

## Chapter 2: Spatial Vision and Core Strategy.



### 2.0 Introduction

Section 10 of the Planning and Development Act 2000, as amended, sets out that the written statement of a Development Plan must contain a Core Strategy which shows that the development objectives in the Development Plan are consistent, as far as practicable, with the objectives set out in the NPF & SRSES while also demonstrating consistency with other national planning policy guidance issued under section 28 of the Act.

Based on the population targets set out in the NPF and SRSES, and the assessment of existing services and infrastructure across the city and county, the Core Strategy identifies the quantum, location and phasing of development which can be facilitated over the plan period. It also identifies the investment priorities required to ensure development which takes place is led by the infrastructure required to service it. The Core Strategy seeks to ensure that Waterford continues to grow in a manner, and at a rate, which sustains and builds communities across all rural and urban locations.

In addition to the population target for Waterford City as set out in the SRSES and MASP, it is recognised<sup>1</sup> that the influence of Waterford City extends to a wider hinterland which dominates a significant area of Waterford County, the southern portion of County Kilkenny, the hinterlands of Carrick on Suir and Clonmel in County Tipperary and New Ross in County Wexford. This weighted catchment had a pop of 290,073 persons in 2016 and is anticipated to increase to 339,531 persons by 2031. Therefore Waterford City will have an important role in serving this population during the lifetime of the Development Plan.

The Core Strategy demonstrates the Development Plan's adherence with other strategic and EU Directive requirements, and has also been informed by a consideration of strategic options for Waterford as set out in the Strategic Environmental Assessment accompanying the Development Plan, along with the Stage 2 Strategic Flood Risk Assessment. In particular, measures for protecting and enhancing water quality contained in the South East River Basin Management Plan are taken into account in compliance with the Water Framework Directive (2000/60/EC).

The underlying principles of this Core Strategy are based upon achieving sustainable social and economic development across Waterford, along with compact growth for urban and rural settlements and a concentric city model for Waterford City, as envisaged in PLUTS, the NPF and SRSES/MASP. These principles are founded upon the following:

1. EU/National/Regional Policy Context: EU Directives, NPF, SRSES/MASP, South East River Basin Management Plan,
2. Section 28 Guidelines,

<sup>1</sup> Section 6.2 and 6.3 of the Waterford City & County Retail Strategy 2020 (Appendix 4 of the Development Plan)

3. Local Policy and Strategy Context: PLUTS/WMATs, Retail Strategy, Housing Strategy, Settlement Strategy, Stage 2 Strategic Flood Risk Assessment, Landscape Character Assessment, Renewable Energy Strategy, operable Development Plans and local area plans,
4. Infrastructure led development and a sequential approach to zoning and development,
5. Principles of compact growth and regeneration where appropriate,
6. Appropriate Assessment and Strategic Environmental Assessment.

### **2.1 Core Strategy Strategic Aims.**

The Strategic Aims of the Core Strategy are as follows:

1. Based on the population/employment targets and policy objectives of the NPF, SRSES & MASP, provide a local policy framework to, support development where it is consistent with the principles of sustainable development, and which is applied through planning decisions which are clear, consistent, robust and risk adverse.
2. Identify investment priorities to deliver and support the settlement strategy and hierarchy, founded on the principle of infrastructure led development.
3. Counteract imbalances in housing type, tenure and location both within settlements, between settlements and across broader rural areas in order to meet the needs of the people of Waterford, mitigating current residential leakage and unsustainable travel patterns.
4. To require, where appropriate, all plans and projects to comply with the requirements of the Strategic Environmental Assessment Directive, the Habitats Directive, Water Framework Directive and Floods Directive. Protect the integrity all Natura 2000 sites, (p) HNA's and locally important Biodiversity Sites in Waterford.
5. To ensure the policies and objectives of the Development Plan demonstrate consistency with the national and regional policy objectives set out in the NPF, SRSES and MASP.
6. To implement a tiered and infrastructure led approach to the development of new residential land and engage in active land management to bring forward opportunities for redevelopment where feasible.
7. Develop key infrastructure required to deliver the concentric city model for Waterford City, consistent with the NPF, SRSES and MASP and founded on the assimilation of PLUTS and WMATs policy objectives.
8. Implement the Waterford City and County Council Climate Adaptation Strategy 2019 (as amended) and promote a climate resilient pattern of development and land uses which assists in achieving national climate change mitigation and adaption targets.
9. To protect and strengthen the retail primacy of Waterford City within the Southern Region.
10. To protect and enhance the vibrancy and vitality of urban and rural centres and their mixed use functions/capacity as community hubs.
11. To enhance the sense of place throughout settlements in Waterford and deliver 10 minute neighbourhoods through enhanced pedestrian and cycle permeability and mixed land use planning.
12. To protect existing employment and promote new employment areas at strategic locations and in district and local services centres across Waterford County.
13. Continue to encourage and promote the sustainable development of a range of quality tourism facilities, attractions and accommodation types across Waterford.

## 2.2 Core Strategy Policy Context and Rationale

The Regional Spatial and Economic Strategy for the Southern Region (SRSES) were made on the 31<sup>st</sup> January 2020 and cover the period 2020 - 2026. The SRSES identifies employment and population targets which are consistent with the NPF for the region along with policy objectives to deliver such growth in a sustainable manner in both urban and rural locations. Through its vision statement the SRSES seeks to:

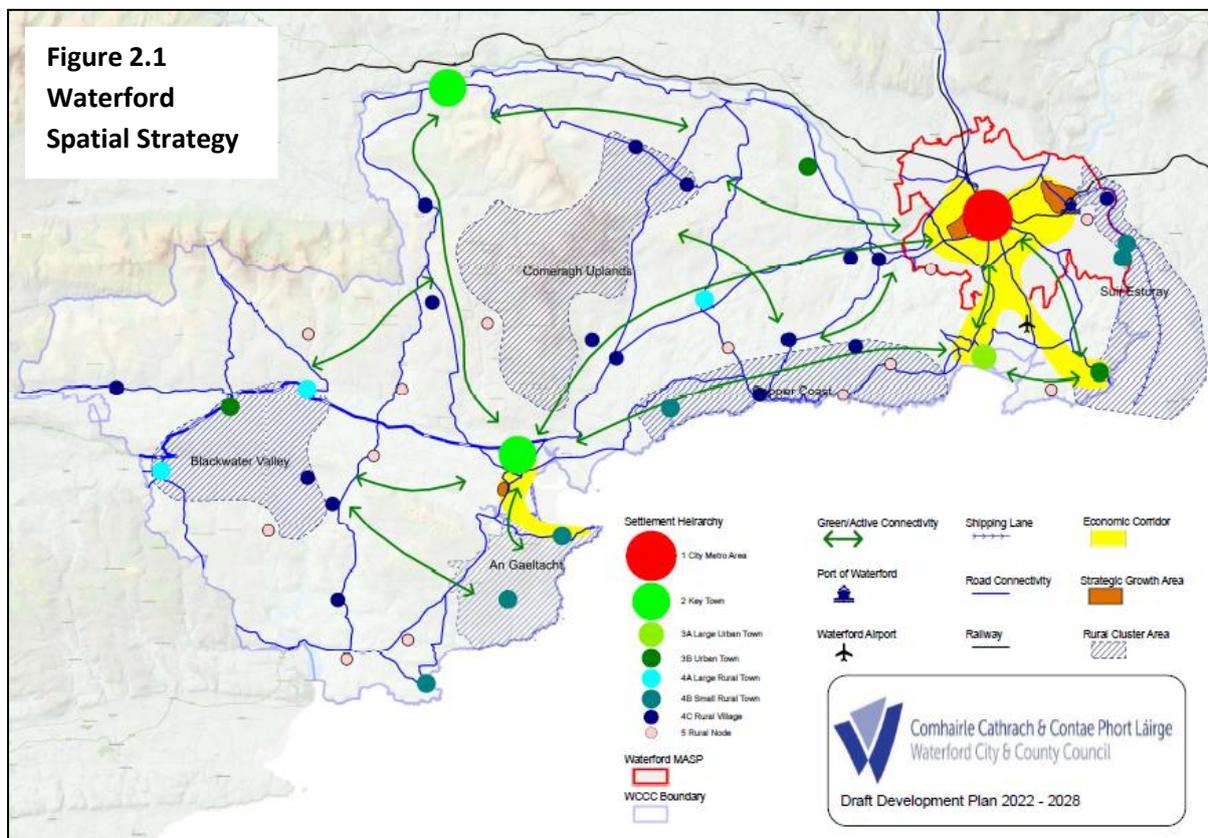
- Nurture all our places to realise their full potential;
- Protect, and enhance our environment;
- Work to achieve economic prosperity and improved quality of life for all our citizens;
- Accommodate expanded growth and development in suitable locations; and
- Promote the region’s international reputation as one of Europe’s most creative, innovative, greenest and liveable regions.

In addition the broad strategic concepts of the SRES as they relate to Waterford City and County are identified in Fig 2.0.



While the SRSES identifies the importance of building critical mass in the three cities of Waterford, Limerick and Cork in order to deliver sustainable employment and population growth and thereby enhance the function of the cities as engines for broader economic growth across the region, the SRSES also sets out a settlement typology, considering the role and function of all settlements, settlement networks and rural areas. Dungarvan is duly identified as a key town, strategically located with significant influence in a sub regional context.

The principle spatial expression envisaged in the core strategy is set out in Figure 2.1 for Waterford City and County.



### 2.3 Settlement Typology

The settlement typology identified in the SRSES is committed to supporting diverse urban and rural communities and places throughout the Region. The settlement strategy and Table 2.1 identifies the relevant categories of settlements across Waterford and underpins the overall settlement hierarchy provided for in the Development Plan. In devising Core Strategies, the SRSES requires the relevant local authority to have regard to the settlement typology and the following guiding principles:

1. Scale of population, and existing performance;
2. The extent to which a settlement is located inside or outside one of the three defined City Region catchments;
3. Scale of employment provision, number of jobs, jobs: resident workers ratio and net commuting flows;
4. Extent of local services and amenities provision i.e. administration, education – particularly higher education institutes, health, leisure and retail;
5. Extent to which trips may be made by sustainable modes of travel, i.e. walking, cycling or public transport;
6. Rate and pace of past development and the extent to which there are outstanding requirements for infrastructure and amenities;
7. Accessibility and influence in a regional or sub-regional context;

8. Sub-regional interdependencies, for example, where a settlement may be in relation to several nearby settlements and scope for collaboration including settlements closely adjoining Local Authority boundaries for cross boundary collaboration;
9. Character of local geography and accessibility as a service centre for remote and long-distance rural hinterlands;
10. Track record of performance and delivery, as well as ambition and initiative and scope to leverage investment;
11. Environmental and Infrastructural constraints;
12. The appropriate density and scale of development relevant to the settlement scale and location including the differing rates and nature of development experienced;
13. The need to provide attractive alternative options to rural housing within smaller towns and villages.

#### 2.4 Waterford City and County Population Target

The SRSES has identified population targets for Waterford City and County, based on the principles of regional growth set out in the NPF. Table 2.0 provides a summary of projected population growth during the period 2016 – 2031 (the life of the MASP), on which the Development Plan Core Strategy is based. Figures provided for areas of Waterford City located within the administrative area of County Kilkenny are excluded from the total population target for Waterford City and County.

**Table 2.0: Waterford City & County Population Targets (Source SRSES)**

Settlement	2016	2026	Uplift	2031	Uplift
City & Suburbs (Kilkenny) +60% to 2040	5,288	6,608	1,320	7,268	660
Remainder Metro Area (Kilkenny) + 30% to 2040	2,952	3,321	370	3,506	185
City & Suburbs (Waterford) +60% to 2040	48,216	60,716	12,500	66,966	6,250
Remainder Metro Area (Waterford) +30% to 2040	3,399	3,819	420	4,029	210
Total Metro Area Pop (+34,007 to 93,861 in 2040)	59,854	74,464	14,610	81,769	7,305
Waterford City & County (excluding Kilkenny area of City & Metro)	116,000	132,000 to 135,000	16,000 to 19,000	137,000 to 144,000	21,000 to 28,000

#### 2.5 Relationship with other Development Plans, Local area Plans and Strategies.

The Waterford City & County Development Plan 2022 – 2028 will be the first unitary Development Plan operable for the entire administrative area of Waterford City & County Council, and is being

prepared under S 11 of the Act. It should be noted that the operable period, or life of the Waterford City Development Plan 2013 – 2019, the Waterford County Development Plan 2011 – 2017, and the Dungarvan Town Development Plan 2013 – 2019, have all be extended under S 11 of the Act to take account of the amalgamation of Waterford City Council and Waterford County Council in 2014, the dissolution of Dungarvan Town Council, and the time needed to prepare the NPF and SRSES. These plans remain in force until replaced by the new unitary city & county Development Plan.

The three Local Area Plans for Tramore, Portlaw and Lismore form the lowest tier of statutory plans, having been made so as to be consistent with the Waterford County Development Plan 2011 – 2017 and its core strategy. Following the preparation of the new unitary Development Plan for the city and county, and the new core strategy which is consistent with the NPF and SRSES, it is intended to prepare new LAPs for areas in Waterford City, and the urban settlements of Dungarvan, Tramore, Dunmore East, Portlaw, and for the town of Lismore, having particular regard to its heritage. Furthermore a LAP will be prepared for Gaeltacht na nDéise during the lifetime of the Development Plan. The making of such LAPs will be a function of the relevant Municipal District Council. It is important to stress however that while LAPs will be prepared in due course, their Core Strategies and associate land use zoning provisions will be consistent with the content of the unitary city and county Development Plan as made by the Plenary Council.

## **2.6 Housing Strategy**

Section 94(1A) of the Act requires that every Development Plan shall also provide for the housing of existing and future population of the area, by way of a Housing Strategy. While Section 10 (1A) of the Act requires that a Development Plan also includes a Core Strategy to be consistent with NPF & SRSES. Both the Core and Housing strategies should thus be aligned in terms of population projections. A Housing Strategy must include (inter alia):

- Analysis of demand and supply of different sectors of the housing market.
- A forecast of future requirements.
- Propose strategies to balance supply and demand in a sustainable manner.
- Facilitate the provision of 10% social housing on all land zoned solely for residential use or for a mixture of residential and other uses.

Furthermore the Housing Strategy must inform a Neighbourhood/Settlement Strategy for the city and county respectively, and ensure it informs:

- Adequate zoned and serviced land is available for residential purposes, at appropriate locations, to meet requirements for future housing demand (Consistent with Core Strategy).
- The availability of housing to people with different income levels.
- A mix of house type/size to be developed to reasonably match the different categories of household i.e. Elderly, travellers, homeless and those with disabilities. [s 94(2) PDA requires consideration of housing needs assessment carried out by the Housing Authority pursuant to s 20 of the Housing (Miscellaneous Provisions) Act 2009 and consultation with approved bodies under s 6 of the Housing (Miscellaneous Provisions) Act 1992]
- And counteracts measures to prevent undue social segregation in housing.

The full Housing Need and Demand Assessment (HNDA) and Housing Strategy are set out in Appendix 3, while detailed policies to facilitate implementation of the Strategy are set out in Chapter

7. These, among other things, identify a rationale for providing for a mix and range of residential density across our urban centres with a view to curtailing evidenced residential leakage and associated unsustainable travel patterns.

## **2.7 Settlement Strategy and Hierarchy**

The function and importance of the city neighbourhoods and the towns across Waterford is identified in the neighbourhood and settlement strategy, in a manner which is consistent with national and regional policy, and the proposed strategy reflects an evolution of the existing strategies set out in the existing separate city and county Development Plans. Also identified, is the overall settlement hierarchy which is similarly based on the NPF and SRSES, but also reflects the overall importance of the various towns and settlements in terms of social, commercial and amenity functionality.

## **2.8 City Neighbourhoods**

As outlined in the PLUTS, the City Neighbourhood Strategy represents a sustainable development strategy, reflecting the development of a compact city supported by the consolidation of existing, and the establishment of new, neighbourhoods. This approach to neighbourhood planning is consistent with the neighbourhood concept criteria outlined in the S28 Guidelines 'Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas, (2009), the NPF, SRSES and Section 7.3 of the MASP.

While greater detail of the regeneration lands and individual neighbourhoods is provided in Part 2, Chapter 3 of Volume 1 of this Development Plan, broadly speaking, outside of the regeneration capacity available in the city centre and its periphery, the neighbourhood strategy identifies two strategic areas for significant residential development south of the Suir:

- City South West Neighbourhood (University/Ballybeg/Kilbarry/Lacken); and,
- City North West Neighbourhood (Carrickphierish).

The other existing but well established neighbourhoods are:

- Sacred Heart Neighbourhood comprising Ballytruckle and Kilcohan;
- Dunmore Road – comprising Farronshoneen/ Ballinakill Neighbourhood and Knockboy/Blenheim Neighbourhood;
- Larchville/Lisduggan/Lismore Neighbourhood; and,
- Ferrybank Neighbourhood.

While some weight has been given in a number of city Development Plans since 2000 on the development of the Gracedieu area, to date there has been no significant investment in infrastructure to service this particular area of the city. Having regard to this and the principles of infrastructure led development, 10 minute neighbourhoods and compact growth, it is now proposed to develop fully the principle strategy, policy and land use zoning objectives which will ensure the delivery of a sustainable neighbourhood for Waterford through the Local Area Plan process, and to focus new residential development in other areas of the city until such time as a Local Area Plan is prepared and infrastructure provided to support the genesis of the city north west neighbourhood and community.

## 2.9 County Settlements

Similarly to the city neighbourhood strategy, the county settlement strategy reflects an evolution of the settlement strategy identified in the Waterford County Development Plan 2011 – 2017, having regard to the tailored approach to settlement typology set out in Section 3 of the SRSES. Table 2.1 identifies the relevant baseline structure and hierarchy as envisaged by the SRSES. While some settlement networks exist for the purposes of shared services and proximity, others are evolving in terms of economic development and shared amenity assets. These latter networks are explained further in Chapter 4.

<b>Table 2.1: Settlement Hierarchy &amp; Typology</b>			
<b>Class</b>	<b>Category</b>	<b>Place</b>	<b>Attributes</b>
1	City-Metropolitan Area	Waterford City	Metropolitan areas accessible with national and international connectivity, strong business core, innovation, education, retail, health and cultural role.
2	Key Town	Dungarvan, including Ballinroad Clonmel Environs	Strategically located urban centre with accessibility and significant influence in a sub regional context.
3A	Large Urban Town	Tramore.	Towns and villages of above 1,500 pop, which provide a housing employment and or service function. The category is broad and ranges from large commuter towns to more remote towns and villages.
3B	Urban Town	Dunmore East, Portlaoise and Lismore.	
4A	Large Rural Towns	Cappoquin, Kilmacthomas, Tallow.	Rural towns and villages less than 1,500 and the wider rural region.
4B	Small Rural Towns	Ardmore, Gaeltacht na nDéise (inc Sean Phobal), Passage East/Crooke, Stradbally,	
4C	Rural Villages	Aglisk, Ballyduff Upper, Ballymacarbry, Bonmahon/Knockmahon, Cheekpoint, Clashmore, Clonea Power, Dunhill, Kill, Kilmeaden/Ballyduff, Lemybrien/Kilrossanty, Rathgormuck, Touraneena, Villierstown.	
5	Rural Nodes	Annestown, Ballylaneen, Ballymacaw, Butlerstown, Faithlegg, Fenor, Grange, Kilbrien, Knockanore, Mellary, Modeligo, Piltown, Whitechurch.	Small clusters of development usually focussed around a community or commercial use and which have potential to function as a centre for a small number of additional housing units.

While Table 2.3 below sets out the quantum of land for our urban settlements (Classes 1 to 3B), it should be noted that the development of the remaining classes of settlements will be guided by the policy provisions of the Development Plan, with a move from an overdependence on land use zoning

as a means of managing new development, so as to provide a more flexible approach to support the release of optional lands for housing development in particular which will be important in meeting local demand across our rural areas. The identified settlement boundaries will control the expansion of the settlements while allowing settlement cores to be developed in a manner consistent with existing character of each individual location. In determining the quantum of housing units that can be delivered during the life of the Development Plan within these rural settlements the following should be noted:

**4A Large Rural Towns (1000-1500 Pop):** These settlements which have developed historically as strong rural market towns can support a maximum of c. 50 houses during the life of the Development Plan subject to compliance with the policies and standards of the Development Plan.

**4B Small Rural Towns (750-1000 Pop):** These settlements can support a maximum of c. 40 houses during the life of the Development Plan subject to compliance with the policies and standards of the Development Plan.

**4C Rural Villages (<400 Pop):** Small cluster housing of 5-10 houses will be supported in principle, subject to compliance with the policies and standards of the Development Plan. This is subject to a total of c. 15 houses being permitted during the life of the Development Plan. Larger clusters may be achievable where services can support such a proposal. Settlements located close to or within the Waterford MASP may facilitate additional numbers of houses where services support the proposal.

**5 Rural Nodes:** Small cluster housing of 5-10 houses will be supported in principle subject to compliance with the policies and standards of the Development Plan. Development of up to 10 houses may be appropriate over the lifetime of the Development Plan.

During the lifetime of the Development Plan we will monitor the level of development across these rural settlements and where development is not forthcoming in any particular settlement for whatever reason we may facilitate additional development in neighbouring settlements. In addition, settlements within and adjacent to the Waterford City MASP area may facilitate additional growth to a scale consistent with the proper planning and sustainable development of the area. In all cases the developer will be required to demonstrate that the proposal is in compliance with the principles of proper planning and sustainable development and the policy objectives and development management standards of the Development Plan.

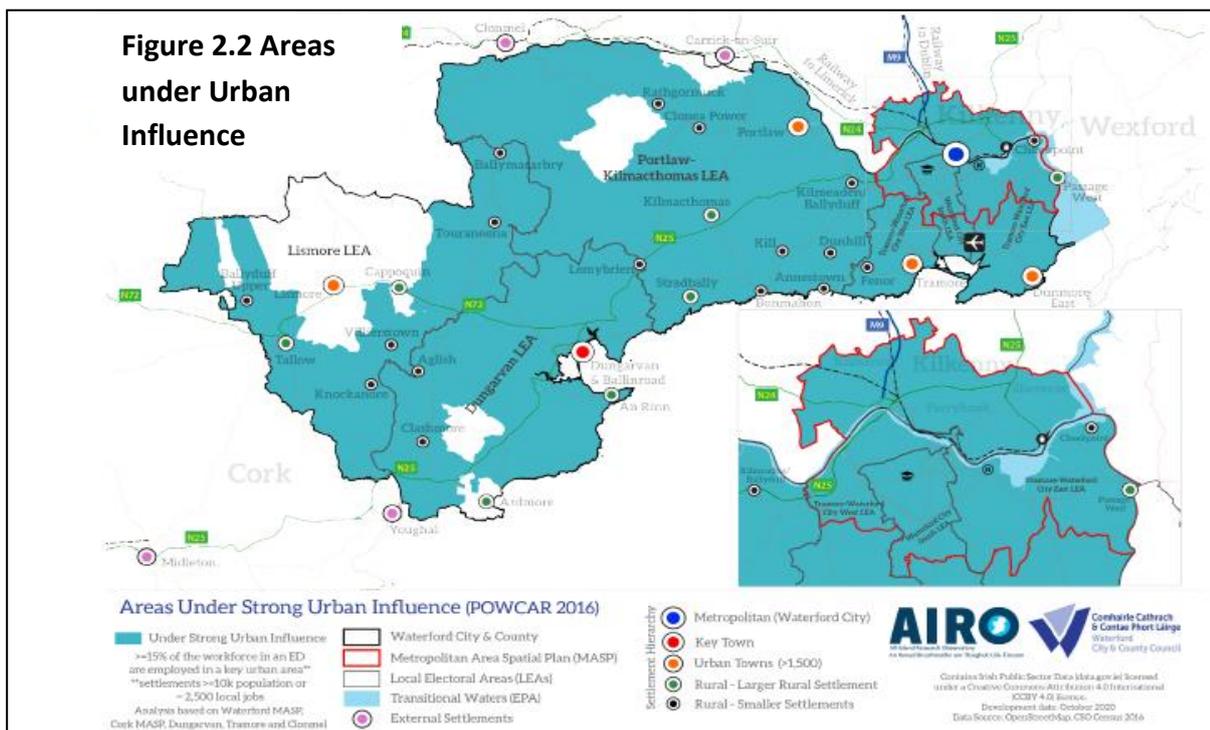
## **2.10 Rural Areas**

In line with the provisions and policy objectives of the NPF and the SRSES, the unitary city and county Development Plan considers that this rural countryside will continue to be a living and lived in landscape, focussing on the requirements of rural communities and their economies, based primarily on agriculture, forestry tourism and rural enterprise, while at the same time avoiding over-spill urban generated development and protecting environmental quality. The Development Plan seeks to support the sustainable development of rural areas, encourage growth and arrest the decline of our rural towns and villages in a manner consistent with NPO 15 - 20.

To facilitate robust and clear planning decisions, and to provide a rational distinction between areas under urban influence i.e. within commuter catchments<sup>2</sup> of cities and large towns, and other rural areas outside commuter catchments, figure 2.2 below identifies the extent of the commuter catchment reflecting policy objectives NPO 19 and RPO 27 of the NPF and SRSES respectively.

The NPF and the SRSES, through NPO 19 and RSO 27, require a clear distinction to be made between areas under urban influence<sup>3</sup>, i.e. those within the commuter catchment of cities and large towns and centres of employment, and ‘elsewhere’, and that the provision of single housing in the open countryside be based on considerations of economic, social or local housing need to live in a rural area, and siting and design criteria for rural housing in statutory guidelines and plans.

Circular Letter PL2/2017, issued by the Department of Housing, Planning, Community and Local Government in May 2017, advised local authorities that the Sustainable Rural Housing Guidelines are currently being revised to ensure the rural housing policies and objectives contained in local authority Development Plans comply with Article 43 of the EU Treaty on the freedom of movement of citizens. It is worth noting that Development Plan rural housing policies may require future amendment by way of a variation of the Development Plan, on publication of the updated Sustainable Rural Housing Guidelines.



<sup>2</sup> The standardised EU/OECD definition of a city region is where 15% of the workforce is employed in the principle city area. Where this is mapped it defines the city region commuting catchment or functional area.

<sup>3</sup> The standardised EU/OECD definition of a city region is the commuter catchment from which at least 15% of the relevant city area workforce is drawn. This will vary from Census to Census, but has been expanding in recent years (Source: Appendix 4 ‘Reference’ NPF Project Ireland 2040).

Having regard to the above national and regional policy, a rural typology has been undertaken for Waterford, which is consistent with national and regional policy. As required, this typology is premised largely on two area types: **Rural Areas under Urban Influence**<sup>4</sup>, and **Other Rural Areas**<sup>5</sup>.

The Rural Typology Map for Waterford (Figure 2.2) highlights the extent of lands which are encompassed within these defined areas, for the purposes of informing rural housing policy over the plan period. The map demonstrates the extent of daily commuting within Waterford, and between Waterford and adjacent counties, with a significant attraction to Cork City from the west of Waterford County.

**2.10.1 Rural Area under Urban Influence:** The key Development Plan objectives in this area are, on the one hand, to facilitate the housing requirements of the local rural community, subject to satisfying site suitability and technical considerations, whilst on the other hand directing urban generated development to areas zoned and designated for housing in the adjoining villages and rural settlement nodes. We will manage sustainable growth in ‘Rural Areas under Urban Influence’, and facilitate the provision of single houses in the countryside based on the core considerations of economic, social or local need to live in a rural area, siting and design criteria for rural housing, and compliance with statutory guidelines and plans, having regard to the viability of smaller towns and rural settlements in a manner consistent with NPO 19 of the NPF.

**2.10.2 Other Rural Areas:** Areas classified as other rural areas comprise those areas not identified as under urban influence. In these areas NPO 19 of the NPF states that the provision of single housing in the open countryside may be facilitated subject to siting and design criteria as contained in statutory guidelines and plans, while having regard to the viability of smaller towns and rural settlements and normal planning and environmental conditions.

Further revitalisation of these areas will be achieved by implementing other Development Plan policies which will enhance development opportunities by stimulating the regeneration e.g. through the promotion and support of economic development initiatives like agri-tourism, cottage type industries and local enterprise, as referred in Chapter 4. Our primary objective and aim will be to ensure real and long-term community consolidation and growth of our smaller towns, rural settlements and settlement nodes. Therefore, in both areas under Strong Urban Influence and Other Rural Areas, we will have regard to the viability of our smaller towns and rural settlement nodes in the implementation of rural housing policy.

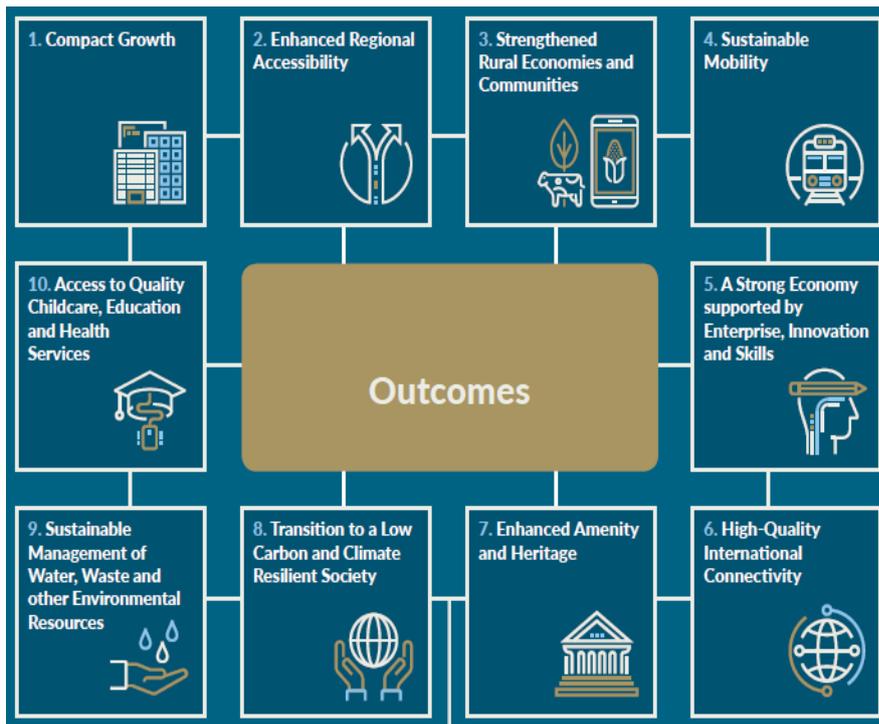
## **2.11 Principles underpinning Housing Land Requirements**

The National Strategic Outcomes (NSOs) of the NPF (Figure 2.3), as supported by the United Nations Sustainable Development Goals are at the very heart of the long term spatial planning, aspirations and goals of this Development Plan, as well as the associated population targets and housing land requirement, are

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<sup>4</sup> ‘Rural Area under Strong Urban Influence’: These areas will exhibit characteristics such as proximity to the immediate environs or close commuting catchment of large cities and towns, rapidly rising population, evidence of considerable pressure for development of housing due to proximity to such urban areas, or to major transport corridors with ready access to the urban area, and pressures on infrastructure such as the local road network.

<sup>5</sup> ‘Other rural areas’: These areas will exhibit characteristics such as persistent and significant population decline as well as a weaker economic structure based on indices of income, employment and economic growth.



**Figure 2.3 National Strategic Outcomes (Source NPF)**

There is significant alignment between the UN SDGs and the NPF NSOs in areas such as climate action, clean energy, sustainable places and communities, economic growth, reduced inequalities, innovation and infrastructure and education and health. Of particular note in terms of sustainable places and communities as they relate to housing land availability during the life of this Development Plan, are NPF national policy objectives NPO 3-9, and 14-20.

### **2.11.1 Residential Density Assumptions**

Calculating the residential land requirement for the period of the Development Plan, has required consideration of the broad range of settlement types and sizes, and the need for a varied residential density figure to be applied to settlements and development sites, depending on their tier within the settlement hierarchy. In addition, density of development will generally be determined by:

- Generalised zoning objective applied in the Development Plan;
- Contextual size of settlements across the county and to built context;
- Access to services and related infrastructure<sup>6</sup> and in particularly public transport; and,
- Proximity to centre in larger urban towns such as Dungarvan/Tramore and Waterford City in particular when considering infill/brownfield development.

In all cases the requirements for compact growth is acknowledged and encouraged by the Council, given the need to reduce CO<sub>2</sub> emissions by reducing energy consumption, and to support a more efficient use of energy in the residential and transport sectors. Due consideration has therefore been given to the core considerations of the NPF, SRSES, and all relevant S28 Ministerial Guidelines; in particular the *Sustainable Residential Development in Urban Areas (Cities, Towns & Villages)*,

<sup>6</sup> Refer to Hierarchy of Settlements and Related Infrastructure, diagram on page 83 of NPF.

*Sustainable Urban Housing: Design Standards for New Apartments, Urban Design Manual: A Best Practice Guide and Urban Development and Building Heights: Guidelines for Planning Authorities.*

Where lower densities are identified within settlements, the rationale for so doing is based on the requirement to meet the housing needs for both urban and rural areas, with particular focus on providing a real alternative to urban generated development in the open countryside, and providing scope and choice within the housing market which supports the diversity and consolidation of rural and urban settlements and the achievement of a balanced housing type and tenure mix, as required by the Housing Strategy.

### **2.11.2 Tiered Approach to Zoning**

The method of land use zoning employed in this Development Plan focuses on delivering the strategic outcomes and priorities of the NPF for Waterford City and County. The approach taken considers the provisions of NPO 72(a), (b) & (c) of the NPF<sup>7</sup>, paying particular attention to the infrastructural services available, thereby adopting a Tier 1 and Tier 2 approach to the release of land for residential development during the life of the plan. This has avoided the inappropriate zoning of land for development where such land cannot be serviced during the life of the plan. Appendix 14 of the Development Plan sets out the notional cost of addressing infrastructural deficits which will be required to be addressed prior to Tier 2 lands being available for development during the life of this Development Plan.

### **2.12 Waterford City & County Population Targets**

To give some clarity to the calculations on which the population target data in the Core Strategy Table is based, the following should be noted:

- Waterford Metro Area Population: Table 4.1 of the NPF and Table 1 of Waterford MASP (SRSES), NPO 3(b);
- Dungarvan and Clonmel Environs Key Town Population: NPO 9, Table 3.2 SRSES, NPO 3(c); and,
- Waterford County Population: Table 3.2 SRSES, NPO 3(c) and Appendix 1 SRSES where the transitional population projections to 2026 (as per Section 3(a) Implementation Roadmap for the NPF) provides for the following:
  - The NPF national average baseline population is 10.75% over 2016 to 2026, 15.3% over 2016 to 2031 and 23% over 2026 to 2040.
  - The NPF national baseline population accounts for 25% headroom allowance for additional population growth.
  - Scope for a further additional 25% headroom allowance can be made to 2026 in counties where projected population growth will be at or above national average i.e. Waterford.
  - Zoned areas which lie outside the boundary of CSO defined urban settlements are classed as Greenfield for the purposes of the Core Strategy. By applying NPO 3(a), therefore 40% of all new homes across the county shall be delivered within the

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<sup>7</sup> Appendix 3 of the National Planning Framework sets out the methodology for a tiered approach to land zoning, which forms the basis of the methodology used in the Development Plan.

footprint of all sizes of CSO defined urban settlements i.e. 50 dwellings/100 metres & evidence of urban centre school/shop.

The achievement of the national strategic outcomes is a principle goal of the Development Plan, in particular the population targets for Waterford City and County. To achieve this level of employment and population growth, the Development Plan identifies a vision, policies, objectives and actions, associated actions, and a form of roadmap which will seek to secure investment in infrastructure and services to support communities, employment and amenities required to make Waterford a place where people call home.

It should be noted finally that the population target on which the Core Strategy is based varies from the HNDA and Housing Strategy (Appendix 3) for the following reasons:

- Recognition of the ambition which Waterford City & County Council has for its administrative area as a Regional Capital serving an expansive hinterland;
- The need to attract and retain a resident workforce to serve our principal urban centres and reduce the extent of existing commuting into Waterford City in particular and thereby assist in meeting our obligations in terms of S10(2)(n) of the Planning and Development Act;
- To bolster the local economy through retention of locally generated income within the city and county; and,
- To assist in delivering additional scale to support transport orientated development and provision of critical infrastructure.

### **2.13 Target Population Growth.**

Table 2.2 summarises the target population as envisaged for Waterford City and County in the SRSES, NPF, and Section 3(a) and (b) of the Implementation Roadmap for the National Planning Framework as described above. These figures have been further adapted to facilitate a more linear progression in reaching our 2031 target, in order to enable time to address constraints to implementing development across the city and county.

The population growth target will ensure that Waterford City has the capacity to develop in its role as a regional economic driver for the wider city region, while the growth rate in Dungarvan is 50% that of the City, enabling it to continue to function as a Key Service Town for West Waterford. The growth of other urban and rural towns will be facilitated beyond the level of growth experienced over the last plan period. Furthermore our rural areas, including our villages, settlement nodes and open countryside, will be strengthened by facilitating a level of growth that will assist in sustaining communities and associated services.

<b>Table 2.2: Core Strategy Population</b>			
	2016	2028	2031
Waterford County	116,176	137,630	144,000
<b>Regional City</b>			
Total City Area	51,615	66,285	70,995
Waterford City and Suburbs	48,216	62,382	66,966
Waterford Rural	3,399	3,903	4,029
<b>Key Towns</b>			
Dungarvan (incl. Ballinroad)	10,388	11,864	12,337
Clonmel Environs <sup>8</sup>	925	1,056	1,091
<b>Large Urban Towns</b>			
Tramore	10,381	11,549	11,873
<b>Urban Towns</b>			
Dunmore East	1,808	2,002	2,068
Portlaw	1,742	1,929	1,992
Lismore	1,374	1,521	1,572
Aggregate Rural (incl. Rural towns and villages)	41,342	45,328	46,101

## 2.14 Housing Land Requirement

Table 2.3 identifies the quantum of land required to facilitate the delivery of the population growth targets set out in this Core Strategy and Table 2.2 above. In addition to the density assumptions referred to in Section 2.11.1 above, and the specified NPF household size of 2.5 persons, the following have been considered in determining the residential land requirement for the period of the Development Plan:

- Guidelines for Planning Authorities on Housing Supply Target Methodology for Development Planning (2020) issued by DHLGH.
- Delivering an effective balance of housing types and tenures between and within our larger urban settlements, between Waterford City and Tramore, within Waterford City, and within Dungarvan (east and west of the Causeway);
- Achieving the longer term objective of compact growth and transformative change by altering patterns of existing expansion and unbalanced urban spread which will require the availability of an appropriate mix and quantum of alternative land banks, particularly in Dungarvan;
- Transitioning existing settlements to a more self sustaining model, particularly Tramore;
- Infrastructure availability and delivery; and,
- Land ownership and displacement of existing viable uses, including agriculture, particularly in Dungarvan.

<sup>8</sup> Population based on 370 address points in County Waterford within the Clonmel Environs area and NPF household size of 2.5 persons

Further details regarding the pattern of how the housing land requirement is provided for in Waterford City is set out in Chapter 3, Part 2 of Volume 1. With regard to the other urban settlements the following should be noted:

**Dungarvan Key Town:** The provision of lands for new residential development seeks to consolidate existing residential areas close to the historic core of Dungarvan, at Monang to the east of the Old Hospital Road between Pinewood and Strandside North, at Duckspool between Cluain Garabhán and Scoil Gharbháin, at Estuary Heights, Shandon, at Kilrush between the N25 and the Cappoquin Road and at the junction of the Kilrush Road and Cappoquin Road. The longer term objective will be to further consolidate the town east of the Colligan River in the general Shandon area (between the Shandon Road, The Colligan River and the Cappoquin Road) subject to investment in enabling storm water and roads infrastructure during the life of the Development Plan. While there is scope for regeneration in the town centre and periphery, this is limited by way of smaller site size and general built context to yield significant housing units for the purposes of the core strategy.

<b>Table 2.3: Core Strategy Land Use Zoning</b>				
Settlement Class	Settlement Type	Population 2016 (CSO)	Core Strategy Population	Residential Land Required (Ha) <sup>9</sup>
<b>1</b>	<b>Regional City</b>			
	Waterford City & Suburbs	48,216	62,382	202
<b>2</b>	<b>Key Town</b>			
	Dungarvan/Ballinroad	10,388	11,864	25
	Clonmel Environs	925	1,056	2
<b>3A</b>	<b>Urban Towns (&gt;1500 Pop) Large</b>			
	Tramore	10,381	11,549	19
<b>3B</b>	<b>Urban Towns (&gt;1500 Pop)</b>			
	Dunmore East	1,808	2,002	4
	Portlaw	1,742	1,929	4
	Lismore	1,374	1,521	3

**Tramore:** The Development Plan proposes to consolidate the future growth of the commuter town within its built footprint and predominantly within the line of the R675 Ring Road and at Crobally Upper adjacent to the Riverstown Roundabout and at Newtown between Carrigeenlea and Newtown Glen, in addition to the finish out of the latter development. There is additional scope for new mixed use development at Ballycarnane which can provide additional residential development.

It is not anticipated that development will be required in the strategic reserve area to the north of the town during the life of the Development Plan. In addition, infrastructural constraints in terms of access, storm water drainage and additional water supply network enhancement will be required in order to service the area of the town north of the R675.

**Dunmore East, Portlaw and Lismore:** The land use zoning objectives for new residential development in these settlements seek to consolidate each settlement and provides choice in terms of location and landownership. The quantum of lands identified to cater for the target population is consistent with the core strategy in all but Dunmore East where additional lands are required to

<sup>9</sup> Provides for additional 25% headroom envisaged in the Implementation Roadmap for the NPF.

provide for the construction of a new road to connect the Killea Road to the R684 Waterford Road and thereby removing congestion from the historic and constrained road network at Horsequarter and Lower Dunmore.

### **2.15 Retail**

The Section 28 Guidelines “Retail Planning Guidelines” (2012) outline the national objectives in relation to retail development which are strengthened through the NPF, SRSES and MASP. Such guidance and national/regional policy objectives seek to ensure that the planning system continues to play a key role in supporting competitiveness in the retail sector for the benefit of the consumer in accordance with proper planning and sustainable development. Principle policy objectives seek to:

- (i) Ensure that retail development is plan-led having regard to settlement hierarchies ranging between metropolitan to local centres.
- (ii) To promote city/town centre vitality through a sequential approach to development;
- (iii) Secure competitiveness in the retail sector by actively enabling high quality sustainable development proposals to come forward in suitable locations;
- (iv) To facilitate a shift towards increased access to retailing by public transport, cycling and walking in accordance with the Smarter Travel strategy; and
- (v) To deliver quality urban design outcomes.

The relevant retail policies and objectives pertaining to Waterford City and county, as identified in the Waterford City Retail Strategy 2011, the Waterford County Update and Review of County Retail Strategy 2006, and the Waterford City Retail Strategy Update 2017, have now been updated and assembled into a new Waterford City and County Retail Strategy, which was prepared to inform the strategy and policy objectives of this draft Development Plan. Full details of the Retail Strategy are set out in Appendix 4, while Chapters 3 and 4 identify the relevant policy objectives derived from the Retail Strategy, with particular reference to identifying, among other things, a retail hierarchy, core shopping areas, the need for additional retail floorspace policy, and guidance regarding the location of new retail developments.

Waterford City & County Council is also committed to delivering an addendum to the Waterford City and County Retail Strategy in order to comply with Waterford MASP Policy Objective 19 which requires the making of a Joint Retail Strategy for the Waterford Metropolitan Area.

### **2.16 Economic Development**

The potential for future economic development across the city and county is set out in Chapters 3 and 4 of this plan. These identify a range of policy objectives to facilitate economic expansion through support for indigenous SMEs and FDI across all sectors of employment and provision of and support for enabling infrastructure while outlining how the city and county will be positioned to maximise opportunities to ensure sustainable economic growth and enhanced economic resilience for all urban and rural areas.

The chapter rationalises the need to provide adequate serviced zoned lands for industry and enterprise development. The economic development goals and objectives advanced in the Development Plan are consistent with the NPF, SRSES and MASP and other National and local employment and investment strategies/policies referenced therein. Building the critical mass of

Waterford City around a concentric city model to drive economic growth across Waterford and the broader region, developing the capacity for Dungarvan to grow as a Key Town, facilitating the transition of Tramore from a commuter town to a more self sustaining town through provision of capacity to expand its employment function and facilitating the sustainable economic development of other locations across Waterford, are all key goals underpinning the Development Plan policy.

### **2.17 Ecosystems Services Approach and Natural Capital**

In preparing the Draft Plan and developing policy objectives, the Council have followed these Ecosystem Services<sup>10</sup> Approach principles:

- a) Consideration of natural systems - by using knowledge of interactions in nature and how ecosystems function (Chapters 6, 9 and 10)
- b) Taking into account of the services that ecosystems provide - including those that underpin social and economic well-being, such as flood and climate regulation, resources for food, fibre or fuel or for recreation, culture and quality of life (Chapters 6, 9 and 10)
- c) Involving people - those who benefit from the ecosystem services and those managing them need to be involved in decisions that affect them. Public consultation has informed the preparation of the Draft Plan which will be further refined before adoption, taking into account submissions/observations made on the Draft Plan during public display.

We will promote an Ecosystem Services Approach, following the above principles, in its decision-making processes, including those relating to the preparation of statutory land use plans.

In recognition of the need to manage natural capital<sup>11</sup>, provisions have been integrated into the Plan that will contribute towards management of air quality, noise pollution, light pollution, water quality and integrated river basin management.

#### **2.17.1 Integration of Environmental Considerations into the Plan**

The following environmental assessments have been undertaken in parallel with the preparation of the Draft Plan. An iterative process has been followed whereby each revisions of the Plan have been informed by the assessments.

#### **2.17.2 Strategic Environmental Assessment (SEA)**

SEA is the formal, systematic evaluation of the likely significant environmental effects of implementing a plan or programme before a decision is made to adopt it.

SEA is required by the EU SEA Directive as transposed into Irish law through the Planning and Development (Strategic Environmental Assessment) Regulations 2004 (SI No. 436 of 2004) as amended.

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<sup>10</sup> Ecosystems are multifunctional communities of living organisms interacting with each other and their environment. Ecosystems provide a series of services for human well-being (ecosystem services) either directly or indirectly contributing towards human wellbeing

<sup>11</sup> Renewable and non-renewable resources (e.g. plants, animals, air, water, soils, minerals)

The findings of the SEA are included in the SEA Environmental Report that accompanies the Draft Plan. That report provides a clear understanding of the likely environmental consequences of decisions regarding the adoption and implementation of the Plan.

All SEA recommendations have been integrated into the Draft Plan.

### 2.17.3 Appropriate Assessment (AA)

AA is a focused and detailed impact assessment of the implications of a plan or project on European Sites designated for habitats or species.

AA is required by the EU Habitats Directive as transposed into Irish law through the Planning and Development Act 2000 (as amended).

The findings of the AA are included in the AA Natura Impact Report that accompanies the Draft Plan. That report provides a clear understanding of the likely consequences of the Draft Plan on European Sites.

All AA recommendations have been integrated into the Draft Plan. The emerging conclusion of the AA is that the Plan will not affect the integrity of the European Sites, alone or in combination with other plans or projects.<sup>12</sup>

### 2.17.4 Strategic Flood Risk Assessment (SFRA)

SFRA is an assessment of flood risk and includes mapped boundaries for Flood Risk Zones, taking into account factors including local knowledge, site walkovers and flood risk indicators.

SFRA is required under ‘The Planning System and Flood Risk Management Guidelines for Planning Authorities’ (Department of Environment, Heritage and Local Government and Office of Public Works, 2009) and associated Department of the Environment, Community and Local Government Circular PL2/2014.

All SFRA recommendations have been integrated into the Draft Plan.

In addition to the above assessments, an Ecosystems Services Approach was taken in the preparation of the Plan (Chapters 6, 9 and 10).

## 2.18 Core Strategy Policy Objectives

Core Strategy Policy Objectives	
<b>CS 01</b>	<p><b>Enabling Growth</b></p> <p>Through the Core Strategy and Housing Strategy, facilitate sustainable growth and support the delivery of key growth enablers and priorities for Waterford City and Waterford County, in a manner consistent with the provisions and policy objectives of the NPF, SRSES and MASP.</p>

<sup>12</sup> Except as provided for in Article 6(4) of the Habitats Directive, viz. There must be:  
 (a) no alternative solution available,  
 (b) imperative reasons of overriding public interest for the plan to proceed; and  
 (c) adequate compensatory measures in place.

<p><b>CS 02</b></p>	<p><b>UN Sustainable Development Goals</b></p> <p>Through implementation of the Core Strategy and the policy objectives of the Development Plan we will contribute, as practicable, towards achievement of the 17 Sustainable Development Goals<sup>13</sup> of the United Nations’ 2030 Agenda for Sustainable Development, which came into force in 2016 and the outcomes derived there from as set out in Section 1.6 of Chapter 1 of the Development Plan.</p>
<p><b>CS 03</b></p>	<p><b>Compact Growth</b></p> <p>In a manner consistent with NPO 34 and 35, we will promote and support an efficient, equitable and sustainable pattern of residential and other development that delivers compact growth and critical mass for sustainable communities in Waterford, by managing the level of growth in each settlement.</p>
<p><b>CS 04</b></p>	<p><b>Concentric City</b></p> <p>We will identify investment opportunities and priorities to deliver the concentric city model and the core strategy and settlement strategy founded on the principle of infrastructure led development.</p>
<p><b>CS 05</b></p>	<p><b>Housing Strategy</b></p> <p>We will develop and deliver a Housing Strategy in order to meet the housing needs of our communities, balance the provision of social and affordable private housing, ensure effective delivery of housing and mitigate current residential leakage and unsustainable travel patterns.</p>
<p><b>CS 06</b></p>	<p><b>Environmental Directives</b></p> <p>We will require, where appropriate, all plans and projects within Waterford to comply with the requirements of the Strategic Environmental Assessment Directive, the Habitats Directive, Water Framework Directive and Floods Directive.</p>

<sup>13</sup> Including:

- Goal 1: End poverty in all its forms everywhere
- Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture
- Goal 3: Ensure healthy lives and promote well-being for all at all ages
- Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
- Goal 5: Achieve gender equality and empower all women and girls
- Goal 6: Ensure availability and sustainable management of water and sanitation for all
- Goal 7: Ensure access to affordable, reliable, sustainable and modern energy for all
- Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
- Goal 10: Reduce inequality within and among countries
- Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable
- Goal 12: Ensure sustainable consumption and production patterns
- Goal 13: Take urgent action to combat climate change and its impacts
- Goal 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development
- Goal 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
- Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
- Goal 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development

<p><b>CS 07</b></p>	<p><b>Urban Regeneration</b></p> <p>We will collaborate with state agencies such as the LDA and SRA to deliver quality regeneration projects across our urban settlements in a way that supports the achievement of compact growth and sustainable placemaking for urban and rural communities.</p>
<p><b>CS 08</b></p>	<p><b>Local Area Planning</b></p> <p>To supplement the land use zoning objectives and other policy objectives of this Development Plan, through the provision of Local Area Plans (LAPs) for areas of Waterford City, Dungarvan/ Ballinroad, Tramore, Dunmore East, Portlaw, Lismore and Gaeltacht na nDéise (including Sean Phobal).</p>
<p><b>CS 09</b></p>	<p><b>Low Carbon Future</b></p> <p>Through the implementation of the Core and Settlement Strategies, we will put in place a pattern of land use and associated policy objectives and actions, which facilitate a just transition to a low carbon society.</p>
<p><b>CS 10</b></p>	<p><b>Gaeltacht na nDéise</b></p> <p>We recognise the cultural and socio-linguistic significance of Gaeltacht na nDéise within Waterford and the Southern Region, and will collaborate with Údaras na Gaeltachta and other bodies to proactively enhance the linguistic viability of the Gaeltacht, with a view to achieving the 67% viability threshold in time and thereby develop a sustainable future for the area and its community.</p>
<p><b>CS 11</b></p>	<p><b>Infrastructure Led Development</b></p> <p>We will liaise with relevant service providers to ensure Development Plan implementation is consistent with the Core Strategy.</p>
<p><b>CS 12</b></p>	<p><b>Rural Regeneration</b></p> <p>We will pursue the regeneration of smaller towns and villages in a manner consistent with NPO 16, 17 &amp; 18, particularly those experiencing stagnation, decline, dereliction and vacancy. Through programmes such as “new homes in small towns and villages”, we will facilitate greater choice for people to build homes in these locations in the interest of securing their viability as a focus for community interaction, activity, and rural services.</p>

<p><b>CS 13</b></p>	<p><b>Settlement Strategy</b></p> <p>In a manner consistent with the settlement typologies and respective policy objectives of the SRSES, we will:</p> <ul style="list-style-type: none"> <li>• Support the development of Waterford City as the Regional Capital, a University City and international location of scale and primary driver of economic and population growth in the Southern Region;</li> <li>• Support the development of Dungarvan/Ballinroad as a Key Town of significant influence in a sub-regional context and a Gaeltacht Service Town;</li> <li>• Support the development of Tramore in a manner which encourages a more self sustaining model of settlement, and a move away from an over-dependence on employment in Waterford City; and,</li> <li>• Support the development of our urban and rural settlements to provide for the demands of their communities and encourage networking between settlements to build economic resilience and rationalise the sustainable provision of services;</li> </ul> <p>while structuring and implementing the settlement hierarchy in a manner consistent with the SRSES Sustainable Place Framework.</p>
<p><b>CS 14</b></p>	<p><b>Delivering Sustainable Places</b></p> <p>We will provide a comprehensive set of development management standards which provide clear qualitative and quantitative guidance for developments across urban and rural areas of the city and county. Development densities, in particular, will be appropriate to the built and other contextual issues relating to each location, including proximity to public transport facilities/routes, so as to avoid a “one size fits all” approach and deliver distinctive placemaking.</p>
<p><b>CS 15</b></p>	<p><b>Rural Strategy</b></p> <p>Prior to the mid-term review of the Development Plan we will commence the preparation of a Rural Strategy so as to support rural communities in delivering transformative change in their areas which will secure long term economic, social and community viability and vitality.</p>
<p><b>CS 16</b></p>	<p><b>Rural Towns and Villages</b></p> <p>In addition to compliance with other policy objectives and development management standards of the Development Plan, development proposals for all land use types within rural towns and villages (Class 4 &amp; 5 in Table 2.1) will be required to demonstrate that:</p> <ul style="list-style-type: none"> <li>• The scale of a proposed housing development is consistent with the number of housing units appropriate to the class/ typology of settlement as set out in Section 2.9 and Table 2.1;</li> </ul>

	<ul style="list-style-type: none"><li>• The proposal is compatible with the context of the site in terms of character, scale and density;</li><li>• The proposal will contribute to the visual and general/residential amenity of the settlement and its built quality;</li><li>• The proposal avoids any transgression onto land used or intended for use as public amenity;</li><li>• The proposal is accompanied by a program for developing out the site in terms of access to public water/wastewater, innovative solutions to wastewater such as integrated constructed wetlands and other services along with a completion timeframe; and,</li><li>• The proposal will not prejudice the future development of land in its vicinity and the expansion of public amenities or community land uses such as schools.</li></ul> <p>In order to avoid a situation where permitted residential development may sterilise other development proposals during the lifetime of the Development Plan we may specify the lifetime of a planning permission having regard to program for implementing the development identified in the proposal.</p>
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