



Submission to Draft Cork City Development Plan 2022 - 2028

Extension of ZO 01 Sustainable Residential Neighbourhood
Zoning

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Connecting places.**

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01 Introduction

01.1 Submission Purpose

This submission has been prepared on behalf of John Buckley and Liam O'Driscoll 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 land use zoning objectives which will form part of the Cork City Development Plan 2022-2028.

Our clients welcome the inclusion of Hop Island within the extended Cork City administrative area and support the extension of the ZO 01 *Sustainable Residential Neighbourhood* zoning to include lands along the Rochestown Road, immediately to the west of Hop Island. However, in view of the sustainability of Hop Island, and the fact that the principle of residential development for older persons has since 2011 been repeatedly supported at this location by Cork County Council, our clients consider that Hop Island should be included in this zoning extension.

01.2 Submission Context

Hop Island consists of 5.27 hectares and is accessed to the south via a causeway onto the Rochestown Road (R610). On the island a spine road serves Island House, an NIAH listed building, a number of private dwellings and an equestrian centre. It is situated between the suburban settlements of Rochestown to the west, Mahon to the north-west and Passage West to east. It is located immediately to the north of the Passage West Greenway and due to benefit from public transport enhancements in the form of a BusConnects higher frequency radial bus route between Ringaskiddy, Carrigaline and the City Centre¹.



Figure 01.1 Site Location

¹ Cork Metropolitan Area Transport Strategy 2019

Prior to the Cork City Boundary extension, Hop Island fell within ‘*white land*’, a zoning lacuna outside of the *Cork City South Environs* existing built-up area, c. 600m to the west, and the *Prominent and Strategic Metropolitan Greenbelt Area*, c. 120m to the south.

In the 2014 County Development Plan Objective ZU 2-3 set out that where lands have not been explicitly zoned the zoning shall be deemed to be the existing use. However, Hop Island was unusual for ‘*white land*’ in that it was specifically identified in the 2011 Carrigaline Local Area Plan (LAP) as a potential location for a retirement village. Based on this our clients applied for planning permission for a retirement village in 2014 (planning ref. 14/6601) centred around the Island House to the north of the Island. In extensive pre-planning discussions with representatives of the Cork County Council Planning Department between February 2012 and June 2014, it was confirmed by the Senior Executive Planner on several occasions that the Council was supportive of the proposal. However, subsequent to the lodgment of the application, infrastructure constraints were noted, and the application was withdrawn.

These infrastructure constraints have since been addressed and the Hop Island now falls within the extended Cork City boundary. However, the ambiguity relating to Hop Island’s zoning persists in the Draft DP, where it is now included within the ZO 21 *City Hinterland* zoning objective.

To protect and improve rural amenity and provide for the development of agriculture.

Conversely, the causeway and the previously unzoned land to the west of Hop Island, characterised by linear development of one-off dwellings along the Rochestown Road, have been included within the ZO 01 *Sustainable Residential Neighbourhood zoning*. Our clients consider that Hop Island represents a natural extension to this area and is a long-established, sustainable residential community which is:

- close to the urban amenities of Rochestown, Mahon and Passage West,
- adjacent to a greenway and
- served by a higher frequency bus service,

Therefore, they consider that a similar zoning would be more appropriate, making provision for housing for older persons specifically, as previously supported by Cork County Council. We ask the Council to have regard to this when finalizing the zoning provision for the area, in order to optimize the development potential of this sustainable area.

01.3 Submission Request

- That the Council extend the ZO 01 Sustainable Residential Neighbourhood zoning to include Hop Island.



Figure 01.2 Draft DP Zoning at Hop Island

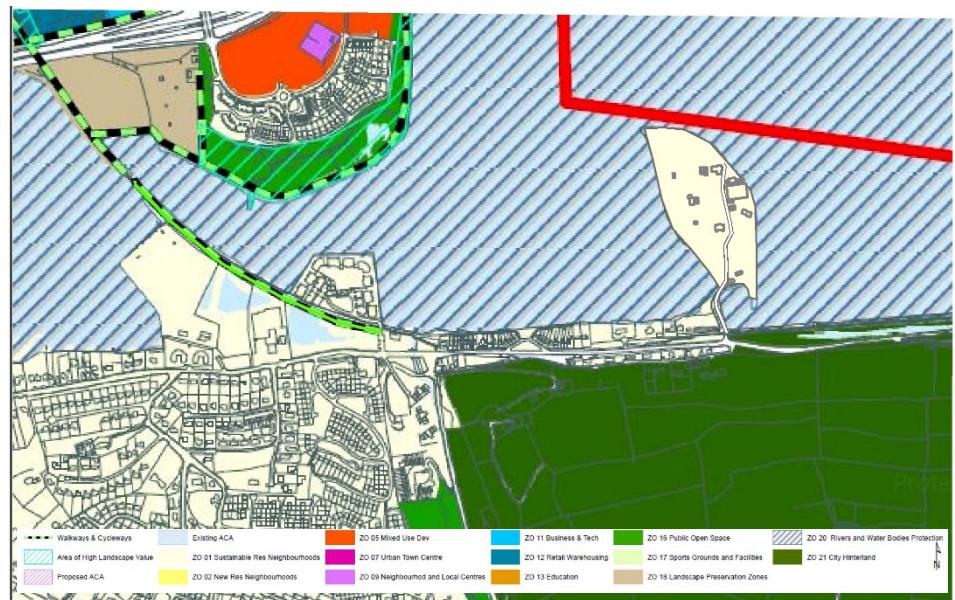


Figure 01.3 Proposed DP Zoning at Hop Island

02 Summary of Policy Context

The planning policy context in Cork has been rapidly evolving in recent years with the publication of the National Planning Framework in 2018 and more recently the release of The Regional Spatial and Economic Strategy (RSES) for the Southern Region, the Cork Metropolitan Area Strategic Plan (MASP) and the Cork Metropolitan Area Transport Strategy (CMATS).

The 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. It sets the scene for a rapid expansion of the City's population over the coming two decades including:

Progressing the sustainable development of new greenfield areas for housing, especially those on public transport.

National Policy Objective 30 sets out the objective to develop housing and transport policies with a focus on meeting the needs of an aging population. This objective is reiterated in RPO 182 *Aging Population* of the RSES. In addition, the RSES has further expanded on the growth objectives for Cork City. A common theme has emerged among all policies namely:

- The need to ensure that there is a strong coordination between land use and transport planning.

These growth ambitions and emphasis on compact growth are carried through into policies in the Draft DP. In relation to Age Friendly Housing Objective 3.10 (d) sets out that the Council will actively seek to meet the housing and community needs of older persons by:

Supporting the provision of integrated housing and community development specifically designed for older people in accessible locations that allow for wider engagement with existing communities.

Furthermore, Objective 3.11 sets out that housing for older persons will be located close to community and social infrastructure and be easily accessible.

In relation to the Hop Island the Draft DP extends the ZO 01 *Sustainable Residential Neighbourhoods* to include the existing built up-areas immediately to the west of Hop Island with the following objective:

To protect and provide for residential uses and amenities, local services and community, institutional, educational and civic uses.

The zoning objective for Hop Island is ZO 21 *City Hinterland*:

To protect and improve rural amenity and provide for the development of agriculture.

The Draft DP does note that CMATS makes provision for a radial bus service in outer areas of the City such as Rochestown.

03 Key Planning Considerations

03.1 Policy History

While Hop Island was previously located within the Cork County Council's administrative area it fell within an anomalous area, where the lands were neither within the nearby Cork City South Environs Existing Built-up Area or the adjacent Prominent and Strategic Metropolitan Greenbelt. We note that Cork County Council was previously minded to zone this area for residential development under the 2011 Carrigaline Electoral Area Local Area Plan (LAP) which states:

2.3.6. Consideration will be given to the potential development of some limited housing (retirement village) on the area commonly known as Hop Island. Any development at Hop Island should be low density and will be subject to proper planning and sustainable development considerations and have regard to the adjacent Special Protection Area and to the high tide roost on Hop Island. Proposals in this area may require the production of a Natura Impact Statement.

However, this policy while included in the text of the plan was not incorporated into the zoning map of the LAP. The principle of the policy was however accepted by Cork County Council's Senior Executive Planner in extensive pre-planning discussions with our clients in relation to a planning application for a retirement village in 2014 (planning ref. 14/6601). While infrastructure issues, which has since been addressed, undermined that application, we consider that the principle of the proposed use, housing for older people, has been established at this location.

03.2 Sustainable Development

In view of national, regional and the Draft DP policy objectives which focus on meeting the needs of an aging population though the provision of integrated housing specifically designed for older people in accessible locations that allow for wider engagement with existing communities, we consider that the 2011 policy in relation to Hop Island should be re-instated.

Hop Island is now located within the extended Cork City boundary and immediately adjacent to the extended ZO 01 lands along the Rochestown Road. It is strategically located to the north of the route of the Rochestown to Passage West Greenway, a walkway / cycleway along the old railway line, providing connectivity to a wide range of services and urban amenities at Rochestown, Mahon, Passage West and the City Centre.

It is served by a nearby bus stop on the Rochestown Road. Enhanced public transport provision is planned in the form of a BusConnects higher frequency radial bus route between Ringaskiddy, Carrigaline and the City Centre (ref RI-CC in Figure 3.1).



Figure 03.1 Extract from CMATS Bus Connects Route Map with Red Lines indicating BusConnects Routes

04 Conclusion

Our clients welcome this opportunity to make a submission on the zoning objectives contained within the Draft DP. They support the extension of the ZO 01 zoning along the Rochestown Road. However, in view of the planning policy history of Hop Island, where it was specifically identified in the 2011 LAP as a suitable location for a retirement village, a use which was further supported by the Council Senior Executive Planner in pre-planning discussions in relation to a 2014 application for same, we ask the Council to re-instate this policy and include Hop Island within the ZO 01 zoning extension with a specific objective for specialist housing for older persons.

National, regional and local policy all support the increased provision for age-friendly communities in integrated, accessible locations. Hop Island benefits from immediate proximity to the Passage West Greenway and is set to benefit from public transport enhancements in the form of an increased frequency radial route.

The lands are now within the Cork City administrative area, and as a long-established residential area in close proximity to a range of urban amenities and services, we consider that it forms a natural extension of the adjacent residential area along Rochestown Road.

While Hop Island was specifically identified in the previous LAP in relation to retirement village use this was not reflected in the mapped zoning. Both Hop Island and the adjacent residential area on Rochestown Road appeared as 'white land', without the benefit of a zoning objective. While this oversight has been rectified in the Draft DP in relation to the adjoining residential development, we consider a zoning anomaly still applies to Hop Island. In the Draft DP its proposed zoning as *ZO 21 City Hinterland* does not reflect the sustainability of this location or the long-established principle of older persons housing at this site.

We ask the Council, therefore, to extend the ZO 01 zoning to include Hop Island in the Cork City Development Plan 2022-2028.