The NTA has responsibility for preparing a Transport Strategy for the GDA. The authority works closely with the GDA local authorities and Transport Infrastructure Ireland (TII) on transport related issues in the region. TII is a non-commercial State body and was established through a merger of the National Roads Authority and the Railway Procurement Agency under the *Roads Act 2015*<sup>15</sup>. Its primary function is to provide an integrated approach to the future development and operation of the national roads network and light rail infrastructure throughout Ireland.

The present *Transport Strategy for the Greater Dublin Area 2016-2035*<sup>16</sup> – which the NTA drew up in fulfilment of its statutory responsibility – now provides a framework for the development of transport infrastructure in the GDA over the next two decades. It also provides a clear statement of transport planning policy for the GDA, around which other agencies involved in land use planning, environmental protection, and delivery of other infrastructure such as housing, water and power, can align their own investment priorities. It is a statutory requirement that there be consistency between the transport strategy and the Regional Spatial and Economic Strategy for the Eastern and Midland Region – thus ensuring that land use planning and transport planning for the area are appropriately aligned.

The *Transport Strategy* is an essential component, along with investment programmes in other sectors, for the orderly development of the GDA up to 2035. The 20-year *Strategy* will be supported and given effect over the course of its lifetime through a sequence of 6-year implementation plans – these succeeding the NTA's *Integrated Implementation Plan 2013-2018*<sup>17</sup> – and these shorter term implementation plans will set out the investment priorities and proposals for the relevant period. In December 2018, the NTA published a draft *Integrated Implementation Plan 2019-2024*<sup>18</sup> for public consultation.

### 6.3 Commitment to extend NTA's remit to other cities

The statutory requirement for mutual consistency between the regional spatial and economic strategy and the transport strategy is unique to the GDA and is not a statutory requirement in any other part of the country. However, the core strategy of local authority development plans must outline a number of factors including the detail of transport plans. In that way all county development plans address transport as part of their statutory plan process and include objectives for the development of transport. In addition, the three published draft Regional Spatial and Economic Strategies commit to the development of local transport plans in conjunction with the NTA.

In recent years the NTA has worked successfully on an administrative, non-statutory basis to assist several local authorities across the other cities in preparing transport related strategies or implementing transport-related projects. An example of this is the *Galway Transport Strategy*<sup>19</sup> which was developed in 2016 by the Galway local authorities in partnership with the NTA and which was incorporated into the Galway City Development Plan 2017-2023. In May 2019, the NTA, in cooperation with Cork City Council and Cork County Council, published a draft *Cork Metropolitan Area Transport Strategy*<sup>20</sup> for public consultation. Work is underway on the development of the *Limerick Shannon Metropolitan Area Transport Strategy* and work will begin by end 2019 on the development of the *Waterford Metropolitan Area Transport Strategy*.

One of the National Policy Objectives of *Project Ireland 2040* states that the NTA's responsibilities for statutory arrangements between spatial and transport planning in the GDA will be extended to other cities. This commitment will build on the existing cooperation and coordination and strengthen the levels of integration between land use planning and transport planning across the country at national, regional, metropolitan and local level.

## 7 Governance and investment in Project Ireland 2040

### 7.1 Introduction

This Section describes the measures that are in place to monitor the delivery of *Project Ireland 2040*. It sets out the role of the new Office of the Planning Regulator and the Land Development Agency. The Section identifies the governance measures that have been put in place across Government to implement *Project Ireland 2040*. It also outlines the investment for *Project Ireland 2040* under the *National Development Plan 2018-2027*.

### 7.2 Office of the Planning Regulator

The *NPF* has been given a statutory basis and a new Office of the Planning Regulator (OPR) has been established with responsibility for monitoring implementation of the *NPF*. The OPR takes over the function of evaluating and assessing local development plans and regional strategies and to generally oversee the operation of the planning system. It was established under the *Planning and Development (Amendment) Act 2018*. The legislation includes a provision, which gives the OPR the power to evaluate and assess GDA transport strategies made by the NTA and make the OPR a statutory consultee in the drafting of transport strategies. This new statutory arrangement further strengthens the link between land use planning and transport strategy development in Ireland.

### 7.3 Land Development Agency

The *NPF* committed to establishing a National Regeneration and Development Agency. It includes a national policy objective that the new agency will work with local authorities, other public bodies and capital spending Departments and agencies to co-ordinate and secure the best use of public lands, investment required within the capital envelopes provided in the *National Development Plan* and to drive the renewal of strategic areas that are not being utilised to their full potential. Under this commitment, the Government launched the Land Development Agency (LDA) in September 2018 with a remit to build 150,000 new homes over the next 20 years. The new Agency, which will be a commercial State-sponsored body, has an immediate focus on managing the State's own lands to develop new homes, and regenerate under-utilised sites. In the longer-term it will assemble strategic landbanks from a mix of public and private lands, making these available for housing in a controlled manner with the aim of bringing long-term stability to the housing market. The LDA has been initially established by statutory instrument and this will be further underpinned by legislation. The agency will have two main functions:

- Coordinating appropriate State lands for regeneration and development, opening up key sites which are not being used effectively for housing delivery; and
- Driving strategic land assembly, working with both public and private sector land owners.

## 7.4 Governance measures

Along with the establishment of the Office of the Planning Regulator and the Land Development Agency, a number of governance measures have been put in place to ensure that the implementation of *Project Ireland 2040* is prioritised across Government. This includes:

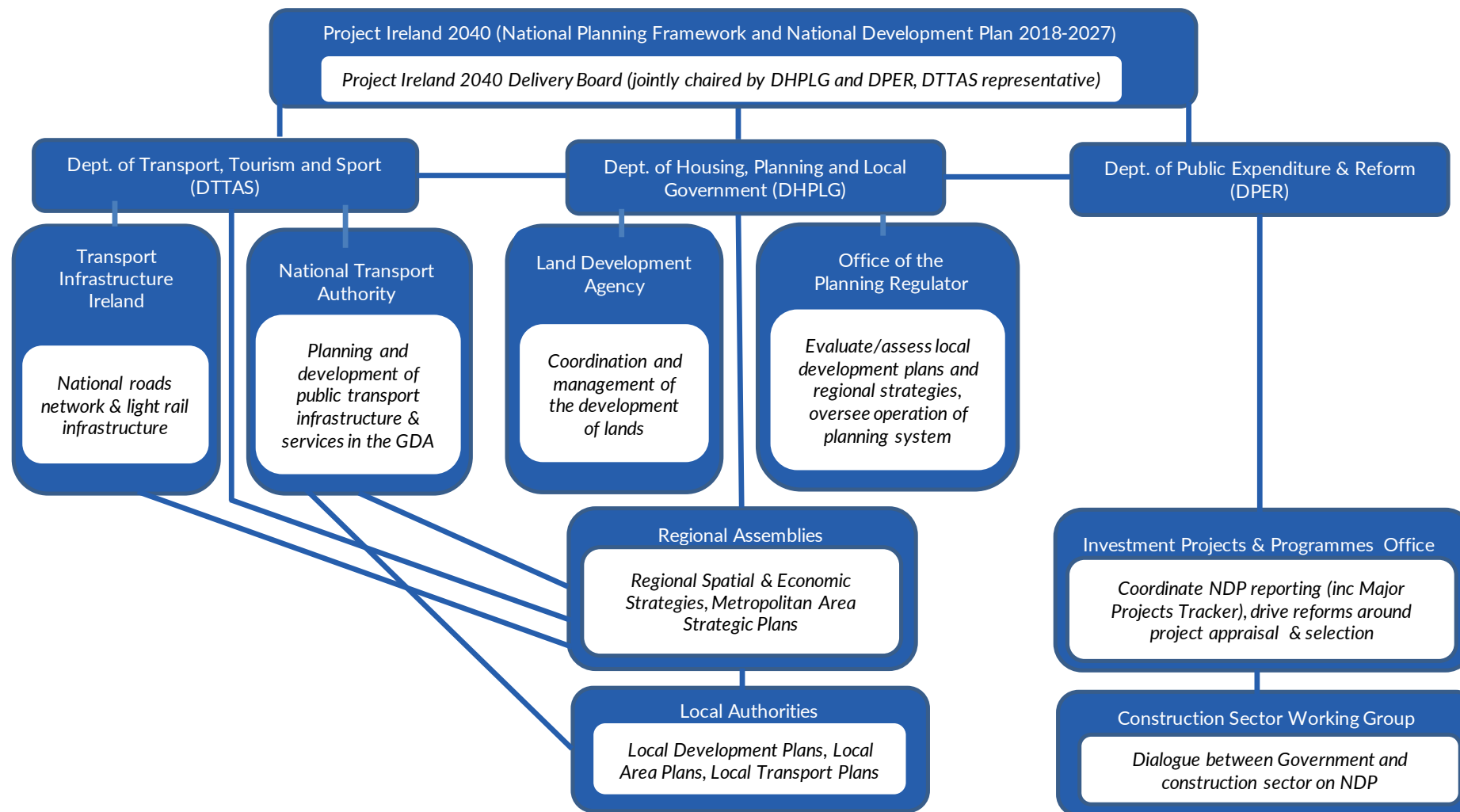
- Establishment of a high-level **Project Ireland 2040 Delivery Board**, comprising top level officials from relevant Departments and Agencies to provide strategic direction and leadership to the *NPF* and *NDP* implementation process. The board is jointly chaired by the Secretaries General of DPER and DHPLG. DTTAS is represented on the board.
- Establishment of an **Investment Projects and Programmes Office** in DPER to develop cross-sectoral dialogue on infrastructure, including the identification of national priorities, and drive value-for-money reforms in relation to areas such as project appraisal and selection.
- Further development of an **Investment Projects and Programmes Tracker** to provide more comprehensive information on the cost and delivery of the various infrastructure projects identified in the *NDP*.
- Establishment of a **Construction Sector Working Group** to ensure regular and open dialogue between Government and the construction sector in relation to issues that may impact on the successful delivery of the *NDP* on a value-for money basis for the State.

Having regard to the governance arrangements for *Project Ireland 2040*, Figure 7.1 shows the institutional arrangements applicable to land use planning and transport planning under *Project Ireland 2040* and how DTTAS, NTA and TII feed into these arrangements.

## 7.5 Investment

Across all sectors, Exchequer funding allocated for public capital investment under the *NDP* over the period 2018-2027 will amount to €91 billion. This direct Exchequer investment will be supplemented with investment by commercial State Owned Enterprises, leading to a total 10-year State-backed investment programme of €116 billion. This funding is being allocated on a thematic basis to each of the ten National Strategic Outcomes set out in the *NPF*. In Budget 2019, each Government Department was allocated five-year multi-annual capital envelopes. These envelopes will be reviewed and extended annually on a rolling basis to include a fifth year, as part of the annual Estimates process. It is planned that a full mid-term review of the *NDP* will be undertaken in 2022 in order to prepare and publish a new updated 10-year plan for public capital investment in 2023, for the period 2023-2032.

Figure 7.1: Institutional Arrangements for Land Use Planning and Transport Planning



## 8 Sustainable mobility elements of the NPF








### 8.1 Introduction

This Section focuses on the specific sustainable mobility measures which the *National Planning Framework* commits to delivering. It includes population density maps for each of the five cities along with relevant key growth enablers for each city which have been identified in the *NPF*.

The *NPF* recognises that significant investment will be required in sustainable mobility as a key enabler in order to accommodate change and growth. It also recognises that land use planning and transport planning are inherently linked and mutually reinforcing. To support delivery of the ten National Strategic Objectives, the policies in the *NPF* are structured under 75 National Policy Objectives from which the regional and metropolitan strategies will be developed. This includes the National Policy Objective to extend the NTA's statutory responsibility for transport planning in the GDA to all of Ireland's cities.

While National Strategic Outcome (NSO) 4 focuses on sustainable mobility, a number of the other NSOs are also relevant.

**Figure 8.1: National Strategic Outcomes – Sustainable Mobility Sector centred/relevant**

	Sustainable Mobility		Compact Growth
	Enhanced Regional Accessibility		Strengthened Rural Economies and Communities
	High-Quality International Connectivity		Enhanced Amenities and Heritage
	Transition to a Low Carbon and Climate Resilient Society		

### 8.2 Specific sustainable mobility measures

The *NPF* commits to expand attractive sustainable mobility alternatives to car transport to reduce congestion and emissions and enable the transport sector to cater for the demands associated with longer-term population and employment growth in a sustainable manner. The *NPF* includes the following specific measures relating to sustainable mobility:

- Deliver the key public transport objectives of the NTA's *Transport Strategy for the GDA 2016-2035* such as MetroLink, DART Expansion Programme and BusConnects;
- Provide public transport infrastructure and services to meet the need of smaller urban centres and rural areas;

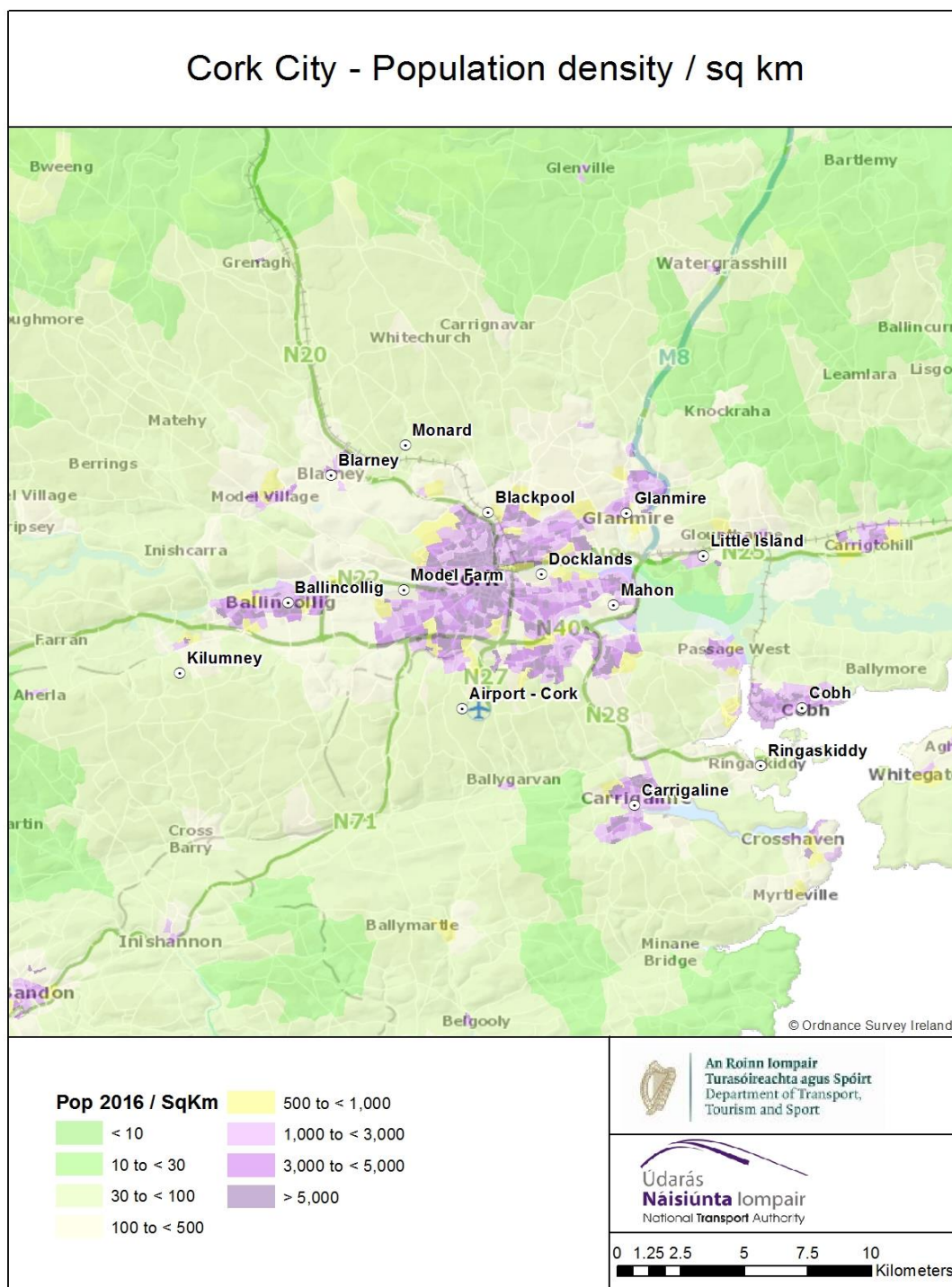
- Develop a comprehensive network of safe cycling routes in metropolitan areas to address travel needs and to provide similar facilities in towns and villages where appropriate;
- Enable more effective traffic management within and around cities and re-allocation of inner city road space in favour of bus-based public transport services and walking/cycling facilities;
- Strengthen public transport connectivity between cities and large growth towns in Ireland and Northern Ireland with improved services and reliable journey times;
- Provide a quality nationwide community-based public transport system in rural Ireland which responds to local needs under the Rural Transport Network and similar initiatives.

### **8.3 Key growth enablers for the cities**

The *NPF* identifies key growth enablers for each of the five cities and these include a number of specific sustainable mobility enablers. One key growth enabler for all of the five cities is the sustainable development of new greenfield areas for housing – in the case of Dublin and Cork, this development will focus on existing public transport corridors. The key growth enablers for Galway, Limerick and Waterford include the development of supporting public transport and infrastructure.

The specific sustainable mobility enablers for the five cities, along with the population densities of each city based on the 2016 Census, are set out in the following pages.

Map 8.1: Existing population density and key growth enablers for Cork

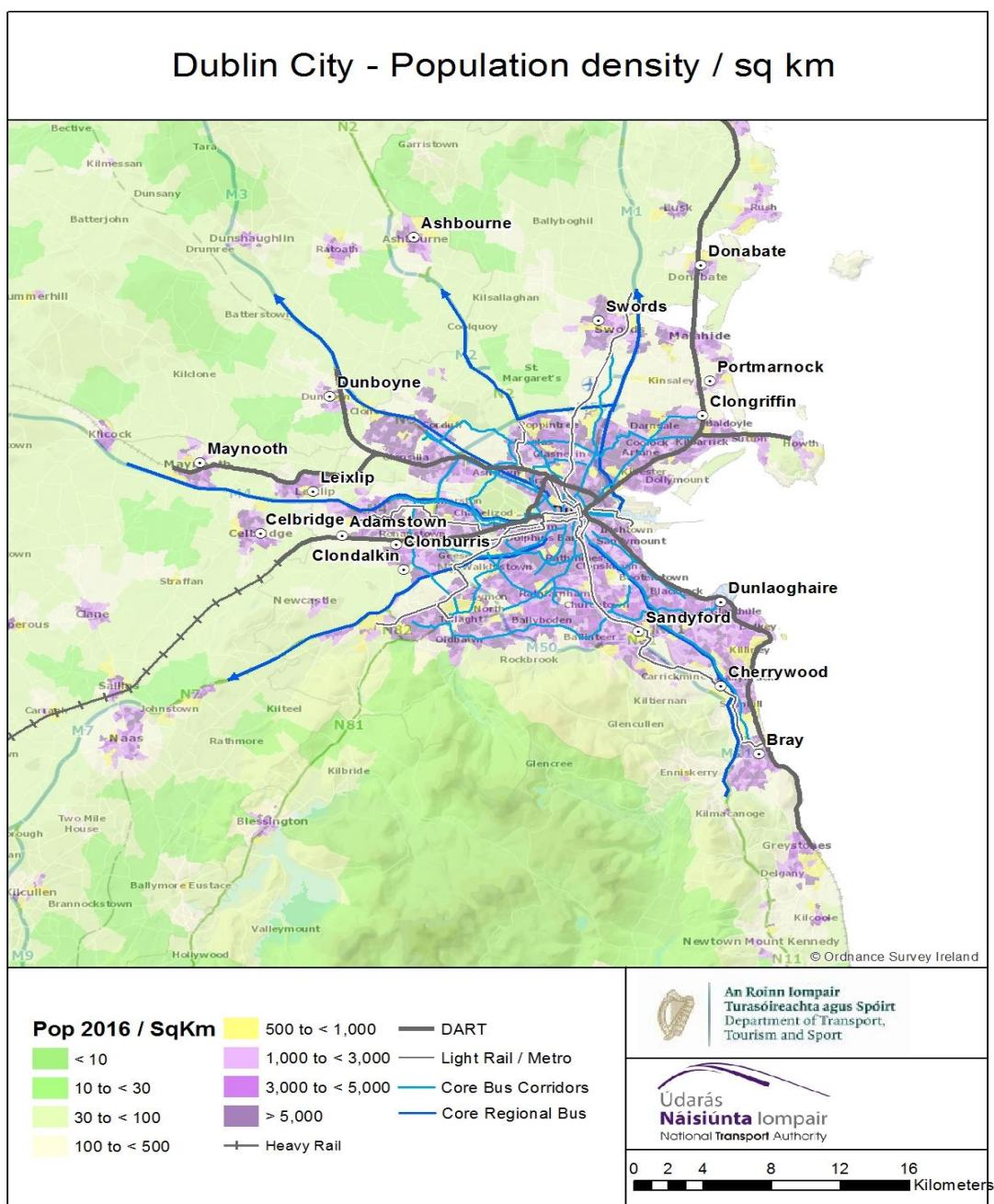


**Key Growth Enablers (identified in NPF)**

- Sustainable development of new greenfield areas for housing, especially areas on public transport corridors, such as Monard;
- New science and innovation park to the west of the City, accessible by public transport;
- Much enhanced Citywide public transport system;
- Improved rail journey times to Dublin and consideration of improved onward direct network connections.



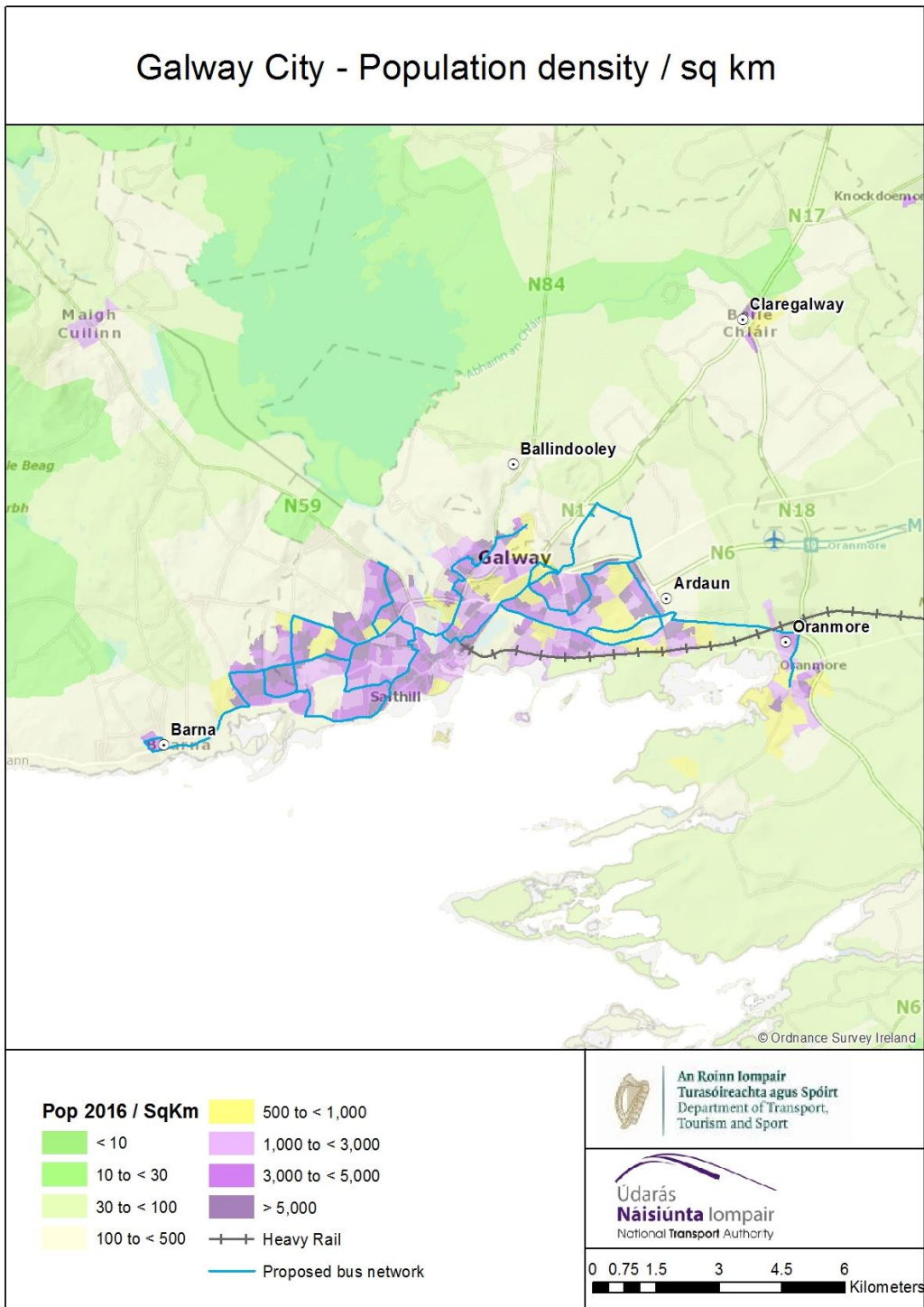
Map 8.2: Existing population density and key growth enablers for Dublin



**Key Growth Enablers (identified in NPF)**

- Sustainable development of new greenfield areas for housing, especially areas on public transport corridors, such as Adamstown, Cherrywood, Clonburris and Clongriffin;
- Delivering key rail projects set out in the *Transport Strategy for the Greater Dublin Area*;
- Improved bus-based system, with better orbital connectivity and integration with other transport networks;
- Delivery of metropolitan cycle network set out in the *Greater Dublin Area Cycle Network Plan*<sup>21</sup>;
- Improving public transport access to Dublin Airport and in the longer term, consideration of heavy rail access in the context of potential future electrification.

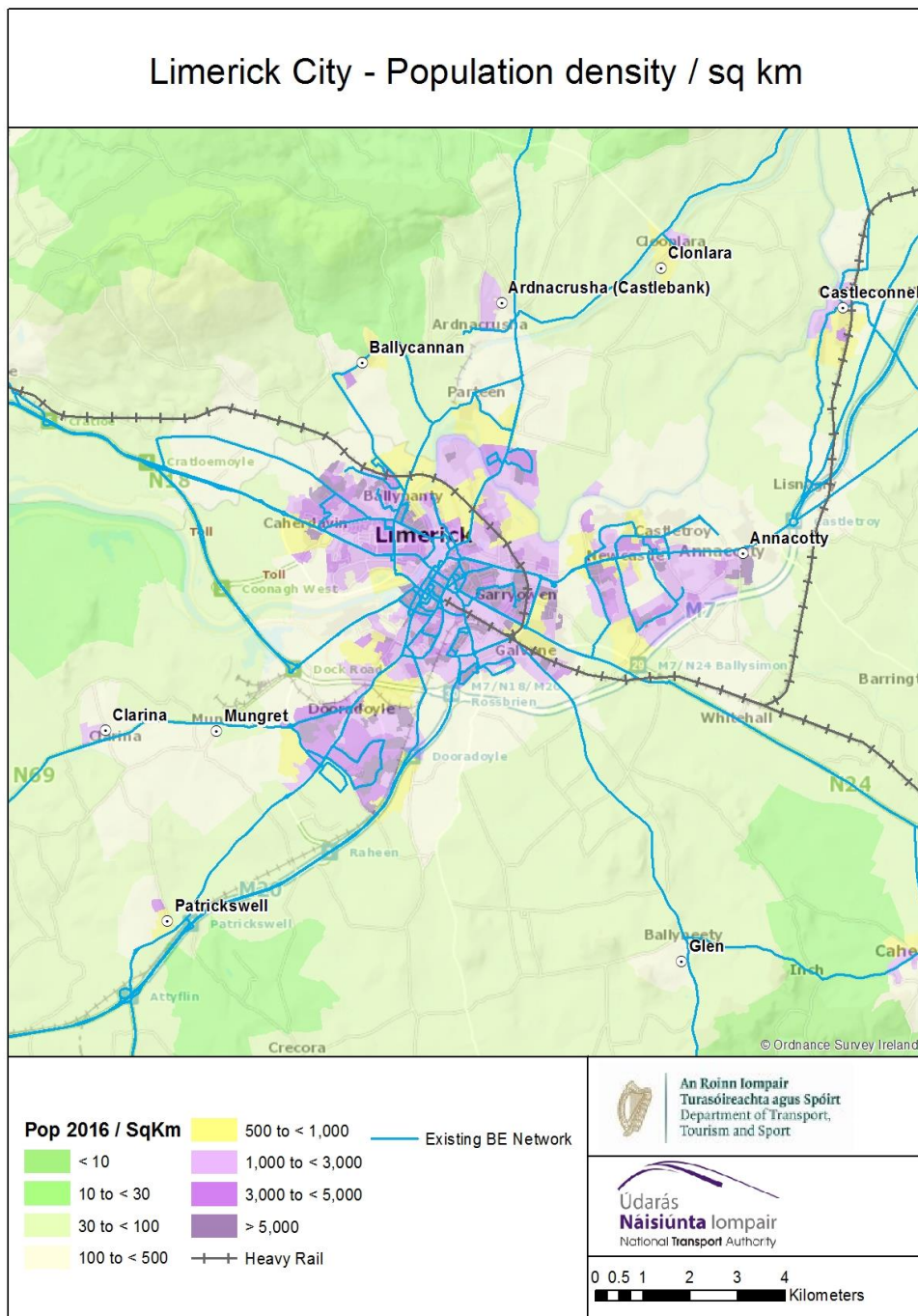
Map 8.3: Existing population density and key growth enablers for Galway



**Key Growth Enablers (identified in NPF)**

- Sustainable development of new greenfield areas for housing and the development of supporting public transport and infrastructure, such as at Ardaun;
- Citywide public transport network, with enhanced accessibility between residential areas and city centre, third level institutions and the employment areas to the east of the city;
- Development of a strategic cycleway network with a number of high capacity flagship routes.

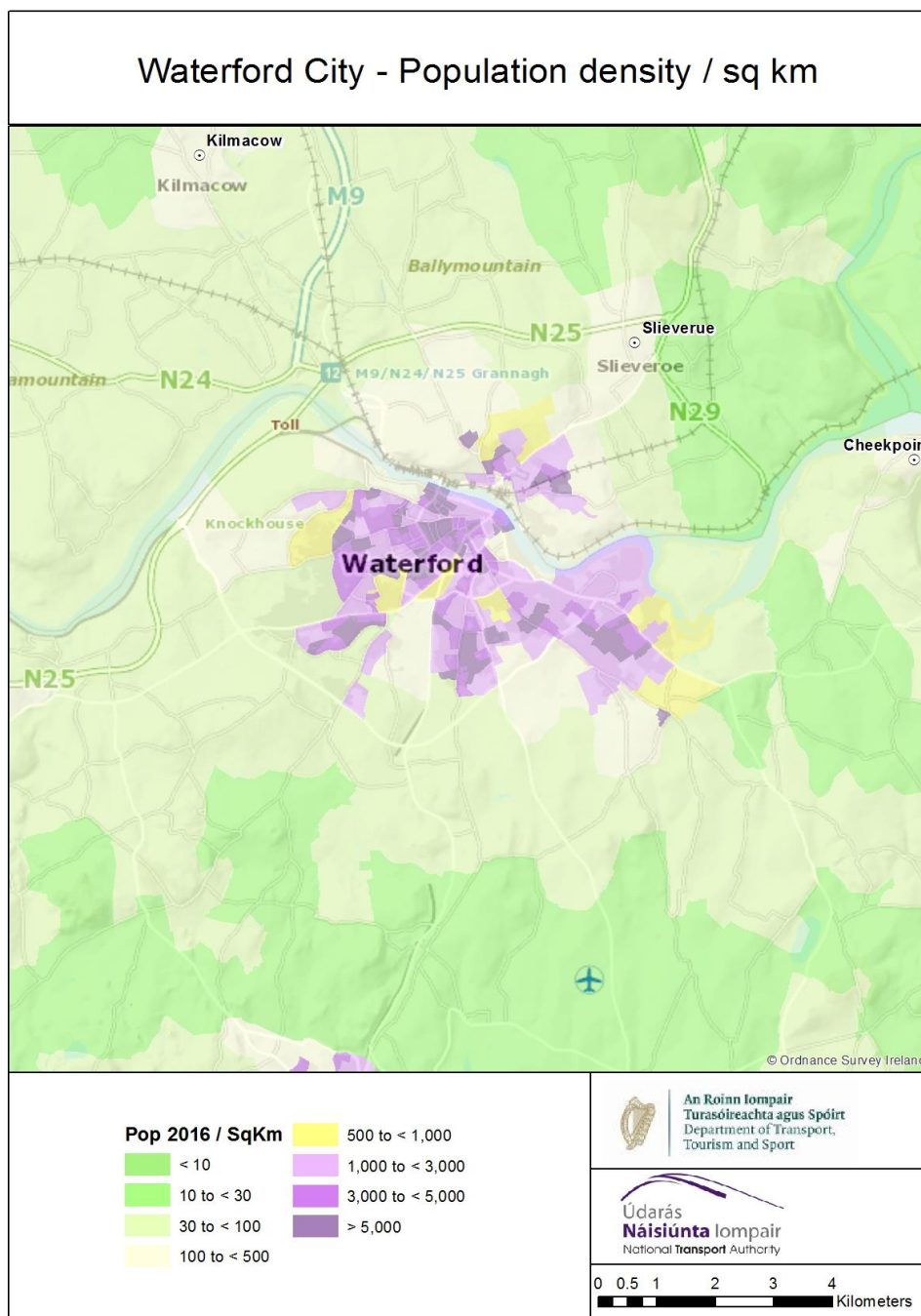
Map 8.4: Existing population density and key growth enablers for Limerick



**Key Growth Enablers (identified in NPF)**

- Sustainable development of new greenfield areas for housing and the development of supporting public transport and infrastructure, such as at Mungret;
- Citywide public transport network, with an enhanced accessibility from the city centre to the National Technological Park, UL and Shannon Airport;
- Development of a strategic cycleway network with a number of high capacity flagship routes.

Map 8.5: Existing population density and key growth enablers for Waterford



**Key Growth Enablers (identified in NPF)**

- Sustainable development of new greenfield areas for housing and the development of supporting public transport and infrastructure;
- Delivering the North Quays SDZ regeneration project including a new pedestrian bridge or a pedestrian/public transport bridge over the River Suir;
- Provision of Citywide public transport and strategic cycleway networks.

## 9 Sustainable mobility elements of the NDP

### 9.1 Introduction

This Section summarises recent investment in sustainable mobility and gives an overview of the commitments in the *NDP* for sustainable mobility investment in the cities. It looks at the factors to consider when selecting the most appropriate public transport mode for an area. The Section then outlines the *NDP* commitments for continued investment in a number of ongoing sustainable mobility programmes in the regions and rural areas outside of the five cities. It concludes with details of the *NDP* funding streams.

### 9.2 Recent investment in sustainable mobility

Sustainable mobility investment in recent years under the Government's previous Capital Plan '*Building on Recovery: Infrastructure and Capital Investment 2016-2021*<sup>22</sup>' has been focused on expanding passenger journey capacity and improving the range, quality and availability of alternatives to private car travel. Along with significant ongoing investment to maintain the existing extensive bus and rail networks, notable new projects delivered in recent years include:

- Luas Cross City
- Reopening of the Phoenix Park Tunnel to passenger trains
- Substantial replacement of bus fleet
- Sustainable mobility projects in the five cities (Cork, Dublin, Galway, Limerick, Waterford) including junction upgrades; bus, cycle and pedestrian infrastructure; traffic management measures; and improvements to rail and bus station facilities
- Integration projects to increase public transport use and improve customer experiences through the use of responsive and passenger-friendly smarter technologies
- Accessibility upgrades and retro-fit of existing public transport infrastructure throughout the country.

### 9.3 NDP commitments

The *NDP* recognises that an environmentally sustainable public transport system will enable growth and change, meet the significant increase in travel demand and urban congestion while also contributing to the national policy vision of a low-carbon economy. Investment in sustainable mobility will be accelerated over the next decade under the *NDP* to support the development of an integrated sustainable mobility system. The priorities identified for public transport in the *NDP* are to:

- Protect the quality and value of the existing extensive public transport networks to a high level to ensure quality levels of service, accessibility and connectivity; and
- Deliver a public transport network that will provide high-quality passenger interchange points, which facilitate convenient transfer between efficient and integrated public transport services.

The first priority above recognises the critical importance of protecting the quality and value of past investments. Prioritisation of this type of investment is also a recommendation of the 2017 *Public Investment Management Assessment (PIMA)*<sup>23</sup>, conducted by the International Monetary Fund (IMF) at the invitation of the Minister for Public Expenditure and Reform. Given that investment in new sustainable mobility projects will be accelerated under the *NDP* to support the development of an integrated sustainable mobility system, it is recognised that maintenance investment will need to increase over the next decade as new projects are developed and the size of the network expands.

The sustainable mobility programmes and underlying projects proposed for delivery during the period 2018 to 2027 are:

- Continued investment in bus and train fleets, as well as infrastructure, to maintain safety and service levels including further expansion where required.
- Delivery of the full BusConnects programme for all of Ireland's cities.
- Transition to low emission buses.
- Construction of MetroLink.
- Delivery of priority elements of the DART Expansion Programme.
- Park-and-Ride Programme at strategic rail, Luas and bus locations.
- Construction of the National Train Control Centre.
- Delivery of comprehensive cycling and walking network for Ireland's cities.
- Supporting programmes of rail and bus station improvement/development, traffic management investment, passenger information programmes, public bicycle share schemes, accessibility enhancements and similar.
- Undertake appraisal, planning and design for Luas network expansion.

The commitments in the *NDP* took account of the existing transport strategies – the NTA *Transport Strategy for the GDA*, the *Galway Transport Strategy* and the draft *Cork Metropolitan Area Transport Strategy*. These recognise the trend of increasing suburbanisation and spread of population in the cities which was highlighted earlier in this paper. The strategies acknowledge that it is not always feasible to provide public transport infrastructure to all areas and seek to address this through a number of ways including:

- Local public transport options to link settlements into the integrated transport network
- Orbital city bus services to facilitate interchange with radial services
- Drop-off facilities and taxi ranks at key train and tram stations
- Cycle parking facilities at train and tram stations
- Park and ride facilities at strategic bus and rail locations to allow interchange on train, tram or bus corridors.

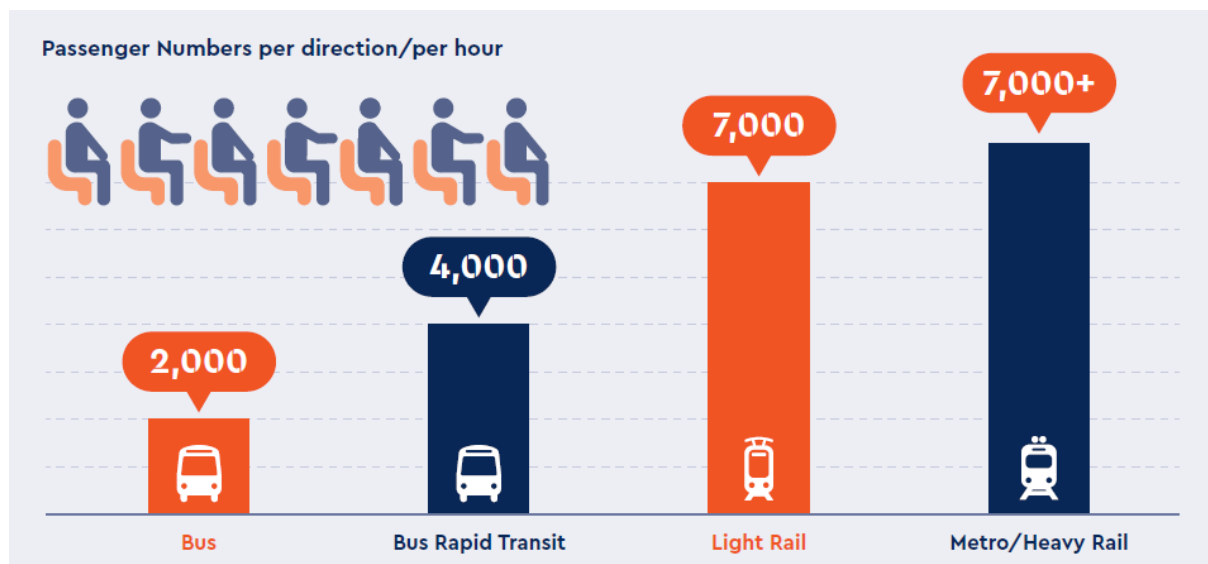
In relation to the heavy rail network, a *Rail Review*<sup>24</sup> was undertaken jointly by the NTA and Iarnród Éireann and published for public consultation in 2016. The public consultation process held by the NTA following the publication of the *Rail Review* helped to begin an informed

discussion about the current and future role of rail transport in Ireland. Over 300 submissions were received in response to that consultation process. The Minister intends to shortly present to Government the findings of the consultation process. This will reflect the new enhanced levels of investment that are now budgeted and that will meet maintenance needs and network improvements. The *Rail Review* will inform future strategies around rail but it has been made clear at Government level that there are no plans regarding the closure of any lines.

#### 9.4 Which public transport mode?

The development of the GDA, Galway and draft Cork transport strategies was informed by international best practice on the appropriate public transport mode to meet forecasted future passenger demand. This is illustrated in Figure 9.1.

Figure 9.1: Public Transport Mode Capacities



Source: NTA based on UITP Paper 'Public Transport: making the right mobility choices'<sup>25</sup>

When considering the most appropriate public transport mode for an area (i.e. bus, bus rapid transit, light rail, metro/heavy rail), there are a number of factors that may be considered:

- Capacity:** The mode should cater for existing passenger demand and projected future passenger demand over the medium and long-term. While selecting a transport mode that addresses current capacity issues may be the most economical option, if it does not have the capacity to carry projected future passengers, then it may not represent the most efficient or value for money option. Another factor for consideration is the opportunity costs involved if a transport mode is selected that provides more capacity than is required over the medium to long-term – i.e. that the transport mode will not be fully utilised and the higher cost of investment in that mode could have been invested more efficiently elsewhere.
- Costs (development and operating):** The investment required for development escalates between each mode and rail systems require significantly more investment than bus

systems. However, more buses and drivers are needed to carry the same number of passengers as a rail system which could result in higher operating costs for bus compared to rail.

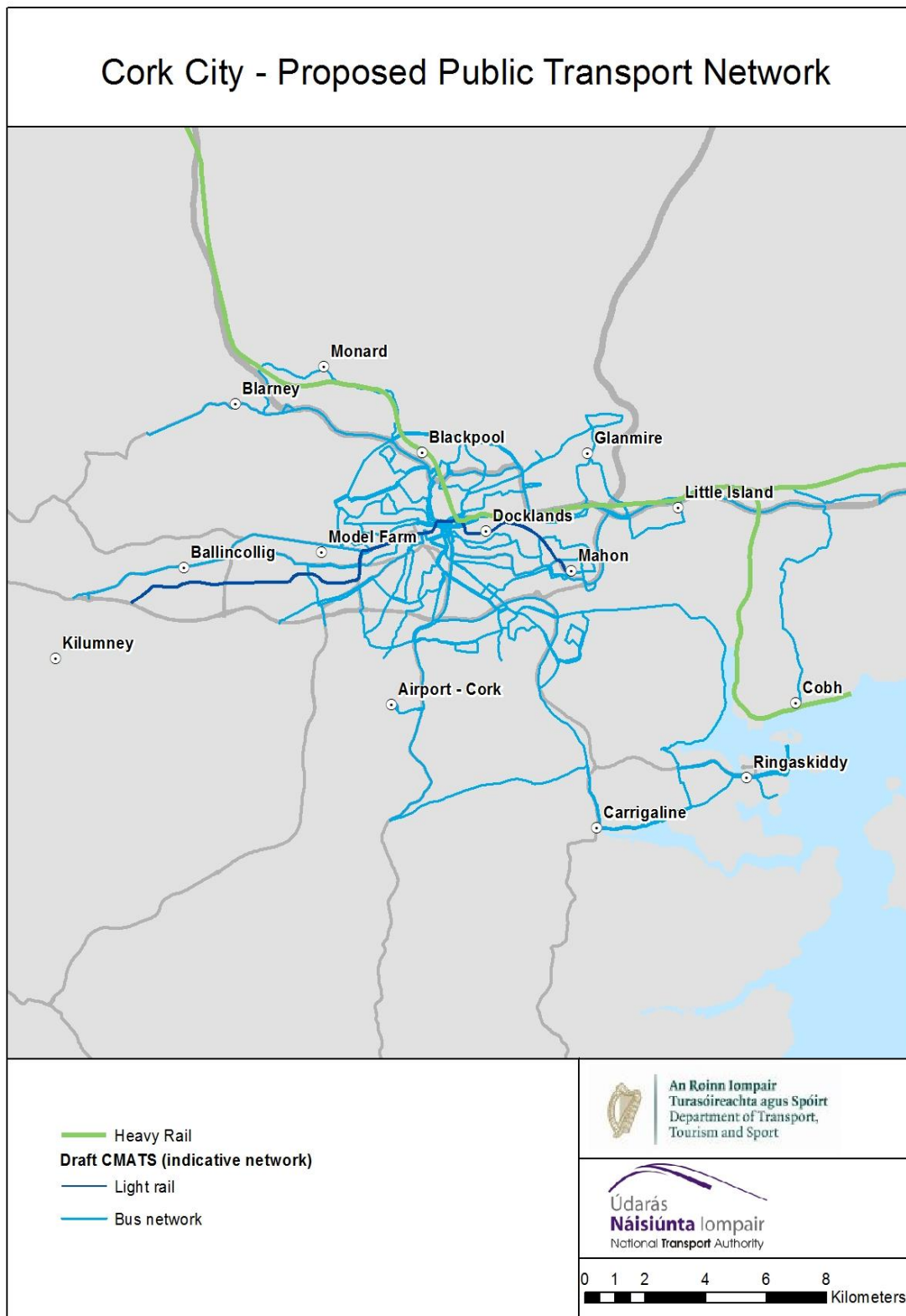
- **Environmental impact:** Environmental effects such as emissions and noise are a critical factor for public transport planners and policy-makers. Increasing the modal shift away from private car use to sustainable mobility will help to reduce transport emissions. Additionally, electric or low emission transport modes are more environmentally friendly and are key to combatting transport emissions. The design, planning, construction and operation of public transport projects are required to take full account of the natural and built environment in compliance with EU directives. In the development of a transport strategy and proposals for public transport infrastructure, a Strategic Environmental Assessment (SEA) must be carried out as part of the preparation of the strategy to assess the effect of the strategy and proposed programmes on the environment. An SEA was carried out as part of the preparation of the Cork, Galway and GDA transport strategies.
- **Land Use and Value:** The land requirements can vary between public transport mode (e.g. bus vs. rail) and this may be an issue in built-up areas which may impact on the type of mode selected. Another factor that may be considered is the increase in land values that is attributable to investment in public transport infrastructure - i.e. the presence of efficient public transport can increase the value of land, housing, business and retail along the corridor. The National Economic and Social Council (NESC) recently carried out a programme of work on land use, land value and urban development. This work looked at how a number of international cities have sought to use land value capture mechanisms to address the challenges of funding and financing necessary investment in strategic high-quality public transport infrastructure. Further detail on NESC's work in this area is set out in Section 10 of this paper.
- **Service:** The quality, reliability, adaptability and speed of each public transport mode together with passenger expectations are factors to consider.
- **Time:** The length of time it takes to develop the mode and the issue that it is addressing e.g. is there an immediate or short-term capacity issue that needs to be addressed or is it more of a medium to long-term issue.

## 9.5 Proposed public transport networks in Cork, Dublin and Galway

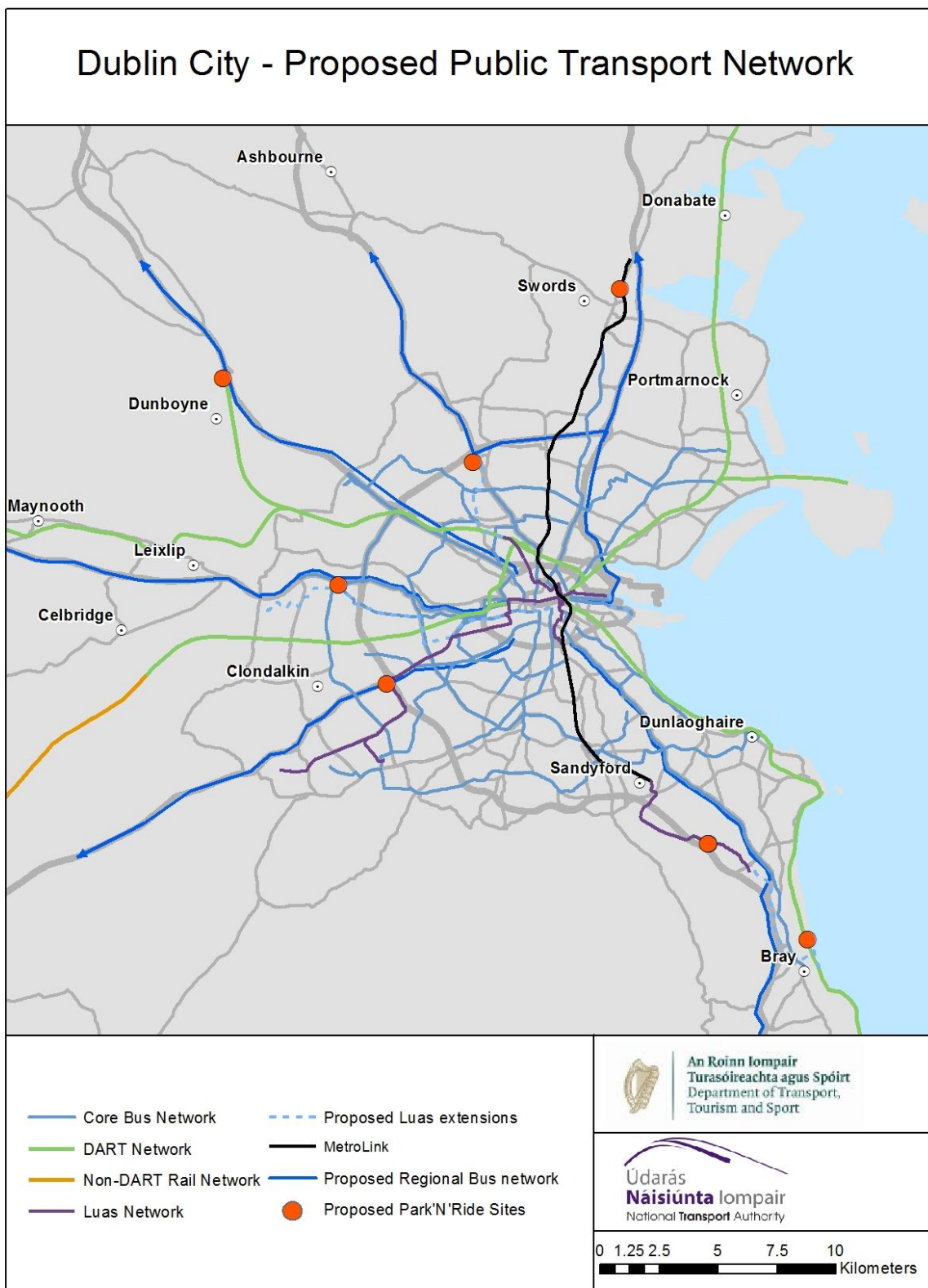
The following maps show the proposed public transport networks in Cork, Dublin and Galway taking into account the commitments in the *NDP* for new bus, rail and tram infrastructure and the *Transport Strategy for the GDA*, the *Galway Transport Strategy* and the draft *Cork Metropolitan Area Transport Strategy*. While transport strategies for Limerick and Waterford are in prospect, they have not yet been developed so maps for these two cities have not been included.



Map 9.1: Cork City - Proposed Public Transport Network



Map 9.2: Dublin - Proposed Public Transport Network



Map 9.3: Galway City – Proposed Public Transport Network



## 9.6 Regional and rural investment

The *NDP* also commits to continued investment in a number of ongoing sustainable mobility programmes which will impact positively on the regions and rural areas outside of the five cities. This includes continued investment in bus and rail fleets throughout the country, maintenance of the national rail network, bus and rail station improvements and the rural transport programme (Local Link).

Public transport in rural areas is provided by way of bus and coach services primarily, with more limited rail and small public service vehicle (SPSV) services which include taxi, hackney and local area hackney services. The bus and coach services include Public Service Obligation (PSO) services, licensed services provided by commercial operators and Local Link services under the Rural Transport Programme.

While there is capital investment for public transport in rural communities under the *NDP*, the main emphasis for investment in these areas is operational funding for PSO services in rural areas and Local Link services. This investment will continue over the lifetime of the *NDP*.

Programme funding for Local Link services has been increasing since 2016 and 66 new services have been introduced over the last four years. Key features of the new services include greater integration with existing public transport services and better linkage of services between and within towns and villages.

The NTA is prioritising the provision of new town bus services in Kilkenny, Carlow and Mullingar, all of which have a population of between 19,000 and 26,000. The NTA is also continually working with Bus Éireann to provide improvements on its contracted services. The scope and scale of the changes implemented recently or planned for the remainder of 2019/early 2020, include improvements to its city and town services and non-urban networks, including improvements to the Mullingar and Dundalk Commuter services, Ballina-Westport-Galway Corridor, Ballina-Sligo-Enniskillen Corridor, West Cork Network, Connemara Network, East and West Clare Networks, Kerry Network, Dundalk to Drogheda linking coastal villages and M11 Corridor.

The NTA has developed a prioritisation framework to determine appropriate numbers and locations for the installation of bus shelters in metropolitan areas and in towns and rural areas. Increased funding was made available in 2018 and 2019 to support this type of work by the NTA.

The *Programme for a Partnership Government* undertakes to examine how best to improve integration of services in the rural bus network within regions. This matter is being considered in the context of the review of sustainable mobility policy. For a fuller discussion, see the separate background paper – *Background Paper 8: Public Transport in Rural Ireland* – and the public consultation questions on this topic.

## 9.7 NDP funding streams

As outlined, the funding in the *NDP* is allocated on a thematic basis under each of the ten National Strategic Outcomes and for the named Strategic Investment Priorities under these outcomes. Investment of €8.6 billion has been allocated under National Strategic Outcome 4 for sustainable mobility. Of this amount, €7.4 billion has been indicatively allocated for the DART Expansion, MetroLink and BusConnects Programme in the cities. There is also potential to access funding for sustainable mobility under a number of the other Strategic Investment Priorities in the *NDP*. The *NDP* also recognises that there is a strong link between expanded public transport infrastructure investment and an increased need for more operational funding for the provision of additional public transport services using that infrastructure. Figure 9.2 summarises the funding streams under the *NDP* relevant to sustainable mobility. The road network investment under 'Enhanced Regional Accessibility' and 'Strengthened Rural Economies and Communities' can benefit the sustainable mobility network in these regions.

**Figure 9.2: NDP funding streams**

### **Sustainable Mobility (€8.6 billion)**

- Investment of €8.6 billion has been allocated specifically for sustainable mobility. Of this amount, indicative funding of €7.4 billion has been allocated for the DART Expansion, Metrolink and the BusConnects programme in the cities.

### **Enhanced Regional Accessibility (€7.3 billion)**

- Indicative funding of €6.6 billion has been allocated for national roads under this outcome. The *NDP* includes a number of specific commitments under this outcome in relation to the heavy rail network.

### **Strengthened Rural Economies and Communities (€8.8 billion)**

- €4.5 billion has been indicatively allocated for regional and local roads.

### **Climate Action Fund (€500 million)**

- A new Climate Action Fund has been established to leverage investment by public and private bodies. It will have a strong focus on interventions in the transport sector.

### **Urban Regeneration and Development Fund (€2 billion)**

### **Rural Regeneration and Development Fund (€1 billion)**

- One of the criteria under both funds is to ensure transition to more sustainable modes of travel (walking, cycling public transport).

## 10 Other relevant strategies and reports

### 10.1 Introduction

This Section outlines existing national policies and planning guidelines that support integration of land use planning and transport planning. It also sets out details of the Department of Transport, Tourism and Sport's forthcoming *Planning, Land Use and Transport Outlook (PLUTO) 2040* study.

### 10.2 Existing national policies

Unsurprisingly, there are a number of existing DTTAS policies that impact on land use planning and transport planning. The two most obvious of these are *Smarter Travel: A Sustainable Transport Future*<sup>26</sup> and the *National Cycle Policy Framework*<sup>27</sup>, both of which are being reviewed as part of the overall review of sustainable mobility policy.

As already outlined earlier in this paper, the transport sector has an important role to play in addressing Ireland's climate change challenge and this is discussed in more detail in two other background papers – *Background Paper 3: Climate Change Challenge* and *Background Paper 5: Greener Buses, Alternative fuel options for the urban bus fleet*. The DTTAS *National Policy Framework on Alternative Fuels Infrastructure for Ireland 2017-2030*<sup>28</sup> recognises that a multi-faceted set of measures, including spatial planning, will be deployed to help decarbonise transport over the period to 2030. This *Framework* focuses on reducing transport's dependency on oil through the provision of infrastructure and common standards for alternative fuels.

National policies on greenways and sport were published by DTTAS in 2018 and while these two policies do not directly impact on land use planning and transport planning, they are relevant particularly in relation to active travel policy. While the *Strategy for the Future Development of National and Regional Greenways*<sup>29</sup> is primarily focused on engaging in walking and cycling for leisure purposes, greenways can be utilised by those engaged in commuting by active travel, particularly greenway infrastructure located in urban environments. Similarly, while the *National Sports Policy 2018-2027*<sup>30</sup> is focused on recreational and competitive sport rather than on activities such as active travel, it recognises the importance of cross-sectoral cooperation in the broader physical activity space.

*Project Ireland 2040* references a number of cross Government policies that also impact on land use planning and transport planning. These include the *Action Plan for Rural Development*<sup>31</sup>, *Healthy Ireland*<sup>32</sup>, the *National Mitigation Plan*<sup>33</sup> relating to climate change and the *National Physical Activity Plan*<sup>34</sup>, which is the co-responsibility of DTTAS and the Department of Health.

### 10.3 Planning Guidelines

There are a number of existing planning guidelines in place that support integration of land use planning and transport planning. These include:

- *Development Plan, Guidelines for Planning Authorities*<sup>35</sup> were published by the then Department of the Environment, Heritage and Local Government (DEHLG) in 2007. The

aim of the guidelines is to assist and promote consistent best practice among all planning authorities in the preparation of local authority development plans.

- The *Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas*<sup>36</sup> were published by the then DEHLG in 2009. The guidelines set out the key planning principles which should be reflected in development plans and local area plans, including around sustainable mobility provision.
- The *Spatial Planning and National Roads Guidelines for Planning Authorities*<sup>37</sup> were published by the then Department of the Environment, Community and Local Government (DECLG) in 2012. The guidelines are aimed at aligning road planning and policy and development planning.
- *Guidelines for Planning Authorities, Retail Planning*<sup>38</sup> were published by the then DECLG in 2012. The aim of the guidelines is to ensure that the planning system continues to play a key role in supporting competitiveness in the retail sector for the benefit of the consumer in accordance with proper planning and sustainable development.
- The *Design Manual for Urban Roads and Streets*<sup>39</sup> was jointly published by the then DECLG and DTTAS in 2013. It provides comprehensive design guidance in relation to reducing vehicular speeds and encouraging pedestrian and cycle centred streets. The *Manual* also makes note of the need to integrate spatial planning and transport planning in order to contain suburban sprawl and to design more compact, denser and integrated layouts that are critical for the delivery of reliable public transport services.
- The *National Cycle Manual*<sup>40</sup> was published by the NTA in 2013, to provide best-practice guidance for local authorities for integrating cycling infrastructure to the development plan making process
- *Local Area Plans, Guidelines for Planning Authorities*<sup>41</sup> was published by the then DECLG in 2013 to disseminate best practice on local area plans.
- The NTA's *Permeability Best Practice Guide*<sup>42</sup> was published in 2015 to assist local authorities and other organisations on how best to facilitate demand for walking and cycling in existing built-up areas.
- The *Sustainable Urban Housing: Design Standards for New Apartments, Guidelines for Planning Authorities*<sup>43</sup> were published by the Department of Housing, Planning and Local Government (DHPLG) in 2018. They include guidance on the proximity of new apartment developments to public transport and the provision of cycle parking for residents and visitors.

- The *Urban Development and Building Heights Guidelines for Planning Authorities*<sup>44</sup> were published by DHPLG in 2018. The guidelines set out new and updated national planning policy on building heights in relation to urban areas, elaborating on the strategic policy framework set out in *Project Ireland 2040* and the *National Planning Framework*. The guidelines refer to the commitments for investment in sustainable mobility infrastructure under *Project Ireland 2040* including rail, MetroLink, Luas, BusConnects and walking and cycling networks. The guidelines advise that: “In order to optimise the effectiveness of this investment in terms of improved and more sustainable mobility choices and enhanced opportunities and choices in access to housing, jobs, community and social infrastructure, development plans must actively plan for and bring about increased density and height of development within the footprint of our developing sustainable mobility corridors and networks.”

## 10.4 SIFLT and PLUTO

The *National Development Plan 2018-2027* refers to the DTTAS 2015 *Strategic Investment Framework for Land Transport (SIFLT)*<sup>45</sup> in the context of protecting the quality and value of past investments. The SIFLT set out the level of ongoing expenditure needed to protect the investment made in recent decades in the land transport network. It also established overarching priorities to guide the allocation of public investment in the network.

Alongside the policy review of sustainable mobility, DTTAS is carrying out a further piece of analysis – the *Planning, Land Use and Transport Outlook (or PLUTO) 2040* study. *PLUTO 2040* will take the objectives of *Project Ireland 2040* (as set out in the *NPF* and the *NDP*) and the priorities set out in the *SIFLT*, and develop high-level objectives for investment in Ireland’s roads and public transport infrastructure on the basis of them. One of the key challenges *PLUTO 2040* will set out to address is the fact Ireland’s transport system faces a number of, at times competing policy and investment priorities (such as expanding transport infrastructure while keeping the existing infrastructure in good condition). The purpose of *PLUTO 2040* is to develop a transport investment framework which delivers a land transport network that meets the travel needs of the population in the coming decades and which supports the National Strategic Outcomes of *Project Ireland 2040*.

## 10.5 National Economic and Social Council’s work programme

The National Economic and Social Council (NESC) recently carried out a programme of work around housing and transport infrastructure entitled ‘Land Use, Land Value and Urban Development’. It looked at international experience in active land management and land value capture to support both housing and provision of transport infrastructure.

Following the publication of *Project Ireland 2040*, the NESC published its report *Urban Development Land, Housing and Infrastructure: Fixing Ireland’s Broken System*<sup>46</sup> in May 2018. The Council’s report includes seven policy recommendations. It considers that the uplift in land and locational value, arising from infrastructure investment and urban development, can help to fund strategic infrastructure, particularly sustainable public transport. The report describes the way in



which Transport for London uses its land assets to create and share value in key locations, supporting new provision of affordable housing, investment in transport infrastructure and urban regeneration. The report considers that Ireland should use such locational value mechanisms as part of a broader approach to funding and financing infrastructure.

One of the themes of the NESC's 2019 work programme is transport-led development. In June, NESC published *Transport Orientated Development: Assessing Opportunity for Ireland*<sup>47</sup>, a report which is based on international case studies, in-depth analysis and a series of consultations. The message from the report is that the State must build on the vision set out in *Project Ireland 2040* to maximise the number of homes, jobs, public services and amenities which are close to frequent, high-quality transport services. The report considers that achieving the strategic objectives of compact growth and sustainability mobility will require further specific decisions to create such development at key locations, new institutional arrangements and tailored funding mechanisms. The report discusses actions that could be adopted so as to make transport-orientated development happen in Ireland. This includes:

- Identifying specific locations for transport orientated development with clear deliverables in housing (including social and affordable) and the frequency/quality of service provided by transport links;
- Establishing an agency or project management body to plan, oversee and deliver the transport orientated development at the location.
- Identifying/providing the necessary funding mechanisms that will enable the development to be built through and by capturing gains in land values and using it to reinvest in public transport (and other) infrastructure.

## 11 Concluding points

*Project Ireland 2040* recognises that planning and transport policies are highly interdependent and achieving a close linking of the two can be to their mutual benefit and lead to more coherent outcomes for society. As outlined throughout this paper, a number of the key objectives of *Project Ireland 2040* support better integration of land use planning and transport planning. Table 11.1 presents, in summary form, the main planning, investment and governance measures contained in both the *National Planning Framework* and the *National Development Plan 2018-2027* which support land use planning and transport planning integration.

**Table 11.1: Project Ireland 2040 measures to support integration of land use and transport planning**

Planning
<ul style="list-style-type: none"><li>▪ National Strategic Outcome: Compact Growth</li><li>▪ National Policy Objectives:<ul style="list-style-type: none"><li>– deliver 50% brownfield/infill development for cities, 30% elsewhere and 40% overall.</li><li>– better linkage between zoning of land and the availability of infrastructure.</li><li>– extend the NTA’s statutory responsibility for GDA transport planning to other cities.</li></ul></li><li>▪ Key growth enablers for cities:<ul style="list-style-type: none"><li>– Dublin and Cork: sustainable development of new greenfield areas for housing especially those on public transport corridors.</li><li>– Galway, Limerick and Waterford: sustainable development of new greenfield areas for housing and the development of supporting public transport and infrastructure.</li></ul></li><li>▪ Deliver key sustainable mobility objectives of the NTA’s <i>Transport Strategy for the GDA 2016-2035</i>.</li><li>▪ Provide public transport infrastructure and services to meet the needs of smaller towns, villages and rural areas.</li><li>▪ Develop a comprehensive network of safe cycling routes in metropolitan areas and in towns and villages where appropriate.</li><li>▪ Enable more effective traffic management within and around cities and re-allocation of inner city road-space in favour of bus-based public transport services and walking/cycling facilities.</li><li>▪ Strengthen public transport connectivity between cities and large growth towns in Ireland and Northern Ireland with improved services and reliable journey times.</li><li>▪ Provide a quality nationwide community-based public transport system in rural Ireland which responds to local needs under the Rural Transport Network and similar initiatives.</li></ul>

### Investment

- Commitment to protect the quality and value of the existing extensive public transport networks to a high level to ensure quality levels of service, accessibility and connectivity.
- Investment of €8.6 billion in new sustainable mobility infrastructure over the period to 2027 to reverse escalating congestion problems and to secure a significant improvement in public transport services.

### Governance

- Cross-government and sectoral integration at national, regional, metropolitan and local level:
  - Cross-departmental Project Ireland 2040 Delivery Board including DTTAS;
  - DTTAS, NTA and TII role in transport planning at regional and metropolitan level through the Regional Spatial and Economic Strategies and Metropolitan Area Strategic Plans;
  - Plan led investment through alignment of *National Planning Framework* and 10-year *National Development Plan 2018-2027*.

## Acronyms

CSO	Central Statistics Office
DHPLG	Department of Housing, Planning and Local Government
DPER	Department of Public Expenditure and Reform
DTTAS	Department of Transport, Tourism and Sport
GDA	Greater Dublin Area
IMF	International Monetary Fund
LDA	Land Development Agency
MASP	Metropolitan Area Strategic Plan
NDP	National Development Plan 2018-2027
NESC	National Economic and Social Council
NPF	National Planning Framework
NTA	National Transport Authority
OPR	Office of the Planning Regulator
PIMA	Public Investment Management Assessment
PLUTO 2040	Planning, Land Use and Transport Outlook 2040
PSO	Public Service Obligation
RSES	Regional Spatial and Economic Strategy
SDZ	Strategic Development Zone
SIFLT	Strategic Investment Framework for Land Transport
SPSV	Small Public Service Vehicle
TII	Transport Infrastructure Ireland
UITP	International Association of Public Transport

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