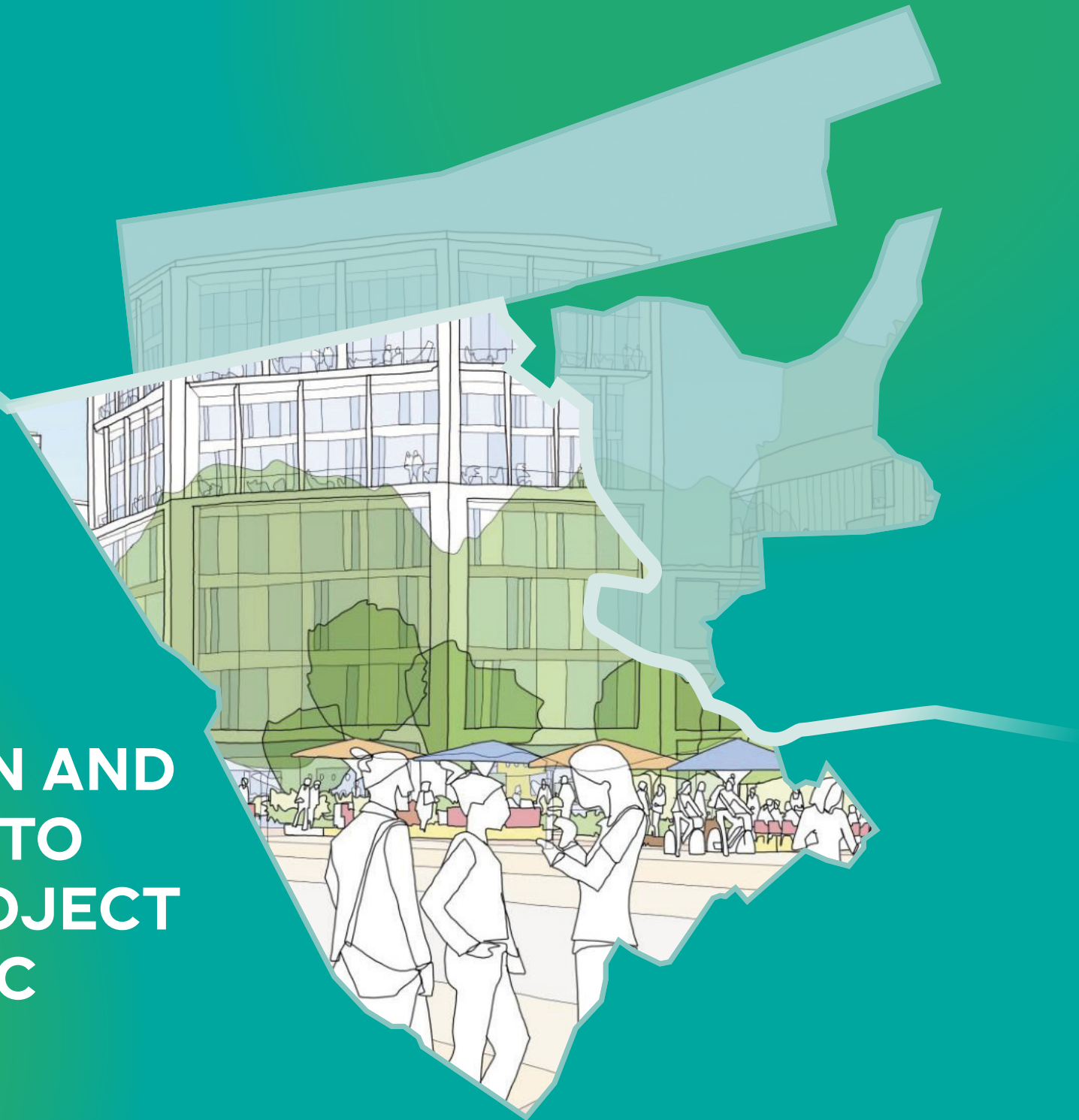




INTRODUCTION AND BACKGROUND TO CITY EDGE PROJECT AND STRATEGIC OBJECTIVES



1.1 CITY EDGE PROJECT BACKGROUND

The **City Edge Project** is a transformative initiative to reimagine the Naas Road, Ballymount and Park West areas of Dublin as a new urban quarter providing up to 40,000 homes and 75,000 jobs. The City Edge lands straddle the South Dublin County Council (SDCC) and Dublin City Council (DCC) functional areas, and the project is a partnership between the two local authorities in a collaborative effort to deliver this large-scale regeneration scheme. At 700 Hectares, the scale of the project makes it unique in Ireland and one of the largest redevelopment opportunities in Europe.

The brownfield lands are located at the western edge of Dublin City, within the M50 and only 15 minutes from the City Centre, creating a unique opportunity for sustainable compact growth. The area as now envisaged has the potential to make a significant contribution to the delivery of much needed new homes and jobs, while also generating significant economic, climate and social benefits for the country. Based on the 10-minute city principle, a central aim of City Edge is to deliver a compact liveable quarter, whereby residents, workers and visitors can access essential daily needs locally by walking and cycling, and where longer trips are made on high quality public transport.



1.2 STATUS OF STRATEGIC URBAN REGENERATION FRAMEWORK (SURF)

This **Strategic Urban Regeneration Framework** (SURF) is the primary land use document for the part of the City Edge project area within the South Dublin County Council functional area. By Variation of the [South Dublin County Development Plan 2022-2028](#), this SURF is an appendix to the aforementioned Plan and will comprise a **planning framework** for the purpose of Candidate UDZ (Urban Development Zone) designation (refer to Section 1.3 below) under the [Planning and Development Act, 2024](#). It is the statutory document for the consideration of development proposals within the project area.

The SURF is informed in full by the previous non-statutory [City Edge Strategic Framework \(2022\)](#) prepared by South Dublin County Council and Dublin City Council. The non-statutory Framework sets out a high-level and long-term vision for the City Edge area and identifies critical infrastructure elements required to support development in the project area. This SURF seeks to transpose the long-term overarching strategy of the Strategic Framework into planning guidance to guide the regeneration of the area in the short to medium term.

This SURF relates to the City Edge area within the administrative boundary of South Dublin County Council. It complements and is consistent with the South Dublin County Development Plan 2022-2028, reflecting the core strategy, principles, policies and objectives for the County and should be read in conjunction with the standards of same. For the avoidance of doubt, the objectives of the County Development Plan 2022-2028 apply unless otherwise stated in the SURF. In the event of a conflict arising between an objective in the SURF and that of the County Development Plan, the SURF objective shall take precedence, and a planning decision may be made on that basis.

The SURF is representative of the commitment of South Dublin County Council and City Edge project partner Dublin City Council to continue to implement the City Edge Strategic Framework (2022) and the overarching vision for the City Edge area.

1.3 URBAN DEVELOPMENT ZONE DESIGNATION

The Planning and Development Act, 2024 provides for several new plan-making mechanisms and designations including **Urban Development Zones** (UDZs). The Act provides the Minister and planning authorities with the ability to identify strategic lands for development that would be of significant economic, social and environmental benefit to the State and to designate them as candidate UDZs in the development plan, and to further designate them as Urban Development Zones, if appropriate and required. These areas will be a focus of public investment in key enabling infrastructure in order to ensure that the potential for development can be realised in a timely manner.

It is proposed to seek candidate UDZ designation for City Edge following the adoption of the Draft SURF, given its objective to deliver transport-oriented development and compact growth on brownfield land in a plan-led manner. This Strategic Urban Regeneration Framework will comprise the **planning framework** required for candidate UDZ status under the Planning Act. The process provides for the identification of ‘**critical lands**’ which are lands identified in a planning framework as required for public infrastructure and facilities. The definition of ‘**public infrastructure and facilities**’ in the Act is broad and includes public transport and active travel; green and blue infrastructure; social, community, cultural and recreational facilities; and utilities. (Refer also to Section 2.2).

At the time of writing, the relevant sections of the Act have not commenced and therefore candidate UDZ / UDZ status cannot currently be sought. In the interim, SDCC is proceeding to incorporate this SURF into the Development Plan as a proposed Variation, in order to expedite providing a statutory plan as a basis for the future planning of the area. When the relevant sections of the Act have commenced, SDCC will proceed to seek candidate UDZ status. Full UDZ status may subsequently be sought at the appropriate time.

Both SDCC and DCC Development Plans make reference to collaboration in relation to preparation of a statutory plan for the City Edge area. However, (Candidate) UDZ designation will be sought separately by SDCC for the City Edge area within its jurisdiction as the UDZ designation process is tied to a Development Plan proposed variation procedure, which requires to be carried out independently by a planning authority. Notwithstanding this, SDCC and DCC will continue to work in close partnership to implement the sustainable regeneration of City Edge in accordance with the overarching pathway set out in the City Edge Strategic Framework (2022).

1.4 LEGISLATION AND POLICY CONTEXT

The regeneration of City Edge is supported by national, regional and local plans, policies and guidelines. The legislative and policy context is detailed below along with recent changes and updates introduced since the publication of the Strategic Framework (2022).

1.4.1 LEGISLATION

Planning and Development Act, 2024

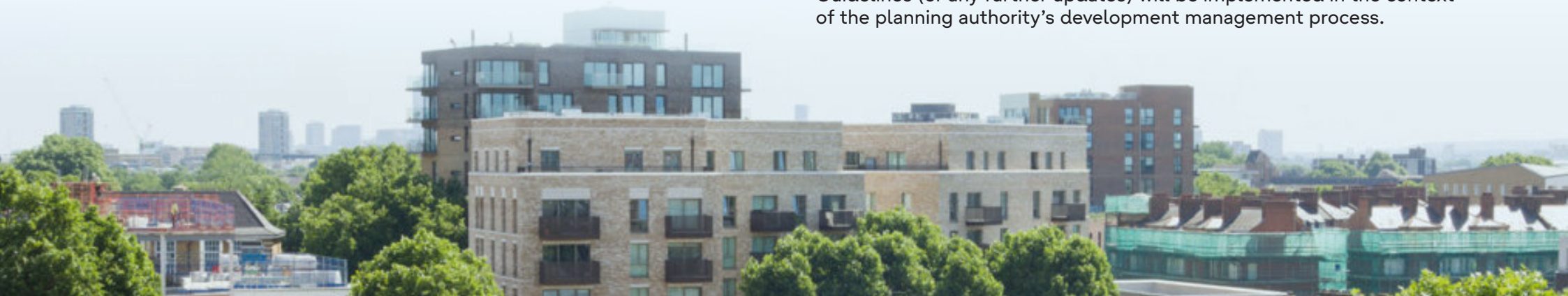
The Planning and Development Act, 2024 was signed into law in October 2024. The Act consolidates and revises the law in relation to planning and development and repeals the previous Planning Acts. The new Act provides for several plan-making mechanisms and designations including Urban Development Zones (UDZs) which will provide local authorities with the ability to identify strategic lands for which development would be of significant economic, social and environmental benefit to the State. City Edge is an ideal candidate for UDZ designation, given its objective to deliver transport-oriented development and compact growth on brownfield

land in a plan-led manner. As such, Candidate UDZ designation will be pursued (to be followed by UDZ designation if considered necessary and appropriate) following adoption of the proposed Variation to include the SURF as part of the County Development Plan and following commencement of the relevant sections of the Act pertaining to UDZs.

1.4.2 GUIDELINES

Sustainable Urban Housing: Design Standards for New Apartments – Guidelines for Planning Authorities (2025)

These [Section 28 Ministerial Guidelines](#) set out guidance, standards and policy requirements in relation to the design of apartment developments to take account of current Government policy and economic, social and environmental considerations. They update previous iterations of the Apartment Guidelines in the context of the Planning and Development Act, 2024, the Compact Settlement Guidelines (2024) (see below) and the revised National Planning Framework (2025). The requirements of the new Apartment Guidelines (or any further updates) will be implemented in the context of the planning authority's development management process.



Sustainable Residential Development and Compact Settlements - Guidelines for Planning Authorities, (January 2024)

These [Section 28 Ministerial Guidelines](#) set out policy and guidance in relation to the planning and development of urban and rural settlements, with a focus on sustainable residential development and the creation of compact settlements. They are accompanied by a companion non-statutory Design Manual that illustrates best practice examples of how the policies and objectives of the Guidelines can be applied. There is a renewed focus in the Guidelines on the renewal of existing settlements and on the interaction between residential density, housing standards and quality urban design and placemaking to support sustainable and compact growth. The principles that underpin the City Edge vision (eg. compact growth, focus on sustainable travel, integrated community infrastructure, etc.) are aligned with these Guidelines, and the recommended methodology for calculating density has been applied in the formulation of the layouts and capacities set out in this SURF.

1.4.3 NATIONAL, REGIONAL AND LOCAL PLANS AND POLICIES

National Planning Framework (and Urban Regeneration and Development Fund (URDF))

The [National Planning Framework](#) (NPF) is the Government's high-level strategic plan for shaping the future growth and development of the country to the year 2040. It was originally published in 2018 and has been reviewed to take account of updated ESRI population projections based on 2022 Census figures, and revised economic modelling and changes to Government policy. The revised NPF presents City Edge as a case study of large-scale brownfield

regeneration. City Edge continues to align with the updated version of the NPF, seeking to deliver compact growth, significant blue and green infrastructure, and transport-oriented development.

The [National Development Plan](#) brought forward the Urban Regeneration and Development Fund (URDF) as a key tool to deliver the compact growth objectives of the NPF. This has proven to be an important and significant source of funding for the renewal and regeneration of cities and towns across Ireland. The URDF funding for City Edge part-funded the preparation of the Strategic Framework (2022).

Regional Spatial and Economic Strategy (RSES) and Metropolitan Area Strategic Plan (MASP)

The [Eastern and Midland Regional Assembly \(EMRA\) Regional Spatial and Economic Strategy \(RSES\)](#), 2019 provides the regional basis for the integration of land use and transport planning, informing the preparation and implementation of plans, programmes and projects at all levels. The RSES contains a Metropolitan Area Strategic Plan (MASP) for Dublin which sets out a 12-to-20-year strategic planning and investment framework for the Dublin metropolitan area. City Edge is identified as part of the MASP's Dublin South-West Strategic Development Corridor. The MASP highlights that City Edge comprises significant underutilised brownfield lands with potential for residential development and more intensive employment/mixed uses. The capacity of City Edge has been reviewed against the RSES and will continue to be assessed against any future updates of this document. Review of the RSES is due to commence following publication of the revised NPF.

South Dublin County Development Plan 2022-2028

Since the publication of the City Edge Strategic Framework (2022), the SDCC County Development Plan for the period 2022-2028 has been adopted. The Development Plan Core Strategy contains Policy CS2 (below) which sets out the requirement for the preparation of a statutory plan for the City Edge Regeneration lands.

CS2 Objective 1:

To prepare a Local Area Plan or other appropriate mechanism for the zoned Regeneration (REGEN) lands and other lands at Naas Road / Ballymount as defined by the City Edge Project boundary. The LAP or equivalent will commence in 2022 and provide a framework for the sequential and phased development of the lands, integrating sustainable transport, land use and blue and green infrastructure. The City Edge Strategic Framework will inform this Statutory Plan.

CS2 Objective 2:

To facilitate a co-ordinated approach and vision to any future sustainable development of the City Edge area in collaboration with Dublin City Council and all relevant stakeholders, including the local community and existing businesses having regard to their operational needs, and ensure that the needs of the existing and new community will be met, and the provision of necessary community and physical infrastructure is delivered in tandem with any new development.

This Strategic Urban Regeneration Framework (SURF) will comprise an appendix of the South Dublin County Development Plan 2022-2028, giving it a statutory basis and thus meeting the requirements of Development Plan policy CS2 Objective 1. The SURF also meets the requirements of Policy CS2 Objective 2 in that there is continued close collaboration with DCC and other stakeholders and the phasing strategy that forms part of this SURF seeks to ensure the delivery of infrastructure and facilities as development progresses.

In addition, most of the lands within City Edge are zoned **REGEN** with the objective: **‘To facilitate enterprise and / or residential-led regeneration subject to a development framework or plan for the area incorporating phasing and infrastructure delivery’**.

The SURF satisfies the requirement of this zoning objective for a ‘development framework or plan’.



1.5 PREVIOUS PLANS AND STUDIES

This SURF builds on, and is informed by, previous City Edge plans and studies as set out below, commencing with the most recent.

1.5.1 CITY EDGE STRATEGIC FRAMEWORK (2022 – NON-STATUTORY FRAMEWORK)

The City Edge Strategic framework (2022) is a non-statutory document, published in August 2022, which comprises the current planning strategy for City Edge. An international urban design and urban planning team, led by Maccreanor Lavington Architects and Urbanists, was selected to undertake a detailed study of the area and to work with SDCC and DCC to define an aspirational vision for how this part of Dublin City can develop over the coming decades. This culminated in the City Edge Strategic Framework which sets out a high-level vision and delivery strategy for how the regeneration of City Edge can support the delivery of new homes and amenities to cater for the various needs of a growing population. The vision and objectives together envisage a new sustainable urban quarter based on active travel and public transport with extensive green cover, a diverse and strong employment function and mixed and balanced residential communities that have a choice of housing types, tenures and sizes. This vision and the strategic objectives have been brought forward in this SURF and refined. Other objectives to implement specific infrastructure projects in the Strategic Framework (2022) have also been carried forward in this SURF.

The Framework was informed by a comprehensive [Baseline Study](#) (2021) and [Emerging Preferred Scenario](#) (2021), by the outcome of public consultation (see below), and by a number of supporting studies including environmental screening reports, and studies on housing, transport, economy, climate action, Seveso constraints and surface water management.

City Edge Strategic Framework (2022) - Vision



To support the long-term, resilient **GROWTH** of the Dublin region by making the most of City Edge.



Create a major new **URBAN QUARTER** on the edge of Dublin City, providing much needed new **HOMES** and **EMPLOYMENT** space for the city, whilst ensuring the area's rich industrial history can continue to play an important role into the future.



Five new neighbourhoods, based on **15-minute city** principles, will celebrate the area's existing qualities such as the **GRAND CANAL**, the **RIVER CAMAC** and **LANSDOWNE VALLEY PARK**.



Whilst a network of new biodiversity rich **PARKS**, **GREEN** and **BLUEWAYS**, **PUBLIC TRANSPORT**, local **HIGH STREETS**, **COMMUNITY FACILITIES** and **ENERGY NETWORKS** will help to meet our shared climate challenges.

It also contains 24 Priority Actions setting out policy and infrastructure elements required to deliver the level of opportunity offered by City Edge and to ensure a coordinated approach to regeneration within the area. The first of these actions is the preparation of Variations to the South Dublin County and Dublin City Development Plans to give a statutory footing to the future planning of the City Edge regeneration area. In the case of SDCC, that action is being realised by the preparation of this SURF.

City Edge Strategic Framework (2022) Summary of Strategic Objectives



1.5.2 PUBLIC ENGAGEMENT

Comprehensive public consultation was carried out during Autumn 2021 on the Baseline Study, Emerging Preferred Scenario and accompanying environmental screening reports. This was in the context of Covid restrictions, which demanded creative online solutions including a conference and online Q & A sessions, to achieve engagement. See [Information Hub - The City Edge Project](#) to view videos of the live events and media coverage.

106 submissions were received during the public consultation period from residents, business owners, landowners and other interested groups and bodies, and a [Chief Executive's Report](#) was prepared summarising and responding to the issues raised. The public engagement informed the subsequent preparation of the City Edge Strategic Framework (2022).

Public engagement has continued with briefings for IBEC and South Dublin Chamber of Commerce in November 2022; website updates (www.cityedge.ie) and social media posts with latest news; ongoing engagement with stakeholders; and participation in academic research projects on suburban regeneration; planning for housing and healthcare; and data ecosystems.

1.5.3 NAAS ROAD DEVELOPMENT FRAMEWORK (2010)

The [Naas Road Development Framework](#) was a non-statutory plan for the area extending from Newlands Cross eastwards towards the Dublin City Council Boundary near the Kylemore Luas Stop. The Development Framework was prepared in accordance with the requirement of Local Zoning Objective (LZO) 5 of the South Dublin County Development Plan, 2004-2010. The LZO sought to facilitate appropriate high-quality mixed-use development (including offices and residential development) for the purpose of upgrading the area as a major gateway corridor into the City.

The key elements of the Development Framework were the maintenance of the existing Green Belt between Clondalkin and Tallaght; the consolidation of most new development east of the M50, with mixed uses focused around the existing Red Cow Luas stop, a proposed new Luas stop between Red Cow and Kylemore as well as the creation of a new 'green corridor' and new road links east of the M50. A central element of the scheme was a change to the character of the Naas Road, especially from the existing Nangor Road/Long Mile Road junction in a city bound direction. In many ways, the Naas Road Development Framework set the scene for subsequent plans for the area, culminating in the current City Edge Strategic Urban Regeneration Framework (SURF).

1.6 ADDITIONAL RESEARCH AND ANALYSIS FOR THE SURF

This **Strategic Urban Regeneration Framework** (SURF) sets out a planning strategy for the SDCC part of City Edge, building on the high-level vision and delivery strategy contained in the City Edge Strategic Framework (2022) to provide more detailed guidance for the future planning of the area. Within this SURF, **Priority Development Areas** (PDAs) are identified where development will be focussed in the short to medium term. This recognises that because of the large extent of the area and the long timeframe for regeneration, development needs to be initially channelled into areas which are well-served by existing and planned public transport, open space and other amenities.

1.6.1 SURF BACKGROUND STUDIES

A number of background studies were undertaken in order to inform the SURF while also contributing to delivery of the Strategic Framework vision, as set out below:

1.6.1.1 Strategic Framework – Further Analysis

Both SDCC and DCC adopted new Development Plans in 2022, subsequent to the publication of the City Edge Strategic Framework (2022). A **policy review** was carried out examining alignment between the new SDCC and DCC Development Plan policies and the City Edge Strategic Framework and identifying gaps.

Additional **baseline analysis** was carried out by Macreanor Lavington in conjunction with SDCC and DCC, building on the initial analysis undertaken for the Strategic Framework (2022) and focussing on the themes of overall constraints, education and heritage.

The **supplementary analysis and guidance** focused on identifying priority development areas (PDAs) and refining the non-statutory Framework (2022) under the themes of Movement, Natural Infrastructure, Spatial Configuration, Economy, Land Use and Layout, and Community and Cultural Infrastructure. Such Analysis has been used to inform the policies, objectives and urban design layouts contained in the SURF.



1.6.1.2 Environmental Reports

Environmental reports have been prepared in accordance with legislative requirements including **Strategic Environmental Assessment** (SEA) Screening/Scoping report, **Appropriate Assessment** Screening report followed by full SEA Report and Natura Impact Report. A **Strategic Flood Risk Assessment** (SFRA) has also been prepared.

1.6.1.3 Seveso Risk Analysis Study

COMAH (Control of Major Accident Hazards) sites, or Seveso sites are defined as industrial sites that, because of the presence of dangerous substances in sufficient quantities, are regulated under EU Directive. There are four such sites within the City Edge Area, three of which are within the SDCC functional area.

Arising from Priority Action 16 of the City Edge Strategic Framework, specialist consultants were engaged to carry out risk contour mapping and interpretation to guide land use planning including appropriate uses and intensities of development in the vicinity of COMAH sites. Proposed layouts for the Priority Development Areas and the City Edge area as a whole, have been informed by the Seveso study. The risk assessment was based on the methodology outlined in the Health and Safety Authority's [Guidance on Technical Land Use Planning Advice \(TLUP\), 2023](#) (since updated in 2025) and the HSA were consulted during the process.

The Seveso study concluded that:

'based on the methodology set out in the TLUP guidance.... the levels of major accident risk were found to be in accordance with the HSA's criteria, both for Individual Risk and for Societal Risk'. The study continues 'notwithstanding the above, any planning applications for developments within the PDAs will need to be considered on their merits on a case-by-case basis....[and] will need to be assessed by the HSA to ensure that the specific development meets the risk-based criteria. It is considered that the PDA layouts as proposed, or potential variations thereof that use a similar approach to land use, should not present a concern from a risk point of view'.

The HSA have since undertaken their own risk contour mapping and there is ongoing engagement regarding the output and its implications for City Edge.

1.6.1.4 Energy Management and Provision Feasibility Study

Arising from Priority Action 15 of the City Edge Strategic Framework, Codema (the energy agency for Dublin) was engaged to carry out an energy feasibility study for the City Edge area. The study includes a literature and policy review, baseline emissions model, analysis of future building and transport scenarios in City Edge to develop a zero carbon pathways model, and policy-based recommendations and conclusions.

1.6.1.5 Undergrounding High Voltage Overhead Lines Feasibility Study

The Land Development Agency (LDA) in conjunction with SDCC and DCC engaged consultants to undertake a feasibility study into the undergrounding of overhead high voltage lines within the City Edge area, as provided for under Priority Action 10 of the City Edge Strategic Framework. This is with a view to releasing more developable land and for improved placemaking.

The Feasibility Study found that the best performing scenario involves tunnelling and trenching and has the potential to create over 32ha developable land. Next steps include

- Preparation of feasibility study on capacity of Inchicore substation;
- Development of specifications and design guidance for tunnelling by Eirgrid;
- Investigation of consents needed;
- Investigation of potential synergies with other projects (e.g. Powering Up Dublin and Kildare / Dublin Grid Reinforcement Project);
- Detailed route and site selection;
- Geotechnical surveys and environmental assessments;
- Economic report (if required);
- Ensuring design of infrastructure will accommodate future upgrade and expansion.

1.6.1.6 Transport Modelling

City Edge wide transport modelling was undertaken in order to inform the Strategic Framework (2022). This was on the basis of full build-out of City Edge to the year 2070. Additional transport modelling was commissioned to inform this SURF, looking at transport in the medium term to 2042, and focussed on the partial and full build-out of the identified Priority Development Areas. A number of scenarios were modelled including:

- Existing land use and transport schemes only;
- Committed transport schemes only (Bus Connects and Dart+ SW);
- GDA Transport Strategy schemes (MetroLink, Luas Lucan, Luas extension to Poolbeg, Luas Finglas, Dart+ SW and Dart+ Coastal, etc.);
- Orbital Luas;
- Kimmage Luas.

The modelling found that:

- the balance of land-use allocations in City Edge supported short-distance trips;
- strong demand supports early investment in active travel infrastructure;
- An Orbital Luas Service and Luas to Kimmage are required in addition to other committed and GDA Transport Strategy schemes in order to accommodate the growth within City Edge and avoid public transport being over-capacity.

The NTA and TII were consulted during this study and the City Edge partners (SDCC and DCC) will continue to work with the NTA and TII to ensure that transport provision keeps up with growth. The implementation section reflects this with a phasing strategy linking development thresholds to public transport provision.

Relevant recommendations and conclusions from each of the above studies have been incorporated as policies and objectives within this SURF.

