



Appendices

Appendix 2 (Part 3) Updated Core Strategy – Methodology (2026)



Section 1: Introduction, Context and Policy Framework

1.0 Introduction

This Appendix summarises the approach taken by the Planning Authority to review the existing zoned land capacity of the South Dublin County Development Plan 2022–2028 (the “CDP”) and to inform a Variation to the CDP in 2026 in response to the *National Planning Framework – First Revision, 2025* and associated *NPF Implementation: Housing Growth Requirements Guidelines for Planning Authorities, 2025* (the “NPF Implementation Guidelines”), issued under Section 28 of the Planning and Development Act 2000 (as amended), by the Minister for Housing Local Government and Heritage.

1.1 Context

The National Planning Framework – First Revision (the “Revised NPF”) was approved in April 2025. The Revised NPF is the Government’s high-level strategic plan for shaping future growth and development to 2040 and anticipates a requirement for approximately 50,000 new homes nationally per annum to 2040.

Pursuant to the adoption of the revised NPF, the Minister for Housing, Local Government and Heritage issued the NPF Implementation Guidelines for Planning Authorities (2025) under Section 28 of the Planning and Development Act 2000 (as amended). The NPF Implementation Guidelines interpret the national housing growth requirements for implementation at a local authority level through Development Plans and require the housing growth requirements to be reflected in the Development Plan, subject to consistency with national policy and the undertaking of necessary environmental assessment.

1.2 Housing Growth Requirements

The purpose of the NPF Implementation Guidelines is primarily to interpret the national housing growth requirements identified in the Revised NPF for implementation at a local authority level through local authority development plans. In this regard, the 2025 Guidelines set out new “Annual New Housing Growth Requirements” for each local authority to 2034 and beyond to 2040. In summary, as it relates to SDCC and the national context the requirements are as follows:

Table 1: National and Local Housing Supply Targets 2025 – 2040: NPF Implementation Guidelines

	National	SDCC
2025-2034	55,598	3,270
2035-2040	41,312	2,414
Total	c.800,000	c.47,000

The Guidelines set out the rationale for a higher annual target to 2034 and lower thereafter to 2040 including, inter alia, that the “*national target set out in the Revised NPF also includes a provision for ‘unmet demand’ and it is an objective of these Guidelines that this unmet demand will be addressed in the near term, up to the year 2034*”.

Policy and Objective 1 of the Guidelines states:

“It is a policy and objective of these Guidelines that the housing growth requirements for each planning authority set out in Appendix 1 are reflected in the relevant City or County Development Plan, subject





to consistency with the policies and objectives of the National Planning Framework – First Revision (2025), relevant Ministerial Guidelines issued under Section 28 of the Planning and Development Act 2000 (as amended), relevant Government policy, and the undertaking of necessary environmental assessments.”

1.3 Additional Provision

The NPF Implementation Guidelines provide for consideration of zoning lands up to 50% above the baseline housing growth requirement as “Additional Provision”, recognising that a relatively significant proportion of zoned lands are not activated over the period of a Development Plan:

“For the purposes of these Guidelines, planning authorities should address the scope for additional provision of up to 50% in excess of the baseline housing growth requirement set out in Appendix 1, in light of the urgent need to increase housing delivery and to optimise the ability to deliver on the housing requirements of the Revised NPF. ‘Additional provision’ recognises the fact that, for a variety of reasons, a relatively significant proportion of zoned lands are not activated over the period of a development plan.”

Policy and Objective 2 of the Guidelines states:

“It is a policy and objective of these Guidelines that ‘additional provision’ of up to 50% over and above the housing growth requirement for each local authority set out in Appendix 1 is reflected within the relevant City or County Development Plan, subject to consistency with the policies and objectives of the National Planning Framework – First Revision (2025), relevant Ministerial Guidelines issued under Section 28 of the Planning and Development Act 2000 (as amended), relevant Government policy, and the undertaking of necessary environmental assessments.”

The Guidelines clarify that when considering the quantum of additional provision *“the justification for this additionality and the criteria for the selection of land and sites should be carried out in accordance with the existing provisions of the “Development Plans - Guidelines for Planning Authorities” (2022), as set out in Section 4.4.3 thereof - “Ensuring Sufficient Provision of Housing Lands/Sites””.*

1.4 Review of Development Plan and Timeframes

The NPF Implementation Guidelines require Planning Authorities to review their existing Development Plan core strategy, settlement strategy and zoning objectives against the objectives of the Guidelines to assess the adequacy of existing zoned lands to cater for the housing growth requirements figures.

Where it is considered that lands may not come forward for development within the remaining period of the Development Plan, it may be necessary to consider the zoning of alternative lands where there is capacity to deliver housing in the short to medium term. The current Development Plan period runs to June 2028.

Policy and Objective 3 of the Guidelines states:

“It is a policy and objective of these Guidelines that planning authorities should use all available means to ensure that the objectives of these Guidelines are incorporated within development plans as quickly as possible through the variation of the current adopted development plan. Where a planning authority is undertaking a development plan review under the Act of 2000 or preparing a new development plan under the Act of 2024, a parallel process of varying the current adopted development plan, as appropriate, should be undertaken. The policies and objectives of these Guidelines should not be reflected in Local Area Plans without also being reflected within the relevant development plan.”





1.5 Tiering, Phasing and Strategic Development Areas

In accordance with the NPF Implementation Guidelines and the Development Plans Guidelines, it is recognised that long-term strategic and sustainable development sites which comprise major urban regeneration and/or transport orientated development sites may be delivered over a longer timescale than a single Development Plan period, reflecting their significant scale and the need for alignment with infrastructure and services.

This is relevant within South Dublin County given major Strategic Development Areas (SDAs) at varying stages of delivery, including Adamstown SDZ, Clonburris SDZ, Tallaght Town Centre LAP and City Edge.

The NPF Implementation Guidelines also invite planning authorities to consider the suitability of lands over the current Development Plan period and the subsequent plan period(s). Lands identified as potentially serving housing need outside of the current Development Plan period may be considered as strategic reserves and/or long-term SDAs.





Section 2: Settlement Capacity Audit

2.0 Introduction

The Development Plan is required to ensure that sufficient and suitable land is zoned for residential use, or for a mixture of residential and other uses, to meet the requirements of the projected population and housing growth over the lifetime of the Plan, and to ensure that a scarcity of such land does not arise. In this regard, the Plan must demonstrate consistency with the Revised NPF, the Regional Spatial and Economic Strategy (RSES) and Ministerial Guidelines issued under Section 28 of the Planning and Development Act.

In response to the requirements of Section 2.4 of the NPF Implementation Guidelines, an updated Settlement Capacity Audit was carried out by the Planning Authority, to calculate the potential residential yield of undeveloped lands in the plan period and beyond, in accordance with updated national policy and guidelines, density framework provisions and site-specific characteristics.

It should be noted that this SCA exercise was solely to inform a high-level desktop estimate of development capacity in the County in order to estimate the lands needed to achieve housing growth requirements. It shall not prejudice the performance by the planning authority of its functions and cannot be relied upon in the formal planning process or in legal proceedings.

2.1 Components

To assess the adequacy of existing zoned lands to cater for the revised housing growth requirements, a review of existing zoned lands with potential for development/redevelopment for residential uses was undertaken to assess suitability, deliverability and development potential. This process is referred to as a 'Settlement Capacity Audit'.

The Settlement Capacity Audit comprised four interrelated components:

- Land Capacity Audit
- Infrastructure Assessment
- Planning Assessment
- Deliverability Analysis and Forecasting

These components are interdependent and were applied in an iterative manner. Findings from infrastructure, planning and deliverability assessments informed refinement of site classification, development potential and the identification of lands capable of contributing to housing supply within the relevant timeframe.

A GIS-based, site-by-site high-level review was undertaken using available spatial, planning and infrastructure information to support the assessment. The review is informed by, and complements, the Council's Housing Supply Monitor, which tracks residential development activity and assists in understanding housing delivery trends and pipeline supply over time.



Section 3: Land Capacity Analysis

3.1 Purpose

The purpose of the Land Capacity Audit is to identify lands currently zoned for residential or mixed-use purposes that are considered to be undeveloped or underdeveloped and to attribute a projected development potential in terms of notional residential yield.

This stage establishes baseline capacity which is then refined through infrastructure, planning and deliverability assessment.

3.2 Scope and Site Identification

The Land Capacity Audit was undertaken using GIS, zoning maps, permissions and delivery status, and relevant datasets. The assessment covered lands zoned primarily for residential and mixed-use development where residential use is permitted/anticipated.

To ensure a consistent site-by-site evaluation, each land parcel was mapped and attributed with key parameters including zoning designation, gross area, land status, relevant statutory framework context (where applicable) and known constraints. This approach supports transparency and enables the assumptions underpinning notional yield to be traced at site level.

3.3 Development Status Classification

Lands were classified for residential uses or mixed-uses by development status:

Classification	Description
None¹	Lands not considered to have any potential for residential development for the foreseeable future.
Under Construction	Lands that have a grant of permission, and development has commenced.
Outstanding Permission	Lands that have a grant of permission, but development has not commenced.
Zoned Available SDA	Lands zoned and considered to be available for residential development within the Strategic Development Areas (SDAs) of Adamstown SDZ, Clonburris SDZ, Tallaght Town Centre LAP and City Edge.
Zoned Available Non-SDA	Lands zoned and considered to be available for residential development outside of the SDAs, i.e. rest of the County.
Long-Term Zoned Potential	Lands zoned for residential uses, considered to be developable over a longer timeframe (up to and beyond 2040) due to, inter alia: <ul style="list-style-type: none">• Gradual regeneration, infill or backland development,• Anticipated phased delivery of strategic long-term development areas, and• Significant constraints or infrastructure shortfalls to be addressed.

¹ The vast majority of plots mapped on SDCC's GIS database will already be set at "None" potential. This includes lands already developed or with existing uses, such as existing homes, parks, businesses, etc. where there is little/no likelihood of development potential in the foreseeable future.



3.4 Density Framework

Following the classification of lands by development status, the potential development capacity of each site was assessed in terms of projected residential yield (number of dwellings). This stage translates land availability into estimated housing capacity and forms a key component of the Settlement Capacity Audit.

Where a site benefits from an extant planning permission, the permitted number of dwellings was applied as the baseline yield, subject to refinement where necessary to reflect updated site status, phasing or revised site circumstances.

For sites without planning permission, a density framework was applied in accordance with the principles set out in the Sustainable and Compact Settlement Guidelines for Planning Authorities (2024). This framework assigns density ranges based on spatial context, including settlement type, proximity to urban centres, access to public transport, availability of services and integration within the existing built-up area. Within these ranges, densities were generally applied at the mid-point, unless site-specific factors such as infrastructure constraints, environmental considerations or strong public transport accessibility justified the application of a higher or lower density.

In areas subject to adopted statutory plans or development frameworks — including Clonburris SDZ, Adamstown SDZ, Tallaght Town Centre LAP and City Edge — density assumptions were aligned with the relevant plan parameters.

The projected yield derived through this process provides the baseline residential capacity for subsequent infrastructure, planning and deliverability assessment, through which the likely contribution of each site to housing supply over the relevant timeframe is determined.

3.5 Net Developable Area

In applying the density framework and estimating residential yield, an allowance was made for net developable area to ensure that projected capacity reflects the practical and spatial requirements of delivering residential development.

Net developable area represents the portion of a site considered capable of accommodating residential development once land required for infrastructure, environmental protection and supporting uses has been accounted for. The Compact Settlement Guidelines refers to a typical range of between 65-80% of a site area being net developable area. A similar range was adopted for the Settlement Capacity Audit based on a sample analysis of permitted developments in South Dublin County, with 80% taken as a standard, 70% applied for large-scale greenfield sites and 100% applied for small infill sites within the built-up area.

The rate was informed by available spatial, environmental and infrastructure data and applied consistently across assessed lands. Adjustments were made, as appropriate, to exclude areas required for:

- strategic open space provision;
- strategic ecological protection and environmental buffers;
- strategic flood risk management and drainage infrastructure;
- strategic movement corridors ;
- schools and community facilities where relevant;
- utilities infrastructure and associated set backs;



- and other site-specific constraints identified through mapping and technical review.

The application of net developable area ensures that projected capacity is grounded in realistic development assumptions and provides a consistent basis for comparing sites.

3.6 Outputs and Role in Wider Methodology

The results of the Land Capacity Audit are summarised in Table 2, which categorises zoned residential lands by development status and provides an overview of estimated residential capacity, land area and density across the County. The table establishes the baseline distribution of residential capacity and informs subsequent infrastructure, planning and deliverability assessment.

Table 2: Zoned Land Capacity and Status as of Q3 2025 (this accounts for minor corrections from the SCA Report October 2024)

Status	Total No. Dwellings	Total Area (Hectares)	Of which are in:		Average Densities
			SDAs	Non-SDAs	
Under construction	5,540	96	3,633	1,907	58
Permitted	6,994	136	4,043	2,951	52
Zoned Available Non-Strategic	5,951	121	0	5,951	49
Zoned Available Strategic	16,926	203	16,926	0	83
Total Zoned land Capacity	35,411	556	24,602	10,809	64
Long-term Zoned Potential (beyond 2040)	21,695	282	19,170	2,525	77
Total Long-term Zoned Land Capacity (up to and beyond 2040)	57,106	838	43,772	13,334	68

- ‘Current Zoned Land Capacity’ at 35,411no. dwellings across 556 hectares is the estimated capacity of lands assumed to be deliverable over the current and subsequent Development Plan periods up to the NPF timeline of 2040, and
- ‘Long-term Zoned Land Capacity’ at 21,695no. dwellings across 282 hectares is an estimate of the zoned land capacity which is more likely to be deliverable from 2040 onwards, but potentially deliverable before 2040 depending on numerous factors. It is predominantly made up of City Edge and Tallaght LAP Regeneration zoned lands.

While the initial stage of the assessment identified lands and applied a projected residential yield, the Land Capacity Audit forms part of a broader iterative process. Subsequent infrastructure, planning and deliverability assessments were applied to refine the classification of lands and their expected contribution to housing supply. Through this process, lands initially identified as having development potential were reassessed in light of servicing, planning suitability and delivery considerations.

For example, sites which did not achieve Tier 1 (serviced) or Tier 2 (serviceable within the life of the Development Plan) status in the Infrastructure Assessment, or which did not meet the required threshold in the Planning Assessment, were generally classified as Long-term Zoned Potential, reflecting uncertainty regarding the timing of delivery. An exception was made where planning permission was already in place and delivery was considered likely within the relevant timeframe.



Section 4: Infrastructure Assessment

4.1 Scope of Assessment

For the purposes of the infrastructure, planning and deliverability assessments, lands categorised as Outstanding Permission, Zoned Available and Long-term Zoned Potential were assessed. Lands categorised as Under Construction were excluded from the Infrastructure Assessment, as servicing requirements for these sites are assumed to have been resolved, or are being addressed, through the development management and construction process.

A minimum site threshold of 0.2 hectares was applied. Sites below this threshold, unless forming part of a larger landholding, were generally assumed to be Tier 1 (Serviced) due to their limited development potential and reliance on existing local infrastructure networks.

4.2 Purpose

The Infrastructure Assessment forms a core component of the Settlement Capacity Audit and evaluates the extent to which lands are currently serviced, serviceable within the lifetime of the Development Plan, or dependent on longer-term infrastructure delivery. The assessment is intended to:

- a) Identify strategic infrastructure projects that are critical to supporting the long-term growth of South Dublin County and the wider metropolitan area;
- b) Identify site-specific and neighbourhood-level infrastructure requirements necessary to support residential development and enable the activation of zoned lands; and
- c) Apply a tiered approach to land zoning, in accordance with National Policy Objective 101 of the Revised NPF, distinguishing between:

Tier 1 — Serviced lands, where infrastructure is available; and

Tier 2 — Serviceable lands, where infrastructure can be provided within the lifetime of the Development Plan.

The outcome of the Infrastructure Assessment informs both the classification of lands within the Settlement Capacity Audit and the identification of infrastructure dependencies influencing delivery and phasing.

4.3 Strategic Infrastructure Projects

Several strategic projects identified in the Development Plan have been completed or are nearing completion, the Infrastructure Assessment recognises that the timing, scale and sequencing of residential development are closely linked to the availability of enabling infrastructure, and that the Core Strategy must be supported by an evidence base demonstrating how growth locations can be serviced in a coordinated and sustainable manner.

Accordingly, the Planning Authority continues to monitor and have regard to the schedule of key infrastructure projects identified in Appendix 2 part 1 of the CDP. This schedule remains a central component of the Development Plan evidence base and provides the primary reference point for understanding infrastructure dependencies across the County.

Other critical strategic projects, including the Greater Dublin Drainage Scheme and the Water Supply Project – Eastern and Midlands Region, are yet to be constructed and are subject to revised delivery



timelines.

The key strategic transport projects are at varying stages of delivery. Dart+ South West's Railway Order was permitted in November 2024. Bus Connects Core Bus Corridors have commenced in a design and construct contract in a phased manner.

In addition, Energy infrastructure has been introduced as a new assessment category within the Infrastructure Assessment to reflect the increasing importance of energy security, grid capacity and decarbonisation in facilitating sustainable residential development, in line with national and regional policy objectives. Therefore, the Dublin West Grid Reinforcement Project, being progressed by EirGrid and ESB Networks, has been identified as a critical strategic investment, for the long-term energy security and growth of South Dublin County and the wider region.

While the strategic projects set out in the Development Plan continue to provide the overall structure for understanding infrastructure investment and growth, the site-level assessment enables the Planning Authority to apply that framework consistently across individual land parcels.

In this way, the Infrastructure Assessment supports the Core Strategy by linking the Development Plan's growth strategy to the capacity and timing of infrastructure delivery, and by identifying where coordinated interventions, including Specific Local Objectives where appropriate, may be required to facilitate development.

4.4 Infrastructure Categories and Assessment Approach

A structured, criteria-based assessment was undertaken across the following infrastructure categories:

- Roads and Access
- Wastewater
- Water Supply
- Drainage and Flood Risk
- Energy

Each category was assessed on a site-by-site basis, or area basis where relevant, having regard to infrastructure capacity, constraints, planned upgrades and likely requirements to support development. The criteria were designed to identify whether infrastructure is currently available, can be provided within the Development Plan period, or is dependent on longer-term investment.

In broad terms, the criteria applied to each category included the following:

Roads and Access:

Assessment considered whether lands are served by a public road network capable of accommodating development and whether safe and practical access can be achieved. This included consideration of public road access, road standard and width, pedestrian and cycle connectivity, accessibility to public transport and any access or junction constraints that may influence development.

Wastewater:

Assessment considered whether connection to the foul drainage network is feasible and whether adequate capacity exists within the local and wider wastewater network to support development. This included consideration of local network constraints, downstream capacity, required upgrades and dependency on strategic wastewater infrastructure.

Water Supply:

Assessment considered whether an adequate water supply can be provided to serve development. This included consideration of connection feasibility, local network capacity and pressure, and any reinforcement or strategic upgrades required to facilitate development.

Drainage and Flood Risk:

Assessment considered whether surface water drainage can be appropriately managed and whether flood risk constraints affect the suitability and/or extent of development. This included consideration of known flood risk indicators i.e. High-End Future Scenario flood zones A and B, riparian corridors, drainage capacity, feasibility of Sustainable Drainage Systems (SuDS) and any mitigation or infrastructure requirements necessary to support development.

Energy:

Energy infrastructure was assessed as a standalone category to reflect the increasing importance of electricity network capacity in determining the timing, scale and viability of development, particularly in areas experiencing significant growth and intensification. The assessment considered the feasibility of connection, known local constraints, potential requirements for neighborhood-level upgrades and, where relevant, dependency on wider strategic grid reinforcement. This represents an enhancement of the methodology compared to the previous Development Plan, where energy considerations were not assessed as a distinct infrastructure category.

While the overall framework remains aligned with the previous methodology, refinements were made to the sub-criteria within each category to reflect updated data, improved understanding of infrastructure constraints and evolving service requirements.

4.5 Scoring Methodology

A structured scoring system was applied to support consistency and transparency in the Infrastructure Assessment. Each infrastructure criteria was scored on a scale of 1 to 5, reflecting the relative level of infrastructure availability, capacity, constraint and deliverability associated with each site.

Scores were aggregated within each infrastructure category to generate a category score out of 100, with the combined Infrastructure Assessment carrying a maximum total score of 500 across the five infrastructure categories. This approach ensures a consistent and comparable scoring framework across all assessed lands.

4.6 Tiering Classification

The results of the Infrastructure Assessment were used to classify lands in accordance with the tiered approach to zoning set out in national planning policy, distinguishing between lands that are serviced and lands that are serviceable within the Development Plan period.

The following thresholds were applied:

- Tier 1 (Serviced): overall infrastructure score of 70% or greater (≥ 350)
- Tier 2 (Serviceable): overall infrastructure score of 50% or greater (≥ 250)
- Below Tier 2: sites scoring below 50% were deemed to require further study to understand the infrastructural constraints/requirements and were categorised as 'Long-term Zoned Potential', unless planning permission was already in place.

While tiering is determined by the overall infrastructure score, category-level results provided insight



into the nature of infrastructure constraints affecting individual sites and supported the identification of enabling measures and infrastructure dependencies which may influence the timing and sequencing of development.

4.7 Engagement

Additionally, the Infrastructure Assessment was informed by engagement across relevant Council directorates and with external infrastructure and service providers. This collaborative approach supported a comprehensive understanding of infrastructure capacity, planned upgrades and site-specific requirements, enabling a more robust classification of lands in terms of servicing and delivery potential.



Section 5: Planning Assessment

5.1 Purpose and Policy

The Planning Assessment forms a core component of the Settlement Capacity Audit and evaluates the suitability of lands for residential development in the context of national, regional and local planning policy.

The assessment is structured around key policy outcomes shared across the revised NPF, RSES and Development Plan, including:

- Compact Growth and sustainable settlement patterns;
- Accessibility and Sustainable Mobility;
- Climate Action and the transition to a low-carbon, climate-resilient society; and
- Alignment with national and regional spatial planning objectives, including the Metropolitan Area Strategic Plan.

These outcomes reflect a broader policy framework encompassing several National Strategic Outcomes, including sustainable compact growth, enhanced regional accessibility, sustainable mobility, climate action, and sustainable management of water and environmental resources. The Planning Assessment therefore considers not only the physical capacity of lands to accommodate development, but also their ability to support sustainable settlement patterns consistent with national and regional policy.

5.2 Assessment

The primary purpose of the Planning Assessment is to refine the lands identified through the Land Capacity Audit process from a sustainable planning perspective. In doing so, the assessment:

- evaluates the suitability of lands to support compact, infill, sequential and plan-led growth;
- identifies site-specific planning constraints that may influence the timing, form or feasibility of development;
- highlights locations where additional services, infrastructure or policy interventions may be required.

5.3 Assessment Criteria

A structured set of criteria was applied to evaluate the ability of each site to support development consistent with the shared objectives of the revised NPF, RSES and Development Plan. The criteria included:

- alignment with priority growth locations identified within the Metropolitan Area Strategic Plan and the Development Plan settlement strategy;
- contribution to compact growth, including infill, consolidation and development within the existing built-up footprint of Dublin City and Suburbs;
- brownfield or greenfield status, recognising national policy support for regeneration and efficient use of land;
- proximity to established centres of services, employment and social infrastructure, including education, retail and community facilities; and
- proximity to existing and planned high-capacity public transport corridors and nodes, supporting sustainable mobility and reduced reliance on private car travel.

These criteria collectively assess how well lands align with the spatial planning objectives of the Development Plan and broader national and regional policy, particularly in relation to sustainable settlement patterns, accessibility and climate resilience.

5.4 Scoring Methodology

A structured scoring system was applied to support consistency and transparency in the assessment process. Each criterion was scored on a scale of 1 to 5, with the brownfield/greenfield criterion scored within a range of 3 to 5 to reflect national policy support for brownfield regeneration and compact urban development.

The Planning Assessment carried a maximum total score of 500, equivalent to the Infrastructure Assessment, thereby ensuring balanced consideration between planning and infrastructure factors. The minimum possible score was 140.

The assessment operated on a pass/fail basis, with sites achieving 50% or more deemed to pass. Sites scoring below this threshold were not excluded from consideration but were identified as requiring further examination to better understand and address planning-related constraints. While overall scores informed pass/fail outcomes, individual criterion scores provided valuable insight into the nature and spatial distribution of planning constraints across the County.

5.5 Assessment Outcomes

The results of the Planning Assessment indicate that the vast majority of lands identified within both the Current Zoned Land Capacity, and the Long-term Zoned Potential categories achieved a positive planning score.

These lands were found to be capable of accommodating residential development in a manner consistent with the objectives of the revised NPF, RSES and the County Development Plan, particularly in relation to:

- compact and sequential growth,
- accessibility to services and employment,
- sustainable transport patterns, and
- climate action and reduced carbon dependency

A limited number of lands, amounting to approximately 12 hectares with a potential yield of circa 457 dwellings, scored below the 50% threshold. This outcome indicates that further work may be required to address locational or accessibility issues, such as proximity to services, retail provision or high-capacity public transport.

These lands have not been discounted but are more appropriately considered within the Long-term Zoned Potential category pending further investigation or the delivery of supporting infrastructure and services.

Section 6: Deliverability Analysis

6.1 Purpose

While the Land Capacity Audit establishes the scale of zoned residential capacity, and the Infrastructure and Planning Assessments evaluate suitability and servicing, the Deliverability Analysis considers the realistic timing and likelihood of development.

This distinction is important, as the existence of zoned land does not in itself guarantee delivery within the relevant planning period. The Deliverability Analysis therefore provides an evidence-based evaluation of how much housing is likely to be delivered, when it is likely to occur, and how this aligns with the housing growth requirements set out in national policy.

6.2 Approach

The Deliverability Analysis was undertaken through a structured evaluation of lands identified, having regard to both site-specific and strategic factors influencing delivery. The assessment considered:

- current development activity, including lands under construction and sites with extant planning permission;
- infrastructure availability, dependencies and delivery timelines;
- planning status and readiness for development;
- land ownership, site assembly and existing land use constraints;
- scale, complexity and phasing of development, particularly within Strategic Development Areas;
- lead-in time between zoning, planning permission, commencement and completion; and
- historic delivery trends and site activation rates within the County.

6.3 Strategic Development Areas

Strategic Development Areas (SDAs), including Clonburris SDZ, Adamstown SDZ, Tallaght Town Centre and City Edge, represent a significant proportion of the County's residential land capacity and are central to long-term housing delivery. These locations are characterised by their scale, strategic importance and reliance on coordinated infrastructure investment and phased delivery.

Due to their size and complexity, SDAs are typically delivered over extended timeframes, often spanning multiple Development Plan periods. Delivery within these areas is influenced by major infrastructure investment, land assembly, regeneration requirements, and the coordinated provision of transport, utilities and social infrastructure. As a result, while SDAs contribute substantially to overall zoned capacity, only a portion of this capacity is expected to be realised within each delivery period, with the remainder delivered progressively over the longer term.

The Deliverability Analysis therefore distinguishes between SDA capacity likely to contribute within each forecast period and longer-term SDA capacity expected beyond the immediate planning horizon.

6.4 Forecast Housing Delivery

The Deliverability Assessment produced a forecast of expected housing delivery across defined time periods to 2040, based on the cumulative contribution of lands under construction, permitted sites and zoned lands considered capable of delivery within each period.



Appendices

The results are presented in Table 3: Estimated Forecast of Land Capacity Delivery to 2040, which forms a key component of the evidence base supporting the Development Plan Core Strategy.

Table 3: Estimated Forecast of Land Capacity Delivery to 2040 (no. of dwelling)

	2025-2028	2029-2030	2031-2034	2035-2040	TOTAL
SDAs	7,706	4,034	7,719	5,143	24,602
Non-SDAs	1,907	1,495	2,990	4,417	10,809
Forecast Land Capacity Delivery	9,613	5,530	10,710	9,560	35,411
Cumulative Forecast Land Capacity Delivery	9,613	15,142	25,852	35,411	
Cumulative Baseline Housing Requirement	11,699	18,239	31,319	45,803	
% of target	82%	83%	83%	77%	
Estimated Shortfall to Target	2,086	3,097	5,467	10,392	
Equivalent Hectare Land Requirement (at average densities of 40-80 dph)	26-52	38-77	68-136	129-259	
Cumulative Baseline Housing Requirement with Max 50% Additional Provision	17,519	27,359	46,979	68,705	

6.5 Forecast and Identified Shortfall

As outlined in Table 3, the Deliverability Assessment indicates that projected housing delivery is below the cumulative baseline housing growth requirements across each forecast period. The shortfall reflects the combined influence of infrastructure constraints, delivery dynamics, phasing of development and the longer-term activation of certain lands, particularly within large-scale regeneration and strategic development locations.

The estimated shortfall relative to the housing growth requirements is as follows:

- 2,086 dwellings between 2025–2028 (equivalent to approximately 26–52 hectares);
- 3,097 dwellings between 2025–2030 (equivalent to approximately 38–77 hectares);
- 5,467 dwellings between 2025–2034 (equivalent to approximately 68–136 hectares); and
- 10,392 dwellings between 2025–2040 (equivalent to approximately 129–258 hectares).

This analysis demonstrates that the anticipated rate of delivery does not fully align with the revised NPF housing growth requirements, particularly in the earlier periods where delivery is required to address unmet housing demand.

6.6 Supply

The findings of the Deliverability Assessment, as set out in Sections 6.4, 6.5 and Table 3: Estimated Forecast of Land Capacity Delivery to 2040, indicate that while sufficient zoned land capacity exists in overall quantum, the forecast rate and timing of delivery results in a shortfall relative to baseline housing growth requirements, particularly in the short to medium term.



The estimated shortfall to the Development Plan period (2025–2028) equates to approximately 2,086 dwellings, or c.26–52 hectares, based on average residential densities. However, national policy under the NPF Implementation Guidelines provides for additional provision of up to 50% above baseline housing growth requirements in recognition that not all zoned lands activate or deliver within a plan period and that a flexible pipeline of lands is required to sustain housing delivery.

In this context, the Development Plan provides for a broader portfolio of additional residential lands which:

- Address the minimum short-term delivery gap identified for the Development Plan period;
- Provide additional provision in accordance with national policy to allow for activation of lands;
- Support continued housing delivery beyond the Development Plan period, including lands which will contribute in the medium to long term.

Accordingly, the overall quantum of additional residential lands exceeds the minimum short-term requirement and reflects the combined need to address the identified shortfall, provide additional provision, and ensure continuity of supply having regard to the phased delivery of certain locations, particularly within Strategic Development Areas and regeneration locations.

In parallel, the methodology also identifies locations where site-specific or area-based measures may assist in unlocking currently zoned lands, including infrastructure dependencies, access requirements and coordination of development. Where appropriate, such measures are reflected through Specific Local Objectives to support the activation of suitably located and zoned lands.

Section 7: Future Lands

7.1 Purpose and Rationale

The Settlement Capacity Audit identified a gap between projected housing delivery and the housing growth requirements set out in national policy. In response, the Development Plan provides for additional residential land capacity to ensure sufficient supply and flexibility to support housing delivery over the relevant timeframe, having regard to projected delivery from existing zoned lands and the role of additional provision under the NPF Implementation Guidelines.

The identification of additional lands was undertaken through a structured and evidence-based methodology designed to ensure that lands brought forward represent the most suitable, sustainable and deliverable options available. The process was integrated with the wider Settlement Capacity Audit and environmental assessment processes and was applied in an iterative manner, with findings from each stage informing refinement of site selection.

7.2 Step 1 – High Level Alternatives

In order to identify suitable lands, a high-level assessment of preference was followed, aligned with the shared national, regional and local goals primarily around Compact Growth, Accessibility, Sustainable Mobility, Climate Action and a transition to a low carbon climate resilient society. Early alternatives were considered as part of the Strategic Environmental Assessment process. This prioritised existing brownfield or underutilised lands within the built-up footprint of Dublin City and Suburbs and locations for large-scale transport orientated development.

7.3 Step 2 – Candidate Lands and Longlist Formation

Potential additional lands were identified through a combination of spatial analysis, technical review and engagement across relevant Council departments, alongside consideration of lands brought to the attention of the Planning Authority through a non-statutory consultation process undertaken in October 2025.

The Planning Authority's criteria for lands was set out in the non-statutory consultation as site's that:

- Contribute to the achievement of Compact Growth.
- Are within the built-up footprint of Dublin City and Suburbs and other existing towns.
- Are in areas that contribute to Transport-Oriented Development (TOD) by virtue of good availability and proximity to high-capacity public transport.
- Are serviced or serviceable within the next five-year period.
- Are in areas with good social infrastructure and capacity in schools and community facilities or that can provide for the development of necessary social infrastructure.
- Support the development of infill housing, housing on brownfield land and/or address vacancy and dereliction.
- Do not have significant challenges or impediments to the development of housing e.g. legal, environmental, topographical or servicing.

All identified lands formed a longlist of candidate sites for assessment. The methodology applied a consistent level of assessment across all lands, with initial priorities reflected through the criteria framework rather than through exclusion at this stage



7.4 Step 3 – Criteria Based Assessment

Lands remaining after screening were assessed using the structured criteria-based assessment from the Settlement Capacity with an additional category of assessment considering other factors, including social infrastructure, deliverability, environmental/heritage sensitivities, site constraints, among others.

A scoring and comparative assessment approach was applied to ensure consistency. The assessment also identified site-specific constraints and infrastructure requirements which, where appropriate, informed the inclusion of supporting measures such as Specific Local Objectives for lands that were proposed for rezoning.

7.5 Step 4 – Final Site Identification

The Development Plan provides for additional residential lands based on a combination of:

- overall suitability and assessment outcomes;
- ability to contribute to addressing the identified shortfall;
- deliverability within the relevant timeframe; and
- alignment with the spatial strategy and policy framework of the Development Plan.

In some instances, additional considerations informed selection, including conflict with other County Development Plan policies, site-specific opportunities/constraints and opportunities for planning/social gain. In certain cases, only parts of sites were included e.

Not all assessed lands were progressed. Lands were not progressed where they did not perform sufficiently in the assessment, where deliverability was uncertain within the relevant timeframe, where infrastructure constraints were significant, or where environmental considerations indicated that progression would be inappropriate.

Only the scale of lands needed to fulfil the housing growth requirements and additional provision of up to 50% above the baseline target were brought forward.

Following this review process, additional lands comprising of approx. 156 hectares with the indicative capacity for 7,234 new dwellings were zoned for residential purposes.

The zoning of additional lands addresses the anticipated need for additional and alternative lands to achieve the baseline housing requirements and includes the maximum ‘additional provision’ as provided for in the NPF Implementation: Housing Growth Requirements Guidelines to 2028, while taking into account the anticipated delivery on currently zoned lands up to 2030. In reviewing the Core Strategy, the Planning Authority utilised the full additional provision allowance for the Development Plan period in light of the urgent need to increase housing delivery, the existing and forecast housing need, the need to plan for unforeseen circumstances and to optimise the ability to deliver on the housing requirements of the Revised NPF. The need for future levels of additional provision will be determined as part of the preparation of subsequent Development Plans.

Furthermore, the analysis identified potential large-scale strategic long-term development areas which can support the achievement of the housing growth requirements beyond the current Plan period and up to 2040. These were identified as appropriate to commence the analysis required to ensure sustainable plan-led development and delivery of housing under the next Development Plan period and into the 2030s.





7.6 Step 5 – Integration with SEA, AA and SFRA

The identification and refinement of additional lands was undertaken parallel with the Strategic Environmental Assessment, Appropriate Assessment and Strategic Flood Risk Assessment processes. Environmental considerations informed the modification, refinement or exclusion of lands to ensure that the most sustainable options were brought forward and that potential environmental effects are appropriately assessed.

