



Comhairle Contae
Átha Cliath Theas

South Dublin
County Council

National Planning Framework Implementation Guidelines - Report to Elected Members

Meeting of South Dublin County Council
13th October 2025

Context

National Planning Framework (NPF) First Revision, April 2025:

- 950,000 additional people between 2022-40
- Retains compact growth targets for housing within built-up areas
- Average 50,000 new homes per annum needed to 2040

Section 28 Guidelines-NPF Implementation: Housing Growth Requirements:

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

Local authorities required to:

- Review existing land capacity & vary development plans as necessary
- Consider “additional provision” for up to 50% zoned land above baseline housing target
- Plan for current CDP & consider suitability of lands over subsequent 10-year CDP period



Housing Delivery 2022-Present

Current Development Plan housing target 2022-28:

- **15,576 dwellings total**
- **2,613 dwellings per annum**

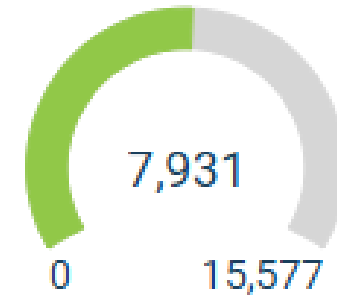
Completed since 2022 (Q3 2022 to Q2 2025):

- **7,931 dwellings total**
- **2,644 dwellings per annum average**

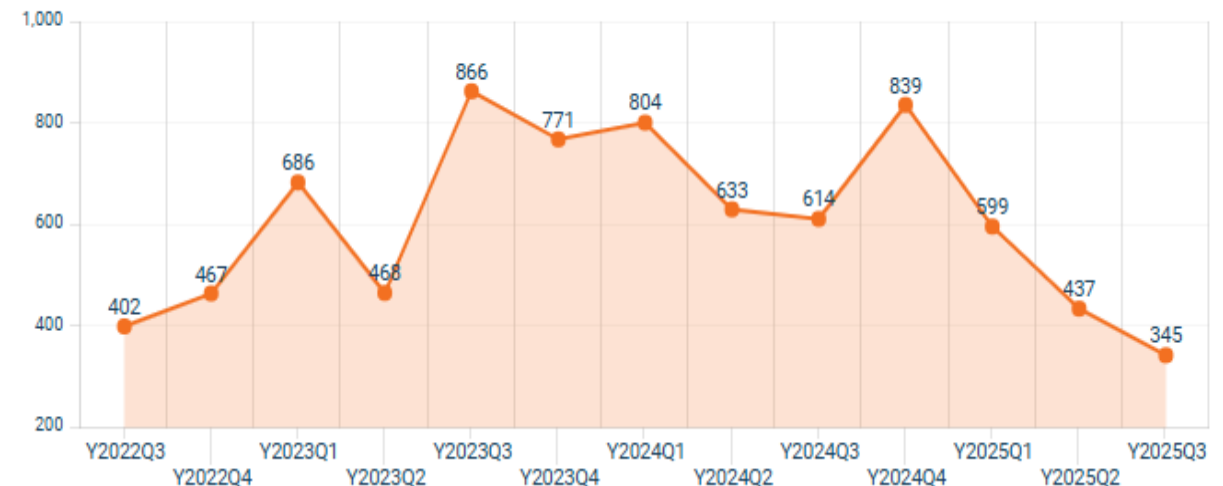
Short-term pipeline:

- **5,698 dwellings** currently under construction
- Housing delivered in 2025: **1,381 from Q1-Q3**
- On target for current CDP – evidence of delivery slow down in 2025

Dev-Plan Progress to 2028 Target



Units Completed per Quarter



Housing Requirement for SDCC

SDCC Baseline Housing Targets 2025-2040				
	2025-28	2029-30	2031-34	2035-40
Annual	3,270	3,270	3,270	2,414
Total for Period (less already delivered in 2025)*	11,699	6,540	13,080	14,484
Cumulative Total	11,699	18,239	31,319	45,803

**SDCC monitoring indicates 1,381 no. dwellings completed in 2025 up to end Q3*

Additional Provision - Guidelines

- 2025 Guidelines provide for each local authority to consider “additional provision” of up to 50% additional zoned land above baseline housing target
- “Additional provision” is to support achieving baseline housing target through flexibility in supply & accounting for proportion of zoned lands not being activated
- Additional provision should be deliverable within the relevant Development Plan period
- The proportion of long-term Strategic Development Areas likely developable over subsequent development plan periods are not “additional provision”
- Does not change baseline housing growth target set out in 2025 Guidelines

Current Process

In accordance with the Guidelines, the Chief Executive is required to prepare a report for elected members (report also to be provided to the Minister and OPR)

Report of the Chief Executive to Elected Members (October 2025) details:

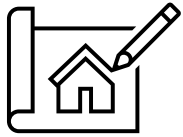
- The settlement capacity audit of currently zoned lands,
- The means by which it is intended to cover shortfall in housing targets and the anticipated need,
- Rationale for "additional provision" zoning of land above baseline targets, and
- Long-term preliminary planning for achievement of targets to 2040

Summary of report and analysis informing its preparation are outlined hereafter

Current Development Potential

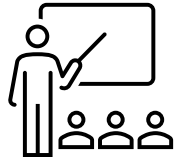
SDCC

Settlement Capacity Audit



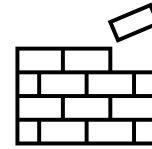
1) Land Capacity Study

Land capacity analysis to calculate potential dwelling yield of undeveloped/ underdeveloped zoned lands in CDP 2022-28



2) Planning Assessment

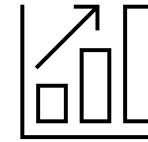
Evaluation of suitability for residential development under national/regional /local priorities for compact growth, sustainable mobility, climate action etc.



3) Infrastructure Assessment

Categorise identified lands into:

- Tier 1 (serviced),
- Tier 2 (serviceable within lifetime of plan), or,
- Tier 3 (not serviced)

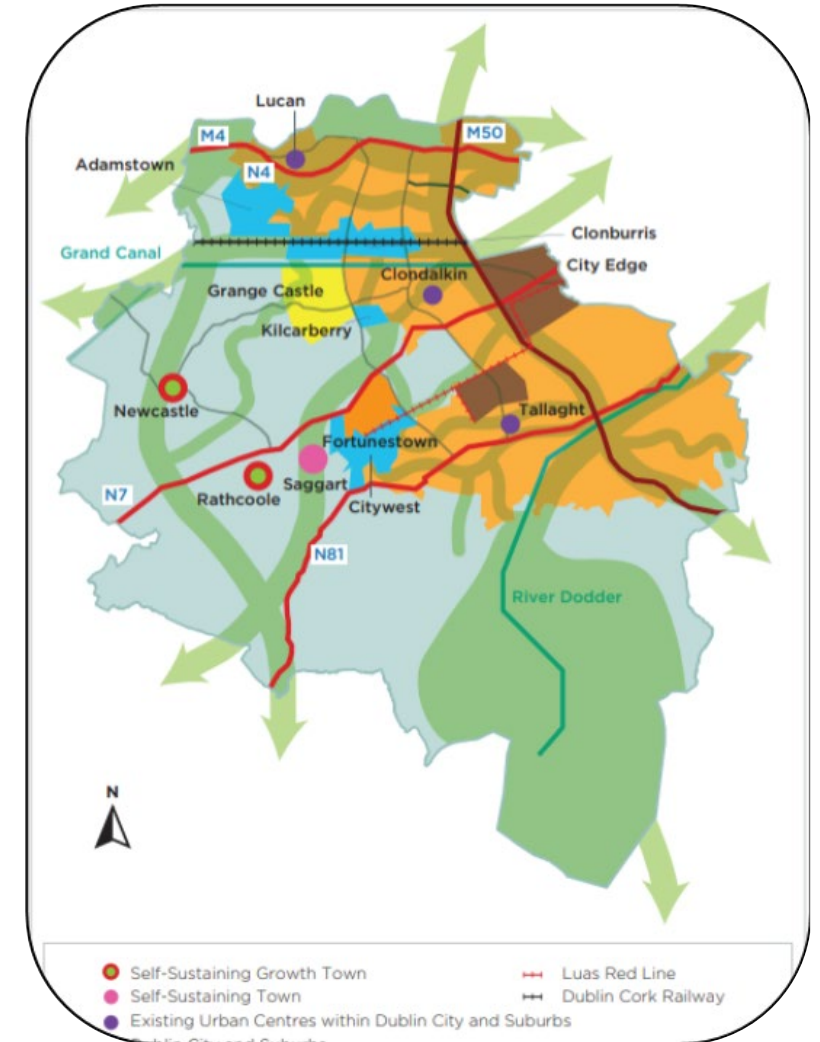


4) Deliverability analysis

Evaluation of practical potential for housing delivery & development over plan period

SDCC Methodology

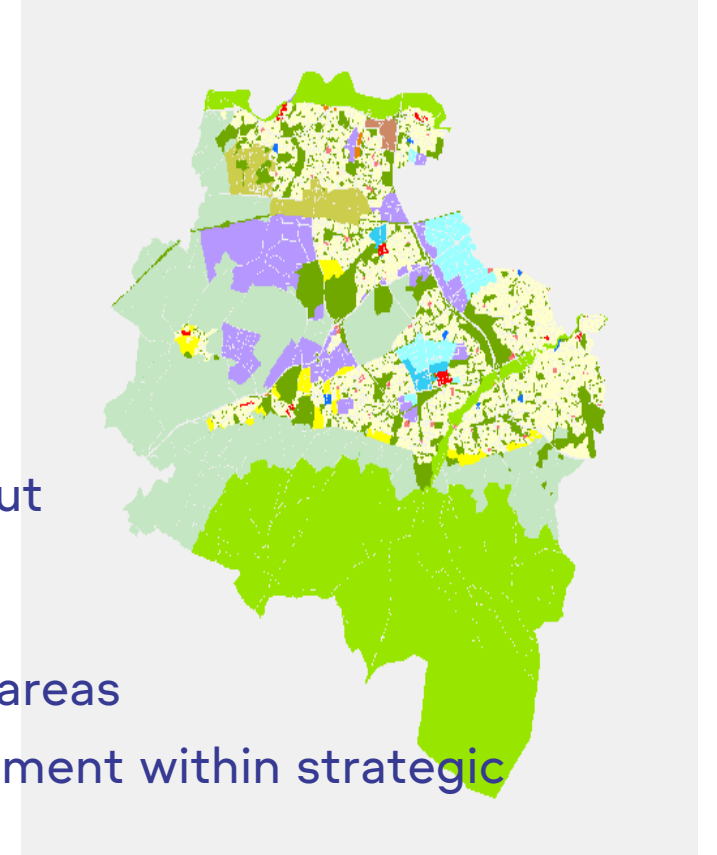
- **Settlement Capacity Audit** to assess current zoned land capacity, deliverability & to identify blockages
- Understanding of **lands & competing needs** for various uses
- **Mapping tool** to assist suitability, deliverability & residential development potential of lands (linked to **housing supply monitor** for up-to-date construction activity & planning status)
- **Density framework** to apply appropriate density ranges
- Assumed **net site areas** to reflect likely developable area
- **Infrastructure, planning & sustainability assessment** to assess suitability & deliverability
- **Engagement** with other directorates & external partners
- Identification of **potential future development lands** (i.e. not currently zoned for residential use)
- **Evidence-led criteria-based assessment** aligning with local, regional, national policy to identify most suitable lands



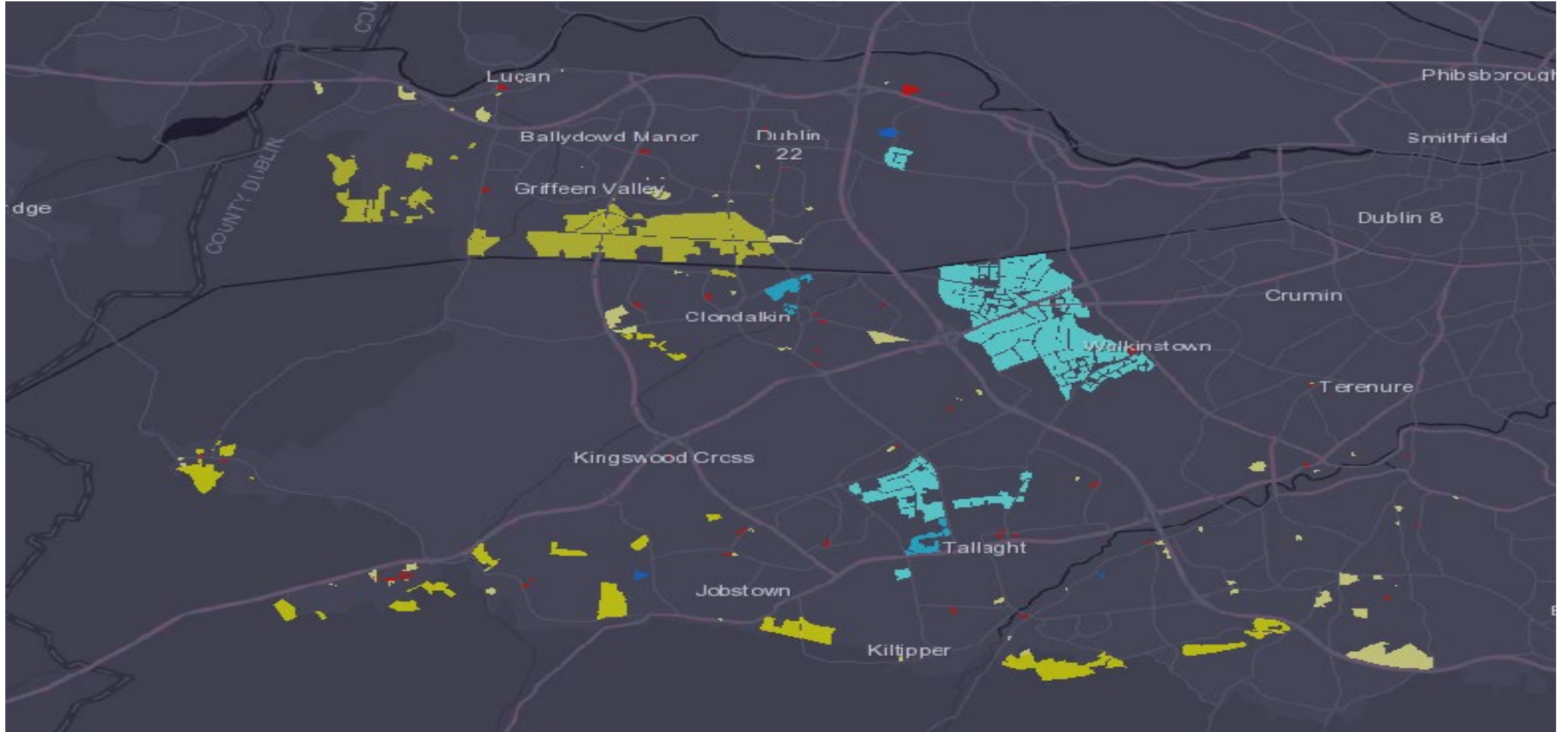
SDCC Methodology

Spatial overview of land status & development potential under the following classifications:

- a) None** – Lands not considered to have any potential for residential development for foreseeable future
- b) Under Construction** – Lands that have a grant of permission & development has commenced
- c) Outstanding Permission** - Lands that have a grant of permission but development has not commenced
- d) Zoned Available (Non-Strategic)** – Lands zoned & available for residential development outside identified strategic development areas
- e) Zoned Available (Strategic)** – Lands zoned for residential development within strategic development areas
- f) Long-term Zoned Potential** - Lands zoned for residential uses & considered to be underdeveloped, but which would require significant intervention/redevelopment
- g) Future Potential** - Lands not zoned for residential uses but which may have future potential for residential uses subject to assessment



Current Zoned Land Map



Current Zoned Land Capacity

- **‘SDAs’** Strategic Development Areas:
 - Adamstown SDZ
 - Clonburris SDZ
 - Tallaght Town Centre Local Area Plan
 - City Edge
- **‘Non-SDAs’** comprise all other zoned lands in the county outside SDAs
- **‘Total Zoned Land Capacity’** comprises zoned lands (construction ongoing, permission in place and/or zoned available) considered to be developable in short/medium-term, subject to more detailed site-specific analysis (including some lands within SDAs)
- **‘Long-term Zoned Potential’** comprises zoned lands considered to be developable over longer timeframe (up to & beyond 2040) due to:
 - Gradual regeneration, infill or backland development
 - Anticipated phased delivery of strategic long-term development areas, and
 - Significant constraints or infrastructure shortfalls to be addressed
- Infrastructure & planning assessment carried out to inform deliverability of these lands & ascertain adequacy of zoned lands to meet revised housing targets to key milestones of 2028, 2030, 2034 & 2040

Where we are now...

Revised annual housing growth target to 2040 for SDCC:

- **3,270 dwellings per annum (2025-34)**
- **2,414 dwellings per annum (2035-40)**
- Average annual rate of housing delivery (2022-25): **2,644 dwellings**
- Current zoned land capacity potential (brownfield, greenfield & infill lands): **35,480 dwellings across 570 hectares**
- Additional long-term, zoned land capacity potential (up to & beyond 2040): **21,695 dwellings across 270 hectares** of brownfield, greenfield and infill lands.
- Projected housing delivery on currently zoned lands up to 2034: **c. 2,700 dwellings homes per annum**
- **Projected shortfall of c.600 dwellings per annum to 2034**



Anticipated
rate of
delivery of
zoned land
below
targets

Current Zoned Land Capacity

Zoned Land Capacity & Status Q3 2025					
Status	Total No. Dwellings	Total Area (Hectares)	Of which within		Average Densities
			SDAs*	Non-SDAs*	
Under construction	5,540	96	3,633	1,907	58 dph
Permitted	6,994	136	4,043	2,951	52 dph
Zoned available/non-strategic	6,020	123	0	6,020	49 dph
Zoned available/strategic	16,926	215	16,926	0	79 dph
Current zoned capacity	35,480	570	24,602	10,878	62 dph
Plus: long-term zoned potential (up to & beyond 2040)	21,695	270	19,170	2,525	80 dph
Total long-term zoned potential capacity (up to & beyond 2040)	57,175	840	43,772	13,403	68 dph

*SDAs=Strategic Development Areas

NOTE: Figures are estimates based on high-level assessment which is an ongoing exercise & may change based on further analysis and/or information available

Forecast of Land Capacity Delivery

- Sufficient overall zoned land capacity but analysis & assumptions used to inform estimated delivery of housing:
 - infrastructure & planning assessment of zoned lands
 - existing uses, other constraints & deliverability of lands,
 - current planning & construction activity & likely timelines for planning/construction
 - potential for permitted units not to be delivered
 - possible zoned lands coming forward at a quicker rate
- Assessment highlighted key pieces of infrastructure required to facilitate development
- Non-SDAs: all lands currently “Under construction”, “Permitted” and “Zoned Available” anticipated to be deliverable between now and 2040 but, based on past experience, some of these lands will not be delivered - likely to be balanced by other zoned lands coming forward for development
- SDAs: various estimated rates of delivery based on construction & planning activity to date & anticipated phased delivery of these areas with infrastructure & services

Forecast Land Capacity Delivery to 2040

Forecast Land Capacity Delivery	2025-28	2029-30	2031-34	2035-40	TOTAL
SDAs	7,706	4,034	7,719	5,143	24,602
Non-SDAs	1,907	1,495	2,990	4,486	10,878
Forecast delivery	9,613	5,530	10,710	9,629	35,480
Cumulative forecast delivery	9,613	15,142	25,852	35,480	

Baseline housing growth target (cumulative)	11,699	18,239	31,319	45,803
Forecast delivery as % of baseline target	82%	83%	83%	77%
Estimated shortfall (cumulative)	2,086	3,097	5,467	10,323

Equivalent land requirement (40-80 dph)	26-53 ha	38-77 ha	67-134 ha	126-252 ha
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Notes: Achievement of 2030+ housing targets require delivery of identified infrastructure projects
Requirement to consider “additional provision” of up to 50% additional zoned land above baseline housing target to support the achievement of the baseline housing target.

Forecasting Additional Need

Forecast Land Capacity Delivery	2025-28	2029-30	2031-34	2035-40
Baseline housing growth target (cumulative)	11,699	18,239	31,319	45,803
Forecast delivery (no. of dwellings)	9,613	5,530	10,710	9,629
Forecast delivery (cumulative no. of dwellings)	9,613	15,142	25,852	35,480
Forecast delivery (% of target)	82%	83%	83%	77%
Cumulative shortfall:				
No. of dwellings	2,086	3,097	5,467	10,323
Land equivalent (hectares/40-80 dph)	26-53ha	38-77ha	67-134ha	126-252ha
Maximum additional provision* (50% capacity/land above baseline target):				
No. of dwellings	5,850	9,120	15,660	22,902
Land equivalent (hectares/40-80 dph)	73-146 ha	114-228 ha	196-391ha	286-573ha

***Notes:** Additional provision=range of extra zoning capacity that may be required to achieve targets
Any lands for “additional provision” will be subject to detailed analysis under Compact Settlement Guidelines 2024

Our Approach

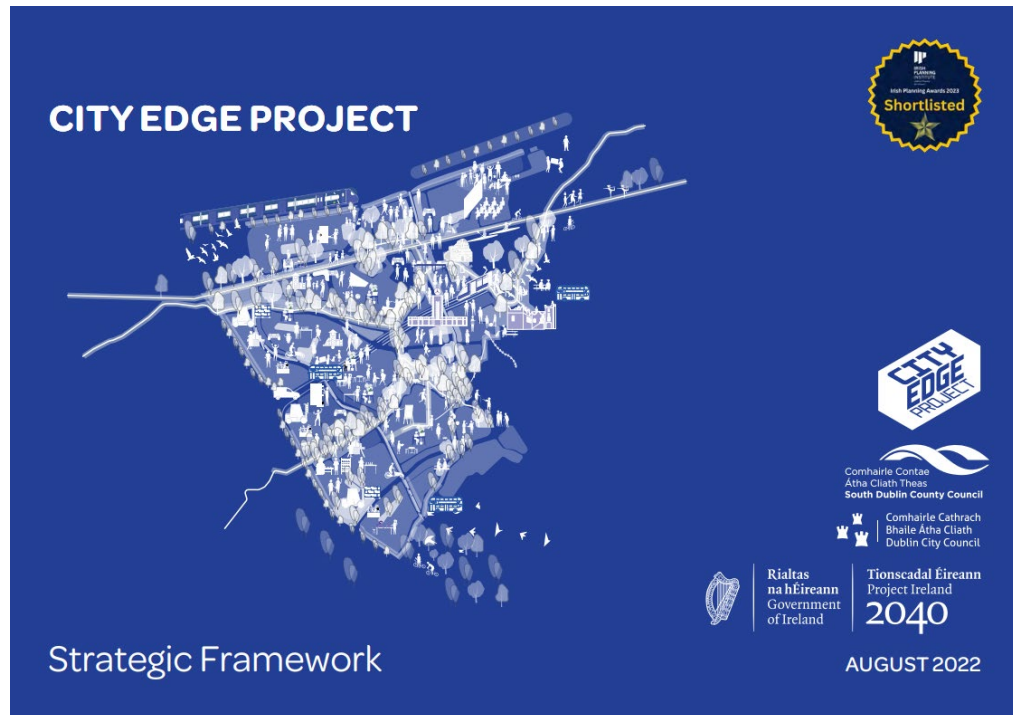
1. Address the anticipated shortfall in delivery to 2028 = proposed variation to CDP to **zone additional land to accommodate c.2,086 dwelling shortfall**
2. Maximise use of “additional provision” to:
 - reflect practical realities of planning & construction timelines (newly zoned lands can take a minimum of 3-5 years to start delivering new housing)
 - to ensure sufficient zoned land now for 2030 targets
 - **zone extra land to accommodate additional provision** under a proposed CDP variation
3. Continue activation of brownfield land & delivery of long-term zoned potential:
 - **City Edge Strategic Urban Regeneration Framework** proposed variation to CDP
 - **Clondalkin Local Planning Framework** proposed variation to CDP ongoing
 - **Tallaght Town Centre LAP**
4. Long-term planning to 2040:
 - Identify **future Strategic Development Areas** as strategic reserve landbanks & also plan for longer-term housing needs
 - Enable SDCC, utility providers, landowners & other key stakeholders to plan for release of strategic reserve lands as need arises during 2030s

Related Workstreams

Ongoing workstreams to support objectives of sustainable urban development & regeneration

Clondalkin Local Planning Framework

Framework for sustainable growth of vibrant, urban village with associated commercial, cultural & community facilities to serve a growing population

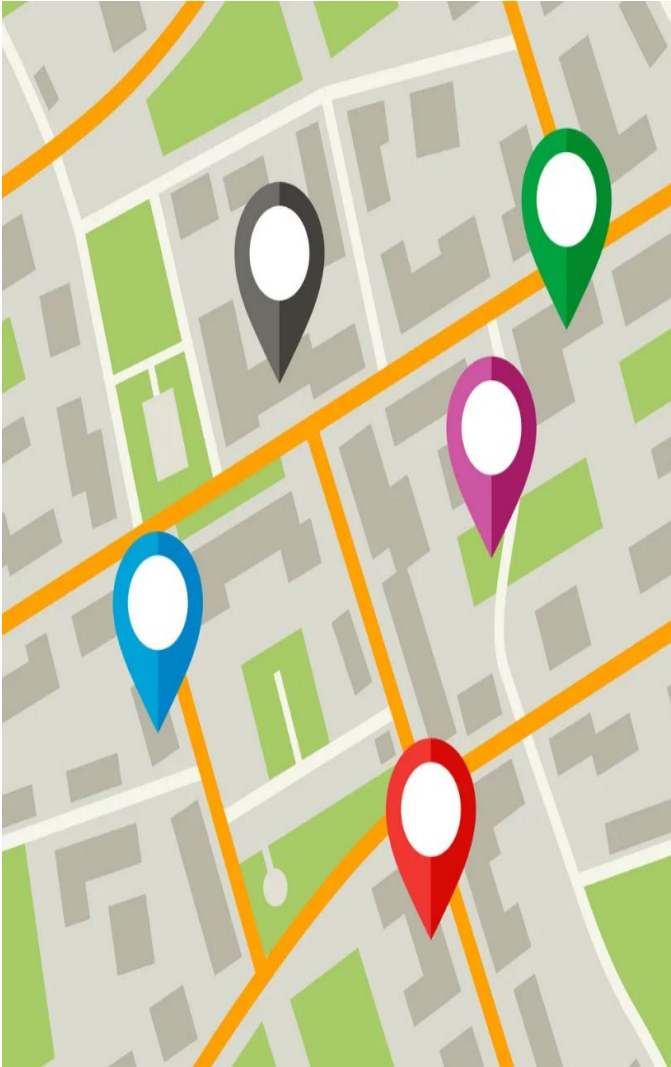


City Edge Strategic Urban Regeneration Framework

Proposed CDP variation to identify City Edge area as candidate Urban Development Zone & adopt a statutory planning framework

Key next step in long-term regeneration plans for City Edge area & for sustainable long-term housing delivery & economic growth

Identifying Suitable Lands



Consideration of lands not currently zoned for residential which, in line with planning policy, must be in areas that:

- are **within built up footprint** & contribute to **compact growth**
- support **Transport-Oriented Development**
- **are serviced or serviceable** within five-year period
- be in proximity to or can provide **good social infrastructure**
- support **infill housing, housing on brownfield land** and/or **address vacancy and dereliction**, and
- have no **significant challenges or impediments** to development

Consultation

- Non-statutory public consultation in Oct/Nov (3 weeks) seeking submissions for lands matching criteria
- Input from elected members
- Statutory consultation in Dec/Jan – only for submissions on Proposed Variation content

Proposed Variation

1. Carry out environmental & flood risk assessments (SEA/AA/SFRA)
2. Consideration of options/alternatives
3. Proposed variation:
 - Amendments to core strategy & associated text, & proposed zoning changes to CDP
 - Briefings for elected members
4. Proposed variation of County Development Plan
14- week timeline (4 weeks for display & public submissions, 4 weeks for CE Report & 6 weeks for members to consider CE Report)

Members resolve to:

- i. Make the variation,
- ii. Refuse to make the variation, or
- iii. Make the variation with modifications

Variation has immediate effect once made.

Any material alterations will require further public consultation

