

**Report to the Planning & Urban Form
Strategic Policy Committee February 2023.
No. 6 on the Agenda**

Z6/Z7 Study – Final Report

1. Introduction

This is the concluding report of the Z6/Z7 Study which relates to the review of the city's employment / industrial lands (c. 864 ha) as zoned under the now superseded 2016 – 2022 Dublin City Development Plan.

The Planning Department commenced the study in 2018 and it was concluded as part of the review / the making of the Dublin City Development Plan 2022 – 2028.

Reports to Full Council in March and October 2019 introduced the study and set out preliminary findings, see [Report No. 82/2019](#) and [Report No. 311/2019](#).

2. Background

The Z6/Z7 study was initiated in order to meet an objective contained within the City Development Plan 2016-2022:

CEE04:

- (i) *To carry out a targeted survey of those industrial estates with likely redevelopment potential and to make recommendations on how that redevelopment potential might be best achieved.*
- (ii) *To carry out a study on the potential of lands zoned for enterprise and employment space, the adequacy of such potential supply, and the issue of under-utilised/vacant lands.*

Some 864 hectares of the 10,000 hectares of zoned land in the city were zoned for employment purposes (Z6 and Z7) under the 2016 – 2022 Dublin City Development Plan. Circa 607 hectares representing 6% of zoned land within the Council's administrative area was zoned Z6. Land Use Zoning Objective Z6 sought 'to provide for the creation and protection of enterprise and facilitate opportunities for employment creation'.

Circa 256 hectares representing 2.5% of the zoned land within the city was zoned Z7. Land Use Zoning Objective Z7 sought 'to provide for the protection and creation of industrial uses and facilitate opportunities for employment creation'.

The Z6/Z7 study also coincided with the publication of the National Planning Framework, 2018 and the Regional Spatial and Economic Strategy, 2019. These policy documents set out national and regional policy objectives for the future growth and sustainable development of the country / region respectively. Specifically, both seek that the city needs to accommodate a greater proportion of future growth within its footprint with a target of at least 50% of all new homes for Dublin City and suburbs to be delivered within its built up footprint. The NPF particularly highlights the need to focus on underutilised lands within the canals and the M50 ring and on former industrial lands including Naas Road. This emphasis on urban consolidation and the re-intensification of land (especially, infill, brownfield and underutilised lands and industrial lands) informed the study outcomes.

3. STUDY PROCESS

A total of 82 employment study areas / land banks (individual sites and clusters) were identified citywide with these areas ranging in size, make up and profile. All these areas were examined and internal reports produced. Consequently, five categories of employment / industrial lands were identified and each land bank was appropriately grouped. The categories are shown below:

Category 1: Small Scale Sites:

For these sites, due to their particularly small scale and the nature of surrounding uses, a change to more appropriate zoning objective would allow for the redevelopment of the site and address issues of poor street frontage and/or blight, provide new housing and/or new retail units and/or a denser level of employment use and local services.

Category 2: Medium Scale Sites:

Other sites of a slightly larger scale, which contain a level of vibrancy and employment, but are operating at low volume of use and have the capacity to intensify. For these sites it is proposed to ensure that the site develops a mixed use character with a good level of employment use, but is allowed grow to accommodate residential as part of this and to allow for regeneration at a site level.

Category 3: Economically Strategic Sites: For some sites, due to their specific location close to the M50, and/or Dublin Port and Tunnel and the Airport, the nature

of their use for logistics and distribution and their strategic importance to the economy; or due to their specific local context, the Z6/ Z7 zoning will remain the most appropriate zoning.

Category 4: Larger Sites needing Framework Plans etc:

Appropriate sites of strategic and regional level significance to be identified and these will require a detailed study / framework.

Category 5: Other Miscellaneous Sites:

For some sites, the zoning is no longer a good reflection of the current use / their location, but any zoning change in the short term has no significant impact on the future use of the site or facilitate significant new development.

The examination of each landbank and the categorisation of lands according to the above categories informed the next steps of the study process which involved:

- Identifying those Z6/Z7 lands which fulfil / are required for strategic and locally important employment purposes;
- Bringing forward those lands identified as appropriate for rezoning for housing / mixed use purposes / regeneration by way of variation to the 2016 – 2022 DCDDP (Variations No.'s 8, 11, 12, 13, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 26, 29, 33 refer),
- Identifying / zoning employment land for residential, mixed use, regeneration purposes in the 2022 – 2028 Dublin City Development Plan to contribute to meeting the city's medium / long term housing requirements.

4. Z6/Z7 Study Outcomes

At the City Council meeting in March 2020 Variations for a number of Z6 Sites across the City were considered and approved by the City Council (a number were also withdrawn). Under the new 2022 - 2028 Dublin City Development Plan the Z6 Land Use Zoning Objective comprises 499 hectares (compared to 607 Ha in the last Plan). This figure includes new Z6 land parcels, for example lands at Northern Cross on Malahide Road which were previously zoned Z14 (Regeneration). The Z6 Land Use Zoning Objective seeks 'to provide for the creation and protection of enterprise and facilitate opportunities for employment creation'.

The Z7 Land Use Zoning Objective comprises 259 hectares (same as last Plan). The Z7 Land Use Zoning Objective seeks 'To provide for the protection and creation of industrial uses, and facilitate opportunities for employment creation including Port Related Activities'.

The detailed outcomes from the Z6/Z7 Study are set out and elaborated upon below.

A. Economically Strategic Sites - Z7 (Employment - Heavy)

The Z7 zoning objective (c.259 ha) relates to lands at Dublin Port and St. James/Diageo. The small increase in Z7 lands arose as un-zoned lands in the Port was zoned Z7 under the Development Plan. The Z7 zoning objective also relates to a small land bank (c. 0.2ha) located at Kylemore Park West. Due to the strategic national importance of Dublin Port and the regional strategic importance of the St. James/Diageo lands, the Port lands and St. James/Diageo lands have remained / are zoned as Z7 lands (Employment - Heavy) under the 2022 Dublin City Development Plan.

B. Economically Strategic and Locally Important Employment Sites - Z6 Lands (Employment / Enterprise)

Of the total Z6 lands zoned in the new City Development Plan (just under 500 ha) some 296 ha are identified as economically strategic / locally important to the city (these are category 3 sites in the main).

These include Z6 lands at Oscar Traynor Road/Malahide Road/Coolock Drive, East Point Business Park and Poppintree Industrial Estate etc.

The new Development Plan emphasises that these Z6 lands constitute an important landbank for employment use in the city, which is strategically important to protect. In addition to seeking the progressive consolidation and development of these lands, it emphasises that the primary objective for this land use zoning objective, is to facilitate long-term economic development in the city and that it is important that these remaining Z6 zoned lands provide for intensive employment and accommodate a wide range of local services.

C. Future Development Areas - Potential lands at Glasnevin & Naas Road

The Core Strategy of the 2022 Dublin City Development Plan identifies two significant areas of industrial lands as 'Future Development Areas' for the city. These two significant areas (these are category 4 sites) are:

- Kylemore Road/Naas Road lands (currently the focus of the City Edge Project, see www.cityedge.ie) and
- Glasnevin (the Dublin Industrial Estate and surrounding lands)

These future development areas include some 200 ha out of the total 499 ha of currently zoned Z6 lands. It is the Council's intention, as set out in the Core Strategy of the 2022 Development Plan, that following the completion of feasibility studies and to bring forward the early regeneration of these strategic lands.

These identified lands have the potential to contribute significantly to the achievement of national / regional housing objectives and employment land intensification objectives in Dublin City. However, it is noted in the Core Strategy that the regeneration of these lands will be over a long time frame.

D. Z6 Lands rezoned for residential / mixed use / regeneration purposes

Some 115 hectares of land previously zoned Z6 have been zoned for a range of residential / mixed use / regeneration zonings¹ either by way of variation to the 2016 Dublin City Development Plan and / or as part of the making of the 2022 Dublin City Development Plan.

The 115 ha of former Z6 lands break down as follows:

- Z1/12 (Residential Zoning): **c.20 hectares.**
- Z10 (Mixed Use Zoning): **c.38 hectares²**
- Z14 (Regeneration): **c. 50 hectares**
- Other Mixed Use Zonings (Z3 (Neighbourhood Centre), Z4 (Urban Villages) and Z5 (City Centre): **6 hectares**

Just over half of these lands comprise small and medium scale sites and other miscellaneous sites (see categories 1, 2, and 5 above).

¹ This figure includes lands which are zoned Z9 (Amenity/Open Space/Green Network), as they coincide with areas of river restoration opportunities / flooding.

² Judicial Review sought in respect of lands zoned Z10 at Chapelizard - Pat O Donnell and Company v DCC (2022/1096JR)

The largest landbank to be rezoned was 43 ha of former industrial lands at Jamestown Business Park / Finglas Business Centre. The lands were rezoned to Z14 (Regeneration) and a masterplan is currently being prepared for these lands.

All these new zonings facilitate the redevelopment of underutilised brownfield lands within the city for housing / mixed use purposes / regeneration.

Table 1: Summary

Economically Strategic Sites - Z7 (Employment - Heavy)	c. 256 ha (does not include new Z7 lands in Port)
Economically Strategic and Locally Important Employment Sites - Z6 Lands (Employment / Enterprise)	c. 290 ha (figure does not include 6 ha of new Z6 lands zoned under 2022 Development Plan)
Regeneration lands - Potential lands at Glasnevin & Naas Road (currently zoned Z6.	c. 203 ha
Z6 Lands rezoned for residential / mixed use / regeneration purposes	c. 115 ha
Total	864 ha Total Z6/Z7

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February 2023