



**Oifig an
Rialaitheora Pleanála**
Office of the
Planning Regulator

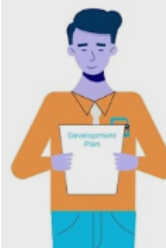
Local Authority & Regional Assembly Staff Webinar

OPR Practice Note PN04

**Planning for Employment Growth
- The Development Plan and Employment Lands**

November 2024

Background to PN04



- OPR Plan Evaluation observations and trends
- Feedback from Stakeholders, Prescribed Authorities, Local Authorities



➤ OPR [Strategic Planning Research Programme 2023-2025](#)

➤ Commissioned MDB in 2023

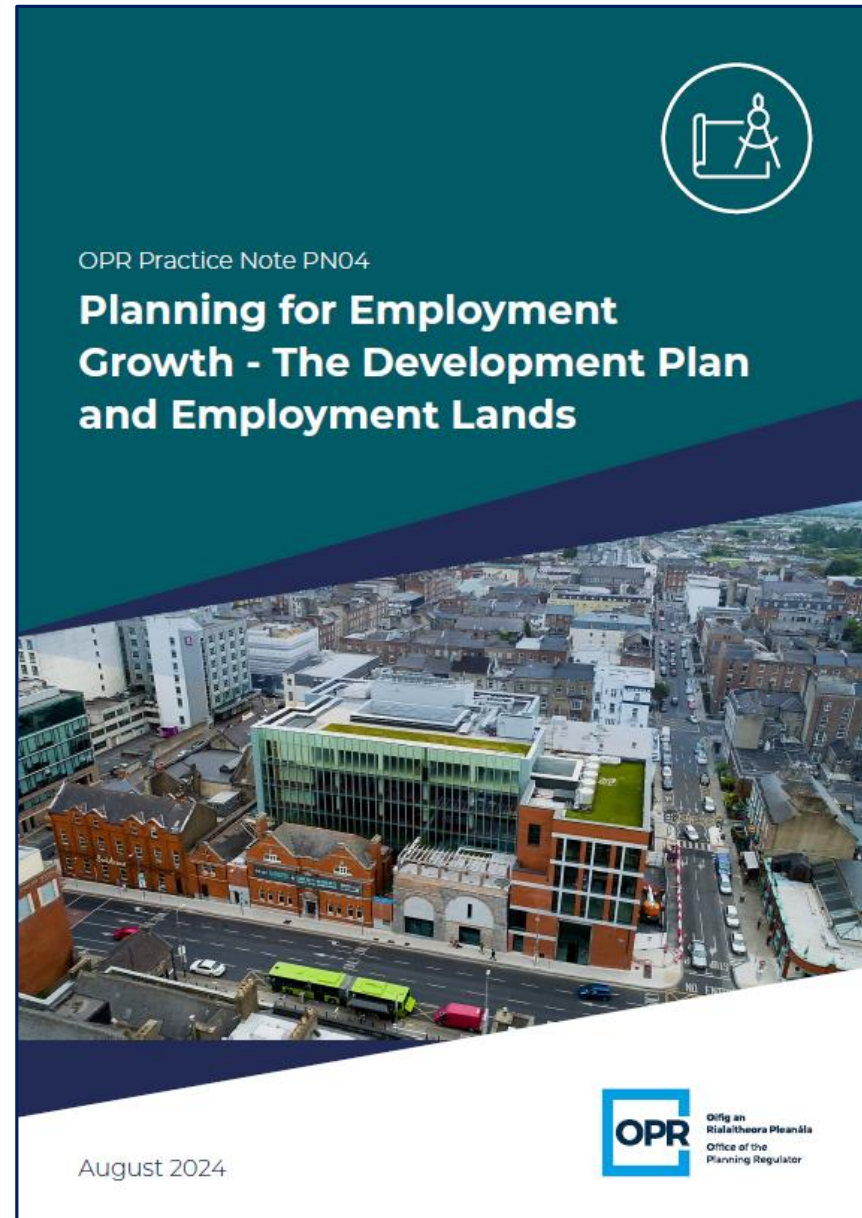
➤ Commenced series of extensive engagement including:

- Planning Authorities & Regional Assemblies
- Government Departments (DETE; DHLGH)
- Enterprise Ireland, IDA
- Transport Agencies (NTA, TII)
- Uisce Éireann (UÉ)



Purpose of PN04:

- Practical approach for estimating enterprise land requirements to inform the development plan preparation process
- Promote consistency with NPF, RSES and policy
- Methodology grounded in DP guidelines
- Step-by-Step Approach
- Practical Tools



X An OPR ‘Practice Note’ is:

Not a procedural or operational manual
Not a substitute for learning, understanding or reading the principal legislation, guidelines or case law.

Not binding – a planning authority does not have to adopt or incorporate any recommendations outlined.

Not legal advice

Structure of PN04:



Context (*section 2*)

- Legislative (planning, climate)
- Statutory Policy Context
- Enterprise and Employment Policy Framework

Common Issues (*section 3*)

- Current practice, opportunities and challenges

Developing a Sustainable Enterprise and Employment Land Portfolio (*section 4*)

- Change Factors in Employment
- Forecasting Methods (workforce, job supply)

Assessment of Enterprise and Employment Land and the DP (*section 5*)

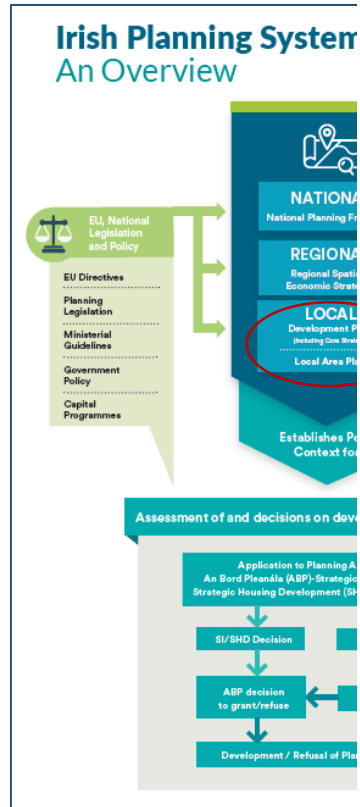
- Management and Organisation
- Step-by-Step Approach – 7 steps

Supporting Material (*appendices*)

- Ratios, Forms, References

Strategic Policy Context for Enterprise and Employment

From this....



		International Level: United Nations Sustainable Development Goals (SDGs) EU Policy & Directives			National Level: Government of Ireland – Programme for Government & Project Ireland						Utilities/Agencies				
		DETE (Department of Enterprise, Trade and Employment)			DECC (Department of the Environment, Climate & Communications)		DHLGH (Department of Housing, Local Government & Heritage)	DPER (Department of Public Expenditure & Reform)	DRCD (Department of Rural and Community Development)	DoT (Department of Transport)	Department of the Taoiseach				
NATIONAL	REGIONAL	LOCAL	IDA Strategy 2021-2024 'Driving Recovery and Sustainable Growth' Enterprise Ireland Leading in a changing world - Strategy 2022-2024 White Paper on Enterprise 2022-2030 Remote Work in Ireland - Future Jobs 2019 Making Remote Work - National Remote Strategy (2021)			Climate Action Plan 2024	National Marine Planning Framework DMAP (Designated Maritime Area Plan)*	National Planning Framework (2018)	National Development Plan 2021-2030	Our Rural Future, Rural Development Policy 2021-2025	National Transport Authority & Transport Infrastructure Ireland	Shared Island Initiative	Utilities/Agencies		
								CARO (Climate Action Regional Office)	DMAP (Designated Maritime Area Plan)	Regional Spatial and Economic Strategies			Transport Strategies (GDA, Regional Metropolitan Areas)		EirGrid
						Local Economic and Community Plans		Local Authority Climate Action Plans	DMAP (Designated Maritime Area Plan)	Development Plans			Local Transport Plans		HSA Ulisce Éireann

Climate Action



Number 46 of 2015

CLIMATE ACTION AND LOW CARBON DEVELOPMENT ACT 2015

REVISED

Updated to 12 October 2021

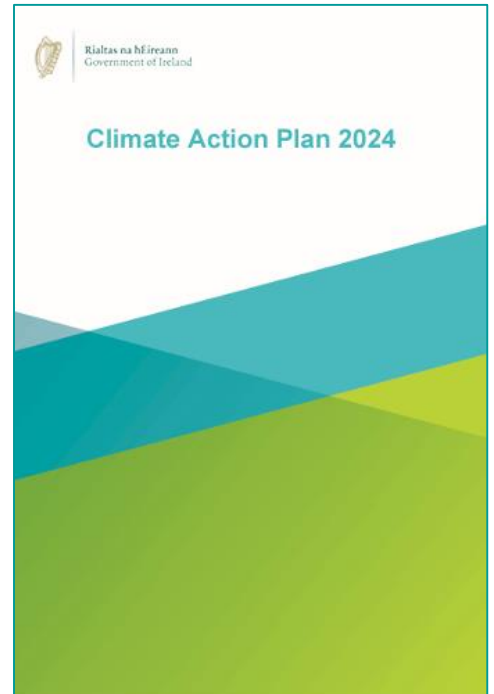
This Revised Act is an administrative consolidation of the *Climate Action and Low Carbon Development Act 2015*. It is prepared by the Law Reform Commission in accordance with its function under the *Law Reform Commission Act 1975* (3/1975) to keep the law under review and to undertake revision and consolidation of statute law.

All Acts up to and including the *Climate Action and Low Carbon Development Act 2021* (32/2021), enacted 23 July 2021, and all statutory instruments up to and including the *Climate Action and Low Carbon Development Act 2015 (Greenhouse Gas Emissions) Regulations 2021* (S.I. No. 531 of 2021), made 12 October 2021, were considered in the preparation of this Revised Act.

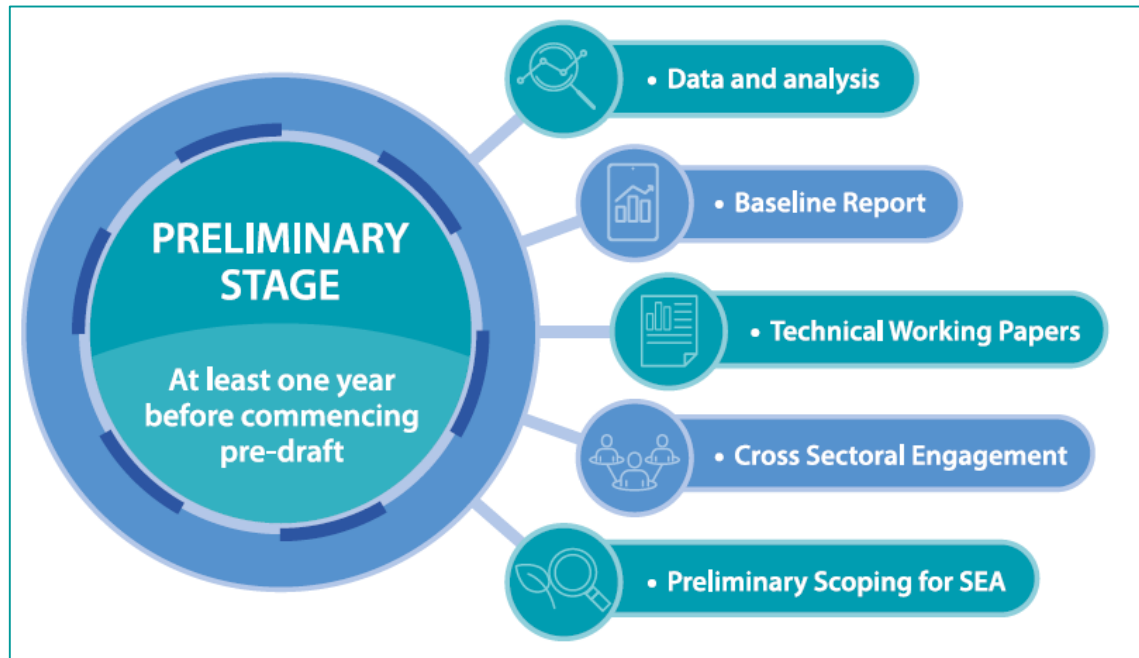
Section 15.

A relevant body shall, in so far as practicable, perform its functions in a manner consistent with—

- (a) the most recent approved climate action plan,
- (b) the most recent approved national long term climate action strategy,
- (c) the most recent approved national adaptation framework and approved sectoral adaptation plans,
- (d) the furtherance of the national climate objective, and
- (e) the objective of mitigating greenhouse gas emissions and adapting to the effects of climate change in the State.



Where does the Enterprise and Employment Assessment fit into the plan-making process?



Development Plan Guidelines, 2022 [DPGs]
Stage 1: Preliminary Stage



Figure 2. PN04, Page 8

Common Issues



- The Development Plan Process –
Responding to Local Characteristics and
Issues
- Engagement with Infrastructure and
Enterprise Stakeholders
- Economic Development and Planning
Co-ordination within Local Authorities
- Information and Other Resources
- Practicalities of Employment Projections
- Inclusion of Employment and Enterprise
Zoning Objectives
- Enabling Business Start-up
- Planning for Small and Medium-sized
Enterprises (SMEs) Growth and Enabling
Urban Regeneration
- Balancing Environmental Obligations and
Enterprise Considerations

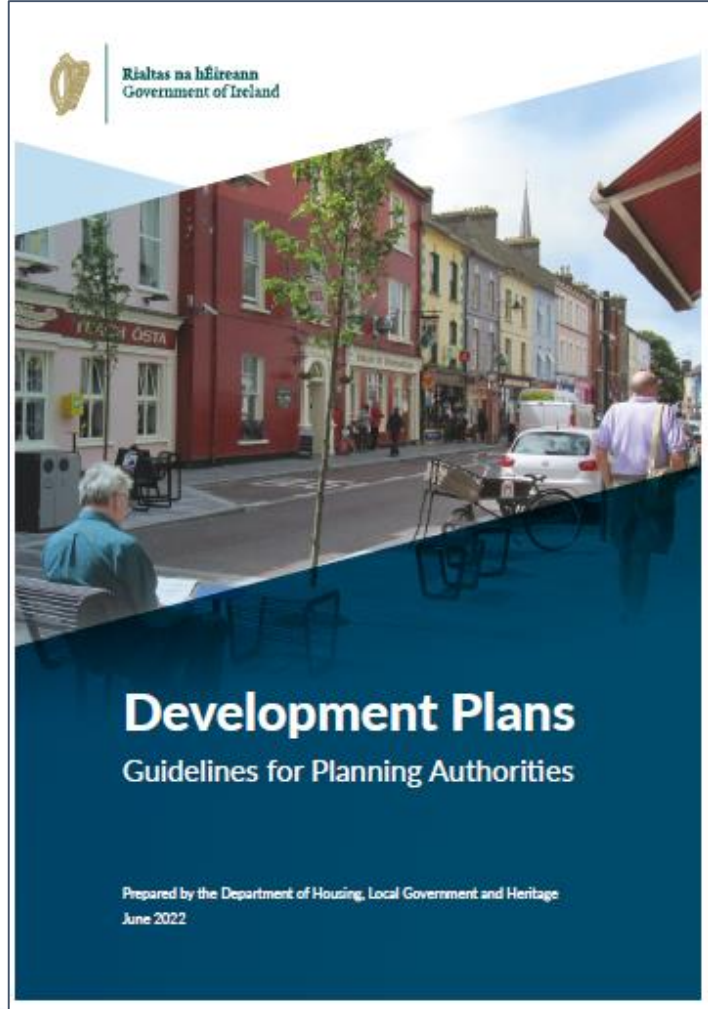
Developing a Sustainable Enterprise and Employment Land Portfolio

(1) Understanding Macro-trends in Employment

	CHANGE FACTORS
	Technology [e.g. AI, Automation, Smart Specialisation, National Space Strategy for Enterprise]
	Economy And Business [Remote working, clustering, economic ecosystems, e-Commerce, logistics]
	Environmental and Social [e.g. climate and green economy, place-making, logistics, 15-minute city, circular economy]

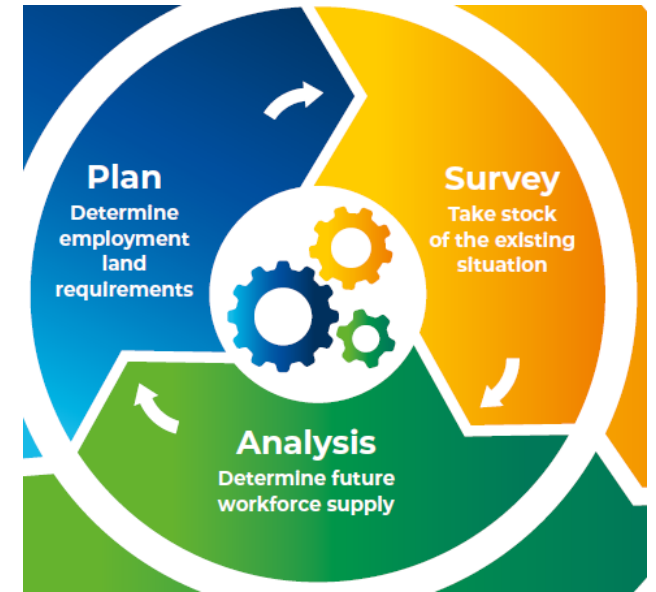
➤ **Land-Use Planning Implications**

Forecasting Methods



- Appendix A; including worked example
- Incorporated into PN04 Step-by-Step process centred on the core planning principles:

Survey-Analysis-Plan



Before Starting Step-by-Step Process

- Establish a project team
- Define project scope and timelines
- Identify wider working group within the local authority
- Establish a steering committee including external organisations
- Where settlements straddle administrative boundaries establish mechanisms to work together



Enterprise and Employment Land Assessment – the Step-by-Step Process



Stage 1. Survey Take Stock

Step 1: Gather existing data on lands for enterprise and employment⁵⁰ uses

Objective - To establish an accurate database of the existing extent (land area, hectares) and location of all lands zoned for or otherwise in active employment and enterprise uses, including their employment/enterprise sector use and suitability.

**Additional PN Tools -
Standard Site
Appraisal Template
Form
Appendix C**

Step 2: Assess site suitability to determine total area of available land suitable to accommodate enterprise and employment uses

Objective - To determine the suitability of lands in the database for enterprise and employment uses in the context of national and regional policy and to determine the area (in hectares) of:

- suitable undeveloped greenfield lands available for development of specified enterprise and employment sector and types (high, medium or low intensity);
- suitable brownfield lands available for redevelopment for specified enterprise and employment sector and types (high, medium or low intensity);
- land not suitable for enterprise and employment uses, or land more suitable to other uses (may include lands in existing enterprise and employment uses that it would be appropriate to relocate to facilitate other appropriate uses); and
- total area of suitable land available.

Stage 2. Analysis

Determine Future Workforce Supply

Step 3: Forecast workforce supply

Objective - To determine the future potential workforce by the end of the plan period.

Step 4: Determine employment sector demand

Objective - To determine future demand across the different employment sectors and apportion the future potential workforce by sector through market analysis, including having regard to geospatial advantages and/or constraints for specific sectors.

Key Note:

- Based on DPG methodology
- Appendix A - Data Links & Sources and Further Reading

Stage 3. Plan

Determine Employment Land Requirements

Step 5: Translate future workforce supply into land-use requirements

Objective - To determine the area of land required to accommodate employment demand, per sector and in total.

Step 6: Quantify the shortfall/surplus of land for each employment sector

Objective - To:

- I) determine whether additional land is required to meet the proposed economic development strategy for each employment sector, or whether significant excess land should be de-zoned/down-zoned to improve the effectiveness and efficiency of implementing the economic development strategy; and**
- II) Identify suitable additional lands, where required under I).**

Step 7: Conclude the Assessment and prepare the final report

Objective - To conclude the Assessment, prepare a final enterprise and employment land assessment report endorsed by the Steering Committee.

Key Note:
Appendix B - ratios

Template Site Appraisal Form (Appendix C)

SITE APPRAISAL FORM			
1.0 GENERAL INFORMATION			
1.1	Location:	2.0 PLANNING AND SPATIAL ANALYSIS	
1.2	Site area:	2.1	Site history:
1.3	Total developable area:	2.2	Settlement type (with reference to NPF, RSES and development settlement hierarchies):
1.4	Floorspace in use, for vacant:	2.3	Is the site located within footprint of a settlement?
1.5	Current land-use and surrounding area:	2.4	Site location: (i) Central area (ii) Urban area; (iii) Suburban or (iv) Rural area.
1.6	How was the site identified?	2.5	Is the site indicated in a First (TCF) plan as a priority opportunity site?
3.0 LOCATION AND ACCESSIBILITY CRITERIA The accessibility of locations can be rated having regard to criteria for location accessibility determined by the DHLGH. ⁷⁶ Ease of access to/from populated areas walking, cycling and by public transport networks; NTA's ATOS and PTAL scores (to be determined in consultation with NTA).			
3.1	Central Urban Locations:	Distance range of site (metres)	ATOS & PTAL score
	Sites within walking distance (i.e. up to 15 minutes or 1,000-1,500m) of principal city centres.		
3.2	High Capacity Public Transport Node or Interchange:	Distance range of site (metres)	ATOS & PTAL score
	Lands within 1,000m (1km) walking distance of an existing or planned ⁷⁷ high capacity urban public transport node or interchange, namely an interchange or node that includes DART, high frequency commuter rail, ⁷⁸ light rail or MetroLink services; or locations within 500m walking distance of an existing or planned Bus Connects 'Core Bus Corridor' stop.		
3.3	Accessible Locations:	Distance range of site (metres)	ATOS & PTAL score
	Sites within easy walking distance (i.e. up to five minutes or 400-500m) to/from high frequency (i.e. ten minute peak hour frequency) urban bus services.		

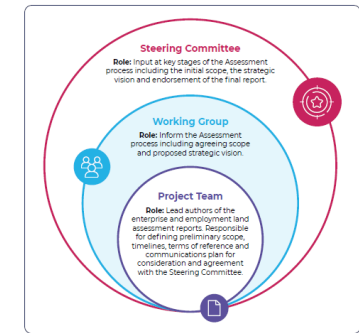
Template Site Appraisal Form (Appendix C)

4.0	INFRASTRUCTURE CRITERIA (TIER 1 OR TIER 2) Availability of footpath access, cycle access, road access, public lighting, wastewater, water supply, surface water drainage, and cost of delivery of infrastructure, where not currently available.		
4.1	Cost of extending existing physical infrastructure networks to the site for access where it is unavailable and where feasible: (i) Pede (ii) Cycle (iii) Publi (iv) Road		
4.2	Foul drainage: (i) Will z partic place netw (ii) Treat treat recei and/c (iii) Netw wast wast (iv) Is the to reuse water effluent from one sectc another, in line with the circular econc	5.0 ENVIRONMENTAL CRITERIA Flood risk management, environmental protection sites, cultural heritage, amenity areas, and sensitive uses.	
4.3	Water supply: (i) Will zoning accommodate developments with particular waste loading characteristics ⁹⁰ that will place high demand on water supply and/or network infrastructure?		
4.2		5.1 Flood risk 5.2 Contaminated land 5.3 Archaeology and bu 5.4 Natural Heritage De SPA), RAMSAR sites 5.5 Landscape and visu	
4.2			6.0 OTHER RELEVANT OPPORTUNITIES OR CONSTRAINTS RELATING TO THE SITE
4.2			6.1 Other opportunities or constraints that may be relevant to consider in the assessment of the site Examples of constraint technical. Examples of opportuni referred to in respect o water runoff above anc
4.2			7.0 SITE ASSESSMENT SUMMARY
4.2			7.1 Deliverability and potential phasing: Is the portfolio suitable for tier 1 or tier 2 or long-term strategic reserve?
4.2			7.2 All specific interventions necessary to facilitate development of the site:
4.2			7.3 Coordination: Responsible body for enabling interventions and development of the site:
4.2			7.4 Site suitability/potential: Location for expansion; Location for new development; Location for potential relocation of enterprise; and Site not suitable (state reasons).
4.2			7.5 Monitoring criteria: Outline relevant indicators that will be used for the purposes of monitoring the uptake of the site in future reviews.

Final Enterprise and Employment Land Assessment Report



- Set out recommended strategy and the land portfolio
- Endorsed by the Steering Committee and/or document challenges
- Evidence-based, technical and transparent,
- Considerations:
 - Deliverability and Phasing
 - Interventions required to activate
 - Coordination and responsibility
 - Monitoring Criteria



Steering Committee

Role: Input at key stages of the Assessment process including the initial scope, the strategic vision and endorsement of the final report.

Working Group

Role: Inform the Assessment process including agreeing scope and proposed strategic vision.

Project Team

Role: Lead authors of the enterprise and employment land assessment reports. Responsible for defining preliminary scope, timelines, terms of reference and communications plan for consideration and agreement with the Steering Committee.

Key Messages:

1. Build an Evidence Base:

Survey-Analysis-Plan

2. Use a Site Appraisal Form

3. Engage with Key Stakeholders (Early)

4. Align Employment Zonings to Appendix B of the Development Plan Guidelines

Use	Code	Zoning	Objective	Description	RGB Colour (Outline, Fill)
Employment	BP	Business Park/ Industrial Estate	Provide opportunities for general enterprise and business development	Facilitate opportunities for compatible industry and general employment uses. General Employment areas should be highly accessible, well designed, permeable and legible with a modest density of employees. Policy safeguards are to be provided to prevent inappropriate intensive office uses at locations poorly served by public transport and the proliferation of retail or commercial uses requiring public access that are best located in mixed-use town core areas.	137-112-68, 205-170-102
	SI	Special Industry	Provide for specialised industrial development	Provide locations specifically for specialised industry associated with environmental emissions, including noise and odour (eg. waste processing, aggregate processing, etc) and with intensive or hazardous processing (eg. Seveso premises) which may give rise to land use conflict if located within other zonings. Such uses, activities and processes would be likely to produce adverse impacts, for example by way of noise, dust or odour.	137-112-68, 184-169-145
	WD	Warehousing & Distribution	Provide for distribution, warehouse, storage and logistics facilities based on appropriate access to a major road network	Facilitate logistics and warehouse type activity including storage, distribution and associated re-packaging of goods and products which have specific transportation requirements as they can generate considerable traffic volumes and hence benefit from being located within a purpose built, well designated environment which is well connected to the strategic road network and allows for the efficient movement of goods. Characterised by a low density of employees with appropriate policy safeguards to prevent unsustainable intensive employment uses at these locations.	137-137-68, 207-207-128
	CD	High Technology/ Manufacturing Campus Development	Provide for office, research and development and high technology/ high technology manufacturing type employment in a high quality built and landscaped environment	Facilitate opportunities for high technology and advanced manufacturing, major office and research and development based employment within high quality, highly accessible, campus style settings. The zoning is for high value added businesses and corporate facilities that have with extensive/specific land requirements.	137-137-68, 137-137-68
	COE	Commercial Office Employment	Provide for office-based development with a high density of employment	Provide for office-based development where a high density of employees are to be accommodated based on the sustainability of high quality public transport accessibility	137-137-68, 215-215-158



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Thank you