

**Proposed Amendment No. 1 Cork City Council
Ballincollig Carrigaline Municipal District Local Area Plan
2017
Castletreasure Douglas**

Facilitate the Rezoning of lands designated as Metropolitan Greenbelt to Residential zoning SE-R-14 at Castletreasure, Douglas Cork City and extend settlement development boundary to encompass subject site.

Planning Report

21st December 2020



Comhairle Cathrach Chorcaí
Cork City Council



We are Cork.

Introduction

Cork City Council proposes to make a variation to the Ballincollig Carrigaline Municipal District Local Area Plan 2017 under Section 20.(3) of the Planning and Development Act, 2000 (as amended) and Section 30.(4)(b) of the Local Government Act 2019. The purpose of the proposed variation is mainly to facilitate residential development in an area of high housing demand. The proposed alteration consists of material changes to the Ballincollig Carrigaline Municipal District Local Area Plan 2017.

This reports sets out a proposal to rezone a c. 21.7 hectare site located on Carrigaline Road, Castletreasure, Douglas (referred to as “the Site” in this report) from “Metropolitan Green Belt” to “Residential,” through an amendment to the Ballincollig Carrigaline MD LAP 2017.

2.0 Site Context

As shown in Figure 1, the Site is located at Carrigaline Road, Castletreasure and is currently in agricultural use, there is a disused farmhouse on site and associated farm buildings. The site owners have proposed rezoning of the site to allow for consideration of a planning application for residential development.

Figure 1: Aerial View and Site Context



Neighbouring Development and land uses

The area in the vicinity of the site is largely residential with significant housing developments to the east at Maryborough where development continues apace. In addition, a significant housing development has recently been granted permission on the lands to the immediate north of these lands on SE-R-06. Table 1 below details recent Strategic Housing Developments granted in the vicinity of the site.

Permission No	Development Description
307041	449 Residential units at Maryborough Ridge. Residential Zoning SE-R-12
304367	472 Residential units at Castletreasure SE-R-06
303098	251 no. residential units, Cooney's Lane SE-R-04

Table 1: SHD's Douglas Area

3.0 Strategic Planning Context

National Policy Context

National Planning Framework

- The National Planning Framework is a planning framework to guide development and investment over the period to 2040 through a set of national objectives (NPO's) and key principles from which more detailed and refined plans will follow.
- Included in this is a target for at least 50% of all new housing to be delivered within existing built-up areas, this site is located within the existing built up area of Cork City and suburbs as defined by the NPF.
- Notably it has also allocated a significant growth target for Cork City and Suburbs as per table 1 below

City	Population 2016	Population Growth to 2040 ²⁷		Minimum Target Population 2040
		% Range	People	
Dublin - City and Suburbs	1,173,000	20-25%	235,000 - 293,000	1,408,000
Cork - City and Suburbs	209,000	50-60%	105,000 - 125,000	314,000
Limerick - City and Suburbs	94,000	50-60%	47,000 - 56,000	141,000
Galway - City and Suburbs	80,000	50-60%	40,000 - 48,000	120,000
Waterford - City and Suburbs	54,000	50-60%	27,000 - 32,000	81,000

Table 2: NPF Growth Targets

- The National Planning Objectives of relevance for this site are set out in Table 2 below

NPO	Description	Comment
NPO 3b	Deliver at least half (50%) of all new homes that are targeted in the five Cities and suburbs of Dublin, Cork, Limerick, Galway and Waterford, within their existing built-up footprints.	This site is located within the existing built up footprint of Cork City and Suburbs.
NPO 4	Ensure the creation of attractive, liveable, well designed, high quality urban places that are home to diverse and integrated communities that enjoy a high quality of life and well-being.	Development of this site will be by mean of a detailed masterplan which will contain proposals for and facilitate increased connectivity in the South Eastern quadrant of the city.
NPO 5	Develop cities and towns of sufficient scale and quality to compete internationally and to be drivers of national and regional growth, investment and prosperity.	Residential development on this site will contribute to the increased population targets for Cork City & suburbs.
NPO 8	To ensure that the targeted pattern of population growth of Ireland's cities to 2040 is in accordance with the targets set out in Table 4.1.	Residential development on this site will contribute to the increased population targets for Cork City & suburbs.
NPO 27	Ensure the integration of safe and convenient alternatives to the car into the design of our communities, by prioritising walking and cycling accessibility to both existing and proposed developments and integrating physical activity facilities for all ages.	Development objective for this site includes provision for the Ballybrack Cycleway an important component of the Cork Cycle network plan. Development proposals will be required to provide for additional pedestrian and cycling connectivity.
NPO 32	To target the delivery of 550,000 additional households to 2040	Residential Development on this site will contribute to national targets for additional households.
NPO 33	Prioritise the provision of new homes at locations that can support sustainable development and at an appropriate scale of provision relative to location.	

Table 3: NPO's

Regional Policy Context

Regional Spatial and Economic Strategy

The Regional Spatial and Economic Strategy for the Southern Region (RSES) – is a 12-year strategic regional development framework to guide this change. It establishes a broad framework for the way in which our society, environment, economy and the use of land should evolve. It includes Metropolitan Area Strategic Plans (MASPs) for Cork, Limerick-Shannon and Waterford and strategies for our Key Towns, towns, villages and rural areas. The RSES primarily aims to support the delivery of the programme for change set out in Project Ireland 2040, the National Planning Framework (NPF) and the National Development Plan 2018-27 (NDP). As the regional tier of the national planning process, it will ensure coordination between the City and County Development Plans (CCDP) and Local Enterprise and Community Plans (LECP) of the ten local authorities in the Region.

There is nothing of concern contained within this proposed amendment regarding the RSES.

Cork Metropolitan Area Transport Strategy (CMATS)

CMATS represents a coordinated land use and transport strategy for the Cork Metropolitan Area (CMA) to cover the period up to 2040. The Strategy is considered to be flexible with the ability to scale up public transport capacity and frequencies as necessary along CMATS agreed transport corridors.

Amongst the features in CMATS pertinent to this site are proposals for Bus Connects, a high frequency bus route network with adaptability and flexibility to meet demand as required. Additionally, CMATS supports the Cork Cycle Network Plan which will facilitate this site via the proposed Ballybrack Cycleway.

Local Policy Context

Ballincollig Carrigaline MD LAP 2017

The subject site is located within the Metropolitan Green Belt in the Ballincollig/Carrigaline Municipal District Local Area Plan. The key planning policy relating to the current land use zoning is set out in Chapter 4 of Volume 1 of the Cork County Development Plan 2014.

Metropolitan Green Belt

RCI 5.2 Purpose of Metropolitan Green Belt

“Maintain a Green Belt for Metropolitan Cork with the purposes of retaining the open and rural character of lands between and adjacent to urban areas, maintaining the clear distinction between urban areas and the countryside, to prevent urban sprawl and the coalescence of built up areas, to focus attention on lands within settlements which are zoned for development and provide for appropriate land uses that protect the physical and visual amenity of the area”

RCI 5-3: Land Uses within Metropolitan Greenbelt

Preserve the character of the Metropolitan Greenbelt as established in this Plan and to reserve generally for use as agriculture, open space, recreation uses and protection / enhancement of biodiversity of those lands that lie within i

As can be derived from the above Residential Development could not considered under its current status in the LAP.

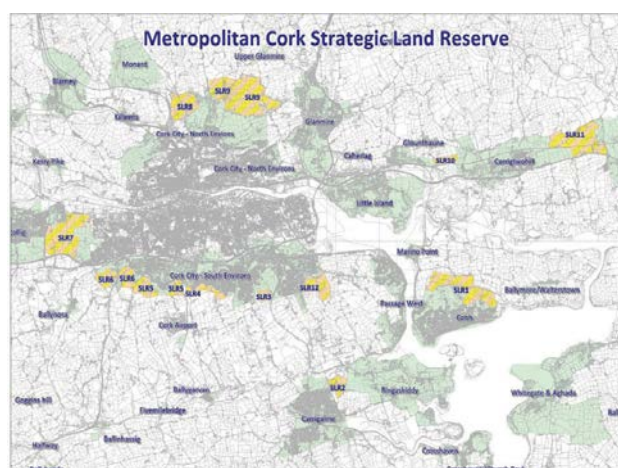
Metropolitan Cork Strategic Land Reserve

The Strategic Land Reserve Initiative previously undertaken by Cork County Council identified this site as being suitable for further investigation with the potential to deliver housing in the short to medium term.

One of the key principles for assessing an SLR sites viability is Sequential Approach: Selecting sites based on the principle that potential green---belt development should, where deemed appropriate, be in the immediate environs of Cork City in the first instance.

This site is located within the existing built up footprint of Cork City & Suburbs ,can be serviced and offers opportunities to leverage maximum returns from infrastructural development whilst not prejudicing the delivery of, or necessitate upfront investment which may be considered, regional or national in scale.

All Water infrastructural upgrades to facilitate this site will be privately funded by the developer and as such the works required will not have consequences for future strategic works in the Cork Area.



Cork Metropolitan Area Transport Strategy (CMATS)

CMATS represents a coordinated land use and transport strategy for the Cork Metropolitan Area (CMA) to cover the period up to 2040. The Strategy is considered flexible with the ability to scale up public transport capacity and frequencies as necessary along CMATS agreed transport corridors.

CMATS will deliver an integrated transport network that addresses the needs of all modes of transport, offering better transport choices, resulting in better overall network performance and providing capacity to meet travel demand and support economic growth.

Additional items for consideration

M28 Motorway

The N28 National Primary route links Ringaskiddy to Cork City and onwards to the wider regional and National road network. It is proposed to construct a new M28 Motorway from Cork to Ringaskiddy from the existing N28 N40 Bloomfield interchange on the South Ring Road to Ringaskiddy village. The

new road will remain online using the existing N28 from the Bloomfield interchange to Carrs Hill and from there the route will go offline to the west of the existing N28 passing between the existing Shannonpark roundabout and Carrigaline. From there the route will pass to the south of Shanbally and Ringaskiddy villages where it will terminate at the new Port of Cork facility at Ringaskiddy. Contained within the Motorway Scheme are ancillary local road network upgrades. Development or at least the scale of development of this site may be contingent on the timing and delivery of this scheme and ancillary upgrades. Therefore, it is essential that all access arrangements are agreed in advance at Development Management stage.

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4.0 Reasons for Rezoning Proposal

The proposed rezoning is in accordance with the proper planning and sustainable development of the area for the following key reasons:

- 1) Development of this site is desirable in terms of both general planning principles and national policy on compact urban growth.
- 2) There is a strong demand for residential development at this location) and the rezoning of this site would be in accordance with the provisions set out in the National Planning Framework which sets out ambitious growth targets of Cork City and Suburbs in particular National Planning Objective 3 (a).

The site is located within the existing built up footprint of Cork City and suburbs and development of this site for residential purposes is in accordance with NPO 3(b).

This site has been specifically identified as being potentially suitable for residential development in the Metropolitan Cork Strategic Land Reserve report prepared by Cork County Council in October 2018.

- 3) There is an urgent need for more residential development in the Cork City South Environs (i.e. the proposed new zoning objective). The site is suitable for residential development with regard to accessibility and proximate amenities. These include:

Table 4: Proximate Amenities

Access	An overbridge will be constructed by the developer to access the site thus reducing interference with the free flow of traffic on the adjoining regional road, access to be agreed at the Development Management Stage with Cork City Council and Transport Infrastructure Ireland. Potential for increased connectivity through neighbouring development to the north and development of this site will facilitate the construction of the Ballybrack Cycle Way as per the Cork Cycle Network plan. 10-15-minute cycle from Douglas Village Centre The site is on a regular bus route with potential for high frequency services as identified in the Cork Metropolitan Area Transport Study Potential for modal shift
Services	Various multiples within 5-minute drive.
Primary Schools	Within 05-20-minute walk <ul style="list-style-type: none"> Primary School under construction on lands to the north.
Amenity Space	Ballybrack Woods (Mangala) 19-minute walk currently, expected to be significantly reduced by the proposed cycle way, Douglas Pitch & Putt (10-minute walk currently)

The key uses immediately surrounding the site comprise Douglas Golf Course, one off housing, large scale residential development and education and agriculture. It is considered that a residential use would not be incompatible with these existing uses, subject to appropriate site layout and design at the planning application stage. The site will form an extension of existing residential lands in the vicinity (see Figure 2).

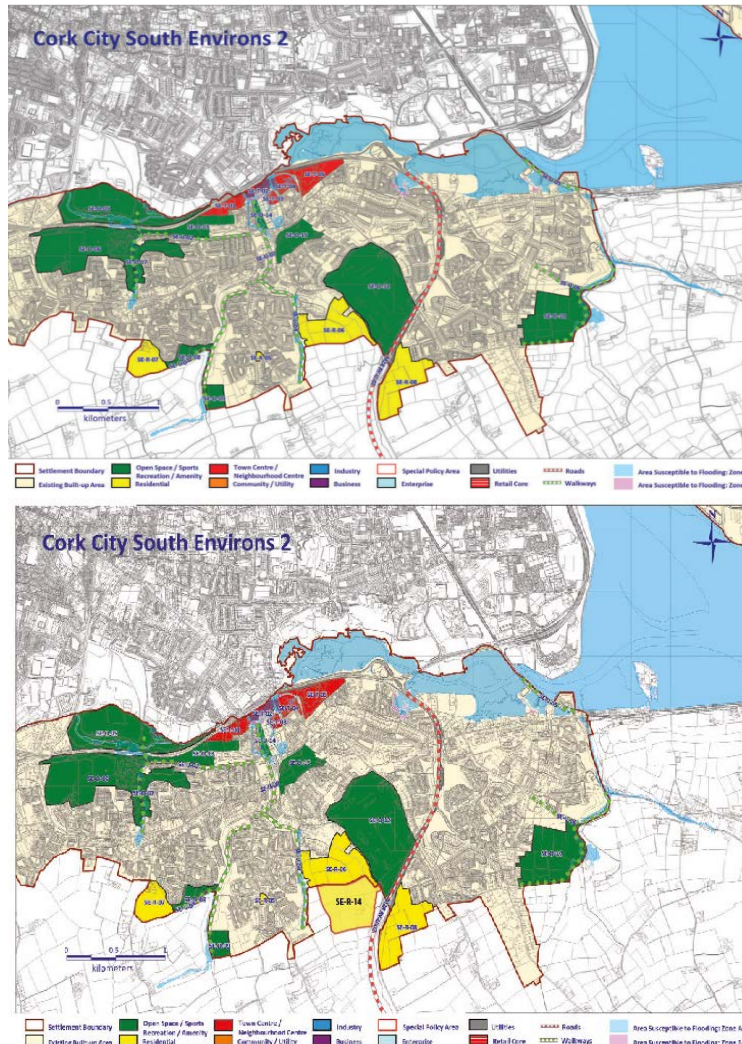
5.0 Changes to the Ballincollig Carrigaline MD LAP 2017 arising from Amendment No 1,

Text no longer considered relevant or pertaining to other settlements has been struck through or deleted. The textual changes proposed and location of same are contained in Table 5 below. In the interests of clarity chapters on the settlements and key assets of Ballincollig, Carrigaline, Passage West, Ringaskiddy and Cork Airport as well as villages and other settlements have been deleted. The text that has been modified or deleted is contained in Appendix A of this report. The proposed new objective is contained in Table 6 below.

List of changes to facilitate Amendment No 1		
Chapter	Section	Comment
1	Table 1.2	Strike-through figures
	1.7.26	Strikethrough and revised text
2	2.4.4	Strikethrough and revised text
	Table 2.3	Strikethrough
3	Section 3.5.9	Strikethrough and revised text
	Section 3.5.10	Strikethrough
	General objectives	Strikethrough General Objectives SE-GO-01 and SE-GO-02
	Land Use Objectives Table	Insert new Objective SE-R-14 and Objective text.

Table 5: Textual changes

Figure 2. Existing Zoning Map and Proposed Change to Zoning Map



Objective No.		Approx. Area (Ha)
Residential		
SE-R-14	High and Medium A density residential density. Development of this site is to include the following;	21.4

	<p>Residential development to cater for a variety of house types and sizes.</p> <p>Phasing and the number of dwellings which can proceed and be occupied within defined periods shall be agreed in advance at Development Management stage but will be dependent on the following,</p> <ul style="list-style-type: none"> • The timing and provision of appropriate vehicular access, including provisions for future public transport requirements in the immediate site area, pedestrian and cycling access. • The upgrade and completion of the proposed N28/M28 national road and ancillary local network improvements. <p>Any development proposals shall contain noise attenuation measures, details to be agreed at Development Management Stage with Cork City Council and TII.</p> <p>The timing and provision of appropriate drinking water and waste water disposal services for the development including where necessary the upgrading of off-site infrastructure.</p> <p>Additionally, any development proposals on site shall make provision for the following</p> <ul style="list-style-type: none"> • Retention of the existing trees and hedgerows within the overall development of the site where practicable. • A detailed ecological survey for the entire site carried out by a suitably qualified ecologist. • A construction management plan with detailed proposals for the protection of riparian zones within the site. • A detailed surface water management plan including provision for on-site attenuation. <p>Provision of a cycleway CSE GW 4 Cycle paths/Greenway – as per the Cork Cycle Network Plan.</p>	
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Table 6: New Site Specific Zoning objective

5 0 Conclusion

The proposed rezoning of 21.4 hectares of “Metropolitan Green Belt” zoned land to “Residential” would facilitate an orderly redevelopment of the lands that are the subject of this report, for residential and related uses. Providing residential development on this strategically located greenfield site would be in keeping with policies set out in the National Planning Framework and

with the findings of the Metropolitan Cork Strategic Land Reserve Report 2018. The proposed rezoning will facilitate further housing in the city, close to existing amenities. Given these factors, the proposed rezoning is in accordance with the proper planning and sustainable development of the area.

Appendices

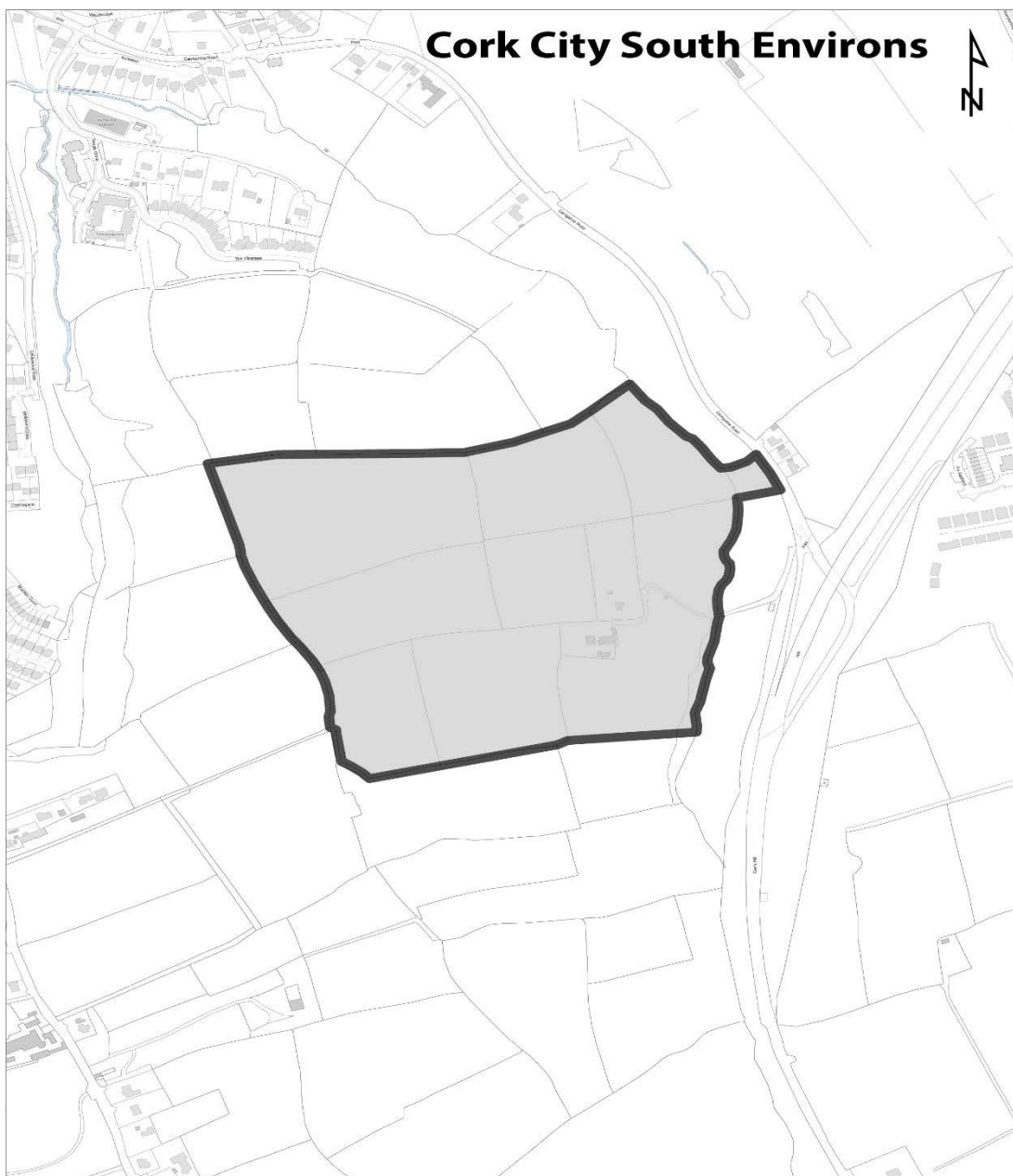
Appendix A- Mapping Changes

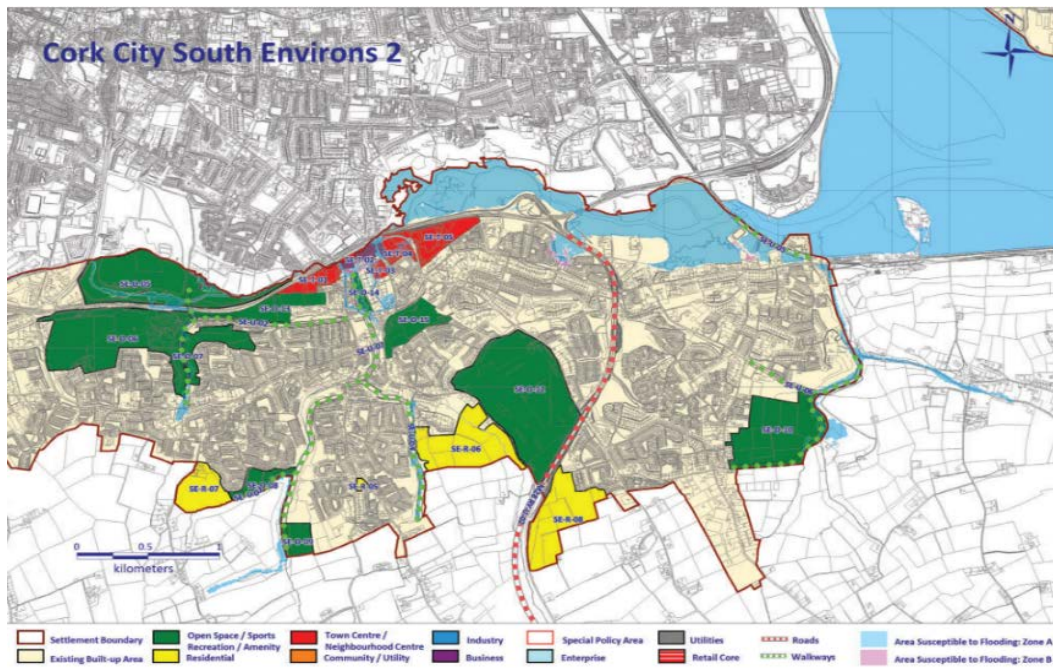
Appendix B- Textual Changes

Appendix A: Map of Amendment

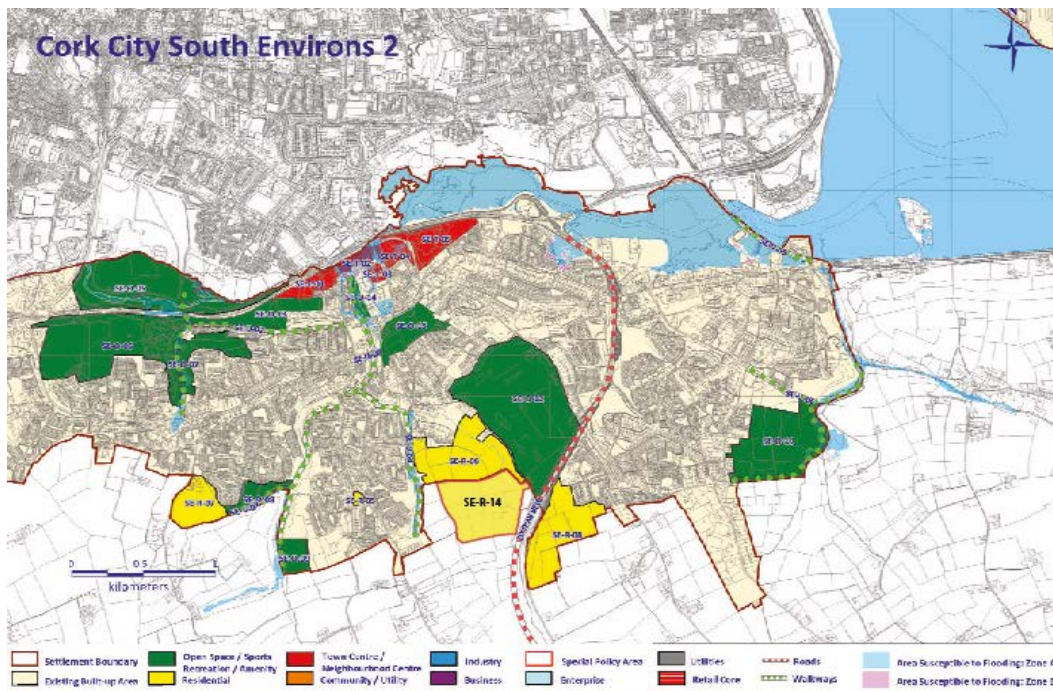
It is proposed to extend the development boundary in Section 3 “Main Town” “Cork City South Environs of the Ballincollig Carrigaline Municipal District Local Area Plan 2017 to include a parcel of land currently within ‘Metropolitan Cork Greenbelt’ and including this land as ‘Residential’ within the Development Boundary of Cork City South Environs. The amendment relates to changes to the: Amended ‘Cork City South Environs Zoning Map 2’ in the Ballincollig Carrigaline Municipal District Local Area Plan, 2017, as follows:

a) Amended ‘Cork City South Environs Map No 2 in Ballincollig Carrigaline Municipal District Local Area Plan, 2017, as follows:

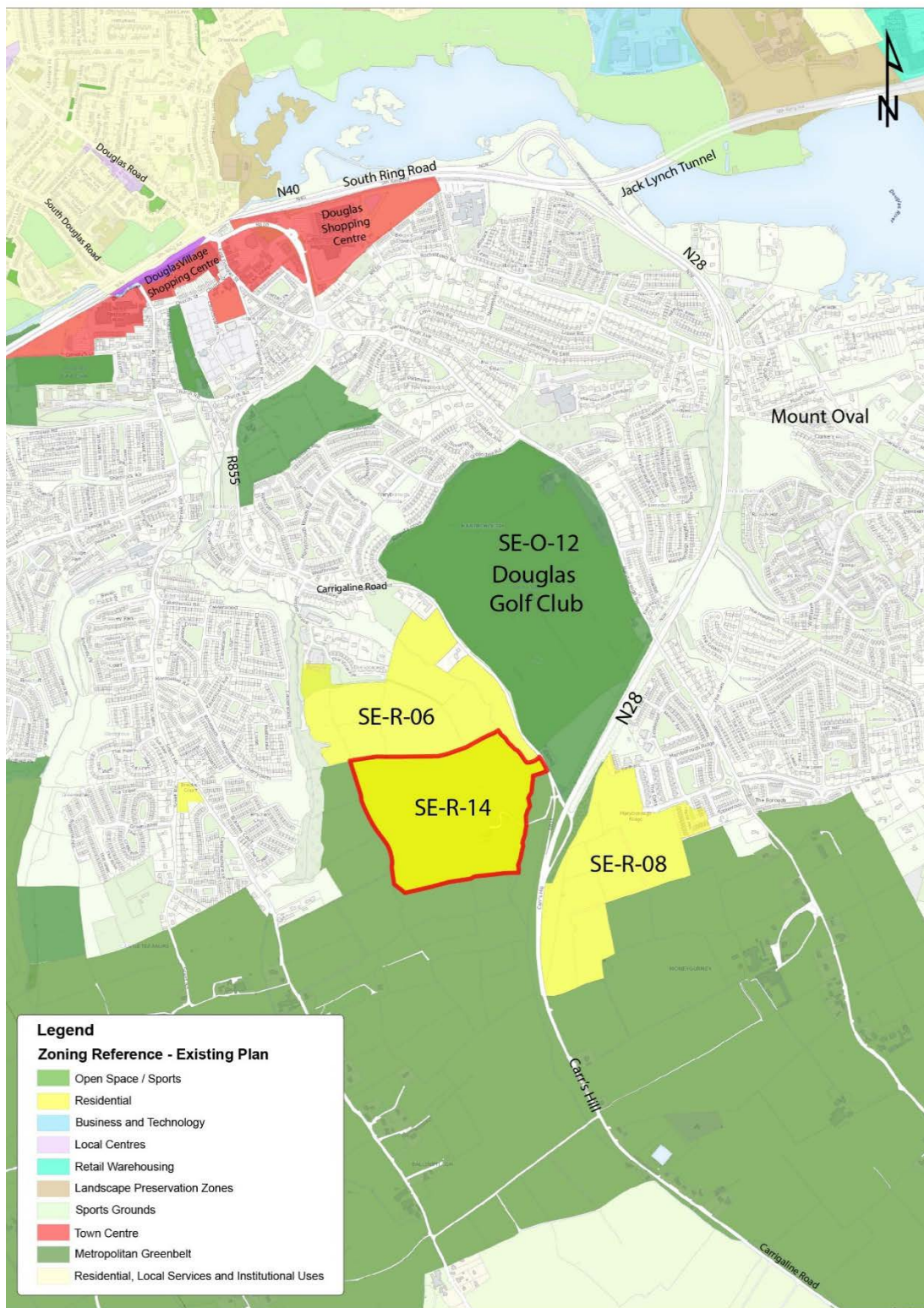




Existing land use zoning map 2 and development boundary



Proposed land use zoning map 2 and revised development boundary



SE-R-14 Cork City South Environs ,Ballincollig Carrigaline Municipal District Local Area Plan 2017 as proposed.

Appendix B Textual Changes

Table 1.2 List of possible sites for consideration as Strategic Land Reserve options		
Ref	Site Name	Gross Area (Ha)
SLR1	Cobh North Extension	185.0
SLR2	Carrigaline East	47.0
SLR3	Castletreasure	21.4
SLR4	Frankfield /Grange	44.9
SLR5	Togher/Doughcloyne	93.6
SLR6	Ardrostitig	100.3
SLR7	Ballincollig East Carrigrohane	223.9
SLR8	Kilbarry/Carhoo/Kileully	105.1
SLR9	Ballyvolane Whites Cross	336.2
SLR10	Carrigtwohill West Extension	32.4
SLR11	Carrigtwohill East	220.7
SLR 12	Oldcourt	78.7
TOTAL		1489.2

Table 6: SLR sites

1.7.26 The High Level Appraisal has resulted in the emergence of 6 no. SLR sites at this stage (SLR3 Castletreasure, SLR4 Frankfield/Grange, SLR5 Togher/Doughcloyne, SLR6 Ardrostitig, SLR7 Ballincollig East-Carrigrohane, SLR12 Oldcourt) as potentially having greater capacity to deliver. However, as all sites have matters to be considered in detail, it is recognised that detailed assessment is required, including consultation with landowners and state agencies. ~~On this basis it is proposed to retain all the original 12 no. SLR sites for further detailed assessment, before preparation of site appraisals and development briefs for consideration by Development Committee. The assessment will include Habitats Directive Assessment and Strategic Environmental Assessment so that full account is taken of environmental and ecological issues.~~

These 6 no. SLR sites are now located within the administrative area of Cork City Council. The Planning Authority are examining the suitability of all these sites along with other brownfield and greenfield lands for future residential development as part of the City Capacity Study which is currently underway. Their suitability will be further benchmarked with the requirements of the National Planning Framework, the Regional Social and Economic Strategy and the Cork Metropolitan Area Strategic Plan.

However a detailed appraisal carried out by Cork County Council prior to the enactment of the Cork Local Government Act 2019 considered that lands at Castletreasure identified as SLR 3 as suitable for

development in the short to medium term and as having the necessary attributes to alleviate housing shortages in the southern portion of Cork City and suburbs.

In consideration of the above, Cork City Council in accordance with Section 30 (4) (b) of the Local Government Act 2019 intends to amend this Local Area Plan to reclassify the lands identified as SLR 3 in figure 1.3 above and the foregoing text, from their current status as Metropolitan Green Belt to Residential, the Development Boundary of the Cork City South Environs and all ancillary mapping will be revised to reflect this change.

Table 2.2: Ballincollig—Carrigaline Municipal District housing Requirement and Supply						
	Housing Requirement				Housing Supply	
	Census 2011	Population Target	New Units Required	Net Estimated Requirement (ha)	Estimated Net Residential area zoned in LAP / TCP (ha)	Estimated Housing Yield (LAPs and TCPs)
Ballincollig	17,268	22,805	4,033	161	183.29	4,582
Carrigaline (North)	9,917	11,994	2,422	97	98.84*	2,380*
Cork City-South-Environs	32,635	31,308	1,284	51	92.56	2,274^
Passage West	5,790	6,965	925	37	38.5	889
Main Towns	65,710	74,072	8,663	347	413.19*	10,125*
Villages	278	355	55	--		37
Rural	5,958	6,019	425	--		
Total Villages and Rural	6,236	6,374	480			37
Total Municipal District	71,946	80,446	9,144	347	413.19*	10,162
<p>Current Estimated Strategic Land Reserve (LAPs and TCPs) for this Municipal District is 66.19Ha or <u>19.9%</u> (when Carrigaline South is included)</p> <p>*including Carrigaline South</p> <p>^including max yield for Douglas Woollen Mills (SE-T-01)</p> <p>During the course of the preparation of the current Local Area Plan the supply of residentially zoned land and its potential yield was reviewed in light of current circumstances.</p> <p>The net estimated requirement to meet the needs of the Municipal District is 347Ha-including Carrigaline South, this leaves a headroom of 66.19hectares or 19%.</p> <p>Note: During the lifetime of this plan, the council will initiate an Active Land Management process to help address the fact that not all residential zoned lands <u>delivers</u> housing. The above table should be considered within the context of this Active Land Management process/Strategic Land reserve narrative as set out in section 1 of this LAP.</p>						

Table 7: Housing Requirement & Supply

3.5.9 The Core Strategy of the Cork County Development Plan 2014 has set a population target for the South Environs of 31,308 persons, representing a small reduction in the population of 1,327 persons on the 2011 population Census figure. It should be noted that

~~between 2006 and 2011 the population increased by 2,533 persons. However in order to take account of household formation trends arising out of the continuing trend of falling average household sizes, a housing unit requirement of 1,284 was identified in the Cork County Development Plan, 2014.~~

The scale of growth for the individual settlements of the Municipal District as it now applies to Cork City Council's functional area was provided for in this Local Area Plan.

The ambitious levels of growth anticipated for Metropolitan Cork as set out in the National Planning Framework supersedes the previously identified housing requirement set in the County's Core Strategy and it further is considered that the numbers attributed to the City South Environs Area in particular are no longer relevant.

~~3.5.10 It is proposed to utilise all the land currently identified for housing development in the area which will deliver 1,285 units approximately.~~

Local Area Plan Objective General Objectives for Cork City South Environs	
Objective No.	
SE-GO-01	Population and Housing To secure the development of 1,285 new dwellings in the South Environs between 2017 and 2023.
SE-GO-02	Development Boundary All new development be located within the development boundary of the settlement established by this plan and which defines the extent to which the South Environs may grow during the lifetime of the plan.

Local Area Plan Objective Specific Development Objectives for City South Environs		
* Flood Risk Obj. IN-01 of Section 1 applies		^ TIA and RSA Required.
→→ Airport PSZ and OLS Obj applies		
Objective No.		Approx. Area (Ha)
Residential		
SE-R-01	Medium A density residential development to include a mix of house types and sizes. An appropriate tree planted buffer, shall be provided along the boundaries of the site. * →→	7.0

SE-R-02	Medium A density residential development, estate type layout. →→	2.1
SE-R-03	Medium A density residential with provision for an appropriate tree planted buffer along the southern boundary of the site to establish a definite limit to further development in this area.	4.5
SE-R-04	Medium A density residential development.	11.9
SE-R-05	Medium A density residential development with provision for a local convenience shop. Any development should not exceed two storeys in height and proposals for this site will be accompanied by a road safety audit.	0.5
SE-R-06	<p>Development of this site is to include the following;</p> <p>Medium A density residential development to cater for a variety of house types and sizes.</p> <p>3 Ha of additional open space over and above what is normally required in housing areas. This Open space should include a fully landscaped and useable public park</p> <p>Retain the existing trees and hedgerows within the overall development of the site.</p> <p>A site for a primary school that could be accessed from the R609 and developed by the Department of Education in the short term.</p> <p>The timing and provision of appropriate drinking water and wastewater disposal services for the development including where necessary the upgrading of off-site infrastructure.</p> <p>Provision of a cycleway</p> <p>Consideration will need to be given to the provision of a primary school within this site at the detailed planning application stage.</p>	21.1
SE-R-07	Medium A density Residential Development. Any proposals for this site will include a detailed traffic impact assessment and will address the need for road and junction improvements in the vicinity	9.7
SE-R-08	Medium A density residential development	
SE-R-09	Medium B density residential development including provision for public transport. Any proposals for this site will include a detailed traffic impact assessment and will address the need for local road and junction improvements.	

SE-R-10	Medium B density residential development which will be restricted to the low-lying northern portion of the site and will include appropriate improvements to the local road network. Development will be serviced by a single estate road access and there will be no access from individual properties on to the local road. The southern portion of the site should be landscaped and developed as a usable public or private open space.	
SE-R-11	Medium A density residential development. Any proposals for this site will include a detailed traffic impact assessment and will address the need for road and junction improvements in the vicinity.	
SE-R-12	Medium A density residential development. Any proposals for this site will include a detailed traffic impact assessment and will address the need for road and junction improvements in the vicinity. →→	
SE-R-13	Medium A density residential development, subject to satisfactory vehicular and pedestrian access arrangements*	
SE-R-14	<p>High and Medium A density residential density.</p> <p>Development of this site is to include the following;</p> <p>Residential development to cater for a variety of house types.</p> <p>Phasing and the number of dwellings which can proceed and be occupied within defined periods shall be agreed in advance at Development Management stage but will be dependent on the following,</p> <ul style="list-style-type: none"> • The timing and provision of appropriate vehicular access, including provisions for future public transport requirements in the immediate site area, pedestrian and cycling access. • The upgrade and completion of the proposed N28/M28 national road and ancillary local network improvements. <p>Any development proposals shall contain noise attenuation measures, details to be agreed at Development Management Stage with Cork City Council and TII.</p> <p>The timing and provision of appropriate drinking water and waste water disposal services for the development including where necessary the upgrading of off-site infrastructure.</p>	

	<p>Additionally, any development proposals on site shall make provision for the following</p> <ul style="list-style-type: none"> • Retention of the existing trees and hedgerows within the overall development of the site where practicable. • A detailed ecological survey for the entire site carried out by a suitably qualified ecologist. • A construction management plan with detailed proposals for the protection of riparian zones within the site. • A detailed surface water management plan including provision for on-site attenuation. <p>Provision of a cycleway, CSE GW 4 ,Cycle paths/Greenway – as per the Cork Cycle Network Plan.</p>	
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