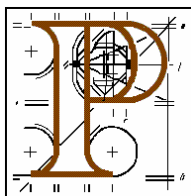

An Bord Pleanála



Reference: PL04G.ZD2008

Development: Monard Strategic Development Zone Planning Scheme

Development Agency: Cork County Council

10

Location: Monard, Rathpeacon, Co. Cork

Appellants (2 no.): Monard Community Association
Michael and Margaret Cronin, Finbarr and Rosarie O'Sullivan

Observers: O'Flynn Construction

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Prescribed Bodies NTA
NRA
Inland Fisheries Ireland
Dept. of Arts, Heritage and the Gaeltacht.

Dates of Oral Hearing: 21st – 22nd May 2013

30

Date of Site Inspection: 26 & 27 February, 20th May 2013

Inspector: Conor McGrath

Contents:

	1.0	Introduction
	2.0	The SDZ
	3.0	Site Location and Description
	4.0	The Planning Scheme
	5.0	The Appeals
	6.0	Observations
	7.0	Development Agency Response to Grounds of Appeal
10	8.0	Policy Context
	9.0	Oral Hearing
	10.0	Assessment
	11.0	Conclusions and Recommendations

1.0 INTRODUCTION

This report relates to two appeals under Section 169 of the Planning and Development Act, 2000 - 2011, against the decision of Cork County Council to make the Strategic Development Zone Planning Scheme for Monard, Rathpeacon, Co. Cork. Cork County Council published a Draft Planning Scheme for a new town at Monard in June, 2012. In pursuance of section 169 of the above Act, the County Council decided by resolution on 8th October, 2012 to make the Monard Strategic Development Zone Planning Scheme, subject to variations and modifications.

- 10 The proposed new town at Monard is part of the wider Cork Area Strategic Plan (CASP) strategy of putting more of Cork's population next to high quality public transport. Monard lies on a suburban rail line (Mallow – Cork) and it is proposed that the new town will ultimately have around 5,000 homes, and a population of around 12,500. Having regard to the scale and complexity of the proposal, the Board decided that an Oral Hearing should be held in this case. The Hearing was held in the Vertigo Conference Room in Cork County Hall, on the 21st and 22nd of May 2013.

- 20 Having regard to the nature of the issues raised in the appeals and observations, the Board engaged the services of Mr. Jerry Barnes of *McCabe Durney Barnes*, to advise specifically on matters of transportation and traffic. A separate report from Mr. Barnes is appended herewith and is referenced in later stages of this report.

Prior to the hearing being held, the Board requested further information from the Development Agency in relation to a number of matters. This information was received by the Board on 15/04/2013.

- 30 I visited the SDZ lands and surrounding area on 26 & 27 February and on 20th May 2013. This report is accompanied by a selection of photographs from the lands, taken on those dates. This is not a comprehensive photographic survey of the lands.

2.0 The SDZ

Monard Strategic Development Zone was established by Statutory Instrument (S.I. No. 540 of 2010) on the 25th May 2010. The Government designated it, pursuant to a proposal by the Minister for the Environment, Heritage and Local Government, being of the opinion that the specified development is of economic and social importance to the State. The specified development is described in the Statutory instrument as follows:-

- 40 “residential development and the provision of schools and other educational facilities, commercial activities, including office, hotel, leisure and retail facilities, rail infrastructure, emergency services, and the provision of community facilities as referred to in Part III of the First Schedule to the Act, including health and childcare services.”

The Order states that the site was designated taking into consideration its scale and configuration, the efficient use of public investment in infrastructural facilities, including public transport, water, waste water and roads and that development of the site will help give effect to the policies in the Regional Planning Guidelines for the South West Area 2004-2016 and the Cork Area Strategic Plan jointly adopted by Cork City Council and Cork County Council.

- 10 The Statutory Instrument specified that for the purposes of Section 168 of the Act, the development agency was to be Cork County Council. The area covered by the SDZ designation is shown on a map appended to the Statutory Instrument.

3.0 SITE LOCATION AND DESCRIPTION

- 20 Monard is located to the northwest of Cork City, approximately 4km northwest of Blackpool and 4km northeast of Blarney village. The N20 Cork to Limerick National Primary Road runs northwest between Blarney and Monard, while the Old Mallow Road runs along the southern and western sides of the lands. The Whitechurch Road runs along the eastern side of the Scheme lands. The main Cork - Dublin railway line runs along the southern boundary of the lands.

The Scheme relates to a stated area of 391 hectares / 966 acres. The lands are primarily in agricultural use with a scattering of farm complexes throughout. There is an existing distribution / warehouse operation located in the south-western part of the lands, accessed off the Old Mallow Road. There are twenty-three separate landholdings within the area, some of which are of considerable size, while the scheme indicates that there are approx. seventy residential properties within the area. The settlement pattern in this rural area is concentrated along the poorly aligned local road network. This includes Monard Lane and Kilcronan Lane which traverse the lands at the southern and northern ends respectively.

- 30 The topography of the area is characterised by low hills and shallow river valleys, with lands rising to an elevation of approx. 140m on the eastern side of the SDZ. The upper parts of the lands form part of the backdrop to Cork City. The lands generally fall from east to west toward the Old Mallow Road (former N20) and the Blarney River and from north to south toward the railway. Gradients are steep in parts (1:5), particularly on the lower slopes. A trunk gas main runs east-west across the southern part of the site, while a 110kV overhead line runs north through the eastern part of the lands.

4.0 THE PLANNING SCHEME

4.1 Making of the Scheme

A Draft Planning Scheme for a new town at Monard was prepared in June, 2012. The draft scheme was placed on public display and a process of public consultation was undertaken. Twenty five submissions were received by the Development

Agency, copies of which are included in the file, including nine submissions from prescribed bodies as follows;

- Dept. of the Environment, Community and Local Government.
- Dept. of Education and Skills.
- Southwest Regional Authority.
- Cork City Council.
- NRA
- NTA
- EPA
- 10 • Iarnrod Eireann
- Inland Fisheries Ireland.

The Development Agency, as required by legislation, provided the elected members with a report on the submissions received, along with recommendations from the County Manager, a copy of which is included in the file. The elected representatives subsequently decided to make the Scheme on 8th October 2012. Following the making of the Scheme, a finalised Planning Scheme, Environmental Report and Strategic Environmental Assessment Statement incorporating the relevant changes and modifications, was prepared and has been forwarded to the Board.

20

Two third party written appeals have been submitted to the Board against the Council's decision to make the Planning Scheme. One third party written observation was received, while written submissions from four prescribed bodies were received by the Board.

4.2 Scheme Content

The Planning Scheme comprises an A3 document which includes a written statement with numerous maps, drawings and illustrations. It is supported by a number of background studies and other documentation, including an SEA Statement and Environmental Report, and a Habitats Directive Screening Statement.

30

The Planning Scheme is laid out in ten chapters, as follows:-

Chapter 1. The Monard Project and its Context

Chapter one identifies the context and purpose of the new town as a means of increasing the proportion of Cork's population served by high quality public transport, making the Cork area less car-dependent. The Cork Area Strategic Plan (CASP) promoted this aim, based in part around the suburban rail corridor. Monard is the principal new development envisaged on the Cork-Mallow section of the rail system. It is indicated that the current period of unfavourable economic conditions allows for the necessary lead time to prepare the Planning Scheme and associated infrastructure, and will ensure that Cork Co. Co. can respond rapidly when there is a recovery in the economy. Monard is to be developed as a satellite town in the form

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of 4 villages, each with a distinct character and design approach, with an overall intended population of 12,500 -13,000.

Chapter 2 “Planning Framework”.

The planning framework identifies locations for major infrastructure and facilities which are constrained in where they can go. These fixed elements create a framework for more detailed planning of the area.

10 The layout and sequence of development seeks to provide the main landholdings with either direct access to public roads and sewers, or a choice of alternative indirect connections. The Scheme notes that a junction with the (Cork) Northern Ring Road (M/N40) to serve the new town is strategically critical. The town centre will be focused on the railway station to the south and a retail centre to the north of the station. Cycle and pedestrian connections with residential areas are to be provided. Sports fields will be provided on the eastern side of the town, to the east of the existing 110kV line, while a Country Park will be provided in the Blarney River Valley to the west. Four villages are proposed, each containing local services, retail services, community facilities and crèche, adjoining a primary school.

Chapter 3: Design, Layout and Building Issues in Monard.

20 Chapter 3 outlines the general design approach for the area, and suggests specific types of layout, building and open space in response to generic issues which arise in Monard. Monard is described as a low-rise town, with most buildings being 2-3 stories high, where 3-storey groups of buildings would be in the minority.

The Scheme refers specifically to the application of the 2011 Cork County Council Residential Estate Design Guide “Making Places”, and the 2010 EU Directive on Energy Performance. The form of open space is discussed while specific house types and mix are identified. This includes discussion of the treatment of slope in building design.

30 Chapter 4: Proposed Development in Villages and Neighbourhoods

Chapter 4 is the core of the Scheme. It provides indicative layouts, development types and planning requirements for each of the 4 villages. Each village is divided into a series of neighbourhoods and local centres. The main transport, infrastructure and amenity networks in the village and neighbourhood sections are stated to be mandatory, and locationally specific. Buildings and street layouts not forming part of the main road network, are described as indicative and subject to the principle of ‘functional and neighbourly equivalence’. Each neighbourhood is described individually, while cumulative house numbers and overall densities of development are identified at the end of the Chapter. The four villages are comprised as follows:

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Lower Monard Village:

Lower Monard Village is located at the southern end of the SDZ, and accommodates the train station, the Town Centre and surround residential neighbourhoods. The overall circulation network converges on the Services Corridor in the town centre and

10 railway station. Town centre buildings are to be generally 2-3 storeys in height, except possibly a few 4-storey landmark features. Approx. 47,150-sq.m. of non-residential floorspace is proposed within the town centre, including approx. 14,500-sq.m. of retail floorspace. Residential development at upper floor levels is proposed. The first primary school in the SDZ is proposed to the north of the retail area. The southern Town Centre area, between the train station and the commercial town centre to the north, comprises denser residential development making use of the fall in levels to the south. A line of office buildings is proposed parallel to the proposed Northern Ring Road to the southeast, in order to act as a noise barrier. Five residential neighbourhoods are identified around these Town Centre areas. The total number of residential units identified for Lower Monard ranges between 1,780 and 2,095 no. units.

Upper Monard Village

20 This Village is located on the upper slopes and top of Monard Hill, the most elevated part of the SDZ. The village centre is located centrally on the eastern edge of the SDZ and is to be accessible from the Whitechurch Road to the east. A north-south linear park / pedestrian corridor will connect the village centre to the town centre and rail station to the south. Another linear park will provide a northwest link to the Country Park adjoining the Blarney River. Five neighbourhoods within the Village are identified as well as the village centre. The number of residential units identified for this village ranges from 825 to 955 no. units.

West Village:

30 This is generally comprised of one farm holding, located on the exposed western slopes of the SDZ. The village centre is located centrally, with a stepped pedestrian street running west to the Old Mallow Road and the Country Park. The main SDZ cycle route and linear park runs north through the centre of the village, providing connection to the town centre and railway station to the south and to Kilcronan Village to the north. The village comprises seven residential neighbourhoods, accommodating between 820 and 964 no. residential units.

Kilcronan Village:

40 This is the townland to the north of Monard. The village centre is likely to be the last to be developed and it is suggested that this will allow for the provision of services that may not be provided / possible to provide in the Town Centre. Development proposals for the village centre are therefore kept at an indicative level. There is access to the surrounding road network to the east and west. Seven residential neighbourhoods are proposed within the village, comprising between 1,110 and 1,300 no. dwelling units.

The overall amount of development in the neighbourhoods and the Village and Town Centres in the Scheme is identified as follows:

Village	Dwellings		Floorspace ('00m ²)	
	Minimum	Maximum	Minimum	Maximum
Lower Monard	1780	2095	2020	2747
Upper Monard	825	955	919	1240
West Village	820	964	870	1209
Kilcronan	1110	1300	1156	1622
Total	4535	5314	4965	6818

The higher density residential areas are located in Lower Monard and in neighbourhoods in the West Village which have relatively level access to the town centre and railway. Table 4.2 of the scheme identifies proposed densities across the lands and the overall average residential densities, excluding town and village centre development, are summarised below:

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Village	Net area (ha)	Dwellings		Density (dwellings per ha)		
		Min	Max	Min	Max	Average
Lower Monard	55.89	1710	2015	30.6	36.1	33.3
Upper Monard	32.51	755	875	23.2	26.9	25.1
West Village	29.84	815	945	27.3	31.7	29.5
Kilcronan	51.22	1110	1300	21.7	25.4	23.5
Total	169.46	4390	5135	25.9	30.3	28.1

Chapter 5: Transportation

A new train station is proposed at Rathpeacon at the southern side of the town centre. The design of the station was determined in consultation with Iarnród Éireann and its opening needs to coincide with the first substantial block of development. Development of the station will be facilitated by the supplementary development contribution scheme and the Monard Contribution Scheme. The road layout within the Scheme makes provision for the development of bus services, including bus priority measures where necessary.

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The majority of trip destinations external to Monard lie to the south, south-east or south-west and the Scheme notes that traffic congestion is possible on roads accessing Monard from these directions. A transport assessment (TA) prepared in respect of the Scheme determined that unless both the Northern Ring Road and a junction serving Monard are in place, the roads connecting Monard to the city boundary and the N20 could become seriously overloaded. The main focus of the traffic assessment was therefore to determine the scale of development which could be delivered before the construction of the Northern Ring Road.

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The Transport Assessment concludes that the existing local road network can cater for c.1,000 additional residential units, assuming that the train station, Service Corridor road and cycleway/pedestrian footpath connections to Blackpool are in place. Two new road links to the South-East and South-West, along with other identified network improvements, are required in order to facilitate development to approx. 3,800 dwelling units local congestion. Junctions on the N20 in Blackpool are identified as the primary constraint to traffic growth in the area, and would require upgrading or relief for such growth to continue.

- 10 The Scheme recommends that if the Northern Ring Road is not provided, further transport assessments should be carried out approximately halfway and further at approximately three quarters of the way through the development of the SDZ. These assessments would provide for a halt on development if traffic conditions warranted or the implementation of further improvement measures. Reduced parking provision of between 10 and 30% below current Development Plan requirements are proposed.

Chapter 6: Infrastructural Services

- 20 It is proposed that sewage will be collected and pumped to the Cork City Council treatment plant at Carrigrennan, Little Island. As an initial interim measure, pumping of effluent to the existing Killeens treatment plant to the south of Monard is proposed, pending a critical mass of development in Monard to facilitate pumping to Carrigrennan. An internal, predominantly gravity fed, trunk foul sewer layout is identified. Water supply will be via a c.6km connection to the City Council Churchfield Reservoir to the southwest. Low and high level reservoirs are proposed within and adjacent to the SDZ to serve development therein.

- 30 A preliminary SUDS report based on detailed site investigations accompanies the Scheme. SUDS drainage design aims to restrict run-off to greenfield rates and ensure that development does not cause or exacerbate flooding risks at any other location in the catchment or receiving watercourses. The Scheme notes that even without any development at Monard, there is periodic serious flooding on the Blarney and Shournagh Rivers. The Lower Lee Cframs Study will be complete before any significant development will have occurred at Monard, which will address such flood events.

- 40 Electricity will be provided from the existing 110kV sub-station at Kilbarry. Any new transmission lines will be laid in underground ducting along public roads, while the existing 10kV and 38kV lines within the SDZ will also be undergrounded. A trunk gas main crosses the southern part of the SDZ. A connection to this main or to other local gas supply pipes in the area is proposed. Broadband ducting will be provided in all distributor roads and developers will be required to provide individual house connections.

Chapter 7: Amenity, Recreation and Community Services:

The scheme identifies primary school sites for each village while a site for a secondary school is identified at the southern end of the Country Park. Within each village, controls are identified to prevent development progressing before necessary schools and village centre services are in place. This will be supported by incentives built into the development contribution system to make land for schools and other public purposes available. Locations for the provision of childcare facilities are identified, while the Scheme provides for flexibility in the overall level of provision. Locations for local and neighbourhood play areas are generally identified. Formal sports pitches are to be provided on the eastern side of the SDZ between the ESB line and Whitechurch Road.

The Scheme identifies areas of open space to be provided in applications, supplemented by additional spaces within residential neighbourhoods. Detailed landscaping proposals will need to show how different types of landscape / recreational area will be realised. There will be incentives for woodland planting in advance of construction.

Chapter 8: Minimising Adverse Effects on the Environment

This chapter outlines the SEA process and Table 8.2 summarises mitigation measures to minimise adverse effects on the environment. Environment principles are identified which relate to key aspects of the town and provide guidance to developers. AA screening recommendations relate largely to the provision of wastewater collection and disposal.

Chapter 9: Contributions and Equalisation

The basis and operation of the Development Contribution Scheme for Monard are outlined in this chapter. The scheme contains provisions to incentivise the provision of necessary facilities and infrastructure. The contribution scheme was adopted by the elected representatives on the same day as the Scheme was made.

Chapter 10: Phasing and Thresholds

The system of control over the sequence of development has the following components:

- The principle of contiguity: Other than in the southern part of Lower Monard, new development will need to adjoin land which has already been developed, or is being developed, and cannot occur in isolation, or at a distance from it.
- The principle of association: This requires that neighbourhood crèches, recreational / play facilities, sports pitches and various other types of open space have to be proposed and provided in applications for new housing.
- Thresholds within villages: A system of thresholds will apply in each village, whereby development north of the school site cannot progress ahead of development on the school itself and other village centre facilities, including

crèches, basic retail and service provision, recreational/play facilities, and (in Kilcronan) a medical centre.

- SDZ level thresholds which will trigger a Transport Assessment: These apply with regard to provision of, timing of, and access to the Northern Ring Road.

The scheme provides that planning permission should not be granted prior to the awarding of contracts for necessary infrastructure and facilities, and that no development works should occur in advance of works on such facilities. Development of the northern part of Lower Monard cannot proceed until the following facilities have been provided.

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- Sewerage: Pipe connection to Carrigrennan treatment plant. Killeens treatment plant to be decommissioned and sewage transferred to Monard for onward pumping to Carrigrennan
- Provision of railway station and park and ride car park
- Roads: Final surfacing of the Services Corridor Road.
- Cycle and pedestrian routes: Initial sections provided with development from the town centre outwards. Cycle and pedestrian routes SE towards Blackpool to be provided in conjunction with service ducts along this route.

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- School: First Primary School
- Crèches: 1st Town Centre
- First 1,000m² of shops, retail and medical services.
- Indoor sports and/or community facility: First such facility
- Higher Level Play Areas: District Play Area

The two SDZ level development thresholds are as possible temporary development boundaries, pending a review of traffic conditions and the taking of any necessary actions prior to a resumption of development. They correspond to points approximately mid-way and three-quarters of the way through the development. The Scheme proposes that the later threshold (Threshold 2) would also represent a suitable point to undertake a review of the Planning Scheme and consider whether formal amendment in accordance with the Act is required, if such a review and amendment had not already occurred.

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4.3 Supporting Documentation to the Draft Scheme

The Scheme is supported by additional documentation, as follows:-

- Monard Strategic Development Zone, Strategic Environmental Assessment Statement.
- Monard Strategic Development Zone, Environmental Report.
- Planning Scheme for Development of Monard Strategic Development Zone, Habitats Directive Screening Statement
- Monard SDZ Transport Assessment (Arup).
- Monard SDZ Landscape Report (Nicholas de Jong Associates)

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- Monard Water Supply Scheme Volume 1 and 2 (RPS): Dealing with the supply from external sources to reservoirs in Monard
 - Monard Sewerage Scheme (Nicholas O'Dwyer): Dealing with sewage disposal from the pumping station in Monard to external outfall.
 - Monard Preliminary Sustainable Urban Drainage Report (T.J. O'Connor & Associates) Parts 1 and 2:
 - Monard SDZ Development Contribution Scheme, which was adopted by the elected representatives on the same day as the Monard Planning Scheme was made.

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The above documents are available to the Board and it is not proposed that these be summarised in detail within this report. I will refer to the content of these reports at stages during the course of this report, however.

5.0 APPEALS

Two appeals have been lodged against the decision of Cork County Council to make the Planning Scheme from the following parties:

- Monard Community Association
- Michael and Margaret Cronin, Finbarr and Rosarie O'Sullivan

5.1 Monard Community Association

- No objection to the principle of development, however, the economic viability of the Scheme and impacts on the local community should be addressed.
- 10 • Concerns raised in original submissions to the Council were not addressed.
- The transport assessment is inadequate. There is no certainty regarding construction of the Northern Ring Road (NRR) or a junction serving Monard, or the measures required in its absence.
- The absence of a junction to the NRR will result in congestion on the local road network, requiring substantial road improvements before development commences.
- The Scheme contains no commitments regarding provision of the railway station and the provision of bus services remains unknown.
- The scheme does not provide adequate certainty regarding the provision of roads, water, drainage or public transport infrastructure.
- 20 • While the Scheme acknowledges existing flooding problems in the area and refers to the Lee CFRAMS, it contains no definitive statements on this issue.
- Proposed playing pitches are remote from the residential population and there is a concern that they will not be delivered.
- The phasing thresholds are overly complex and may not be effective. The phasing schedule needs to be strengthened with obvious triggers to development, clearly linked to infrastructure provision.
- The provisions relating to implementation and community liaison require strengthening. There is no methodology for implementation, monitoring or oversight, or details of engagement with other agencies or the community.
- 30 • The appeal should be read in conjunction with the original submission on the Draft Planning Scheme to the Council.

Additional points raised in the Association's original submission to the Development Agency on the Draft Scheme include:

- The nature and scale of residential development is supported.
- The documents do not allow for independent assessment of the traffic modelling.
- Impacts on neighbouring lands and measures to integrate the existing community into the new town are not adequately considered.
- 40 • Concerns were raised regarding the provision of community and cultural facilities as part of the phasing schedule.
- Phasing should be linked to the capacity of public transport, rather than just the provision of public transport infrastructure.

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- The requirements of the Recreation and Amenity Policy have been ignored and policy on the Country Park is undeveloped.
 - A dedicated website for the SDZ, continually updated, should be established.
 - A construction management strategy should be developed to address impacts on existing residents.
 - Recent severe flooding of local roads should be investigated.

5.2 Michael and Margaret Cronin, Finbarr and Rosarie O’Sullivan

- The appellants are existing residents of the SDZ.
- 10 • The development will leapfrog existing farmland and contribute to urban sprawl.
- Intervening lands between the city and the SDZ would likely be in-filled by mixed-use development.
- There are available lands within the city boundary at Kilbarry.
- The mix of uses will undermine Blackpool Retail Park, 3km away.
- The development will involve significant up-front infrastructure costs. It is questioned whether this is the best use of resources.
- Concerns are expressed regarding the upgrading of the local road network after the first phase of development.
- The position of the NRA regarding access to the Northern Ring Road reduces the suitability of this area for development.
- 20 • Concerns remain regarding flooding impacts on the Blarney River given the scale of development proposed, notwithstanding proposed SUDS infrastructure.
- There are real flooding risks for Lower Monard and Blarney Village.
- The timing and ability to provide the train station is unclear. While the Rail Network Strategy Review provides for a station at Blarney, there is no provision for a station at Monard.
- The provision of a station at Blarney makes sense given its existing population.
- The community consultation stage did not include consultation with local residents or householders.
- 30 • The height of buildings in the town centre to the south of the appellant’s dwellings would have negative visual impacts thereon.
- Development would result in significant nuisance for residents in the absence of a construction management plan.
- The appeal raises issues of landownership and procedure. The plan favours the development of lands already in a developer’s ownership.
- Infrastructure must be provided in line with development to avoid piecemeal development.
- The plan is not detailed enough to provide for development without recourse of appeal to the Board.

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6.0 OBSERVATIONS

Prescribed Bodies:

- National Roads Authority.
- National Transport Authority.
- Inland Fisheries Ireland
- Dept. Arts, Heritage and the Gaeltacht.

Third Parties:

- O'Flynn Construction Limited.

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6.1 National Roads Authority:

- The authority supports the designation of Monard as an SDZ and the emphasis on public transport.
- The proposed Northern Ring Road (M/N40) is a strategic national road corridor intended to remove inter-regional traffic from the city environs, and will form part of the Atlantic Corridor. This road scheme is currently suspended.
- A route corridor has been selected between the N8 and N22 but the final design is not complete. A junction at Ballincroig, mid-way along the Scheme has been agreed in principle.
- 20 • The inclusion of junction designs for the NRR within the Planning Scheme is premature pending final design of the road scheme and they should be omitted.
- Such junction may create serious safety and operational issues due to proximity to a future M20 / N/M40 interchange and would not accord with the DMRB.
- An amendment to the Scheme (5.2.9) is proposed noting the status of the proposed NRR and the requirement for a strategic junction strategy to be finalised.

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The submission is accompanied by copies of correspondence between the Authority and the Development Agency arising between June 2008 and November 2012, outlining the position of the NRA regarding the provision of a junction on the NRR to serve Monard. Particular attention is drawn to a letter from the CEO of the NRA to the Development Agency, dated 19/11/2012 in this regard.

6.2 National Transport Authority

The Agency notes that notwithstanding changes to the Draft Scheme at its adoption, the views expressed by the Authority in their original submission on the scheme remain the same. That submission raised the following points:

- Development of the nature proposed is supported in principle.
- 40 • This is dependent on strong supporting evidence in terms of the relationship between development scale, uses / mix of uses, contingent supporting transport infrastructure / services, trip distribution and modal split.

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- 10
- The scheme does not demonstrate such an evidence base or a necessary level of prescription in terms of scale, phasing and delivery of supporting infrastructure.
 - Development should be contingent on transport infrastructure and services sufficient to cater for clearly stated trip generation and distribution assumptions and modal split targets.
 - No specific figures for modal split have been provided and insufficient transport analysis and assessment has been undertaken.
 - The Scheme places undue emphasis on the provision of direct access to the Northern Ring Road, without sufficient rationale or justification.
 - The loading of high volumes of commuter traffic onto the Northern Ring Road would inhibit its strategic function and would be contrary to government policy and would be opposed by the NTA.
 - The traffic assessment does not refer to a traffic generation model, although this is referenced in the Environmental Report, nor does it identify the methodology for trip assignment. The assumptions underpinning its conclusions are therefore unclear.
 - The phasing assessed in the Transport Assessment does not refer back to the phasing in the Draft Scheme.

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 - The Final Planning Scheme should specify development densities / density ranges and the basis for same in terms of locational attributes and requirements.
 - While reduced parking standards relative to public transport provision are appropriate, the applicable values are not related to particular modal splits.
 - An area based approach to parking should apply maximum parking standards based on accessibility to public transport, density, mix of uses and proximity to services.
 - Parking provision within the town / village centres should reduce in phases allowing for increased provision for public transport and alternative modes.

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6.3 Inland Fisheries Ireland

- The most significant potential impact relates to the Blarney River, and its tributaries, which is an important salmonid habitat.
 - A minimum requirement is a 10m riparian strip on both sides of the Blarney River wherein no development should occur.
 - Roads should be constructed and upgraded to avoid further river crossings.
 - Crossings of the Kilcronan and Rathpeacon Streams should be kept to a minimum. A 5m riparian strip along the banks of both streams is recommended.
 - There is no potential for the disposal of treated sewerage to the Blarney River, even on a temporary basis.
- 40

6.4 Dept. of Arts, Heritage and the Gaeltacht

- The agreement of Cork City Council to accept the additional wastewater loading at Carrigrennan WWTP under the Waste Water Discharge Licence should be established before the Scheme is approved.
- The identified alternative wastewater discharge option to Carrigtwohill would require screening, due to potential impacts on Great Island Channel cSAC, which has not yet been undertaken.
- The Dept. does not disagree with the conclusions of the Habitats Directive Screening Statement with regard to the potential effects on other sites, including Gearagh cSAC / SPA, Blackwater River cSAC and Cork Harbour SPA.
- The development has potential to impact on Blarney Bog pNHA (including Clogheenmilcon Fen). This pNHA is more likely to be of regional than national importance.
- The Blarney River may be used by breeding otter and kingfisher.
- The ecological survey undertaken for the SuDS report was not available to view at time of submission.
- Surveys should assess whether breeding otter occur alongside the river recreational route / area. Disturbance along this route may result in deterioration of this breeding site for otter (Annex II species).
- Alternatively, the Scheme should revise the recreational route away from the river, if required by an otter derogation licence.
- Wastewater treatment, SuDS and other water quality measures should avoid the deterioration of fish habitat in the Blarney River.
- SuDS measures should avoid flash flooding of Blarney Bog pNHA.
- Abstraction should not impact on groundwater depletion or summer water levels in Blarney Bog and Cloheenmilcon Fen.

6.5 O'Flynn Construction Ltd.

- The observers, owners of 14.2ha of lands in Lower Monard bounding the railway line and Old Mallow Road, welcome the general proposals of the Planning Scheme.
- The zoning of the subject lands reflects their location adjacent to the proposed railway station, however, greater flexibility should be provided in terms of density within the town centre area.
- This critical early phase of development must be attractive to purchasers.
- Proposed office use at the south-eastern edge is inappropriate and this area would be more suited to residential development, given its position in the early phases of development in the SDZ.
- An infrastructure strategy for the SDZ should be a priority, including provision of a junction of the Northern Ring Road.
- This junction is critical for the SDZ and should be included in the scheme.

-
- The SDZ contribution scheme should be part of the overall County Contribution Scheme and should be consistent with DoECLG guidelines and recommendations for incentivised development with SDZ areas through lower development contributions.

7.0 DEVELOPMENT AGENCY RESPONSE TO GROUNDS OF APPEAL

The Development Agency make the following points in response to the appeal submissions:

7.1 Response to appeal by Monard Community Council

- The Transport Assessment assessed all scenarios except that where Monard is served by a junction from the Northern Ring Road, which is the least critical scenario and one where traffic would be least constrained.
- 10 • The appellants overstate the risk of congestion on the local road network. The TA indicates that 75% of development can be accommodated with local road improvements.
- In such event, economic conditions are likely to provide for the development of the NRR and the difference of view with the NRA regarding the proposed Monard junction is likely to be resolved.
- The location of the settlement on the train line underpins the designation of the SDZ and the provisions of the Scheme. Significant infrastructure investment will not occur where it is not considered likely that the train station will be provided.
- The scheme precludes development beyond the lower part of Lower Monard in the absence of the station.
- 20 • Iarnród Éireann support the station but cannot fund it. Existing collected contributions and future contributions from initial housing development will provide funding, while other external funding may also be available.
- A bus service will be required as development progresses further from the train station. Given the timescale involved, binding commitments in this regard are not appropriate at this time.
- The advantage of bus service provision is their flexibility and the internal road network is designed to facilitate bus service operation.
- The SUDS proposals relate to on-site flood measures which will protect lands downstream of the SDZ. Those external areas are the subject of further study
- 30 under the Lee CFRAMS.
- Housing in five neighbourhoods in Upper Monard is contingent on the provision of the sports fields. Notwithstanding this, there is provision for the compulsory purchase of these lands.
- The proposed eastern location for the pitches is accessible from existing roads, rather than depending on the later development of internal roads for access.
- The 110kV overhead line will provide a buffer between the playing fields and housing to the west. A central location for pitches within the Scheme would require a buffer on four sides which would be wasteful of land.
- 40 • The development of these lands, and the undergrounding of overhead lines, would not provide significant development gains.
- The phasing and threshold system is not overly complex. Areas which cannot be developed in the absence of specified infrastructure and facilities are defined.

-
- The system takes account of the fragmented land ownership pattern and ensures that infrastructure and facilities to meet the needs of residents are in place, while facilitating development and providing certainty for developers.
 - A simple phasing plan would not be appropriate and would be at risk of delay / obstruction by individual landowners / landholdings.
 - The accompanying Environmental Report sets out a monitoring programme.
 - The development management system will be the primary means of interaction with, and co-ordination between, the 23 no. landowners.
 - A steering committee of other public bodies is likely to be appropriate when market conditions improve and investment decisions are likely.
 - The timeframes for development and investment are uncertain and the levels of certainty sought in the appeal are not practical.

7.2 Response to appeal by Michael and Margaret Cronin and Finbarr and Rosarie O’Sullivan.

- Urban Sprawl has been reduced by the designation of the satellite towns.
- An improbable rate of expansion would be required for mixed-use development to fill the greenbelt between Monard and the City.
- Impacts on the agricultural use of lands in the area will be restricted by the well-defined boundaries of Monard.
- Lands at Kilbarry are zoned as a strategic employment centre, comprising the principle industrial land bank on the north side of the city.
- The scheme does not propose retail warehousing and will not compete with Blackpool Retail Park. Blackpool shopping centre is well established and has a large, existing catchment.
- The aim has been to expand the town northwards from the train station. The location of the town centre ensures the early provision of such services.
- No significant retail uses are proposed south of the Service Corridor.
- Offices are proposed in this area to act as a noise barrier, although, the submission acknowledges that landowners are not in favour of such use.
- The scheme identifies the costs of developing Monard. Development in such areas, already served by rail lines is more economical than providing new rail services to existing areas.
- Funding will mainly come from development contributions, along with central government support. There will not be competition for funds with other areas in the county.
- There is a case for proceeding with this development despite current economic conditions, on the basis of long-term household growth patterns.
- The development provides for the installation of SUDS infrastructure at the earliest stage, limiting run-off to greenfield rates.
- The site itself is not subject to fluvial flood risk and the basis for questioning the SUDS strategy is not established.

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- The 2011 Rail Network Strategic Review refers to the Cork Commuter Rail Project set out in Transport 21, which included Monard.
 - The 2011 review indicates that the second phase of that project, including stations at Blarney, Kilbarry and Dunkettle, has been postponed pending revised allocations of capital funding available under Transport 21.
 - Stations at Blarney and Monard would be complementary rather than being in competition.
 - The SDZ Partnership Group included Monard Community Association and it has not been suggested that they were not representative of local residents.
- 10 • Public meetings, exhibitions and discussions with local landowners and residents were undertaken.
- Comments regarding the height of town centre buildings to the south of the appellant's dwellings do not allow for the difference in levels between the sites.
 - Cladding is not regarded as a suitable finish for town centre buildings.
 - Construction management plans are more site specific and more readily enforced if prepared and lodged with planning applications. Submissions can then be made to the planning authority regarding any inadequacies in such plans.
- 20 • The scheme is not designed to "favour" a developer.
- The act does not allow for permission to be granted for development which is not in accordance with the scheme, protecting against piecemeal development.
 - The station is a relatively low-cost piece of infrastructure for which the majority of funding can be identified. Significant investment and development will not take place unless the facility on which the project is based is provided.
 - Adequate levels of detail are contained within the scheme.

8.0 POLICY CONTEXT

8.1 Planning and Development Act 2010 (Designation of Strategic Development Zone: Monard, Cork County) Order 2010 S.I. 540 of 2010

Monard Strategic Development Zone was established on the 25th May 2010 by Statutory Instrument (S.I. No. 54 of 2010). The Government designated it, pursuant to a proposal by the Minister for the Environment, Heritage and Local Government, being of the opinion that the specified development is of economic and social importance to the State.

10

The order states that the site was “designated for the establishment of a strategic development zone taking into consideration its scale and configuration, the efficient use of public investment in infrastructural facilities, including public transport, water, waste water and roads and that development of the site will help give effect to the policies in the Regional Planning Guidelines for the South West Area 2004 -2016 and the Cork Area Strategic Plan (CASP) jointly adopted by the City and County Councils”.

8.2 The National Spatial Strategy

The National Spatial Strategy 2002-2020 was in preparation when the Cork Area Strategic Plan (CASP) was launched and subsequently endorsed the CASP strategy. In promoting a more balanced pattern of spatial development for the State, the strategy emphasised the critical role of Gateways and Hubs in delivering future economic growth. Cork City was designated as a Gateway.

The NSS noted that the implementation of CASP was important to secure the objectives of the NSS. It noted that appropriate implementation structures supported by the local authorities and State agencies would be needed to drive this strategic plan forward. The NSS also emphasised the creation of high quality living environments through urban design and the integration of social and community amenities.

30

8.3 Cork Area Strategic Plan (CASP) 2001-2020

CASP established the concept of Metropolitan Cork, comprising Cork City, its environs and the metropolitan/satellite towns, as an integrated planning unit based on a single market for jobs and housing. The Metropolitan Area Structure Plan proposed that growth be based upon consolidating existing settlements and expanding and improving other settlements. The growth areas would all be served by a high quality rail or bus system. The focus was on a balanced spatial development pattern that provides for consolidation of development on the western and southern edges of the City and development of the potential of the northern and eastern sides of the City by maximising the use of the rail corridor already in place.

40

Development to the north and east of the City was promoted in order to rebalance the area socio-economically and provide sufficient development along the rail line to support a frequent suburban rail service. CASP favoured Monard/Rathpeacon for some of the planned development on the Blarney-Midleton corridor, subject to a detailed assessment. Three new stations were identified at Kilbarry, Monard/Rathpeacon, and a Park and Ride station to the north of Blarney.

10 The phasing programme contained in the strategy was divided into three broad development tranches up to 2020. It was envisaged that the emphasis in phase / tranche 2 (2007-2013) would be upon the northern arc of growth along the railway line between Blarney in the north and Carrigtwohill, and to a lesser extent Midleton in the east. In tranche 3 growth would continue along the rail corridor between Rathpeacon/Monard.

Appendix G sets out population and dwelling projections for the CASP area. Table G5 projected the development of 5,380 dwellings in the Monard / Rathpeacon / Whitechurch area by 2020, of which 5,000 would be located in Monard.

20 **8.4 Update of the Cork Area Strategic Plan CASP (2008)**

CASP was updated in 2008 following the adoption of the Blarney-Kilbarry Special Local Area Plan in 2005 (see below), based on the Cork Suburban Rail Feasibility Study. The Update noted that in addition to strengthening the City Centre's function, the spatial strategy involves developing the Metropolitan towns in particular Blarney, **Monard**, Carrigtwohill and Midleton in line with the adopted Special Local Area Plans and their location along the rail line.

It was proposed that development along the Cork suburban rail corridor would support government investment in suburban rail. A phased approach gives priority to growth along the rail corridors, wherein growth would be directed first to locations
30 along the rail line, and in the City / Docklands.

The provisions of the Blarney-Kilbarry Special Local Area Plan 2005 were noted and the strategy assumes that the full potential of Monard was not achievable by 2020. The Update put forward revised population projections for Monard for 2020, representing 75% of the overall potential development in the Monard area. It was envisaged that the remaining 25% capacity of the area will develop beyond 2020. Employment in Monard in 2020 was projected to be 1,394 persons. The revisions take account of the fact that the timing of completion of some population settlements such as Monard will be different to that originally envisaged in CASP.

40

8.5 South-West Regional Planning Guidelines 2004-2016 (now superceded)

The Guidelines note that Metropolitan Cork will continue as the principal economic driver of the Region and substantially develop its role as a national economic engine

of growth. A critical piece of infrastructure to enable this to happen is the commuter rail proposal from Mallow to Midleton, as proposed in CASP, and with supporting viability studies in place, in the form of the Strategic Rail Review and the Faber Maunsel study.

The guidelines projected an overall housing requirement for Metropolitan Cork over the period to 2020, in the order of 48,700 additional dwelling units. This level of growth would be facilitated by the CASP land-use strategy, supported by proposed commuter rail services.

- 10 With regard to infrastructure, it was noted to be a critical requirement that new higher density housing at Monard, Carrigtwohill and Midleton be linked to the public rail infrastructure. The integrated land use and transportation proposals for commuter rail services contained in CASP, allied to zoning and density policies at the above locations to encourage the uptake of commuter rail as a key means of travel within the Zone, must be progressed in line with the CASP timeframes.

- 20 The settlement strategy is for growth to take place primarily in Metropolitan Cork. The overall policy for Metropolitan Cork is for the consolidation of development, with slowing of growth to the South and West of the City and promoting strong growth to the North and East, along the existing and proposed rail line, as envisaged in CASP.

- 30 New residential and industrial growth in the North and East - supported by using the existing railway line, will be promoted with significant growth planned for Carrigtwohill, Midleton, **Blarney/Monard/Rathpeacon**, and in the Docklands. These areas should be served by a high-quality commuter rail service, acting as a catalyst for a fully integrated public transport system. Critical strategic policies in this regard include the completion of the Special Local Area Plans (SLAPs) for new growth zones along the commuter rail line, which should provide for the development of sustainable communities.

8.6 South West Regional Planning Guidelines 2010 - 2022

(These Guidelines were made on the 27th July 2010, subsequent to the coming into effect of S.I. 540. They replace the Regional Planning Guidelines for the South West Region 2004-2016 which were referenced in that order.)

- 40 Section 4 notes that it is important that increases in population are located in the Gateways, Hub towns, other towns, villages and rural areas in that order of priority. Within the core strategy, growth would be characterised by a sharp upturn in the population of Cork City, with a moderation of the rate of growth in the southern suburbs and an acceleration in the rate of population growth in the northern suburbs of Cork City. The priority for population growth in the region will be in the Cork Gateway. The main locations (outside Cork City) for future population growth, will be

in the Metropolitan Towns, comprising settlements along the suburban rail corridors including Midleton, Carrigtwohill, **Monard**, Blarney, and Cobh

Regional Settlement Strategy RSS-02: Cork Gateway

It is an objective to promote the sustainable development of the Cork Gateway as the economic driver of the region through targeted investment in infrastructure, sustainable and efficient transport modes and services, with a strong emphasis on achieving choice in location and modal shift targets, along with strengthening controls on urban generated housing in the surrounding rural area.

10

Regional Transport and Infrastructure Strategy RTS -01 Transport

It is an objective to encourage a 55% level of non-car based transport within the Cork Gateway, Hubs and other main towns and a 20% level of non-car based travel for journeys within rural areas of the region.

Local Authorities should address integrated transport strategies and systems as part of Development Plan and Local Area Plan preparation- including Sustainable Freight Strategies and Local Traffic and Transport Plans, examining and promoting sustainable transport options.

20 5.3 Public Transport

Integrated public transport provision is critical to the overall transportation strategy. The overall strategy is to develop the potential of the gateway, with a concentration of development along existing public transport routes or in close proximity to new routes, and along the rail corridor in the Metropolitan area. Further work on improving the line and stations at **Kilbarry, Monard and Blarney** on the northern line and Dunkettle in the eastern line, together with other possible stations, will assist in improved accessibility suburban rail network.

30 The guidelines also note the need to provide water and wastewater services to cater for new development at Monard.

8.7 Blarney – Kilbarry Special Local Area Plan 2005

(This plan has been superseded by the Blarney Electoral Area LAP 2011, however, it is still referenced in the County Development Plan 2009).

40 The plan aimed to establish a development framework for the rail corridor from Blarney to the edge of Cork City to guide new development and take advantage of proposals to establish a suburban rail network for Cork. The Monard/Rathpeacon area was intended to grow during the CASP period to become the third largest centre of population outside Cork City on the Suburban Rail Network.

Section 5 set out detailed proposals for the new settlement at Monard and this section is appended with this report. These proposals were intended to provide a

project brief that would inform and provide clear guidance to the 'master plan' to be prepared for the settlement.

The proposals included the development of the settlement in the form of a group of interlinked villages rather than a new town. The aim would be for each village to be largely self-contained in terms of the services and facilities that most people need on a day-to-day basis. It identified that 5,000 new houses would be provided, supporting a population of up to about 13,000 persons by the year 2020. The plan also identifies necessary community and social infrastructure and facilities to be provided.

10

8.8 Cork County Development Plan 2009

Monard lies within the County Metropolitan Strategic Planning Area for the purposes of the settlement strategy and is identified as a metropolitan town.

3.2.17. The Metropolitan Cork towns are expected to experience significant population and jobs growth to the end of the CASP period (2020) and beyond. This requires measures to encourage a significant shift towards development locations that can offer high quality public transport facilities, particularly rail and bus.

3.2.19. The new town of Monard, originally recommended as part of the CASP strategy also forms part of the Blarney – Kilbarry Special LAP 2005, where provision has been made for a new settlement comprising about 5,000 units based around a proposed urban centre to include a railway station. It is envisaged that this new settlement will fulfil the role of a Metropolitan Town in this part of the rail corridor.

20

Objective SET 2-4: Role of the Metropolitan Towns

It is an objective to promote the Metropolitan Towns as critical population, service and employment centres, within the Cork 'Gateway'. It is an objective to promote high levels of community facilities and amenities and to enhance their clearly defined greenbelt setting with high quality and integrated public transport connections.

30

Objective SET 2-13: Monard

It is an objective of this Plan to establish a new town at Monard, in accordance with a masterplan drawn up on the basis of the brief contained in the Blarney – Kilbarry Special Local Area Plan 2005, and including provision of the on and off-site infrastructure necessary to service this new town.

The Blarney – Kilbarry Special LAP gave guidance on the approach to planning the new development of Monard, accommodating a target population based on the development of about 5,000 housing units, with 75% to be completed by 2020 through the preparation of a non-statutory masterplan or a Strategic Development Zone. The early implementation of Monard is an important part of this plan.

40

The Joint Retail Strategy hierarchy identifies Monard as a Metropolitan Town, which seeks the provision of retailing as part of the new settlement.

Chapter 6: Transport and Infrastructure

Objective INF 2-6: Suburban and Commuter Rail

- (a) It is an objective, subject to proper planning and sustainable development, to maximise the use of the Cork Suburban Rail Network as the backbone of an integrated public transport system for Metropolitan Cork.
- (b) It is an objective to secure a critical mass of population for the station hinterlands within the Cork Suburban Rail Network through the implementation of the Special LAPs for Blarney-Kilbarry, Carrigtwohill and Midleton 2005.
- 10 (c) It is an objective to secure the provision of a new station at Monard to serve proposals for a new settlement set out in the Blarney-Kilbarry Special LAP.

Objective INF 3-10: Strategic Non-National Road Improvements, seeks to promote the improvement of strategic non-national roads and to seek funding for the upgrading of the local and regional routes, including the upgrade of access routes serving Monard.

8.9 BLARNEY ELECTORAL AREA LAP 2011

- 20 Monard is identified as a Main Settlement within this electoral area. The LAP notes that the 2008 CASP Update sets out a development framework for the CASP Area, and the 2005 Blarney / Kilbarry SLAP identified the site for a new town at Monard with the intention of facilitating the delivery of significant housing units in tandem with improvements to the suburban rail network and the associated social and physical infrastructure.

- Section 2.2 notes that the overall focus of growth within the plan area will be along the suburban rail line at Monard, Blarney and Cork City North Environs with over 62% of all new households located along this corridor. Based on the 2009 County
- 30 Development plan, the identified population target for Monard by 2020 is 7,788 persons / 3,279 houses, with an overall target of 5,000 houses.

- Section 5 notes that while the 2011 Electoral Area LAP replaces the 2005 Special Local Area Plan, the latter remains relevant because of its role as a brief, restated in the 2009 County Development Plan. The 5,000 new houses to be provided at Monard, as a group of interlinked villages, will support a likely ultimate population of 12,000-13,000 persons. Land outside Monard such as the IDA proposals for Kilbarry and the Blarney Business Park will meet the employment needs of the residents.

40

The plan identifies the need for community, recreational and educational facilities at Monard. The existing road network will require major reconstruction to serve the new settlement. The emerging proposals for the Cork Northern Ring Route will

provide links with Cork City, the N20 northbound/Mallow, Blarney/Tower. Other new or improved routes likely to be required include Whitechurch and Killeens.

Objective X-01:

- a) It is an objective of this plan to facilitate the development of a new settlement on land to the north of the proposed railway station for Monard through the Strategic Development Zone process,
- b) The new settlement at Monard will comprise the following main elements;
- About 5,000 new homes.
 - A new secondary school.
 - New Primary Schools.
 - Major new Country Park.
 - New Railway Station.
 - Some Comparison and Convenience Retail.
 - Recreation and Open Space.

8.10 Smarter Travel A Sustainable Transport Future, A New Transport Policy for Ireland 2009 – 2020.

Chapter 3 identifies five key goals for sustainability in transport:

- (i) to reduce overall travel demand,
- (ii) to maximise the efficiency of the transport network,
- (iii) to reduce reliance on fossil fuels,
- (iv) to reduce transport emissions and
- (v) to improve accessibility to transport.

Key targets include the following:

- Population and employment growth will predominantly take place in sustainable compact forms, which reduce the need to travel for employment and services
- The total share of car commuting will drop from 65% to 45%
- Walking, cycling and public transport will be supported and provided to the extent that these will rise to 55% of total commuter journeys to work

Chapter 4 outlines the actions to encourage smarter travel and reduce travel demand. Pivotal is the alignment of spatial and transport planning in relevant planning guidelines. It recognises the need to achieve sustainable residential densities and encourages the use of local area plans and strategic development zones (SDZs) within major urban areas as a way of improving the land use-transport interface. Chapter 5 sets out the Government's ambition to provide reliable and user-friendly transport alternatives. Apart from the very significant investment in Transport 21, there is a need to make provision for a further 90,000 commuting passengers. The main commitment is to transform both rural and urban bus services to meet this challenge.

9.0 ORAL HEARING

As noted earlier, an Oral Hearing was held in this case. The Hearing took place in the Vertigo Conference Centre in Cork County Hall, on Tuesday 21st and Wednesday 22nd of May 2013. The hearing was chaired by Conor McGrath SPI with the assistance and participation of Mr. Jerry Barnes (McCabe Durney Barnes).

The parties were represented as follows:-

A) Development Agency (Cork County Council)

10 Dr. Nicholas Manseragh, Senior Planner, CCC
Andrew Hind, Senior Planner, CCC
Rosie O'Donnell, Monard Design Team CCC
Elena Sutea, Monard Design Team CCC
Donald Cronin, Executive Engineer, CCC
Tony Lynch, *Ove Arup and Partners*
Grellan McGrath, *RPS*
John Flavin, G. Monaghan *Nicholas O'Dwyer*
Diarmuid Cahalane, *T.J. O'Connor and Assoc.*
Nicholas de Jong, *Nicholas de Jong and Assoc.*

20

B) Appellants

Monard Community Association: Catherine Murphy, Dave Coakley, Coakley O'Neill Town Planning.
Michael Cronin and Finbarr O'Sullivan.

C) Prescribed and Invited Bodies

Dept. of Arts Heritage and the Gaeltacht, Dr. Jervis Goode (NPWS).

30 There was one written observation on the appeal, from O'Flynn Construction, who were not in attendance at the hearing. Prescribed bodies that made written observations on the appeal, including Inland Fisheries Ireland, the NRA and the NTA, were not represented at the hearing. While the Board also invited a number of other bodies to attend the hearing, including:-

- Iarnrod Eireann
- Dept. of Education and Skills
- Cork City Council
- Dept. of the Environment, Community and Local Government.
- EPA.

40 , these parties were not represented at the hearing.

At commencement of proceedings one new observer identified themselves to the hearing, Cllr. John Kelleher (Cork City Council). It was indicated that his observation

would be heard on Day 2, Wednesday 22nd, at approx. 11am. While in attendance on the following day, the observer was not present when called to make his submission to the hearing, albeit somewhat later than scheduled, or at any stage later in proceedings.

The hearing was recorded and a full copy of the recording is appended herewith. This report seeks only to highlight key points which arose in proceedings.

The hearing followed the following broad order of proceedings:

- 10 **1. Submissions:** Development Agency:
 Appellants:
 Observers:
 Prescribed Bodies
- 2. Development Agency response to submissions**
- 3. Cross-questioning**
- 4. Closing submissions:**

Hearing Day 1

- 20 The hearing commenced at 10am on Tuesday 21st May 2013

The Hearing commenced with the presentation of the Planning Scheme by the Development Agency. The submissions of all witnesses for the Development Agency were accompanied by written statements, copies of which were circulated to all those present and are appended to this report.

Submissions on Day 1 were heard in the following order:

- **Andrew Hind**, Senior Planner, with regard to the planning process leading to the designation of Monard.
- 30 • **Nicholas Manseragh** Senior Planner: Outlining the content of the Planning Scheme and factors influencing it.
- **Donald Cronin**, Executive Engineer, Internal infrastructure and networks.
- **Tony Lynch**, Ove Arup: Transport assessment and response to third party submissions.
- **Grellan McGrath**, RPS: Water supply.
- **John Flavin**, Nicholas O'Dwyer: Wastewater disposal.

- 40 Due to the availability of witnesses, the final two Development Agency witnesses, Diarmuid Cahalane (SUDS) and Nicholas de Jong (Landscape and visual impact), were heard on the morning of Day 2.

10.18 Nicholas Manseragh (NM) introduced the Development Agency

10.20 Andrew Hind (AH) outlined the policy context leading to the designation of the lands and preparation of the Scheme. The policy approach was to rebalance development in the city and promote development along the rail corridors. In comparison with the eastern rail corridor, the northern corridor does not have a similar settlement network with capacity for expansion. A new settlement was therefore required to meet CASP growth projections and six alternative locations were examined. Historic analysis indicates that population growth trends will continue

- 10 The location for the new station is fixed, while the 2005 Special LAP avoided steep lands to the south of the railway. Phase 1 of the Suburban Rail Feasibility Study to the east has been completed. Phase 2 along the northern corridor will require less investment and Cork City Council have already granted Iarnród Éireann permission to develop a suburban station at Blackpool / Kilbarry. Monard is an important piece of the CASP strategy and has already been factored into population and land use projections for the Metropolitan area.

- 11.08 NM** outlined the content of the scheme and the context in terms of the economy and the particular demands of the Cork housing market. Monard should be viewed as one of a group of projects giving effect to the objectives of CASP, including employment and higher density residential development in the city Docklands and the use of spare employment lands in the surrounding area. Monard will cater for a different residential market to the Docklands.

- With regard to the layout of development, it was noted that a rectilinear / grid layout was not suited to Monard. While the distributor road layout is prescriptive, local and neighbourhood layouts are indicative. Topography will give character to the villages. With regard to the two appellant's properties (Cronin and O'Sullivan) it was noted that the ground floor level of town centre development would be at approx. 102m while the houses are at approx. 106 – 112m, with approx. 50m intervening separation. Anchor units will be cut into the slope with back walls facing a retaining wall. Upper floor accommodation will be provided on the southern side of the block, furthest from the appellant's properties.

- Some office / employment uses will be required within the town centre and the proposed location overlooking the NRR would provide a noise barrier as well as a high profile location close to the train station.

- It was noted that there is a tension between national policies on residential density and local policy and market conditions. The Scheme has been defined by the target of 5,000 dwelling units. Demand for apartment units is limited in Cork and it is considered that the scheme should reflect past as well as current market demands.
- 40 Monard should be viewed as part of the Metropolitan area wherein apartment provision will occur in areas which support sustainable transport solutions, i.e. City Centre and Docklands. It is not clear that increased apartment provision in Monard would increase sustainable travel patterns, which is the overall aim of the Guidelines.

With regard to the development of the train station (cost €4m), there is €1.6m available in the supplementary contribution scheme, while the development of an initial 800 housing units would raise approx. €2m in levies. Other sources of funding may also be available.

With regard to the Northern Ring Road (NRR) it was noted that the provision of the NRR was more important to Monard than the provision of a junction serving the town. The absence of a junction, would result in longer journeys for vehicles accessing the NRR (+2km via Blackpool), but doesn't prevent use of the NRR. Appendix 3 of the written statement addresses the submissions of the NRA and the NTA. There have been discussions with the NRA regarding the possibility of a single junction on the NRR serving both Monard and Kilbarry.

The assessed modal split is conservative and is taken from other satellite towns. The proposed layout of these greenfield lands gives strong potential for internal non-motorised trips within the Scheme, which are not considered in the transport assessment. Other potential locations for growth in the Metropolitan area do not have the same potential advantages as Monard in terms of a shift from the private car. Many contributing factors to an improved modal split lie outside the control of the Development Agency. Docklands is highlighted as the solution to the overall decentralised distribution of employment in the Cork City area. Recentralisation is essential to changing modal split.

With regard to parking provision it was noted that Appendix 5 to the written statement notes the results of studies undertaken in relation to the connection between parking provisions and car usage.

Revised proposals with regard to the phasing of development and infrastructure were submitted to the Board as further information. The Scheme considers the issue of implementation based on grouping infrastructure based around who is to provide it. This may contribute to some of the confusion. Transport proposals (Ch.4) will be implemented primarily by the Co. Co. and CIE companies. Amenities and facilities will primarily be provided by developers as per Table 7.1. Village centres facilities will be required before development occurs to the north thereof, while some development is associated with specific facilities.

The system of implementation is accepted as being complex, however, it is functional and gives clarity to those expected to provide the facilities and to the County Council. The numbers of houses expected in each stage are identified, however, directly linking infrastructure to house numbers is not favoured, due to difficulties in application. The intent is that each developer will know what is expected before development can occur, while it is also intended to engage with the local community during implementation and with other public bodies.

14.17 Donald Cronin outlined the design and nature of internal infrastructure works.

10 **14.38 Tony Lynch** (Arup) outlined the response of the Development Agency to third party observations on issues of traffic and transportation. It was noted that the modal split considered in the transport assessment are conservative and based on comparable locations. Trip assignment is based on shortest travel distances. It was indicated that the trip distribution is regarded as being more realistic than the distribution arising out of the CASP transport model. It was argued that a detailed traffic model was not warranted in this case. Multi-modal traffic modelling was not required as the transport assessment concentrated on the road infrastructure necessary to support the development and was based on low / conservative levels of public transport usage. The CASP transport model was used to assess the wider implications of the land use strategies contained in the strategy, which included the development of Monard. The submitted transport assessment considers the impact of the development on the road network surrounding the lands.

14.46 Grellan McGrath outlined the water supply infrastructure required to serve the development. The submission confirmed that the strategic trunk watermain linking Cork Harbour and City WSS with the Lee Road Treatment Plant is included in the 2013 WSIP, with construction expected to commence in July 2015.

20 **14.52 John Flavin** outlined the sewerage infrastructure proposals. The upgrade of tertiary treatment at Carrigrennan is included in the WSIP and should be in place before development at Monard commences. A letter from Cork City Council was submitted to the hearing, confirming the agreement of the City Council to the acceptance of wastewater from Monard at the Carrigrennan WWTP.

APPELLANTS SUBMISSIONS

30 Due to the availability of witnesses, the two final submissions of the Development Agency were postponed until the morning of Day 2. The submissions of the two third party appellants were therefore heard toward the end of Day 1.

15.06 Mr. Dave Coakley (DC) of Coakley O'Neill Town Planning made a submission on behalf of Monard Community Association. Mr. Coakley spoke to a written statement, a copy of which is appended to this report. The principle concerns of the Association relate to road capacity, rail capacity, flooding, provision of playing pitches, the phasing scheme and the lack, and means of public consultation and implementation. Mr. Coakley noted that only 75% of Monard development can be accommodated in the proposed local road network improvements, in the absence of the NRR. It was proposed therefore that the scheme should be modified to outline how the absence of the NRR will be addressed. Notwithstanding this, concerns were raised regarding the suitability of the Carhoo Road for additional traffic, even with these road improvements.

40

It was proposed that the Scheme be modified to require that all significant planning applications be subject to the completion of local road improvements, internal service corridor and linkages to Blackpool, prior to commencement of development. Greater certainty regarding provision of the train station was sought, including the ring-fencing of monies in the supplementary contribution scheme toward its development. The overall phasing scheme should be reviewed.

10 Impacts of flooding on adjoining lands and roads should be considered in the scheme. With regard to the playing pitches, it was proposed that the scheme be modified to include reference to their management and engagement with local clubs during development. Mechanisms for consultation and liaison with the community remain vague and the development management process is an inadequate basis for same. The scheme should be modified to provide for greater levels of community liaison and oversight.

15.33 Mr. Michael Cronin (MC) made a submission on behalf of Michael and Margaret Cronin and Finbarr and Rosarie O'Sullivan. A written statement, including a number of figures and images was submitted to the hearing.

20 The Appellants remain opposed to the Monard development in principle. The objections are based on the location being wrong, the lack of key infrastructure and likelihood of being implemented, the expense of implementation and lack of consultation. The development will frog leap existing available lands and will impact on the use and viability of surrounding agricultural lands. It will undermine existing developed areas and the renewal of the northside of the city.

30 There is no need / demand for office development in this area, where there are already vacant land and buildings available. The town centre development will dilute potential for higher residential densities close to the train station. There is a concern that initial developer owned lands will be developed at a low cost but that as costs increase later phases of development will not proceed. The NRR remains critical to the development and the submissions of the NRA are noted. The viability of the railway proposals were questioned given proximity to proposed Blarney station, which was proposed as a more suitable location. The adjoining Stoneview development lands are noted to be for sale.

Drainage in the area is poor and the exposed nature of lands make planting difficult. Concerns were expressed regarding the adequacy of the SUDS drainage network and analysis in this regard was included. Flood concerns remain. The proposed sewerage infrastructure is too expensive.

The level of public consultation undertaken was inadequate.

40 The impact of town centre building on the amenities and character of the appellant's dwellings was raised, where their height was described as excessive and the lack of detailed finishes was criticised. Construction and development impacts have not been adequately addressed.

16.32 Adjournment

16.45 Following the appellant's submissions, the Development Agency were given the opportunity to respond to specific issues or matters raised therein. **NM** made the following comments:

- In the event of the NRR not proceeding, the Scheme provides for further assessments at two further thresholds.
 - The provision of road infrastructure in advance of development is not appropriate as it would encourage car usage. The Old Mallow Road will be by-passed by a new road to the west of the railway (South-East Link).
 - 10 • Existing road flooding problems are not related to Monard lands. External problems will be addressed by means of the Lee CFrams.
 - While there is a new school at Whitechurch, Lower Monard Primary School can happen initially and there is no obstacle to its early provision.
 - The proposed phasing is sufficiently robust.
 - While consultation is important, planning decisions cannot be made in a community forum.
 - The presence of intervening agricultural lands is a standard approach for satellite towns. Infill development won't happen.
 - Blackpool, Blarney and Kilbarry are all in close proximity.
 - 20 • Ballyvolane may offer a lower cost development location but Monard involves a lower cost for the provision of quality public transport. The overall infrastructure cost of Monard is approx. €50m.
 - The WSIP has an allowance of €80 for Carrigrennan WWTP upgrade, which is required regardless of Monard. The County Council will have to pay contributions to the City Council at a later stage for the treatment of sewage from Monard.
 - Construction management plans have greater applicability and enforceability when conditioned at application stage.
- 30 Day 1 of the hearing concluded at **5.15pm** on May 21st 2013.

Day 2 – Wednesday 22nd May 2013

The hearing recommenced at 10am with the two remaining submissions from the Development Agency.

10.06 NM introduced the witnesses for the Development Agency.

10.07 Nicholas de Jong - Landscape Report

- 40 Mr. De Jong outlined the character of the site and the surrounding area. The landscape and visual assessment undertaken was outlined and the result identified. The submission identified the importance of advance planting in mitigating the early landscape and visual impacts of the scheme.

Given difficulties in attending the entire proceedings, questions for Mr. de Jong were taken immediately following his presentation.

10 **10.32** In response to questions from Michael Cronin, Mr. de Jong identified that the timeframe for advance planting is approx. 5 years prior to development. NM indicated that such planting would be incentivised through the contribution scheme. This would potentially encourage existing / early landowners to implement advance planting thereby increasing the value of the lands, i.e. the lands would include landscape elements which are allowable against contributions prior to any applications being lodged or prepared. Mr. de Jong confirmed that in the absence of advance planting, the long term benefits would remain the same but that they would be delayed.

10.42 Diarmuid Cahalane (DC) – SUDS design.

20 DC described the design of the SUDS system, based on a 30 year storm event with a 100-year design storm also modelled. The River Lee cFrams will deal with external flooding sources. While the catchment discharging to the River Blarney arising from development at Monard will be increased, the system has been designed based on the existing catchment greenfield run-off rate. Detailed infiltration tests and site investigations, including groundwater monitoring, have been carried out across the lands and the results are reflected in the design. SuDS design is not more expensive than conventional drainage design.

The calculations submitted by **MC** in his submissions to the hearing do not reflect the operation of the proposed SuDS system, which has been modelled using standard, accepted software. Each individual neighbourhood will have to be subject to more detailed local design. In general a minimum of two SUDS components will be provided in the management train, however, this will be much greater in reality.

30

11.52 Following completion of the Development Agency submissions, **Dr. Jervis Goode of the Dept. of Arts Heritage and the Gaeltacht** made a submission to the hearing.

It was confirmed that the letter from Cork City Council confirming their acceptance of wastewater at Carrigrennan WWTP was acceptable to the Dept. Subject to compliance with the relevant discharge licence, proposed temporary discharge to Killeens Treatment Plant, discharging to the Blarney River upstream of Blarney Bog, would not be unacceptable.

The otter survey contained in the SUDS ecological report is acceptable to the Dept.

40 It was queried whether adequate account was taken of climate change in the design of the SUDS system and whether at a later stage, parts of Blarney Bog would be used as an attenuation measure. The Development Agency indicated that a 10% allowance for climate change had been included and the design had been tested over a range of storm durations. Attenuation features also include some freeboard.

Dr. Goode identified that Blarney Bog has potential to serve as an attenuation area but that the sensitive Cloheenmilcon fen area at its southern end would have to be separated from the remainder of the bog area. The fen area should not receive further flood flows.

In response to questions from the inspector, Dr. Goode indicated that as no otter breeding sites were identified in the surveys, the Dept. had no objection to the proposals contained in the scheme for the Blarney River / Country Park under Article 12 (breeding sites).

- 10 Following conclusion of his submission, Dr. Goode was released from further attendance from the hearing, with the agreement of other parties.

12.09 Adjournment

QUESTIONING:

- 12.25 In response to questions from Mr. Dave Coakley for Monard Community Association, the Development Agency confirmed that costings of the necessary infrastructure had been undertaken. Funding sources include development
20 contributions and the progression of Monard is a priority for the Council.

12.33 With regard to the ring-fencing of funds for the new train station, **NM** indicated that an agreement (S.49(4)) would have to be entered into with Iarnród Éireann, which restricts the detail which can be included in the scheme in this regard and the potential ring-fencing of funds. Section 5.1.9 of the scheme acknowledges the need for such an agreement and provides for the application of funds to the station.

- 12.38 **Tony Lynch** confirmed that the assignment of traffic had regard to the condition and capacity of the road network in the area. It was confirmed that the
30 Transport Assessment indicates that 75% of the overall development can be accommodated on the improved road network. The full scheme is dependent on further improvements, including the NRR.

- 12.43 **NM** indicated that how the thresholds for the later transport assessments offers the opportunity for flexibility as events develop over time. It was indicated that changing circumstances over the extended period for delivery of 75% of the development could not be foreseen, such that hard and fast decisions should not be made at this time. There are benefits to planning out the full scheme from the outset, notwithstanding possible future changes.

40

12.46 **NM** indicated that it is a requirement that details of the provision and management of the eastern playing pitches be included in planning applications.

12.54 In response to questions regarding the flooding of adjoining roads, **NM** proposed a modification to the scheme whereby during the installation of service ducts and other works along the Old Mallow Road, necessitated by the Scheme, existing flooding and drainage issues would be addressed. At the inspector's request, a proposed wording for this modification was submitted to the hearing later in the day, comprising an additional paragraph, 6.6.16 to be inserted into the Scheme.

10 **13.03** In response to questioning in relation to public consultation and liaison at implementation stage, **NM** presented a revised wording for Section 10.1 as a modification to the Scheme, in order to address the appellants concerns.

13.04 With regard to construction management plans, **NM** indicated that para. 6.3.4 of the Scheme provides that it will be a requirement that planning applications be accompanied by suitable construction management plans, rather than leaving this as a matter for condition, which could not be appealed.

20 **13.10 Proceedings adjourned for lunch and reconvened at 14.15.**

14.20 The appellants indicated that they did not have any comment on, or objection to the, proposed revised wording to Section 10.1, submitted before lunch.

14.22 On recommencement of proceedings, the inspector asked the Development Agency to outline the operation of the proposed phasing schedule, as submitted to the Board at further information stage. **NM** submitted a copy of revised Table 10.3 of the Scheme in this regard.

30 **14.35** In response to queries raised by the Board, the following points arose:

- **NM** confirmed that the SE link road will be required when development reaches 1,000 units. The clarity of Table 5.2 of the Scheme was queried in this regard.
- It was suggested by **NM** that reference in the schedule to the northern and southern parts of each village by means of the letters (N) and (S) respectively would be more clearly replaced with the full words (North) and (South) as appropriate.
- The schedule does not contain reference to the upper or northern part of the Country Park, north of the local road which traverses the park approx. mid-way. **NM** confirmed that this would be appropriately included as part of development to be provided in tandem with Kilcronan (S).
- 40 • **NM** indicated that it was not considered appropriate to include the development of the remainder of town centre commercial / community development (beyond the initial 1,000-sq.m.) in the phasing schedule. Town centre development tends to occur in spurts depending on the availability and nature of the anchor tenant

and it would not be desirable to be restricted to a strict phasing schedule in this regard. Experience has been that growth of the town centres in other satellite towns has followed, and has been proportionate to, the growth of the town.

- Reference to the Rahaniskey / Upper storage reservoir could be inserted into the schedule but this was not a necessity as development cannot occur without an adequate water supply.

14.48 Questions from Appellants.

10 Michael and Margaret Cronin and Finbarr and Rosarie O'Sullivan

MC queried the phasing schedule with regard to the capacity of Killeens WWTP and the indicated scale of development in Lower Monard (S). **NM** indicated that the pipe to Carrigrennan would have to be constructed as soon as the capacity of Killeens WWTP was reached.

G. Monaghan (Nicholas O'Dwyer) responded that discharge to Killeens is an option where initial phases of development do not support pumping to Carrigrennan. A sufficiently large scale of initial development could obviate the need to discharge to Killeens. Smaller scale development will require discharge to Killeens but its capacity will not be exceeded.

- 20** There was a discussion about when the switch from discharge to Killeens WWTP to Carrigrennan WWTP would occur and the lack of clarity in the phasing schedule in this regard. A modification to Table 10.3 was suggested in this regard. It was proposed that the reference to "Pipe Connection to Carrigrennan Treatment Plant" be amended to refer to the capacity of Killeens WWTP and that this be identified as infrastructure to be provided in tandem with development in Lower Monard (S). Parties were agreeable to such a proposed change.

- NM** indicated that the fire station may or may not be necessary at a future date and that this will be decided on the basis of technical fire cover reasons. Its inclusion in the phasing schedule was not appropriate on this basis. **NM** confirmed that ambulance cover was not considered in the design of the Scheme.
- 30**

15.05 MC queried the adequacy of routes running southwest toward Blarney Business Park / N20 interchange, currently comprising a narrow lane (Rosses Lane).

NM and Tony Lynch (TL) indicated that this was not a recommended route, and that while it is shorter it is of lower capacity than alternative connections to the N20 to the south and southeast. It was indicated that the Southwest link road is proposed to cater for traffic travelling northbound on the N20 accessing Monard.

- 40 15.07 NM** indicated that a new N20 / M40 interchange will render the existing Killeens junction obsolete such that the current arrangements will not likely arise in the future. The South-western link road is proposed in order to provide local linkages as well as providing extra capacity.

15.10 Diarmuid Cahalane (DC) indicated that the typical paved area for a development such as this would be 33%. Permeable surfaces would require intermittent sweeping and maintenance to ensure performance, and costings for such maintenance were included in the preliminary SUDS report. Lack of on-going maintenance would inhibit but not wholly prevent its functioning. Available attenuation capacity in the system is made up of a number of factors, including void space in permeable paving. The SuDS scheme does not include details for the neighbourhood level, which will be contained in individual applications.

10 **DC** outlined an example of the application of SuDS design at the local level, as set out in figure 7.4.2 of his précis of evidence. Maintenance was identified as a key component of surface water management.

15.29 With regard to the impact of town centre development on the appellant's dwellings, **NM** indicated that the proposed rooftop car park would be approx. 5m below the ground floor level of the O'Sullivan house. A new access road would be provided at the base of the existing slope to the south of their dwelling, beyond which the car park would be provided.

20 Commercial buildings would be provided with upper floor accommodation on the southern side of the anchor retail block, furthest from the appellant's property. This would comprise two-storeys over ground level, likely with a pitched roof and an indicative depth of approx. 8-10m. This would provide a courtyard type car parking area, below the appellant's property.

15.33 To the south of Mr. Cronin's property, **NM** referred to the "dog-leg" of commercial buildings fronting onto the east-west pedestrian street. **NM** indicated that a modification to the scheme providing for 2-storey development in this location would be acceptable to the development agency, to address the appellant's concerns. Buildings are required in this area in order to enclose parking. **MC** did not object to such a modification. Buildings usually 8-10m in depth with roof pitches of

30 approx. 35 degrees.

15.36 MC and Finbarr O'Sullivan (FO'S) queried materials to be used. **NM** noted that the use of cladding materials was not anticipated but that the elimination of cladding could be required as a modification to the scheme. It is anticipated that buildings would be brick finish with slate roof finish or similar and page 45 of the scheme identifies the materials to be used.

15.42 Adjournment

40 **Questioning by Board Inspector**

The questioning phase included questions from myself, as well as from **Mr. Jerry Barnes** in relation to issues of transport and traffic.

15.55 In response to a query regarding the “Principle of Contiguity”, **NM** conceded that in the case of large planning application sites with extended development periods, the wording used in the Scheme could give rise to scenarios where large areas of the Scheme were leapfrogged. **NM** suggested that the wording of this principle contained in section 10.0.2, might be modified. This should provide for the case where development is underway on a large development site, the principle will not apply until development has reached the adjacent property

10 **16.00 NM** confirmed that reference in Section 10.0.2, second bullet point, “The principle of Association”, should refer to Figure 7.1 rather than Figure 7.2. A modification in this regard would be appropriate.

16.02 The initial phase of development provides for the improvement of the SW link road at its northern end only. **NM** confirmed that this is the case in order to carry out improvement works in tandem with other drainage work which are necessary at this initial phase of development. It is therefore a question of timing and convenience rather than a traffic requirement.

20 **16.04 NM** noted that legislation provides for financing of sites or school buildings, however, the scheme is restricted to school sites. **NM** confirmed that the school site at Lower Monard would likely be purchased by CPO as part of the Services Corridor route, and transferred to the Dept., of Education at cost. The ideal scenario, promoted in the contribution scheme, is otherwise the direct transfer of land from the developer to the Dept. The Dept. have indicated that they will provide the school buildings.

30 **16.06 NM** advised that the Dept. of Education have indicated that large population will be required to justify the secondary school (approx. 2/3 of the way through the scheme). The site may be acquired by the Development Agency along with adjoining lands. Later developers may provide part of these lands or facilities within the country park as part of their point’s requirements.

16.10 With regard to the proposed eastern playing pitches, **NM** clarified that it was envisaged that these would include clubhouse and associated parking provision. Proximity to Upper Monard Village Centre would provide for overlap in parking provision with the pitches. **NM** referred to the para 7.4.6 requiring agreement regarding the provision and management of such facilities, prior to permission.

40 **16.12** There is no current timeframe for the initial infrastructure works required prior to development. Any application will be premature prior to the process for infrastructure provision being in train.

16.13 NM confirmed that para. 1.39 of the Scheme should probably be omitted as it has been superseded.

16.15 NM advised that the target population figures contained in the Water Supply reports do not affect the manner or viability of the water supply proposals. In practice, the network provision process can commence when required and the supplies are available.

10 **16.17 DC** confirmed that with regard to the SuDS management train the requirement will be for a minimum of 2 no. components for residential development and 3 no. components for commercial development. The minimum for the overall development is 2 no. components.

16.18 NM indicated that the provisions of the Scheme regarding the use of renewable energy follows the requirements of the Residential Design Guidelines and the Energy Performance Directive. Developers will be required to demonstrate why proposals are not in compliance, i.e. why solar panels are not provided within a scheme.

20 **16.21** The inspector queried the possibility of a requirement for the inclusion recycled construction materials in development in Monard, in the interests of sustainability. **NM** indicated that it was not felt necessary to include a requirement for Monard beyond that otherwise required elsewhere in the County. This is probably something which should / may be part of normal building requirements if it is justified.

30 **16.23 NM** confirmed that the thresholds for transport assessments are defined by topographical catchment. The trigger for undertaking the assessments is the realisation of the development agency that development is approaching the threshold line. Applications to the north of the threshold will not be granted permission until the assessments are undertaken.
These lines do not otherwise coincide with the other phasing thresholds but are outlined in the same section of the plan to provide certainty to developers.

16.27 NM conceded that Table 5.2 might be modified in order to avoid misinterpretation, by means of rewording. This table is based on the content of the traffic assessment.

40 **16.31** If the NRR and Monard junction were to be provided, **TL** indicated that the SE link would still be required but that SW link would not be required. **NM** suggested that they may be needed at some stage but that this would vary.

16.34 TL confirmed that the FI response on traffic issues used trip distribution from the CASP zoning model, which made provision for the NRR. The Transport Assessment does not include the NRR and is a local network model. TL confirmed to Jerry Barnes that the original trip distribution was used and the greater CASP

distribution toward Blarney was not adopted. He confirmed that with the NRR in place, the trip distribution from would be different from that contained in the assessment.

10 **16.37 TL** expressed the opinion that traffic from Monard accessing N20 / NRR will probably do so via Northpoint Business Park interchange. Routing through SW link to Killeens to access NRR was not considered. **TL** could not comment on the use of the Southwest Link as the NRR / N20 interchange was not assessed. A new N20 / NRR interchange will likely not be compatible with the existing Killeens and Blarney interchanges. The SW link will be required partly in order to connect with / act as a link between local concentrations of development (Blarney, Killeens, Monard).

16.41 NM noted that previous suggestions of the NRA that Monard would access a new free-flow N20 / M40 interchange to the south was assessed by the NRRDO, who found that it would not likely be workable in terms of road design. The NRR junction arrangements are likely to result in significant alterations to the Blarney and Killeens interchange which are uncertain at this time.

20 **16.43 NM** confirmed that the SW link road is 6m wide at the railway bridge which is the main constraint on its function.

16.44 NM advised that there is a proposed new train station at Kilbarry / Blackpool which will provide a link to / from Monard, and permission has been granted to Iarnród Éireann in this regard.

16.47 TL confirmed that no linkage improvements are proposed between Monard and Blarney Business Park. The existing connection (Rosses Lane) is poor. The preference is for traffic to use strategic routes and the reorganisation of junctions as part of the NRR scheme would address these concerns.

30 **16.51 TL** confirmed that the public transport modal split used in the Transport Assessment is based on surveys of other towns which are served by a composite of bus and rail services. **NM** noted that in Midleton the majority of PT users would use the train. **TL** suggested that given its proximity to the city, Monard would function as a suburb in terms of public transport usage and that bus services would offer a higher percentage of users than train, with a greater range of destinations possible.

40 **16.53 Mr. Jerry Barnes** queried whether bus services would compete with and thereby undermine rail provision. **TL** indicated that if different routes are offered this will not arise and they may be complementary. Bus services and the proposed loop arrangements were discussed with regional manager of Bus Éireann, but the provider was unable to commit to a service given the timeframes involved. Likely service route were adequately catered for in the Scheme. **NM** indicated that not all routes would pass the railway given the resistance to changing transport mode,

although an internal services loop would provide potential for this. Feeder bus services may not be viable given lower densities.

10 **17.00** The Inspector noted that the public transport modal split targets contained in regional and county policy documents are greater than the 7% identified in the TA. **TL** commented that the TA figure is pitched at the lower level to ensure that infrastructure is not undersized. The traffic volumes projected in the TA are likely to be higher than those which will actually arise. **AH** noted that those wider modal split targets were also based on the implementation of a package of policies and measures in the County and City area, including land use plans, development in the North and South Docks, redevelopment of Kent Station (current planning application with NTA funding), the opening up of adjoining lands and the concentration of employment in the city. Monard will contribute to this overall approach. **NM** noted that the decentralised nature of employment in Cork City creates difficulties for the satellite towns to achieve higher public transport usage. The recentralisation of development in the city is therefore required and this is current city council policy.

20 **17.06 AH** noted that the BRT scheme for Cork city remains as an objective but there are no current commitments in this regard. Full traffic and transportation studies have been developed for Midleton and Carrigtwohill, with priority for rail catchments, in tandem with detailed land use plans for lands along the railway line.

17.09 TL indicated that dual lane provision along the Service Corridor would act as a junction capacity measure rather than a link capacity issue. After the junction of the Service Corridor and the Old Mallow Road, traffic would dissipate.

17.11 NM confirmed that an in-bound bus lane on the Southeast link road would make sense. This new link road would require a Part 8 application.

30 **17.13 NM** outlined the route of the cyclelink to Blackpool from the town centre, confirming that it would require an under-bridge under the NRR. This was discussed with National Roads Office and there is adequate space to accommodate it. No discussions with the NRA have taken place but **NM** anticipated that it would be in place before the NRR.

40 **17.16 NM** noted that automated cycle crossings of main roads would be a possibility due to the nature and layout of the cycle routes. **TL** indicated that each crossing design would be assessed on its own merits. Lower traffic flows may not justify such measures. **NM** noted that provision for cycle storage for each dwelling was not considered but that this should possibly have been included in the Scheme.

17.18 NM did not consider that the Scheme would be in conflict with the provisions of the 2013 Design Manual for Urban Roads and Streets but DMURS was not

considered to be not as comprehensive as the 2011 Cork County Council design manual *Making Places*.

17.20 Questions from Mr. Jerry Barnes

TL confirmed that transport modelling assumed the development of up to 4,200 no. units out of a possible max of 5,000 units. Modelling assumptions in the original transport assessment and the further information response were queried. PM peak was identified as the critical period for junction analysis.

- 10 The thresholds for further transport assessments are determined by junction performance in Blackpool. Junctions in the area come under pressure at approx. 3,000 units, which is the justification for the SW link road. After this point the first transport assessment is required. The improved road network is determined to have capacity for approx. 75% of the Scheme, after which the NRR is required. This figure of 75% is based on 3,800 units out of 5,000 units overall. The first proposed transport assessment is undertaken at approx. 3,200 units. The thresholds are defined also having regard to topographical catchment constraints.

- 20 **17.29 TL** acknowledged that the NRR and N20 interchange has not been assessed as part of the overall scheme and it is not yet known if it will have capacity. The design capacity of the NRR / N20 is not known and is dependent on the sizing and design of the junction and the treatment of adjoining interchanges. **NM** indicated that no design data in this regard has been seen by the Development Agency.

- 30 **17.31 NM** confirmed that if the further transport assessments identify that there is no further road capacity, then there will have to be a pause until the situation changes. It was argued, however, that there are likely to be solutions in Blackpool in particular, where the assessment identifies junction capacity to be critical. Further congestion will give rise to some modal shift, while other measures are possible, albeit within the control of the City Council. Development of the NRR will provide relief for Blackpool junctions.

17.33 NM indicated that a limit on development of 3,200 units pending completion of the NRR was not considered appropriate given the likely long timeframe for achievement of this level of development and the uncertainty arising in this period. If the assessment shows that there is a problem, then there will be a pause until it is sorted.

- 40 **17.35 NM** indicated that parking standards in the current CDP are minimum standards, which is to be reviewed as part of the development plan review. The scheme provides for % reductions below current plan standards in certain areas where alternatives are available. Applying a percentage basis provides for flexibility to apply to any new standards but the wording addresses the potential for such

application giving rise at a unduly low standard. Section 5.3.6 provided for flexibility and generally seeks the minimal levels of parking provision.

17.38 AH indicated that rail services currently comprise intercity services and suburban rail services to and from Mallow, with some throughput to Cobh. There is rolling stock available to provide a half-hourly service.

10 **17.41 TL** advised that the Scheme does not contain proposals to upgrade the Carhoo Road from its junction with the southeast link road to the Northpoint Business Park. The SE link road will require a Part 8 and this could include the Carhoo Road, if necessary.

17.45 Adjournment

18.00 NM advised that follow-up ecological surveys for the SuDS scheme in areas not previously surveyed, is provided for as part of the SEA monitoring regime.

20 **18.05 NM** submitted a proposed wording for a modification to the Scheme relating to drainage works on the Old Mallow Road, comprising the insertion of a new para. 6.6.16. Further minor modifications to this suggested wording were suggested in submissions from the appellants, to which the Development Agency were generally agreeable.

The Scheme already provides for drainage works in the vicinity of Rathpeacon siding. **NM** indicated that the scheme will result in a denser network of drains in the area that the current large fields with few peripheral drains.

30 **18.13 NM** indicated that a single density value would be undesirable and inflexible. A central figure was identified and a tolerance in each direction was provided for based on the character of the neighbourhood. The density range identified is prescriptive and the neighbourhood is the unit of control.

The application of minimum densities only was not considered for appropriate Lower Monard, due to the overall target of 5,000 dwelling units for the town and the fact that the Southern Town Centre already achieves a high density of development.

18.17 AH confirmed that the 2008 CASP population figures for Monard are greater than the target population for the SDZ as it relates to a wider area including Whitechurch, Rathpeacon and other areas.

40 **18.18** With regard to densities, **NM** suggested that Monard is likely to be perceived as a whole and market reaction to the development is important. Temporarily meeting higher density market demands may prejudice the long-term perception and marketing of the development. The form of design identified provides for some variation in densities. Allowing much higher densities which would not reflect the

indicative layouts would result in the scheme failing to provide any coherent or satisfactory design guidance. Proposed densities are driven by the longer-term underlying market demands.

18.21 NM acknowledged that in parts village boundaries are dictated by landownership boundaries, particularly at the boundary of Lower Monard and West Village. This area is, however, at the most accessible end of the West Village.

10 **18.24 NM** indicated that the housing mix is indicative and that the scheme aims for focal areas within neighbourhoods. Greater flexibility is provided for at a remove from these focal areas. The scheme provides for a mix of dwelling units and seeks to avoid large areas of standard housing. Apartment design will be subject to the Apartment Design Guidelines. Particular design standards were not included as it was not considered that there was a justification for specifying a different standard for Monard than elsewhere in the County.

20 **18.31 NM** clarified the intention that the square of housing in the western neighbourhood, to the west of anchor retail unit and backing onto a new distributor road, would be 1½ storey houses but that this was considered to be the best solution available. The road is difficult to avoid in this location. Houses backing onto roads is unavoidable in this case.

18.34 NM confirmed that the A3 modelled view of the development (P. 135 of the scheme) is not accurate. This would require a modification to the scheme.

30 **18.37** Office buildings are designed to face onto the Services Corridor in the town centre to avoid dead frontage from retail buildings. The footpath will be above road level, crossing over the basement car park access. Buildings fronting the Services corridor should have windows and present a lively aspect to the road.

40 **18.40 NM** did not concur that the linkage between the town centre and train station was not strong and outlined the routes between the two forming the link, including the main north-south pedestrian route. The housing to the west of the route is designed to represent an urban connection between the two. Courtyard development to the east comprises an urban housing area, interspersed with employment uses, providing a high density town centre area, with variety. **NM** indicated that a formal urban linkage, giving visual connection was not considered appropriate. The layout of development in this area is constrained by factors including an existing stream, the need to accommodate cycle routes and gradients, and a rectilinear or formal layout would therefore be difficult to achieve. It is also the case that the Development Agency favoured a more informal design approach in this case.

18.46 NM indicated that the sizing of the town centre market squares was an iterative process, based partly on estimated parking demand. Design is proposed to avoid over-dominance of parking. Overall commercial floorspace is somewhat constrained in order to avoid larger amounts of parking provision. There are specified areas for upper floor residential uses. Other non-residential upper floor town centre uses would be open for consideration.

10 **18.50** With regard to the level of design detail for the town centre, **NM** did not favour the formulation of an Urban Form Development Framework for the Town Centre. Such a framework has not been written up and the Development Agency considered that this would restrain potential uses, e.g. accommodating a cinema within the town centre.

18.53 Michael Cronin queried upper floor uses to the south of his dwelling and whether residential use is proposed, with possible overlooking of his property. **NM** indicated that the Scheme could be modified to specify commercial upper floor uses in this area, in addition to being restricted to two-storeys.
An additional modification was discussed whereby a broad statement that town centre uses should not result in overlooking of existing adjoining residential properties. This was generally accepted by the parties to the hearing.

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19.02 NM indicated that an area of surface car parking at the eastern end of the Services Corridor, on its southern side would serve as surplus / overflow parking and would be open for dual use. Development in this area is otherwise restricted by the presence of the gas pipeline in the area. It forms part of a public area adjoining a public road.

30 **19.05 NM** indicated that some office use is required somewhere in the Scheme, accommodating approx. 500 employees. The South-eastern blocks would accommodate office uses close to the NRR. While minimum noise standards for residential development were probably achievable at this location, the objective is to achieve a higher standard of residential development and amenity. Residential uses are therefore provided for at a greater distance from the road.

19.09 The appellants indicated that apart from the issues already raised in relation impacts on residential amenities, there are no further modifications to the scheme which could address their concerns. Michael Cronin indicated that concerns raised should also apply to building to the west of his dwelling.

40 **19.13** Brief adjournment.

19.20 Closing Statements.

Statements were heard in the following order:

Monard Community Association:

The concerns of the Association related to:

- Infrastructure provision, particularly transport infrastructure.
- Flooding and drainage impacts.
- The phasing of development and the level of certainty provided
- The level of consultation undertaken and the provision for on-going community involvement in the development of Monard.
- Impacts on residential amenity and quality of life.

19.23 Michael and Margaret Cronin and Finbarr and Rosarie O’Sullivan

- 10 **MC** criticised the prescribed transport bodies for the lack of attendance at the hearing. The Scheme provides for a relatively low cost start for a developer with high costs being incurred at a later stage inhibiting later on-going development. It is not clear that the SuDS scheme takes full account of the more prolonged wetter periods occurring now. Construction compaction does not appear to have been provided for. Advance planting will require co-ordination and consultation with landowners and the local community. Consultation would need to improve. Objection in principle remains.

19.29 Development Agency

- 20 **NM** rejected the suggestion that the scheme provides for a cheap start for a developer, as water supply, roads and other infrastructure are required before development commences. The scheme provides certainty as far as is possible. It is acknowledged that advance planting will require consultation.

- The Scheme needs to be viewed in a broader context and in the context of the long-lead in for success in strategic planning terms. The scheme will be valuable and will work in a wide range of conditions and makes sense in overall terms of housing demand. Even if not approved by the Board, it would arise in some other form. There is no other location which offers the same level of transport options, comprising, rail, dual-carriage network and the Old Mallow Road. The development
- 30 will work in synergy with other aspects of CASP and won’t meet its objectives if viewed in isolation.

The Scheme seeks to adopt a practical approach, with a probable development sequence not subject to periodic traps or barriers. Controls on infrastructure provision are reasonably detailed and clear. Road infrastructure for 75% comprises the bulk of infrastructure close to the railway station and NM is confident that 100% of development can be achieved. If approved, Council Management and elected representative will have to decide if review is required and this is likely to occur.

- 40 In drawing the hearing to a close, the inspector requested that a copy of an A0 drawing of the entire scheme, which was on display at the hearing, be submitted by the Development Agency to the Board for attachment to the file.

The hearing closed at 19.45 pm on Wednesday May 22nd 2013.

10.0 ASSESSMENT

10.1 Introduction

A number of SDZ Planning Schemes have previously come before the Board, however, this is the first Scheme which is located outside the greater Dublin area. The context for the Monard Planning Scheme has been established in a series of planning policy documents dating back to the original Cork Area Strategic Plan (CASP) in 2001. The proposals have been developed and supported since then, in subsequent regional, county and local area plans which form the basis for the scheme now before the Board. The order establishing Monard SDZ specifically refers to the objectives of CASP and the 2004 Southwest Regional Planning Guidelines as justification for the order.

In preparing this report, I have had due regard to the provisions of the Act and Regulations, to local, county, regional and national policies, and I have carefully considered all of the written submissions, the proceedings of the oral hearing, and all of the documentation supplied by the Development Agency. This Assessment is set out under the following broad headings:-

- Procedural and Legal Issues.
- Residential Densities and Land use Efficiency.
- Design and Layout.
- Impacts on Existing Residents / Community.
- Transportation.
- Retail and Commercial Development.
- Recreation and Community Facilities.
- Water and Drainage.
- Ecology.
- Heritage.
- Sustainability.
- Phasing and Implementation.
- Other Matters Arising.

Where modifications to the Planning Scheme are discussed or considered as part of this assessment, I have identified them by the application of individual reference numbers as appropriate (e.g. M01, M02.....M24)

10.2 Procedural and Legal Issues

The development proposals at Monard arise from the strategy and policies set out originally in the 2001 Cork Area Strategic Plan and developed in subsequent policy documents since that date. Following from such proposals the lands were designated by the Government as an SDZ in 2010 under S.I. 540 of 2010, based on the principle that the development is of economic and social importance to the state.

Having regard to the established policy context, I consider that the principle of the development of a new town at Monard has already been determined and therefore, that it is the Planning Scheme facilitating that development which is before the Board.

Two appeals have been received against the decision of the Development Agency, Cork County Council, to make the Planning Scheme for the SDZ. I consider that it is the Planning Scheme as made by the Development Agency, rather than the draft scheme which is currently before the Board. The Board is entitled to consider any further modifications to the Scheme which it considers appropriate in terms of the proper planning and sustainable development of the area and the other considerations set out in Section 168(8) of the Act, subject to the provisions of S.169(7)(aa). It is open to the Board to include such modifications in the event of a decision to approve the scheme.

10.2.1 The Content of the Scheme

I have considered the content of the Scheme in the light of the SDZ Order made by the Government, article 4 of which sets out the types of development envisaged and the reasoning behind the designation of the SDZ. The types of development envisaged in the SDZ are:-

“residential development and the provision of schools and other educational facilities, commercial activities, including office, hotel, leisure and retail facilities, rail infrastructure, emergency services, and the provision of community facilities as referred to in Part III of the First Schedule to the Act, including health and childcare services.”

I have summarised the content of the Scheme earlier in this report and I am satisfied that the Planning Scheme provides for development of the nature identified. The main focus of the Scheme is residential development, with associated commercial, community and recreational development, including retail, leisure, offices and employment uses. The Scheme provides for a number of schools, parks etc., and there is specific provision for emergency services, in the form of a site for a Fire Station in Kilcronan Village. The Scheme provides for the development of a railway station, linked to the phasing of development within the site.

While the Scheme does not specifically refer to hotel development, it does provide for flexibility in the mix of uses to be provided in the town centre. I do not consider that this would be a material issue in the consideration of the appeal, however, where the Board were so minded, I consider that it would be possible to modify the scheme to make specific provision for hotel development within the town centre. I am not satisfied that such modification is necessary and consider that the Scheme is in compliance with the provisions of Article 4 of the Order.

Article 5 of the SI 540 of 2010 outlines the reasoning for the designation of the SDZ as:-

“for the establishment of a strategic development zone taking into consideration its scale and configuration, the efficient use of public investment in infrastructural facilities, including public transport, water, waste water and roads and that development of the site will help give effect to the policies in the Regional Planning Guidelines for the South West Area 2004-2016 and the Cork Area Strategic Plan jointly adopted by Cork City Council and Cork County Council.”

10 Having examined the Scheme, I am satisfied that it is generally compatible with these reasons and provides the basis for the comprehensive planning and development of the lands. I am also satisfied that the housing and other provisions accord with the policies in the Regional Planning Guidelines (which are summarised above), and those of the Cork Area Strategic Plan, particularly in relation to the need for the rebalancing of development within the Cork area and with a concentration of development along the rail corridor in the Metropolitan area.

20 Section 168(2) of the Act sets out the matters to be included in a Scheme and it is considered that the adopted scheme complies with these requirements. Section 168(4) of the Act requires that a draft planning scheme for residential development be consistent with the housing strategy prepared by the planning authority in accordance with Part V and that the implementation of the strategy shall be included in the scheme. In this regard, I refer to paragraph 4.7.5 of the Scheme and consider that the requirements of S.168(4) of the Act are satisfied.

10.2.2 Clarity of the Scheme

The Scheme contains proposals for the development of the SDZ lands. I do not consider that it is the role of the Board to assess the format or layout of the document per se, except where the Scheme is not clear or does not provide sufficient clarity with regard to what is proposed.

30 Notwithstanding this, I have some reservations with regard to the overall clarity of the Planning Scheme as made by the Development Agency. This relates particularly to the issue of mapping and presentation of the overall nature and scale of development proposed for the SDZ. The absence of a map outlining the overall development proposals for the SDZ, at an appropriate scale, significantly inhibits understanding of the proposals contained in the Scheme. While the extent of the Scheme area presents difficulties in terms of A3 maps, I do not consider that the Scheme or its maps need be necessarily restricted to this format.

40 Within the Scheme, different maps and plans of varying scales are used, such that comparison or contrast between them is difficult. Similarly, within the maps, the legends used are not clear, causing difficulties interpreting the information and proposals contained therein. These matters were raised at further information stage and some improvements to the legibility of the Scheme were achieved in this regard. In particular, I note the submission of the following documents:

- A3 maps covering the layout of the entire SDZ at a consistent scale of 1:5000.
- A set of 4 no. A2 maps covering the layout of the entire SDZ. These appear to be at a scale of 1:3000.
- Revised A3 plans for Lower Monard Town Centre, with corrections made to the legend and text relating thereto.
- Revisions to the neighbourhood plans contained in Chapter 4 of the scheme, clearly distinguishing the boundaries of each neighbourhood under discussion.
- Document entitled "2 Consolidation of proposals on Building Heights, External Finishes, General Appearance and Design at neighbourhood level."

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I recommend that these maps and design details be incorporated into the Planning Scheme as a modification thereto.

M01: Except where further altered by modifications in this order, the Scheme dated October 2012 shall be modified by the inclusion of the drawings, plans and details submitted by the Development Agency to the Board on 15/04/2013.

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At the oral hearing, an A0 drawing showing the entirety of the Scheme was submitted at the request of the Inspector and is appended to the file in order to aid the Board's understanding of the Scheme.

10.2.3 The Environmental Report / Strategic Environmental Assessment

In accordance with the requirements of Section 168(3) of the Act, and the Regulations made thereunder (The Planning and Development (Strategic Environmental Assessment) Regulations 2004 and Amendment Regulations 2012), the Scheme includes an environmental report on the likely significant effects on the environment of implementing the scheme. An SEA Statement (August 2011) also accompanies the Planning Scheme before the Board.

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Article 179C of the regulations sets out what an environmental report in respect of an SDZ has to contain, while Article 179H requires that the Board shall take account of the Environmental Report in the consideration of the Scheme.

"179C.(1) Subject to sub-article (2), an environmental report under article 179A shall identify, describe and evaluate the likely significant effects on the environment of implementing the planning scheme and reasonable alternatives taking account of the objectives and the geographical scope of the scheme and, for this purpose, the report shall--

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- (a) contain the information specified in Schedule 2B,
- (b) take account of any submission or observation received in response to a notice under article 179B (1), and
- (c) be of sufficient quality to meet the requirements of these Regulations.

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- (2) An environmental report shall include the information that may reasonably be required taking into account--
- (a) current knowledge and methods of assessment,
 - (b) the contents and level of detail in the planning scheme,
 - (c) the stage of the planning scheme in the decision-making process, and
 - (d) the extent to which certain matters are more appropriately assessed at different levels in the decision-making process in order to avoid duplication of environmental assessment.

10 The Monard SDZ Environmental Report comprises a systematic evaluation of the likely significant environmental effects of implementing the Scheme. The Report outlines the methodology involved in carrying out the SEA, establishes an environmental baseline identifying existing environmental problems and issues and evaluates alternatives to the Planning Scheme. I note the submission of the EPA to the Development Agency on the draft Planning Scheme. I consider that the Environmental report complies with the guidelines contained in the document "Implementation of Strategic Environmental Assessment Guidelines for Planning Authorities" and meets the requirements of S.179C(1) of the Act.

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10.2.4 Appropriate Assessment:

Under Section 168(3A) of the Act, it is a requirement that Appropriate Assessment (AA) of a Draft Planning Scheme be carried out. There are no Natura 2000 sites within, or in the immediate vicinity of, the SDZ lands and in accordance with S.177U of the Act, a Habitats Directive Screening Statement was prepared in respect of the Planning Scheme. This was updated and revised during the course of making of the Scheme, to reflect the changes and modifications made thereto. In addition to the proposals contained in the Scheme, the screening statement considers the associated water supply and drainage proposals for the SDZ which were subject to screening for AA.

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Preliminary screening identified the following Natura sites as being potentially impacted by the Scheme:

- Great Island Channel SAC.
- Gearagh SAC.
- Gearagh SPA.
- Cork Harbour SPA.

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The conclusion statement states that the Scheme alone or in combination with other plans and projects will not result in likely significant effects on the habitats or species for which these Natura Sites have been designated. Stage II Appropriate Assessment was therefore deemed to be not necessary.

In their submission on the draft Scheme the EPA noted that the recommendations contained in the Screening Statement should be included as specific commitments in the Planning Scheme. The draft scheme was subsequently amended in this regard.

10 The submission to the Board of the Dept. of Arts, Heritage and the Gaeltacht, notes that the Scheme should not be approved pending confirmation from Cork City Council that they will accept the extra sewage loading from Monard at the Carrigrennan treatment plant. The submission otherwise notes that the Dept. has no reason to disagree with the conclusions of the Screening Statement. At the oral hearing, a letter from Cork City Council was submitted by the Development Agency, which confirms the agreement of the City Council to the proposals contained in the scheme. The representative of the Dept. expressed satisfaction with this letter and raised no further issues in this regard. Similarly, at the hearing the Dept. confirmed that concerns raised regarding breeding sites for otters (priority species) had been adequately addressed.

20 Having regard to the foregoing, I consider the Screening Report and its conclusions to be reasonable and to be in compliance with the relevant legislative provisions. I do not consider that significant effects on Natura Sites or their conservation objectives are likely to arise from the planning scheme either alone or in combination with other plans or projects.

10.3 RESIDENTIAL DENSITIES AND LAND-USE EFFICIENCY

10.3.1 Policy Context

30 Higher residential densities along public transport corridors are generally promoted in the national guidance document, "Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas". It recommends that increased densities should be promoted within 500 metres walking distance of a bus stop, or within 1km of a light rail stop or rail station. The capacity of public transport should also be taken into consideration in considering appropriate densities. Minimum net densities of 50 dwellings per hectare, subject to appropriate design and amenity standards, should generally be applied within public transport corridors, with the highest densities being located at rail stations / bus stops, and decreasing with distance from such nodes. Minimum densities should be specified in local area plans, and maximum (rather than minimum) parking standards should reflect proximity to public transport.

40 The Guidelines also note that in Outer Suburban / Greenfield sites the greatest land use efficiency will be achieved by net residential densities of 35-50 per hectare and that net densities of less than 30 dwellings per hectare should generally be discouraged in the interests of land efficiency. To facilitate a choice of housing types, limited provision may be made for lower density schemes provided that, within a neighbourhood or district as a whole, average densities achieve any minimum standards recommended above.

Chapter 3 of the Monard Planning Scheme identifies general policies for design and layout, based on the provisions of the design guide published by the County Council in 2011, *'Making Places: a design guide for residential estate development'*. The Scheme notes that while the 2011 Design Guide reflects the aims of the national guidelines, it is given a special role in the Scheme because it relates more specifically to market conditions in Co. Cork, where conventional houses and streets predominate. Additional design issues are also examined in the Scheme, in order to reflect the special topographical conditions arising in Monard.

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The 2011 Design Guide contains a number of provisions of relevance to the consideration of residential densities in this Scheme. The foreword sets the context of the guide vis the Sustainable Residential Development in Urban Areas Guidelines, noting the following:

- Local market conditions can affect the viability of options for raising densities. Apartments account for a small proportion of the Cork housing market.
- The market for new dwellings in Cork County differs greatly from that in Dublin, or even Cork City, requiring skilful, spatially efficient design and layout, applied mainly to conventional houses, and traditional scale streetscapes, to achieve the

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aims of the 2009 Development Plan on housing density and urban design. The Guide identifies medium density development as being in the range of 20-35 units / ha and generally promotes development of approx. 35 units / ha.

The consultation process for the Cork County Development Plan review commenced in January 2013. Published issue papers note the underperformance of the Metropolitan area in terms of population growth to 2011, relative to the objectives of the regional planning guidelines and the overall performance of the county.

The need to ensure that density standards and mix of residential development does not obstruct recovery in the housing market is acknowledged and it is suggested that densities should better reflect current and medium term market conditions. The paper highlights difficulties in achieving densities of 50/ha within public transport corridors, although the principle of higher densities in such areas and in town centres is supported. Elsewhere, the higher densities sought in the Guidelines may not be appropriate. The proposed core strategy indicates that the lower threshold for higher density development should be reduced from 50 to 40 units / ha, while medium density would continue to be defined as 20-50 units / ha, not normally requiring the development of apartments.

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10.3.2 Proposed Residential Densities

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The Monard Planning Scheme describes Monard as an inner satellite town, occupying an intermediate position in the property market. Other existing inner satellite towns are noted to demonstrate high levels of conventional housing and owner occupation and it is indicated that this traditional market should be

approached with realism. The new town is described as being complementary to the redevelopment of inner city areas, such as the Docklands due to the different housing market requirements in terms of density, centrality and dwelling type. In this regard, the Development Agency argue that Monard should not be viewed in isolation but as part of the wider settlement strategy for the Metropolitan area, wherein apartment provision will occur in areas which support sustainable transport solutions, i.e. city centre and Docklands. It is suggested that it is not clear that increased apartment provision in Monard would increase sustainable travel patterns, which is the overall aim of the guidelines for Sustainable Residential Development.

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The Planning Scheme proposes the development of 4,535 – 5,314 dwelling units and associated commercial and community / recreational facilities. The average net density across the entire SDZ is identified as 28.1 units per hectare (see table below). While this is low in the context of the national guidelines, this would equate to medium density in the context of local policy documents. The Scheme argues that the initial housing mix needs to include a reasonable proportion of conventional houses in order to be attractive to developers and to family households who will be the principal longer-term market for housing in Monard. The overall quantum of development would be in accordance with the strategic plans for the Cork Metropolitan Area, which set the overall objective as the provision of approx. 5,000 dwelling units / 13,500 population.

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Proposed Residential Densities by Neighbourhood and Village

Neighbourhood*	Density (dwellings per hectare)			
	Min	Max	Centre of range	
Lower Monard neighbourhoods:				High
N	28.2	32.7	30.4	
NE	33.9	39.9	36.9	
E	19.6	23.4	21.5	
W	19.7	23.2	21.4	
NW	26	31	28.5	
Town Centre (S)	50.0	59.1	54.6	
Sub-total	30.6	36.1	33.3	
Upper Monard neighbourhoods:				
N	24.5	28	26.2	
S	22.8	26.5	24.7	
SE	19.6	22	20.8	
SW	25.3	30	27.6	
W	22.9	26.7	24.8	
Sub-total	23.2	26.9	25.1	
West Village neighbourhoods:				
N	27.8	32.7	30.2	
NE	27.8	32.7	30.3	
E	24.7	27.8	26.2	
SE	29.3	33.9	31.6	
SW	23.5	27.4	25.5	
W	34.5	39.7	37.1	
NW	21.5	25.2	23.3	
Sub-total	27.3	31.7	29.5	

Kilcronan neighbourhoods:			
NE	21.7	25.1	23.4
E	23.6	28.3	25.9
S	27.1	31.3	29.2
W	23.9	28.9	26.4
SW	23.2	27.1	25.1
NW	12.7	15.1	13.9
N	20.6	23.9	22.2
Sub-total	21.7	25.4	23.5
TOTAL	25.9	30.3	28.1

Low

* Excludes

Lower Monard Town Centre (N) and Village Centres

10 The manager's report on submissions received in relation to the draft Scheme notes that the extent of development at Monard was fixed at 5,000 dwellings from 2005 onwards and argues that raising densities further away from the station would make their development less likely early in an economic recovery.

20 The scheme notes that residential densities should be at their highest close to the town centre and railway station and in neighbourhoods which have relatively level pedestrian and cycle access thereto. While it is indicated that they should gradually decline with distance from the town centre and train station, the proposed reduction in densities is not even across the SDZ. This reflects the topography and ease of access to the train station and town centre, as well as other constraints on development, including the provision of low-density buffers in proximity to existing housing. Within Lower Monard, areas of relatively low densities arise in the vicinity of the town centre due to such constraints.

By way of further information, the Development Agency were requested to provide a detailed rationale for the approach to residential densities taken in the scheme, having regard to the strategic location of the lands on the suburban rail corridor, the level of infrastructural investment required and the provisions of the Guidelines on Sustainable Residential Development in Urban Areas. In response, the Development Agency made the following points:

- 30 • The target of 5,000 housing units for Monard was first proposed in the 2001 CASP study and in subsequent in Local Area Plans and County Development Plan.
- There was no expectation by the public or elected representatives that this target would be over-ridden by a more general aim of increasing densities in the county.
- The 2009 County Development Plan seeks to achieve higher densities via the zoning of lands for medium and higher densities in individual settlements. No such zones are identified for Monard.
- The development plan also provides for flexibility to reflect local circumstances and the nature and character of existing development. This is relevant to the visually and topographically challenging site at Monard, which needs to establish itself in the property market.
- 40 • The planning authority was not in a position to adopt a planning scheme which envisaged a significantly higher number of housing units for this area.

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- The Sustainable Residential Development Guidelines do not take account of the differences between urban areas. This Planning Scheme is site and market specific.
 - The Guidelines accept that the capacity of train services at peak will be a factor in determining density. Half-hour peak frequency is envisaged on the Mallow line which is much less than on DART or LUAS services in Dublin.
 - Increased housing provision (to 7,270 – 8,680 units) in line interpretations of the Guidelines would require a significant proportion of apartment provision (29-47%) within the town. Such an increase or different distribution of units within the SDZ would not lead to a more sustainable outcome.
 - Densities of more than 30-35 / ha typically require greater proportions of apartment or duplex units.
 - In the larger urban area of Dublin, where conventional housing cost and commuting times, the benefits of more central apartment living are greater. In the boom years, 38% of housing in Dublin City and County comprised apartments.
 - Even during the boom years the predominant house type in Cork was detached and semi-detached housing in a market characterised by dispersal.
 - Regard must be had to local market conditions which reflect current preferences. The provision of a high proportion of apartments in the free-standing development at Monard would risk its overall success.
 - There is a need to raise densities through a shift in the conventional housing pattern, by promoting variations on the standard terraced house and duplex unit, using site slopes to provide own-door units.
 - The scheme provides for 12-14% apartment / duplex content, which is higher than elsewhere in Cork. An increased proportion of apartments would require additional measures to make them attractive, such as planning conditions requiring owner occupancy. This might justify a 10% increase in maximum densities.
 - Topography and other identified constraints prevent the achievement of a smooth decline in densities with distance from the station.
 - Altering the housing mix in lower-density neighbourhoods within 0.5 - 1km of the train station would not significantly increase the number of dwelling units but would significantly alter the market perception of Monard.
 - The risks would therefore outweigh the advantages.
 - The Lower Town Centre provides a population of 1,200-1,500 within walking distance of the station. Increasing densities within this area, by reducing the conventional housing component, would prejudice its early development.
 - Raising densities in neighbourhoods more than 1km from the station would be undesirable if it reduced the proportion of detached and semi-detached housing.
 - If Monard is unsuccessful, development will divert to other settlements not connect by rail to the Docklands and which would not contribute to recentralisation of employment there.
 - The Scheme is an important part of the CASP strategy and needs to be realised.

At the oral hearing the Development Agency further noted that the application of a single density value for each area would be undesirable and inflexible. An appropriate central density figure was identified and a tolerance in each direction was provided for, based on the character of each neighbourhood. It was confirmed that the density range identified in the Scheme is prescriptive and that the neighbourhood is the unit of control. Furthermore the Agency clarified that they did not consider the application of a minimum density value for Lower Monard to be appropriate, having regard to due to the overall target of 5,000 dwelling units and the higher densities of development already proposed for this area.

10.3.3 Conclusion on densities and land use efficiency:

The establishment of a substantial settlement at Monard, was originally proposed in 2001. The target of 5,000 housing units, identified in CASP, was subsequently incorporated into the 2005 Special LAP and later planning policy documents, including the CASP update and the Regional Planning Guidelines. The scheme is aligned with these Strategic Plans. The establishing order for Monard (SI 540 of 2010) cites these policy documents and in this regard I consider it reasonable for the Board to accept this overall development objective for the SDZ.

The Scheme relates to an area of varying topography, at a remove from the city area, which will be developed as a satellite settlement. The lands extend north from the proposed train station for a distance of approx. 2km. The potential for the redistribution of housing units or revision of housing mix to provide increased densities is considered in the response of the Development Agency to the Board of 15/04/2013. Physical constraints on the development of lands, allied with current and historic patterns within the local housing market are referenced by the Agency in their justification for the design approach adopted in the Scheme. In considering the market for housing in the wider area, I note the proposals for approx. 2,500 housing units on the rail line at Stoneview, Blarney, approx. 3.5km west of Monard, wherein densities appear to be predominantly in the range of approx. 26 – 28 per hectare.

I note the areas of higher residential densities provided within the Scheme, which account for approx. 10% of total housing proposed in the Scheme. I also note the wider policy context for Monard and its intended role complementing the recentralisation of development within the City. In this regard, I note that the LAP for the South Docks area of the city provides for the development of approx. 8,700 residential units in the form of higher density urban development.

The overall densities of development proposed within the Scheme are low, however, acknowledging the decision of government to designate the lands and the policy background to Monard Planning Scheme, there would appear to be little scope available to the Board to significantly alter the overall targets for development identified in the Scheme. Having regard to the established policy context for the

lands and the wider area, the physical characteristics of the lands and the longer-term market trends in which Monard will be developed, I do not consider the proposals contained within the Scheme to be unacceptable.

10.4 DESIGN AND LAYOUT

10.4.1 The area of the Scheme is characterised by slopes falling generally to the west and south and the network of trees and hedges across the site. The topography of the intervening ground provides visual separation from the City area. The Scheme was accompanied by a Landscape Report which assessed the landscape and visual impacts of each village. The Scheme indicates that the nature and layout of development within the SDZ, in particular the location of specific uses, is influenced by a number of factors, including:

- Topography and elevation.
- Fragmented land ownership (23 landowners).
- Existing housing (c. 70 no. houses within the developable area).
- Energy transmission wayleaves (gas, electricity).
- Fixed transport infrastructure, including the railway and alignment of the proposed Northern Ring Road.

20 The nature of the SDZ process is such that the Scheme must provide adequate guidance on the nature of development to take place within the designated lands. In accordance with Section 170 of the Act, planning applications that are consistent with the Scheme must be granted permission and those that are not consistent must be refused, with no right of appeal in either case. In such circumstances, the Scheme has to be sufficiently clear, for the public and developers, as well as the planning authority themselves, to be able to ascertain whether or not a prospective application would be likely to be granted permission.

30 Section 168(8)(c) of the Act indicates that an SDZ Planning Scheme shall contain “proposals in relation to the overall design of the proposed development, including the maximum heights, the external finishes of structures and the general appearance and design”.

40 Section 4 of the Scheme describes development proposals for each village and neighbourhood in written and plan form. The manner in which the identified design criteria for each area are set out is somewhat unclear and disjointed, however, the Development Agency submission to the Board of 15/04/2013 consolidated and tabulated the design requirements for each village and neighbourhood in order to aid the clarity and legibility of the Scheme. I would recommend the incorporation of this submission, 2. *Consolidation of proposals on Building Height, External Finishes and General Appearance and Design at Neighbourhood Level*, into the Scheme as part of proposed modification M01 above, subject to amendments identified elsewhere below.

10.4.2 Town Centre

Having regard to the rationale for the designation of the SDZ, it is considered appropriate that development progress outwards from the railway. While the Scheme acknowledges the benefits of locating the town centre immediately adjacent to the train station, topographical constraints have resulted in its location slightly to the north, with residential development occupying the intervening ground. The Town Centre is therefore described as being anchored by the retail / commercial area to the north and by the train station to the south. The Service Corridor runs east-west between the commercial Town Centre (N) and the train station / Lower Town Centre (S) area, and is the focus of pedestrian and vehicular routes in the Scheme.

While the distance between the commercial centre and the train station is approx. 200m, at the hearing, it was queried whether the visual and physical linkages between the town centre and the railway station were sufficiently strong and whether they would counter the otherwise peripheral location of the station. In response, the Development Agency described the connections available between these two areas and expressed a preference for an informal layout and design, as opposed to a formal link between the areas. Constraints on development in this area were identified, including topography, the need to accommodate cycle access and other features including the stream, which restrict the potential for a formal, rectilinear layout. The development agency noted that the intervening area of urban housing, interspersed with employment uses, will provide an urban context and a suitable higher density town centre area.

I acknowledge the conscious, informal design approach adopted by the Development Agency in this case and the relatively short distance between the two focal areas. The proposed avenue tree planting could provide a structure along the pedestrian route linking the two areas. The schematic montage (p.49) suggests that the proposed linkage could operate satisfactorily. Modifications to the layout of development in this area might be considered to comprise a significant modification to the Scheme.

10.4.1.1 Town Centre North (Retail / Commercial Uses):

The plans show a number of block footprints for the retail / commercial area of the town with broad landuse categories ascribed thereto. There is good vehicular access to this area and surface parking is proposed within 'market square' type areas, where retail and commercial buildings face onto landscaped parking areas. A pedestrian spine links surface car parks at the eastern and western ends of the town centre, flanked by 2/3-storey commercial buildings. Additional basement and roof-top parking is also proposed.

The Scheme outlines general design principles for the town centre, proposing a *Classical* style of architecture and variety in materials and finishes. Town centre buildings are to be generally 2-3-storeys high, with some possible 4 storey landmark features. Buildings with upper floors and roof top parking, are not to exceed 3 storeys (c.10m to eaves level). The scheme provides for flexibility in the mix of uses and in building form.

10 An upper floor residential courtyard is proposed over the central retail anchor unit. Elsewhere in the town centre upper floor residential uses are generally proposed, however, commercial and community uses above ground floor commercial use will also be considered, provided it is not on a scale likely to exceed available parking.

20 While the consolidated design proposals submitted at further information stage do provide greater clarity regarding the requirements of the Development Agency, the level of detail is not great. I note that in the case of Clonburris SDZ, the planning scheme provided that an Urban Form Development Framework be formulated in accordance with the Scheme, to ensure a comprehensive approach to the layout and form of the town centre. This was not a separate plan but was to take the form of an agreement, working out the overall principles of the Scheme in detail. This approach was accepted by the Board in that case.

30 In the current Scheme, the Development Agency confirmed that they did not favour this approach and that such a framework has not been worked up to date. It was argued that the formulation of such a framework, would not provide the necessary flexibility to accommodate uses as they may arise, e.g. a cinema, which would have specific operational and design requirements. It is argued that there is adequate clarity provided on layout, design, finishes and building heights, while at the same time allowing for reasonable flexibility. The issue of building design and impacts on residential amenities is considered further in section 10.5 below. Subject to same, it is considered that the Scheme provides adequate levels of detail in accordance with the requirements of S.138(8)(c).

40 With regard to the relationship with the Services Corridor to the south, the Development Agency noted at the hearing that proposed office uses at the western end of the town centre, will face south onto the Corridor. Other uses along this route include retail and community uses. This corridor is an important element of the overall development and it is not considered to be appropriate to rely on an individual occupier to provide frontage / fenestration to this route. The consolidated design requirements of the town centre note the need for strong building frontage to the Services Corridor, however, an amendment to the consolidated table may be appropriate to provide for “A strong, active, building frontage.....”.

M02: Add the following text to Page 46, Lower Monard Town Centre (North), Town Centre – retail area: paragraph 6.

“A strong, active, building frontage, should be created to the Services Corridor road to the south”.

10 While relatively extensive areas of surface car parking are proposed within the town centre, the stated design approach is to provide parking within market squares bounded by buildings. At the hearing the Development Agency indicated that the overall level of parking provision was likely to be somewhat short of what would be required. In this regard, an additional area of dual-use / overflow parking is proposed to the south of the Services Corridor at the eastern end of the town centre. This utilises an area of ground not otherwise suitable for development due to the presence of the gas main.

10.4.1.2 Lower Monard Town Centre (South):

20 The southern town centre area accommodates 550 – 650 no. dwelling units, comprised of apartments, duplex and terraced housing units. The revised mapping and design details provided to the Board at further information stage provide greater clarity with regard to development proposals for this area. At the oral hearing, the Development Agency indicated that compliance with the Sustainable Urban Housing: Design Standards for New Apartments, Guidelines for Planning Authorities, would be required.

30 Office buildings are proposed at the south-eastern end of the town centre, positioned to act as a noise barrier along the proposed adjoining Northern Ring Road. I note the submission of O’Flynn Construction regarding the densities of development in the vicinity of the train station and location of the office buildings adjoining the line of the proposed Northern Ring Road.

40 Residential densities in this area are the highest within the Scheme (54.6 units / ha), while a change from office to residential use would increase densities further without increasing the footprint of development on the lands. The rationale for the proposed office buildings is to act as a noise barrier from the NRR, the proposed route of which runs within approx. 100m of the buildings, albeit within a cutting. At the hearing, the Development Agency indicated that, regardless of location, a certain level of office floorspace is required within the town centre area, equating to approx. 500 employees. While housing in this area could be provided to meet minimum noise and amenity standards, the stated objective is for something in excess of minimum standards in terms of residential amenity. It was also argued that this would be a relatively high profile location, close to the train station, which would be of benefit to commercial occupiers.

I do not regard the proposals of the Development Agency to be an unreasonable approach to the issues arising in this area. While the development and occupation of such office buildings in the earlier stages of the Scheme may prove difficult, there are longer terms benefits to such development.

10.4.1.3 RESIDENTIAL DESIGN

10 The majority of development within the Scheme, outside the town centre areas of Lower Monard and the small village centres, can be described as relatively low-density, traditional suburban residential development. The overall suburban form, scale and layout of development follows from earlier decisions regarding target population and household numbers for the lands.

20 Development is focused on conventional housing forms and layout, with recognition of the topographical and other constraints on development. Chapter 3 of the Scheme identifies a range of design and layout issues and principles which are applicable in Monard due to the characteristics of the lands, while chapter 4 deals specifically with development within each neighbourhood. The Scheme seeks to use the varied topography and existing landscape features to provide structure and a sense of place within the development, which is considered to be a reasonable approach for these lands.

The Scheme defines seven categories of housing, for which indicative layouts are identified on the neighbourhood plans. The dominant house types and building heights identified, along with other / secondary house types for each category, are as follows:

Housing Category	Purpose/Function	Main House type(s)	Secondary House type(s)
Semi-rural	(1) transitional (around existing single houses) (2) where front boundary = field boundary.	Detached, 1.5 storeys	Semi-detached 1.5-storey houses
Village	Houses in more traditional, informal village street type layout	2-storey detached on compact sites	Terrace houses
Estate	Encouraging evolution towards less standardised versions of semi- based development	Semi-detached	Detached, terrace houses
Street	Layouts with more continuous frontages, closer to edge of road	Terraced	Semi's, apartments
Square	Housing which could face square or other formal or geometric open space	3-storey terraced	2-storey terraced, closely spaced semis
Urban	Town centre type housing in reasonably level areas	Apartment, terraced	Detached houses
Multi-Level	Buildings accessed at different levels from different sides in steep areas	Duplex	Split-level terraced,

The Scheme does not specify design criteria for different dwelling types in terms of floor areas or amenity space. Table 4.2 provides aggregate development figures for each village, which would suggest average dwelling floor areas varying between approx. 110-sq.m. and 130-sq.m., with minimum average densities of 104-sq.m. in Kilcronan.

10 While the neighbourhood layouts contained in the Scheme are indicative only, applications will be required to achieve 'functional and neighbourly equivalence', i.e. that some divergence from what is indicated is acceptable providing the aims set out in the text in the relevant sections are realised and that proposals should not have greater or more adverse effects on neighbouring property and amenities. At the oral hearing, the Development Agency outlined that the focal areas identified in each neighbourhood would be a requirement of housing applications, in order to give structure to the area. Greater flexibility would be available to developers with distance from these features.

20 The further information response submitted to the Board on 15/04/2013 consolidated the design requirements for each neighbourhood in the Scheme in a more legible manner and is regarded as a significant improvement to the clarity of the Scheme. This response does not constitute a significant change to the Scheme.

In considering the development proposed within the scheme, I refer to the twelve criteria identified in the *Urban Design Manual*, the companion document to the Guidelines on Sustainable Residential Development in Urban Areas.

Neighbourhood

01 Context: How does the development respond to its surroundings?

- 30
- The proposed design and layout has regard to the topography and existing constraints within and around the lands, and the pattern and form of adjoining development, and the amenities thereof. Existing landscape features are retained and reinforced.
 - Changes to the character and identity of the area within the Greenbelt surrounding Cork City are inevitable as a result of the Scheme.

02 Connections: How well connected is the new neighbourhood?

- 40
- The layout prioritises pedestrian and cycle provision, providing linkages within and between neighbourhoods and the town centre and train station. While improved external links to Blackpool and the City area are also proposed, distance and gradients would be disincentives to their use.
 - The proposed layout considers the requirements of bus services but the Scheme makes no proposals for the operation of such services.

- Connections to the surrounding road network to the east, south and west are proposed, however, the principle movements envisaged are to the south / southeast.
- While overall densities are low, higher densities are proposed in the vicinity of the train station and town centre.

03 Inclusivity: How easily can people use and access the development?

- 10 • While the Scheme identifies a range of different house types, development is predominantly suburban in nature, except in Lower Monard. The Scheme does not provide specific guidance on residential floor areas, however, the prescribed densities and other design criteria will influence this, along with national apartment design guidelines.
- Gradients vary considerably across the scheme and are considered in the routing of pedestrian and cycle routes, as well as the internal road network. The Scheme does not include provisions relating to accessibility of the public realm, however, where considered necessary this could be addressed through a minor modification to the consolidated design requirements for the town centre area, which were submitted at FI stage.
- 20 • The Scheme identifies a range / hierarchy of open spaces and recreational facilities, designed to be accessible to all residents. Gradients across the site are a challenge.

04 Variety: How does the development promote a good mix of activities?

- The Scheme is predominantly residential in nature. The functions contained within the town and village centres are to serve the needs of the Monard community, with some office functions possibly drawing in external visitors to the site.
- The Town Centre and village centres are designed as the focus of local routes and connections.
- 30 • The scheme provides for compliance with the requirements of the housing strategy. The Lower Monard area provides for the greatest mix of dwelling types and the potentially greatest tenure mix.
- Existing residents / community will be able to avail of the open spaces, playing pitches and park proposed within the Scheme, as well as village and town centre facilities.

Site

05 Efficiency: How does the development make appropriate use of resources, including land?

- 40 • Compliance with the EU Directive on Energy Performance will be a requirement of applications under the Scheme.
- While overall densities are low, higher densities are proposed in the vicinity of the train station and town centre. The Scheme is predicated on the availability of

commuter rail services to encourage a greater modal shift, while internal pedestrian and cycle connections are an integral part of the scheme.

- The scheme incorporates SuDS principles and provides for the incorporation of amenity and biodiversity into such considerations.
- The layout has regard to the orientation of the slopes and potential for solar gain.
- The scheme requires the provision of “bring” facilities in town and village centres and adequate facilities at dwelling level for refuse collection.

06 Distinctiveness: How do the proposals create a sense of place?

- 10
- Topography can be utilised to create its own sense of place, without the need for landmark buildings, beyond the village and town centres. The proposed pattern of housing does not, however, significantly differentiate between village areas in order to create an individual identity.
 - Topography and the use of open space features generally provides physical separation between villages. The incorporation of existing landscape and vegetation features and local naming conventions will contribute to this aspect.
 - Regard is had in the design and layout of development to views into and out of the site, particularly with regard to the landscaping and open space proposals.

20 07 Layout: How does the proposal create people friendly streets and spaces?

- The overall layout can be regarded as organic in that it is largely determined by the topography of the lands. The main distributor road network is supplemented by a secondary permeable network for pedestrians and cyclists, often aligned with linear open spaces.
 - Connections to the town centre / train station to the south, village centres and pitches and parks to the east and west are provided.
 - The scheme generally provides for active supervision and frontage to roads and to cycle / pedestrian routes. This may need to be supplemented in the town centre and in Lower Monard (West Neighbourhood).
 - The hierarchy of open spaces includes supervised spaces / squares and more open parkland type spaces.
- 30

08 Public Realm: How safe, secure and enjoyable are the public areas?

- The layout is designed to provide supervision of public open spaces, well integrated into the development.
- Private open space is mainly comprised of rear gardens. Roads, parking and landscaping are integrated into the design of the public realm. The road layout generally confirms to the provisions of DMURS.

40

Home (Note: This section is more applicable to the individual planning applications)

09: Adaptability: How will the buildings cope with change?

-
- The Scheme identifies different house types to be provided, many with potential to adapt or extend over time.
 - Dwellings will have to comply with the Directive on Energy Performance and the layouts make use of available solar gain.

10 Privacy and Amenity: How do the buildings provide a decent standard of amenity?

- Most dwellings are provided with usable private amenity space. It is likely that apartments will be provided with balcony spaces, as well as shared courtyard open spaces. Minimum dwelling floor areas are not specified.

11 Parking: How will parking be secure and attractive.

- The Scheme provides guidance on the provision of parking and reference is made to the provisions of the Design Guide, Making Places, to be addressed in individual planning applications.
- The Scheme makes reference to bicycle parking in the town centre / train station. No specific requirements for residential bike parking are contained in the Scheme, however, notwithstanding the emphasis on cycling within the layout of the scheme.

20 Detailed Design: How well thought through is building and landscape design?

- General details of design and finishes are identified. Individual applications will have to specify how the overall requirements of the scheme for each neighbourhood are met.
- The scheme contains a detailed framework and specifications for the layout and landscaping of the primary open spaces. While the benefits of advanced / pre-development planting are acknowledged in the Scheme and incentivised, this is not a mandatory requirement for the development of sites.

30

Arising from the above, a number of potential modifications to the Scheme arise.

M03: Insert the following sentence into Section 4.3 B. Form givers, character, materials and Finishes, (Page 45).

“The spaces and facilities should be designed to ensure all members of society can access and use them.”

40

The Scheme places emphasis on the provision of cycle infrastructure, however, no requirement is identified for the provision of ready / practical access to bicycle storage facilities for residential units. For housing units this could take the form bike

parking / storage to the front of the dwelling, in a similar way that bin storage is provided for many dwelling units. At the hearing, the Development Agency conceded that this may be a worthwhile feature of the Scheme. A modification in this regard is recommended:

M04: Insert the following text into paragraph 5.4.1, Page 98 of the Scheme:
Cycling and Cycle Parking:

- 10 (iv) Provision in the design of residential dwelling units for convenient and secure bicycle parking, which shall not require bicycle access via living areas.

20 The plans for the Western Neighbourhood in Lower Monard, propose a square of housing to the southeast of Monard Lane, and to the northwest of the western retail anchor unit in the town centre. These two-storey (*Street*) houses would back onto the main distributor road to the south east, which is regarded as a relatively poor design solution for this area. At the oral hearing, the Development Agency suggested that the intent was that these houses would be 1½-storey, however, this does not appear to be reflected in the layout plans submitted to the Board. When queried, the Agency did not offer any design solution to the issue of dead frontage in this area. A minor modification to address this issue, however, would be to omit housing at the south-eastern end of the square and leave it open at that end.

M05: Amendment to Lower Monard, Western Neighbourhood.
The proposed square of housing to the southeast of Monard Lane, and to the northwest of the western Town Centre retail anchor unit, shall be amended such that housing at the south-eastern end of the square is omitted and this area left open to the adjoining distributor road.

30

10.4.3 Other Matters

At the hearing, the Development Agency conceded that the modelled aerial views of the developed Scheme (P.49, 135 and others) contain inaccuracies, which cause difficulties in the understanding and interpretation of the proposals. In the event that the Board approve the Scheme, corrected modelled views should be required as a modification to the scheme.

M06: Modelled Views

40 The aerial montage drawings of the developed Scheme shall be reviewed and errors contained therein shall be appropriately amended.

10.5 IMPACTS ON EXISTING RESIDENTIAL AMENITY

The effect of the Scheme on neighbouring lands is a matter which the Board is obliged to consider, under Section 168(8) of the Act. There are a considerable number of existing houses within and adjoining the SDZ area, consisting primarily of detached one-off houses and dwellings associated with farm-holdings. The general approach within the Scheme has been to position similar low-density development adjacent to existing housing, in order to act as a buffer and protect existing residential amenity. This is not regarded as an inappropriate strategy, however, given the number of existing dwellings at the southern end of the Scheme it does constrain residential densities in proximity to the town centre and to the train station.

It is the case that the character and context of existing residential properties within the SDZ and its surroundings will be altered significantly by the proposed development. The design and layout of the Scheme seeks to minimise direct impacts on the amenities of adjoining properties, while also providing additional social, community and recreational facilities which will be available to those residents as Monard develops. The introduction of piped services to the area will also comprise a potential positive impact for existing residents.

Section 4.2.13 of the Scheme envisages that existing farm houses will be retained and that it is desirable that established families will feel able to remain in the area. In this regard, the Scheme makes provision for homes for family members within farm curtilages. There were also modifications to the Draft Scheme, whereby it is noted that some existing residential plots within the SDZ would be sufficient to accommodate additional housing subject to piped services being available.

The scheme does not expressly provide for the redevelopment of existing residential sites, rather than the construction of additional dwellings thereon. In this regard it is considered appropriate that the Scheme be modified as follows:

M07: Add the following text to section 4.2.15, Page 42 of the Scheme

“Consideration will also be given to the redevelopment of existing residential plots in a manner which is consistent with the pattern and form of development proposed for adjoining lands within the Scheme”.

I note the appeal on behalf of Michael and Margaret Cronin & Finbarr and Rosarie O’Sullivan. While objecting in principle to the Scheme, the appeal also raises issues of impacts on their residential and visual amenities. The appellant’s properties are located off Monard Lane in Lower Monard, to the north of and overlooking the proposed town centre.

The Cronin dwelling will be bounded to the south and west by commercial development, and by Lower Monard primary school to the east. This will give rise to a significant impact on the character and context of their property. The dwelling occupies a relatively large site and lands fall to the south. I note that lands within their ownership to the south comprise a central part of the town centre development.

10 Impacts on this property were discussed at the hearing, where the Development Agency indicated that they would be agreeable to a restriction in height to two-storeys for that section of the commercial development directly to the south of the Cronin dwelling. This was referred to by the Development Agency as the “dog-leg” of the commercial building. It was also agreed that the avoidance of overlooking of existing adjoining residential development could be specified as an overall design criteria for the town centre. A modification to the Scheme in this regard is proposed as follows:

M08: Add the following text to Section 4.3, Lower Monard Town Centre (North), (C) Town Centre - retail area, paragraph 4 on Page 46:

20 “The height of buildings at the western end of the east-west pedestrian street, directly south of existing residential properties, shall not exceed two-storeys in height. Town centre development shall not result in direct overlooking of, or loss of privacy to, existing residential properties.”

In the case of the O’Sullivan property, there does not appear to be a similar interest in the ownership of the adjoining town centre lands and the development is likely to give rise to a significant change to the character and context of their dwelling and views therefrom.

30 At the hearing the Development Agency indicated that a new road will be provided at the base of the existing slope, to the south of the appellant’s property. The proposed rooftop car park would be provided beyond this road, approx. 5m below ground level of their dwelling. Upper floor commercial accommodation facing onto this car park would be located on the southern side of the block, furthest from the appellant’s property. This would comprise two-storey over ground floor accommodation, with a pitched roof and likely building depth of 8-10m. This is considered to provide a reasonable degree of protection for existing residential amenities, while an overriding objective to avoid overlooking of existing residential properties, discussed above, would strengthen such protection. Appropriate landscaping and planting could also mitigate some of the impacts of the development on this property.

40 The appellants queried the likely materials to be used in the town centre buildings and noted that the use of cladding would not be acceptable. This was accepted by the Development Agency who identified the use of brick as the most likely material.

While a modification to the scheme obviating the use of cladding materials could be made, I do not consider such modification to be warranted or necessary having regard to the materials specified in the scheme (p.45) and in the consolidated table of design requirements (Table B), submitted at FI stage.

Appellants have also raised the issue of consultation with the local community and residents during the development and implementation stage of the Scheme. During the course of the hearing, the Development Agency submitted a proposed modification to the scheme to address these concerns. This submission comprises a revised wording for Section 10.1 of the Scheme, "Project Implementation and Community Liaison".

This revision is not considered to be unreasonable and the appellants expressed their general satisfaction with these proposed modifications. I recommend that they be incorporated into the Scheme by the Board.

M09: Section 10.1 Project Implementation and Community Liaison
Section 10.1 of the Scheme "Project Implementation and Community Liaison", shall be replaced with the revised wording submitted to the Board at the oral hearing on 23/05/2013.

In the context of established policy for the development of a new town at Monard, I consider that a reasonable balance has been drawn between the development of lands and the protection of residential amenities. I note that specific aspects of design and layout will be subject to more detailed examination at planning application stage. I note also the requirement of the scheme that a construction management plan must be submitted at planning application stage, in order to address the lack of opportunity of appeal to the Board within the Scheme area. This is considered to be a reasonable and appropriate requirement.

10.6 TRANSPORTATION

10.6.1 Overview

Transportation has emerged as a critical matter in the consideration of the appeal. The development of a new town at Monard, originally proposed in 2001, is predicated upon its location on the suburban rail network and the construction of a new train station at Rathpeacon. The stated strategic purpose of the new town is to increase the proportion of the population served by high quality public transport, making the Cork area less car dependent, as well as rebalancing the development of the city. The area is not otherwise currently well served by road or public transport infrastructure.

The Development Agency have emphasised the role of Monard as part of the overall development strategy for the Cork Metropolitan area, which includes the re-concentration of development within the city centre. The economic strategy contained in the 2009 Cork City Development Plan follows from the 2008 CASP Update. The strategy places strong emphasis on the development of brownfield sites in or near the City Centre as new employment locations, and identifies the Docklands as a key area of potential for the city and the wider CASP region. The City Development Plan also supports the development of strategic employment locations at Blackpool / Kilbarry and Mahon. The South Docks Local Area Plan 2008 identified capacity for approx. 625,000-sq.m. of non-residential development within that area. At the hearing, the Development Agency also referred to the development potential of the North Docks and CIE lands around Kent Station. Development at Monard would have good radial public transport connections to such key employment concentrations.

Development proposed within the SDZ is predominantly residential in nature with limited employment related development. While facilities are proposed within the Scheme to meet the everyday needs of residents, the majority of commuter destinations will be external to the town. The proposed train station has the potential to act as an important mitigating factor in this regard. Section 5.4.5 of the Scheme indicates that Blackpool is likely to be a significant destination for residents of Monard, while the Environment Report also envisages that the employment requirements of the town will be addressed by existing industrial lands at Kilbarry and Blarney Business Park. In this regard, I note that permission has been granted, and recently extended, to Iarnród Éireann for the development / re-opening of the Kilbarry / Blackpool train station, providing a direct connection from Monard to this District Centre and IDA Business Park. Connections to Blarney Business Park to the west are poor however.

Notwithstanding the strategy of recentralisation for the Metropolitan area, the Development Agency acknowledge that employment within the area is currently distributed around the periphery of the city. The Manager's report on the draft Scheme indicated that only 25% of jobs in the metropolitan area currently occur within the city centre and that public transport cannot compete with the car on non-radial / circular routes. The report noted the strategic importance of linkages between Monard and the southwest of the city in this regard. Monard is described as being of strategic importance for the achievement of the policies of CASP and the NSS. It is therefore argued that traffic between Monard and the southwest of the city is strategic in nature given the importance of good access for the success of Monard.

10.6.2 Public Transport

The rationale for the Planning Scheme is to direct development onto the suburban rail network and rebalance the growth of Cork City. In this regard, I note that the development of a new town on these lands has been, and remains a regional policy

objective, since the original CASP strategy. The failure to deliver the development would necessitate growth and development occurring elsewhere without the potential benefits which Monard can offer. It remains the case, however, that maximising those potential benefits requires the provision of adequate levels of rail capacity, as well as delivery of a suitable road network.

10 Higher level policy documents identify targets for public transport usage. The 2009 County Development Plan has a modal split objective of 5% by rail and 20.5% by bus in 2020. CASP identified the need for a switch from car based travel to public transport of approx. 7.5% of total AM peak car demand in 2020 within the entire study area. Along upgraded public transport corridors such as the rail or QBC corridors, it noted that the scale of modal shift would need to be significantly higher, being 14% of all demand in the city area and up to 29% of all trips going to or from the city centre. These targets were set as a minimum in the CASP Strategy, and were to be reviewed regularly to ensure that the shift away from the private car is as high as possible. At the hearing, the Development Agency noted that these wider modal split targets were based on the implementation of an overall package of measures and policies for the City and County Areas.

20 The Transport Assessment submitted in respect of the Scheme adopts a modal split based on patterns of usage in other towns in the Metropolitan area, which are served by a composite of bus and rail services. The identified split for Monard comprises, public transport 7%, cycling and walking 12%, 76% by car and 5% by other modes. The Development Agency confirmed at the hearing that this was not the modal split objective for the town and is used only to provide a conservative basis for the transport assessment. It was also suggested that bus services would have an important role and could serve a greater percentage of users than rail.

30 The report of Mr. Barnes appended herewith, concludes that a public transport modal share of 7%, split 50:50 between bus and rail, appears to be realistic for Monard and may represent a conservative or worst case scenario. A mode share of c.3% for rail may appear low, particularly as rail is the catalyst for Monard, but it is concluded that, on the basis of the comparable evidence presented and Iarnród Éireann's short to medium term investment programme, the assumption is reasonable. Public transport mode share would be required to build from a non-existent base, as train services, infrastructure and patronage are developed over a period of time along the rail corridor. Mr. Barnes concludes, however, that it should be possible to build on the 3% modal split for rail.

40 Completion of the train station is linked to the first phase of development in the Scheme and the design of the station is regarded as satisfactory. Notwithstanding correspondence from the Board, Iarnród Éireann have not commented on the appeal nor did they attend the oral hearing. Correspondence at Draft Planning Scheme stage indicated their support for the development subject to external funding for the

station and agreement regarding its phased provision in line with development. The Cork Area Transit System Study (2009) noted that Iarnród Éireann had confirmed that there is sufficient capacity at Kent Station to cater for the planned Suburban Rail services without impacting on InterCity services. Signalling constraints were described as temporary in nature, and could be addressed if necessary. It is noted that the Cork Commuter Rail Project remains part of the Iarnród Éireann 2030 Rail Network Strategic Plan.

- 10 The operational capacity and level of rail service is not considered in detail in the Scheme or in the Transport Assessment. It has been indicated that an hourly off-peak service and half-hourly peak service is envisaged along the Cork-Dublin line, serving Mallow, Blarney, Monard and Kilbarry, which could allow for through running to Cobh and Midleton. The development of such a service will be dependent upon patronage along the line and at the hearing, the Development Agency indicated that there is rolling stock available to provide such a service. There is currently a commuter service from Mallow to Cork operating twice a day in each peak period, which supplements hourly inter-city services. These services could serve Monard without undue difficulty. I note that while the services were previously more extensive, they were cut back to a peak hour service only due to a lack of patronage.
- 20 The development of Monard could provide a critical mass of development in this regard.

Mr. Barnes suggests that integrating operational capacity (i.e. train services) with phases of development would be difficult as no assessment of operational rail capacity has been included in the Transport Assessment. Furthermore, the merits of integrating the operational capacity of train services into the phasing of the Scheme may be of limited value, given that this mode may only account for c.3% of total trips. Regard is had to the experience in Adamstown SDZ, where the identified modal split targets have not been achieved.

- 30 Having regard to the overall objective for Monard of reducing reliance on the private car and the relatively peripheral location of the train station within the Scheme, it would appear that bus services could play an important part in meeting the transport needs of the new town and improving the catchment of the train station. At the hearing, witnesses for the Development Agency expressed the view that given its proximity to the City, bus services could potentially offer a higher percentage of passengers than rail services, with a greater range of destinations possible, including the south-west of the city. By offering complementary routes, competition with rail services could be avoided.

- 40 Indicative bus routes through the Scheme are identified and it is stated that planning applications will be required to provide details regarding bus stops / shelters and pull-in areas. Bus priority on certain sections of road may be required and there is scope for extending the Services Corridor to a dual carriageway to allow for bus

priority. Inbound bus priority may also be provided on the South Eastern Link Road and could extend along the Carhoo Road to the North Point Business Park Roundabout. In terms of routing, it is difficult to provide routes which interchange with the station and also use the Services Corridor Road. Only one of the identified routes interchanges with the rail station. These routes can only be finally confirmed after full consultation with the service providers.

10 At the hearing, it was indicated that discussions had been held with the bus service provider, who expressed general satisfaction with the layout of the Scheme in terms of providing services thereto. Notwithstanding the likely importance of bus transport in terms of the modal split, the Scheme does not contain any specific proposals for the provision of bus services, noting that this will be of more importance in the later phases of development which will occur at a greater remove from the train station. It is argued that definite indications on the form of services in the medium term are not realistically available.

20 Previous Planning Schemes have included a requirement to develop a bus strategy, linked to the phasing scheme. In those cases, however, the service providers were closely involved in the formulation of the transport strategy and were committed to the provision of such services as part of the Scheme. Such an approach would not be similarly applicable in this case and in the absence of any commitment from a service provider it may not be appropriate to modify the scheme to link the operation of bus services to particular phases of development. It is noted, however, that the traffic assessment adopts a conservative approach and does not provide for high levels of bus usage.

10.6.3 Internal Network

30 The development of greenfield lands on the periphery of the City area, provides for a potentially greater degree of flexibility in the layout of development than in a more constrained urban area. The layout of the main internal distributor roads is stated to be influenced by a number of factors including the need to ensure access to the greatest number of landholdings, by the varying topography of the lands and the need to avoid extensive cut and fill. The resulting layout can be regarded as organic in nature, rather than following a rectilinear or grid pattern. The Scheme also provides for a number of connections from the villages to the surrounding road network to the east and west.

40 The principle internal road is the Service Corridor. This comprises the Old Mallow Road as it runs along the western side of the SDZ. The corridor turns north off the Old Mallow in the vicinity of the railway, to provide access to the town centre. Further east, it turns south again, re-joining the Old Mallow Road to provide the main vehicular access from Blackpool / Cork City. The Service Corridor appears to be designed to an appropriate capacity.

At its eastern end provision is made to upgrade the Service Corridor from a two to four-lane road. At the oral hearing the appropriateness of such works was queried and whether the insertion of a bus lane would be more in keeping with the overall objectives of the scheme. The Development Agency clarified that this dual lane proposal was related to the functioning of the junction with the Old Mallow Road, rather than as a link capacity feature. It was indicated, however, that the provision of a bus lane along the proposed South-East link road would make sense and would be examined in the design of this road, which would be subject to a Part 8 process.

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The internal layout provides for alternative transport modes through the incorporation of dedicated cycle and pedestrian routes, separate to the main distributor roads, which provide reasonably direct or level connections from the villages to the town centre / train station and beyond. Connections between neighbourhoods and the village centre are also identified. Externally, the principal proposed cycle/walking facility is the cycle route to Blackpool. This would be principally provided along the Old Mallow Road, which otherwise requires upgrading and resurfacing. Within housing areas, the Scheme states that the design will be based on the principle of keeping vehicle speeds low enough to allow a safe mixture of different road users in the same space. This is in line with the provisions of the later publication, the Design Manual for Urban Roads and Streets (2013). The cycle and walking strategy for the site is considered to be generally compatible with the broader strategy for the Scheme.

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Section 5.4.4 indicates that pedestrian and cycle crossings of main roads are to be signalised. The use of signal controlled crossings may not be appropriate in every case and there are a number of options for such road crossings depending of the road type and traffic flows arising. At the hearing, the Development Agency indicated that each crossing would be designed on its own merits and I would recommend that the Scheme be modified in this regard. This is not a significant modification to the Scheme.

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M10: Omit the following text from Section 5.4.4 on Page 98 of the Scheme

“These should be light controlled”; and replace with the following:

“The design of pedestrian and cycle crossings of roads should be on assessed their own merits having regard to published national guidance. Such crossings may be light controlled.”

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Since the making of the Scheme, the Design Manual for Urban Roads and Streets (DMURS) has been published. Many of the provisions of the 2011 Cork County Council Design Manual are reflected in the design manual, however, at the hearing

the Development Agency expressed the view that the 2011 Design Manual is a more comprehensive document and therefore remains more relevant to the Scheme. It was indicated that the Scheme does not, however, conflict with the provision of DMURS. I understand that the DMURS has mandatory status and therefore recommend that the scheme be modified to require that planning applications comply with the provisions of the manual. This is not a significant modification to the Scheme.

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M11: Add the following text to the first sentence Section 3.1.5, Page 22:

“.....and the provisions of the Design Manual for Urban Roads and Streets (2013).”

10.6.2 External Road Network:

10.6.2.1 Northern Ring Road

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Notwithstanding its location on the rail corridor, the Scheme identifies the need to provide improved road connections between Monard and areas which are less easily served by public transport, i.e. to the south-west of the city. It is clear that a connection from the new town to the proposed Northern Ring Road (NRR) via a dedicated junction was envisaged at an early stage in the formulation of planning policy for Monard. Up until May 2007, NRA / NRDO route selection publications identified a junction on the ring road serving Monard, however, the NRA have since stated their objection to such junction proposals on grounds of capacity, safety and preservation of the strategic capacity of the Northern Ring Road for inter urban traffic.

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The principle of a new town at Monard has been long established in regional, county and local statutory planning policy. At the oral hearing the Development Agency highlighted that as the SDZ designation conforms to regional and local planning policy, it is compatible with the Spatial Planning and National Roads Guidelines. Mr. Barnes notes that experience in all major conurbations shows that such roads inevitably cater for local trips as well as strategic trips and that there will be a higher percentage of shorter journey lengths around urban areas.

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The Northern Ring Road Scheme is currently suspended, with no identified timeframe for implementation. It remains a strategic objective of the NRA for Cork, however, and for the purposes of this report it is assumed that it will be constructed at some stage in the future. It is accepted by all parties that there will be a grade separated interchange at the junction of the Northern Ring Road and the N20. This is likely to give rise to the modification / elimination of some existing junctions on the N20, in particular at Blarney and Killeens interchanges. As this new junction could also serve Monard, Mr. Barnes concludes that the provision of a Monard junction on

the Northern Ring Road would not make a material difference to the level of car use in the Planning Scheme area.

10 Accessing the Northern Ring Road/N20 junction from Monard would result in longer journey lengths for cars in comparison to the easier access via a junction serving Monard. Mr. Barnes notes that there is no evidence to suggest that restraining access from Monard to the Northern Ring Road would result in a shift to public transport. It would merely result in longer trip lengths contrary to the principles of sustainability. He therefore concludes that a Monard junction should be provided as part of the Northern Ring Road, or that it be facilitated in principle until there is a critical mass of development at Monard to sustain the capital investment associated with its provision. The principal result of not providing a Monard interchange will be that traffic will be routed to the N20 interchange instead. In the event that there are capacity issues at the new N20 interchange, a Monard interchange could effectively free up capacity at the N20 interchange.

20 The potential for a link from Monard to the NRR / N20 junction at Killeens over local roads was raised as a possibility by the NRA in correspondence to the Development Agency in November 2012. It was also indicated that the NRA would ensure that the junction had adequate capacity to cater for traffic from Monard. The Scheme does not examine the potential for such a link. At the hearing, however, the Development Agency indicated that a preliminary examination of such proposals by the Regional Design Office suggested that such an arrangement would not be achievable due to the free-flow nature of the proposed design for the new N20 / M40 interchange.

30 Whether or not a junction is provided at Monard is not a matter for the assessment of this Planning Scheme, but is a matter to be addressed as part of the proposed road scheme. Mr. Barnes considers that the Planning Scheme rightly allows for its provision, but notes that it cannot require same. The NRA have requested the rewording of section 5.2.9 of the Scheme. I note that the contents of the Scheme in this regard are indicative only and do not imply any obligation or requirement on the NRA to provide this junction. The additional paragraph proposed by the NRA for insertion into section 5.2.9 largely replicates provisions of section 2.1.16 of the Scheme and is not necessary for the Scheme. The revision to the wording of paragraph 5.2.9 proposed by the NRA would not make any material change to the scheme. I do not therefore recommend the proposed rewording of the Scheme.

10.6.2.2 The Transport Assessment

40 The existing road network serving the Monard area is not of a sufficient standard to accommodate the scale of development proposed in the Scheme. The Transport Assessment undertaken in respect of the Scheme is therefore focused on determining the extent of development which could take place prior to the completion of the Northern Ring Road (NRR). In this regard, a number of transportation and

local network improvements are identified which have the capacity to accommodate significant levels of development in the absence of the NRR. These primarily comprise:

- The Service Corridor.
- The opening of the train station.
- Provision of the South-Eastern link road running south from Rathpeacon along the western side of the railway.
- Completion / upgrading of the South-Western link road, along the approximate line of an existing laneway running south from Monard Cross to the Killeens Road.
- Along with other junction improvements, and cycle and pedestrian links.

The Transport Assessment identifies development thresholds for the provision of these network improvements.

At the hearing, the Development Agency indicated that, notwithstanding the provision of the Northern Ring Road, with or without a junction serving Monard, the South-Eastern Link road would be required. The report of Mr. Barnes indicates that the upgrading of the Carhoo road, between the Northpoint Business Park roundabout, and its junction with the South-Eastern link road should also be considered as a modification to the scheme.

Based on evidence to the oral hearing, the Development Agency appear to be unclear with regard to the purpose of / necessity for the South-Western Link Road in the event that the NRR / N20 junction is provided, i.e. whether as a link to the N20 / NRR or whether as a link between local concentrations of development at Blarney, Killeens and Monard. The capacity of this road and onward linkages to provide access to the NRR / N20 interchange has not been assessed.

Table 10.1 refers to the need to improve the northern end of the South-West Link Road at an initial stage to facilitate any development in Monard. The Transport Assessment indicates that this link road is not required until 3,000 no. units, however. At the hearing, the Development Agency clarified that improvement works to the northern section of the southwest link road are programmed early in the phasing scheme in order to coincide with initial drainage infrastructure works along this laneway, in the interests of efficiency. This is not a traffic management requirement.

While Blarney Business Park is identified as a potential employment destination for residents of Monard, existing connections thereto are poor. The Development Agency suggest that traffic accessing the Business Park would use the strategic routes. Following the upgrade of the SW link road, however, the most direct route from Monard would be via Rosses Lane to the Blarney interchange which lane is

substandard in width and alignment. The Scheme does not provide for any improvements to this link, however, it is suggested that the reorganisation of junctions and linkages as part of the NRR scheme and new N20 interchange would likely address such connections.

10 The transport assessment assumes that development occurs in a number of tranches / phases, which were not related to the development phasing otherwise identified in the Scheme. Table 5.2 of the Scheme sets out thresholds for provision of these network improvements. The Assessment concludes that the identified local network improvements can adequately accommodate development of up to 3,800 no. dwelling units without the Northern Ring Road, which equates to approx. 75% of development within the scheme. The report of Mr. Jerry Barnes concludes that the Transport Assessment methodology, assumptions and modelling is adequate and he agrees with the conclusion in respect of the initial phases of development, i.e. that the identified network improvements are adequate to accommodate development up to a level of approx. 3800 no. units, although there are issues arising for junctions in Blackpool before that stage. Difficulties with the phasing of development and infrastructure provision are identified, however.

20 Mr. Barnes also concludes, however, that the Transport Assessment fails to consider the potential impacts of the full quantum of development envisaged at Monard, i.e. 5,000 units, and that the potential future road network, which includes the Northern Ring Road, has not been adequately reflected in the assessment.

30 With regard to the phasing of development, Mr. Barnes notes that different transport infrastructure elements are required at different stages within the initial 1,000 unit tranche / phase of development. The Services Corridor Road providing access from the existing road network to any new development, and the cycle and footpath link from Monard to Blackpool would have to be provided to serve any initial development. The train station and the South Eastern Link Road would have to be provided towards the end of the first 1,000 unit phase and before commencement of the next phase. It is therefore considered appropriate to have two phases in this first element, (i.e. 0-500 units and 501-1,000 units).

40 The revised phasing scheme in Table 10.3 submitted at further information stage attempted to combine the transport infrastructure requirements and development phasing into one table, however, inconsistencies remain within the Scheme. The use of different thresholds in different tables and the use of permitted and occupied dwellings leads to ambiguity and inconsistencies in the phasing schedule with regard to when identified transport infrastructure is required. Examples include:

- Table 5.2 suggests that the South-Eastern link has to be in place by 3,000 units, rather than at 1,000 units as indicated in the text and the Transport Assessment.

- The Transport Assessment indicates that South-Western link would be required after the development of 3,000 no. units. Table 5.2 suggests, however, that this link road is not required until the development of 3,800 no. units.

Having regard to the foregoing, revisions to Table 5.2 are proposed as a modification to the scheme to improve clarity, as follows:

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M12: Replace Table 5.2 with the following				
Table 5.2: Thresholds for provision of Local Transport Infrastructure in Monard				
Transport Infrastructure which needs to be in place...	...prior to the following levels of development in Monard SDZ without serious congestion on local roads:			
	Dwellings	Retail(m ²)	Office (m ²)	Schools
<ul style="list-style-type: none"> • Services Corridor Road, & • Cycle / pedestrian routes, with link on towards Blackpool 	500			
<ul style="list-style-type: none"> • Railway station, & • South-Eastern Link Road, & • Upgrade of Carhoo Road from Northpoint Roundabout to junction with the South-East link road, & • Upgrade to existing Northpoint Business Park Roundabout to include two approach lanes from Carhoo Road, & • Traffic signals at junction of Commons Road and the N20 under-bridge 	1,000	3,000	1,500	1 Primary School
<ul style="list-style-type: none"> • Upgrade to South West Link Road 	3,000	9,000	4,500	1,000+students

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It is considered that the use of both *Maximum Permissible Dwellings* and *Cumulative Number Occupied Houses* in Table 10.3 (as revised) unduly complicates the phasing schedule. It is considered that this could lead to practical difficulties for the Development Agency in monitoring, controlling the phasing of development and infrastructure. It is therefore recommended that reference to occupied units should be omitted from Table 10.3. A proposed revised Table 10.3 is set out in Section 10.13 of this report. This would also require the revisions to paragraph 10.0.4 (Page 133) of the scheme as follows:

M13: Replace paragraph 10.0.4 on page 133 of the Scheme with the following:
10.0.4 For some purposes, it is useful to be able to relate controls which apply to particular areas of land, to their effect on the total amount of development within the SDZ. Table 10.3 shows the SDZ in a diagrammatic form. It includes an indication of the maximum number of

dwelling units permissible at particular stages of the development process. This assumes development is permitted at the top end of the permitted density ranges.

10 Chapters 5 and 10 of the Scheme provide for “other possible thresholds”, related to the absence of the NRR or a junction thereto, which could be used as “temporary development boundaries” pending a review of traffic conditions and any necessary actions. These thresholds are determined by the performance of junctions on the network, particularly in Blackpool, and arise at 3,200 and 3,800 no. units respectively. They are defined graphically within the scheme (fig. 10.5) having regard to the topographic requirements of the drainage networks within the Scheme.

20 It is assumed that the first transport assessment focuses on the wider Cork road network (including Blackpool). The Scheme does not provide any network improvements or specific proposals in order to relieve congestion forecast to arise in Blackpool. The Development Agency argue, however, that where the assessment identifies junction capacity to be at critical levels there are likely to be solutions available, e.g. revised light phasing and local traffic management. This is not an unreasonable proposition; however, it is the case that the Development Agency would not be in a position to implement such measures which would arise in another administrative area (Cork City Council). Mr. Barnes notes that there is no evidence to support the Development Agency contention that congestion on a number of junctions in Blackpool would give rise to a shift to public transport. The main means of relieving congestion in Blackpool will be through the construction of the Northern Ring Road, however, its construction has not been assessed or integrated into the phasing programme.

30 At the hearing, the Development Agency stated that the trigger for undertaking these assessments is the realisation of the development agency that development is approaching the threshold line. It was stated that applications to the north of the threshold will not be granted permission until the assessments are undertaken, however, the Scheme is not worded in such an explicit manner. It is considered appropriate to modify the scheme to give effect to such intentions.

M14: Add the following text to bullet point no. 4 of Section 10.0.2 – SDZ level thresholds which will trigger a Transport Assessment.

“Applications to the north of the thresholds will not be granted until the assessments have been undertaken.”

40 While the Scheme is not specific as to what would happen if the assessments indicate that the road network cannot accommodate further development, it does note that possible outcomes include a moratorium on further permissions or a programme of mitigating measures. It is also suggested that the second assessment could be integrated with a review to establish whether the Council should formally

amend the SDZ Planning Scheme under S.171(2) of the Act. As Mr. Barnes notes, there is no statutory review process for a Planning Scheme, although it can be amended or revoked under S.171(2) of the Planning Act¹. These transport assessments appear to be outside any formal process with which third parties may engage, unless they result in a formal amendment to the Planning Scheme.

As noted earlier, the Transport Assessment did not consider the Northern Ring Road as part of the future road network and does not demonstrate that the existing or planned infrastructure can accommodate all of the development at Monard beyond these thresholds, i.e. 5,000 units, without adverse impacts upon the local road network. At further information stage, the Board, sought further information from the Development Agency regarding the future road network and the quantity of development assessed for the future year 2022. The Development Agency declined to include the Northern Ring Road and associated N20 junction in the assessment. It was argued that the assessment should concentrate on local transport issues and that a strategic transport assessment of Monard was not necessary considering the many uncertainties regarding the design and funding of the NRR and the interchange at the N20, etc. The response further argues that an assessment without the Northern Ring Road allows for a more demanding scenario, and that the design of the Northern Ring Road has not been finalised.

Construction of the NRR / N20 interchange will significantly alter traffic flows in the area. The ability of the Northern Ring Road and N20 interchange to accommodate the quantum of development generated by the entire development (i.e. c. 5,000 units) has not been demonstrated. Similarly, the scenario of the NRR and N20 junction being provided at, or prior to, the threshold of 3,800 no. units, and the traffic flows arising in that situation, has not been assessed. At the hearing there was some discussion of the most likely route that traffic from Monard would use to access the NRR / N20 junction. The Development Agency suggest that Monard traffic will use the existing N20 access at Northpoint Business Park via the proposed Southeast link road. It would appear likely, however, that traffic would use the direct route via the proposed Southwest Link road, notwithstanding the uncertainties regarding junction design at Killeens. I note the comments contained in para. 3.3.14 of Mr. Barnes report in this regard. It is not clear that a network which includes the NRR and N20 junction could satisfactorily accommodate traffic flows likely to arise from development at Monard.

With regard to the assessment of such flows, Mr. Barnes notes that there is a free-flow Northern Ring Road/N20 intersection illustrated on the first page of the Draft Planning Scheme, while strategic flows on the Northern Ring Road are available

¹ I note that Adamstown SDZ Planning Scheme is currently undergoing a process of review, ten years after it was originally made, in order to undertake some amendments thereto.

from the CASP model. He also notes that it is highly probable that the NRA would have indicative traffic flows on the proposed route, as these would be required to justify the scheme in the first place.

At the hearing the Development Agency stated that a limit on development pending completion of the NRR was not considered appropriate given the likely long timeframe for the achievement of this level of development in Monard and the uncertainty arising in that period. It was indicated that they did not want the Scheme to be overly prescriptive and that if the transport assessments identify that there is no further road capacity, then there will have to be a brake on development until the situation changes.

10.6.5 Parking

The Scheme adopts the parking standards contained in the 2009 Cork County Development Plan, subject to reductions in order to reflect the alternative transport options available at Monard, as set out in the table below. The 2009 Development Plan generally specifies the provision of 2 parking spaces per dwelling house and 1.25 spaces per flat. The Scheme makes provision for the dual usage of spaces, particularly for commercial uses, having regard to the proximity of residential development in Lower Monard to the train station and town centre.

Proposed Reductions in Development Plan Parking Standards available in Monard

	Location of Development	% reduction
A	Development within existing semi-circular minor road c.0.5km from proposed station.	25%
B	Other development within 1 km of rail line and liable to supplementary contributions.	10%
C	Development in the West Village and Kilcronan within 100m of the main cycleway.	10%
D	Development within 200m of an effective short-term car hire facility.	10%
E	A + D	30%
F	B + D, C + D, or B + C	20%
G	B + C + D	25%

The scheme provides for changes to be made to the parking standards in line with changing Development Plan standards, however, not necessarily to the same extent. This addresses the potential for such a situation to give rise to unduly low parking provision.

Both the 2008 CASP Update and the County Development Plan Review issues paper (Jan 2013) promote the use of maximum parking standards, which approach is also identified in submissions from the NTA. While the current development plan standards are minimum standards, Section 5.3.6 of the Scheme indicates that these minimum standards should not be significantly exceeded without compelling justification. The proposed standards can therefore be regarded as a maximum standard, while also providing for some flexibility in their application. Mr. Barnes notes that having regard to the modal split assumed in the Transport Assessment, the case for reduced parking standards may be limited. The standards assume that

the public transport provision is available to serve the development and the absence of such quality public transport might be regarded as *compelling justification* when an application is being considered. In such case, any excess parking provision might be considered on a temporary basis pending improved public transport accessibility. A modification in this regard is proposed. The parking provisions of the Scheme are otherwise regarded as generally satisfactory.

M15: Add the following text to Section 5.3.6 on page 98 of the Scheme:

10 “Excess parking provision may be permitted on a temporary basis pending improved public transport accessibility”

10.6.6 Conclusions

20 This report assumes that the NRR and a junction with the N20 will be provided at some future date. The assessments undertaken demonstrate that in the absence of the NRR and associated junction at the N20, the phased improvement of the local transport network can satisfactorily accommodate development up to the identified threshold of approx. 3,800 no. units. Amendments to Table 5.2 and Table 10.3 of the Scheme are required in order to provide clarity in regard to the phasing of such infrastructure provision. Beyond this threshold, the remainder of development in Monard, up to 5,000 units, cannot be delivered in the absence of the Northern Ring Road, or some other significant change in travel patterns.

30 The NRR and N20 junction would have a significant impact on the pattern of traffic flows in this area. The failure to assess the full future year transport network for any significant level of development is regarded as a fundamental flaw in the Transport Assessment. Based on the information provided, it cannot be determined that the likely traffic distribution arising from significant levels of development at Monard can be accommodated, whether at 5,000 dwelling units or any significant level of development leading up to this.

The report of Mr. Barnes, concludes that the board is required to consider the planning scheme now, in its entirety, and cannot rely on further Transport Assessments at a future point in time. I concur with this position. He therefore identifies a number of options that can be considered as follows:

- **Refuse to approve the Planning Scheme:** It is noted that the Scheme is based upon regional, county and local planning policy. It is also considered that where there are alternative options available, they should be pursued prior to a decision to refuse to approve the Scheme.
- 40 • **Require the Northern Ring Road to be in place beyond 3,800 no. unit threshold:** There is no evidence at this stage to confirm that the proposed ring road or its junctions has capacity to cater for the overall development when provided.

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- **Require a review of the Planning Scheme at 3,800 units:** There is no statutory provision for a formal review of Planning Scheme. To approve the Scheme on the basis of a review would be to sanction the entirety without knowing what the outcome of that review would be or what amendments would be made to the Scheme. Mr. Barnes notes that while other Planning Schemes have included review provisions, they were principally to ensure that previously assessed impacts were accurate and true at a future point in time.
 - **Cap development within the Planning Scheme to 3,800 units:** It is noted that the current Transport Assessment fully assesses the likely significant effects of the development up to 3,800 units. At the oral hearing the Development Agency did not favour omitting the last 25% of the Scheme as it could potentially impact upon the overall integrity of the Scheme.

The report of Mr. Barnes favours Option 4 above, on the basis that the submitted Transport Assessment and Environmental Report adequately address the likely significant transport related impacts up to the 3,800 unit threshold and indicates that with the phased delivery of local road improvements, public transport proposals and cycle/pedestrian facilities, the development at Monard would not have an adverse effect on the environment or result in severe congestion on the local road network.

This option does not address the adequacy of the future network to accommodate likely traffic flows from Monard in the event that the NRR is provided in the intervening period. I would therefore propose a further option to the Board, whereby the Development Agency is requested to undertake the required assessment before any final decision is made to approve or reject the Scheme, with or without modifications. That assessment would consider the provision of the NRR and interchange at Killeens / N20 for different levels of development in Monard. I note that this information was previously requested from the Agency but not provided. This would provide the Board with the basis for a fully informed decision. In its absence, I do not consider that the full transport impacts of the Scheme cannot be determined. I acknowledge that the NRR has not been subject to detailed design yet, however as noted by Mr. Barnes, there would appear to be sufficient data available on which to base an assessment of the development in this regard.

10.7 RETAIL & COMMERCIAL DEVELOPMENT

10.7.1 Town Centre

Within the Cork Strategic Retail Study, Monard is identified as a Metropolitan Town, for which the overall strategy is to provide “retailing as part of new settlement”. The proposed town centre lies approx. 4km northwest of Blackpool retail centre, which is identified in the retail strategy and County Development Plan as a Suburban District Centre. The Development Plan states that new retail development in Monard should be of a scale appropriate to the population, initially as a large neighbourhood centre. If the full complement of 5,000 dwelling units is constructed, it indicates that a small

district centre could emerge in time. The overall quantum of additional retail floorspace required for all Metropolitan Towns to 2020 is identified as approx. 49,500-sq.m. net.

The Retail Planning Guidelines (April 2012) define a District Centre as follow:

10 *“Provides a range of retail and non-retail service functions (e.g. banks, post office, local offices, restaurants, public houses, community and cultural facilities) for the community at a level consistent with the function of that centre in the core strategy. They can be purpose built as in new or expanding suburbs or traditional district centres in large cities or town”.* They should not function as a retail destination in their own right such as to adversely impact on the town or city centre to which they are subservient.

20 The Scheme provides for a larger town centre element at the southern end of the lands, with three Village Centres serving local service and retail needs. It is proposed that 5,300-sq.m. of net convenience floor space be provided within the town centre and approx. 5,000-sq.m. of net comparison space. This would be of a similar order of magnitude to Ballincollig or Carrigaline. The location or layout of retail space within town centre building blocks is not specified in detail in the scheme. Approx. 10,000-sq.m. of office space, and community and cultural uses are also proposed within the town centre.

30 The 2008 Cork Strategic Retail Study indicates that convenience floorspace should be distributed according to current and future population levels and expenditure patterns, taking into account the objective of redressing the northside / southside imbalance. The Managers report on submissions received in relation to the Draft Scheme notes that the ratio between population and retail floorspace in the Outer Metropolitan Towns, identified in the 2008 Retail Strategy was approx. 0.82-sq.m. net. Based on a population of approx. 12,500 persons, this would require retail provision within Monard of approx. 10,000-sq.m. net. On the basis of the available information, the level of retail provision proposed within the town centre does not therefore appear to be unreasonable or contrary to the provisions of the County Retail Strategy.

40 The phasing schedule for development in Monard requires that 1,000-sq.m. of shops, retail and medical services floor space, as well as an indoor sports / community facility, be provided in the town centre before development progresses in Lower Monard (North). The need to link the build-out of the town centre, including community facilities such as the library, to the overall development of Monard having regard to its function in ensuring the success of Monard, was raised at the oral hearing.

The Development Agency indicated that it was not considered appropriate to include the development of the remainder of town centre commercial / community development (beyond the initial 1,000-sq.m.) in the phasing schedule. It was argued

that town centre development tends to occur in bursts / waves depending on the availability and nature of the anchor tenant and it would not be desirable to unduly restrict this in a phasing schedule. The experience has been that the growth of town centres in other satellite towns has followed and has been proportionate to the growth of the town. I do not regard this as an unreasonable approach and consider that commercial services are likely to follow a critical mass of population. Restricting residential development until such services and facilities are provided could result in an inappropriate obstacle to development. I note also the provisions of the County Development Plan relating to the retail function of Monard in this regard.

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10.7.2 Village Centres

Village centres will provide local services and convenience shopping within walking distance of residents. Siting was determined on the basis of a number of factors, including such accessibility. Each village centre is located adjacent to a primary school and the extent of retail space within each centre will be limited. The Retail Planning Guidelines refer to shopping at the most local level being provided by neighbourhood shops in suburban areas. A Local Centre or Neighbourhood Centre comprises a small group of shops, typically comprising newsagent, small supermarket / general grocery store, sub-post office and other small shops of a local nature serving a small, localised catchment population

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The Scheme proposes that each village centre includes taller, local landmark elements with associated parking. Uncertainty in the demand for, and provision of, commercial facilities in each village centre is addressed by a requirement for the design of flexible space within the centre to provide for commercial and / or residential uses. This flexibility provides for non-residential floor space in the range 850 – 2200-sq.m. within Upper Monard Village Centre and 960 – 1642-sq.m. in West Village Centre. The Scheme acknowledges that Kilcronan Village Centre is likely to be the last developed and it is suggested that this will allow space for the provision of services that may not be provided / possible to provide in the town centre. Development proposals for this village centre are therefore kept at a more indicative level.

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The overall approach to development is regarded as reasonable and ensures that adequate facilities are provided in proximity to all residential areas. The phasing scheme provides that residential development will be linked to the provision of village facilities and other infrastructure, including primary schools.

10.8 RECREATION AND COMMUNITY FACILITIES

10.8.1 Chapter 7 of the Scheme considers the amenity and community facilities to be provided within the SDZ. In order to ensure the provision of facilities in tandem with development, the operation of a threshold system is proposed whereby minimum levels of identified facilities are to be provided in the four village centres, in advance of development progressing to the north thereof. Table 7.3 (reproduced below) sets

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out the requirements in this regard, while Figures 10.1 – 10.4 in the Scheme identify the lands subject to such thresholds.

Community & Recreational Facilities	Lower Monard	Upper Monard	West Village	Kilcronan
Primary School	1	1	1	1
Town/Village Centre Crèches	1	1	1	1
Shops, retail and medical services	1000m2+	250m2+	250m2+	500m2+
Health/Medical Centre				1
Indoor sports and/or community facility	1			1
Multi Use Games Area		1	1	1
District Play Area	1	1	1	1
Informal Kickabout Area		1		1

- Within Lower Monard and Kilcronan, other recreational facilities are identified to the north of the town centre, which will also be required as part of adjacent residential development. The Scheme requires that two neighbourhood play areas be provided per neighbourhood, within approx. 100m of houses, and a local play area within 200m of houses, comprising one larger neighbourhood or two combined neighbourhoods. These facilities are not identified on the plans contained in the Scheme, however, planning applications will be required to provide them on the basis of the identified standard.

It is also intended that the formal playing pitches to the east of Upper Monard Village, adjoining the 110kV line, will be provided in association with adjoining residential developments. Notwithstanding submissions on the file, I do not consider the proposed location for these playing pitches to be unreasonable, having regard to the rationale set out in the scheme.

- The provision of community and recreational infrastructure is to be operated in accordance with the 2006 County Council policy document, "Recreation and Amenity Policy", which was incorporated into the 2009 County Development Plan. This requires that developers of new housing developments make direct provision for sport and recreation infrastructure according to the needs of the development. Identified facilities are allocated a points value, and are to be provided on the basis of one point per six housing units constructed. The rate of provision in the Monard Planning Scheme is increased whereby one point is required for every five dwelling units, as set out in Table 9.3 which is summarised below. The scheme also provides for an expanded list of qualifying facilities.

30

Point Value of items	Points
Neighbourhood Play Area	1
Local Play Area	3
District Play Area	6
Multi- use Games Area	6
Double Tennis Court	7

Grassed Pitch	42
Dressing Rooms	6
Community - 2 badminton	23
Community – 1 basketball	58
Additional Land (1) Recreational and amenity land with a gradient of less than 1:7	33 / ha
Additional Land (2) School sites or recreational and amenity land with gradients of between 1:5 and 1:7.	16 / ha
Cycle and pedestrian routes	14 / km
Advance tree planting	10 / ha

There would appear to be an inconsistency in Table 9.3 between the categories of works entitled Additional Land (1) and Additional Land (2). It would appear that category Additional Land (1) should be amended so as to replace “gradients of 1:7 or steeper” with “gradients of 1:5 or steeper”. The Scheme replicates the wording used in the Development Contribution Scheme for Monard in this regard, however, I consider that a revised wording is required to provide clarity as to the intent of the Scheme.

- 10 **M16:** Amend Table 9.3 *Modified Points for use in conjunction with Monard General Contribution Scheme*. Amend the wording of the comments relating to categories Additional Land (1) and Additional Lane (2) in order to resolve the inconsistency with regard to the gradient of lands within each category.

20 The Contribution Scheme for Monard provides for a form of equalisation, which involves reimbursing developers who provide facilities beyond that otherwise required (1 point per five dwellings), while imposing an additional cost on developers who provide less than the required community land equivalent. This would appear to be a reasonable approach to the provision of facilities and I note the submission of the Dept. of the Environment, Community and Local Government at Draft Scheme stage, in relation to these aspects of the Scheme. The Contribution Scheme was adopted on the same day that the Planning Scheme was made.

30 With regard to development contributions, I do not feel that it is open to the Board to specify the level of development contributions in the Scheme. The making of a Development Contribution scheme is a reserved function of the elected members of the Council, and there is no right of appeal against the making of the Contribution Scheme. There is nothing in the legislation providing for SDZ's to indicate that there is any requirement to include a Development Contribution Scheme in the SDZ, nor any provision whereby the Board can, in its approval of an SDZ, seek to amend or supplant, the adopted Development Contribution scheme.

10.8.2 Community Facilities

10.8.2.1 Library: The Scheme states the intent of the Development Agency to provide library in the town centre, preferably in co-operation with a commercial

developer. It is indicated (para. 7.0.2) that it should be timed to coincide with the opening of the initial primary school and completion of the first substantial phase of commercial development. The site for such facility has not been specifically identified, although it would likely comprise one of the blocks identified in the town centre in blue. Its provision at upper floor level might be an option within the town centre. I do not consider that it is necessary to revise the phasing schedule to include provision of the library facility, having regard to the provisions of 7.0.2.

10 **10.8.2.2 Education:** The Code of Practice in relation to School Provision (DoEHLG and DoES), notes that the planning considerations for the provision of new schools include the reservation of lands for educational purposes in locations close to the areas of greatest residential expansion and adjacent to community developments such as community centres, playing fields, libraries etc., so that the possibility of sharing facilities can be maximised.

20 The Scheme proposes that, following discussions with the Dept. of Education, four primary schools and one secondary school will be provided in Monard. The primary schools are identified as 16-classroom facilities. Based on the figures from the Code of Practice, where an average figure of 12% of the population attend primary school, these proposals would appear to provide adequate capacity to serve the projected population of the SDZ.

30 It is indicated that the school site in Lower Monard is likely to require advance acquisition in order to ensure its timely development and will be developed by the Dept. at cost, on a site to be acquired by the Development Agency. Development in the SDZ will generally progress in a northerly direction. Within each village, the provision of school and village centre facilities will comprise a threshold beyond which further development cannot take place. The Contribution Scheme provides incentives for the making of school sites available and at the oral hearing, the Development Agency confirmed that the Dept. of Education have indicated that they will provide the school buildings.

The proposed secondary school site is located at the southern end of the Country Park. This occupies a locally elevated site and as such is not liable to flooding from the river. The Development Agency indicates this site may be acquired by the Development Agency along with lands forming part of the Country Park and the provision of the school is provided for in the Development Contribution Scheme.

40 **10.8.2.3 Childcare:** The Scheme indicates that the standard guideline of one childcare place per 75 dwelling units could result in significant over-provision in the area. Crèche provision within each neighbourhood will, however, be required and locations in this regard are identified, including locations close to national schools (Table 7.2). The scheme makes provision for recourse to the 2001 Guideline

standard (1:75 houses) if the needs for childcare within the SDZ are not being met, while similar flexibility is provided for in the case of over-provision within the SDZ.

10 **10.8.2.4 Fire Station:** The Scheme notes that the area is currently covered by Cork City Fire Brigade services. The case for a separate fire station in Monard will become stronger as development extends northwards into Kilcronan, particularly if the Stoneview development in Blarney is also in place at that stage. The Scheme therefore reserves a site for a fire station in Kilcronan village centre. At the oral hearing third parties queried whether provision for ambulance services in Kilcronan was examined or provided for in the Scheme. While the Development Agency conceded that this was not considered, I do not consider that this is an inappropriate modification to the scheme which would provide for a greater range of emergency services serving the area, without significantly altering the Scheme.

M17: Add the following text to bullet point no. 2 of Section 7.0.2 Page 111:

“This facility could also accommodate ambulance or other emergency services”.

20 **10.8.5 Open Space and Recreation:** The Scheme identifies a network of open spaces and parkland, which function both as recreational spaces and linkages between centres. The proposed Country Park, along the Blarney River, is identified as the main recreational facility with which the Council will be involved. The park will provide active and passive recreational facilities and five access points to the Park are identified. These lands will be acquired by the development agency along with lands for the site of the wastewater pumping station and secondary school at the southern end of the park. Alternatively, the Scheme provides that developers may provide lands for the park as part of their recreational and community infrastructure requirements.

30 The phasing schedule makes provision for the south-eastern part of the Country park in tandem with development in Lower Monard South, however, the schedule makes no reference to the upper or northern part of the Country Park, north of the local road which traverses the park approx. mid-way. At the hearing, the Development Agency confirmed that this would be appropriately included as part of development to be provided in tandem with Kilcronan (S). This is proposed as a modification to Table 10.3 of the Scheme, discussed further in section 10.13 below.

40 Following discussions at the oral hearing regarding the timing of provision of the park, a further modification to section 7.6.4 is also recommended as follows:

M18: Add the following text to paragraph 7.6.4, page 119 of the Scheme

“The park will be provided in two stages as follows:

-
1. The south-eastern part, to the south of the local road traversing the park, to be provided in tandem with development in Lower Monard (South)
 2. The northern part, to the north of the local road traversing the park, to be provided in tandem with development in Kilcronan (South)."

The Scheme indicates that the sports fields located to the east of the 110kV lines could be accessed from the Whitechurch Road and would not therefore be dependent on completion of the internal road networks. The Scheme makes no reference to the provision of parking facilities associated with such use, however.

10

At the hearing, the Development Agency suggested that it was envisaged that these pitches would include clubhouse and associated parking provision, while proximity to Upper Monard Village Centre would provide for overlap in parking provision with the pitches. It was argued that para 7.4.6 of the Scheme requires agreement between the developer and the Development Agency regarding the provision and management of such facilities. My reading of the wording used in the document does not suggest that the Scheme requires anything beyond sports fields and does not refer to clubhouses or parking facilities as suggested. I acknowledge, however, that dressing rooms are identified as a category of facility in the Recreation and

20 Amenities Policy. While some overlap with village centre parking may arise, having regard to the nature of the sports facilities, it is considered that the absence of dedicated parking provision is likely to result in parking along the adjoining residential roads or along the Old Whitechurch Road. A modification to the Scheme providing for parking and other facilities associated with the sport pitches is therefore recommended in this regard.

M19: Amendments to Section 7.4.2, page 114 of the Scheme.

30

Amend line 1 to read "The provision of sports pitches, associated parking and other facilities"

Amend bullet point no. 1 to read, "the sports pitches, associated parking and other facilities"

Amend bullet point no. 2 to read, "the sports pitches, associated parking and other facilities"

10.9 Water and Drainage:

40

- Water Supply
- Waste Water
- Drainage / SUDS

10.9.1 Water Supply

10 The preliminary report on the water supply scheme proposes that Monard will be supplied by the Cork City Water Supply Scheme via a connection to the Churchfield Reservoir. Two storage reservoirs are proposed, one in the south eastern corner of the SDZ in Upper Monard and the second to the northeast of the SDZ on Rahanisky Hill. The upper reservoir at Rahanisky will require a Part 8 and will be supplied by the lower, south-eastern reservoir. These works are subject to the completion of a new strategic trunk link between the Cork Harbour and City WSS and the Lee Road Water Treatment plant, providing additional flows from Inniscarra. At the oral hearing it was confirmed that this trunk main project is included in the Water Services Investment Programme and that construction is expected to commence in 2015.

The preliminary report suggests that the 2020 CASP population predictions for Monard are unlikely to be realised, and refers to the achievement of a population of approx. 13,500 by 2055, with an average peak demand of 4,283m³/day. At the hearing, the Development Agency confirmed that the timeframes identified in the report are not material and that the water supply can be provided as required by development in Monard.

20 Section 6.4.6 of the Scheme indicates that the Upper Reservoir will be required in order to serve Upper Monard Village, however, it is not linked into the phasing scheme in the Scheme. At the Hearing, the Development Agency indicated that while it could be included in the phasing schedule, this was not a necessity as development could not occur without an adequate water supply. This is not considered unreasonable and would avoid over-complication of the phasing schedule.

10.9.2 Waste Water

30 Reports on sewerage infrastructure predict an eventual loading from Monard of approx. 20,000 pe (13,000 residential and 7,000 commercial / institutional). This equates to a load of 2,340 m³/d or 780 kg/d BOD. A number of options for wastewater treatment were subject to environmental and engineering assessment. The favoured option involves the transfer of wastewater from Monard to the existing WWTP at Carrigrennan (Little Island) via a new rising main to be laid from a pumping station in Monard. As a second choice, discharge to Carrigtwohill WWTP was identified as a possibility.

40 Carrigrennan WWTP discharges to Cork Harbour / Lough Mahon via an outfall close to Marino Point. There are a number of conservation sites within the harbour area, including Great Island Channel SAC and Cork Harbour SPA. The discharge point is close to but outside these designated areas. This area is also designated as a Sensitive Water. The plant, which has been granted an EPA discharge licence, is designed on a modular basis with room for expansion. The installation of tertiary treatment facilities is required, however, the facility has significant reserve capacity in

terms of sludge processing and drying. The Development Agency has confirmed that funding has been allocated in the Water Services Investment Programme for the upgrade of the Carrigrennan plant to install tertiary treatment facilities and that consultants are in the process of being appointed in this regard.

10 Carrigrennan WWTP is operated by Cork City Council. At the oral hearing, the Development Agency submitted copies of a letter from the City Council confirming that they were agreeable to the acceptance of wastewater from Monard. A copy of the letter is appended to this report. This issue was originally raised in submissions by the Dept. of Arts, Heritage and the Gaeltacht on the file. At the oral hearing, the Dept. representative, Dr. Jervis Goode, expressed his satisfaction with the letter from the City Council.

20 A site selection process was undertaken to identify a location within the SDZ for a pumping station to direct sewage to the treatment plant at Carrigrennan. The selected site is located at the southern end of the Bride River Valley / Country Park, north of the proposed secondary school site. A similar process was also undertaken for the route of the rising main, which is to comprise a twin main with different pipe diameters to accommodate the phased development of the town. The overall length of the proposed route to Carrigrennan is 18.3km. Three sections of trenchless tunnelling will be required, at the crossing of the Glashaboy River (SPA), under the M8 close to the railway, and under the M25 at Little Island. A foreshore licence will be required for the river crossing.

30 As an interim measure it is proposed to discharge sewage to the existing WWTP at Killeens to the south, pending a critical mass of development in Monard for the new pumping station to operate effectively, after which time flows will be reversed and wastewater will be directed from Killeens to Carrigrennan via the Monard pumping station. At the oral hearing, third parties referred to the phasing schedule set out in Table 10.3 (as revised) and queried the capacity of Killeens WWTP to accommodate flows from Monard and the timing of the switch to discharge to Carrigrennan. The Development Agency responded that discharge to Killeens is an option where initial phases of development are not of a sufficient quantum to support pumping to Carrigrennan. It was also indicated that planning permissions cannot legally be granted unless there is adequate treatment capacity available to serve such development, thereby obviating potential for overloading of Killeens WWTP.

40 In response to a debate regarding the capacity of Killeens WWTP and the phasing of the connection to Carrigrennan, it was suggested that a modification could be made to the Table 10.3 (as revised) in order to provide greater clarity in this regard. It was proposed that the reference to "Pipe Connection to Carrigrennan Treatment Plant" be included as works to be provided in tandem with development in Lower Monard (s), and that it be amended to refer to capacity at Killeens WWTP. Parties were agreeable to such a proposed change. The Dept. of Arts, Heritage and the

Gaeltacht, indicated that subject to compliance with its Discharge Licence, there was no objection to the proposed interim discharge to Killeens treatment plant. This modification is proposed as part of a modification to Table 10.3, discussed further in section 10.13 below.

10.9.3 Drainage / SUDS:

10 The objective of the SuDS drainage strategy is to ensure that surface water runoff is restricted to Greenfield discharge rates, based on the three key elements of, water quality control, quantity control and enhancing the amenity and environmental benefits of the proposed development. The SDZ area is divided into a number of sub-catchments, with sufficient attenuation and storage volume to ensure that no increase in flood risk downstream arise. A surface water management train approach will be adopted for each of the sub-catchments by utilising the following SuDS components:

- Prevention: Planning; Good Housekeeping; Rainwater harvesting.
- Source Control: Directing runoff from roofs; filter drains; bioretention; green roofs; permeable pavements, use of swales in conjunction with filter strips.
- Site Control: Attenuation features and detention basins.
- 20 • Regional Control: Stormwater Wetlands and Retention Ponds used as an end of line control.

The stormwater management train will serve to protect the quality of receiving waters in the Blarney River and its tributary streams. In line with best practice, areas greater than 2hA will not drain to a single SuDS component. The Scheme and the accompanying reports are unclear with regard to the minimum number of SuDS components to be provided in the management train. At the hearing, the Development Agency confirmed that the requirement will be for a minimum of 2 no. components for residential development and 3 no. components for commercial development. The minimum level of provision for the overall development would therefore be 2 no. components.

30

The Scheme does not specify the SuDS components to be provided within residential neighbourhoods, however, a menu of appropriate components is identified. It is proposed that 60% of the surface attenuation provision / volume reduction for developed sites should be provided within or adjacent to the residential neighbourhoods. The balance must be accommodated within the SuDS scheme accompanying the distributor roads network and associated services provision.

40 The strategy will be designed to ensure that people and property are protected from flooding and that the development will not exacerbate flood risk at any other point in the catchment or receiving watercourse. No development will occur on floodplains and the riparian corridor along the Blarney River will be maintained and developed

as an amenity in the longer term. The drainage scheme is designed for the critical 30 year event without causing significant upland flooding. The consequences of longer return period rainfall events are considered in terms of the impact of overland flood flow routes, and reduction of downstream flow impacts by providing long term storage alongside the Blarney River floodplain. A factor of 10% has been allowed for potential climate change impacts. Modelling of the Blarney River was undertaken and 30 and 100 year runoff rates from the catchment were estimated, with and without development of the SDZ.

- 10 The studies indicate that the main channel of the Blarney River generally has adequate storage capacity to cater for larger than Greenfield mean annual flood without overtopping its banks. In the greenfield scenario, 30 and 100-year flood flows result in overflow of the banks of the Blarney River at numerous locations, particularly in the upper reaches of the river. In the developed scenario, without the proposed SuDS mitigation / attenuation, similar flood events would result in water levels significantly higher than the bank levels along its entire length within the study area, with extensive flooding of floodplains along the river. This highlights the need to limit run-off to greenfield rates, as proposed in the SuDS scheme.
- 20 The Scheme acknowledges existing downstream flooding issues on the Blarney and Shournagh Rivers and the role of the River Lee CFRAM Study in addressing this. I do not consider the approach in the scheme to be unreasonable, whereby existing greenfield run-off rates are maintained and no upstream or downstream flooding impacts are likely to arise from the development of these lands. The purpose of the CFRAMs is to address the wider flooding issues in the area.

- During the oral hearing, discussions took place regarding the impacts of run-off from lands at Monard on the adjoining road network, including the Old Mallow Road in particular. The Development Agency indicated that substantial infrastructure works
- 30 will be required on this road to the city boundary and that the Scheme could be modified such that in the course of carrying out these works, necessary drainage measures to avoid flooding of the road should be included. A revised wording was submitted to the hearing in this regard, which was further amended following discussion. It is recommended that this wording be inserted into the Scheme as a modification thereto:

M20: Add the following text as Section 6.6.16 to the Scheme:

- 40 “6.6.16 In the section of the Old Mallow Road between the southeast end of the Services Corridor Road and the Carhoo Road, and along the Carhoo Road itself as far as the Northpoint Business Park roundabout, works to the existing roadway to accommodate the cycle lane referred to in paragraph 5.4.5 – and to install the phase

1 underground electricity cable referred to in paragraph 6.6.3 and Figure 6.7 – should include any necessary works to avoid flooding of the road.”

At the oral hearing, Dr. Jervis Goode representing the Dept. of Arts Heritage and the Gaeltacht, indicated that, although not proposed as part of the Scheme, Blarney bog has some potential to act as an attenuation area. This would be subject to appropriate agreement and measures to ensure that the sensitive fen area at the southern end of the bog, Cloheenmilcon Fen, was separated from the remainder of the bog and not subject to further flood flows.

10

10.10 ECOLOGY

Surveys and mapping of the lands recorded no species of interest. The agricultural landscape is described as having a low level of biodiversity and habitats of low ecological value. Existing field boundaries are important landscape features and wildlife corridors, which are generally to be retained. Invasive species are noted to occur within the area, which will require eradication. There are no sites of conservation interest within the Monard SDZ area. Blarney Bog, located less than 1 kilometre downstream of the SDZ area, is designated as a pNHA.

20

Surveys identify the Blarney River as having an important function as a wildlife corridor in the local context and also with regard to its hydrological connection to the Blarney Bog pNHA. It is of high value and local importance due to its salmonid status and the presence of trout. The watercourse is currently under pressure from siltation however, biological water quality remains at good status (Q4).

The ecological aspects of Kilcronan Stream are of local importance and this was also rated as Q4 good status. Rathpeacon Stream, to the south of the railway, was identified as being of local importance, high value in relation to the watercourse and the availability of spawning and nursery habitat for trout. Habitats and botanical communities present are of local importance, low value.

30

Surveys did not record any Annex I habitats, however, other woodland habitats are identified as being of high value and locally important. No evidence of otter holts was recorded within the river corridor, although otter activity has previously been recorded in the area and is expected to occur. Badger dwellings were not identified in the riparian corridors. The river corridors and associated vegetation are described as important for commuting and foraging bats.

The ecological survey accompanying the SuDS report gave specific attention to the presence of otters along the riparian corridors along existing watercourses within the study area. At the oral hearing, the Dept. of Arts, Heritage and the Gaeltacht confirmed that the otter survey undertaken was acceptable to the Dept. and that as no breeding sites were identified along the Blarney River, there was no objection to the Scheme in this regard.

40

The ecological survey makes recommendations and identifies mitigation measures for the SuDS scheme, including the carrying out of updated ecological surveys where SuDS features are located within sites which were not previously surveyed, as well as other specific measures. These measures are not identified in the Scheme or in the Environmental Report, notwithstanding comments of the Development Agency at the hearing. I therefore recommend that the Scheme be modified to include a requirement that development proposals within the area have regard to the findings of the Ecological Survey Report.

10 **M21:** Insert the following text into paragraph 6.5.14, page 108, of the Scheme, as bullet point no. 3.

- “the development proposals have regard to the recommendations and mitigation measures set out in section 4 of the Ecological Survey Report contained in Appendix 5F of the Monard Sustainable Urban Drainage Systems Preliminary Report”.

10.11 HERITAGE

20 Surveys have identified three recorded monuments within the SDZ area including the railway bridge over the Blarney River and two sites to the west of the river, which should not be affected by proposed works. In addition, six sites of potential archaeological interest are identified through the development lands. While these are stated to require further detailed examination to determine their provenance, they are generally incorporated into the proposed development layout.

The development lands do not contain any protected structures or other structure / features identified in the NIAH. Sixteen features of Architectural Heritage interest are otherwise identified, generally comprising buildings associated with farms and agricultural activity.

30 Other features of cultural heritage interest include townlands, field boundaries, the local road network as well as a number of identified features which no longer exist on the ground. The scheme proposes that further archaeological investigations be undertaken, that vacant buildings of interest be retained and restored and that townlands boundaries, names and local field names be retained and incorporated into developments.

10.12 Sustainability

10.12.1 Energy Generation / Conservation

40 The Scheme notes the provisions of the EU Directive on Energy Performance of Buildings and requires that at least half of the units proposed within housing applications benefit from at least one of the following options:

-
- Decentralised energy supply based on renewable resources, including solar power.
 - Cogeneration (CHP).
 - District or block heating, particularly if powered by renewable sources.
 - Heat pumps.

If this is not possible, developers will be required to demonstrate why this is the case, e.g. why solar panels are not provided within a scheme. The layout of development within the Scheme also considers microclimatic issues and seeks to
 10 utilise solar gain where possible, while the exposure of the site to winds is considered in the landscaping and building layout. At the oral hearing, the development agency indicated that regard was had to the provisions of the Residential Design Guidelines and the Energy Performance Directive. I raise no
 objection to this aspect of the scheme.

10.12.2. Materials

At the hearing I queried whether the Development Agency had considered a requirement regarding the use of recycled construction materials in Monard. In response, the Development Agency argued that it was not considered appropriate to
 20 apply a different standard or requirement to development in Monard than elsewhere in the County, where the specific circumstances of the site or scheme did not require it. It was suggested that where the use of such materials was regarded as a good idea, it would be more appropriately applied on a wider basis as a requirement of the development plan or building regulations. There is no commitment in the development plan in this regard, however.

The use of such materials is regarded as reasonable and appropriate for a new development such as Monard, which emphasises sustainability. The rationale for its non-inclusion does not correspond with the approach adopted for energy generation / conservation discussed above, which identifies specific requirements for Monard. I
 30 therefore recommend the modification of the scheme as follows:

M22: Insert the following text into Section 8.2.3 Design and Construction, Page 122:

- “Planning applications shall be accompanied by a sustainability statement, which shall identify the extent of recycled or reused material to be used in the development, for the agreement of the Development Agency. In particular a minimum 40% of cement in concrete shall be a recycled industrial by-product, such as Ground Granulated Blast furnace Slag (GGBS) or Pulverised Fuel Ash (PFA), or other similar material acceptable to the Development Agency.”

40

10.13 PHASING AND IMPLEMENTATION

The Scheme does not identify a specific timeframe for the development of the lands, in recognition of current economic conditions. The 2013 County Development Plan Review Issues Paper (Jan 2013), however, identifies a target population of 10,031 by 2022 or approx. 1,953 dwelling units.

The scheme provides that prior to the granting of any planning permission in the SDZ area, contracts for the following infrastructure should be awarded and that no development shall occur in advance of works on the relevant facilities:

- 10 • Connection(s) from any new development to new sewage collection sump and pumping station in Country Park, with connection onwards to Killeens WWTP.
- Water Main from Churchfield to new Low Level Reservoir, with distributor pipes to any new development
- Lowest part of SUDS system.
- New section of Services Corridor Road and improvement to northern end of road running SW from Monard Cross.

Paragraph 10.0.4 (P. 132) and Table 10.2 also indicates that the following infrastructure should be provided before or during development in Lower Monard (South) and generally well before development Lower Monard (North):

- 20 • The railway station along with the Park and Ride car park.
- Final surfacing of Services Corridor Road
- Pipe connection from sewage pumping station to Carrigrennan treatment plant in Little Island. Killeens treatment plant to be decommissioned, and direction of flow in pipe connecting it to be reversed, so it transfers sewerage to Monard for onward pumping to Carrigrennan Provision of Station, Park and Ride Car Park
- Initial sections of cycle and pedestrian routes. Cycle and pedestrian routes SE towards Blackpool will be provided in conjunction with the laying of pumped sewer as far as east end of Services Corridor route, and from there southwards
- 30 with the laying of ducts for ESB and other services under Old Mallow Road.

The Scheme does not clearly consolidate provisions regarding the phasing of infrastructure and development. Table 10.3 goes some way toward this but does not include reference to roads or other transportation infrastructure which is to be provided in line with the development of the SDZ. A revised phasing schedule (Table 10.3), incorporating such requirements, was submitted to the Board by way of further information on 15/04/2013. The revised schedule combines information presented elsewhere in the Scheme and is not regarded as significant modification to the Scheme. This schedule was the subject of discussion at the oral hearing and I

40 have previously identified a number of further amendments to this table, including:

- Relocation and amendment to reference to piped connection to Carrigrennan.
- Revised title to Lower Monard (South) and Lower Monard (North).
- Revised phasing of Road Infrastructure (revised Table 5.2 above).

- Omission of reference to occupied dwelling units.
- Provision of the northern section of the Country Park.

A Modified version of Table 10.3 is therefore set out below:

M23: Replace Table 10.3 with the following:			
Villages Villages are arranged in geographical positions. As development will start from the southern end of the SDZ and progress northwards, the cumulative totals in the column to the right should be read from bottom to top.			Max. Permissible Houses
Kilcronan (North) <ul style="list-style-type: none">• 2 Crèches (1 crèche in North and 1 in Northeast Neighbourhoods) – Table 7.2• 2 Local Play Areas (1 in North and 1 in Northeast or East Neighbourhoods) – Table 7.4			5,284
Threshold Facilities to be provided before development in Kilcronan (North) <ul style="list-style-type: none">• Community / Recreational Facilities – Table 7.3• 1 Primary School• Shops, retail, medical services – 500-sq.m.• Village centre crèche• 1 health / medical centre• 1 indoor sports / community facility• 1 multi-use games area• 1 informal kickabout area			
Kilcronan (South) <ul style="list-style-type: none">• 5 crèches (1 in village Centre, 1 each in the East, South and Southwest Neighbourhoods and 1 in the West or Northwest neighbourhood.• 3 local play areas (1 each in the South and Southwest Neighbourhoods and 1 in the West or Northwest Neighbourhoods)• Northern part of Country Park			4,879
West Village (North) <ul style="list-style-type: none">• 2 crèches (1 in North or Northwest Neighbourhoods and 1 in Northeast or East Neighbourhoods)• 2 neighbourhood play areas (1 in North or Northwest neighbourhood, 1 in Northeast or East Neighbourhood) – Table 7.4	Upper Monard (North) <ul style="list-style-type: none">• 1 crèche in north or west Neighbourhood – Table 7.2• 1 Local Play Area in North or West Neighbourhood – Table 7.4• Sports Pitches (Northern Group) – Para. 7.4.2		3,984
Threshold Facilities to be provided before Development in West Village (North) and Upper Monard (North)			
West Village (North) Community / Recreational Facilities <ul style="list-style-type: none">• 1 primary school• 1 village centre crèche• Shops, retail, medical services - 250-sq.m.+• 1 Multi-use Games Area• 1 District Play Area• 1 Informal Kickabout Area	Upper Monard (North) Community / Recreational Facilities <ul style="list-style-type: none">• 1 primary school• 1 village centre crèche• Shops, retail, medical services – 250-sq.m.+• 1 Multi-use Games Area• 1 District Play Area		
West Village (South) <ul style="list-style-type: none">• 3 Crèches (1 in Village Centre, 1 in Southeast or Southwest Neighbourhood, 1 in West Neighbourhood)- Table 7.2• 2 Local Play Areas (1 in Southeast and 1 in West or Southwest Neighbourhoods) – Table 7.4	Infrastructure / Services <ul style="list-style-type: none">• Upgrade to the Southwest Link Road at 3,000 dwelling units. – Table 5.2	Upper Monard (South) <ul style="list-style-type: none">• 3 Crèches (1 village Centre, 1 in South or Southeast Neighbourhood, 1 in Southwest Neighbourhood)- Table 7.2• 3 Local Play Areas (1 in South, 1 in Southeast and 1 in Southwest neighbourhoods) – Table 7.4• Sports Pitches (Southern group) – Para 7.4.2	3,224
Applications north of Lower Monard (North) must include access to school sites serving West Village, Upper Monard, Kilcronan			2,065
Lower Monard (North) <ul style="list-style-type: none">• Southeast Link Road at 1,000 dwelling units• Traffic signals at junction of Commons Road / N20 underbridge at 1,000 dwelling units – table 5.2• Upgrade to existing NorthPoint Business Park junction at 1,000 dwelling units Table 5.2• Upgrade of Carhoo Road from Northpoint Roundabout to junction with the South-East link road,• 1 Municipal Play Area – Table 7.3• 1 Multi-use Games Area – Table 7.3• 1 Kickabout Area – Table 7.3• 4 Local Play Areas (1 in West, 1 in Northeast, 1 in East and 1 in North or Northwest Neighbourhoods) – Table 7.2• 4 Crèches (1 in East, 1 in Northwest, 1 in North and 1 in Northeast Neighbourhoods) – Table 7.2			
Threshold facilities to be provided before development in Lower Monard (North) Table 10.2			
Community / Recreational Facilities – <ul style="list-style-type: none">• 1 Primary school• Shops, retail, medical services – 1,000-sq.m.+• Town centre crèche• 1 Indoor sports / Community facility• 1 District Play Area		Infrastructure / Services <ul style="list-style-type: none">• Railway station• Park and Ride car park• Final surfacing to Services Corridor Road	

<p style="text-align: center;">Lower Monard (South)</p> <ul style="list-style-type: none"> • Cycle / pedestrian routes with link on towards Blackpool – Table 10.2 • 3 crèches (2 in Town Centre, south and north of the Services Corridor and 1 in West Neighbourhood) – Table 7.2 • 1 Local Play Area in Town Centre – Table 7.4 • Southeast part of Country Park – para 7.6.4 • Pipe connection to Carrigrennan Treatment Plant, when capacity at Killeens treatment plant is reached. 	770
<p>Initial linear infrastructure which would have to be provided before or in parallel with, and would have to be available to serve, any new development in Monard – Table 10.1</p> <ul style="list-style-type: none"> • Sewer pipe connection to collection sump and pumping station in Country Park, connecting onwards to Killeens or to Carrigrennan treatment plants. • New section of Services Corridor Road to provide route from existing two-lane road system to any new development off it, and improvement to northern end of road running southwest from Monard Cross • Water main from Churchfield Reservoir to new low-level reservoir with distributor pipes to any new development. • Lowest part of SuDS system. 	

The Planning Scheme otherwise proposes a phasing scheme which will allow development to progress northwards from a starting point in the area around the train station along several different corridors, depending on the readiness and ability of individual landowners and developers to proceed. The system of control over the sequence of development has the following components:

- 10
- The principle of contiguity: Other than in the southern part of Lower Monard, significant new development will need to adjoin land which has already been developed, or is being developed, and cannot occur in isolation, or at a distance from it. At the oral hearing the Development Agency noted that this may require some revision to address the scenario where development occurs on a single extensive planning application site over an extended development period, giving rise to potential for development to effectively leap-frog development lands within the Scheme.

M24: Add the following text to bullet point no. 1 of Section 10.0.2 - The principle of contiguity:

20 “In this regard, the term “land” shall be generally understood to refer to the adjoining neighbourhood area, unless otherwise agreed with the Development Agency”.

- 30
- The principle of association: This requires that neighbourhood crèches, recreational / play facilities, sports pitches and various other types of open space shown on Figure 7.2 and listed in Table 7.5 be proposed as part of applications for new housing, and provided in association with that housing. At the oral hearing, the Development Agency confirmed that the reference to Figure 7.2 is an error and that this should more correctly refer to Figure 7.1.

M25: Replace reference to Figure 7.2 in line 3 of bullet point no 2 of Section 10.0.2 - The principle of Association, with Figure 7.1.

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- 10
- Thresholds within villages: The scheme defines development thresholds for each village. Development cannot occur to the north of the identified threshold in advance of development work on the primary school, as well as the facilities identified in Table 7.3, comprising village centre crèches, basic village retail and consumer service provision, village level recreational/play facilities, and (in Kilcronan) a medical centre.
 - SDZ level thresholds which will trigger a Transport Assessment: These thresholds have already been discussed in section 10.3 above. The implications of the assessments undertaken at these thresholds are uncertain and the onus for the carrying out of the assessment is on the Development Agency. An amendment to this paragraph has already been discussed under M14, to clarify that permissions will not be granted until the assessments have been carried out.

20 The proposed threshold system would appear to provide a reasonable and structured approach to the provision of physical and community infrastructure and facilities, while providing reasonable certainty to landowners and third parties. The role of the Contribution Scheme and equalisation provisions are important in this regard also. Subject to the identified modifications, including revised Table 10.3 and Table 5.2 above, the Scheme is considered to be acceptable in this regard.

10.14 OTHER ISSUES ARISING

S.1.39: At the oral hearing the Development Agency confirmed that section 1.39 of the published Planning Scheme should probably be omitted from the document. I recommend a modification to this effect:

30 **M26:** Omit section 1.39 of the Planning Scheme

11.0 CONCLUSIONS AND RECOMMENDATION

Having regard to the foregoing, I recommend that the Board request the Development Agency to carry out a further assessment of the traffic and transportation implications of the Planning Scheme, having regard to the full extent of the future road network. This may necessitate the reopening of the oral hearing and the participation of the prescribed bodies. The request should generally seek the following information from the Development Agency:

10 Notwithstanding the information contained in the Planning Scheme and accompanying Transport Assessment, the further information submitted to the Board on 15/04/2013, and the submissions made at the oral hearing, the Board is concerned that an adequate assessment of the traffic and transportation impacts of the Planning Scheme at Monard has not been undertaken. Particular deficiencies in the assessment undertaken relate to the failure to assess the entire quantum of development proposed within the Scheme and the entire future road network, including the Northern Ring Road with an interchange at the N20, and the traffic flows likely to arise in such a scenario.

20 The Development Agency is therefore requested to undertake an assessment, which shall consider the future year 2022, with the Northern Ring Road with an interchange at the N20 in-situ, along with the local road network improvements identified in the Transport Assessment. The assessment should consider development at the second threshold identified in section 5.2.20 of the Scheme, as well as the full extent of development proposed within the Scheme.

30 Notwithstanding the above, should the Board decide to approve the Scheme in its current form, I have identified proposed modifications to the Scheme below. The modifications have been arranged approximately in the same order as the layout of the Planning Scheme document. I have also included the reference numbers from the above assessment in bold (**e.g. M04**) in the interests of clarity.

Article 179I. (2) requires that where the Board, under section 169(7)(a) of the Act, approves the making of a planning scheme with modifications, it shall indicate in its decision any amendments required to the SEA statement arising from its modification of the scheme, and shall direct the planning authority to amend the statement accordingly. Two amendments arising from the proposed modifications are identified in this regard.

40

In accordance with S.167(7)(aa), it is considered that the proposed modifications are minor in nature and are not likely to have significant effects on the environment or adversely affect the integrity of any European site.

REASONS AND CONSIDERATIONS

Having regard to:-

- 10 (a) the provisions of Part IX of the Planning and Development Act 2000, as amended,
- (b) S.I. 540 of 2010, Planning and Development Act 2010 (Designation of Strategic Development Zone: Monard, Cork County) Order 2010
- (c) national and strategic policy as set out in the National Spatial Strategy 2002-2020, the South West Regional Planning Guidelines, 2010 - 2022, and the Cork Area Strategic Plan (CASP),
- (d) the provisions of the Cork County Development Plan, 2009, and Blarney Electoral Area Local Area Plan 2011,
- (e) the existing pattern of development in the area,

20

it is considered that, subject to the modifications set out below, the Planning Scheme complies with statutory requirements and provides for the development of the site in accordance with the requirements of the Strategic Development Zone designation, and for the comprehensive planning and development of the site and would be in accordance with the proper planning and sustainable development of the area.

MODIFICATIONS

- 30 The Planning Scheme dated October 2012, shall be modified as follows:-

1. **(M01)** Except where further altered by modifications in this order, the Scheme dated October 2012, shall be modified by the substitution of the drawings, plans and details submitted by the Development Agency to the Board on 15/04/2013.

Reason: In the interests of clarity.

2. **(M26)** Omit section 1.39 of the Planning Scheme

40

Reason: In the interests of clarity

3. **(M11)** Add the following text to the first sentence of Section 3.1.5, Page 22:

“.....and the provisions of the Design Manual for Urban Roads and Streets (2013).”

Reason: To ensure a proper standard of development.

- 10 **4. (M07)** Add the following text to section 4.2.15, Page 42 of the Scheme
“Consideration will also be given to the redevelopment of existing residential plots in a manner which is consistent with the pattern and form of development proposed for adjoining lands within the Scheme”.

Reason: To ensure consistency and clarity in the development of the area

- 20 **5. (M03)** Insert the following sentence into Section 4.3 B. Form gives, character, materials and Finishes, (Page 45).
“The spaces and facilities should be designed to ensure all members of society can access and use them.”

Reason: To ensure a proper standard of development and access for all.

- 30 **6. (M02)** Add the following text to Page 46, Lower Monard Town Centre (North), Town Centre – retail area: paragraph 6.
“A strong, active, building frontage, should be created to the Services Corridor road to the south”.

Reason: To ensure a satisfactory standard of design.

- 30 **7. (M04)** Insert the following text into paragraph 5.4.1, Page 98 of the Scheme: Cycling and Cycle Parking:

(iv) Provision in the design of residential units for convenient and secure bicycle parking, which shall not require bicycle access via living areas.

Reason: In the interests of residential amenity and sustainability.

- 40 **8. (M05)** Amendment to Lower Monard Western Neighbourhood.
The proposed square of housing to the south-east of Monard Lane, and to the north-west of the western Town Centre retail anchor unit, shall be amended such that housing at the south-eastern end of the square is omitted and this area is left open to the adjoining distributor road.

Reason: In the interests of residential and visual amenity.

- 9. (M08)** Add the following text to Section 4.3, Lower Monard Town Centre (North), (C) Town Centre - retail area, paragraph 4 on Page 46:

10 *“The height of buildings at the western end of the east-west pedestrian street, directly south of existing residential properties, shall not exceed two-storeys in height. Town centre development shall not result in direct overlooking of, or loss of privacy to, existing residential properties.”*

Reason: In the interests of residential amenity.

- 10. (M15)** Add the following text to Section 5.3.6 on page 98 of the Scheme:

20 *“Excess parking provision may be permitted on a temporary basis pending improved public transport accessibility”*

Reason: In the interests of sustainable development

- 11. (M10)** Omit the following text from Section 5.4.4 on Page 98 of the Scheme *“These should be light controlled”*; and replace with the following:

30 *“The design of pedestrian and cycle crossings of roads should be on assessed their own merits having regard to published national guidance. Such crossings may be light controlled.”*

Reason: In the interests of road safety and road user convenience.

- 12. (M12)** Replace Table 5.2 on page 95, with the following

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Table 5.2: Thresholds for provision of Local Transport Infrastructure in Monard				
Transport Infrastructure which needs to be in place...	...prior to the following levels of development in Monard SDZ without serious congestion on local roads:			
	Dwellings	Retail(m ²)	Office (m ²)	Schools
<ul style="list-style-type: none"> Services Corridor Road, & Cycle / pedestrian routes, with link on towards Blackpool 	500			
<ul style="list-style-type: none"> Railway station, & South-Eastern Link Road, & Upgrade of Carhoo Road from Northpoint Roundabout to junction with the South-East link road, & Upgrade to existing Northpoint Business Park Roundabout to include two approach lanes from Carhoo Road, & Traffic signals at junction of Commons Road and the N20 under-bridge 	1,000	3,000	1,500	1 Primary School
<ul style="list-style-type: none"> Upgrade to South West Link Road 	3,000	9,000	4,500	1,000+students

Reason: In the interests of clarity

13. (M21) Insert the following text into para 6.5.14, page 108, of the Scheme, as bullet point no. 3.

10

- “the development proposals have regard to the recommendations and mitigation measures set out in section 4 of the Ecological Survey Report contained in Appendix 5F of the Monard Sustainable Urban Drainage Systems Preliminary Report”.*

That section of Table 1 of the Strategic Environmental Assessment Statement (October 2012) relating to *Water Resources and Infrastructure* shall be modified to take account of this wording

20 Reason: In the interests of sustainable development and to minimise the ecological impacts of the development.

14. (M20) Add the following text as Section 6.6.16 to the Scheme:

“6.6.16 In the section of the Old Mallow Road between the southeast end of the Services Corridor Road and the Carhoo Road, and along the Carhoo Road itself as far as the Northpoint Business Park roundabout, works to the existing roadway to accommodate the cycle lane referred to in paragraph 5.4.5 – and to install the phase 1 underground electricity cable referred to in paragraph 6.6.3 and Figure 6.7 – should include any necessary works to avoid flooding of the road.”

Reason: In the interests of road safety and residential amenity.

10

15. (M17) Add the following text to bullet point no. 2 of Section 7.0.2 Page 111:

“This facility could also accommodate ambulance or other emergency services”.

Reason: To facilitate the development of necessary community and emergency facilities.

20 **16. (M19)** Amendments to Section 7.4.2, page 114 of the Scheme.

Amend line 1 to read “The provision of sports pitches, associated parking and other facilities

Amend bullet point no. 1 to read, “the sports pitches, associated parking and other facilities”

Amend bullet point no. 2 to read, “the sports pitches, associated parking and other facilities”

Reason: To ensure a proper standard of development.

30

17. (M22) Insert the following text into Section 8.2.3 Design and Construction, Page 122:

- *“Planning applications shall be accompanied by a sustainability statement, which shall identify the extent of recycled or reused material to be used in the development, for the agreement of the Development Agency. In particular a minimum 40% of cement in concrete shall be a recycled industrial by-product, such as Ground Granulated Blast furnace Slag (GGBS) or Pulverised Fuel Ash (PFA), or other similar material acceptable to the Development Agency”.*

40

That section of Table 1 of the Strategic Environmental Assessment Statement (October 2012) relating to *Sustainability* shall be modified to take account of this wording.

Reason: In the interests of sustainable development.

- 18. (M16)** Amendment to Table 9.3 *Modified Points for use in conjunction with Monard General Contribution Scheme*. Revise the wording of the comments relating to categories *Additional Land (1)* and *Additional Land (2)* in order to resolve the inconsistency with regard to the gradient of lands within each category.

10

Reason: In the interests of clarity

- 19. (M23)** Replace Table 10.3 with the following: (See table over)

Reason: In the interests of clarity

Table 10.3 Diagrammatic sequence of development, if maximum possible levels of housing are assumed for each stage.

Villages Villages are arranged in geographical positions. As development will start from the southern end of the SDZ and progress northwards, the cumulative totals in the column to the right should be read from bottom to top.			Max. Permissible Houses
Kilcronan (North) <ul style="list-style-type: none"> 2 Crèches (1 crèche in North and 1 in Northeast Neighbourhoods) – Table 7.2 2 Local Play Areas (1 in North and 1 in Northeast or East Neighbourhoods) – Table 7.4 			5,284
Threshold Facilities to be provided before development in Kilcronan (North) <ul style="list-style-type: none"> Community / Recreational Facilities – Table 7.3 1 Primary School Shops, retail, medical services – 500-sq.m. Village centre crèche 1 health / medical centre 1 indoor sports / community facility 1 multi-use games area 1 informal kickabout area 			
Kilcronan (South) <ul style="list-style-type: none"> 5 crèches (1 in village Centre, 1 each in the East, South and Southwest Neighbourhoods and 1 in the West or Northwest neighbourhood. 3 local play areas (1 each in the South and Southwest Neighbourhoods and 1 in the West or Northwest Neighbourhoods) Northern part of Country Park 			4,879
West Village (North) <ul style="list-style-type: none"> 2 crèches (1 in North or Northwest Neighbourhoods and 1 in Northeast or East Neighbourhoods) 2 neighbourhood play areas (1 in North or Northwest neighbourhood, 1 in Northeast or East Neighbourhood) – Table 7.4 	Upper Monard (North) <ul style="list-style-type: none"> 1 crèche in north or west Neighbourhood – Table 7.2 1 Local Play Area in North or West Neighbourhood – Table 7.4 Sports Pitches (Northern Group) – Para. 7.4.2 		3,984
Threshold Facilities to be provided before Development in West Village (North) and Upper Monard (North)			
West Village (North) Community / Recreational Facilities <ul style="list-style-type: none"> 1 primary school 1 village centre crèche Shops, retail, medical services - 250-sq.m.+ 1 Multi-use Games Area 1 District Play Area 1 Informal Kickabout Area 	Upper Monard (North) Community / Recreational Facilities <ul style="list-style-type: none"> 1 primary school 1 village centre crèche Shops, retail, medical services – 250-sq.m.+ 1 Multi-use Games Area 1 District Play Area 		
West Village (South) <ul style="list-style-type: none"> 3 Crèches (1 in Village Centre, 1 in Southeast or Southwest Neighbourhood, 1 in West Neighbourhood)- Table 7.2 2 Local Play Areas (1 in Southeast and 1 in West or Southwest Neighbourhoods) – Table 7.4 	Infrastructure / Services <ul style="list-style-type: none"> Upgrade to the Southwest Link Road at 3,000 dwelling units. – Table 5.2 	Upper Monard (South) <ul style="list-style-type: none"> 3 Crèches (1 village Centre, 1 in South or Southeast Neighbourhood, 1 in Southwest Neighbourhood)- Table 7.2 3 Local Play Areas (1 in South, 1 in Southeast and 1 in Southwest neighbourhoods) – Table 7.4 Sports Pitches (Southern group) – Para 7.4.2 	3,224
Applications north of Lower Monard (North) must include access to school sites serving West Village, Upper Monard, Kilcronan			2,065
Lower Monard (North) <ul style="list-style-type: none"> Southeast Link Road at 1,000 dwelling units Traffic signals at junction of Commons Road / N20 underbridge at 1,000 dwelling units – table 5.2 Upgrade to existing NorthPoint Business Park junction at 1,000 dwelling units Table 5.2 Upgrade of Carhoo Road from Northpoint Roundabout to junction with the South-East link road, 1 Municipal Play Area – Table 7.3 1 Multi-use Games Area – Table 7.3 1 Kickabout Area – Table 7.3 4 Local Play Areas (1 in West, 1 in Northeast, 1 in East and 1 in North or Northwest Neighbourhoods) – Table 7.2 4 Crèches (1 in East, 1 in Northwest, 1 in North and 1 in Northeast Neighbourhoods) – Table 7.2 			
Threshold facilities to be provided before development in Lower Monard (North) Table 10.2			
Community / Recreational Facilities – <ul style="list-style-type: none"> 1 Primary school Shops, retail, medical services – 1,000-sq.m.+ Town centre crèche 1 Indoor sports / Community facility 1 District Play Area 	Infrastructure / Services <ul style="list-style-type: none"> Railway station Park and Ride car park Final surfacing to Services Corridor Road 		
Lower Monard (South) <ul style="list-style-type: none"> Cycle / pedestrian routes with link on towards Blackpool - Table 10.2 3 crèches (2 in Town Centre, south and north of the Services Corridor and 1 in West Neighbourhood) – Table 7.2 1 Local Play Area in Town Centre – Table 7.4 Southeast part of Country Park – para 7.6.4 Pipe connection to Carrigrennan Treatment Plant, when capacity at Killeens treatment plant is reached. 			770
Initial linear infrastructure which would have to be provided before or in parallel with, and would have to be available to serve, any new development in Monard – Table 10.1 <ul style="list-style-type: none"> Sewer pipe connection to collection sump and pumping station in Country Park, connecting onwards to Killeens or to Carrigrennan treatment plants. New section of Services Corridor Road to provide route from existing two-lane road system to any new development off it, and improvement to northern end of road running southwest from Monard Cross Water main from Churchfield Reservoir to new low-level reservoir with distributor pipes to any new development. Lowest part of SuDS system. 			

20. (M24) Add the following text to bullet point no. 1 of Section 10.0.2 - The principle of contiguity:

“In this regard, the term “land” shall be generally understood to refer to the adjoining neighbourhood area, unless otherwise agreed with the Development Agency”.

10 **Reason:** In the interests of clarity and to facilitate the control and phasing of development.

21. (M25) Replace reference to “*Figure 7.2*” in bullet point no 2 of Section 10.0.2 - The principle of Association, with “*Figure 7.1*”.

Reason: In the interests of clarity and consistency

20 **22. (M14)** Add the following text to bullet point no. 4 of Section 10.0.2 – SDZ level thresholds which will trigger a Transport Assessment.

“Applications to the north of the thresholds will not be granted until the assessments have been undertaken.”

Reason: In the interests of clarity

23. (M13) Replace Section 10.0.4 on page 133 of the Scheme with the following:

30 *“10.0.4 For some purposes, it is useful to be able to relate controls which apply to particular areas of land, to their effect on the total amount of development within the SDZ. Table 10.3 shows the SDZ in a diagrammatic form. It includes an indication of the maximum number of dwelling units permissible at particular stages of the development process. This assumes development is permitted at the top end of the permitted density ranges”.*

Reason: In the interests of clarity

40 **24. (M09)** Section 10.1 Project Implementation and Community Liaison
Section 10.1 of the Scheme Project Implementation and Community Liaison, shall be replaced with the revised wording submitted to the Board at the oral hearing on 23/05/2013.

Reason: In the interests of clarity

25. (M06) Modelled Views

The aerial montage drawings of the developed Scheme shall be reviewed and errors contained therein shall be corrected as appropriate.

Reason: In the interests of clarity

- 10 **26.** A copy of the consolidated Planning Scheme, hereby approved and as modified by this order, the drawings and other particulars submitted to the Board on the 15th of April 2013, and the further modifications attached to this approval, shall be prepared by the Development Agency prior to the publication of notice of the approval of the Scheme as required under section 169(7)(b) of the Planning and Development Act, 2000 - 2011. The consolidated Planning Scheme shall be used by the Development Agency / Planning Authority in assessing all planning applications.

Reason: In the interests of clarity and public information.

20

Conor McGrath SPI

05/07/2013

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Appended: Report of Mr. Jerry Barnes on Traffic and Transport aspects of the Monard Strategic Development Zone Draft Planning Scheme