



COAKLEY O'NEILL
town planning

CREAMFIELDS

Statement of Housing Mix

Strategic Housing Development at
the former CMP Dairy Site (known as Creamfields)
on Tramore Road/Kinsale Road, Cork City

Prepared in February 2022 on behalf of

Watfore Ltd.

Coakley O'Neill Town Planning Ltd.

 NSC Campus, Mahon, Cork

 021 2307023

 info@coakleyoneill.ie

 www.coakleyoneill.ie

Document Control Sheet

Client	Watfore Ltd.
Project Title	Creamfields SHD
Job No.	CON20051
Document Title	Statement of Housing Mix
Number of Pages	12

Revision	Status	Date of Issue	Authored	Checked	Signed
1	Draft	22 nd February 2022	ND	AON	<i>Ad O'Neill</i>
2	Final	23 rd February 2022	ND	AON	<i>Ad O'Neill</i>

Confidentiality Statement

This report has been produced for the exclusive use of the commissioning party and unless otherwise agreed in writing by Coakley O'Neill Town Planning Ltd., no other party may copy, reproduce, distribute, make use of, or rely on the contents of the report. No liability is accepted by Coakley O'Neill Town Planning Ltd. for any use of this report, other than for the purposes for which it was originally prepared and provided. Opinions and information provided in this report are on the basis of Coakley O'Neill using due skill, care and diligence in the preparation of same and no explicit warranty is provided as to their accuracy. It should be noted and is expressly stated that no independent verification of any of the documents or information supplied to Coakley O'Neill Town Planning Ltd. has been made.

Maps reproduced under Ordnance Survey Ireland Licence Number CYAL50188676.

1.0 INTRODUCTION

1.1 We, Coakley O'Neill Town Planning Ltd., NSC Campus, Mahon, Cork, have been instructed by Watfore Limited to prepare this Statement of Housing Mix to accompany a planning application for a proposed Strategic Housing Development of 609 no. residential dwellings at the former CMP Dairy site (known as Creamfields) on Tramore Road/Kinsale Road, Cork.

1.2 In accordance with Objective 6.8 "Housing Mix" of the *Cork City Development Plan 2015-2021*, this Statement sets out the detail of the proposed mix and the justification as to why this mix is appropriate.

2.0 SITE LOCATION AND DESCRIPTION

2.1 The site of the proposed development is a 3.39ha south-facing brownfield site with an elongated north-south orientation, which lies mid-way between Cork Airport and Cork City Centre. The site is located in the south-central Cork City suburb of Ballyphehane and is bounded to the east by the Kinsale Road and to the north by Tramore Road. To the west the site is bounded by warehousing logistics complexes belonging to the Musgrave Group and Allied Foods, and to the south by an access roadway for those sites. The site location is indicated in Figure 1 below.

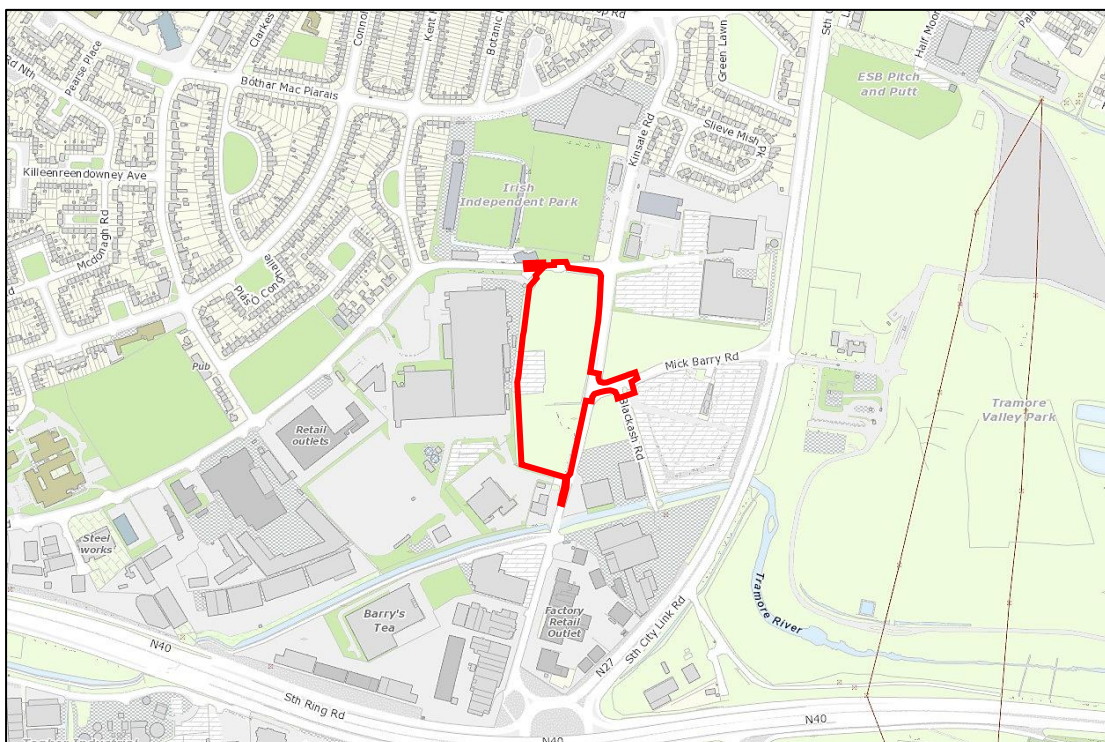


Figure 1. Subject site generally outlined in red. (Base map source: Ordnance Survey Ireland; Annotated by Coakley O'Neill Town Planning Ltd., 2022).

3.0 LOCAL POLICY CONTEXT

3.1 The relevant statutory plan pertaining to the development management of the site of the proposed development is the *Cork City Development Plan 2015-2021*.

3.2 Objective 6.8 “Housing Mix” of the *Cork City Development Plan 2015-2021* is as follows:

To encourage the establishment of sustainable residential communities by ensuring a mix of housing and apartment types, sizes and tenures is provided. Planning applications for multiple housing units shall submit a Statement of Housing Mix detailing the proposed mix and why it is considered appropriate. The needs of special groups such as the elderly and disabled shall also be considered as part of this process.

3.3 Paragraph 16.43 of the *Cork City Development Plan 2015-2021* states:

Policies setting out the need for a mix of dwelling sizes (in terms of units with different numbers of bedrooms) are set out in paragraph 6.19 and Objective 6.8 Housing Mix as detailed in Chapter 6: Residential Strategy. The provision of a range of housing types and sizes in the city will increase in importance as trends show a decline in family households and an increase in elderly and single person households. Provision of dwellings with 3 / 3+ bedrooms are very important to achieving balanced communities as they are attractive to families, providing they are of a sufficient size and accompanied by high quality amenities and infrastructure. Larger units are also flexible in that they can accommodate a variety of household types. [emphasis added]

3.4 Paragraph 16.44 states:

Within Zone 1 and Zone 2 the predominant development format is likely to be mainly apartment / duplex schemes but houses will be appropriate on sites within historic townscapes. Within Zone 3 all residential developments should comprise a mix of houses and apartments / duplexes to the size and distribution targets. (See Figure 16.1 Car Parking Zones, Map 12 of Volume 2, and Table 16.4 below).

3.5 Table 16.4 “Indicative Targets for Dwelling Size and Distribution” is as follows:

Existing Household mix		Dwelling size distribution targets	
Household size	House size	Zones*	
		Zone 1 and Zone 2 and all Apartment / Duplex schemes	Zone 3 (Suburbs) (mixed house / apartment schemes)
1 Person	1 Bed	Max 15%	Max 20%
2 Person	2 Bed	Max 50%	Min 30%
3 Person	3 / 3+ Bed	Min 35%	Min 50%
4 Person			
5 Person			
Total		100%	100%

* Zones defined in Figure 16.1 and on Map 12 of Volume 2.

Figure 1. Table 16.4 of the *Cork City Development Plan 20165-2021*.

3.6 Figure 16.1 is as follows:

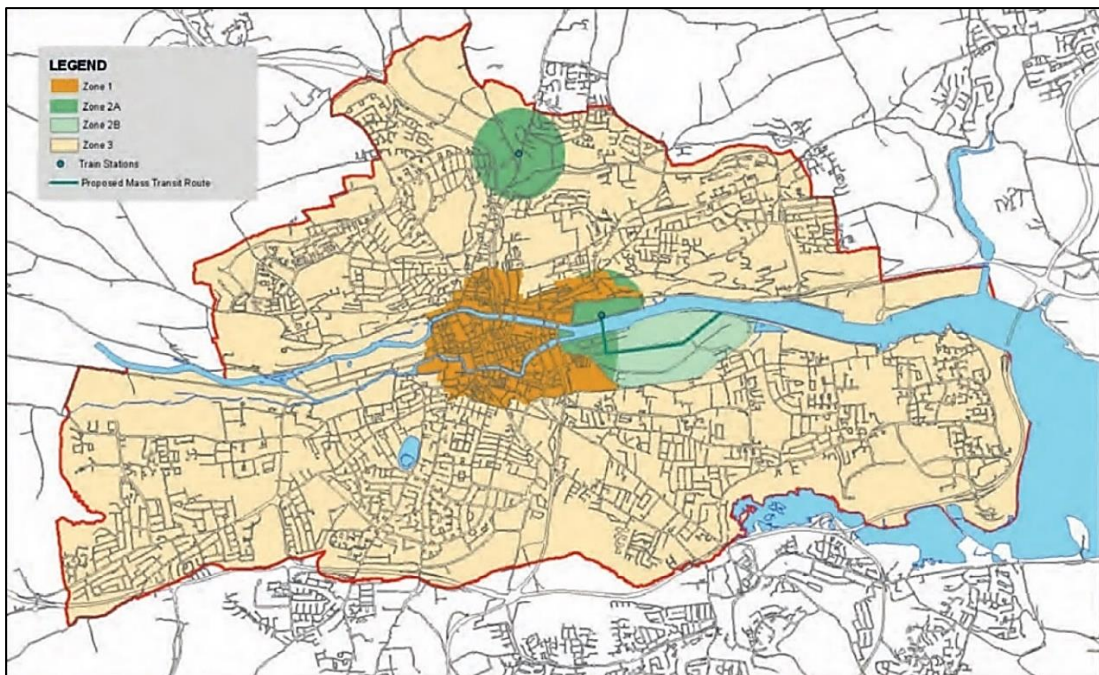


Figure 2. Figure 16.1 of the Cork City Development Plan 2015-2021.

3.7 Paragraph 6.19 states:

Home ownership is encouraged as this provides not only a more stable residential environment but also promotes a sense of community and shared responsibility for the residential area. The private rented sector also has an important role in helping to meet accommodation needs which seem likely to increase in line with modern trends such as greater labour mobility, reducing household size and changing lifestyle preferences. [emphasis added]

3.8 In addition, the Cork City Development Plan review process is currently underway. A new Draft Development Plan was published in July 2021. Should a new Development Plan be adopted while this proposed SHD planning application is under consideration by the Board, the application would be subject to assessment against the new Development Plan.

3.9 The *Draft Cork City Development Plan 2022-2028* does not stipulate that a Statement of Housing Mix be submitted to support planning applications for multiple housing units. However, the following policy and content of the *Draft Cork City Development Plan 2022-2028* is of note.

3.10 Paragraph 2.40 of the *Draft Cork City Development Plan 2022-2028* states the following:

Trends over the last 20 years show an increasingly urbanised global and national population. Cork City has begun to experience this trend more recently, with the population living in the city centre growing by 19% during the last census period (2011-2016). This growth was four times the rate experienced within the wider city (+5%) and occurred during a period of very low new residential development.

Changes in household size have a significant impact on population growth. Ireland recorded an average household size of 2.75 in Census 2016. Cork City recorded a smaller AHS [Average Household Size] of 2.63 with notable differences at neighbourhood level, ranging from 1.74 in St. Luke's to 3.25 in Frankfield. Figure 2.17 illustrates the range and variety in AHS across the city. [emphasis added]

3.11 Figure 2.17 of the Draft Plan is as follows:

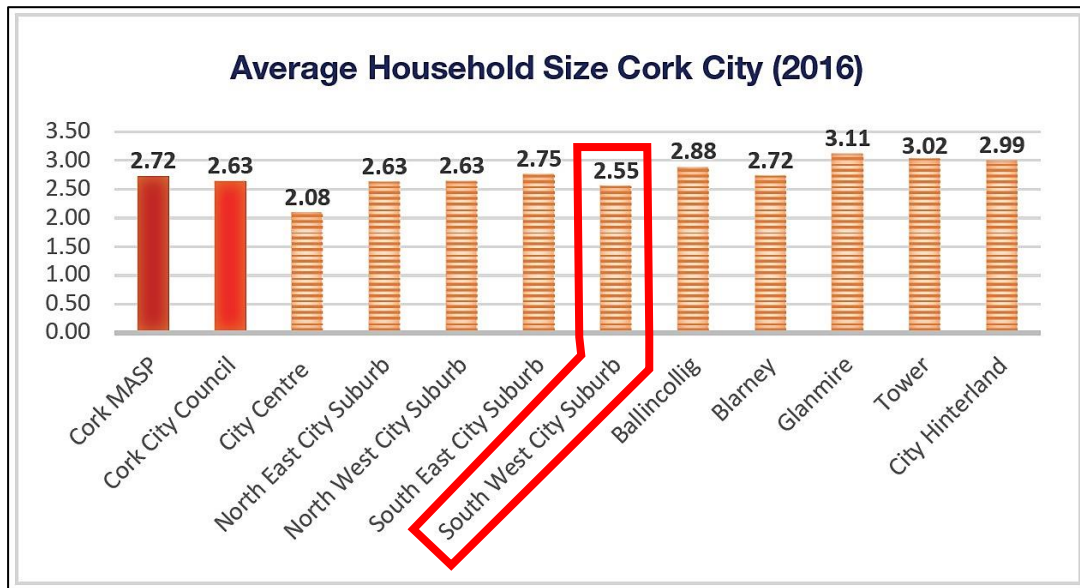


Figure 3. Figure 2.17 of the Draft Cork City Development Plan 2022-2028.

3.12 Paragraph 2.41 of the Draft Plan states the following:

The Joint Cork Housing Strategy and Housing Need Demand Assessment (HNDA) 2022-2028 has carried out detailed assessment to help predict and plan for changes in future AHS during the plan period and beyond.

The strategy sets out a city-wide average household size target of 2.49 for the Plan period based on a changing average household size from 2022-2028. [emphasis added]

3.13 Paragraph 3.35 of the Draft Plan states the following:

Build-to-Rent are apartment complexes with long-term rental and resident support facilities and resident services and amenities (SPPR7). Build-to-Rent schemes will not be subject to dwelling mix requirements and are subject to very specific development standards (SPPR8). They are subject to Part V requirements. [emphasis added]

3.14 Objective 11.2 "Dwelling Size Mix" of the Draft Plan is as follows:

"All planning applications for residential developments or mixed-use developments comprising more than 50 dwellings will be required to comply with the target dwelling size mix specified in Tables 11.3-11.9, apart from in exceptional circumstances.

Applications for 10-50 dwellings will need to provide a dwelling size mix that benefits from the flexibility provided by the dwelling size target ranges provided for the respective sub-area.

Purpose-Built Student Accommodation schemes will be exempt from dwelling size mix targets. Where there is a target for student accommodation, and it can be demonstrated that this demand has been provided for within the area, then this demand can be reassigned to other dwelling sizes according to the relative target proportions.

Where a clear justification can be provided on the basis of market evidence that demand / need for a specific dwelling size is lower than the target then flexibility will be provided according to the ranges specified." [emphasis added]

- 3.15 Table 11.8 "City Suburbs Dwelling Size Mix for Housing Developments" of the Draft Plan presents the dwelling size mix for housing developments in the city suburbs and is as follows:

	Min	Max	Target
Studios / PBSA (at LRT Stops / Urban Centre / HEI Campus Only)	0%	15%	10%
1 Bedroom	15%	25%	20%
2 Bedroom	25%	40%	34%
3 Bedroom	18%	38%	28%
4 Bedroom / Larger	5%	15%	8%

Figure 4. Table 11.8 of the Draft Cork City Development Plan 2022-2028.

4.0 PROPOSED DEVELOPMENT

- 4.1 The proposed Strategic Housing Development of 609 no. residential dwellings comprises 561no. apartments and 48no. townhouse apartments, to include 189no. 1-bed dwellings; 338no. 2-bed dwellings; 48no. 3-bed dwellings; and 34no. 4-bed dwellings) and ancillary facilities arranged in 11no. residential buildings (Buildings B, C, E, F, G, H, I, J, L, M, and N) varying in height from 3 to 15 floors, at the former CMP Dairy site (known as Creamfields) on Tramore Road/Kinsale Road, Cork. All of the dwellings proposed in Buildings E and F will consist of Build To Rent apartments i.e. 257no. apartments (78no. 1-bed; 142no. 2-bed; and 37no.-3 bed).
- 4.2 Buildings E and F also include commercial and community facilities at ground level: a 289m² crèche with ancillary outdoor play area; a 547.5m² community hub facility; a 550m² gym; a 218m² retail unit; and a 272m² café. A twelfth building, a single storey 100m² coffee kiosk, is proposed at the south-western corner of the town square.



Figure 5. Concept Landscape Masterplan of the proposed development (Source: Cunnane Stratton Reynolds, 2022).

- 4.3 The proposed residential density is 180 units/ha and the proposed dwelling mix is as follows: 1-bed (31%); 2-bed (55%); 3-bed (8%); and 4-bed (6%).
- 4.4 Excluding the Build-To-Rent dwellings, the proposed dwelling mix is as follows: 1-bed (31%); 2-bed (56%); 3-bed (3%); and 4-bed (10%).
- 4.5 The scheme is inclusive for all ages and abilities. Throughout the proposed development, 125 no. of the dwellings have own door access. This equates to over 20% of the dwellings proposed. In addition, the 9 no. deck access apartments in Building N have been specifically designed for elderly residents. Of note also is that Buildings B, C, E, F, J and N have lift access to the apartments for less able-bodied persons.
- 4.6 The proposed ground level open space is sequential, starting with a public town square in the north of the site, followed by a series of 3 no. semi-public open spaces in the form of a garden court and 2 no. meadow parks, all interconnected with pathways which fully complement the highly permeable design of the proposed development overall. The site is reasonably level, making it easy to negotiate the internal pathways. A lift for those with mobility challenges is proposed adjacent to the coffee kiosk in the town square. This will support accessibility for all throughout the entirety of the scheme.
- 4.7 The Garden Court and both Meadow Parks have designated areas for play for younger and older children, as well as communal outdoor spaces for all ages to meet and interact. Outdoor seating has also been incorporated into the landscaping proposals for the internal open spaces in the proposed development.

5.0 HOUSING MIX RATIONALE

- 5.1 The Planning Support Report prepared by Savills in support of the proposed development, and included with the planning application, sets out that, increasingly, apartment sharing has become the cultural norm for many 20 to 30-somethings and therefore, although individual apartments may be the preference, sharing is also prevalent. Further, it is expected that household sizes will fall from 2.7 in Cork City in 2016, to closer to the European average of 2.3 over the coming years. In addition, 61% of the city's population are living within a two-person household or less i.e. 9% above the state average, and 19% of the City's population are living in apartments. All of these factors are reflected in the proposed unit mix which emphasises smaller unit typologies.
- 5.2 The *Cork City Development Plan 2015-2021* acknowledges the percentage of 1 and 2 person households in Cork City (based on Census 2011 data) and that the trend is for household size to continue to decline yet the Plan assigns maximum targets for 1-person dwellings and targets for 2-person dwellings that do not reflect these demographic realities.
- 5.3 In addition, it is acknowledged that Objective 11.2 of the *Draft Cork City Development Plan 2022-2028* requires all planning applications for proposals greater than 50 units to comply with the maximum dwelling size mix for the city suburbs contained in Table 11.8 i.e. 1-bed (25%); 2-bed (40%); 3-bed (38%); 4-bed/ larger (15%).

- 5.4 However, Figure 2.17 of the Draft Plan cites the average household size of the South-West suburbs, where the site of the proposed development is located, as being lower than the national and city average, at 2.55 people per household. In addition, paragraph 2.41 states that the Joint Cork Housing Strategy and Housing Need Demand Assessment strategy, a constituent part of the Draft City Development Plan, “sets out **a city-wide average household size target of 2.49** for the Plan period based on a changing average household size from 2022-2028.” [emphasis added].
- 5.5 It is our submission that the dwelling size mix of any scheme should respond to contemporary population demographics, which themselves drive market demand. The appropriateness of the proposed dwelling mix of any planning application must be assessed in each instance on its own merits and in response to, amongst other matters: the contemporary demographics of the local population, as well as the projected future demographic trends for that population; market demand in the local area; and trends in lifestyle choices.
- 5.6 With regard to dwelling mix, the recent planning history of Cork City has been examined in both the Planning Report and Statement of Consistency and the Statement of Material Contravention which have been prepared by Coakley O’Neill Town Planning Ltd., with both being included as part of this planning application. A summary of the relevant recent planning history with regard to dwelling mix, and the contextualisation of the proposed development in that regard (referred to as Creamfields), is presented in the table below. Please refer to the aforementioned reports prepared by Coakley O’Neill Town Planning Ltd for the planning application reference numbers and associated development details.

Mix	Zones 1 and 2	Zone 3	Mix
1-bed = 47% 2-bed = 51% 3-bed = 2%	Albert Quay	Creamfields	1-bed = 31% 2-bed = 55% 3-bed = 8% 4-bed = 6%
1-bed = 36% 2-bed = 64% 3-bed = 0%	Horgan’s Quay	St. Kevin’s	1-bed = 14% 2-bed = 48.5% 3-bed = 25.5% 4-bed = 12%
Studio = 24.6% 1-bed = 35.6% 2-bed = 35.6% 3-bed = 4.2%	Railway Gardens	Crow’s Nest	1-bed = 0% 2-bed = 1.5% 3-bed = 10.5% 4-bed = 88%
1-bed = 31.6% 2-bed = 52.6% 3-bed = 15.8%	Victoria Road	Orchard Road*	1-bed = 0% 2-bed = 0% 3-bed = 0% 4-bed = 3.3% 6-bed = 33.3% 8-bed = 63.3%
1-bed = 20% 2-bed = 59% 3-bed = 21%	South Docklands	Jacob’s Island	Studio = 6.1% 1-bed = 16.9% 2-bed = 72.2% 3-bed = 4.8%
Studio = 3.8% 1-bed = 31.1% 2-bed = 50.2% 3-bed = 14.9%	The Former Ford Distribution Site	Lower Friars Walk*	1-bed = 50% 2-bed = 50% 3-bed = 0%

Table 1. Contextualising the dwelling mix of the proposed development (* indicates final decision not yet made).

- 5.7 Clearly, the pattern of permitted dwelling mixes in the vicinity of the subject site of the proposed development demonstrates that the indicative dwelling mix targets contained in Table 16.4 of the *Cork City Development Plan 2015-2021* are very much indicative only.
- 5.8 Development proposals for sites in Cork City have been routinely permitted that do not align with the suggested mixes of the current City Development Plan (or the target mixes of the new Draft City Development Plan), with decisions evidently being based on the various other planning merits of the respective proposals, as well as the demographic trend towards smaller households.
- 5.9 Section 2.6 of the *Sustainable Urban Housing: Design Standards for New Apartments, Guidelines for Planning Authorities* (2020) highlight that:
- Demographic trends indicate that two-thirds of households added to those in Ireland since 1996 comprise 1-2 persons, yet only 21% of dwellings completed in Ireland since then comprise apartments of any type. The 2016 Census also indicates that, if the number of 1-2 person dwellings is compared to the number of 1-2 person households, there is a deficit of approximately 150%, i.e. there are approximately two and half times as many 1-2 person households as there are 1-2 person homes.*
- 5.10 In the context of Cork, apartments represent 19.3% of all household types in Cork City. However, according to Census 2016 data, 97% of all apartments built in Cork City were built before 2010, excluding premises for which the period built was not declared.
- 5.11 Over the last three years (mid-2018-present)¹, 11,716 apartments were built in Ireland but just 360 of them were built in Cork City i.e. just over 3% of the total number of apartments built nationally. Over the same period, 65,230 dwellings were built in Ireland but just 2,362 of them were built in Cork City i.e. 3.6% of the total number of dwellings built nationally. In 2022, with an estimated population of at least 5million nationally and 235,643 in Cork City², Cork City will be home to at least 4.7% of the national population.
- 5.12 It is clear from the above figures that Cork, Ireland's second city, is seriously underperforming in respect of the delivery of new housing, and specifically apartments, to serve both its existing population and its projected population growth as envisaged under the NPF. The proposed development, with its dwelling mix, is a direct and conscious response to this situation.

¹ In 2018, the Central Statistics Office began publishing reports on New Dwelling Completions in Ireland. Detailed breakdowns of dwelling types completed in the jurisdictions of the thirty-one local authorities are available for Quarter 3 2018 – present (Quarter 3 2021) at: <https://www.cso.ie/en/statistics/construction/archive/> [accessed 3rd December 2021].

² Source: *Cork City Draft Development Plan 2022-2028*, page 32.

6.0 CONCLUSION

- 6.1 The proposed strategic housing development of 609 no. dwellings at the site of the former CMP dairies on Kinsale Road/Tramore Road Cork has an overall mix of 31% 1-bed, 55% 2-bed, 8% 3-bed, and 6% 4-bed dwellings.
- 6.2 This Statement of Housing Mix has presented the rationale for the dwelling mix of the proposed development.
- 6.3 The local demographic trend is that households are becoming smaller in size, with 61% of the City's population living in 1-person and 2-person households. Cork city is also significantly underperforming in the provision of apartments, with just 19% of the City's population living in apartments. The proposed development therefore addresses the distinct market need for smaller dwellings in Cork City.
- 6.4 Recent planning decisions for sites in Cork City reveal that dwelling mixes with a high proportion of 1-bed and/or 2-bed dwellings are routinely considered acceptable.
- 6.5 As is detailed in the plans and particulars which accompany this planning application, the proposed strategic housing development is a high-quality, high-density, modern urban development in a highly sustainable location in inner suburban Cork City, in the heart of the Cork Metropolitan Area.
- 6.6 The proposed development has been designed to be inclusive of all age groups and mobility levels. It is envisaged that a sustainable, diverse community can be realised on site, supported by existing and proposed facilities and services on site and in the local area.
- 6.7 Therefore, notwithstanding Table 16.4 of the *Cork City Development Plan 2015-2021*, and Objective 11.2 and Table 11.8 of the *Draft City Development Plan 2022-2028*, it is our opinion that the proposed dwelling mix is entirely appropriate.