

# Transport-Orientated Development: *The National Context in Ireland*

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# Question

To what extent does Ireland's policy and investment framework provide the vision, decision, institution, and funding for TOD?

**LDA**

**Project Ireland 2040**

**NPF**

**NDP**



**RSES X 3**



**MASP X 5**



**LA Dev Plans**



**Local Area Plans**

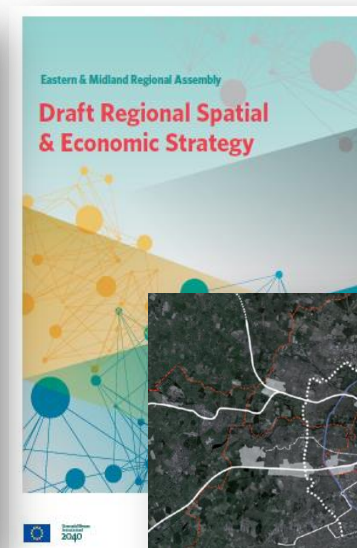
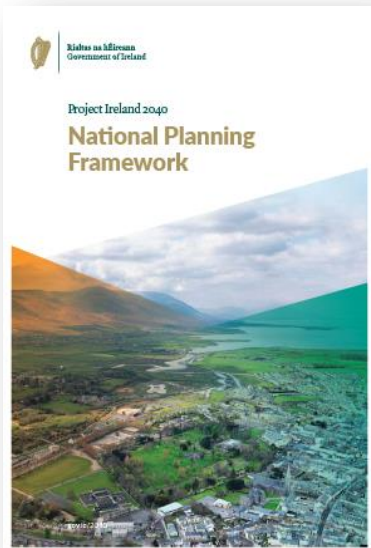
**Other  
guidelines,  
plans,  
strategies  
e.g. NTA, TII**

**OPR**



# Choices for Assessment

- Many criteria possible
  - ‘Four factors’
  - Newman, 2009: where, design and density, link to transport, facilitating entity, funding mechanism?
- Many policy documents available



# National Planning Framework



- Background
- High level framework on statutory basis
- Clearly articulated vision
- Ten national strategic objectives (NSOs)
- TOD-supportive:
  - Compact Growth
  - Sustainable mobility
  - Transition to low carbon economy
- Hierarchical, trickle-down approach
- But...
  - Value of myriad actors, interactions and decisions
  - Vision of NPF is necessary and welcome, but insufficient

# Planning and Transport



- Crucial link for TOD: NPF and transport policy
- NTA and RAs responsible for different strategies
- ...'both must be consistent with each other'
- Strong TOD principles in NTA strategy...
  - Integrating land-use; proximity; housing 'intensity' and parking; permeability; suggests locations
- But...
  - Transport strategy to cater for demand from land-use?
  - High 'capacity' vs. 'quality' or 'frequency'
  - Trickle-down approach
  - Applies to GDA only
  - Short of assertion/decision (where; what; how, who)

# Draft EMRA Regional Strategy I



- **Draft** RSES 2019-2031 for EMRA, October 2018
- Guiding Principles for Integration of Land-Use and Transport
  - Consistent with NTA strategy
  - Residential development on land that is/will be served by active/PT
  - Impact of land-use and transport on modal split / GHG emissions to be assessed
  - Use design solutions and innovative approaches to reduce car dependency
  - Car-parking caps in highest-intensity developments
  - Permeability of active and public transport
  - ‘10-minute’ settlement concept
  - Supports the delivery of named rail projects
  - Support for BusConnects in the metropolitan area
  - Support for investment to improve connectivity by bus to regional settlements
  - Enhance the reliability and the level of service within key settlements

# Draft EMRA Regional Strategy II

- Certain locations in the region '**offer potential for increased residential densities at high quality public transport hubs** and can accommodate average or above average growth to provide for natural increase, service and/or employment growth where appropriate, to be set out in the Core Strategies of County Development Plans'
- The delivery of key infrastructure is 'a significant change parameter to **drive increased metropolitan densities** and this has been factored into the clustering and prioritisation of strategic development areas, **based on their accessibility to high quality rail based public transport corridors**'
- Supports 'the consolidation and re-intensification of infill/brownfield sites to provide **high density and people intensive uses** within the existing built up area of Dublin city and suburbs and ensure that the development of future development areas is **co-ordinated with the delivery of... public transport projects**'
  - Swords and MetroLink highlighted



# Draft EMRA Regional Strategy III

- But...
  - Transport in response to population and services
  - Supported rail projects not linked to specific residential development
  - Does not fully espouse a TOD strategy in a specific area, or more generally
  - Mutual consistency between RSES / transport strategy for GDA only
  - TOD might have greatest potential in Cork, Limerick, Galway, Waterford
- Statutory arrangements in the GDA will be extended to all cities
- Opportunity to consider the gap between the NTA's current statutory prescriptions and those typically associated with TOD
  - NTA Report on Large-Scale, Rail-focused Development in Dublin, 2013

# Study on *Large-Scale, Rail-focused Development* (2013)

- Assess future, large, rail-based residential development
- Pressure for lower-density development
- Risk of sub-optimal development
- Prescription for TOD
  - Public-sector co-ordination throughout
- Proof of concept for TOD
  - North Fringe-Stapolin (Dublin City Council and Fingal County Council)
  - 35/41/67/80 units per hectare; highest closest to rail station
- Does not have statutory status
- Other examples e.g. TII's Area Based Transport Assessment (ABTA) Advice Note



# Investment Context I

- NDP public investment plan 2018-2027
- €116bn (€91bn from Exchequer) / 4 per cent of GNI\*
- Investment allocated across the NPF's ten NSOs
- Major projects outlined (≠ approved)
- Innovative funding programmes
  - Rural Regeneration and Development Fund: €1bn
  - Disruptive Technologies Innovation Fund: €500m
  - Climate Action Fund: €500m
  - Urban Regeneration and Development Fund: €2bn
- URDF (+ housing and public transport spend) significant for TOD
  - Supporting activity
  - Look to next call



# Investment Context II

€ billion	Exchequer	Non-Exchequer	Allocation
<b>1. Compact Growth</b> (Lead Department: DHPLG: Related Departments, DTTAS, DRCD)			<b>14.5</b>
of which: Social Housing Provision	11.6		
Urban Regeneration and Development Fund	2.0		
<b>4. Sustainable Mobility</b> (Lead Department: DTTAS)			<b>8.6</b>
of which: Dart Expansion	2.0		
Metro Link	3.0		
BusConnects Programme	2.4		
<b>8. Transition to a Low-Carbon and Climate-Resilient Society</b> (Lead Departments: DCCAE, DTTAS, DAFM, OPW, commercial SOEs)			<b>21.8</b>
of which: Energy Efficiency - housing retrofit	3.0		
Energy efficiency in public buildings	0.8		
Boiler replacement	0.7		
Support Scheme for Renewal Heat	0.3		
Climate Action Fund		0.5	
Electric vehicles	0.2		
Flood Defences	1.0		
Energy Investment (renewables, interconnection, etc)		13.7	

# Investment Context III

- What about fiscal limitations and rules?
  - Example: Rieselfeld district in Freiburg
- Value Capture
  - Land value jointly increased so shared
  - LVC Policy Instruments (Table 2.3)
- International options (EIB targets; investment and support)
- ...“effective engagement in the management and building up of a reserve of development land... will also enable the capture of gains in land value from the development process, for investment in necessary public infrastructure” (NDP, p.33)



# Investment Context IV



- NDP/URDF/LIHAF/development contributions
  - Potential to go some way in supporting a TOD approach in Ireland.
- State's planning and co-ordination powers
  - Crowd in funding from other sources
  - Move away from 'eyes on, hands off'
- Gap in the current funding framework
  - Substantial investment ahead of demand
  - Linking the transport investment to the development it serves
  - Capturing the value uplift in the price of property in the area

# Question

To what extent does Ireland's policy and investment framework provide the vision, decision, institution, and funding for TOD?

# Assessment Summary

## 1. Vision



- Compact growth
- Sustainable mobility
- Transition to low carbon

## 2. Decision



- System not a barrier
- Need a very specific decision
- Say where, how, by whom etc.

## 3. Institution



- LDA and OPR positive
- Site-specific development body
- Mandate and powers

## 4. Funding

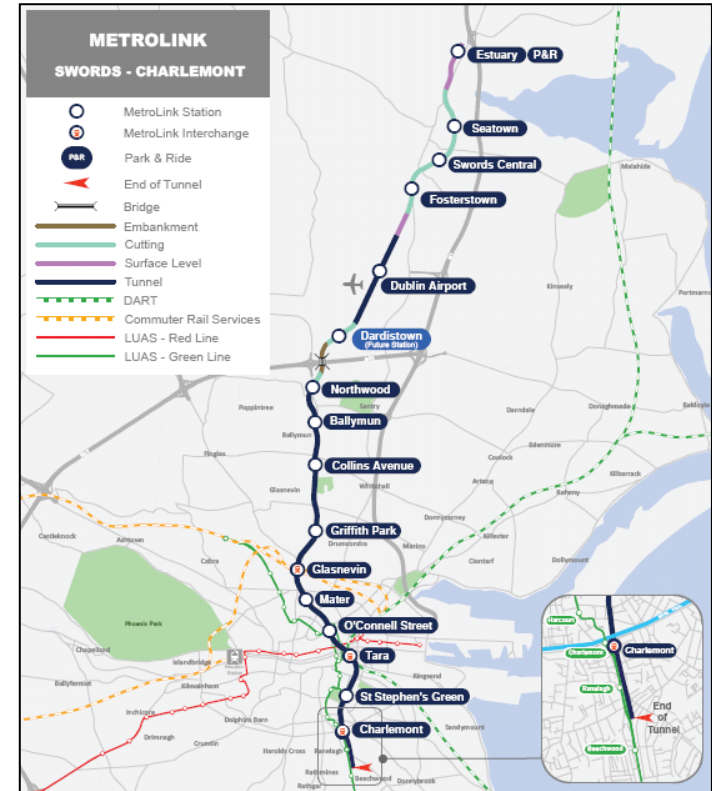


- NDP, LIHAF, URDF welcome
- 'Transport-adjacent'
- Need for supporting funds
- Timing and value capture



# Thought Experiment

- Working in the context of NPF's vision
- TOD where investment decision already taken, most promising
  - e.g. MetroLink, BusConnects, Cork rail corridor
- MetroLink
  - 9,500-hectare corridor?
  - €1.7bn value uplift?
- Ensure that development crowds around in TOD fashion
  - Decision
  - Institution
  - Funding
- Council's advice is explicit...



# What type of decision?

- Disparate actors examining transport corridors
- Local and national actors deciding to deliver a TOD
- Preparing / taking local planning and land-use decisions
- Facilitating site purchase, rezoning and preparation
- Central government designating site for special status
- Agreeing:
  - Densities/proximities and mix of use/tenure
  - Link to high-frequency, high-quality transport service
  - Enforcement of compliance with and design
  - How to maximise sustainability (energy, waste and water)
  - Requirement for social and affordable housing

# What type of institution?

- Moving from 'eyes on, hands off' model
- Central government outlining role of development entity
- Ensuring institution has statutory mandate and power
- Institution
  - Acquiring, holding and managing land
  - Planning and preparing the site for development
  - Devising plan to balance value capture and affordability
  - Co-coordinating, where necessary, private developers and landowners
- Reform as required to enable TOD on private land
  - Effective CPO system
  - Framework for land adjustment

# What type of funding?

- Ensuring large infrastructure funding and delivery supports a proximate TOD
- Enabling substantial (though not necessarily Exchequer) investment ahead of demand
- Linking the transport infrastructure to the development of the TOD location
- Ensuring institution has the ability to capture gains for investment
- Providing consent for institution to borrow money, with access to low-cost finance
- Finding ways of capturing more of the value uplift at existing properties

# Conclusion

- Some necessary pieces in place
- More, determined, co-ordinated action needed
- Knotty problems remain
- Prescriptive RSEs / MASP / LAPs
- Necessary steps not abstract
  - *Planning and Development of Large-Scale, Rail Focussed Residential Areas in Dublin*, NTA, 2013
  - New/initial TOD locations reasonably obvious
  - French ‘corridor’ approach as one exemplar
- Sustain NPF TOD vision ‘down’ the regime

# Questions

- Where should a TOD be located?
- What characteristics should it have?
- Who should deliver it?
- How will it be funded?
- What is the scope for TOD on public land?
- How can TOD be undertaken on private land?
- How will social/affordable housing be developed?