



An
Bord
Pleanála

Inspector's Report

PL92.247315

Development	Temporary Portacabin for Community/ Childcare Use at Puckane GAA Grounds, Ballycraggan, Puckane, Co. Tipperary.
Planning Authority	Tipperary Co. Co.
Planning Authority Reg. Ref.	16600557
Applicant(s)	Puckane Community Centre
Type of Application	Permission
Planning Authority Decision	Grant with Conditions
Appellant(s)	Puckane Community Centre
Observer(s)	None
Date of Site Inspection	Not required
Inspector	Caryn Coogan

1.0 PROPOSED DEVELOPMENT

- 1.1 Permission is for a temporary portacabin for community use/ childcare at Puckane GAA Grounds.

2.0 PLANNING AUTHORITY DECISION

Tipperary Co. Co. granted planning permission for the development on 29th of August 2016, subject to 5No. conditions. The relevant condition relating to this appeal is Condition No. 2:

The use of the portacabin shall be restricted to community uses as outlined in the further information submitted on 10/08/2016 or similar uses as agreed in writing by the Planning Authority. The use of the structure for childcare is not permitted.

2.2 TECHNICAL REPORTS

The Planning report on file outlines the relevant planning history. The relevant development plan is Tipperary County Development Plan 2010.

The owners of the site, Kildangan GAA consent to the application. The proposed uses on the site include, a committee meeting place, classes for the elderly, mother and toddler groups and exercise classes. The permission is being sought for three years only.

- Community Facility is Open for Consideration under the Amenity Zoning objective. The existing use on the site is recreational and the proposed community use is considered to be complimentary. There is an existing planning permission for a large permanent community centre on the site.
- All departments recommend a grant with no objections.
- No development contributions as community facilities are exempt.

2.3 THIRD PARTY SUBMISSIONS

There were no third party submissions.

3.0 PLANNING HISTORY

3.1 15600206

Permission granted to Kildangan GAA Club for a 1206sq.m. community hall to the rear of the exiting clubhouse to incorporate a main hall, changing facilities, meeting room, gym and ancillary rooms, associated

site works will include 40No. additional parking spaces, 2No. astroturf pitches with lighting and a palisade fence.

3.2 **14510066**

Permission granted to Kildangan GAA for a 133sq.m. extension to the existing clubhouse incorporating a meeting room, treatment room, storage areas, astroturf pitches, lighting fencing.

4.0 POLICY CONTEXT

4.1 Tipperary County Development Plan 2010

The site is zoned for Amenity Use in the Tipperary County Development Plan 2010.

Relevant Policies Include:

Policy HERT 9: Amenity

It is the policy of the Council to ensure that adequate amenity and recreational open space and facilities, including community facilities and centres, including community facilities and centres, are available for all groups of the population at a convenient distance from their homes and place of work.

Policy HSG 23: Childcare Facilities

It is the policy of the Council to the provisions of nurseries, creches or other childcare facilities in association with housing, commercial and industrial development. The Council will give due regard to assessment of need for such services at the time of the development. The Council will encourage developers to consult with County Children Committee and to ensure compliancy particularly in relation to space ratios and outdoor space. Furthermore it is the policy of Council to have regard and to implement the Guidelines on Childcare Facilities 2001.

Policy HSG 24: Childcare

It is the policy of the Council to assist the County Childcare Committee in the implementation of the North Tipperary Childcare Strategy 2007/2010.

5.0 THE APPEAL

5.1 The applicant, Puckane Community Centre has taken an appeal against Condition No. 2 attached to Tipperary Co Co's decision to grant permission for a temporary portacabin. The appeal is against condition No. 2 of the decision only.

The application was for a temporary portacabin, 53.44sq.m. for community/ childcare use for a period of three years only, which is to be located along the southern boundary of the GAA grounds.

The temporary portacabin is for use until the permitted community hall is constructed. The permitted community hall was granted planning permission on 16th of October 2015.

The portacabin will be available between the hours of 9am to 8pm with numbers ranging from 6-15. Many of the users will be parents using the GAA playing fields, and will not result in the increase in numbers using the grounds.

The intended uses are as follows:

- Meeting room
- Classes for elderly and youth
- Mother and toddler group
- Exercise classes

The main times of use will be evenings and weekends. The application also included for the sessional childcare use of the mornings for pre-school children in the village.

The need arose when the classroom in Kiladangan National School (Pucknane N.S.) which hosted morning pre-school children became no longer available. The classroom is now used for children with special needs at the Primary School. The Community are very proud of the unit at the school.

5.2 Need for the Facility

There is a need for pre-school childcare provisions in the school. There is no building with a secure play area, and carparking within the village. It is an objective in the development plan to provide childcare facilities.

5.3 National and Regional policy

A childcare service is an important service within a small village and in line with national policy. The location of the facility enables multiple use trips into the village, whereby parents can drop off children going to the national school at the same time as the pre-school children, and go to the shops or church etc. The facility is also of benefit to the children who will be educated together.

5.4 Local Policy

The site is located within the existing Puckane GAA grounds. The lands are zoned for Amenity use in the North Tipperary County Development Plan 2010. A community facility is open for consideration under this zoning. A crèche is not acceptable in principle under the class use matrix, it should be considered that the proposed pre-school service is a relatively small scale as the portacabin is only 53sq.m.

Puckane is designated as a Service Centre in the County Settlement Hierarchy. The Council policy is that service centres should be targeted for growth at an appropriate scale. One of the key objectives of the plan is to provide, maintain and enhance social, community and amenity facilities in the village. There is a primary school, a church, two pubs, a

shop and a number of different sporting facilities, there is no pre-school facility, and the proposal will provide this facility in a sustainable manner.

Section 4.7 Childcare facilities states that they are acceptable in principle with a proven demand, and to reduce the need for unsustainable traffic movements.

Policy SC7: allows the council to facilitate childcare facilities at easy accessible central locations in association with housing and other developments in compliance with the County Childcare Strategy. The Council must consider childcare facilities at appropriate locations.

Policy SC8: Community Amenity: it is the policy to ensure adequate and safe community facilities. SC9: It is Council policy to ensure multi-use community facilities. The added use of the pre-school at the portacabin allows for the clustering of facilities at an appropriate location, and will use the facilities in the morning times which does not conflict with evening and weekend usage.

5.5 Other Issues

- There is public water and public sewerage serving the site.
- The principle of the development i.e. the portacabin for community use has been granted by the planning authority. The childcare facility will have a staffing of 2No. persons, catering for 5-10 children. There is adequate carparking within the existing GAA carpark.
- The proposal will have a positive impact on the local community.
- The applicants have no issue with the Board limiting the number of children to be catered for and restricting the hours of operation to Monday-Friday 09:00 – 13.00. In 2015 there were 20No. children enrolled in the facility, but this is no longer available at the primary school.. The nearest pre-school is Neagh 20km from the village.

6.6 RESPONSES

The Tipperary Childcare Committee wishes to endorse the appeal. Puckane is a rural village in north Tipperary with a population of circa 300, and it is consistently identified as an area for the development of a childcare service and in 2014 it was set up as a private enterprise within the local primary school.

7.0 ASSESSMENT

- 7.1 The applicants had applied for a temporary permission of a small portacabin to carry out local community activities until the permitted permanent Community Centre is constructed on the subject site within the village of Puckane, Co. Tipperary. The site is part of Kildaggan GAA

grounds and it is zoned **AMENITY**, under the provisions of the current *Tipperary County Development Plan 2010*. By way of further information, the applicant was advised by the planning authority that a crèche is not permitted under this zoning objective. Following a decision to grant a temporary permission for the portacabin for a period of three years only, Condition No. 2 of the decision stated, the use of the structure for childcare is not permitted.

7.2 The applicant has appealed Condition No. 2 of the decision. Having regard to the permitted use on site for a Community Centre granted under reference 15600206, and 14510066, the community use and facility has been accepted in principle. The current applicant is for a temporary structure until the larger permanent structure is complete. Therefore, I have no objection to the overall principle of the development on the site, or the permission as granted by the planning authority. The Board is in a position to examine Condition No. 2 independent of the overall decision.

7.3 It is clear from the appeal file there is a very reasonable case presented regarding the childcare facility within the portacabin. Puckane is a rural village in north Tipperary with a population of circa 300, and it is consistently identified as an area for the development of a childcare service, as most parents are currently travelling 20km to Neagh for pre-school childcare. In 2014 a small childcare facility was set up as a private enterprise within the local primary school. Unfortunately, the room allocated for the childcare facility became allocated to a special needs unit within the Primary School, and the childcare facility was left with no venue. It is proposed to operate the childcare facility within the proposed portacabin, Monday-Friday mornings. Other community meetings and sports activities associated with the portacabin will be during the evening times and at weekends. The childcare facility will have a staffing of 2No. persons, catering for 5-10 children. There is adequate carparking within the existing GAA carpark.

7.4 The permitted uses of the portacabin as included in the further information submitted on 10th of August 2016, are as follows:

- Meeting room
- Classes for elderly and youth
- Mother and toddler group
- Exercise classes

The main times of use will be evenings and weekends by members of the local community. The proposed sessional childcare use will be during the mornings for the pre-school children in the village. However the childcare use was not permitted because of the Amenity zoning objective as childcare facilities are not permitted under this zoning objective. Having regard to the modest scale of the development, a temporary portacabin, 53.44sq.m. which is to cater for a multitude of community uses including a small childcare facility, for a period of three years only, I would consider the proposed use of the facility for preschool child minding to be

immaterial when one considers the other permitted uses within the portacabin and the small scale of the childcare facility. It is also a sustainable form of development, as the nearest childcare facility is 20km from Puckane in Neagh, and most of the pre-school children will have siblings at the local primary school, therefore the childcare use will greatly reduce traffic trips. I do not consider the proposed childcare use to be a material contravention of the development plan having regard to the other associated community uses and the small scale of the portacabin.

- 7.5 Additionally, the majority of community centres provide mother and toddler groups, baby massage classes and breast feeding groups, which utilise the same utilities and toys as any pre-school facility, and the majority of community centres also include small commercial childcare facilities. This may be an issue the local authority may wish to consider when reviewing development plan policies relating to community centres and childcare facilities, as these uses are complimentary and normally exist together within community centres.

8.0 RECOMMENDATION

I recommend the appeal is upheld and the wording of Condition No. 2 is amended.

REASONS AND CONSIDERATIONS

Condition No. 2

The use of the proposed portacabin shall be restricted to community uses included on the further information submitted on the 10th of August 2016. The permitted use shall include a childcare facility for pre-school children restricted to Monday – Friday 9.00-14.00 inclusive.

Reason: In the interests of the proper planning and sustainable development of the area.

Caryn Coogan

Planning Inspector

16/01/2017

