

# Cashel and Environs Development Plan 2009-2015 VARIATION NUMBER 1



Cashel Town Council and South Tipperary County Council

SEPTEMBER 2011



September 6, 2011

**PREAMBLE****Introduction**

This is Variation No. 1 of the Cashel and Environs Development Plan 2009-2015. The purpose of the Variation is to facilitate the Core Strategy requirements introduced by the Planning and Development (Amendment) Act 2010 and as per the revised population projections as set out in the Regional Planning Guidelines for the South-East Region 2010-2022 (RPGs) in the Cashel and Environs Development Plan 2009-2015 and to ensure that the Development Plan is consistent with national and regional development objectives set out in the National Spatial Strategy and the RPGs.

Variation No. 1 to the Cashel and Environs Development Plan 2009-2015 was adopted by Cashel Town Council and South Tipperary County Council on the 05<sup>th</sup> September 2011 and came into effect on the 06<sup>th</sup> September 2011.

**How to read this document**

The document sets out the amendments to the Cashel Town and Environs Development Plan 2009 – 2015 in the order they would appear in the Development Plan and includes the text changes and changes to mapping resulting from Variation No 1.

Text amendments are presented as follows:

Development Plan	Text remains as it is in the Cashel Town and Environs Development Plan 2009-2015.
<b><u>Development Plan</u></b>	New text inserted into the Cashel Town and Environs Development Plan 2009-2015.
<del>Development Plan</del>	Text deleted from the Cashel Town and Environs Development Plan 2009-2015.

## **Chapter 1: Development Vision and the Development Plan**

### **1.6 The Cashel and Environs Development Plan 2009-2015, the Elected Members and the Community.**

1. Insert new Section 1.6.5 entitled 'Core Strategy', as follows:

#### **Section 1.6.5 Core Strategy**

**The Planning and Development (Amendment) Act 2010 requires that the Cashel and Environs Development Plan 2009-2015 is varied to include the Core Strategy. The Core Strategy requires that the objectives of the Development Plan are consistent with the National Spatial Strategy and the Regional Planning Guidelines for the South-East Region 2010-2022 (RPGs).**

**Revised population targets set out in the RPGs are lower than those issued by the Department of the Environment, Heritage and Local Government in 2007 and thus result in the need for the incorporation of measures to manage lands zoned for new residential use in the Development Plan.**

**The Core Strategy itself will:**

- **Provide information to show that the Development Plan and the Housing Strategy are consistent with the National Spatial Strategy and the RPGs.**
- **Based on an evidence based approach, identify the quantum, location and management tools for the development of land zoned for 'New Residential' development for the Plan period including the number of housing units being provided.**
- **Identify and illustrate the settlement strategy and transportation networks in the Plan area.**

**Variation number 1 of the Cashel and Environs Development Plan 2009 dated June 2011 includes for the provisions of the Planning and Development (Amendment) Act 2010 and ensures that the Cashel and Environs Development Plan incorporates the requirements of the revised population projections and associated matters that inform the Core Strategy.**

**Compliance with the population targets of the Core Strategy has introduced a requirement for the management of lands currently zoned for 'New Residential' use through a process that has identified lands required to cater for population growth over the lifetime of the Development Plan (Identified as Phase 1 lands<sup>1</sup>) and those lands considered to be a strategic land reserve**

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**1 The selection of Phase 1 and Phase 2 lands was based on the application of sustainable planning criteria. The criteria considered included: the County Core Strategy, the application of sequential approach, planning history, landform, services and infrastructure, flood risk, the vision of the Development Plan and landownership etc. This process identified those lands most suitable for short term development and their identification as Phase 1 lands. It is proposed that this phasing approach be used until the review of the Cashel and Environs Development Plan 2009 and at this time consideration may be given to the further phasing and or re-zoning and/or de-zoning of lands to ensure that the amount of land provided for residential use in the Plan area is consistent with the amount required to cater for projected population growth and the vision and objectives of the Plan.**

**over the lifetime of the Development Plan (Phase 2 Lands). Any proposal to develop Phase 2 lands will be subject to a detailed analysis of need for their development as part of the Development Impact Assessment process and the Justification Test.**

### 1.7.3 South East Regional Planning Guidelines 2004

1. Amend text first sentence, as follows:

#### 1.7.3 **Regional Planning Guidelines for the South-East Region 2010-2022** 2004

The Regional Planning Guidelines for the South East Region were **first** published in May 2004 and **seek sought** to achieve a better spatial balance of social, economic and physical development throughout the region.

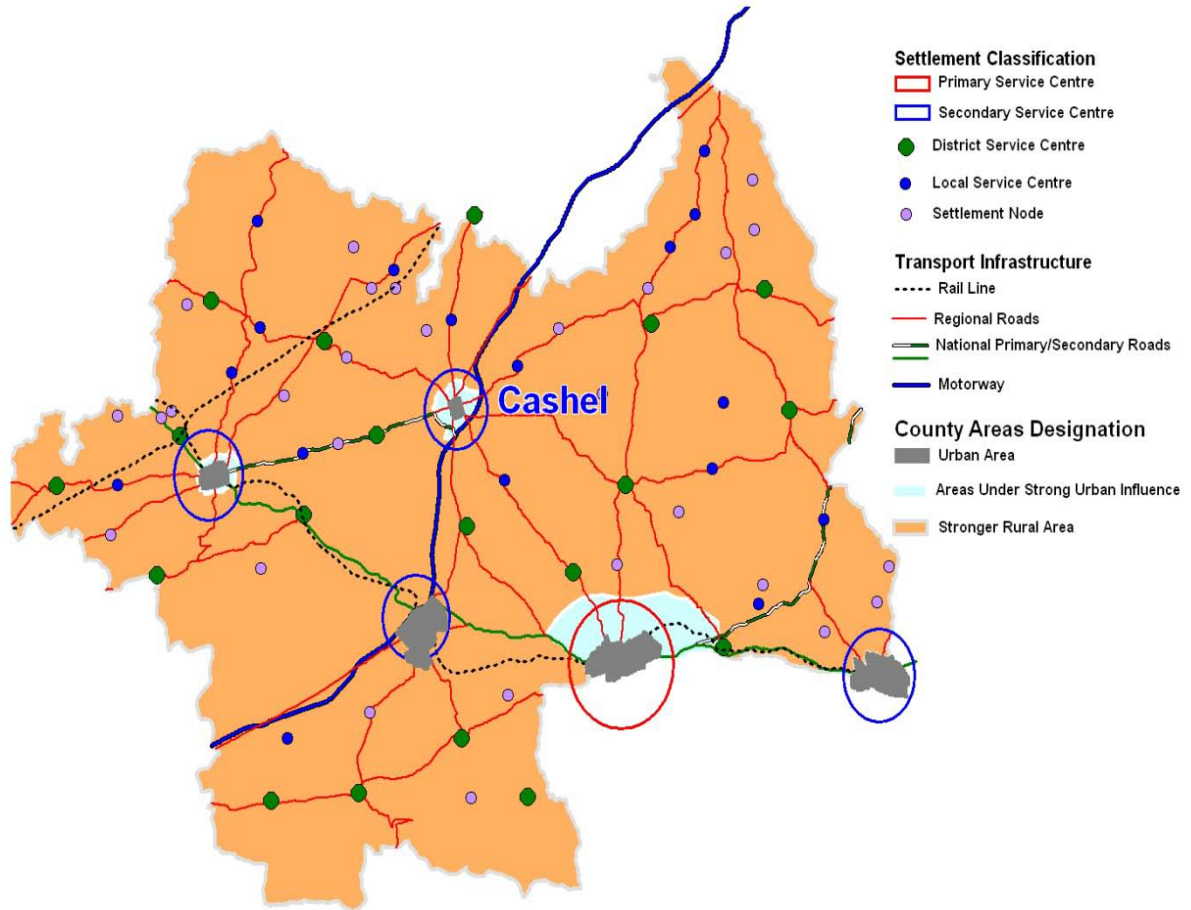
2. Insert new paragraph and table after Figure 1.3, as follows:

**On 26<sup>th</sup> July 2010 the South-East Regional Authority published the RPGs. The RPGs retain the vision for the south east region set out in Figure 1.3. Cashel is designated as a District Town. Cashel is being targeted for growth as a centre with an important role to play in driving the development of its wider catchment. Cashel will adopt its own role as a service centre offering an improved service provision in terms of retail, employment and community facilities to its own hinterland. Cashel will also provide a supporting role to Clonmel Town, the County Town in South Tipperary. Table 1.1 below illustrates the location of Cashel in the settlement hierarchy for the region.**

<b><u>Table 1.1: Settlement Hierarchy</u></b> <b><u>South East Region</u></b>	
<b><u>Gateway</u></b>	<b><u>Waterford City</u></b>
<b><u>Hubs &amp; County Towns</u></b>	<b><u>Kilkenny City</u></b> <b><u>Wexford Town</u></b> <b><u>CLONMEL</u></b> <b><u>Carlow</u></b> <b><u>Dungarvan</u></b>
<b><u>Large Towns</u></b>	<b><u>CARRICK-ON-SUIR</u></b> <b><u>TIPPERARY TOWN</u></b> <b><u>Tramore</u></b> <b><u>Enniscorthy</u></b> <b><u>New Ross</u></b> <b><u>Gorey</u></b>
<b><u>District Towns</u></b>	<b><u>CASHEL</u></b> <b><u>CAHIR</u></b> <b><u>Tullow</u></b> <b><u>Bagenalstown</u></b> <b><u>Bunclody/</u></b> <b><u>Carrickduff</u></b> <b><u>Thomastown</u></b> <b><u>Callan</u></b> <b><u>Castlebridge</u></b> <b><u>Dunmore East</u></b> <b><u>Castlecomer</u></b>

## 1.9 The Role of Cashel in the South Tipperary Settlement Strategy

1. Insert new Figure 1.6 entitled 'Core Strategy Map'.



## Chapter 2: Current Trends

### Section 2.1.3 Occupancy Rate

1. Amend paragraph two as follows:

When the total population for the Cashel area (2936) is divided by numbers of houses it gives an average occupancy rate of 2.7 per dwelling for Cashel this is in line with national **the average household formation for South Tipperary as per the Census of population 2006**. The average national rate of household formation is projected to reach 2.4 persons per dwelling by 2020, according to the Regional Planning Guidelines for the South East.

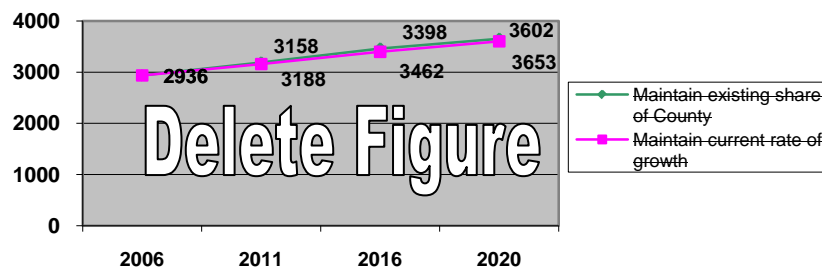
### Section 2.3 Population Projections

1. Delete text of Section 2.3 and Figure 2.2 as follows:

~~Two potential future population projections for Cashel have been considered;~~

- ~~1. Cashel will retain its existing 3.5% share of South Tipperary's Population<sup>2</sup>~~
- ~~2. Cashel's population will continue to grow at the current growth rate of 6.0%~~

~~Cashel is a Secondary Service Centre and currently has a 3.5% share of the population of South Tipperary and it is projected that Cashel will retain this population share to 2020. This rate of growth would give Cashel a population of 3602 by 2020. However, Cashel is currently growing at a rate of 6.0%<sup>3</sup>, if this growth rate continues, Cashel will have a total population of 3653 by 2020. Therefore, it can be seen that both growth projections for Cashel are very similar.~~



~~Figure 2.2: Population Projections for Cashel~~

~~It is notable that if Cashel continues to grow at its current rate it will retain its 3.5% share of the County population by 2020. These figures can be used to estimate demand for future housing in Cashel (based on household formation) and future land zoning requirements.~~

2. Amend Title of Section 2.3 as follows:

Section 2.3 Population Projections **and Future Housing Demand**

<sup>2</sup> Chapter 3 of the Draft South Tipperary County Development Plan 2009

<sup>3</sup> 6.0% population increase over the intercensal period 2002-2006.

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3. Insert new Section 2.3 Population Projections and future housing demand and Figure 2.2 as follows:

**It is projected that the population of Cashel will achieve a 4% share of the county's population by 2016 of 3,875 persons and maintain this to 2022 supporting a population of 4,179 persons. It is projected, therefore that the population growth rate for Cashel will be in the order of 364 persons over the lifetime of the Cashel and Environs Development Plan 2009-2015. During the last Census of Population it was found that Cashel had a 3.5% share of County Population, therefore, in line with the RPGs there will be a focus on the growth of Cashel to achieve a 4% share of county population.**

**Table 2.4A – Population Projections for Cashel**

	2006	2015	2016	2022
Cashel	2936	3837	3875	4179
Total South Tipperary	83221	95942	96863	104483

4. Insert new text after Figure 2.2 as follows:

**The projected population growth of 364 persons to 2015 will generate a requirement for 135 new housing units based on a 2.7 persons per household (CSO 2006 - 2.7 was the average occupancy per unit in South Tipperary). When an average density of 14.8 units/ha is applied and providing for 75% headroom to ensure adequate land availability, site suitability and locational choice, there is a requirement for 16ha of lands zoned for New Residential Use. The current residential landzoning provision of 66.21ha will require management through a phasing arrangement of development to ensure that the appropriate amount of land is made available for development in a timely fashion to cater for population growth.**

## Section 2.4 Future Housing Demand

1. Delete Section 2.4 Future Housing Demand and Table 2.3 (as they are replaced with Section 2.3):

### 2.4 — Future Housing Demand

In order to estimate future housing demand over the 6-year lifetime of the Cashel and Environs Development Plan 2009-2015, population projections to 2015 and 2020 were assessed against potential household formation to identify demand for new housing.

Table 2.5 below sets out projected populations for 2015 and 2020 and numbers of housing units required, not accounting for units becoming obsolete, based on a household formation of 2.4<sup>4</sup> persons per unit.

<sup>4</sup>Household formation, based on projected average of 2.4 persons per dwelling by 2020 (RPGs for South East)

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Table 2.5: Housing demand over the lifetime of the plan			
Population projections		Total Housing Requirement (2.4 Household Formation)	Additional houses required over existing housing stock
2015	3,345	1394	321
2020	3,653	1522	449

As there are circa 1073 houses in Cashel, based on projected population increase of 409 (by 2015) and 717 (by 2020) and considering future average household formation of 2.4 persons per unit, there is a need to ensure that there are at least 321 additional houses provided by 2015 and 449 additional houses by 2020 to cater for projected population growth.

Since 2003, there has been a total of 930 residential units permitted in Cashel, approximately 445<sup>5</sup> of these have been constructed, and circa 255 are committed (development has commenced on initial phase of development). No development has commenced to date on the remaining permitted developments (230).

In the event that all committed development is completed, there will be an additional housing demand of 66 units over the lifetime of the Cashel and Environs Development Plan 2009-2015 and 194 units by 2020.

## Section 2.8 Conclusion

1. Amend text of first bullet point:

Cashel town has a strong population growth with a healthy population composition that indicates further growth. It is projected that Cashel will ~~have a population of 3653 by 2020~~ **achieve a 4% share of County population by 2016 and will maintain this share with an estimated population of 4,179 by 2022.**

<sup>5</sup> This figure is derived from a survey carried out in Spring 2008



## Chapter 3: Housing

### Section 3.2 Landzoning

1. Amend second sentence first paragraphs, as follows:

It is anticipated that future residential growth will occur on lands identified for residential development on Maps 1, **1A** and 2.

2. Amend list of residential neighbourhoods

(1)	Deerpark Master Plan	20.3 ha	<b><u>Phase 2</u></b>
(2)	Windmill	7.8 ha	<b><u>Phase 2</u></b>
(3)	Waller's Lot	7.8 ha	<b><u>Phase 1 and 2</u></b>
(4)	Dualla Road	4.5 ha	<b><u>Phase 1 and 2</u></b>
(5)	Palmers Hill Area	5.0 ha	<b><u>Phase 1 and 2</u></b>
(6)	Old Road	3.4 ha	<b><u>Phase 2</u></b>
(7)	Coopers Lot	10 ha	<b><u>Phase 2</u></b>

3. Amend text of third paragraph, as follows:

Considering the main land areas as set out above, and all other lands zoned for new residential development i.e. infill sites etc, there is circa 66.21 ha (163.5 acres) of land zoned for new residential development in Cashel. **As part of variation number 1 a total of 16ha of residentially zoned lands have been designated Phase 1 lands and 50.21ha have been designated Phase 2 lands.**

4. Delete text of fourth paragraph, as follows:

~~The application of an average density of 4<sup>6</sup> units per acre, gives a potential housing number of 654 units this would cater for a population increase of 1569.6 (at household formation of 2.4).~~

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<sup>6</sup>Four units per acre is the mean value taking into consideration the lower densities of housing envisaged over the lifetime of this Development Plan, the potential for lands zoned for residential use to accommodate a wide range of uses and the capacity of certain sites (including sites with Special Development Objectives) zoned for residential development to accommodate very low densities.

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5. Amend text of fifth paragraph, as follows:

It is projected that Cashel will grow to 3653 by 2020 a population of 3837 over the lifetime of the Development Plan; an additional 717 ~~364~~ persons. therefore, total lands zoned would cater for a population increase of greater than twice (1569.6) projected current rate of growth to This population increase will generate a requirement for 135 new housing units and this equates to a demand for 16ha<sup>7</sup> of land zoned for New Residential use over the lifetime of the Development Plan.

There is currently 66.21ha of lands zoned for 'New residential' use and such zoning the appropriate management of these lands through the introduction of phasing will allow for flexibility and choice in the delivery of housing units over the life of the Plan. The quantum of land required for residential growth will be reassessed at the review of the Cashel and Environs Development Plan (due to commence in 2013) in the light of the Core Strategy, the RPGs, CSO population figures and economic considerations. As necessary the planning authority will at this time amend the quantum of residential land zoned to maintain sufficient land banks to cater for projected population growth.

Table 3.1 Illustrates the Core Strategy as it relates to new residential landzoning for Cashel.

	<u>Core Strategy Population to 2009 - 2015</u>	<u>Housing Requirement [1]</u>	<u>Existing Zoning (Ha) [2]</u>	<u>Phase 1 Lands [3]</u>	<u>Housing Yield [4]</u>	<u>Total Housing yield [5]</u>	<u>Phase 2 Lands (Ha)[6]</u>
<u>Cashel</u>	<u>364</u>	<u>135</u>	<u>66.21</u>	<u>16</u>	<u>237</u>	<u>979</u>	<u>50.21</u>

[1] Average household formation of 2.7 for South Tipperary

[2] Total quantum of land zoned for new residential use

[3] Phase 1 lands zoned for New Residential use

[4] Number of housing units that may be provided on Phase 1 lands at a density of 14.8 units/ha.

[5] Total number of units that may be provided on Phase 1 and Phase 2 lands at a density of 14.8 units/ha.

[6] Total area of Phase 2 lands.

<sup>7</sup> Density of 14.8 units/ha and headroom of 75% applied

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### Section 3.3 New Residential Development

1. Insert new text after paragraph 1 as follows:

**The incorporation of revised population projections for Cashel as set out in the RPGs requires the management of lands zoned for 'New Residential' use. As stated above there is a need for 16ha of lands zoned for New Residential use to cater for projected growth to 2015. In order to secure the provision of the required area of land for new residential development in accordance with the National Spatial Strategy and the RPGs, Phase 1 and 2 'New Residential' lands have been identified. The attached Map 1A illustrates the location of Phase 1 and Phase 2 new residential lands.**

**The council will facilitate housing development on lands zoned for new residential use identified as Phase 1. Proposals for multi-unit residential development on new residentially zoned lands designated as Phase 2 shall be subject to a Justification Test (Refer to Section 9.8).**

**This provision shall not be applied so as to act to prevent the orderly and sustainable development of Cashel or to disadvantage those seeking to reside in the town.**

2. Amend text of Policy HSG 1: New Residential Development, as follows:

Policy HSG 1: New Residential Development  
It is the policy of the Council to facilitate housing development on all residentially zoned lands ~~as identified on Map 1 and Map 2~~ **new residentially zoned lands identified as Phase 1 on Map 1A. Proposals for multi-unit residential development on new residentially zoned lands designated as Phase 2 on Map 1A shall be subject to a Justification Test to demonstrate that the development of additional land is capable of being accommodated in the receiving environment and complies with the development management requirements of this Development Plan. All new development proposals shall be** in accordance with the development management standards, design statements and other guidelines of the Cashel and Environs Development Plan 2009 –2015.

3. Amend text of fourth paragraph, section (4), as follows:
  - (4) Provision of a Development Impact Assessment (DIA) **as set out in Section 9.8** for multi unit proposals of 4 units or greater. **All multi unit residential proposals on Phase 2 new residential lands will be subject to both DIA and a Justification test.**

### Section 3.4 Residential Master Plan at Deerpark

1. Delete Section 3.4 Residential Master Plan at Deerpark

A Residential Master Plan Area has been identified on Map 1 at Deerpark. Master Plan Objectives for the site are set out in Appendix 3. This site offers an opportunity to balance the growth of Cashel by facilitating growth to the west of the town. The Master Plan objectives describe the site and its urban context, summarise the objectives and policies of the Cashel and Environs Development Plan 2009-2015, identify any planning or development constraints, and indicate the land use mix, nature, design and layout of development appropriate for the site.

**Policy HSG 2: Residential Master Plan at Deerpark**

It is the policy of the Council to permit new residential and ancillary development on land identified as Master Plan area at Deerpark on Map 1 and Appendix 3, subject to such development being in accordance with an agreed Master Plan for the proposed lands and all contiguous and neighbouring land located within the defined Master Plan. The Master Plan shall be prepared by the developer(s)/applicant(s) to the written agreement of the Council.

The Master Plan must include provision for and ensure the following:

- Compliance with the Master Plan Objectives for the site, set out in Appendix 3 of the Cashel and Environs Development Plan 2009-2015.
- Compliance with Development Management Guidelines for residential development as set out in Chapter 9.
- The submission of a Development Impact Assessment (DIA) in support of the proposal.
- Submission of an Environmental Impact Assessment where required, taking cognisance of the proximity of the lands to the town centre and the overall size of the Master Plan area;
- The Planning Authority may require the applicant(s)/developer(s) to pay special contributions in respect of public infrastructure and facilities which benefit the proposed development; and,

No development will be permitted on Master Plan lands prior to the submission of a satisfactory Master Plan to the Council.

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### Section 3.6: Housing Strategy Review 2008

1. Amend Section heading as follows:

3.6 Housing Strategy ~~Review 2008~~

2. Amend Text of Paragraph 3 as follows:

~~South Tipperary County Council has completed its Review of the South Tipperary Housing Strategy.~~ **The County Housing Strategy was reviewed as part of Variation Number 1 of the County Development Plan to incorporate the requirements of the Core Strategy. It was found that the numbers of persons seeking social housing in South Tipperary has increased by up to 25% since the County Housing Strategy Review 2008. A detailed assessment of social and affordable housing need as it applies to Cashel will be published by the Housing Authority in 2011 and will inform the Planning Authority when consulting with the Housing Authority regarding demand for social and affordable housing in the county.**

~~A critical objective of the Housing Strategy Review 2008, having regard to Part V of the PDA 2000-2006, is the provision of an adequate supply of social and affordable housing and to promote social integration. The Housing Strategy Review 2008 has identified the continued need for 20% social and affordable housing as part of developments subject to Section 94 of the PDA 2000-2006. Generally, the 20% shall be comprised of an equal provision of social and affordable housing, though the Council reserves the right to require that the full 20% provision be for an alternative mix of social and affordable units, as it deems necessary in each particular case.~~

3. Amend Text of Policy HSG 4, as follows:

#### **Policy HSG 4: South Tipperary County Housing Strategy ~~Review 2008~~**

It is the policy of the Council to facilitate the implementation of the South Tipperary County Housing Strategy ~~Review 2008~~ (and any review thereof), as it applies to Cashel. To address the current imbalance between housing demand and housing supply, the following shall be required by agreement under Part V of the Planning and Development Act 2000-2006 (as amended): 20% social<sup>8</sup> and affordable<sup>9</sup> housing on all sites that are zoned for residential and town centre use. The Council will facilitate the provision of appropriate housing accommodation to meet the needs of the community in a way that achieves social integration.

<sup>8</sup> Housing for persons referred to in section 9(2) of the Housing Act, 1988.

<sup>9</sup> Housing or land made available in accordance with section 96(9) or (10), for eligible persons.

## **Chapter 7: Community and Social**

### **Section 7.5 Education**

1. Amend text of first sentence paragraph two, as follows:

As set out in Chapter 2, it is estimated that the population of Cashel could reach **4,179** by 2022 which would equate to an additional **(from 2006 figures) 81-140** primary students and **61-105** secondary students<sup>10</sup> from Cashel town alone (not including the rural catchment).

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<sup>10</sup> Department of Education and Science – 11.3% Primary, 8.5% Secondary of total population.

## Chapter 9: Development Management

### Section 9.8 Development Impact Assessment (DIA)

The Council will require that new multiple unit residential development proposals be accompanied by a DIA.

**New residential development proposals (which are subject to the provisions of Part V of the Planning and Development Acts 2000 – 2010) shall be accompanied by DIA to be submitted at Planning Application stage. All multiple unit residential development proposals on Phase 2 lands shall be accompanied by both DIA and a Justification Test.**

#### **DIA requirements:**

Scoping for DIA should consider the impact of the proposed development on the visual qualities and distinctive characteristics of the town, a sequential approach to housing density based on the location of the site, phasing of the development, **existing housing vacancy rates and unit types in the Plan area**. DIA will also consider the capacity of schools and childcare places, capacity of community facilities, open space, retail and other commercial uses, trip generation, car parking, pedestrian movements and general traffic safety and infrastructure such as waste and surface water treatment/disposal and water supply, **in order to ensure social capital and infrastructure projects are provided in a trimly, orderly and planned manner**. Where constraints are identified in the assessment, the developer will be required to identify mitigating measures to address deficits and the Council will require that the assessment is submitted as part of the planning application. The Council will assess each development on its own merits, having regard to the statutory requirements of the development, the nature and use(s) proposed, the range of existing services available and having regard to other relevant policies and standards of the Cashel and Environs Development Plan 2009-2015. Developers are encouraged to consult with the local community as part of the preparation of the Development Impact Assessment.

#### **Justification Test in respect of Phase 2 lands:**

**In addition to the requirements of DIA, the Council will consider new multi-unit residential development on lands zoned Phase 2 only where one or more of the following circumstances apply:**

- A. **All phase 1 lands have been fully developed, or;**
- B. **All phase 1 lands have been fully committed to development (i.e. where planning permission has been granted and where construction is underway), or,**
- C. **In the case where all phase 1 lands have not been committed, it shall be proven that those uncommitted lands are unavailable for development or unserviceable.**

**AND**

**where the justification test demonstrates the following:**

- D. **The Phase 2 lands are readily serviceable and**
- E. **There is a proven demand for new development based on a demonstrated lack of availability of housing and of potential infill sites**

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- for residential purposes on lands zoned for town centre or existing residential use and/or
- F. There is an overriding justification for development on phase 2 lands based on changed economic circumstances that may require the release of additional lands to cater for increased population numbers.



## Appendix 2

1. Amend Row three in Table as follows:

R1	To provide for new Residential development	66.21 <u>16ha Phase 1,</u> <u>50.21ha Phase 2</u>
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## Appendix 3

### 2. Deerpark Master Plan

1. Amend Second Paragraph as follows:

Landzoning: Residential **(Phase 2 – May be subject to Justification Test)** and social and public.

### 4. Coopers Lot Master Plan

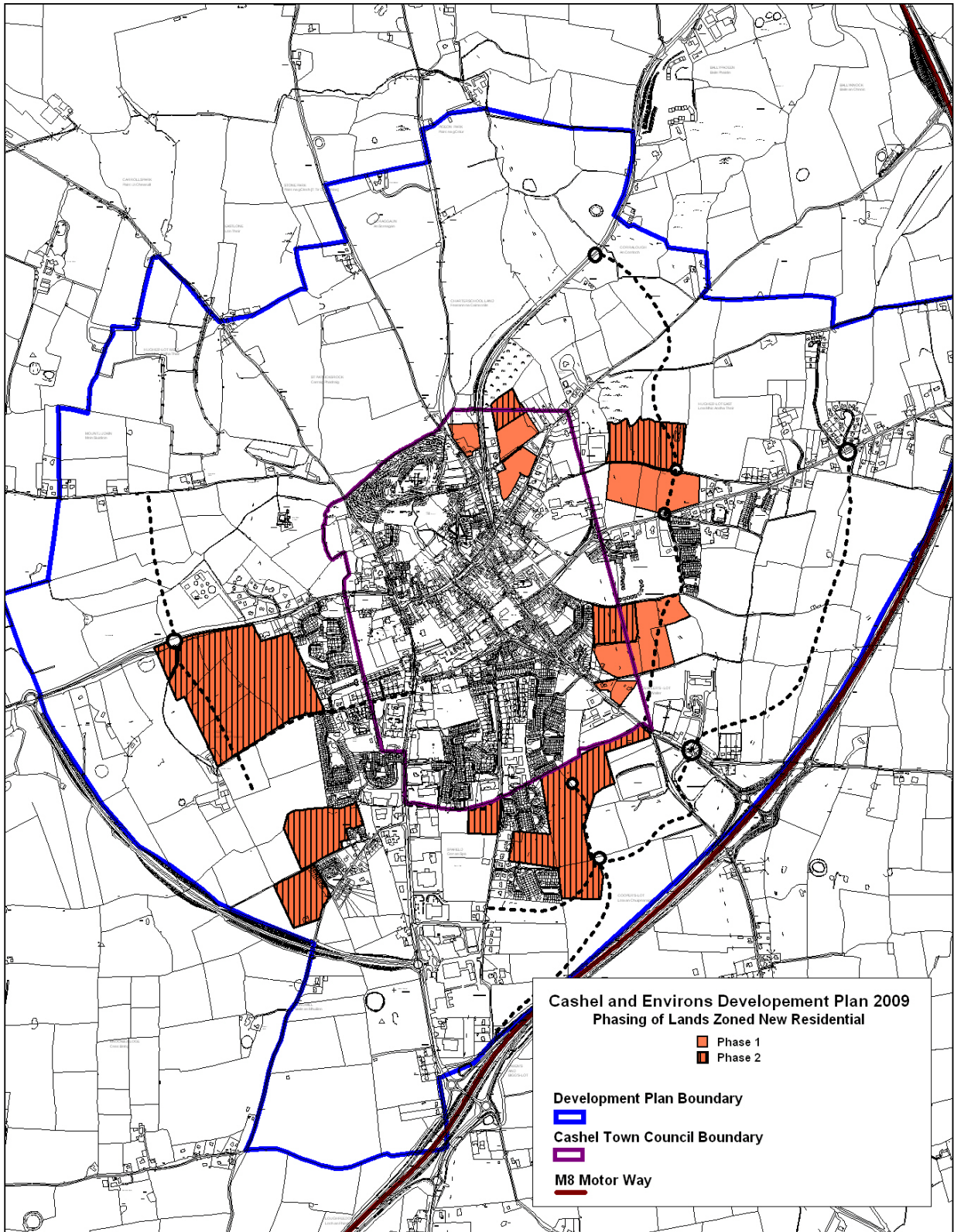
1. Amend Second Paragraph as follows:

Landzoning: Industry and employment, residential **(Phase 2 – May be subject to Justification Test)** and amenity.

## Maps 1 to 5

2. Insert Map 1A, as follows:

**Map 1A: Phasing of Lands zoned for 'New Residential' use.**



# MAP 1A

## Variation No. 1- Phasing of lands zoned for 'New Residential' use.

To be read in conjunction with Maps 1 and 2 of the Cashel and Environs Development Plan 2009

FORWARD PLANNING

September 2011

