

# Manager's Report to Members

Under Section 11 of the Planning and Development Act 2000

## Volume 1: Written Report

**Note:**

This report was submitted to the Development Committee of Cork County Council on 17<sup>th</sup> May 2001 in accordance with Section 11(4) (c) of the Planning and Development Act 2000

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## Section 11 Manager's Report to Members

*This report forms part of the statutory procedure for preparing a new County Development Plan. It begins with an examination of the process set out in the new Act and the key elements of progress to date are described. A brief overview of the current planning context in County Cork is given and the report then goes on to examine the issues raised by the submissions and observations received from the public. The Manager's comments on the issues are then laid out together with his recommendations on the policy approach to be adopted in the draft plan. A full table of the submissions and observations received is produced in the accompanying Volume Two. The report is submitted to Members for their consideration.*

### 1. Introduction

- Basic Requirements* 1.1 One of the key features of the new Planning Act 2000 is the procedure for seeking submissions and observations from the public prior to the preparation of draft development plans. Another requirement is for the County Manager to prepare a report on these submissions and observations for the Members of the Council, to highlight the issues raised and to make recommendations on the policies to be included in the draft plan. At this stage of the process it is also important to take on board considerations of national policy, guidelines and standards. The list of statutory requirements is summarised in Appendix A.
- More than 1,800 submissions received.* 1.2 Briefly, the Council's Planning Policy Unit received more than 1,800 public submissions and observations during the relevant period. More than 80% of these were in the form of requests to zone particular lands for some purpose or other while the remainder focussed on planning issues relating either to a locality, to a particular subject or to overall planning and development.
- Good planning requires a global approach* 1.3 Although it might be tempting to respond immediately to each submission on a case by case basis, it would be virtually impossible to develop sound planning policies for the whole county without first examining the issues in their entirety. The appropriate forward planning approach is to take a broad viewpoint and see how the balanced development of the county as a whole can be achieved.
- Initial Analysis of submissions* 1.4 An initial analysis of each submission has already been carried out followed by systematic categorisation of the topics and issues raised. This report is based on an analysis of the principal themes emerging from this work.
- 'Outcome' of individual submissions* 1.5 These themes may have to be developed further when the final recommendations emerge from the Cork Strategic Plan, the North and West Strategic Study and the National Spatial Plan and, of course, once the Members have considered this report. It should also be noted that all of the submissions and observations will be examined again in more detail as the development plan Team begins work on the various topics and areas. The 'outcome' of any individual submission will not be known clearly until the draft plan has been approved for public display.

**Procedures for preparing a draft Development Plan**

*Preparing a draft plan* 1.6 The relevant sections of the new Act came into force on 1<sup>st</sup> January 2001 and the Council commenced the procedure for the new Plan on 15<sup>th</sup> January 2001. As this was the earliest practicable date for doing so, it is likely that Cork County Council is the first planning authority in the country to work within the new procedures.

*Fixed two year period* 1.7 The notice of intention to prepare a new draft County Development Plan (dated 15<sup>th</sup> January 2001) started off a process which must conclude with a fully adopted County Development Plan no later than 14<sup>th</sup> January 2003. Within this defined two year period, the Act allocates a certain number of weeks for each step of the process.

*Public submissions and Manager's report* 1.8 The first step was a minimum period of eight weeks for receiving written submissions and observations from the public and interested parties (this concluded on 16<sup>th</sup> March 2001) followed by the preparation of this report no later than 16 weeks from the date of the notice. The intention in this report is to set out the Manager's proposed approach for developing the planning policies, options and objectives for the next draft Plan.

*10 weeks for the Members to consider the report* 1.9 The second step commences from the date that the manager submits this report to the members (or to a committee of the Council, as decided by the members) i.e in early to mid May 2001. This provides for a maximum of ten weeks for the members to consider the report and to issue formal directions to the Manager on the preparation of the draft development plan (i.e around the last week of July 2001). These directions must of course have regard to any statutory obligations and to government policies and objectives. This will ensure that any omissions from the Manager's list of proposed topics can be rectified

*12 weeks to prepare the draft plan* 1.10 The next step gives the Manager and his staff twelve weeks to prepare the draft development plan itself and submit it to the members for their consideration. At this stage (mid October 2001) the members will be able to assess the detailed wording of the draft policies as well as the detailed zoning objectives proposed.

*8 weeks for Members to consider draft plan* 1.11 The members then have the task of considering the draft and, unless they amend it by resolution within 8 weeks, it becomes the formal draft plan. Two weeks later (around the end of December 2001) it must be made available for public inspection. The remaining steps, which take about 12 months, will take the draft plan through to a Final Adopted Plan.

*Draft Plan available for public inspection*

**The process so far**

*Early consultation* 1.12 In a spirit of early consultation, the Planning Policy Unit commenced a series of public meetings with community groups around the county as far back as February 1999. This was done in anticipation of the requirements of the new Act and it is notable that approximately 1200 submissions were made before the Act was ever brought into force.

*Public meetings* 1.13 With the publication of the notice of intention to prepare a new development plan on 15<sup>th</sup> January 2001, the Council wrote to all of the statutory consultees and arranged public meetings to invite submissions and observations. Meetings were held in each electoral area: Kanturk,

Bandon, Mallow, Macroom, Blarney, Fermoy, Midleton, Bantry, Carrigaline, and Skibbereen between the 12<sup>th</sup> and 20<sup>th</sup> February 2001. Approximately 380 people attended these meetings. The closing date for receipt of submissions was 16<sup>th</sup> March 2001.

*Issues Document  
(available on the  
Council's web site)*

1.14 Although it is not a requirement of the Planning Act, the Planning Policy Unit also published an 'Issues Document' to give a background context for people taking part in the process. It is over 40 pages long and covers all of the main planning topics: National and Regional context; Demographics and Settlement Policy; Residential Neighbourhoods; Infrastructure; Transportation; Employment and Retail uses; Rural Settlement; State of the Environment and Heritage. An early version was produced in September 1999 (based on the results of the initial consultation) and it was re-issued in January 2001 when the process was formally commenced. It was widely available from Council offices and at public meetings and is still available from the PPU and on the Council's web site.

*No oral submissions  
invited*

1.15 Although there is provision for doing so under the new Act (at the discretion of the Planning Authority), no oral submissions or observations were invited at this stage. Also, no formal consultations have yet been held with the providers of energy, telecommunications transport and other infrastructure (also a discretionary provision under the Act) - this will be done during the next phase of preparation of the draft plan.

*Energy, telecoms and  
infrastructure  
consultation to follow.*

### **Current Planning Context**

*Timing mismatch*

1.16 The 1996 County Development Plan is nearing the end of its life and is due for review. A number of other statutory and non-statutory planning initiatives will have a bearing on the review but there is a mismatch in terms of timing which may cause a degree of confusion in the short term.

*New 20-year  
Strategic Studies*

1.17 The 1978 Land Use and Transportation Study (LUTS) and the 1992 LUTS Review, which set a strategic planning context for Cork City and its surrounding area, are being updated by the 20-year Cork Strategic Plan which is now nearing completion. The remainder of the county is the subject of a 20-year study (The North and West Strategic Study) which is also due to report shortly. It is intended that both of these studies will have a strong bearing on the strategic thinking behind the new six-year County Development Plan.

*Spatial Strategy*

1.18 The National Spatial Strategy, which is being prepared by the Department of the Environment under the National Development Plan, is also awaited. Ultimately it will be an important reference point for forward planning in every county but it may not be ready in time for the publication of the draft County Development Plan at the end of the year.

*Regional Guidelines*

1.19 There are currently no regional planning guidelines in force but, under the new Act, the County Development Plan must have regard to any regional planning guidelines that the South West Regional Authority may develop. It is important to monitor any progress in this regard.

*County Strategy*

1.20 The County Strategy, currently under preparation by the County Development Board, will also be an important input into the County Development Plan.

*Housing Strategy and Retail Strategy*

1.21 Two other important forward planning initiatives must also be taken into account: the Housing Strategy and the Retail Strategy. Under Part V of the new Act, a housing strategy must be prepared and the variation procedures to incorporate it into the Development Plan must be commenced by 1<sup>st</sup> August 2001. Under the Retail Planning Guidelines (which came into force in January 2001), a retail strategy must be prepared and incorporated into the Development Plan by 2<sup>nd</sup> July 2002. Because the new Development Plan is unlikely to be finally adopted before 14<sup>th</sup> January 2003, both of these strategies will require interim variations of the current (1996) Development Plan.

*Integrated plans in the future*

1.22 In spite of this complicated mismatch in timings, all of the above initiatives should ultimately result in a fully integrated set of plans covering national, regional, county and local levels in a comprehensive way for the first time. The full benefits of this integration may not be seen however until the next cycle of plans.

## **2. Summary of the Issues raised**

### ***Main statistics***

*'Zoning' and 'Issues' submissions*

2.1 A total of 1839 submissions and observations were received (see full list in volume two of this report). They fall into two broad categories: those that concern the zoning or re-zoning of lands (1429 parcels in total) and those that concern planning issues in the general sense (282 in total). Because of their complexity or substance, some of the zoning submissions raise important issues in their own right. There are approximately 128 of these 'zoning / issues' submissions and they are included in both parts of the following summary (i.e. 'Issues-based' submissions and 'Zoning-based submissions').

*Multiple submissions*

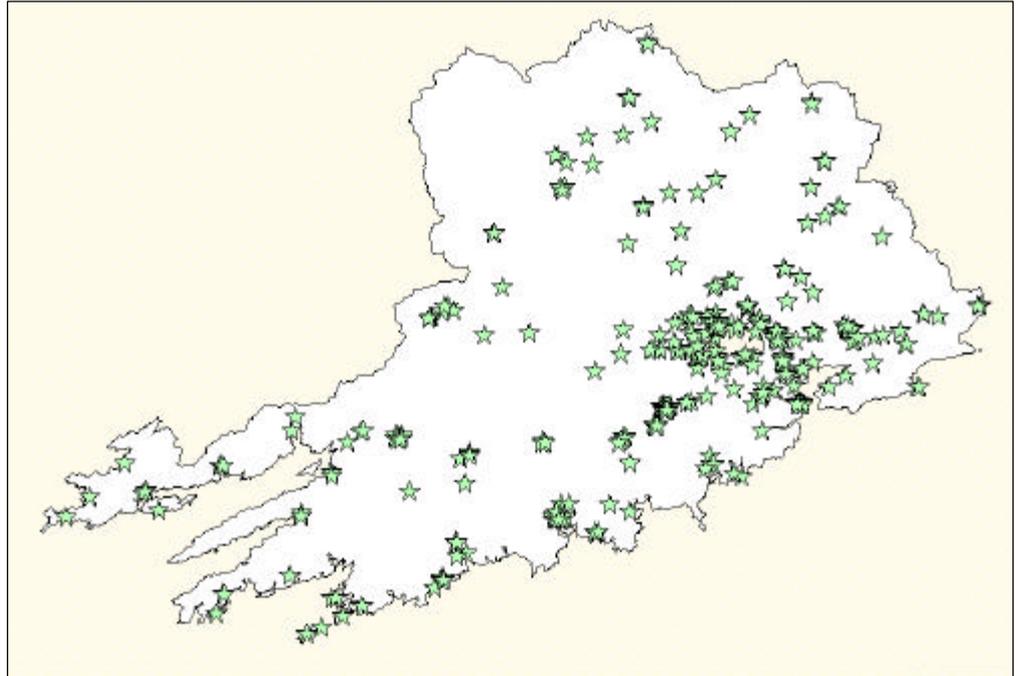
2.2 It should be noted that some zoning submissions relate to a number of different parcels of land or to a number of different land uses. Similarly for 'issues-based' submissions, where a single submission might relate to a number of different villages or settlements. In order to analyse these properly, the different elements have been separated out and they appear as separate entries in the volume two table. Of the total number, approximately 217 make up these additional 'multiple' submissions.

*Wide variety of Issues based submissions*

### ***Issues - based Submissions***

2.3 The main characteristics of these submissions are the wide range of topics covered and the degree of complexity involved in them. They relate to all parts of the county (see the distribution in Fig. 1 below) and by and large can be seen as articulate representations of planning issues as seen by a diverse range of people and organisations.

**FIGURE 1:**  
**Distribution of Issues-based submissions**



2.4 An analysis of issues-based submissions is shown on a table in Appendix B and the main points are summarised in table 1 below. The vast bulk of the submissions addressed the treatment of town / village centres, housing and the provision of amenities and facilities. There is also a general call for detailed village / town development plans and for new development to be phased in line with the provision of services.

**TABLE 1:**  
**Summary of Topics covered by Issues based submissions**  
(see also Appendix B)

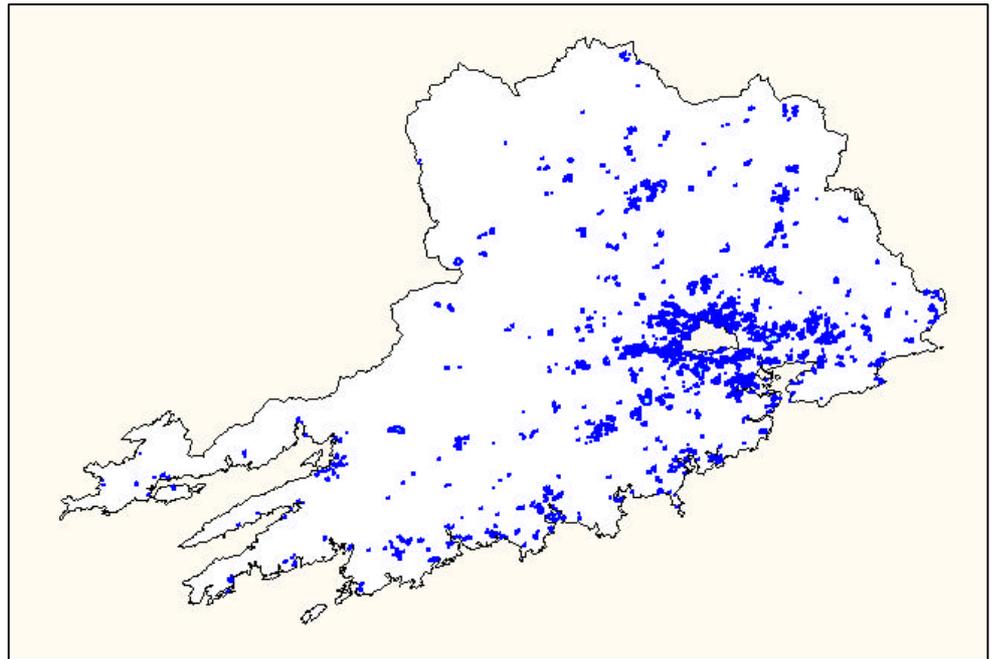
Topics	% of submissions addressing the topic
Town / Village Centres	89%
Housing	86%
Environment and Heritage	84%
Amenities	79%
Roads and Traffic	77%
Economic and Commercial Development	80%
Services	49%
Planning Process	42%
Water Supplies and Sewerage	39%
Strategic Planning Policy	37%
Coastal Areas	24%
Major Infrastructure	19%
Social Issues	12%

<i>The Planning System</i>	<p>2.5 Concerns were also raised about the planning system itself with particular emphasis being placed on consistency, enforcement, the need to take on board local peoples' needs, sensitivity to existing areas, design and density etc. A number of submissions called for planning policies to be more clearly stated and for more guidance to be made available.</p>
<i>Uncoordinated development</i>	<p>2.6 The current increase in development throughout the county appears (to many people) to be un-coordinated, to be too focussed on housing alone and to ignore the recreational, transport and community needs associated with it. The provision of sewerage, water supplies, road improvements and traffic management measures also figure highly.</p>
<i>Sustainability, Environment, Heritage</i>	<p>2.7 The need for sustainability of development in rural and urban areas is a common thread among the submissions and environment / heritage is also a priority for many of those making submissions. Trends towards more commuting problems and traffic congestion, particularly around the city, have also been identified as key planning issues.</p>
<i>Congestion</i>	
<i>Detailed town and village submissions</i>	<p>2.8 It was notable that a large number of submissions were based on detailed needs analyses of particular areas: towns, villages or development areas. Many of the submissions represent voluntary/ community responses to perceived weaknesses in the planning process, particularly in the way it responds to the demands of the current 'tiger' economy. Others were submitted on behalf of formal or informal groupings of local associations and accordingly they give a broad picture of a particular geographical area or region of the county.</p>
<i>Unsympathetic development</i>	<p>2.9 The way in which new development can be assimilated into existing settlements is also an issue and questions have been asked about the appropriateness of applying new higher density standards on the outskirts of villages and towns. The issue of new settlements has also been addressed but this has tended to be location-specific.</p>
<i>New Settlements</i>	
<i>Specific Sectors and Projects</i>	<p>2.10 Other submissions were more specific and represented the views or requirements of a particular sector such as retail, aggregates, renewable energy, employment or business centres, health services etc. or the promoters of particular projects.</p>

**Zoning-based submissions**

<i>Re-zoning land</i>	<p>2.11 The zoning based submissions were also well distributed throughout the county (see fig 2 below). Submissions ranged from detailed proposals maps (accompanied by finely argued planning justifications) to simple requests to have land re-zoned (sometimes without a text or a proposed land use.).</p>
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**FIGURE 2:**  
**Distribution of Zoning-based submissions**



*Zoning Categories*

2.12 Submissions were categorised according to the proposed land use as follows: Residential, Commercial, Retail, Industrial, Institutional, Recreation / community, Agriculture, Amenity / Environmental, Tourism, Mixed, Options, 'Other' and 'Not stated'. The 'Mixed' zoning category refers to submissions where a specific mix of uses has been proposed. 'Options' is used where a range of possible uses has been suggested and the category 'Other' includes examples such as aggregate extraction, wind farms, etc. Table 2 below gives a summary breakdown of the zoning submissions.

**TABLE 2:**  
**Summary of Zoning-based submissions**

<b>Proposed Zoning Category</b>	<b>Total Area (Hectares)</b>
Residential	8,742
Commercial	750
Retail	12
Industrial	353
Institutional	18
Recreation / Community	296
Agriculture	0
Amenity / Environmental	298
Tourism	504
Mixed	3,417
Other	2,526
Options	566
Not stated	1,441
<b>TOTAL</b>	<b>18, 923</b>

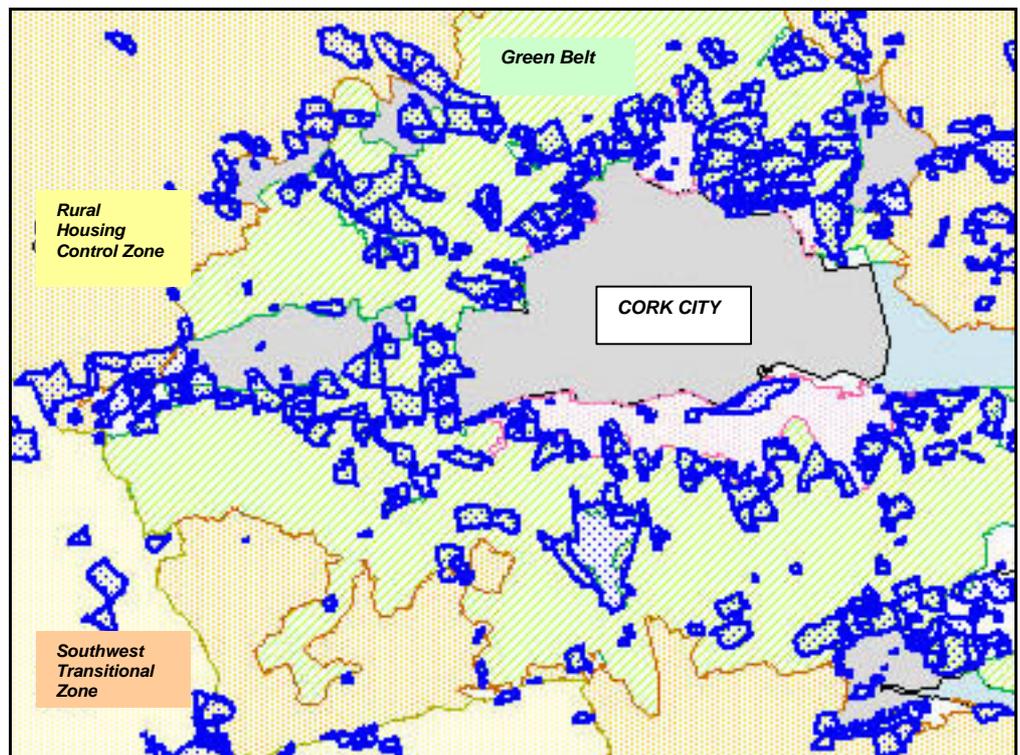
*Re-zoning sought for half a million extra people*

2.13 Both the scale and the geographical spread of the zoning submissions in themselves are key issues for the draft development plan. Taking proposed residential land only (approximately 8,742 hectares) at low to medium density levels and average occupancy levels (i.e. a conservative estimate), the proposed re-zonings could cater for more than 400,000 people. If 'options' and 'not stated' lands are included then this could be closer to a half a million extra people!. (It should be borne in mind of course that this new plan is meant to cover only a six year period).

*A quarter of the Cork green belt in for re-zoning*

2.14 In terms of geographical location, the wide dispersal of the proposed zonings show no obvious strategic pattern. Many submissions relate to large parcels of land far removed from any established town, village or service centre and without any services or infrastructure. A good example of this muddled picture can be seen in the area around Cork city (see Fig. 3 below). Over two hundred re-zoning submissions (covering 4,828 hectares) are in the existing green belt representing more than a quarter of the entire green belt itself. The pattern is repeated in the other control zones further out from the city and around the county towns.

**FIGURE 3:**  
**Zoning based submissions in the Cork area**



*Employment uses, playing fields*

2.15 Among the non-housing submissions, two notable features are a trend for sports clubs within the green belt to seek rezoning of their playing fields for development and a noticeable number of requests for employment uses on green field sites outside the city and away from any town or village centre.

*Submissions will be examined in more detail.*

2.16 As mentioned earlier, each of the submissions will be examined in more detail as work on the draft plan progresses.

### 3. Manager's opinion on the Issues raised

#### Main themes emerging

Implications of the submissions

3.1 Weighing up the implications of the various submissions will be a real challenge for the next Development Plan. For example, the scale and geographical spread of the 'zoning' submissions are clearly at odds with the balanced planning approach that many 'issues' submissions have requested for this six year plan.

Thematic Headings

3.2 However, the submissions and observations can be grouped under a number of thematic headings (see Table 3). These are relatively simple themes which give a flavour of the things people have been saying and which can easily be related to established land-use planning topics.

TABLE 3:

Summary of Main Themes emerging from the Submissions and Observations

MAIN THEMES EMERGING		Planning Topic
1.	What kind of County will this be and what will its population be?	Strategic planning
2.	What forms the basis of good planning in this County? How will my local area be properly planned? Can there be a degree of certainty in the planning process? How can we get involved in the planning process?	Planning Principles and the Planning Process
3.	How will our city, towns, villages and other settlements relate to each other?	Settlement Policy
4.	Where will we develop our business interests? Where will we shop? Where will our places of work be located?	Employment and Economic Activity
5.	Where will we live? What kind of residential environment will we have?	Housing
6.	Will we have easy access to the facilities and amenities that our children and ourselves need?	Community facilities and amenities
7.	How will our developing society be served with infrastructure?	Infrastructure
8.	How will we get around efficiently and safely?	Transportation
9.	How can the special requirements of rural areas and villages be met? How can the Special requirements of Island areas and Coastal areas be met?	Rural development, Islands and Coastal areas
10.	How can we best value our natural heritage? Our built heritage? Our cultural heritage? Our archaeological heritage?	Heritage
11.	How can we safeguard our environment for future generations and for ourselves?	Environment
12.	How can we realise the economic potential of our own lands? How will new development in our own area affect us?	Zoning

**General Discussion**

3.3 The Manager's recommendations in the next section are based on an examination of these themes. As mentioned before, all of the submissions and observations will be examined again in more detail as the development plan Team begins work on the various topics and areas.

*Largest ever response*

3.4 The number of submissions received represents the highest response ever to a Development Plan consultation process. It contrasts for example with the 400 submissions received prior to the 1994 Draft Plan and the 1,000 received following that draft. It also puts into perspective the scale of the task ahead in dealing with future planning issues. On a more positive note, it is also an indication of:

- ? *the increased awareness and concern about planning matters among the people of County Cork; and*
- ? *the effectiveness of complying with both the spirit and the letter of the consultation procedures in the new Act.*

*Expectations of the people of Cork*

3.5 The range of issues raised in the submissions shows the kind of expectations that people have in terms of the management and planning of their surroundings. People wish to live in a county with good employment opportunities, well planned settlements, affordable places to live and which is well served by infrastructure and social and recreational facilities. They also have a high degree of regard for their culture, their heritage and their environment. This should help in developing the principles behind the new plan.

**4. Manager's Recommendations****Recommended Policy Approach**

*Statutory Requirements*

4.1 This section sets out recommendations for how the draft development plan should be tackled. It is presented mainly as a response to the themes mentioned in Table 3 above. The clearly laid out statutory requirements must also be followed and these are summarised in Appendix A attached.

*Government Policy*

4.2 Special attention should also be paid to Government policy and at present the principal documents in this regard include the National Development Plan, Sustainable Development – A strategy for Ireland, The Retail Planning Guidelines, The Model Housing Strategy and Guidelines, The National Climate Change Strategy, The draft guidelines on Landscape Assessment, The Housing Density Guidelines, The Waste Management Strategy etc.

4.3 If the Cork Strategic Plan and the North and West Strategic study had been completed by now, there would have been more detailed strategic recommendations in this report. In the meantime, the following tables give the main elements of how policy can be developed for each of the themes. A list of the proposed chapter headings are then given at the end.

4.4 The first theme is a general one which will of course be strongly influenced by the Strategic Studies.

Theme 1:  
Strategic Planning

	<b>STRATEGIC PLANNING</b>
Theme 1	<i>What kind of County will this be? How big will its population be?</i>
RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b>An overall 'Vision Statement' for the sustainable planning and development of the county will be developed and presented in a simple and clear way to form the basis of the new development plan.</b></li> <li>- <b>A Demographic analysis of the County will be presented giving population and employment projections for the plan period.</b></li> <li>- <b>The overall strategic development of the county for the plan period will be presented in the context of the National Development Plan, the emerging Cork Strategic Plan and North &amp; West Strategic Study and any Regional Planning Guidelines.</b></li> </ul>
<i>Vision Statement</i>	<p>The vision statement would pay particular attention to:</p> <ul style="list-style-type: none"> <li>- Enhancement of quality of life, access to services and efficient provision of social and physical infrastructure;</li> <li>- Balanced and sustainable growth patterns in urban and rural areas; sustainable transportation patterns;</li> <li>- <i>Management and protection of the county's environmental and cultural assets;</i></li> <li>- <i>Emphasis on 'guardianship' of the county so that it can be handed on to future generations in a healthy state;</i></li> <li>- <i>It should be concise and written in easily understood language.</i></li> </ul>
<i>Demographic Analysis</i>	<i>Population and Employment analysis and projections to cover the Plan period should be set out and have clear links to the research carried out for the two strategic studies</i>
<i>Overall Strategy</i>	<p><i>An overall strategy for the development of the county for the plan period will be drawn up in general terms. It will:</i></p> <ul style="list-style-type: none"> <li>- <i>Draw on the two strategic studies as they are finalised as well as on national and regional guidance when available.</i></li> <li>- <i>Set out an integrated Land Use and transportation pattern for development in the county</i></li> <li>- <i>Set the context for looking at more detailed matters such as zoning, infrastructural provision and development of Local Plans</i></li> </ul>

4.5 The second theme can be addressed in the way the plan is written and presented.

	Theme 2	<p><b>PLANNING PRINCIPLES AND THE PLANNING PROCESS</b></p> <p><i>What is the basis for good planning in this county? How will my local area be properly planned? Can there be a degree of certainty in the planning process? How can we get involved in the planning process?</i></p>
<p><b>Theme 2:</b></p> <p><b>Strategic Planning and Planning Principles</b></p>	RECOMMENDED APPROACH	<ul style="list-style-type: none"> <li>- <b>The new plan will set out clearly the planning principles behind each set of policies and objectives so that future decisions can be more easily understood.</b></li> <li>- <b>The format of the plan will be designed so that the maps can be read more easily in conjunction with the written statement.</b></li> <li>- <b>The new plan will place a strong emphasis on guidance material and standards in order to add more clarity and consistency in how planning decisions are understood.</b></li> <li>- <b>The new plan will make extensive use of Local Area Plans, as allowed for in the new Act, so that smaller areas (especially villages and smaller towns) can get the detailed level of attention that they deserve.</b></li> <li>- <b>The new trends towards early consultation will be continued, especially in relation to Local Area Plans</b></li> </ul>

4.6 The next theme concerns the overall interaction of towns and villages with each other and their hinterlands.

	Theme 3	<p><b>SETTLEMENT POLICY</b></p> <p><i>How will our city, towns, villages and rural areas relate to each other?</i></p>
<p><b>Theme 3:</b></p> <p><b>Settlement Policy</b></p>	RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b>A clear network of settlements based on size and function will be set out for the entire county and the functional relationships between them will be described.</b></li> <li>- <b>Based on the demographic projections and the overall strategic objectives, the projected population size for each main settlement over the plan period will be established.</b></li> <li>- <b>Objectives for building up settlements in a planned way will be included together with special objectives for preventing uncoordinated urban sprawl. Particular attention will be paid to Green Belt areas around Cork City.</b></li> <li>- <b>The new plan will recognise the diversity of</b></li> </ul>

**Theme 3:**  
Settlement Policy  
(Contd.)

Theme 3	<b>SETTLEMENT POLICY</b> <i>How will our city, towns, villages and rural areas relate to each other?</i>
	<p><b>settlements throughout the county and develop specific objectives to take account of the particular requirements of each area.</b></p> <ul style="list-style-type: none"> <li>- <b>Objectives for strengthening the fabric of towns and villages will be based on an assessment of a range of options such as more use of serviced sites, expanded development boundaries in some cases, and the promotion of alternative forms of development at the edges of existing settlements.</b></li> <li>- <b>The existing policies relating to rural housing control zones (including the 'three mile zones') will be reassessed and new policies developed in line with our current understanding of sustainable development patterns.</b></li> <li>- <b>In areas where there is no planning objection in principle to individual rural dwellings, new options for preventing ribbon development will be explored. Guidance material will be developed for this.</b></li> </ul>
<i>Some Working Principles</i>	<p><i>In developing the settlement policy the following principles are important:</i></p> <ul style="list-style-type: none"> <li>- <i>The need for an element of choice in the location of development where possible;</i></li> <li>- <i>The need to retain and enhance the provision of physical and social infrastructure throughout the network of settlements;</i></li> <li>- <i>The need to develop and sustain existing rural communities and to accommodate the needs of the rural population;</i></li> <li>- <i>The need to safeguard and protect established rural activities.</i></li> </ul>

**Theme 4:**  
Employment and Economic Activity

Theme 4	<b>EMPLOYMENT AND ECONOMIC ACTIVITY</b> <i>Where will we develop our business interests? Where will we shop? Where will our places of work be located?</i>
RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b>The new plan will establish categories of employment uses to reflect their infrastructure, transport and spatial planning requirements.</b></li> <li>- <b>Particular objectives will be developed for the location of industry having regard to infrastructure and transport requirements, compatibility with adjoining land uses and the Seveso directive.</b></li> <li>- <b>Particular attention will be paid to new employment</b></li> </ul>

**Theme 4:**  
Employment and Economic Activity (Contd.)

Theme 4	<p><b>EMPLOYMENT AND ECONOMIC ACTIVITY</b></p> <p><i>Where will we develop our business interests? Where will we shop? Where will our places of work be located?</i></p>
	<p><b>uses such as business and technology parks as well as office location.</b></p> <ul style="list-style-type: none"> <li>- <b>Detailed retail planning objectives will be developed as required by the Retail Planning Guidelines and based on joint studies with Cork Corporation and the Urban District Councils.</b></li> <li>- <b>A 'health check' will be carried out on each town as required by the Retail Planning Guidelines.</b></li> <li>- <b>Tourism Development will be addressed so that a balance is struck between the continued attraction of visitors to an area and the protection of that environment and recognition of local needs.</b></li> </ul>

**Theme 5:**  
Housing

Theme 5	<p><b>HOUSING</b></p> <p><i>Where will we live? What kind of residential environment will we have?</i></p>
RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b>The new plan will set out clear objectives for providing sufficient zoned land to accommodate the growing population, to provide for changing household sizes and housing needs and to promote the provision of affordable and social housing in accordance with government policy.</b></li> <li>- <b>Objectives will be developed for appropriate mixes of house types and densities in different areas taking into account public transport networks, the character of existing areas and Government Guidelines on residential density.</b></li> <li>- <b>The residential zoning category in the new plan will allow for the provision for services and facilities that are compatible with housing development and that are required for sustainable neighbourhoods (this includes neighbourhood shops and local businesses, play areas, crèches, open spaces, parks, surgeries, community centres etc).</b></li> <li>- <b>The new plan will aim for an element of choice in housing locations that ensure balanced communities and healthy settlements.</b></li> <li>- <b>Special attention will be given to detailed planning guidance on densities, mixes, house types, and layouts for new housing areas as well as design and site selection guidance for individual houses. Guidance material will also be developed for integrating infill developments in established areas and for sensitive development at the edges of villages and smaller settlements.</b></li> </ul>

<p>Theme 6</p>	<p><b>COMMUNITY FACILITIES AND AMENITIES</b> <i>Will we have easy access to the facilities and amenities that our children and ourselves need?</i></p>
<p>RECOMMENDED POLICY APPROACH</p>	<ul style="list-style-type: none"> <li>- <b>Residential zoning will require the provision of usable spaces for amenity and recreation uses.</b></li> <li>- <b>Residential zoning will include uses ancillary to housing, for example, areas for the provision of local shops, community hall, etc.</b></li> <li>- <b>The plan will list the requirements for communities of different sizes.</b></li> <li>- <b>Particular attention will be paid to locating nursing homes and creches. Also, based on ongoing recreational studies, the need for active and passive recreation areas will be dealt with.</b></li> <li>- <b>In developing objectives for community facilities and amenities regard will be had to the County Development Strategy currently being prepared by the County Development Board.</b></li> </ul>

<p>Theme 7</p>	<p><b>INFRASTRUCTURE</b> <i>How will our developing society be served with infrastructure?</i></p>
<p>RECOMMENDED POLICY APPROACH</p>	<ul style="list-style-type: none"> <li>- <b>The plan will address infrastructure under the following headings; water, roads, sewerage, surface water, waste management, public lighting, piers and harbours. Requirements for energy (electricity and gas), communications etc will also be catered for in the plan.</b></li> <li>- <b>Objectives will be included to ensure that the County's infrastructure resources will be used and maintained in a sustainable and efficient manner to promote the social and economic well being of the county and its population.</b></li> <li>- <b>There will be a major audit of the infrastructural capacity of the main towns and development areas in the county.</b></li> <li>- <b>Provision of infrastructure will not be considered in isolation, but together with settlement strategies, housing density targets and environmental standards.</b></li> <li>- <b>Measures to encourage efficient use of resources and reduction where appropriate will be introduced.</b></li> <li>- <b>The plan will make particular reference to renewable</b></li> </ul>

Theme 7	<b>INFRASTRUCTURE</b> <i>How will our developing society be served with infrastructure?</i>
	<p><b>energy and develop policy objectives based on studies currently being carried out.</b></p> <ul style="list-style-type: none"> <li>- <b>Cork County Council will facilitate developers and utility providers in meeting the requirements for utility services such as telecommunications and electricity.</b></li> <li>- <b>Operational programmes for Council infrastructure such as roads, water and sewerage schemes will be provided in the plan.</b></li> </ul>
<u>Key Documents</u>	<p>Cork County Council's Sludge Management Plan</p> <p>Cork County Council's Aquifer Protection Policy</p> <p>Cork County Council's Waste Management Plan</p>

Theme 8	<b>TRANSPORTATION</b> <i>How will we get around efficiently and safely?</i>
RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b>The plan will develop integrated policies for the plan period taking account of the emerging recommendations of the strategic plans.</b></li> <li>- <b>The plan will aim to implement a transport policy that is safe, efficient, competitive and socially and environmentally friendly.</b></li> <li>- <b>Plan objectives will have regard to private vehicle movement, public sector provision, port and airport facilities and cycle/pedestrian movements.</b></li> <li>- <b>Cork County Council will work with the other stakeholders in the county's transportation network to establish and integrated transportation system which will include improved public and alternative modes of transport.</b></li> <li>- <b>Plan policies will promote greater safety for pedestrians and vehicular traffic and include the provision of by-pass or traffic calming measures where appropriate.</b></li> <li>- <b>Plan objectives will promote integrated transportation strategies in both urban and rural areas.</b></li> </ul>

<p>Theme 9</p>	<p><b>RURAL, COASTAL AND ISLAND AREAS</b></p> <p><i>How can the special requirements of rural areas and villages be met? How can the special requirements of coastal and island areas be met?</i></p>
<p>RECOMMENDED POLICY APPROACH</p>	<ul style="list-style-type: none"> <li>- <b><i>The new plan will draw on the needs assessment and community appraisal research carried out for the County Development Board and for the North and West Strategic Study. This will assist in the development of objectives for the rural parts of the county;</i></b></li>   <li>- <b><i>Particular attention will be given to matters such as rural transportation, rural industry, the agricultural and forestry sectors and the maintenance and enhancement of facilities and services in existing rural settlements.</i></b></li>   <li>- <b><i>General policy objectives for villages and their rural hinterlands will be included in the county development plan itself. More detailed objectives will be developed in Local Area Plans through local consultation.</i></b></li>   <li>- <b><i>The new plan will acknowledge the special development pressures that coastal areas can be subjected to and, drawing on the lessons learned from the Bantry Bay Coastal Zone Charter and other initiatives, generic coastal zone objectives will be included. Provision may be made for more detailed coastal plans to be developed as Local Area plans at a later date.</i></b></li>   <li>- <b><i>Although Islands can experience similar development opportunities and constraints to the rest of the county, they can in many respects be more economically, socially and environmentally vulnerable. Objectives for Islands will be augmented by testing all objectives in an 'islands-proofing' process.</i></b></li>   <li>- <b><i>Consideration will be given to 'rural-proofing' and 'coastal-proofing' exercises covering all new policies and objectives in the plan.</i></b></li>   <li>- <b><i>Coastal and Islands areas are undergoing sustained pressure for holiday homes and second homes which, as well as having infrastructural, environmental and social impacts, are affecting the affordability of housing for the established population. Special objectives will be developed to ensure that the needs of the local population are given priority in such sensitive areas.</i></b></li> </ul>

Theme 10	<p><b>Heritage</b></p> <p><i>How can we best value our natural heritage? Our built heritage? Our cultural heritage? Our archaeological heritage?</i></p>
RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b>The new plan will set out clear principles for dealing with all heritage matters;</b></li> <li>- <b>Priority will be given to the existing listed structures in the county and particular attention will be paid to the archaeological Inventory of County Cork</b></li> <li>- <b>The National Inventory of Architectural Heritage Interim Survey will have a strong bearing on future policy and when it is completed, it may be included in local area plans and / or a special subject plan</b></li> <li>- <b>Policies will also be included to encourage awareness of the built and natural environment and for protecting the linguistic heritage of the Gaeltacht.</b></li> </ul>

Theme 11	<p><b>ENVIRONMENT</b></p> <p><i>How can we safeguard the environment for future generations and for ourselves?</i></p>
RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b>The new plan will include provision for assessing the Environmental impacts of achieving the objectives in the plan;</b></li> <li>- <b>The plan will ensure that the principle of 'polluter pays' and the precautionary approach to environmental impacts are key elements of policy</b></li> <li>- <b>The Department of the Environment's guidelines on Landscape Assessment will be taken on board when preparing the draft plan and the existing set of scenic routes will be re-examined.</b></li> <li>- <b>Maintenance of high standards of water and air quality will be important objectives in the new plan.</b></li> </ul>

Theme 12	<b>ZONING</b> <i>How can we realise the economic potential of our own lands?  How will new development in our own area affect us?</i>
RECOMMENDED POLICY APPROACH	<ul style="list-style-type: none"> <li>- <b><i>The new plan will ensure that sufficient lands are zoned within the county for the housing needs of the population and for the employment, social, institutional needs of the county during the lifetime of the plan.</i></b></li> <li>- <b><i>Zoning Maps, with accompanying text, will be produced for the main settlements in the county in the new plan.</i></b></li> <li>- <b><i>The main settlements will be; Ringaskiddy, Little Island, Carrigaline, Ballincollig, Blarney/Tower, Glanmire/Riverstown, Middleton, South City Environs, North City Environs, Youghal, Bandon, Kinsale, Cobh, Macroom, Passage West, Carrigtwohill, Fermoy, Mallow, Newmarket, Charleville, Kanturk, Millstreet, Mitchelstown, Bantry, Castletownbere, Dunmanway, Schull, Clonakilty and Skibbereen.</i></b></li> <li>- <b><i>Local Area Plans, as provided for in the Act, will be developed for the remaining settlements and their hinterlands so that attention can be given to those areas at an appropriate level of detail.</i></b></li> <li>- <b><i>Consideration will be given to carrying out one or two selected local plans at the same time as the development plan on a pilot basis if there are special circumstances.</i></b></li> </ul>

***Proposed Development Plan Chapters:***

4.7 The Proposed Chapters for the Draft Plan are as follows:

- Chapter 1: Overall Strategy
- Chapter 2: Settlement Policy
- Chapter 3: Housing (including Housing Strategy)
- Chapter 4: Employment and Economic Activity
- Chapter 5: Community Facilities
- Chapter 6: Environment and Heritage
- Chapter 7: Infrastructure
- Chapter 8: Rural Development (including Coastal Zones and Islands)

- Chapter 9: Schedule of Local Area Plans and Subject Plans
- Chapter 10: Development Standards, Controls and Guidelines
- Appendix: Zoning Maps for the major towns and settlements

4.8 The contents of these proposed chapters will be developed further as this report is being considered by the Members in accordance with the Act.

## APPENDIX A

## MANDATORY REQUIREMENTS OF A COUNTY DEVELOPMENT PLAN

The Planning and Development Act 2000 sets out clearly those matters that must be included in a County Development Plans as well as those matters that may be included.

Table A1 below gives a summary of all of the items that **must** be addressed in the new Development Plan. Comments on the current planning context are also included. The discretionary matters for which objectives may be included are listed in the First Schedule to the Act. Because of the size and complexity of County Cork it is very likely that most if not all of the discretionary matters will be included either in the County Development Plan itself or in the Local Area Plans / Subject plans that follow

Note also that throughout the Act it is continually stressed that consideration can be given only to matters which relate to the proper planning and sustainable development of the county.

	REQUIREMENTS OF THE COUNTY DEVELOPMENT PLAN
1.	<p><b>Must set out an overall Strategy for the proper planning and sustainable development of County Cork.</b></p> <p>- <i>The main guiding strategies for the new Plan are likely to emerge from the Cork Strategic Plan and the North and West Strategic Study (which are both nearing completion) as well as from the National Spatial Strategy which is likely to be completed during the Plan preparation process.</i></p>
2.	<p><b>Must be consistent as far as possible with National Plans, Strategies and Policies which relate to proper planning and sustainable development</b></p> <p>- <i>The key documents in this regard currently are the National Development Plan, the National Sustainable Strategy for Ireland, The Retail Guidelines for Planning Authorities, the National Abatement Strategy, and the the draft guidelines on Landscape Assessment.</i></p>
3.	<p><b>Must contain a written statement and a plan or plans indicating the development objectives for County Cork.</b></p>
4.	<p><b>Must have regard to the development plans of adjoining planning authorities (including Urban District Councils, the adjoining County Councils and the Borough Council of Cork City)</b></p>
5.	<p><b>Must include objectives for the zoning of land for the use of particular areas for particular purposes (whether residential, commercial, industrial, agricultural, recreational, as open space or otherwise or a mixture of such uses) where and to such an extent as the proper planning and sustainable development of the area requires these uses to be indicated.</b></p>
6.	<p><b>Must include a strategy for ensuring that the proper planning and sustainable development of the county provides for the housing of the existing and future</b></p>

	REQUIREMENTS OF THE COUNTY DEVELOPMENT PLAN
	<p><b>population of the county in the manner set out in the strategy:</b></p> <ul style="list-style-type: none"> <li>- <i>This refers to the requirement for planning authorities to ensure that a mix of house types and sizes is developed to respond to the requirements of different categories of households and to the powers to reserve up to 20% of all residential zoned land for social and affordable housing. Full details are given in part V of the Act and in the Department of the Environment's Model Housing Strategy dated December 2000.</i></li> </ul>
7.	<b>Must include sufficient and suitable land zoned for residential use, or a mixture of residential and other uses, to meet the requirements of the housing strategy and to ensure that a scarcity of such land does not occur at any time during the lifetime of the Plan.</b>
8.	<b>Must include objectives for the provision of (or facilitation of provision of) infrastructure including transport, energy and communication facilities, water supplies, waste water facilities, and ancillary facilities.</b>
9.	<b>Must include clear policies and proposals for retail development in the county in accordance with the Retail Planning Guidelines that came into force in January 2001.</b>
10.	<b>Must include objectives for the provision of (or facilitation of provision of) waste recovery and disposal facilities in accordance with the Waste Management Plan made in accordance with the Waste Management Act 1996</b>
11.	<b>Must include objectives for the conservation and protection of the environment (including, in particular, archaeological heritage and natural heritage) and the conservation and protection of European sites (i.e. those covered by the EU habitats and Birds Directives and related regulations).</b>
12.	<b>Must include objectives for the integration of the planning and sustainable development of County Cork with the social, community and cultural requirements of the county and its population.</b>
13.	<b>Must include objectives for the preservation of the character of the landscape (including the preservation of views and prospects and the amenities of places and features of natural beauty or interest).</b>
14.	<b>Must include objectives for the protection of structures (or parts of structures) which are of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest.</b>
15.	<p><b>Must include an objective for the preservation of architectural conservation areas</b></p> <ul style="list-style-type: none"> <li>- <i>This could involve the preservation of the character of any place, area, group of structures or townscape that is of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest value – or contributes to the appreciation of protected structures – where the Planning authority considers that its inclusion is necessary as an architectural conservation area.</i></li> </ul>
16.	<b>Must include objectives for the development and renewal of areas in need of regeneration.</b>
17.	<b>Must include objectives for the provision of accommodation for travellers and the use of particular areas for that purpose.</b>

	REQUIREMENTS OF THE COUNTY DEVELOPMENT PLAN
18.	<b>Must include objectives for the preservation, improvement an extension of amenities and recreational amenities</b>
19.	<b>Must include objectives for the control of the siting of new establishments, of the modification of existing establishments, and of development in the vicinity of establishments for the purposes of reducing the risk, or limiting the consequences, or a major accident.</b>  - <i>This provision refers to the Major Accidents Directive (also known as the 'Seveso' directive).</i>
20.	<b>Must include objectives for the provision of services for the community including in particular schools, crèches, and other educational and childcare facilities.</b>
21.	<b>Must include objectives for the protection of the linguistic and cultural heritage, including the promotion of Irish as the community language, of the Gaeltacht areas of County Cork.</b>
22.	<b>Cork County Council must have regard to any Regional Planning Guidelines in force for its area when making and adopting the Development Plan.</b>  - <i>Note: Regional Planning Guidelines for the Southwestern region are not currently in place.</i>
23.	<b>It is the duty of Cork County Council to take such steps within its powers as may be necessary for securing the objectives of the Development Plan.</b>
24.	<b>Not later than two years after the making of the next Development Plan, the Manager must give a report to the members of Cork County Council on the progress achieved in securing the objectives of the Plan.</b>
25.	<b>Must contain information on the likely significant effects on the environment of implementing the plan.</b>  - <i>More detailed regulations relating to this requirement may be issued by the Minister</i>
26.	<b>The development plan must not include any objective which relies on another local authority to achieve it except after consultation with the other local authority.</b>
27.	<b>Not later than four years after the making of the next Development Plan, Cork County Council must give notice of its intention to review the plan again and to prepare a new Development Plan.</b>

TABLE A1: MATTERS THAT MUST BE ADDRESSED IN THE COUNTY DEVELOPMENT PLAN

## APPENDIX B

## ANALYSIS OF 'ISSUES-BASED' SUBMISSIONS AND OBSERVATIONS

Table B1 below shows the results of an initial analysis of some 360 'issues-based' submissions and observations received (i.e. they do not include submissions which consisted solely of proposals for re-zoning). The headings reflect the topics and areas of interest raised by the submissions themselves. They are presented in order to give a flavour of the submissions and the range of topics addressed by them. The table indicates the percentage of the selected submissions which addressed each particular topic.

<b>A. Amenities</b>	<b>79 %</b>
Community Halls Centres	9 %
Public Amenity Areas/Parks	29 %
Play Areas	11 %
Sports Facilities	18 %
Arts Centres	1 %
Funding	5 %
Youth	5 %
Other Amenity and Recreation Issues	1 %
<b>B. Coastal Areas</b>	<b>24 %</b>
Coastal Infrastructure (Piers etc.)	7 %
Fishing Industry	4 %
Water Sports and Leisure	5 %
Erosion Prevention	2 %
Islands	2 %
River Catchments	3 %
Other Coastal Issues	2 %
<b>C. Economic and Commercial Development.</b>	<b>68 %</b>
Retail	15 %
Agriculture	5 %
Forestry	3 %
Tourism	12 %
Zoning / Economic Activity	3 %
Rural Development Generally	2 %
Industry	12 %
Commercial (incl. Offices)	12 %
Other Economic Issues	4 %

<b>D. Environment and Heritage</b>	<b>84</b>	<b>%</b>
Built Heritage	15	%
Natural Habitats	11	%
Concern about pollution	11	%
Hedgerows and Tree Retention	10	%
Waste Management	8	%
Noise + Electronic Emissions	3	%
Scenic Areas	4	%
Archaeological Heritage	7	%
Landscape character	13	%
Other Environment and Heritage Issues	2	%
<b>E. Housing</b>	<b>86</b>	<b>%</b>
Special Needs Housing	11	%
Infrastructure	3	%
Holiday/Second homes	4	%
Zoning ('too much' or 'too little')	23	%
Density	11	%
Social/Affordable Housing	9	%
Housing in Scenic Areas	6	%
Derelict buildings/sites	6	%
Design	10	%
Other Housing Issues	3	%
<b>F. Roads and Traffic</b>	<b>77</b>	<b>%</b>
Traffic	9	%
Road Improvements	26	%
Drainage	8	%
Bypass	7	%
Road Signage	6	%
Public Transport	20	%
Other Suggestions	1	%
<b>G. Social Issues</b>	<b>12</b>	<b>%</b>
Needs for the Elderly	7	%
Facilities for Disabled	2	%
General Social Issues	3	%
<b>H. Services</b>	<b>49</b>	<b>%</b>
Childcare	9	%
Schools, Education and Training	17	%
Public Libraries	2	%
Cemeteries	5	%
Garda	3	%
Banks	1	%
Medical Facilities	5	%
Municipal Centres	1	%
Other Services	6	%

<b>I. Sewerage and Water Supply</b>	<b>39</b>	<b>%</b>
Sewerage	21	%
Water Supply	17	%
Septic Tanks and small systems	2	%
Other Sewerage and Water Supply Issues	1	%
<b>J. Town / Village Centres</b>	<b>89</b>	<b>%</b>
Traffic Congestion and Calming	16	%
Speed Limits	7	%
Lighting	13	%
Parking	16	%
Footpaths	16	%
Public Toilets	3	%
Townscape & Design	9	%
Litter	6	%
Other Village Centre Issues	2	%
<b>K. Planning Process</b>	<b>42</b>	<b>%</b>
Consultation and Participation	13	%
Development Control Practice	12	%
Development Control Standards	7	%
Objections/Appeals	5	%
Other Planning Process Issues	4	%
<b>L. Strategic Planning Policy</b>	<b>37</b>	<b>%</b>
Settlement Pattern	13	%
Three Mile Zones	2	%
Green Belts	9	%
New Settlements	6	%
Regional Issues	2	%
Other Strategic Issues	6	%
<b>M. Infrastructure</b>	<b>21</b>	<b>%</b>
Quarrying and Minerals	2	%
Energy General (Incl. ESB)	4	%
Renewable Energy (incl. Wind)	8	%
IT and Telecommunications	4	%
Ports/Harbours/Airports	2	%
Other Infrastructural Issues	1	%

TABLE B1: ANALYSIS OF 'ISSUES-BASED' SUBMISSIONS / OBSERVATIONS