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Development Impact Assessment

Residential Development of 58 no. units at Slievekeale, Waterford

Waterford City & County Council



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1.0 INTRODUCTION

The purpose of this report is to provide an audit of the existing social and community facilities serving Waterford city and in particular, the area surrounding the subject site. The proposed development seeks the construction of 59 no. residential units on lands located immediately south of Slievekeale Road and east of Vincent White Road, south west of the city centre.

The Waterford City Development Plan 2013 -2019 (CDP) requests that a development impact assessment is undertaken for all planning applications comprising 10 or more dwellings. The proposed development is located on land zoned for residential purposes and identified as a 'developed residential site' which seeks, "to protect and improve existing residential areas and their amenities and provide for appropriate residential infill opportunities where feasible".

The proposed development cannot be looked at in isolation from the communities that adjoin it including facilities and services within the administrative area of Waterford City & County Council. It is essential that the subject site and wider area identified for future development integrates successfully with the communities and character areas adjoining. Residents of the existing communities should be encouraged to interact with new public spaces, facilities and residents of the developing area and likewise new residents of the developing area should be encouraged to access and interact with public spaces, facilities and residents in the communities adjoining.

The Waterford City Development Plan 2013 – 2019 Variation No. 1 requests that the development impact assessment takes guidance from the 'Sustainable Residential Development in Urban Areas Guidelines for Planning Authorities (DoEHLG 2009)' and considers the overall impact of the proposed development under the following categories / headings:

- 1. The overall character and scale of the development
- 2. Infrastructure capacity such as water / wastewater and surface water disposal available;
- 3. Flood plains / areas susceptible to flooding / cumulative effect of development and existing development in relation to flooding;
- 4. Social services such as local shops / community facilities;
- 5. Capacity of local schools / creches / childminding services available in the area;
- 6. The provision of open space areas / playgrounds / amenity areas;
- 7. Car Parking / Traffic safety and pedestrian movements;
- 8. Proposing phasing arrangements; and
- 9. The protection of residential amenity of existing adjacent dwellings in the area.

Each of the above are explored in detail and assessed to ascertain the overall impact of the proposed development, particularly considering future demographic changes. Recommendations are then made to overcome current deficits.

2.0 APPROACH AND SCOPE OF REPORT

The CDP provides a detailed framework for the coordinated and future development of the area. The proposed development has very specific and defined boundaries and notwithstanding its location within a wider 'planned' area, it is important to ensure that the future residents of this development have adequate social and community infrastructure within a reasonable walking distance of their homes. Accordingly, an audit of facilities within a 15-minute walk time of the subject site was undertaken with study intervals of 5 and 10 minute walk-times also. An outer limit of 15 minutes was chosen for the

study area, as Urbanists have determined that this is the maximum distance that people are prepared to walk to utilise facilities within a neighbourhood.

This report seeks to:

- Provide an analysis of the key recent demographic trends affecting the study area and an assessment of the likely future demographic trends as a result of the implementation of the proposed development;
- An audit of the local community, infrastructure, recreational and social infrastructure;
- Identification of the key weaknesses and deficiencies in local community and social infrastructure;
- Recommendation of key projects and initiatives that would address key deficiencies and would adequately provide for the population resulting from the proposed development

3.0 DEMOGRAPHIC TRENDS

The city of Waterford and its suburbs had a population of 53,504 according to the Census of Population 2016. This figure represented an increase of 3.8 per cent over its population in 2011 which stood at 51.519 persons. In acknowledgement of the size and area of Waterford city, in the context of the development proposal of 59 no. units, consideration is also given to the Electoral Division (ED) of Slivekeale in which the subject site is located. The population of Slieekeale ED has remained static since the 2011 Census with a current population of 593 persons. This reflects the established nature of resdiential development in the area nad the lack of deevlopment potential in previous years.

The total housing stock in Waterford City stood at 24,522 units of which vacant households (excluding holiday homes) numbered 2,592 (10.5%). Of the 20,813 households, one person households comprised over 23 per cent of the population. It is also noted that the average household size for the city has remained static at 2.5. Of the 20,813 households, some 55 per cent of houses are owner occupied, 20 per cent are rented from a private landlord and just over 19 per cent are rented from the local authority. The population is also relatively young with 29 per cent of the population between the age of 20 years and 39 years.

The proposed development comprises of 58 no. units, with 22 no. of these as one bed units, intended for occupation by senior citizens. Assuming the 22 no. one bed units will accommodate on average 1.5 no. persons per unit and 36 no. family units will comprise of 2.5 no. persons per unit, in accordance with the standardised Census of Population data 2016, 58 no. units will yield a population of 123 no. persons. However, having regard to the provision of social and community infrastructure it is necessary to have regard to the wider population and their associated demands as well as the wider provision of facilities in the area. Accordingly, in the consideration of existing social and community infrastructure in the area it will be necessary to consider the wider population of Waterford city, that is 53,504 in addition to the 123 no. persons arising from the proposed development.

4.0 GENERAL BENCHMARKING AND STANDARDS OF PROVISION

There are a number of statutory and non-statutory documents and guidelines which detail the level of community and social infrastructure provision that is suitable and appropriate to a given area. Of significance importance in this instance is the Waterford City Development Plan (CDP) 2013 – 2019 and its vision for the future development of the area including the provision of critical supporting infrastructure.

- To facilitate the provision of key investment priorities whilst ensuring the City develops in a balanced, sustainable, transport friendly and attractive way with good quality of life and opportunities for all its citizens.
- 2. The National Planing Framework (NPF) recognises that it is important that the requirements of a community are matched to the population in order to ensure that there is a sustainable level of provision. There is a hierarchy of access to social infrastructure, whereby specialist and high quality functions such as hospitals tend to develop in larger settlements whereas small communities need to sustain strong community infrastructure such as a multi-purpose hall, primary school, post office, local shop or pub.
- 3. The Guidelines on Sustainable Residential Development in Urban Areas (2009) state that no substantial residential development should take place without an assessment of existing school capacity. This view is echoed by the Department of Education who provide a code of practice on 'The Provision of Schools in the Planning System'.
- 4. The Urban Design Manual states that there should be an emphasis on the provision of good urban design, open space and public plaza's which can facilitate social interaction and provide opportunities that the provision of facilities alone may not.
- The Retail Planning Guidelines (2012) support the provision of local retail units as they provide access to local facilities especially the elderly, persons with mobility impairments, families and those without access to private transport.
- 6. For new housing developments, Childcare Facilities Guidelines for Planning Authorities (2001) recommends an average of one childcare facility for each 75 dwellings. The guidelines also state that authorities could consider the provision of larger units catering for up to 30 / 40 children in major residential developments.
- 7. The Provision of Schools and the Planning System: A Code of Practice for Planning Authorities; the Department of Education and Science (renamed Department of Education and Skills) and the Department of Environment Heritage and Local Government (renamed Department of Housing, Planning & Local Government) (2008) advised that 12 per cent of the population are expected to present for primary education. Based on this, plus an estimate of future growth, plus an assessment of the capacity of the existing primary and post primary schools in the area, the Department of Education will supply estimates to the local authority for the need for new schools or the extension of existing schools based on the requirements arising from new developments.
- 8. The Code of Practice further advises that the planning authorities will anticipate the demand for new schools infrastructure that will arise from new development within the drafting process for development plans and local area plans using the Department of Education and Skills approach previously outlined and through these plans will facilitate the identification of suitable lands to meet the need for new schools or expansion of exisitng schools to serve new or expanding communities.

5.0 CONSIDERATION OF IMPACT OF OVERALL PROPOSAL

The proposed development is assessed hereunder against the 9 no. specific critieria detailed in the CDP.

5.1 Overall Character and Scale of the Development

The 1.4 hectare site is located in the south-western suburbs of Waterford City. It is bound to the north by the Slievekeale Road, to the west by Vincent White Road, to the south by Colaiste Na Maighdne secondary school and to the east by the boundary with the Waterford Health Park. The site consists of a former basketball court, and some hedgerows / mature treelines. Based on historical aerial

photography of the site it would appear that the site was previously part of the sports fields for the adjacent Presentation Secondary School located beyond the Health Park to the east.

The site comprises mature trees which are identified to be of amenity value in the Waterford City Development Plan 2013 – 2019 and there is an objective to protect and preserve them. Similarly, the stone wall defining the northern and western site boundaries are protected by reason of their association with the adjoining Convent / Nunnery (RPM22829002), which is a protected structure

The general area is residential in nature with the established residential developments of Manor Lawn and Willow Terrace located across the road to the west. In addition, there are extensive recreational and community infrastructure and services in the area including Walshe Park GAA Stadium immediately north of the site, the Waterford Health Centre on the adjoining site to the east, along with schools located further to the east and immediately adjoining the site to the south. Although the site is located 1.2km west of the town centre, it is serviced by public bus transport.

Located within Waterford City, the gateway to the south-east region, the city in its entirety lies within the metropolitan area. The city is identified for significant population growth. With a population of 53,504 persons in 2016, the population of the city grew by 3.8 per cent in the last inter census period. The Waterford City Development Plan 2013 - 2019 (CDP) strategically plans for the future growth of the city and the wider metropolitan area in accordance with the proper planning and sustainable development of the area and considers that the city and its suburbs is well placed to accommodate increased residential supply.

The subject land is in the ownership of Waterford City & County Council and therefore can be efficiently utilised to meet some of the demand for social housing arising in Waterford city and its suburbs. Slievekeale is a well established residential area with little potential for significant expansion. Site selection was restricted to consideration of that land in the ownership of the City & County Council and which could be adequately serviced and integrated to provide much needed social housing.

Site selection has taken a plan led approach to development having regard to the residential zoning provisions in the Waterford City Development Plan 2013 – 2019 (CDP). Identified as a 'developed residential site', the CDP seeks "to protect and improve existing residential areas and their amenities and provide for appropriate residential infill opportunities where feasible". The subject site is essentially an infill site within an established residential area.

The position of the site within an established residential neighbourhood, neighbouring two schools and a medical centre school with local services and facilities will facilitate integration of the development into the existing social and urban structure. The area is well served by public transport (route no.603) thereby significantly enhancing accessibility to and from the site.

5.2 Infrastructure Capacity

The proposed development is accompanied by an engineering report from Hayes Higgins Engineers which details the provision of water infrastructure to and within the site.

There is adequate capacity in the existing foul and storm water sewer network to accommodate the proposed development. Existing foul sewer and storm sewer pipes run through the site serving existing buildings on adjoining lands. It is proposed to serve the development with a 225mm diameter foul sewer and surface water sewer. Surface water runoff from the proposed development will discharge to on-site soakway/attenuation to accommodate the 100 year storm event with an additional 10% capacity provided for climate change.

Waterford City & County Council has confirmed that the existing watermain serving the area has adequate pressure and flow to cater for both potable and firefighting water supply. A 100mm diameter HDPE pipe shall be provide water to the subject site.

It is evident from the engineering assessment undertaken in respect of the proposed development, that the site can be adequately serviced.

5.3 Flood Risk

The site is located outside of the identified flood zones as detailed in Appendix 3 of the CDP. Accordingly, the issue of flood risk is not a consideration in this instance.

5.4 Social & Community Services

An audit was carried out of the existing social and community infrastructure within a 15 minute walk time of the site and beyond under the following headings:

- Childcare facilities;
- Health facilities and social services;
- Cultural facilities: and
- Retail and Entertainment

The audit consisted of a combination of desktop analysis and on the ground analysis. Each of the above points are addressed in the subsequent paragraphs.

5.4.1 Childcare Facilities

There are 3 no. childcare facilities within a 15 minute walk of the subject site. Attempts were made to contact each provider to determine capacity and where such information was not forthcoming, statistics were secured from TUSLA (The Child and Family Agency) and the inspection reports detailed on the website. The results are detailed in Table 3.0 below and confirm that at a minimum there are 114 childcare spaces available within a 15 minute walk of the site. The Waterford Childcare Centre at the Northern Extension, provides substantial childcare services for all age groups and is located just outside of the 15 minute walktime distance. This operation has capacity for 120 no. children.

Name of Childcare	No. of Children on Day of Inspection (Tusla)	Total Capacity (Direct Contact)
Early Days, St Pauls BNS	8	-
Presentation Play School	26	
St Brigids Children Centre	-	80
Total		

Table 3.0 Childcare Facilities within a 15 minute walk time of the proposed development¹

The 'Childcare Facilities Guidelines for Planning Authorities 2001, (DEHLG)' recommend the provision of an additional childcare facility for developments comprising in excess of 75 no. units, although it does state that the threshold for provision should be established having regard to the existing geographical distribution of childcare facilities and the emerging demographic profile of areas.

¹https://maps.pobal.ie/WebApps/TuslaInspectionReports/index.html accessed 09/05/2017

The 2016 Census Report data has determined that the average family contains 1.38 children (persons aged 18 and under) of which 30 per cent are children aged between 0-4 years old. The proposed development, excluding the 22 no. 1 bed units, would therefore, theoretically in accordance with current rates of population, yield 50 no. children of which 15 no. could be between the 0 and 4 years of age, that is within the creche requirement age.

The proposed development of 58 no. units, with 36 no. units intended for family use, is substantially below the threshold requiring the provision of new childcare facilities as recommended in the Guidelines. Furthermore, there are 3 no. existing childcare facilities within easy walking distance of the site and the Waterford Childcare Centre offers significant childcare services.

5.4.2 Health Facilities and Social Services

Waterford Health Park is located directly adjacent the subject site, inclusive of a HSE operated primary care team. Four medical centres are located beyond the 15 minute catchment distance together with three separate doctor surgeries. Each of the above services are further complimented by the services on offer from the Waterford Regional Hospital. One dental practice, Belvedere Dental is sited within the 15 minute catchment distance of the site. There are also several dentist facilities located beyond the chosen catchment area.

There are no published standards to determine the adequacy or need for health facilities in a given town. The Primary Care Strategy, issued by the Department of Health and Children in 2001, provides some form of guidance on the matter as it set out a new framework for the planning and development of primary care between 2001 and 2011. This strategy promoted a local team based approach to service provision with a primary care team operating in an area serving approximately 10,000 people. This would suggest the critical threshold population required to sustain the provision of such health services.

The proposed development will represent a modest increase in population (123 persons) relative to the 10,000 catchment population recommended and accordingly it is considered that the proposed development will not adversely impact on existing services in the area.

The provision of healthcare facilities in Waterford appear to be extensive and are immediately accessible from the subject site.

5.4.3 <u>Cultural Facilities</u>

There are two churches within a 15-minute walk time of the site, St. Paul's Church and Lifehouse Church. The Holy Trinity Church and Marantha Christian Community Church are located slightly beyond the 15-minute walking boundary.

Waterford City Garda Station is located to the northeast of the site. A wide range of community facilities are located just beyond the 15 minute catchment area inclusive of facilities for women and youth groups. The Edmund Rice Heritage Centre, located just beyond the 15 minute walking distance would appear to provide significant community services. Waterford Central Library, College Street Library and Central Library HQ are each located a short distance beyond the 15 minute walktime.

The area would appear to be well served in terms of cultural facilities and social facilities. Beyond the immediate area and the 15 minute walking distance there are other significant cultural facilities in the city and which are available including its vibrant arts scene, theatre, music and drama. Waterford has multiple options for theatre and arts enthusiasts with multiple venues and locations hosting a variety of unique events every week.

5.4.4 Retail & Entertainment

Waterford City Centre is located approximately 1.7km, north-east of the site with significant facilities and services. Although not within the 15 minute walking distance this centre is accessible from the Slievekeale area by public transport via the No. 601 and No. 603 bus.

In addition to Waterford City Centre local services are available along Barrack Street located within a 15 minute walk of the subject site. This area provides significant local retail facilities including a bakery, convenience supermarket, restaurants and public houses.

Kingsmeadow Retail Park is located within a 15 minute walk of the site featuring large commercial units offering bulky goods retailing. The site also features two fast food restaurants. To the west of the site is Waterford Industrial Estate along with other commercial units and will be accessible from the subject site. This is an important employment zone and is an opportunity for the area for future local employment. These facilities are accessible to both the local population and also passing customers.

Whilst the existing entertainment possibilities within a 15 minute walk of the site are limited, such facilities are located in the city centre a short distance away. Waterford City has been awarded a Purple Flag for its initiative in enhancing the vibrancy of the evening economy in the city centre. The Purple Flag represents good quality evening & night time economy, where people can enjoy a safe night out in a pleasant environment.

5.5 Education

There are three primary schools all located within a 15 minute walking distance of the subject site, with the Presentation Primary School neighbouring the site to the east. The total enrolment of these schools is 892 pupils. Enrolment figures or 2017 were secured from the Department of Education and Science and from individual schools.

	E	Enrolment Numbers		
School	2014 / 2015	2015 / 2016	2016 / 2017	
St Pauls Boys NS	233	221	219	
Presentation Primary School	403	411	416	
Waterford Educate Together NS	208	227	257	
Total	844	859	892	

Table 1.0 Primary Schools²

There are a further two primary schools located slightly beyond the 15 minute catchment area with a total enrolment of 594 pupils. In addition to this there are a further four primary schools, located in the wider city area.

The Department of Education and Science uses the assumption that 11.3 per cent of the population are of primary school-going age. The proposed development of 58 no. units resulting in an increase 123 no. person's in the area would create a need for 16 no. primary school places. Working with a PTR (pupil teacher ratio) of 25:1, this would result in a need for less than one additional classroom in the area. St. Pauls NS had less pupils in 2016/2017 than it had in 2014/2015 and the figures would suggest that the school has capacity for at least an additional 14 no. students if it was to bring enrolment figures up to 2014/2015 levels. It would therefore appear that there are adequate primary level schools available to accommodate the proposed development.

² http://www.education.ie/en/Publications/Statistics/Data-on-Individual-Schools/ accessed 09/05/2017

There are two post-primary schools within a 15 minute walk of the site with the Presentation Secondary School adjoining the site to the south. The 2016/2017 academic year saw 851 pupils enrolled.

	Enrolment Numbers		
School	2014 / 2015	2015 / 2016	2016 / 2017
St Pauls Community College	468	489	448
Presentation Secondary School	432	425	403
Total	900	914	851

Table 2.0 Post-Primary Schools³

CBS Mount Sion is located slightly beyond the chosen catchment area. This school had an enrolment figure of 284 pupils in the academic year of 2016/2017.

The Department of Education and Science uses the assumption that 8.5 per cent of the population are of post primary school going age, an increased population of 129 no. persons would create a need for an additional 11 no. post primary places. Both St Pauls Community College and Presentation Secondary School experienced a reduced enrolment figure of 63 no. pupils for 2016/2017 in comparison to the previous academic years. Taking the projected increase of post primary pupils into consideration and the capacity of the existing post primary schools it is apparent the proposed demand will be met by the existing post primary schools.

5.6 Open Space & Recreation

Recreation and open space are an important part of every community's life. They require pro-active encouragement and enhancement to ensure participation by all within the local community. The area of the application site and the immediate environs includes a number of significant open spaces. These are illustrated in Figure 5.0 appended to the end of this report.

Within a 15 minute walk of the site is Waterford Regional Sports Centre featuring a pitch and putt course, athletic track, Waterford Crystal Sports and Leisure Centre. Extending from this facility is Waterfod Nature Park consisting of approximately 60.7 hectares featuring a 2km walkway as well as a series of walkways which traverse the park. Located just beyond the 15 minute walkband is The People's Park Waterford, the largest public park in Waterford made up of 6.6 hectares. The park features cycle track, running/walking track, water feature, 2 no. childrens playgrounds and a skateboard park.

The surrounding area is extremely well served by GAA Clubs and soccer Clubs. The grounds of Walsh Park GAA Club are located across the road and to the north of the site. Other clubs namely St. Saviour GAA Club, Mount Sion GAA Club and Ozier Park are all located slightly beyond the 15 minute walking distance. Although forming part of a club these grounds provide important sports facilities to the area. In addition to clubs there are a number of gyms located in the wider area including Total Health and Fitness neighbouring the subject site. Each of these are easily accessible and open to the general public.

Waterford City Council in their development plan (Section 7.7) seeks to ensure that 2.83 hectares of public open space is provided per 1,000 population. In proximity to the subject site there are approximately 67.3 hectares of public parkland provided by Waterford's Nature Park⁴ and the People's Park. In theory, this has the capacity to support a population of 23,780 persons and can cater well for the existing population and the projected population of the proposed development. In addition to this

http://www.education.ie/en/Publications/Statistics/Data-on-Individual-Schools/ accessed 09/05/2017

http://www.discoverireland.ie/Activities-Adventure/waterford-nature-park/88743 accessed 09/05/17

public open space there are other substantial areas of open space throughout the city, including land adjoining the River Suir, which is intended to serve the remaining city population.

The proposed development provides for a localised area of open space, comprising of 0.24 hectares and 17.5 per cent of the overall site. The provision of open space on site is well in excess of the minimum 15 per cent open space standard. In addition, play facilities are proposed within the open space thereby ensuring an active play area for children within the development and locality.

5.7 Car Parking, Traffic Safety & Pedestrian Movements

Waterford City Development Plan Variation No. 1, Table 5.0 sets out the car parking standards per land use. The proposed development requires a total of 89 no. car parking spaces, and 89 no. car parking spaces have been provided. The car parking provision for each dwelling is located in close proximity to the front door. The car parking for the apartment units is provided in grouped format and naturally surveyed by overlooking and adjoining properties.

It is proposed to access the site via Vincent White Road and a full Traffic Impact Assessment has been undertaken by Roadplan in support of the access arrangement. Whilst consideration was given to the provision of an access onto the Slievekeale Road, a priority T-junction onto Vincent White Road is considered to be the most suitable access option, operating well within capacity in 2034. The provision of a right turn lane on Vincent White Road was considered but upon examination was not required.

Pedestrian access has been provided onto the Slievekeale Road via an intervention in the existing stone wall. Pedestrian access onto Vincent White Road is facilitated via the proposed vehicular entrance. Pedestrian movement and sustianable transport is promoted in the area which is served by the local bus network, with the No. 601 and No. 603 buses providing direct access to and linkage with the city centre.

5.8 Phasing Arrangements

The proposed development of 58 no. residential units will be completed in one phase via an 'availability based' Public Private Partnership (PPP) model. Under this model a consortium designs (in accordance with the grant of planning permission), builds, finances and maintains the social housing units on behalf of the local authority subject to a contract. The maintenance and upkeep services are provided for a period of 25 years after construction. After this the units are returned to the local authority in good, predefined, condition.

The sites for this project always remain in State ownership and are made available to the PPP Company by way of a license. No private housing units are developed on the site as part of the PPP project. As the model is 'availability-based', the private sector partner is responsible for ensuring that units are available for occupation. The local authority is the landlord and is responsible for nominating tenants from the local authority social housing waiting list, based on the local authority's allocation scheme.

This model has previously been used successfully in Ireland to build a number of roads, schools and courts projects with a primary care centre project currently under construction. Although new to social housing in Ireland, the model has been used successfully in other countries for such projects.

5.9 Protection of Residential Amenity

The proposed development has been designed to enhance and protect the existing residential amenities fo the area. Key considerations in the overall design process have been the protection of exisiting healthy trees on site, protection of the existing stone wall and neighbouring protected structure and the provision of a safe and efficient access arrangement into the site.

An arborist report accompanies this submission and provides a detailed assessment on the health and viability of all trees on site. Where trees must be removed for health or other reasons, a programe of supplementary planting is undertaken to mitigate any potential loss.

The exisiting stone wall has been maintained wiith sensitively located interventions provided to accommodate pedestrian and vehicular access into the site. A significant area of public open space is provided around the entrance to the site thereby maintaining the exisiting view from Manor Lawn Estate to the Old Convent on the adjoining site to the east.

The development has had regard to its conext and immediate surroundings and provides for a high quality internal space whilst also ensuring that the units remain visually attractive when viewed from the public road netowrk. An accompanying Architectural Statement further details the design rationale supporting the proposed development and the provision of resdiential development on serviced, zoned land identiifed for resdiential use.

6.0 CONCLUSION

The proposed development will give rise to demand for existing services and facilities but the demand will be minimal. The audit has confirmed that there is adequate social and community facilities within the area to serve existing and future population growth.

Alongside the existing services and facilities, the development proposes local open space and a playground to serve the immediate needs of the existing and projected population.

The proposal is an infill development which is plan led and conforms with the overall requirements of Waterford City Development Plan 2013-2019.

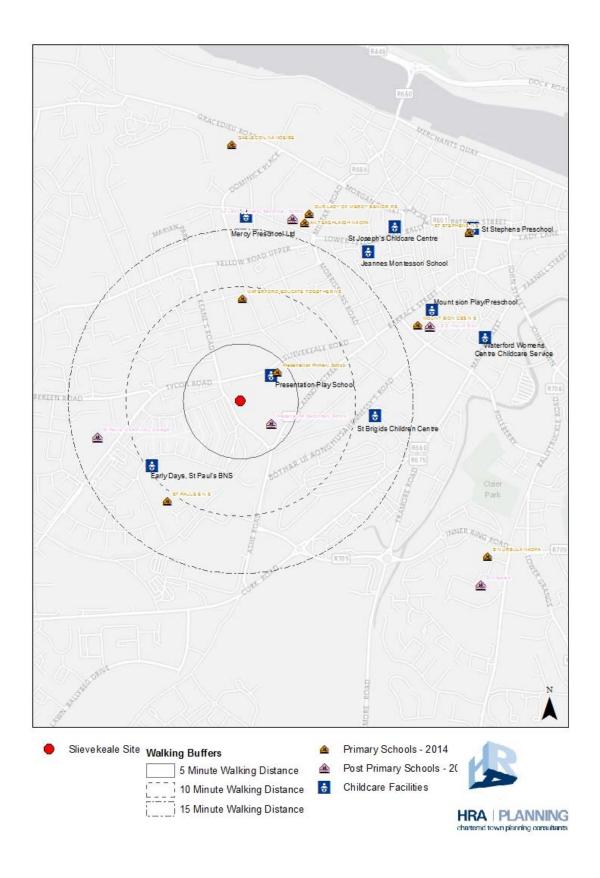


Figure 1: Education and Childcare Facilities

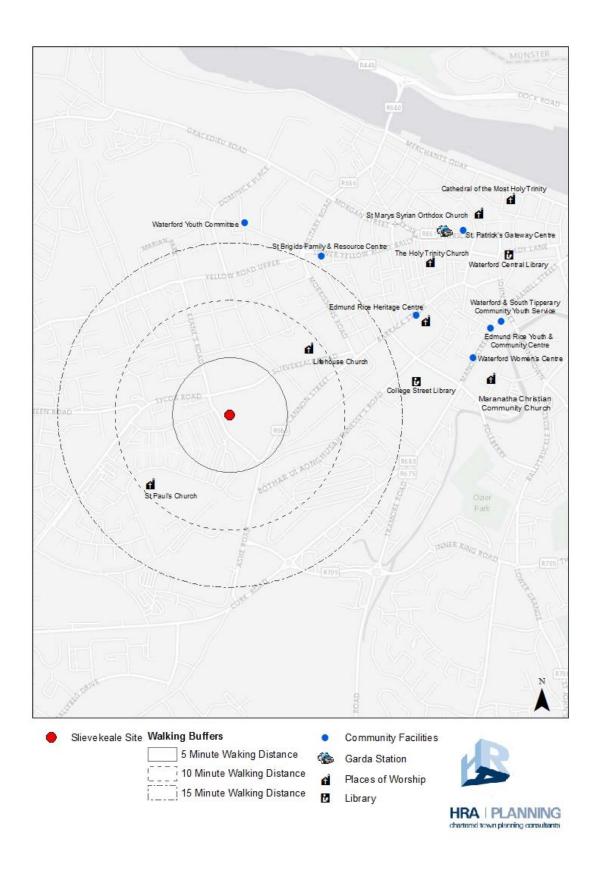


Figure 2: Cultural and Community Facilities

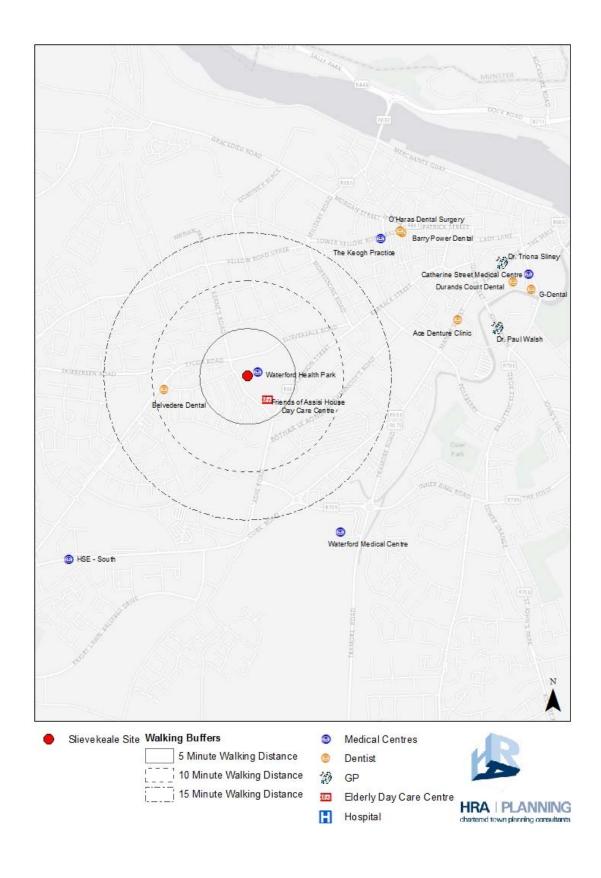


Figure 3: Health Facilities

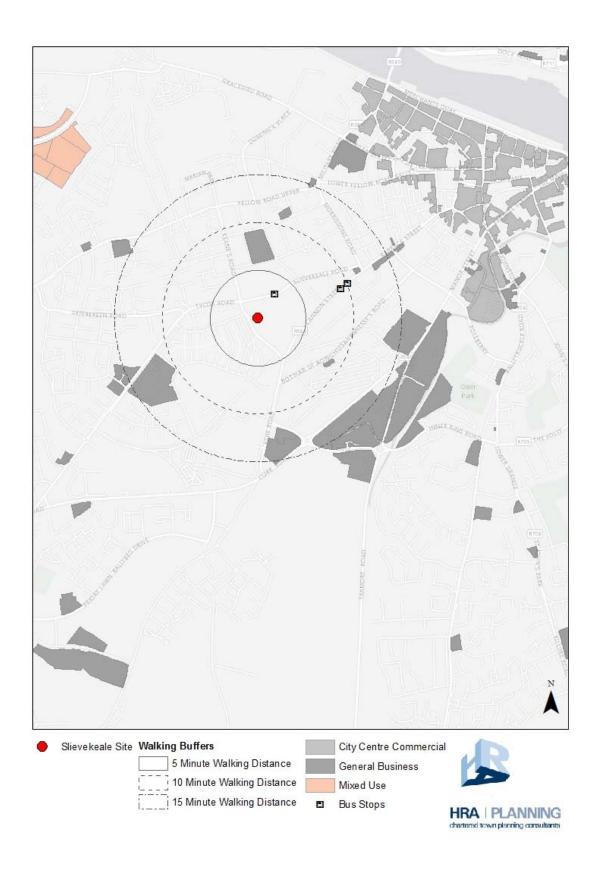


Figure 4: Retail and Entertainment

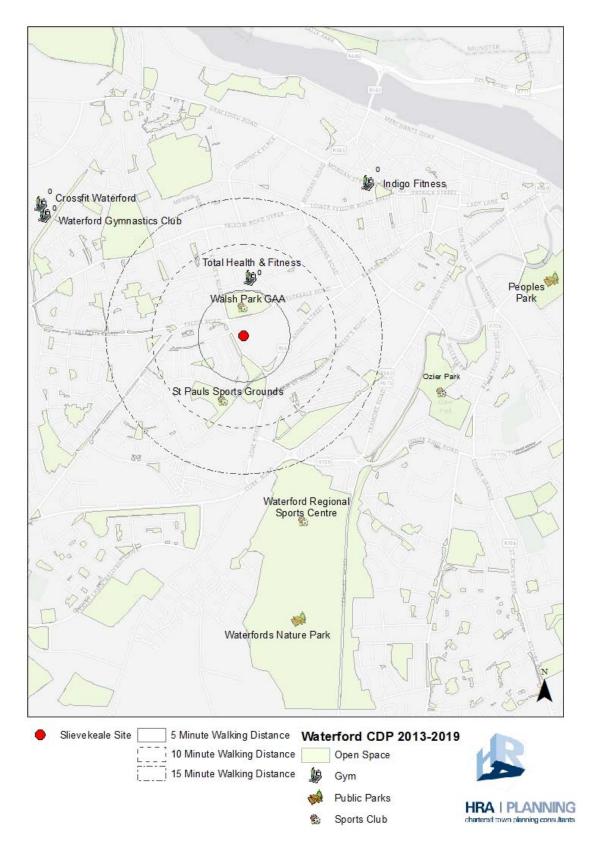


Figure 5: Open Space & Recreation