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Planning Department  
Cork City Council  
City Hall  
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**Re: Submission to Draft Cork City Development Plan 2022 – 2028  
Castletreasure Expansion Area**

Dear Sir/ Madam

This submission has been prepared on behalf of Murnane O'Shea Limited, in response to Cork City Council's invitation for submissions to the Draft Cork City Development Plan 2022 -2028 (Draft DP). This submission is specifically in response to the Council's draft zoning objectives for the Castletreasure Expansion Area. This submission also addresses the issues and concerns raised by the Transport Infrastructure Ireland (TII) in respect of the Castletreasure Expansion Area in their submission dated September 27<sup>th</sup>, 2021.

Our clients are the owners of c. 27.5 hectares of land, the majority of the lands have been afforded a *ZO 02 New Residential Neighbourhoods* zoning in the Draft DP, which is welcomed and supported. The land forms part of the Castletreasure Expansion Area and Objective 10.82 of the Draft DP promotes their development "*as a strategic City consolidation and expansion area as identified in the Core Strategy*".

Murnane O'Shea Ltd are also grateful to the City Council for the engagement afforded and guidance provided regarding the appropriate and sustainable development of lands, since the City Boundary Extension in mid-2019. Following on from the submission and agreement in principle of the Urban Design Framework and Traffic and Transportation Assessment in 2020, our clients have continued with work on preparing a planning application and Environmental Impact Assessment Report (EIAR). This is to ensure that an application could be lodged as soon as it was feasible to do so and facilitate the prompt delivery of housing on the lands.

In addition to work on a planning application and EIAR, the landowners have had productive engagement with the National Roads Office of Cork County Council (NRDO) regarding the Compulsory Purchase Order (CPO) for the M28 Project and more importantly on the provision of an appropriate access to the lands to service the proposed residential development. We understand that the NRDO have no objection to the provision of the upgraded access to serve the residential development, based on the fact that it was the outcome anticipated by the Board in their assessment of Murnane O'Shea's Ltd.'s submission on the M28 Cork to Ringaskiddy Motorway Scheme, 04.HA0053 refers. In response to Murnane O'Shea Ltd.'s submission at Section 22.7.12 of her report, (Copy attached) the Inspector noted

*The objection is based on inadequate access to retained lands, reflective of the status of these lands as SLR3, which has been identified as likely to come forward as residential development. The objector did not appear at the oral hearing and was not represented. It is unclear where it is sought to locate the proposed revised access. It is considered that this is a matter that can be resolved between the parties as part of the compensatory measures and ongoing negotiations.*

While as noted by the Inspector, Murnane O'Shea Ltd., did not formally appear before the hearing, they were represented. Murnane O'Shea's representatives had discussions with the M28 Design Team at the Oral Hearing, where an agreement in principle was reached on the upgraded access requirements. Following this it was decided that it was not necessary to formally appear or give evidence. Based on this and recent positive and productive discussions with the NRDO, it is anticipated that the details of the upgraded access to serve the residential development of the lands will be agreed in the near future. Various options for achieving the appropriate access to the lands have been discussed with the NRDO and a preferred option is now emerging.

## RESPONSE TO TII CONCERNS

We note the TII's submission to the Draft City Development Plan and with respect to the Castletreasure Expansion Area and consider that their issues and recommendations regarding the proposed zoning can be summarised as follows

- Cork City Council should have regard to National Strategic Outcomes of the National Planning Framework;
- No evidence-based material on the potential traffic impact of the Castletreasure Expansion Area on the operation capacity of the M28 is available to support the zoning of these lands by Cork City Council; and
- Concerns regarding the potential for reliance of this area on the private car for transport.

Outlined below is our responses to the issues and concerns raised by TII.

### **Cork City Council should have regard to National Strategic Outcomes of the National Planning Framework**

The National Planning Framework (NPF) includes a list of 'shared goals' across the country framed as 10 National Strategic Outcomes, which include, inter alia, the development of compact growth and sustainable mobility. In their submission TII have correctly identified 2 of the 10 Strategic Outcomes to which the Planning Authority should have regard to, being *National Strategic Outcome No. 2 Enhanced Regional Accessibility* and *National Strategic Outcome No. 6 High Quality International Connectivity*.

The Planning Authority will note that the NPF does not suggest that these national objectives will be achieved exclusively through inter urban roads and that public transport has an equal role to play. It is natural given their "*primary function is to provide an integrated approach to the future development and operation of the national roads network and light rail infrastructure throughout Ireland*" that TII would focus solely on the National Strategic Outcomes that are relevant to them. Cork City Council's

functions are much broader and they do not have the luxury of selecting the National Strategic Outcomes, on which they can focus. However, the NPF does specify that the primary National Strategic Outcome is 'Compact Growth'. This is re-enforced in the NPF's Strategic Investment Priorities, which ranks the development of Housing and Sustainable Urban Development as the main priority and above the National Road Network.

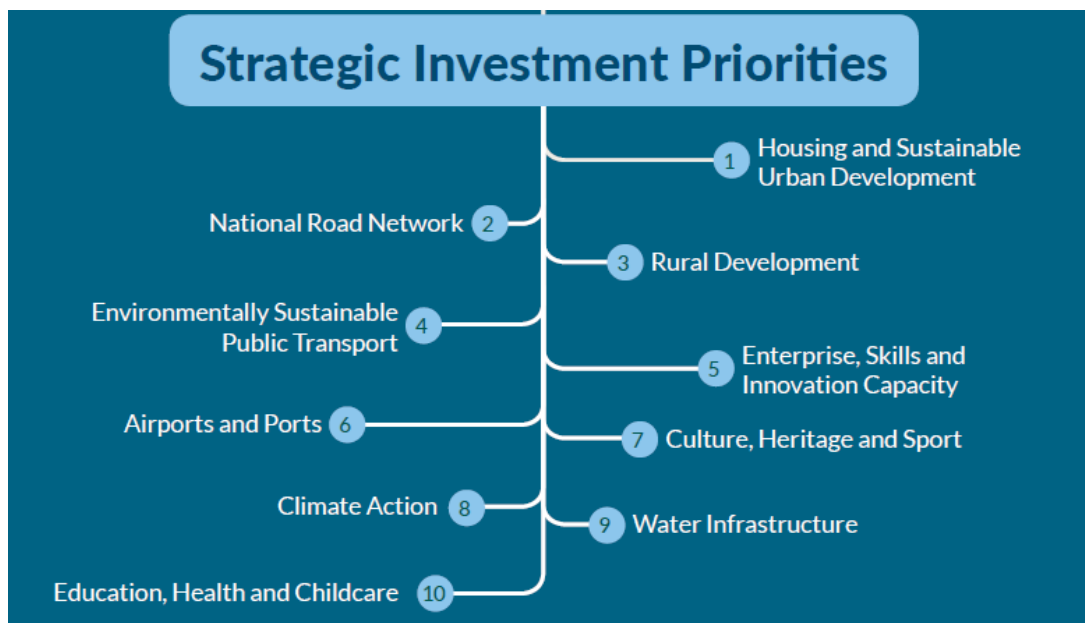


Figure 1.1 Extract of Page 13 of NPF

In accordance with **National Policy Objective 72a** Cork City Council has applied a standardised, tiered approach to differentiate between i) zoned land that is serviced and ii) zoned land that is serviceable within the life of the plan in preparing the Core Strategy and Growth Strategy for the Draft DP. The Planning Authority has complied with Appendix 3 of the NPF, which provides *A Methodology for a Tiered Approach to Land Zoning* in identifying the Castletreasure Expansion Area as Tier 2: Serviceable Zoned Land and in proposing a *ZO 02 New Residential Neighbourhoods* zoning objective. In accordance with the methodology defined by the NPF, the lands are

- contiguous to existing developed lands or to tier 1 zoned lands;
- are required to fulfil the spatially sequential approach to the location of the new development within the identified settlement; and
- have the potential to become fully serviced within the life of the plan.

We consider that Cork City Council's decision to identify the Castletreasure Expansion Area as Tier 2: Serviceable Zoned Land and in proposing a *ZO 02 New Residential Neighbourhoods* zoning objective for the lands, is in full accordance with the NPF and will assist in the delivery of its primary objective being the achievement of Compact Growth.

**No evidence-based material on the potential traffic impact of the Castletreasure Expansion Area on the operation capacity of the M28, is available to support the zoning of these lands by Cork City Council**

We were surprised to read TII's assertion that there is no evidence-based material on the potential traffic impact of the Castletreasure Expansion Area on the operation capacity of the M28 available. The Planning Authority will note that Section 12.2 of the attached Inspector's Report on the M28 Cork to Ringaskiddy Motorway Scheme lists the "*Issues raised by observers during the course of the application and during the oral hearing regarding traffic and transport*". Issue B 8 listed on page 109 is

*8. Validation of model – As it is now 2017, has the model been validated against more recent data? Has model included developments in pipeline such as Castletreasure and Maryborough Ridge and the considerable growth forecast for Carrigaline?*

Issues C 9 and C 10 listed on page 111 were

*9. Carr's Hill junction and slip road justification – this junction and associated slip roads will require vehicles to travel in the opposite direction and the need to queue, (with a low priority), in order to get back onto Maryborough Hill. It is unrealistic that traffic would stay on the M28 to Carr's Hill instead of exiting at Rochestown Road.*

*10. Carr's Hill junction layout – the design of the junction would result in too great a land take from the planned development at Maryborough Ridge and the road would be too close to the existing houses at this location. The proposed sound barriers would be just 7.5m from some of the houses. The inner lane radius is too narrow (as shown on Drg. GA0105) and there is no guarantee that the HGVs would not use this slip road. Queuing and hesitant traffic at this junction could lead to an accident and is also likely to result in traffic diverting to the Rochestown road on/off ramp instead to avoid delays.*

Queries regarding the validity of the traffic modelling used to support the M28 Motorway Scheme and in particular whether planned housing developments at Castletreasure, Maryborough Ridge and Carrigaline had been captured and assessed in the model were fully discussed and defended by the M28 Project Team during 6 days of the Oral Hearing. Mr. Paul Bergin, B.E., C.Eng, was appointed by An Bord Pleanála to advise on traffic and transportation issues and to prepare a report for the Board which is also attached.

In response to the challenges regarding the robustness of the traffic modelling and as noted in Section 12.4.4.3 of the Inspector's Report (page 134) the M28 Project Team indicated that these future development (including that at Castletreasure) had been captured in the medium growth scenario used. At page 41 of the Board's Traffic and Transportation Consultant's Report, Mr Bergin notes that

*An Opening Year of 2020 and a Design Year of 2035 were selected for the traffic study. Traffic growth will occur between the Baseline Year, Opening Year and Design Year. Growth in the study area was forecast using growth factors contained in TII Project Appraisal Guidelines.*

*Growth in traffic to and from external zones was taken from the model for the N40 Demand Management Study, which also used the TII growth factors.*

*The growth thus forecast was distributed locally taking account of the Carrigaline Electoral Local Area Plan and Land-Use classification for development in the area.*

The M28 Design Team and the Board's traffic consultant in defending and assessing the traffic modelling were clearly of the view that the traffic model accounted for all future development envisaged by the Carrigaline Electoral Area Local Area Plan. In addition, the Inspector in her report at Section 5.3.4.3 (page 26), page 84 and 85 notes that the subject lands at Castletreasure were identified as SLR 3, which was described "as likely to go ahead".

At Section 12.4.2.7 (pages 122 & 123) the Inspector assesses the "Impact on Local Road Network in Vicinity of Maryborough Hill/Carr's Hill" and states

*Mr. Bergin noted that the combination of the proposed interchange at Carr's Hill and the link road from there to Maryborough Hill will contribute significantly to changes in travel patterns on the local road network, particularly in the Douglas and Rochestown area. The EIS predicts that traffic will reassign from Douglas Village and from Rochestown Road to Carr's Hill interchange and link road.*

In conclusion the Inspector noted

*I would agree with the conclusions regarding the impact on local roads, and consider that the proposed Scheme would have an overall positive impact on journey times and traffic congestion on the local road network, although it is inevitable that there will be some links that will experience some additional congestion at peak times*

The reports from the Oral Hearing clearly highlight that the future development of the lands at Castletreasure were considered by the M28 Project Team and the Board as being included within the traffic modelling used to assess the M28 Cork to Ringaskiddy Motorway Scheme. In addition this model was used to assess the impact on the local road network of the M28, with traffic from the proposed development of the lands included within it. It was recognised that the addition of the Carr's Hill interchange would alter traffic patterns in the area and the impact of these changes were also fully assessed. Therefore, we consider that the impact of the proposed M28 including the introduction of the Carr's Hill Interchange on existing and future (2035) travel patterns and the local road network were fully assessed and that this included the traffic projections from the subject lands.

Following the Board's decision to grant permission for the M28 Cork to Ringaskiddy Motorway Scheme in June 2018, Cork County Council published the *Strategic Land Reserve Final Report*, in October 2018. The TII submission correctly identifies that in relation the subject lands (SLR 3) the report noted

*Given existing congestion in the area and the pending nature of the CMATS and the M28, development of these SLR lands would require more detailed consideration from a traffic and transportation perspective, including the issue of how the land can be accessed and the timeline for the delivery of roads and transportation improvements for the area. (Underline added)*

At this time details of the proposed Cork City Boundary Extension were being finalised and it became apparent that the lands would be included within the functional area of Cork City Council from May 2019. In June 2019 discussions with Cork City Council began regarding the most appropriate way to advance matters. Cork City Council advised that the first step would be the preparation of an Urban Design Framework, which would deal with masterplanning, connectivity, density, servicing, phasing and delivery of the proposed development.

In terms of the requirement for more “*detailed consideration from a traffic and transportation perspective*”, as outlined in Cork County Council’s *Strategic Land Reserve Final Report*, it was agreed that the methodology for this assessment would be defined by Cork City Council’s Traffic and Transportation Department. This Traffic and Transportation Report was prepared by MHL Consulting Engineers in accordance with the methodology defined by the Planning Authority and was submitted to Cork City Council in June 2020. The submitted Traffic and Transportation Report is attached and City Council subsequently confirmed satisfaction with the content and conclusions of the report

In terms of TII’s concerns that recommendation of the Cork County Council’s *Strategic Land Reserve Final Report* have not been met and which had four component parts, we note the following

- a) CMATS and the M28 are no longer pending;
- b) more detailed consideration from a traffic and transportation perspective was carried out by MHL Consulting Engineers based on a methodology agreed with Cork City Council;
- c) details of how the lands were to be accessed were provided and are the subject of ongoing consultations with the NRDO; and
- d) the Traffic and Transportation Study submitted to Cork City Council highlighted the timeline for the delivery of roads or transportation improvements in the area.

#### **Concerns regarding the potential for reliance of this area on the private car for transport**

The Planning Authority will be aware that the Castletreasure area is set to benefit from significant sustainable transport upgrades including the Ballybrack Valley Greenway, which runs through the site and will provide pedestrian and cyclist connectivity from Maryborough to the East with Douglas to the West. The recently permitted residential development to the north (ABP-304367-19) also provides an alternative access pedestrian and cycling route to Douglas Village and the development of this route is in accordance with objective SE-U-04 of the Ballincollig Carrigaline Local Area Plan and a Walkway & Cycleway objective contained in the Draft DP.

The expansion of residential development in this area presents the opportunity to improve public transport in the area for existing and future residents. Such improvements would serve the future

students of permitted national school, the future residents of the recently permitted SHD developments (ABP-304367-19 & ABP-307041-20) and the subject lands.

The stated objective of the Cork Metropolitan Area Transport Strategy 2040 (CMATS) is 'to deliver an accessible, integrated transport network that enables the sustainable growth of the Cork Metropolitan Area' with the emphasis on aligning land use and transport planning to reduce the need to travel by car and support the functioning of a sustainable, integrated transport system. Given, the significant proposed development planned for this area, there is an opportunity to make provision for improvements to the public transport service in the area, with pedestrian access to that provision being enhanced by the Ballybrack Valley Greenway.

The proposed development could deliver and facilitate the extension of the transport network along the Old Carrigaline Road (R-609) from that permitted in adjacent permitted SHD development (ABP-304367-19). We consider that the most efficient and appropriate means of achieving this is by extending the proposed BA – DO Ballyvolane Donnybrook (10 minute frequency) BusConnects route.

The development of a circular public transport through the site could involve the extension of the BA-DO Ballyvolane – Donnybrook Route south along the L-2464 and the R609 to the proposed entrance to the subject lands. A new Link Street is proposed as part of the proposed development which could extend west to link back with Donnybrook Hill.

In considering the traffic and transportation issues associated with the adjacent SHD application for Cairn Homes (ABP-304367-19) the Inspector concluded that

*I consider the provision of attractively landscaped walking routes within the scheme will encourage the uptake of more pedestrian/cyclist movement. The provision of local schools with improved greenway connectivity will also reduce car borne travel and it is noted there will be a reduction in traffic during school holidays.*

Conditions 17 and 18 of the Board's decision made specific provision for the timing and delivery of the extension and improvement to the Ballybrack Valley Greenway, which read as follows

17. *The route, alignment and finish of the extension to the Ballybrack Valley Pedestrian and Cyclist Route through the site shall be agreed with the planning authority and constructed by the developer at their expense as part of phase 1 of the development.*

*Reason: In the interest of amenity and safety.*

18. *Prior to first occupation of any of the units, the proposed pedestrian and cyclist links shall be satisfactorily completed at the applicant's expense and available for public use.*

*Reason: In the interests of pedestrian, cyclist and traffic safety.*

The development of our clients lands will involve the similar provision of attractively landscaped walkways and cycleways through the site and which will link with the Ballybrack Greenway, which traverses the site and the current SE-U-04 objective to the west. In addition the proposed

development of the lands will facilitate the extension of public transport to and potentially through the site to form a link between the Carrigaline Road and Donnybrook Hill.

The proposed development will benefit from convenient pedestrian, cycling and public transport options, which will provide for an attractive alternative to the use of the private car.

## CONCLUSION

Murnane O'Shea Ltd welcome and support the proposed zoning of the Castletreasure Expansion Area and consider that Cork City Council's decision to include the same in the Draft DP. We consider that the issues and concerns raised by TII have been fully addressed in the design and assessment of the M28 Motorway Scheme and by the applicant in consultation with Cork City Council, since the City Boundary Extension. In summary we wish to highlight the following

- Cork City Council's decision to identify and zone the Castletreasure Expansion Area is in full compliance with the recommendations and methodology defined in the NPF for the zoning of greenfield expansion lands;
- Evidence based material on the potential impact of the Castletreasure Expansion Area on the operational capacity of the M28, was provided during the assessment of the M28 Motorway Scheme and subsequently by MHL Consulting Engineers in accordance with a methodology defined by Cork City Council.
- Both of these assessments support the zoning of the subject lands by Cork City Council.
- The subject lands will benefit from convenient pedestrian, cycling and public transport options, and result in the creation of a sustainable residential community, which is not reliant of the private car.

We consider that concerns raised by TII in respect of the proposed Castletreasure Expansion Area have been fully addressed and our clients look forward to working with Cork City Council to accelerate the delivery of housing in Metropolitan Cork.

Please do not hesitate to contact us if you have any queries.

Yours sincerely



Harry Walsh  
HW Planning

Encls. Inspector's Report - M28 Cork to Ringaskiddy Motorway Scheme, 04.HA0053.

Report of Traffic & Transportation Consultant - M28 Cork to Ringaskiddy Motorway Scheme, 04.HA0053.

Traffic & Transportation Report prepared by MHL Consulting Engineers.