

# Submission to Draft Cork City Development Plan 2022 - 2028

*Strategic Submission for Lotamore Lands,  
Glanmire, Co. Cork*

September 2021



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# Introduction

This submission has been prepared by Ruden Homes Ltd in conjunction with the O'Connell family, in response to public notices inviting submissions from third parties and interested parties on the Cork City Development Plan review in accordance with section 11(2)(bc) of the Planning and Development Act 2000. Our client welcomes the publication of the Draft Cork City Development Plan 2022-2028 and the opportunity to participate in the plan making process which will inform the future development of Cork City.

- A strong population growth target for Glanmire to reflect its status as an important City Town.;
- Optimise infrastructure improvements and connectivity;
- Promote consolidation through integrated land use and transport planning;
- Prioritise the zoning of lands within the forthcoming development plan that are deliverable and accessible, forming a natural extension of Glanmire and promoting compact and sustainable growth;
- The application of residential density levels appropriate to the urban development pattern and strategic location of Glanmire;

Accordingly, this submission promotes and requests, primarily new residential neighbourhood zoning to include recreational, educational, walk and cycleways and the proposed new road connectivity from west of the New Inn school to Tivoli west of the Dunkettle Interchange.

The structure of this report is as follows:

- **Section 1 Introduction** provides a preliminary overview of the purpose of this submission;
- **Section 2 Strategic Location** outlines the strategic context of Lotamore, Glanmire.;
- **Section 3 Planning Policy Context** provides an overview of the policy context in respect of Glanmire.;
- **Section 4 Rational for Submission Request** sets out our client's requests in respect of the future strategic development of Glanmire; and
- **Section 5** provides a **Summary** of this submission.



## Strategic Location

Glanmire is located c. 9km from Cork City Centre with the settlement running parallel to the M8 Cork to Dublin motorway. Glanmire comprises several areas including Glanmire Village, Hazelwood, Riverstown and Sallybrook and is a large residential area located within Metropolitan Cork. The population of Glanmire, is 9,903 persons, making it the second largest of the four new 'Urban Towns' forming part of the expanded city area. Following a boundary extension in May 2019, the entire Glanmire area is now under the administration of Cork City Council.

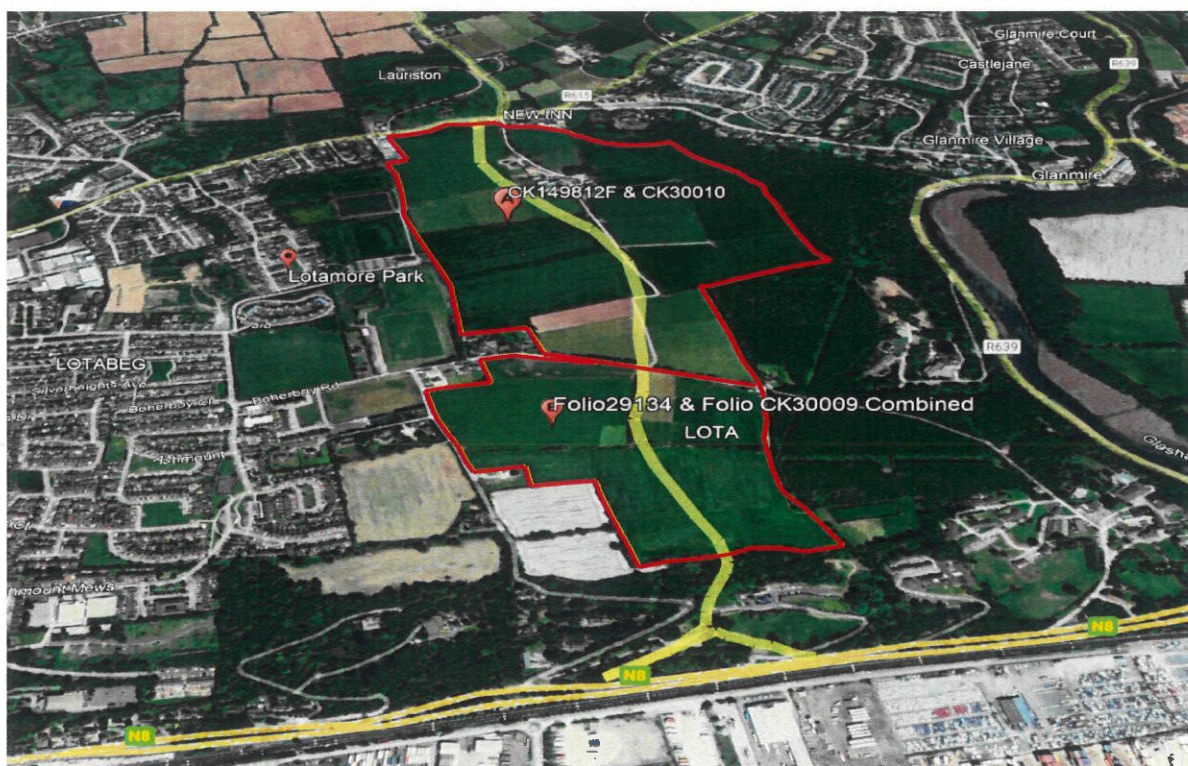
The area is separated from the old city boundary by a narrow strip of green belt land which has played a strategic role in keeping the city suburbs and Glanmire separate and has helped maintain agricultural/open space land between the two areas. Glanmire was once a collection of small villages but has grown to become an important settlement within Metropolitan Cork and now within the expanded city area.

Glanmire is a local service centre for the town and its wider hinterland with a strong retail presence and significant numbers employed in the service sector. The area is home to a number of Small-Medium Size Enterprises (SMEs) with many located at the Glanmire Business Park, Brooklodge Business Park and Sallybrook Industrial Estate. Its proximity to the large employment areas of Little Island and Carrigtwohill, as well as Cork City Centre, coupled with good connectivity to the wider metropolitan area, makes Glanmire an attractive location in which to reside.

The land which is subject of this submission measures approximately c. 70.4 hectares. The site is currently under agricultural use. The site expands across a raised level area, with the site sloping downward in a southerly direction. The site enjoys a number of outward views, in particular; views of the river lee and across the valley to the west and east, wooded and agricultural land to the east, as well as the residential areas to the north and immediate west side of the lands themselves.

The site is accessible via the Old Youghal Road to the north of the lands and the Boherboy Road dividing the lands to the south.

The area surrounding the site is characterised by a mix of uses including Sports Grounds and Facilities, Residential and proposed walkways and cycleways.



## Planning Policy Context

### 3.1 Project Ireland 2040 National Planning Framework (NPF)

The National Planning Framework (NPF) makes provision for population growth of an additional 340,000 - 380,000 people in the Southern Region. The majority of the region's growth has been allocated to Cork City and County which equates to an additional 226,620 people or 60% of the Region's growth.

The NPF sets out a number of national strategic outcomes to shape growth and development up to 2040. Those of particular importance to the development of Glanmire include:

- Compact Growth
- Sustainability Mobility
- Enhanced Regional Accessibility
- Strengthened Rural Economies and Communities
- Transition to a Low Carbon and Climate Resilient Society

The NPF targets a greater proportion (40%) of future housing development to be within and close to the existing 'footprint' of built-up areas.

### 3.2 Regional Spatial and Economic Strategy for the Southern Region (RSES)

It is a principle of the RSES to inform the integration of land use and transport planning by "ensuring that future developments are planned and designed to maximise their accessibility by public transport, walking and cycling".

The RSES states that transport investment will be identified and prioritised through the Cork Metropolitan Area Transport Strategy and sets out that it is an objective to optimise use of the intercity and commuter rail network, connecting Cork at a metropolitan, regional and national level, in order to cater for the movement of people and goods. It recognises that Glanmire is situated close to the rail network and will need to be upgraded to achieve this objective.

Regional Policy Objective RPO 10 sets out that the RSES seeks to achieve compact growth by prioritising housing and employment development in locations within and contiguous to existing city footprints where it can be served by public transport, walking and cycling.

Section 3.4 of the RSES states that sustainable regeneration and growth (particularly compact growth) will be achieved through effective sustainable transport and spatial land use planning. It emphasises that the distribution of growth must follow a spatial hierarchy that underpins delivery of the CMATS.

Section 6 of the RSES states that "the distribution of growth must be infrastructure led, phased and provided at an appropriate higher density at strategic nodal points on the transport network to underpin the viability and successful implementation of transport networks under the CMATS." It further notes that "where practicable, development within the metropolitan area should be carried out sequentially, and lands which are, or will be, most accessible by walking, cycling and public transport".

### 3.3 Cork County Development Plan 2014 (CCDP 2014)

The Cork County Development Plan 2014 identifies Glanmire as being a Metropolitan town. The objective of the Cork County Development Plan 2014 is to:

**Extant Policy CS 4-1(a) states that it is an objective to "recognise the importance of the role to be played by Metropolitan Cork in the development of the Cork 'Gateway' as a key part of the Atlantic Gateways Initiative and, in tandem with the development of Cork City, to promote its development as an integrated planning unit to function as a single market area for homes and jobs where there is equality of access for all, through an integrated transport system, to the educational and cultural facilities worthy of a modern and vibrant European City".**

The Cork County Development Plan (CDP 2014) establishes a hierarchical network of settlements in the County, allocating related population and housing growth projections. Glanmire is located within the Metropolitan Cork Area and is designated as a 'Metropolitan Town' which forms part of the 'Cork Gateway' and is located where major population, employment and housing development is encouraged and where the following strategic objective applies:

***"Critical population growth, service and employment centres within the Cork "Gateway", providing high levels of community facilities and amenities with infrastructure capacity high quality and integrated public transport connections should be the location of choice for most people especially those with an urban employment focus."***

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### 3.4 Municipal District Cobh Local Area Plan 2017 (LAP)

Lotamore, Glanmire is designated as a 'Main Town' in the current Cobh Municipal District Local Area Plan (LAP) 2017. The Cobh Municipal District LAP sets out a clear vision for the town of Glanmire as follows:

***"Glanmire is one of the key growth centres in Metropolitan Cork. The vision for the Metropolitan area, as set out in the Cork County Development Plan 2014, is to facilitate its development as the main engine of population and employment growth in the South West region. Glanmire will play a significant part in realizing the overall aims for Metropolitan Cork by delivering additional population growth in tandem with incremental retail growth, high quality social and community facilities and improved transport linkages while protecting its attractive woodland setting transport system, to the education and cultural facilities worthy of a modern and vibrant European City."***

The LAP acknowledges that the town has the potential to play a significant future role in the development of Metropolitan Cork, considering its ability to provide a strong supply of housing and business land in close proximity to the City.

The subject lands are located within the settlement boundary of Glanmire as defined by the Zoning Map of the 2017 Cobh Municipal District Local Area Plan.

### 3.5 Draft Cork City Development Plan 2022 - 2028

The draft Cork City Development Plan (CDP) sets out Cork City Council's policies for the development of Cork City to 2028 and beyond. It establishes the following vision for Cork City:

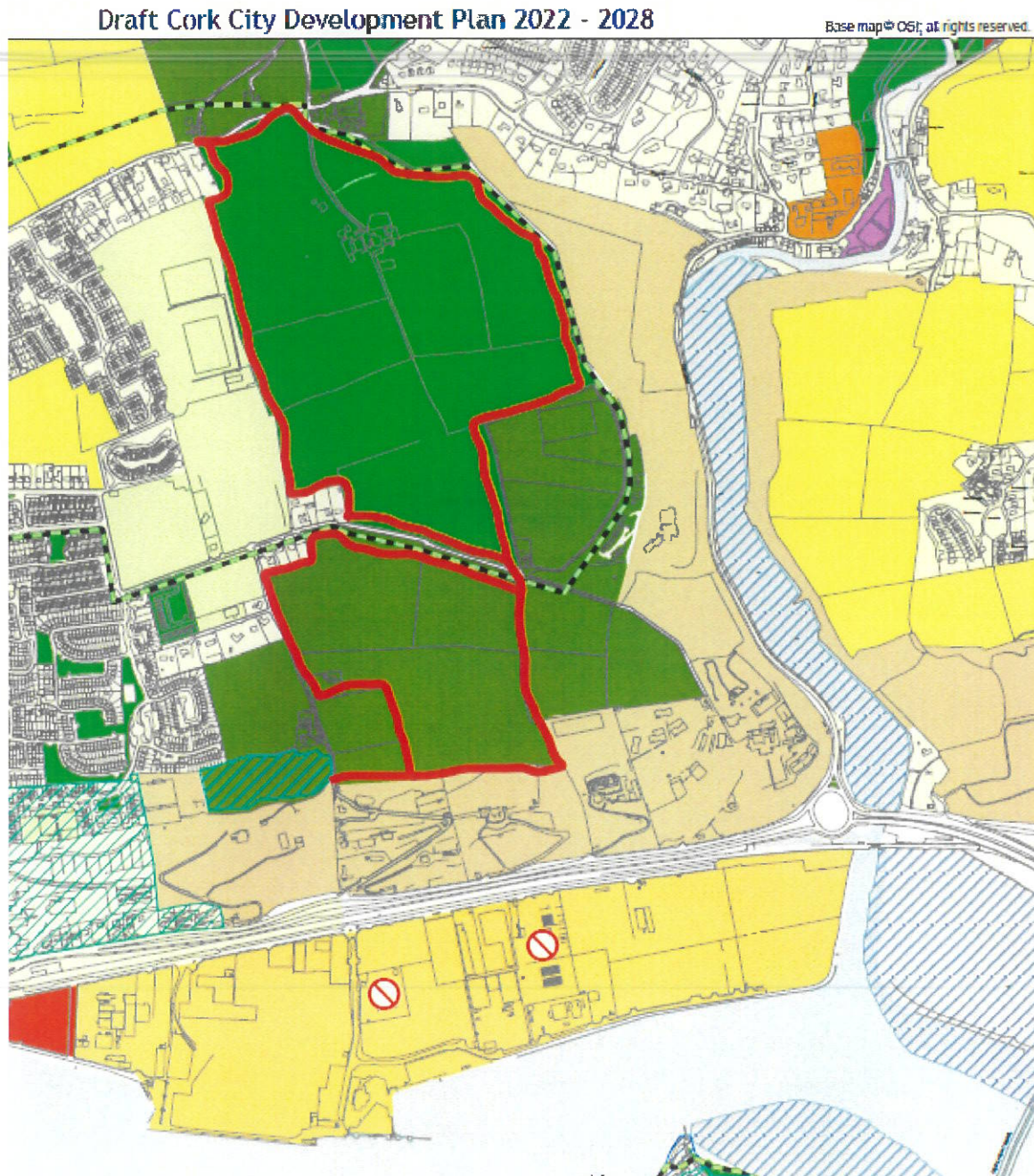
***"The Strategic Vision is for Cork City to take its place as a world class city, driving local and regional growth, embracing diversity and inclusiveness and growing as a resilient, healthy, age-friendly and sustainable compact city with placemaking, communities and quality of life at its heart."***

In the Draft CDP Glanmire is identified as one of the four 'Urban Towns'. The Role in the Core Strategy of the Urban Towns is as follows:



*"Phased delivery of strategic sites by targeting growth proportionate to the existing population within the four urban towns. All development shall focus on prioritising walking, cycling and public transport use. Apply a mixed- use approach to regenerating key underutilised locations. Use a range of designs and densities that reflect and enhance the individual character of each town."*

The lands are situated within the development boundary of Glanmire town and are zoned Z016 Public Open Space and Z021 City Hinterland.





## 4 Rationale for Submission Request

Our client welcomes this pre-draft stage of the CCDP which seeks to gather information to achieve the key objectives for the future growth of Lotamore, Glanmire. This section of the submission discusses and provides a rationale for each of the submission points stated in Section 1.

### 4.1 Increased Population Growth Targets

The RSES has prepared a Metropolitan Area Strategic Plan (MASP) in line with the NPF to provide more compact and connected growth. Section 1 of the MASP sets out that there is a planned growth rate of 50-60% to 2040 in the Cork City and suburban area of between two to three times the national average and a growth rate of up to 50% for the rest of the metropolitan area. The background paper on Population and Housing indicates that the population of Cork County is predicted to grow by nearly 105,000 people to about 437,000 people. Table 4.1 demonstrates that the population for county metropolitan Cork is projected to increase by 49,473 persons. This accounts for approximately 47% of the total population growth for Cork County.

Table 4.1: Summary of Growth Planning for Metropolitan Cork to 2040  
Source: Population and Housing Background Document

Table 2.1: Summary of the growth planned for Cork to 2040					
	Population based on Census 2016*	Population Target 2026	Population Target 2031	Population Target 2040	2016- 2040 Population Increase
County Metropolitan	94,553	114,553	124,553	144,026	49,473
Remainder of County	237,462	262,463	273,462	292,462	55,000
Total County	332,015	377,016	398,015	436,488	104,473
Cork City	210,853	261,853	286,178	333,000	122,147
Total Cork City & County	542,868	638,868	684,193	769,488	226,620
Source: <a href="http://www.southernassembly.ie">www.southernassembly.ie</a> and CCC breakdown of County Metro Population in 2016					

The current core strategy within the CCDP 2014 estimates a significant proportion of the population growth within the metropolitan county to the main settlements. The background paper on Population and Housing notes that a Core Strategy will be prepared as part of the new development plan in order to identify how population growth will be allocated across the settlements and rural areas for each Strategic Planning Area and Municipal District.

It is imperative that the Council have regard to RSES and the CMATS, in allocating population growth to Lotamore, Glanmire, as part of the forthcoming development plan. Point (c) of the Cork MASP Policy Objective 7 within the RSES states that it is an objective that *"the Core Strategies of City and County Development Plans in the Cork Metropolitan Area shall allocate the distribution of future population and employment growth with the integration of land use and transportation planning principles, public transport nodal points and targets identified through the Cork Metropolitan Area Transport Strategy."*

Furthermore, Lotamore, Glanmire is located close to Little Island which is identified as a strategic employment area and Carrigtwohill which is targeted for growth in its employment base. This would make Lotamore, Glanmire an attractive location for future growth. It is therefore submitted that the Council have regard to the strategic location of Lotamore, Glanmire and the fundamental role it will play in delivering the objectives of the CMATS; and that the forthcoming development plan is cognisant of the associated growth potential due to enhanced connectivity.

In light of recent national policy, there has been a move towards promoting more compact development within close proximity to existing public transport hubs. It is submitted that drawing on this national policy, that a key strategic objective of the new development plan should be to promote the development of sites for residential use where they are in close proximity to a public transport hub, such as Lotamore, Glanmire train station, and can benefit from its enhanced infrastructure network. This will have the benefit of providing more sustainable developments that are non car-dependent and are considered to respond to data in the Transport & Mobility background paper which indicates existing challenges in terms of car dependency and not achieving sustainable travel.



The forthcoming development plan needs to have regard to the CMATS which recognises that Loatmore will form a key part of the vision for the CMATS which sets out a framework for the planning and delivery of transport infrastructure and services to support the Cork metropolitan area's development in the period up to 2040 (Refer to Figure 4.2). The CMATS notes that a Transport Strategy is being finalised to enhance the

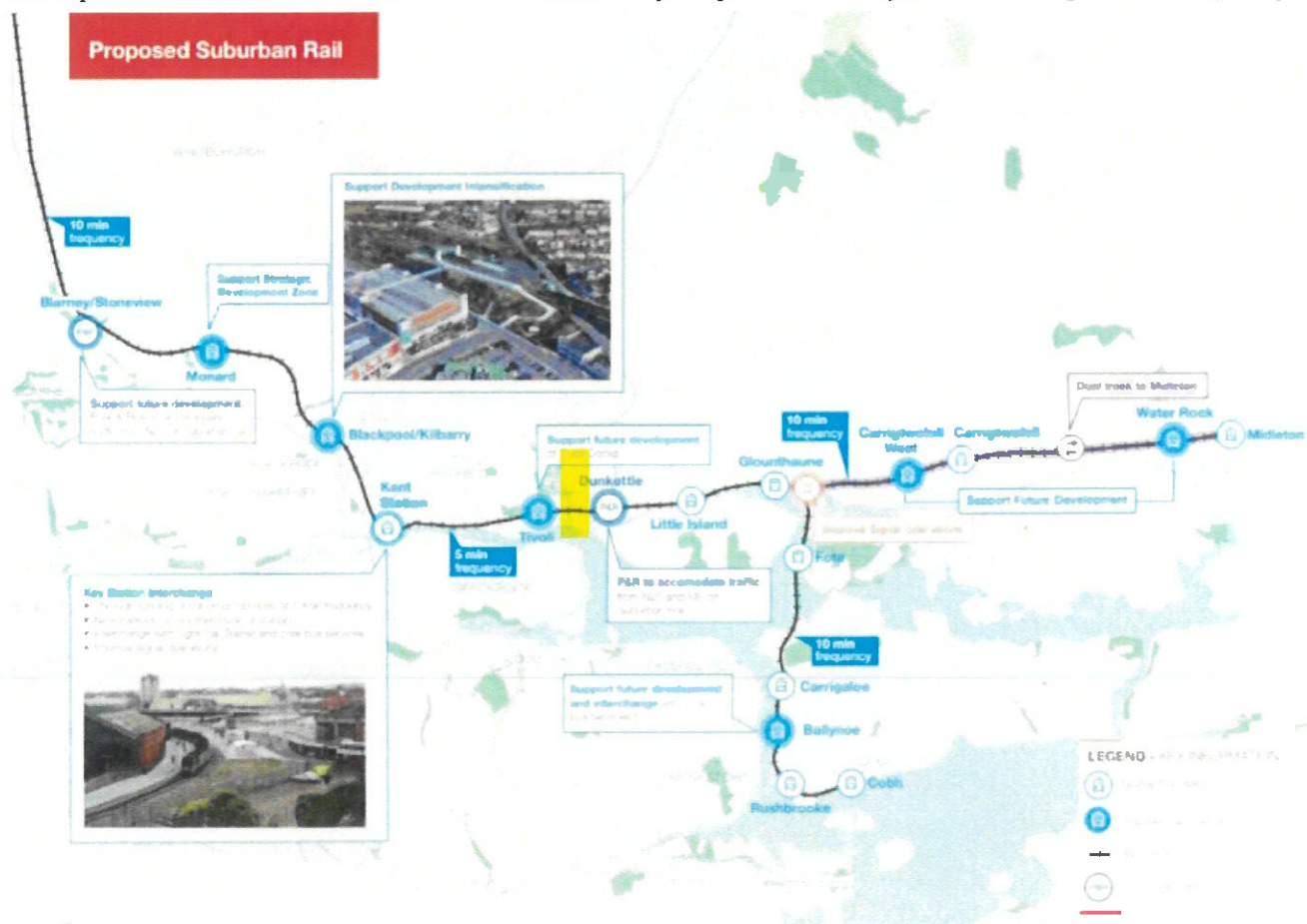
commuter rail service and proposes to maximise opportunities offered by the existing suburban rail network to support the travel needs across the Cork metropolitan area and to support better integration of land use planning and public transport.

The CMATS will be a national driver of population growth and economic activity over its lifetime. As acknowledged by the CMATS, this demand needs to be managed and planned to carefully safeguard and enhance Cork's attractiveness to live, work, visit and invest in. To achieve this, land use and transport planning will need to be far more closely aligned to reduce the need to travel by car and support the functioning of a sustainable, integrated transport system.

It is recognised that Lotamore are in keeping with the principles of compact growth and promoting sustainable travel led developments, its critical that the forthcoming development plan addresses these infrastructure constraints.

Although the gradient might be challenging at certain locations, the integration of appropriate footpaths and cycling infrastructure would address this issue and provide a safer and more accessible and user-friendly environment for residents to possibly access the train station, offering a far greater level of connectivity in to the future

It is therefore submitted that the new development plan prioritizes infrastructure improvement works for the settlement of Loiktamore and prepares a scheme to address the required works to ensure Lotamore can fulfil its role as a key future area to accommodate future growth. This would also be in keeping with the RSES which places a focus on growth of settlements throughout the region to improve and enhance accessibility, as well as to prioritise development where it can be served by public transport, walking and cycling.



### 4.3 Connectivity

As noted above Lotamore, Glanmire will require upgrades to existing infrastructure to ensure future development is located and designed to prioritise walking, cycling and public transport and to reduce car dependency. The CMATS recognises that the success and viability of public transport is linked to demand and that the CMATS will provide the opportunity to integrate new development at appropriate densities with high capacity public transport infrastructure in conjunction with more attractive walking and cycling networks and associated public realm improvements. This will not only have the benefit of extending the catchment of sustainable modes to more people and places but will also improve the viability of future investment in public transport by attracting higher demand.

The existing infrastructure constraints will need to be upgraded and managed in order to ensure connectivity sufficient to sustain the viability of a train station platform in the future. The forthcoming development should have regard to the distance from the train station and the edges of the settlement which are beyond 1km. To take account of this, it is therefore considered that the public transport service should be supplemented with complementary facilities such as drop and go together with bicycle parking. This would greatly appeal to future residents of the Lotamore lands, but will also appeal to people accessing Cork City from more rural areas of the county. This would not only seek to maximise connectivity for Lotamore area, but also seek to secure more investment in potential future infrastructure upgrades to improve the rail line access, which would be key. We have built in this general area in the past, we feel it's an area that would benefit from strong social boost by creating developments that offer much greater residential offerings consequently creating much greater diversity in the area.

### 4.4 Promote consolidation through integrated Land Use and Transport Planning

As noted in Section 3, the RSES and the NPF promote compact growth and recognise that the sequential development of lands is critical to supporting consolidated growth.

The CMATS states that the *"distribution of population and employment growth in the metropolitan area must align with public transport investment, and focus on regeneration, consolidation and infrastructure led growth of the city and suburbs, existing hierarchy of metropolitan towns and the strategic employment locations"*.

The CMATS also states that:

*"There are high levels of car usage for relatively short trips to places of education, particularly for primary schools across the CMA (Cork Metropolitan Area). Walking will become a more attractive choice through the implementation of safe, legible, pleasant walking routes and improvements to the pedestrian and cyclist environment within the immediate vicinity of the school"*.

The CMATS further emphasises that *"trips to places of education make up the highest percentage of trips in the morning peak - representing 36% of the total. Whilst the volume of commute trips is also significant at 29%"*.



## 4.5 Principle of Zoning

In terms of the requirement for zoning lands as part of the forthcoming development plan, it is imperative that the Council have regard to a number of principles underpinning recent national guidance including density and promoting more sustainable and compact development. As noted previously, the predicted growth of 49,473 up to 2040 for the metropolitan county will result in a significant population increase that will be managed and aligned along the rail corridor to reduce the need to travel by car and support the functioning of a sustainable, integrated transport system. It is therefore submitted that the forthcoming development plan protects the zoning of existing residentially zoned lands within the settlement boundary and ensures that there is a sufficient quantum of lands zoned to facilitate the population target for Glanmire. It is also imperative that the forthcoming development plan has regard to density and deliverability in addition to the previous points made in respect of connectivity and infrastructure investment.

### 4.5.1 Density

Recent national policy places a focus on achieving a higher density in order to provide more compact growth and prevent urban sprawl. The Council's Settlements and Placemaking background paper is cognisant of this and advocates the highest densities in settlements with a population of over 5,000 and along high-quality public transport routes and advocates lower densities in settlements with populations in the range of 400 – 5000 population.

In terms of smaller towns and villages with a population of 400 to 4000, Table 4.1 of the background paper sets out that average densities of 25-30 are recommended for edge of centre sites to achieve a clear urban hierarchy and transition between the high density core and lower density edge; and that for greenfield lands only sites located contiguous to the built envelope should be permitted to ensure the sequential development of the town/ village with densities of 30 -35 units/ha recommended.

It is considered that Lotamore should be distinguished from other key areas due to its proximity to the transport corridor and potential for increased growth targets. Densities of 30-35 dwellings per hectare is considered appropriate for Lotamore due to its proximity to a railway corridor, educational and village services and strong employment bases in Cork City, Little Island and Carrigtwohill. The forthcoming development plan should therefore include guidance on appropriate density provisions.

Notwithstanding this, it should be recognised that certain sites may also have limitations in achieving higher densities due to challenging site conditions such as gradients so the forthcoming development plan should provide flexibility in applying densities where appropriate. It is therefore critical that the new development plan allows flexibility for such lands to still be developed in order to balance the provision of housing and open space and protect and provide a development that is appropriate to the existing scale, character and densities of adjoining areas, which are predominantly residential immediately to the west and east.

However, Table 4.2.1 sets out that larger schemes may be considered where the layout reinforces the existing character of the village and the scheme does not present as a housing estate more suited to a larger settlement.

Taking into consideration the projected population growth for metropolitan Cork Area the Lotamore lands are in a strategic location, this when coupled with the proposed new road infrastructure proposed in our submission will create the possibility of a future railway link/access to the Cobh Line. higher densities could be supported where appropriate in line with national guidance. This will be further strengthened by the improvement of this larger strategic site, which will have the potential to deliver the required level of housing, together and along with the supporting level of services while promoting sustainable growth.

#### **4.5.3 Deliverability**

It is submitted that lands which have the opportunity to be commenced and thus offering delivery within the life of the forthcoming development plan should be prioritised for zoning. It is a target of the NPF and RSES to provide a greater proportion of future housing development to be within and close to the existing 'footprint' of built-up areas. In zoning lands, priority should be given to lands where there is an evident objective of the landowner to bring lands forward for development during the lifetime of the new Development Plan. For example, Ruden Homes have been delivering and actively progressing the development of residential estates in the periphery of the Cork City bound, over the last three decades and has committed to working with the Cork City Council and we currently delivering housing in the City environs.

It is submitted that there should be a strategic objective to prioritise delivery of sites that are accessible, are close to the train station and have evidence of a willingness to develop the lands and whose development capacity will be enhanced by proposed infrastructure investments.

It is also important to note that the delivery of residential lands should not be constrained by potential infrastructure limitations and flexible policy guidance should be provided in the forthcoming development plan to allow for phased development concurrent with future improvement schemes.

## Summary

This submission is made on behalf of Ruden Homes Ltd. and relates to the strategic growth of lands for residential development lands at Lotamore Farm , Glanmire is strategically located in terms of its location to public transport services, key infrastructure routes, access to a strong employment base; local village and educational services; and its growth should continue to be supported in line with its designation as a Key Village.

As set out in greater detail within Section 4 of this submission, it is submitted that the forthcoming development plan seeks to achieve the following strategic objectives to facilitate the sustainable growth of Glanmire:

- **A strong population growth target for Glanmire to reflect its status as an important Key Village;**
- **Optimise infrastructure improvements and connectivity;**
- **Promote consolidation through integrated land use and transport planning;**
- **Prioritise the zoning of lands within the forthcoming development plan that are deliverable and accessible, forming a natural extension of Glanmire and promoting compact and sustainable growth;**
- **The application of residential density levels appropriate to the urban development pattern and strategic location of Glanmire;**
- **A direct benefit of this larger strategic type site, is to allow a greater number of residential units to be delivered to reflect the strategic location of Lotamore to the a rail corridor.**