

CHAPTER 1

STRATEGIC CONTEXT

1. STRATEGIC CONTEXT

1.0 Introduction:

The Waterford City Development Plan 2013- 2019 sets out an overall strategy for the proper planning and sustainable development of the functional area of Waterford City, pursuant to section 9 of the Planning and Development Act 2000 (as amended). Development Plans are required to comprise a written statement supported by maps indicating the development objectives for the area in question. A Core Strategy, showing that the development objectives in the Development Plan are consistent, as far as practicable, with national and regional development objectives as set out in the National Spatial Strategy and Regional Planning Guidelines, is also required.

Waterford City Council is required to prepare and adopt a City Development Plan every 6 years. Not later than 4 years after the adoption of the Development Plan, the Council is required to review its existing Development Plan and commence the preparation of a new Development Plan.

A City Development Plan is the statutory Plan for the city. This Plan refers to the administrative area of Waterford City Council, which extends to an area of 4,157 hectares, of which 288 hectares is covered by water – namely the River Suir and its tributaries.

The purpose of the Plan is to inform the public, statutory authorities, service providers, developers and other interested parties, of the policy framework that will guide development decisions within the city over the Plan period. The Plan provides:

- A sustainable strategy to guide the location and pattern of development
- Guidance on the phased release of housing land for development
- A framework for infrastructural provision.
- A framework for the conservation and protection of the heritage, built and natural, whilst facilitating appropriate use
- A framework for the integration of development with the social, community and cultural requirements of the population
- Guidance for the public and developers on development

The Development Plan sets out a spatial framework for the City incorporating strategic objectives and measures from higher-level plans, strategies and legislation. These include:

- Sustainable Development – A Strategy for Ireland
- The National Spatial Strategy
- The National Biodiversity Plan
- The South East Regional Planning Guidelines 2010-2022
- The Waterford Planning Land Use and Transportation Strategy 2004-2020 (PLUTS)
- Smarter Travel – A Sustainable Transport Future
- The Joint South East Waste Management Plan
- The National Recovery Plan
- Action Plan For Jobs 2012
- South East Region Employment Action Plan 2011

- Section 28 Guidelines for Planning Authorities issued by the Dept. of the Environment, Community and Local Government.
- The National Climate Change Strategy
- E.U. Directives including –
 - Strategic Environmental Assessment (SEA) Directive
 - The Habitats Directive
 - The Birds Directive
 - The Floods Directive
 - The Water Framework Directive
 - The Urban Wastewater Treatment Directive

The Plan has also had regard to the DOECLG consultation draft publications, ‘*A Framework for Sustainable Development for Ireland*’ December 2011, along with the Development Plans of the neighbouring Planning Authorities and to the corporate strategies of the various service providers.

The Planning and Development Act 2000 (as amended) requires the Planning Authority to append a statement to the Development Plan which demonstrates how the policies and objectives of Section 28 Guidelines have been implemented in preparing the Plan. This statement is contained in Appendix 1.

The current Plan proposes a planning and settlement strategy based on a Neighbourhood Strategy. This strategy is retained from preceding plans and has been expanded on. The Plan sets the strategic context for lower-tier Plans for the neighbourhoods such as Local Area Plans, Action Plans or Urban Design Frameworks. The Plan outlines the guidelines and standards that the Planning Authority will apply in considering development proposals.

Figure 1: Waterford City and Main Transport Arteries



1.1 Overall Goals:

The overarching goal is for Waterford City to fulfil its role as a Gateway City and, as the economic driver of the South East Region, 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. The image and attractiveness of the City and the quality of life it offers are fundamental and shall be protected and enhanced through policies and objectives of the Development Plan.

This goal will be delivered through the following policies:

- To promote and facilitate the level of economic development and population growth necessary to create “critical mass” in the City and its zone of influence. (POL 1.1.1)
- To facilitate the delivery of key infrastructure. (POL 1.1.2)
- To realise the potential of the City Centre as a national and regional attraction, which is vibrant and lived in, has a strong retail and cultural offering and a high quality public realm. (POL 1.1.3)
- To protect, restore and improve, where appropriate, areas of natural heritage value. To protect and promote the integrity of all Natura 2000 sites within the City and subsequently the awareness of the City’s rich biodiversity. (POL 1.1.4)
- To protect the retail primacy of the City Centre. (POL 1.1.5)
- To facilitate provision of a good quality public transport system and a choice of transport modes within the City in accordance with the existing Green Routes Strategy and Smarter Travel National Guidance. To provide good connectivity to and within the City and to ensure ease of mobility/access from neighbourhoods to the City Centre, and between neighbourhoods (POL 1.1.6)
- To support the provision of sustainable education facilities at pre-school, primary and secondary levels, to promote the concept of continuing education and to support the delivery of a University for the South East Region with its headquarters in Waterford City. (POL 1.1.7)
- To develop a tourism product of national and international standing. (POL 1.1.8)
- To develop sustainable neighbourhoods with facilities and services to meet local needs, that give a sense of place identity and belonging to residents. (POL 1.1.9)
- To promote social inclusion and to facilitate equality of access to employment, education, transport, housing and social and cultural facilities. (POL 1.1.10)
- To minimize any adverse impacts on the environment through the implementation of policies on waste management, control of emissions and the promotion of energy efficiency and implementation of a climate change strategy for Waterford City. (POL 1.1.11)
- To develop the City generally in accordance with the integrated land use and transportation framework set out in the Waterford Planning, Land Use and Transportation Strategy (PLUTS) as and when reviewed. (POL 1.1.12)
- To have an Arts and Culture product which is of national and international standing and is an economic driver for the Gateway. (POL 1.1.13)
- Retain Healthy City status. (POL 1.1.14)

1.2 Strategic Context:

1.2.1 National Spatial Strategy

The National Spatial Strategy for Ireland (NSS) is a twenty-year planning framework designed to achieve a better balance of social, economic, physical development and population growth between regions. The Strategy was informed by the European Spatial Development Perspective, which was agreed in 1999.

The NSS envisages the development of a number of strategic gateways that will act as a counter balance to the development of the Dublin Region. Waterford was designated as a Gateway City under the National Development Plan and confirmed as the gateway for the South East Region in the NSS. Such designation has many positive implications for the future development of the city, but also significant growth expectations. Ultimately the success of the city as a Gateway will be measured by its level of sustainable¹ economic growth which in turn requires considerable capital investment in infrastructure in order to become a magnet for investment/employment opportunities. Accordingly good access to the City via road, rail, sea and air, is critical for the city to maximise its full potential as the Gateway to the Southeast Region. Gateways are expected to have diversity of employment, services, facilities and amenities for its current and growing population. These must again be provided in a sustainable manner ensuring environmental and social sustainability. In 2010 an update report on the NSS '*Implementing the National Spatial Strategy: 2010 Update and Outlook*' reaffirmed Government's commitment to the NSS as the national spatial planning framework to guide more balanced regional development and inform capital investment priorities. It advised that the NSS policy will play a critical and central role in addressing the challenge of climate change by promoting more sustainable settlement patterns. The Planning & Development (Amendment) Act, 2010 further supports NSS objectives by ensuring greater oversight, integration and consistency between spatial plans at national, regional and local levels, together with ensuring that environmental and social sustainability are fully integrated into planning policy.

Consistency between the Development Plans objectives and the NSS is outlined in Chapter 2 in the Core Strategy.

1.2.2 Regional Planning Guidelines (RPG's) for the South East Region

The South-East Regional Authority adopted the Regional Planning Guidelines for the South-East Region 2010-2022 on 26th July 2010. The guidelines represent "*a strategic planning framework for the 2010-2022 period designed to achieve a better spatial balance of social, economic and physical development throughout the region. The Guidelines are intended to inform Local Authority Development Plans and address issues such as settlement, transportation, industrial development, community facilities and environmental protection*".

The Guidelines expand on the NSS, identifying critical enabling priorities for Waterford and the region, some of which have already been achieved. These include:

¹ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

- High quality road and public transport services between Waterford and Dublin (M9)- (Completed 2010)
- The Waterford City By-Pass and Outer Ring Road-(Bypass Completed 2010)
- Targeted land servicing measures
- Development of a university for the South East in Waterford
- Targeted investment in the Gateway.
- Expansion of the commercial and civic centre of Waterford City through the redevelopment of the North Quays.
- Expansion of facilities and services at Waterford Regional Airport
- Implementation of the Joint Waste Management Plan
- Supporting the development of the internal road network between the Gateway, Hubs and County Towns.

The RPG's promote the City as the Regional Gateway of the South East of Ireland. The Gateway is defined as comprising the City itself and its environs in the counties of Waterford and Kilkenny. Gateways roles are defined as '*Strategically placed, national scale urban areas, which individually and in combination will be key elements for delivering a more spatially balanced Ireland and driving development in their own regions*'.

The RPG's acknowledge the strategic framework provided by the Waterford Planning, Land Use and Transportation Strategy 2004-2020 for the preparation of the statutory Development Plans by the three Planning Authorities associated with the Gateway. Consistency between the Development Plan objectives and the RPG's is also outlined in the Core Strategy in Chapter 2.

1.2.3 Waterford Planning Land Use and Transportation Study (PLUTS) 2004

The development strategy for Waterford City has been guided by the PLUTS since 2004. The PLUTS was initiated to provide a strong planning framework for the development of the City and Environs over the period up to 2020. It provides a coherent long term spatial context, within which more detailed statutory City and County Development Plans are developed.

It outlines a sustainable form of spatial development for Waterford City and Environs with the following Key features-

- Improved access to jobs, education, health, culture, leisure and other services through the provision of high quality bus based public transportation system, an orbital road network and additional river crossings
- Location of new housing as close as possible to employment opportunities and public transport routes
- A move towards higher housing densities and a wider choice of housing unit sizes reflecting the projected population structure
- World class educational and research facilities working in close collaboration with indigenous and new high tech industries
- Significant retail expansion in an expanding city centre
- Continued conservation and enhancement of natural and cultural heritage

The Highlights of the PLUTS Strategy are:

- 1 Provision for a population increase of almost 30,000 people (or 57% population growth) in Waterford City and Environs by 2020;
- 2 Investment needed for almost 12,800 new jobs or 46% growth by 2020;
- 3 Requirement for approximately 11,500 new dwellings located both north and south of the River Suir;
- 4 Significant retail expansion in the City Centre;
- 5 A downstream river crossing to facilitate the extension of the Outer Ring Road northwards to the N25;
- 6 A new city centre bridge for pedestrians and cyclists which will link the redeveloped North Quays with the existing City Centre;
- 7 Provision of a rail-passenger platform on the North Quays as part of a new Public Transport Interchange;
- 8 Development of a high-quality bus-based public transport system in the City supported by Park and Ride facilities located north and south of the River;
- 9 Expansion and improvement of the South-East Regional Airport with an extended runway, more operators and improved transport linkages.

As the current economic circumstances are very different from those which existed when the PLUTS was adopted in 2004, it is considered that many of its growth expectations will not be realised by the strategic framework's end horizon of 2020. As part of the preparation of the City Development Plan an in-house review of progress achieved to date in implementing the PLUTS was carried out. In short it concluded that the basic fundamentals of PLUTS were still sound, but that the delivery dates for many aspects of it have been pushed out. A number of the PLUTS elements, such as sustainable transport measures have further evolved under the policy directions of Transport 21, Smarter Travel –A Sustainable Transport Future and the recent findings of the Waterford City Transport Feasibility Study 2010 which, in turn, have informed the Plan's preparation.

The current Waterford PLUTS was adopted by Waterford City Council, Waterford County Council and Kilkenny County Council in 2004 and is currently integrated into the Regional Planning Guidelines.

1.3 Environmental Assessments

Strategic Environmental Assessment (SEA)

The preparation of the City Development Plan has been informed by the Strategic Environmental Assessment. Strategic Environmental Assessment (SEA) is the process by which environmental considerations are required to be fully integrated into the preparation and adoption of plans and programmes, and in this case the preparation of the City Development Plan. Article 1 of the EU Directive states "*The objective of the SEA process is to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of specified plans and programmes with a view to promoting sustainable development, by ensuring that, in accordance with this Directive, an environmental assessment is carried out, of certain plans and programmes which are likely to have significant effects on the environment*".

The results from the SEA process must be fully considered and integrated into the preparation and making of the City Development Plan by:

- Carrying out consultations with the public and prescribed environmental authorities
- Preparing an Environmental Report in conjunction with the preparation of the Development Plan
- Integrating environmental considerations into policy formulation
- Preparing an Environmental Report in conjunction with the adoption of the Development Plan
- Publishing information on the process and assessment
- Monitoring the significant environmental effects of the implementation of plans/ programmes

In accordance with the requirements of the SEA Regulations the City Development Plan is accompanied by a Strategic Environmental Assessment and Appropriate Assessment, these are in Volume 2 and Volume 3 accompanying this document. It is an objective that all Plans and Projects shall comply with the requirements of the SEA Directive and associated Planning & Development (Strategic Environmental Assessment) Regulations, 2004 and 2011 and to carry out SEA screening of all land use and non land use Plans as required under the regulations

Appropriate Assessment (AA)

An Appropriate Assessment has been undertaken in respect of the Plan's impact on Natura 2000 sites in accordance with the requirements of Article 6(3) of the Habitats Directive. The Habitats Directive (Council Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora) formed the basis for the designation of Special Areas of Conservation (SACs), with the River Suir being designated as same. Special Protection Areas (SPAs) are legislated for under the Birds Directive (Council Directive 79/409/EEC on the Conservation of Wild Birds). There are no SPA's within Waterford City. Collectively, SACs and SPAs are referred to as Natura 2000 sites. In general terms, they are considered to be of exceptional importance in terms of rare, endangered or vulnerable habitats and species within the European Community. Under Article 6(3) of the Habitats Directive an Appropriate Assessment must be undertaken for any plan or programme that is likely to have a significant effect on a Natura 2000 site.

The Appropriate Assessment for the Waterford City Development Plan is contained in Volume 3.

Strategic Flood Risk Assessment

The DOECLG/OPW '*Planning System and Flood Risk Management – Guidelines for Planning Authorities*' (2009) outline three key principles that should be adopted by local authorities and developers when considering flood risk. These are:

- Avoid the risk, where possible,
- Substitute less vulnerable uses, where avoidance is not possible, and
- Mitigate and manage the risk, where avoidance and substitution are not possible

The Guidelines were issued under Section 28 of the Planning and Development Act 2000 as amended, and specifically require Planning Authorities to introduce flood risk assessment as an integral and leading element of their planning functions. This is achieved by ensuring that the various steps in the process of making a Development Plan, together with the associated Strategic Environmental Assessment (SEA), are supported by an appropriate Strategic Flood Risk Assessment (SFRA). Such Strategic Flood Risk Assessment of the City accompanied by flood zone maps has been completed and informs the Development Plan preparation.

1.4 The City: Strengths and Opportunities

Over the last number of years, and notwithstanding the current prevailing economic conditions, there has been significant investment in Waterford City. In fact many of the major issues identified in the last City Development Plan have either been addressed, or significant progress has been achieved on them. These include:

- Completion of the M9 Motorway and N25 City Bypass and Outer Ring Road,
- The East Waterford Water Supply Scheme which increased the capacity by 65% and secures the City's water supply into the future
- The completion of the new Waste Water Treatment Plant providing significant capacity for future housing and industrial development
- The provision of a virtually limitless band width as provided by the MAN Broadband infrastructure
- Flagshipping of the City nationally and internationally as a place to do business, live and spend leisure time through the launch of Destination Waterford in 2010
- The provision of significant recreational, cultural and community facilities, including new parks, the redevelopment of the Regional Sports Centre, refurbishment of the Theatre Royal and Garter Lane Arts Centre and the provision of neighbourhood based childcare facilities
- Delivery of major tourism initiatives such as the Viking Triangle and Waterford Crystal Visitor Centre and the development of national scale festivals
- The delivery of major building programmes at Waterford Institute of Technology and Waterford Regional Hospital
- Waterford Flood Alleviation Scheme as completed to date
- Improved Public Transport Services and facilities as completed to date under the Green Routes
- Significant investment in the presentation of the City through public realm upgrades
- Increases in energy supply capacity
- Provision of a fully serviced strategic development site to facilitate Foreign Direct Investment.

Consequently year on year, the City is considered better capable of fulfilling its Gateway role within the region. In addition to these, the city has many wider fundamental strengths and opportunities which will underpin its future growth and sustainable development as a Gateway City such as:

- Its riverside and estuarial location
- The river and its amenity value to the city
- Local, national and international links - by road, rail, sea and air
- The Port of Waterford
- Waterford Airport
- Its skilled and educated workforce
- Excellent educational and research facilities working in close collaboration with indigenous and new high tech industries
- A transforming industrial base
- A high quality urban and natural environment
- Its current and future tourism potential
- Presence of many opportunity sites in central locations capable of accommodating mixed use developments
- Relatively low levels of traffic congestion

1.5 Key Issues

Notwithstanding these strengths and opportunities some deficiencies remain in critical infrastructures and there are still requirements for additional investment in social and economic infrastructure and services in order to advance the Gateway role, a role which is crucial in achieving the national aim of balanced regional development. While there is recognition of the advances made in recent years, more particularly the significant improvement in the City's infrastructure, the following issues remain pertinent for the City's growth.

1.5.1 Performance as a Gateway City

Waterford City's designation as a Gateway under the National Spatial Strategy in 2002 bestowed large expectations on the City such as good economic infrastructure, economic diversity, highly skilled workforce, low unemployment, high quality of life and local capacity and leadership. In 2009, research was commissioned on Gateway performance which resulted in the production of a 'Gateway Development Index' (GDI)². This is basically a measure on how Gateways are performing across a whole number of indicators. The overall GDI score for the Waterford Gateway as a whole was 3.7 out of a maximum possible 10.0, the lowest of the established cities³. This Plan intends to address many of the issues on which this indicator was based such as diversity of infrastructure and services.

1.5.2 Population

The National Spatial Strategy (NSS) of 2002 emphasised the idea of "critical mass" in cities and in regions. It defined it thus: "Critical mass relates to size and concentration of population that enables a range of services and facilities to be supported. This in turn can attract and support higher levels of economic activity and improved quality of life". And while it did not define, in absolute numerical terms, what those populations should be, it did set population targets for our main cities and regions which, if

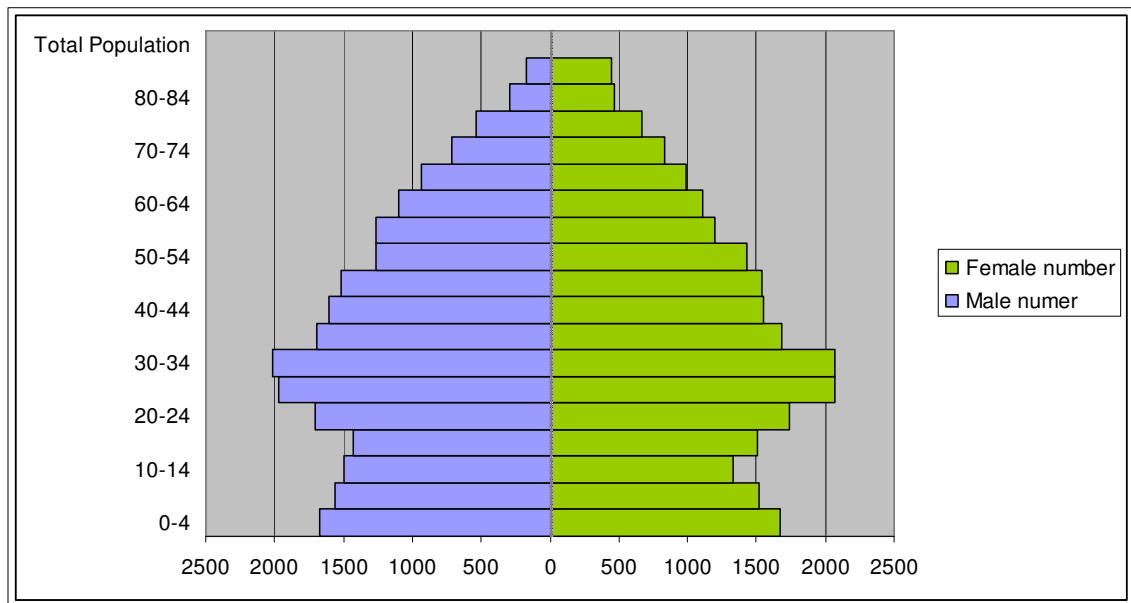
² DOEHLG- Fitzpatrick Associates 'Preparation of Gateway Development Index' Feb 2009

³ The average across the Gateways was 5.0 with Cork being the highest at 5.8 and Galway next with 5.6

reached, would provide that critical mass. It set a population target of 65,000 for Waterford City for the year 2020.

The National Spatial Strategy and RPG population growth projections for Waterford City were reviewed by the DOEHLG under the National Population Projections and Regional Population Targets 2010-2022 (Jan 2009) which in turn form the basis of the RPG population growth targets for the South East Region for the period 2010-2022. These are evaluated and fully rationalised in the Core Strategy in Chapter 2.

Figure 2: 2011 Waterford City Age Distribution by Sex



Source: CSO Census 2011

The 2011 population census figure for Waterford City was 46,732 persons representing a relatively unremarkable population increase of 984 persons from the 2006 census figure. A population profile of the 2011 age distribution within the City is reflected in Figure 2 above.

However, while the population growth in the City local authority area is unremarkable, there has been significant population growth in the immediate hinterlands of the City and in the City’s area of wider influence as defined in the PLUTS study, as shown in Table 1.1 hereunder

Table 1.1 Population Waterford City & Environs

	1996	2006	2011
City and Environs (census defined)	44,153	49,209	51,562
Satellites	19,626	25,259	26,682
Rural Inner Area (Remainder of PLUTS Study Area)	47,387	54,325	58,570
TOTAL	111,166	128,793	136,814

Source: CSO Census 2011, 2006, 1996

This population growth of some 23% between 1996 and 2011 is very significant in the impact it has, and will have, on the City's services and facilities and does indeed contribute in a vital manner to the desired critical mass. However, the aspiration to grow the City itself must continue to remain as the prime long-term sustainable aim.

1.5.3 The Economy

Understandably the economic downturn since 2008 has led to a significant loss of jobs in the economy and to a resurgence in emigration. The standardised national unemployment rate for August 2012 stood at 14.7%⁴, while a recent rate for the South East Region stood at 9.7%⁵. Given these trends the immediate challenge for Waterford lies in reversing these unemployment trends and growing jobs in the local economy.

1.5.4 City Centre & Retail

The City Centre needs to assert itself as the retail, commercial and cultural capital of the South East Region. The City's retail representation has remained static for a number of years now, so much so that other centres in the region are currently challenging for retail primacy within the region. It is envisaged that its role and function as the major retail destination in the region will continue to erode unless there is significant investment and redevelopment in the prime city centre retail core area in the short term.

Maintaining the vibrancy and vitality of the City also remains a key challenge, which in turn raises the issue of how to sustain its evening economy and present the city in the best possible light to visitors and citizens alike.

1.5.5 Housing & Density

A Housing Strategy integrated into the City Development Plan demonstrating sufficient provision of residential zoned development land for the Plan period including an overzoning provision, is an express requirement of the Planning & Development Act 2000 (as amended).

Sustainable housing provision should provide for an appropriate mix of housing and at locations that are close to places of employment, readily accessible to the City Centre and supported by community and recreational facilities.

National housing policy in Ireland is currently undergoing a major review with expected changes in policy directions and in legislation especially regarding the concept and efficacy of affordable housing. The net effect of the overall housing policy shift will probably see social housing need satisfied in the future either through home purchase (perhaps facilitated by more affordable market conditions), social housing provision and supports, and/or through the private rented market including leasing and rental accommodation schemes. However, until such time as new policy is published and new legislation enacted, this Plan, and the Housing Strategy integrated therein,

⁴ CSO August 2012 Live Register.

⁵ CSO Quarterly National Household Survey Q12012

continues to be based on existing policy and legislation and, in particular, on Part V of the Planning and Development Act 2000, as amended

Housing densities in the City during the 1990's averaged 21.25 units to the hectare which coincided with residential suburban expansion out along the Dunmore Road. Between 2000 and 2007 the density levels on residential zoned land in the City increased to an average of 35.2 units to the hectare net. Since 2007, density levels have averaged circa 28 units to the hectare net on residentially zoned land, naturally reflecting the beginnings of the downturn in the housing market and subsequent reduction in demand and supply for higher density development in the City.

Residential leakage from the City is a phenomenon which has impacted upon the residential market in Waterford for decades and subsequently has contributed to unsustainable travel patterns.

1.5.6 Transport and Access

The PLUTS seeks to implement an integrated land use and transportation strategy for the city and its environs. The development of alternative means of transport to the use of the private car is a major element of PLUTS and national transportation guidance. This requires continuing commitment to the provision of infrastructure to facilitate such modal change, with consequent impacts on access by private transport. In curtailing private transport there are inherent conflicts between policy objectives for growth/regeneration of the City economy on the one hand and traffic restraint/demand management on the other. The challenge lies in striking an appropriate balance between parking provision and public transport. As parking interacts with many planning, transport and development issues it needs to be treated in a strategic manner. Providing greater connectivity between North and South Quays remains an ongoing challenge, naturally requiring commitment to provision of additional infrastructure provision which will facilitate same.

1.5.7 Heritage

History and nature have bequeathed Waterford City with magnificent heritage. The Council recognises the quality of both the built and natural environment as crucial assets for the city and its citizens in terms of healthy living, which must not be degraded and which should be protected for their own sake. In terms of the built heritage the challenge lies in striking an appropriate balance between respecting our built heritage and sustaining it for the future through the support of appropriate uses.

1.5.8 Education

One of the most critical areas of service provision in the City is education, and the Development Plan must now give due consideration to the educational requirements of the City over the lifetime of the Plan. Recent indicators, including GDI point to Waterford scoring low in the area of educational attainment and to school leaving ages which are lower than national averages. Much of this is explained by the tradition of people, especially males, leaving school early to take up low-skilled manufacturing jobs, or up to more recently, jobs in the construction sector. More apparent, though, are the gaps at the higher end of the educational spectrum. Nationally, over 16% of

people have attained an educational status of third level degree or higher. In Waterford, this is only 13%. Certainly, a significant reason for this is the lack of a university in the region.

1.5.9 Conclusion

The policies, objectives and measures outlined in the following chapters tackle and attempt to address these and wider issues, which collectively are considered as constituting the proper planning and sustainable development of the City for the Development Plan Period, 2013 to 2019.

CHAPTER 2

CORE STRATEGY

2. CORE STRATEGY

2.0 Introduction

Section 7 of the Planning and Development (Amendment) Act 2010, 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 National Spatial Strategy (NSS) and Regional Planning Guidelines (RPGs). In demonstrating consistency with these higher-level plans, the Core Strategy also demonstrates consistency with other national planning policy guidance issued under section 28 of the Local Government Planning and Development Act.

The Core Strategy herein provides an evidence based rationale for the amount of land zoned for housing in the Development Plan. It also demonstrates the Plan's adherence with other strategic and EU Directive requirements. Matters such as the River Suir SAC⁶ inter-relationship with the city including an appropriate assessment of the implications of implementing the Plan on the river has informed the development of the Core Strategy and Development Plan. The Core Strategy has also been informed by consideration of strategic options for the City under the Strategic Environmental Assessment⁷, taking into account the potential impact of the Development Plan and its objectives on the environment. Measures for protecting and enhancing water quality in the City, contained in the South East River Basin Management Plan, are taken into account in compliance with the Water Framework Directive (2000/60/EC). The Plan and its associated strategic environmental assessment being informed by Strategic Flood Risk Assessment of the City is also demonstrated.

The underlying principles of this Core Strategy are based upon achieving sustainable social, economic and physical critical mass in a compact city form, through the integration of planning, land use and transportation, supported by the consolidation of existing, and the establishment of new neighbourhoods focused around neighbourhood centres.

The principles of the Core Strategy are founded upon the following :

- EU/National/Regional/Local Policy Context (i.e. EU Directives, the NSS, Regional Planning Guidelines, South East River Basin Management Plan, Section 28 Guidelines, Waterford Planning Landuse & Transportation Strategy (PLUTS) & Interim Review, etc.)
- Demographic and socio-economic trends
- Assessment of need for housing as reflected in the Housing Strategy 2012
- A sequential approach to zoning
- Consolidation and expansion of the City's neighbourhoods
- Waterford City Retail Strategy 2012
- Provision of water, drainage and road infrastructure
- Waterford City Transport Feasibility Study 2010
- Waterford City Strategic Flood Risk Assessment 2012

⁶ NATURA 2000 site under the Habitats Directive 92/43/EEC

⁷ Strategic Environmental Objective Directive (2001/42/EC)



Core Strategy Diagram

Waterford City

Development Plan

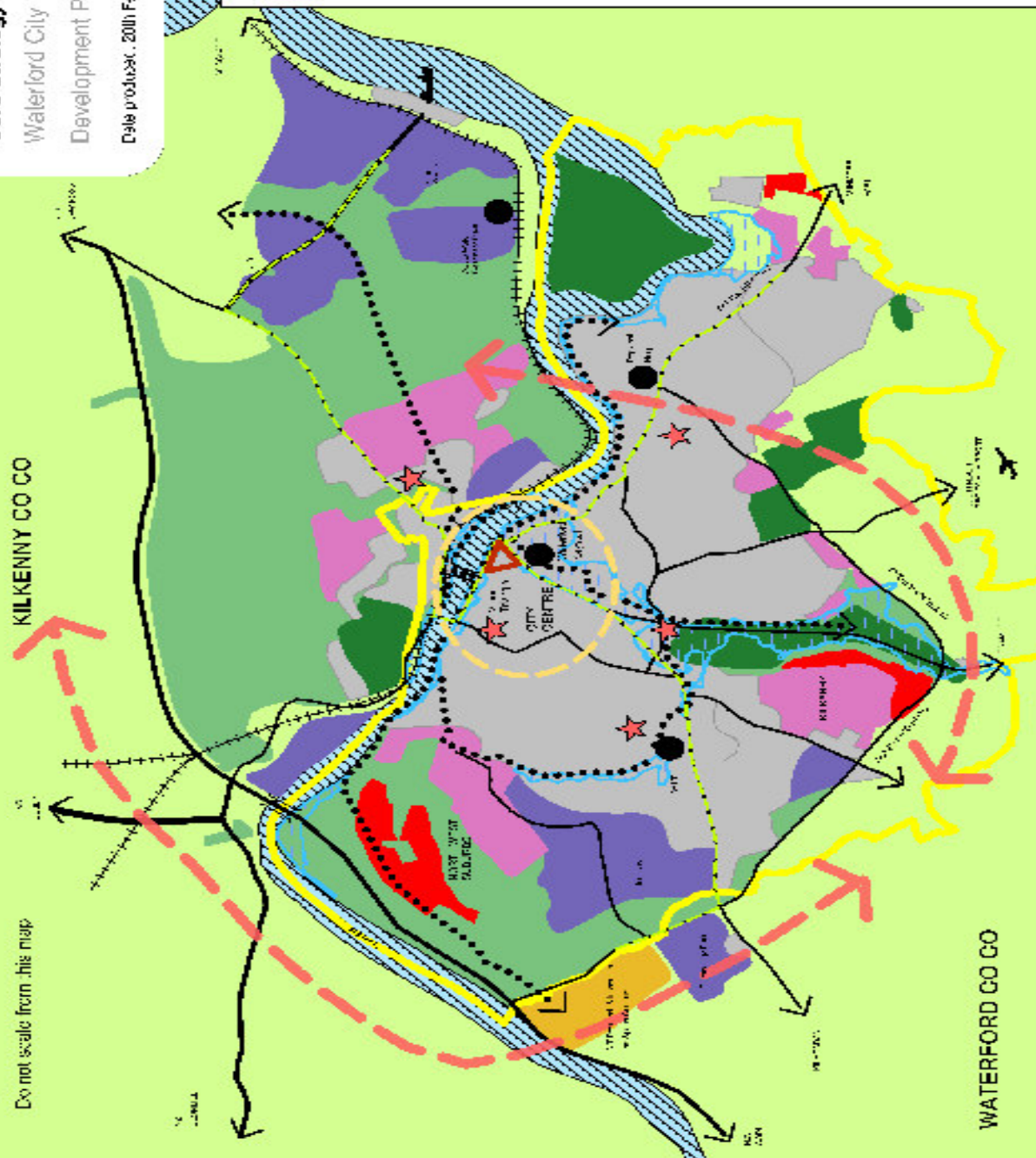
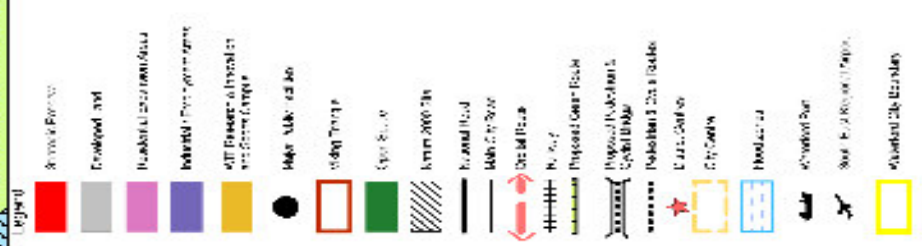
Date produced: 2011 February 2012



Do not scale from this map

1:50,000

WEXFORD CO CO



KILKENNY CO CO

WATERFORD CO CO

- Supporting infrastructure. (existing and planned social, community, educational, and commercial)
- Physical suitability
- Environmental Assessments (including Strategic Environmental Assessment, Appropriate Assessment and Strategic Flood Risk Assessment)
- Heritage policy.

2.1 Waterford City Core Strategy Goal

Waterford City fulfilling its role as the Gateway economic driver of the South East Region, by developing in a balanced, sustainable, transport friendly and attractive way, providing good quality of life and opportunities for all of its citizens.

2.1.1 Core Strategy Aims

To fulfill the goals set out in Chapter 1 whilst having

- A Waterford City Development Plan 2013-2019 consistent with national and regional planning strategies, including relevant population targets.
- A Waterford City Development Plan 2013-2019 providing a framework for sustainable economic development.
- Land zoning and associated phasing commensurate with projected population increase for the City and reflecting a sequential approach.

2.1.2 Core Strategy Objectives

- To require, where appropriate, all plans and projects within Waterford City Council Boundary to comply with the requirements of the Strategic Environmental Assessment Directive, the Habitats Directive, Water Framework Directive and Floods Directive. (OBJ 2.1.1)
- To ensure Waterford City Development Plan Policies and Objectives demonstrate consistency with the National Spatial Strategy and the Regional Planning Guidelines for the South East 2010-2022. (OBJ 2.1.2)
- To implement a phased approach to the development of new residential land. (OBJ 2.1.3)
- To require new housing proposals to demonstrate compliance with the core strategy. (OBJ 2.1.4)
- To provide for a variety of housing types, tenures and densities reflective of the diverse needs of the people of Waterford, mitigating current residential leakage and unsustainable travel patterns. (OBJ 2.1.5)
- To protect and strengthen the retail primacy of Waterford City within the South East Region. (OBJ 2.1.6)
- To protect and enhance the vibrancy and vitality of Waterford City Centre. (OBJ 2.1.7)
- To support and implement the preparation of a meaningful Joint Retail Strategy for the Gateway at the earliest opportunity. (OBJ 2.1.8)
- To protect existing employment and promote new employment areas. (OBJ 2.1.9)

- To require new development to account for known and anticipated local climate change impacts including flood risk. (OBJ 2.1.10)
- To facilitate improved access to the City through more sustainable transport modes. (OBJ 2.1.11)
- Protect the integrity all Natura 2000 sites within the City. (OBJ 2.1.12)
- Apply appropriate development management measures to ensure that growth is appropriate and compatible with the Regional Planning Guidelines for the South East Region 2010. (OBJ 2.1.13)
- Continue to encourage and promote the sustainable development of a range of quality tourism facilities, attractions and accommodation within the City. (OBJ 2.1.14)
- Implement the Waterford City Climate Strategy Programme of Measures (OBJ 2.1.15)
- Ensure that sufficient land is zoned for the educational requirements of 1st, 2nd and 3rd level educational establishments. (OBJ 2.1.16)
- To provide for a socially inclusive society (OBJ 2.1.17)
- Retain a Healthy City status over the lifespan of the Development Plan. (OBJ 2.1.18)

2.2 Consistency with the South East Regional Planning Guidelines 2010-2022

The Regional Planning Guidelines for the South East were adopted on the 26th July 2010 and cover the period 2010 to 2022. The Regional Planning Guidelines require expanding urban areas to:

1. Provide for an adequate supply of land in line with assessments of housing needs, through the Development Plan system. Such provision should provide for strategic reservation of land through the Development Plan process, coupled with ensuring timely and sequential release of land, to avoid delays in the availability and servicing of land on the one hand and premature release of zoned land on the other.
2. Ensure mixed-use and well-designed higher density development, particularly near town centres and public transport nodes like railway stations.
3. Maximise the efficient use of land by consolidating existing settlements, focusing in particular on development capacity within central urban areas through re-use of under-utilised land and buildings as a priority, rather than extending green field development.

The DoECLG ‘Development Plan Guidelines for Planning Authorities’ (2009) highlight that Planning Authorities should take all reasonable steps to ensure that sufficient zoned residential land is available throughout the lifetime of the Development Plan and beyond to meet anticipated needs and allow for an element of choice. Also in order to ensure continuity of supply of zoned residential land, planning authorities should ensure that at the time they make a Development Plan, enough land will be available to meet residential needs for the next nine years.

Determination of the housing land requirement for the Plan period 2013-2019, is based upon an evaluation of population performance and reconciling same with the RPG’s population targets for Waterford City.

Notwithstanding the recent population performance of the City, disaggregation of the RPG's principal forecast year figures (2010, 2016 & 2022), to reflect the Plan period years 2013 & 2019, as reflected in table 2.1 below, indicates a population increase in the City for the Plan period of 6.5% or 3250 persons i.e. the 2019 target population figure (53,000) less the envisaged 2013 target population (49,750).

Table 2.1-RPG Population Targets Waterford City 2006-2022 (not accounting for 2011 census results)

Year	Population	Increase	Target
2006	45,748		
2010		+2752	48,500
2013		(+1250)	(49,750)
2016		+1250	51,000
2019		(+2000)	(53,000)
2022		+2000	55,000
Total		+9252	

Source: Regional Planning Guidelines for the South East Region 2010-2022

N.B. The 2013 & 2019 figures constitute a disaggregation of the 2010, 2016 & 2022 RPG target population figures.

This envisaged 3,250 person population increase is the level of population to be planned for in the Development Plan period, when strictly applying the RPG's target figures. However as the preliminary 2011 City Population figure of 46,732 persons became available in 2011 (a figure significantly lower than the baseline 48,500 figure used by the RPG's) it was considered prudent for City Council to determine the population to be planned for over the Plan period being based upon the most up to date baseline population data available. Accordingly Table 2.2 below incorporates the 2011 census results, into the RPG 2010-2022 population targets to give us the population estimate to be planned for the Plan Period.

Table 2.2-Population estimate to be planned for the Plan period 2013-2019

2011 City Population	Estimated 2013 City population	RPG Population Target 2016	RPG population Target 2019	Population to be planned for 2013-2019
46,732	47,982*(+1250)	51,000	53,000	5,018 persons

Source: Regional Planning Guidelines for the South East Region 2010-2022 & CSO's Census Results, 2011

*2013 City population estimate based upon disaggregated RPG 2010 -2022 population growth estimates and utilisation of 2011 census results as a baseline figure.

The new population estimate for 2013 amounts to 47,982 persons, which in turn is subtracted from the RPG population target figure for the year 2019, which give a population of 5,018 persons to be planned for over the Development Plan period.

2.2.1. Housing Land Requirement for the Plan Period

A population increase of 5,018 persons is envisaged for the new Plan period, which in turn translates into a housing requirement of 1,930 units, using an average household size of 2.6 persons. At an average density of 20 residential units to the hectare, this gives a requirement for 96.5 hectares of residential zoned land. The RPG's again indicate that provision should be made for a level of over zoning when determining housing zoning requirements. Applying a 50% overzoning to the 96.5 ha equates to 144.75 ha, however over zoning can be up to 150% which would equate to 241.25 ha. Utilisation of the maximum or near maximum over zoning provision is considered justified for Waterford City given its Gateway status, subsequent growth expectations and noting that the RPG targets are minimum targets for the Gateway.

Notwithstanding the 241.25 ha of residential zoning permissible for the new Plan period, current levels of undeveloped residential zoned land in the City, exceed this figure, amounting to 353 ha of land as of February 2012.

In order to deal with the excess of residentially zoned land and to account for lands where there are existing service deficiencies, it is appropriate to apply a phasing to the development of these lands in the Development Plan. The proposed level of undeveloped housing land provision and associated phasing is set out in Section 2.2.3 and Table 2.3. Housing land comprises lands zoned for residential uses, and those zoned for a mix of residential and other uses, such as mixed use/opportunity sites.

Table 2.2.1 - Core Strategy Table

Area	Core Strategy Population Allocation	Housing Requirement	Existing Zoning	Proposed Zoning	Housing Yield (Residential Lands)	Shortfall / Excess
Waterford City	5003 persons	240ha*	353ha	247.65ha	4,800units (240ha at 20units/ha)	112.4ha

* Applying 150% overzoning as outlined in Section 2.2.1

2.2.2 Proposed Settlement Structure.

The distribution of remaining undeveloped residentially zoned lands in the City spans across the City's Neighbourhood Structure which comprises;

- North West Suburbs comprising Carrickphierish and Gracedieu neighbourhoods
- Ballybeg / Kilbarry Neighbourhood
- Sacred Heart Neighbourhood comprising Ballytruckle and Kilcohan
- Dunmore Road – comprising Farronshoneen/ Ballinakill Neighbourhood and Knockboy/Blenheim Neighbourhood
- Larchville/Lisduggan/Lismore Neighbourhood
- Ferrybank Neighbourhood

A profile of the City's neighbourhoods including appropriate policy/objectives are outlined in Chapter 7, with a general quantification of the extent of proposed

residential zoned land on an area/neighbourhood basis set out under the zoning objectives Chapter 12. The main focus of housing development for the new Plan period being in the Kilbarry, Carrickphierish and Dunmore Road areas of the City reflecting existing and proposed roads improvements, public transport and water infrastructure provisions.

2.2.3 Proposed Housing Land Provision & Phasing

The DoECLG recommend three mechanisms to be used when dealing with land surplus to the requirements of the Development Plan period; prioritising (phasing), rezoning and de-zoning. Waterford City Council has decided to employ a phasing of development over a longer period, with certain lands included in a Strategic Land Reserve. The basis for including lands in a strategic reserve is due to the fact that whilst the Development Plan must take into account changed economic circumstances and the resultant changes in housing supply and demand, it must do so in a way which also acknowledges the need for the City to achieve the critical mass which will allow it to perform as a Gateway City. Furthermore, it is important to recognize that Waterford City now has significant spare capacity in its water infrastructure which can support population growth without any further investments in capital works, this is also true for other areas of investment. Priority will be given to those lands which are contiguous to already developed lands and to those lands which, as defined by Flood Risk Assessment, are least vulnerable to potential flooding and least demanding on the need for investment in flood-related infrastructure. A critical objective of this strategy will also be to stem population/housing leakage from the City by providing housing choice to meet market demand. The prioritized sequence of development will be as follows;

- Lands which are appropriately zoned and which are fully serviced
- Lands which are appropriately zoned and have ready access to services
- Lands which are appropriately zoned but which are currently unserved

Approximately 112.4 ha of residential zoned land is included in the Strategic Land Reserve. The main criteria used for including lands in the Strategic Lands Reserve are as follows:

- Major deficiencies in infrastructure including water and wastewater, roads, footpaths, public lighting etc;
- Peripheral location, limited accessibility, location generally removed from public transport routes;
- Absence of community facilities and social infrastructure including childcare, healthcare, schools and recreational facilities.

The quantification of phasing areas are set out in Table 2.3 while the spatial distribution of same are outlined in the phasing map in Appendix 2.

Table 2.3: Proposed amount of undeveloped residential zoned land in Waterford City by area and phase

Area	Phase 1	Phase 2	Phase 3	Total
Carrickphierish	39.3ha	11.9ha	-	51.2ha
Gracedieu	-	-	74.4ha	74.4ha
Ballybeg/Kilbarry	43.6ha	33.1ha	28.5ha	105.3ha
Ballytruckle/Kilcohan	22.5ha	9.4ha	-	31.8ha
Dunmore/Williamstown Roads	51.2ha	36.7ha	9.5ha	97.4ha
Total	156.6ha	91ha	112.4ha	360ha

Development will be permitted in principle on Phase 1 lands during the period of the Plan (2013-2019), which includes residential zoned lands with existing permissions. Notwithstanding the level of undeveloped residential zoned land identified in Phase 1, the recent research and preparation of the Housing Strategy highlighted uncertainty over existing undeveloped residential land with extant permissions coming forward for development in the short to medium term. In order to ensure continuity of housing supply during the new Plan period, Phase 2 lands may be considered for development providing that proposals satisfy a core strategy justification and, where applicable, satisfactorily demonstrate that existing infrastructural deficiencies have been addressed to facilitate the development. Based on the above phasing quantifications 247ha of land will be zoned for new residential development for the Development Plan period, of which 156.6ha will be classified as phase 1 land and 91.1ha will be classified as phase 2 lands.

The Phase 3 lands amounting to 112.4ha, identified above, will be classified as strategic reserve providing for the longer term expansion of the City beyond the Plan period and pending the subsequent interim development of both Carrickphierish and Kilbarry areas. Residential development will not be permitted on Phase 3 lands during the lifetime of the Plan.

All applications for multiple residential development on Phase 2 lands, including applications for extension of duration of permission will be required to be accompanied by a core strategy justification statement which shall demonstrate the following:

- Demonstrate how the development is consistent with the Development Plan Core Strategy
- Demonstrate demand for the proposed development based on an assessment of existing housing vacancy, unfinished estates and volume of unit types in the area.
- The provision of water services infrastructure to serve the development.
- The provision of transport infrastructure in the area, and how the proposed development will contribute across all modes (vehicular, rail, cycle and pedestrian linkages)
- The capacity of services in the area to cater for the proposed development, including childcare, schools, other community services, open space, retail and commercial services.
- The contribution of the proposed development to the achievement of Development Plan objectives specific to the area.
- In the case of applications for extensions of duration, an assessment of how the development is compliant with the DOECLG Guidelines on Sustainable Residential Development in Urban Areas, and (where appropriate) the Guidelines on Sustainable Urban Housing, Design Standards for New Apartments.

Phase 2 Development Objective:

- The following objective will apply on all land identified on the Zoning Map as Phase 2: The Council will only permit development on Phase 2 lands where the Core Strategy justification statement demonstrates that

the proposed development is consistent with the Core Strategy, having regard to all of the criteria outlined above.

Phase 3 Development Objectives:

- Development will not be permitted on Phase 3 lands during the lifetime of this Plan and accordingly will be considered to act as a strategic reserve into the future. These areas will provide for the long term expansion of the city.
- Expansion of existing land uses within the Phase 3 lands will be considered on a case by case basis having regard to the potential impacts on the strategic nature of the lands and general planning considerations. New land uses other than significant residential development will also be considered on their merits having regard to the strategic nature of the phase 3 lands and general planning considerations.
- Applications for single houses on the phase 3 lands will be considered in accordance with the agricultural zoning objective criteria outlined in Point No.9 of paragraph 12.16 Schedule of Land Uses, Chapter 12.

2.2.4 Mixed Use zoned land

Approximately 122.6ha hectares of multiple use zoned land is proposed in the Plan, (see Table 2.4). This comprises three zoning classifications, ‘mixed use’, ‘opportunity site’ and ‘general business’. Approximately 32 ha of these lands are already committed for mixed use development under extant permissions.

Table 2.4 : Undeveloped multiple use zoned land remaining in Waterford City as of February 2012.

<i>Zoning</i>	<i>Undeveloped land in hectares</i>	Undeveloped committed land i.e. Land with extant permissions
<i>Mixed use</i>	<i>46.7ha</i>	<i>26 ha</i>
<i>Opportunity Site</i>	<i>65.7ha</i>	<i>6 ha</i>
<i>General Business</i>	<i>10.2ha</i>	<i>n/a</i>
TOTAL	<i>122.6ha</i>	<i>32 ha</i>

While all of the aforementioned ‘multiple use’ zoning objectives facilitate residential development, a number of the locations are not conducive to residential type development, regard being had to existing patterns of development and in some instances topographical suitability. Accordingly it was determined that the potential housing yield between mixed use site locations varied considerably. Tables 2.5 and 2.6 provide an estimated breakdown of potential housing yield from these sites. An estimated potential housing yield from ‘mixed use zoned lands’ for the new Plan period amounts to 375 units and is reflected in table 2.5.

Table 2.5: Potential housing yield from proposed mixed use zoned sites for the new Plan period 2013-2019

<i>'Mixed Use' Zoning sites</i>	<i>hectares</i>	Estimated potential Minimum Housing Yield
<i>Butlerstown Retail Park (Within City Bdy.)</i>	<i>5.7</i>	<i>nil</i>
<i>Carrickphierish</i>	<i>4</i>	<i>120 units (35/ha)</i>
<i>Kilbarry South</i>	<i>11.8</i>	<i>nil</i>
<i>Carrickphierish *</i>	<i>3.3</i>	<i>66 units</i>
<i>Parker Green Int'l site (Cork Rd) *</i>	<i>8.9</i>	<i>nil</i>
<i>Edward Holdings Site (outer Ring Road)*</i>	<i>13.1</i>	<i>189 units</i>
TOTAL	46.8	375 units

*** Denotes extant permissions thereon.**

Estimated potential housing yield from proposed 'opportunity site' zoned lands for the new Plan period amounts to 726 units. This includes parts of sites with extant planning permissions for residential development.

Table 2.6 Potential housing yield from proposed Opportunity Sites.

<i>'OPPORTUNITY SITES' Location</i>	<i>Hectares</i>	Estimated Potential Min. Housing Yield
<i>Ard RI</i>	<i>7.7</i>	<i>69 units (30% of site at @ 30/ha)</i>
<i>North Quays</i>	<i>13.6</i>	<i>204 units (30% of site @min. 50/ha)</i>
<i>Gasworks</i>	<i>2.7</i>	<i>nil</i>
<i>Newtown (Former Brooks Site etc)</i>	<i>3.8</i>	<i>95 units (50% of site @50/ha)</i>
<i>Bolton Street</i>	<i>1.5</i>	<i>nil</i>
<i>Kilbarry North (A) former Waterford Crystal factory site</i>	<i>15.9</i>	<i>nil</i>
<i>Kilbarry (Yellow House)</i>	<i>11.3</i>	<i>106 units (20% of site @min 50/ha)</i>
<i>Incidental areas of Bilberry</i>	<i>3.2</i>	<i>nil</i>
<i>Bilberry*</i>	<i>6.0</i>	<i>252 units</i>
TOTAL	65.7	726 units

*Denotes already committed parts of opportunity sites by virtue of extant permissions.

General Business zoning accounts for 6.2 hectares of undeveloped greenfield land, with a further 4 hectares located within the strategic reserve area in Gracedieu. Little or no housing yield is anticipated from the 6.2 hectares.

The foregoing estimated minimum housing yields are not reflective of the current depressed state of the housing market in the City. The Housing Strategy, in Chapter 8 informed by a recent overview of the City's private sector housing market, has cast doubt on high density residential development being a feature of the City's housing market in the short to medium term. Accordingly it is reasonable to anticipate that little or none of the proposed mixed use sites are likely to be developed for residential development during the lifespan of the Development Plan and therefore these mixed use zoned lands have been precluded from the core strategy housing land requirement calculations.

However given the City's Gateway status, it would be impracticable not to advance or promote mixed use zoning objectives within the City given their capacity to facilitate multiple use economic development when an upturn in the economy returns.

2.2.5 Residential Density

Chapter 13 of the City Development Plan provides for development management standards wherein specific development standards are outlined. It specifically addresses residential density highlighting when assessing applications for residential development that the Planning Authority will seek to implement the density standards set out in the 'Sustainable Residential Developments in Urban Areas' (DOEHLG 2009) where practicable to do so. From an overall perspective, however, there is also a recognised need for high quality low density housing in order to stem population leakage from the City.

2.3 Housing Strategy

In accordance with Part V of the Planning and Development Act, 2000 (as amended) the Plan includes an up to date Housing Strategy which has been integrated into the Housing chapter. The Housing Strategy reflects the housing land provisions of the Core Strategy where adequate zoned housing land to meet the envisaged housing demand for the Plan period has been duly demonstrated. The strategy provides for:

- The housing requirements of persons with different income levels and for those who cannot afford to provide accommodation for themselves, and in particular for those in need of social and affordable housing in the area.
- A specified percentage of zoned land in the Development Plan for residential use, or for a mixture of residential and other uses, being reserved for social and/or affordable housing.
- Provision of a mixture of house types and sizes and other housing supports to match the requirements of the different categories of households, including the special requirements of elderly persons and persons with disabilities and other special needs households.
- Counteracting undue segregation in housing between persons of different social backgrounds as reflected in its Part V provisions.
- The incorporation for the direction of new housing policy shift where housing need will be satisfied in the future through home purchase, social housing provision and supports and/or through the private rented market including leasing and rental accommodation schemes.

The Housing Chapter also provides a rational case for providing for low residential density development in the City with a view to curtailing evidenced residential leakage and its unsustainable travel patterns.

2.4 Retail

Retail is a major contributor to the City's economy. The Retail Strategy advocates that protecting and strengthening the City's retail primacy within the region is a key element in sustaining and growing the local and regional economy and assisting in achieving critical mass commensurate with its Gateway status.

The retail section of the Plan outlined in Chapter 4, comprising an overview of the Retail Strategy prepared in 2011, outlines the following:

- Confirmation of the City's retail hierarchy, including the roles of the city centre, district and neighbourhoods centres
- A definition of the core shopping area of the city centre.
- A recent broad assessment of the requirement for additional retail floorspace in the City in order for the City to re-assert itself as the retail capital of the South-east region
- Strategic guidance on the location and scale of retail development
- Policies and objectives to improve and, where appropriate, regulate retailing in the city centre and suburbs
- Highlights the criteria for assessing retail proposals including the sequential approach.

The retail strategy implements the objectives of the DOECLG, Retail Planning Guidelines (2012). With a view to securing sustainable retailing within the region and, more particularly within the Gateway Spatial Area, Waterford City Council has committed to engaging with the Local Authorities of Counties Waterford, Kilkenny and Wexford with a view to preparing a Joint Retail Strategy for the Gateway.

2.5 Economic Development

The Plan's economic development chapter outlines the national, regional and local economic policy context for the City, and profiles the employment base of the City. The chapter rationalises the need to provide adequate zoned lands for industry and enterprise development while also highlighting key enabling infrastructures already in place. An overarching goal is to facilitate and promote the balanced and sustainable economic development of the City as a National Gateway.

The economic development goals and objectives advanced in the chapter are consistent with the NSS, RPG's, National, Regional and local economic development initiatives and strategies referenced therein. The Waterford PLUTS Strategy 2004-2020 is generally consistent with the policy direction and requirements of the National Spatial Strategy and the South East Regional Planning Guidelines (2010-2022) and Employment & Economic Development Strategy. The PLUTS supports and fosters balanced spatial development at a national, regional, city and local level. A key element of the Strategy is the achievement of critical mass to allow the City to reinforce and develop its role as the economic driver of the South-East Region of Ireland.

2.6 Neighbourhoods and Community Facilities

The Neighbourhood Strategy is the conceptual device underlying the planning philosophy of the Development Plan, carried through from preceding City Development Plans. As outlined in the PLUTS the 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 criteria outlined in the DoEHLG ‘Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas, (2009) in planning for sustainable neighbourhoods and also conforms with sustainable communities criteria outlined in the DoEHLG publication ‘Delivering Homes, Sustaining Communities’ (2007).

2.7 Core Strategy and Strategic Environmental Assessment, Habitats Directive Assessment, Water Framework Directive, Strategic Flood Risk Assessment and Climate Change

In accordance with the provisions of Section 10(id) of the Planning and Development Act, 2000 (as amended), the Development Plan policies and objectives are consistent, as far as practicable, with the conservation and protection of the environment. The preparation of the Development Plan has been informed by Strategic Environmental Assessment (SEA) (see Volume 2), and the Habitats Directive Assessment (HDA), both undertaken as parallel processes in tandem with each stage of the Development Plan preparation process. Preparation of the Plan has also been informed by Strategic Flood Risk Assessment carried out in accordance with the DOECLG/OPW Guidance ‘*Planning System and Flood Risk Management – Guidelines for Planning Authorities*’ (2009).

All relevant Development Plan policies and objectives reflect the outcomes and findings of the SEA, HDA, and SFRA processes. Policies and objectives contained in chapters 1, 2, 10 & 12 demonstrate HDA requirements being incorporated into the implementation of Development Plan policy and any subsequent Plans or Frameworks. More specifically the Heritage Policy in Chapter 10 requires that plans and projects with the potential to have a significant impact, directly or through indirect or cumulative impact, on Natura 2000 sites (River Suir SAC) are subject to Habitats Directive Assessment (Appropriate Assessment) under Article 6 of the Habitats Directive (92/43EEC) and associated legislation and guidelines informing decision making.

In terms of compliance with the Water Framework Directive, the implications and requirements of same, such as protecting and enhancing water quality in the City, and more particularly with regard to securing the objectives of the South East River Basin Management Plan, are evidenced and outlined in the ‘Environmental Management’ section of the Plan in Chapter 11. The resultant environmental management policies and objectives outlined therein are consistent with the South East River Basin Management Plan 2009-2015 policies and objectives and subsequently are deemed compliant in meeting the water quality objectives under the Water Framework Directive.

Climate change considerations and measures are also reflected in Chapter 11 drawing on City Councils 2011 local Climate Strategy, which in turn has influenced City Councils policy approach to flooding and the need to reduce dependency on imported fossil fuels and develop alternative renewable energy solutions.

2.8 Transportation

The provision of a high quality public transport system for the city is central to the transportation strategy outlined in Chapter 6. This accords with the key principles of PLUTS 2004-2020 and Department of Transport Policy 'Smarter Travel: A Sustainable Transport Future. The improved public transport system when fully implemented will provide further improvements to the City's accessibility and encourage modal shift to more sustainable transport modes. The NSS and the RPG's recognise the importance of public transport in unlocking Waterford City's growth potential.

CHAPTER 3

ECONOMIC DEVELOPMENT

3. ECONOMIC DEVELOPMENT

3.0 Introduction

At all times, and especially in times of economic recession, some of the key priorities for a Gateway City have to be the preservation of existing jobs, the creation of new ones, especially high quality jobs in value-added industries and services and the creation of an environment which supports economic investment.

This chapter contains strategies and policies in relation to the economic development of Waterford City, the designated Gateway City of the South East region under the National Development Plan (NDP) and National Spatial Strategy (NSS). It includes policies in relation to industry, offices, retail, education, healthcare, tourism and the areas of economic activity which are likely to be key to the provision of those jobs and the attraction of that investment. City Council considers that enterprise activity and employment creation can be enhanced through integrating strategies for physical and economic development and environmental protection.

The South East Regional Planning Guidelines (2010-2022) includes an Employment & Economic Development Strategy for the region. This Strategy recognises that the growth of the Regional Gateway at Waterford City and its hinterland area within Counties Waterford and Kilkenny will facilitate the expansion of economic opportunities in the interest of achieving balanced regional development in accordance with the National Spatial Strategy. It identifies that: ‘Continued focus is required to accelerate the development of Waterford as the regional Gateway. It is important that a cohesive approach to planning and development of the Gateway is maintained.’ It also states that this should be a core priority of the regional enterprise forum, with support from a cross-regional Gateway Implementation Group.

Economic Development Policies:

- To facilitate and promote the balanced and sustainable economic development of the City as a national gateway. (POL 3.0.1)
- To maximise employment opportunities by developing a business environment that is attractive to indigenous enterprise, and places Waterford at the forefront of destinations for inward investment within the state. (POL 3.0.2)
- To create a City with a vital and vibrant commercial core facilitating the juxtaposition of an appropriate range of commercial, heritage, riverside, amenity and residential uses. (POL 3.0.3)

General Objectives:

- To promote and prioritise economic development as a means of growing the gateway economy. (OBJ 3.0.1)
- To achieve a critical population and highly skilled labour force mass for the City. (OBJ 3.0.2)
- To promote and foster an internationally oriented and highly competitive location. (OBJ 3.0.3)
- To provide for a wide range of development opportunities so as to foster a balanced economic structure. (OBJ 3.0.4)

- To develop the City as a centre for higher education excellence with the Waterford Institute of Technology its driving force within the regional economy.(OBJ 3.0.5)
- To support the objective of attaining Technological University Status for Waterford Institute of Technology. (OBJ 3.0.6)
- To promote and develop the national role of the Port of Waterford and Belview Industrial Zone. (OBJ 3.0.7)
- To promote and develop the regional role of Waterford Airport, Waterford Airport Business Park and the adjoining Pilot Training College. (OBJ 3.0.8)
- To further develop the tourism product of the City including the provision of new attractions and facilities including the development of the city as a centre of artistic and cultural excellence (OBJ 3.0.9)
- To protect and strengthen the retail primacy of the city within the region. (OBJ 3.0.10)

3.1 Policy Context

The National Recovery Plan 2011-2014⁸ builds on and is consistent with the preceding National Economic Recovery Plan ‘Building Ireland’s Smart Economy- A Framework for Sustainable Economic Renewal’ published in December 2008. Within these plans key action areas have been identified to bring about national economic recovery. These are namely:

- securing the enterprise economy and restoring competitiveness;
- building the Ideas Economy;
- enhancing the environment and securing energy supplies;
- investing in critical infrastructure; and
- providing efficient and effective public services and smart regulation.

Specifically to the South East and in response to the extensive job losses here, the recent report by Forfás, constituting an ‘Employment Action Plan for the South East’⁹ stresses the need to rationalise and upgrade the existing enterprise base within the region focusing more on export manufacturing, internationally traded services and developing new sectors as a means of increasing employment and economic growth in the region.

This report advances the following actions:

- Accelerating development of Waterford City, the regional gateway, and effecting promotion of the Region
- Upgrading the regional enterprise mix
- Outlined measures to develop call centre management and business process outsourcing activity in the South East
- Supporting measures for the recently unemployed
- Progressing regional infrastructure priorities.

As well as these two plans of regional and national importance, this Plan has also had regard to the economic aspects of both the Waterford (PLUTS) and the Waterford

⁸ Dept of the Taoiseach ‘The National Recovery Plan 2011- 2014’

⁹ Forfás ‘South East Region Employment Action Plan- A Spotlight on the South East’ Dec 2011

City Development Board Strategy 2002-2012 in order to highlight key developmental priorities for the City.

3.2 Economic Context

The Irish economy experienced an extremely sharp downturn over the period 2008-2009. This can be attributed to three main factors: (1) the most severe global recession since the Second World War; (2) the correction in the domestic construction sector; and (3) the rapid deterioration in consumer and business confidence.¹⁰ For Ireland the downturn had been exacerbated by the collapse of the domestic property market/construction industry and the associated banking crisis.

Given the scale of the economic downturn the outlook in the short term remains uncertain. Notwithstanding the current economic climate Ireland's strengths remain and can be classified as follows:

- Young, well educated workforce,
- Favourable demographics,
- High quality physical infrastructure,
- Open flexible economy with strong high-tech exporting base,
- Pro-enterprise environment,
- Favourable taxation environment.

While the Planning Authority's remit in providing for economic development is limited, its Development Plan-making function, providing a blue print for the development of the City over the next six years, coupled with its day to day service provision, aims to provide more certainty and subsequently facilitate economic growth. This can be achieved through:

- Ensuring adequate land is zoned for industry and enterprise development
- Securing investment through timely provision of necessary infrastructure
- Preparation of design briefs and design frameworks to stimulate investment
- Use of land acquisition powers to facilitate site assembly where feasible and necessary
- Protection of the built and natural heritage, subsequently improving quality of life through the provision of services and facilities which enhance the attractiveness of the city
- Regulation of development.

3.3 Employment Base

Waterford City's employment base is broad ranging spanning high tech and general industry, education, service industry and healthcare sectors. Retail is another major component, which after manufacturing is the second biggest employer in the City and is profiled in more detail in the retail section in chapter 4. Equally office uses also form an integral part of the City's economy and it, combined with retail, is considered to be a main contributor to the vibrancy and vitality of the City Centre. Tourism is a rapidly expanding sector in the City with significant developments currently ongoing. Notwithstanding the diversity of the City's employment base, some job losses continue to occur across all employment sectors. The immediate challenge for Waterford now

¹⁰ Dept. of Finance Jan 2011 Presentation on the National Recovery Plan 2011-2014

lies in reversing these job losses and growing jobs in the local economy. Implementation of the priority actions outlined in the Forfás ‘Employment Action Plan for the South East’ can assist in this regard.

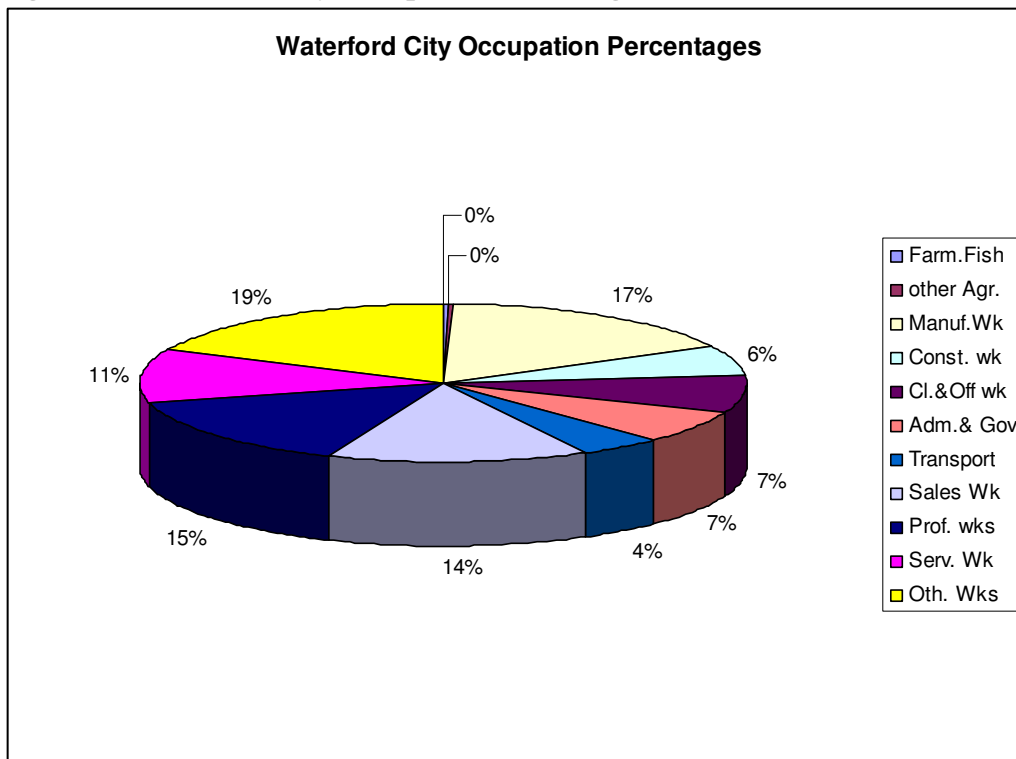
In terms of gauging the extent of unemployment in the City, the most recent available employment data, at the time of writing was the December 2011 Live Register, which recorded 12,100 people signing on the live register in the City. While the live register is not a true reflection of unemployment it does indicate the extent of the unemployment problem locally. Apart from this data and in advance of the 2011 census becoming available later in 2012 the only other credible source of detailed information regarding the composition of the City’s workforce is the 2006 Census, which naturally must be treated with a degree of caution, given that the recession has occurred in the interim.

Nevertheless the 2006 census data is still of value from the perspective of profiling the employment structure of the City. It shows the City’s working population having the following characteristics:

- The percentage of people employed in manufacturing standing at 17%. This figure was 4.8% higher than the national average.
- Within the city there was a working population of 25,389, of which 11,685 commuted to work from outside the city, with 2,754 persons leaving the city to work.

The latter statistic stands testament to the Gateway’s employment influence out into the surrounding hinterland and the City’s role in driving the economic development of the region.

Figure 3: Waterford City Occupation Percentages 2006



Source: Based on CSO 2006

Figure 3 illustrates the dominance of manufacturing, retail and professional occupations in the City. The high proportion of ‘other workers’ not falling within the relatively broad ranging occupational spectrum is also of note and includes significant numbers of self employed persons.

Table 3.1 below also confirms the dominance of manufacturing amongst the CSO’s defined industrial groupings for the City, it being the single most important employer followed by the retail sector. The regional role of the City as a retail and service centre is also reflected in the numbers of people employed in the commercial groupings, such as retail, banking and other business activities. While the contribution of both the health and education sectors to employment in the City is also significant based on the 2006 Census data, the 2011 data will, reflect the impact that recruitment embargoes on Government Departments and State agencies have had on these sectors in particular.

Table 3.1 Employment by Industrial Group 2006

Industrial Group	Total Waterford City Resident Workers	Total Waterford City Workers and Commuters
Agric. Forestry & Fishing	27	57
Manufacturing	3,800	6,897
Construction	445	1,049
Wholesale & Retail trade	2,340	3,725
Hotels and Restaurants	1,082	1,459
Transport, Storage & Communications	518	1,052
Banking & Financial Services	383	873
Real Estate, Renting and Business Activities	1245	2,322
Public Administration and Defence	492	1,127
Education	1,075	2,190
Health & Social Work	1,707	3,639
Other Community, Social and personal service activities	522	890
Industry not stated	68	109
Total	13,704	25,389

Source: CSO Census 2006

3.4 Industry & Enterprise

3.4.1 Existing Industry

Waterford’s industrial employment base ranges from high tech to manufacturing industry with a relatively high dependency on more traditional manufacturing, which is particularly vulnerable to the impacts of international competition and to job losses especially in times of economic recession.

The majority of the traditional industries remaining in the City are particularly concentrated in the industrial estate at the Cork Road, also along the River Suir and in the suburbs such as Tycor, Kilcohan, Six Cross Roads Business Park etc. These lands accommodate predominately light industry, small manufacturing and service units, corporate type offices, warehousing and some bulky goods including motor showrooms (classified as non-retail in Retail Planning Guidelines 2012). Many of these industries are predominantly indigenously owned and operated.

There is a need to protect such lands for industrial uses which are continuously under threat from higher value uses. These lands can continue to accommodate businesses that do not fall into the categories supported by Enterprise Ireland or the IDA and will also provide opportunities for small starter businesses. This again is important in the context of Forfás research, which highlights the role and significance of indigenous firms for Ireland's future economic growth. Beyond these traditional industries, a large proportion of the City's Industrial base comprises modern high tech industries including precision engineering, pharma, medical technologies and information and communications technology (ICT) sectors.

3.4.2 New Industry

The current thrust of regional economic recovery policy relies in the main on upgrading/restructuring of the enterprise base. Industry restructuring forms a significant part of this, with a general shift away from more traditional manufacturing to more modern high tech export led industry. The City needs to continue to adapt/restructure its industrial base to global market demands and encourage the establishment of businesses/industries which are more resilient or can adapt quickly to changing market conditions. Up skilling and retraining must continue to be a major focus for the City's educational institutions and training agencies. The delivery and maintenance of an attractive skilled labour force is key to attracting new industry and developing a sustainable industrial base.

The types of industry which offer long-term prospects of generating future revenues and jobs are considered to be in the new technologies, such as green technologies and other high added value and knowledge based areas such as medical devices, biotechnology, pharmaceuticals, information and communications technology (ICT), strengthened research and development (R&D) fields. In addition to these Forfás has highlighted internationally traded services and contact centre management and development as key expansion areas in the South East Employment Action Plan.

3.4.3 Small & Medium Sized Enterprises (SME's)

According to Forfás there are 20,947 micro enterprises with less than 10 employees in the south east region¹¹, which reflects the economic and employment value of smaller sized enterprises to the City and region. From the perspective of SME creation, City Council has been pro-active in the provision of start up business incubation space in the City recently. The Kite Design Studio is one recent City Council/City Enterprise Board craft incubator initiative recently completed in the City having become operative in 2010.

¹¹ Forfás op cit pg 18

In addition to this a Business Support Unit has also been established within City Council to work alongside enterprise agencies and promote the City internationally as an attractive investment location and also provides a one-stop-shop for all business queries within Waterford City Council. In 2009 the 'waterfordbusinessinfo' website was established (joint City Council/City Development Board initiative) also promoting entrepreneurial activity in the City and promoting Waterford City to potential investors on a national and international scale.

The Cleaboy Business Park on the Old Kilmeadan road has been an employment success story for the City and now hosts in excess of 35 small to medium sized business enterprises, indigenous and international.

3.4.4 Knowledge Economy

The potential of the knowledge economy for Waterford is not to be underestimated. The knowledge economy and foreign direct investment, particularly in knowledge intensive industry, is an integral part of the Government's economic development strategy. Forfás again considers the Waterford Institute of Technology (WIT) to be particularly strong in ICT, pharmaceutical and eco-innovation research and acknowledges its already well established high tech industry linkages. The 163 hectare Waterford Knowledge Campus at the Western City boundary, has excellent knowledge development and industry development potential. The focus of the campus is to provide a globally recognised "green" environment, stimulating education, innovation, knowledge transfer, indigenous and foreign direct investment.

The campus complements additional IDA Ireland industrial lands to the east of the site within the City's Development Boundary. The Campus is currently anchored by IDA Ireland, Citi Group and the WIT affiliated Telecoms Systems Software Group who are adept at commercialising research in the ICT sector.

3.4.5 Facilitating new enterprise and industry

New enterprise and industry is provided for in a Development Plan through the determination of appropriately zoned land for that particular use. For the main part this primarily entails lands zoned expressly for industrial uses. Nevertheless evolving new industry can have different infrastructure and land requirements over more conventional industry types. Accordingly innovative industrial sub classification zonings can provide for the various needs of new and changing industries and enterprises. Also certain forms of smaller scale industry/enterprise can be facilitated under other mixed use zoning classifications subject to environmental considerations. The zoning policy and objectives outlined in chapter 11 elaborate further on this.

3.4.6 Industrial Zoned Land

As previously highlighted there is a need to maintain and provide lands for general industrial uses which are continuously under threat from higher value uses. Such lands continue to accommodate businesses that do not fall into the categories supported by Enterprise Ireland or IDA Ireland and will continue to provide opportunities for small starter businesses.

3.4.7 Strategic Development Site(FDI)

While there has not been any take up on the Strategic Development (F.D.I) Site in the Knockhouse area (67 hectares) north of the Kilmeadan Road to date, major infrastructural improvements, particularly with regard to roads, telecommunications and energy networks have occurred in this area. Notwithstanding the lack of uptake on the site it is proposed to maintain the Strategic Development Site designation at this location. In the event of this area not becoming available for development the Council will consider permitting F.D.I. development on alternative sites notwithstanding their zoning objectives but subject to environmental and infrastructural considerations.

3.4.8 Technology Based Industry Land

High tech industrial demands can be met on all remaining undeveloped industrial, technology based industry lands in the vicinity of the Old Kilmeadan Road and outside the City on the IDA owned Business and Technology Park at Butlerstown.

In providing for this type of industry regard has also been had to a trend of some new enterprises providing services and products in an office-based environment. Often these are engaged in activities such as information technology, software development, telemarketing, data processing, media activities. There are other activities, such as companies providing technical services to industry e.g. servicing the manufacturing or construction industry, which require large floor areas and large quantities of operational parking.

These types of enterprises cannot easily be accommodated in the city centre and are more appropriately located on business park type developments. As with the previous City Development Plan it is proposed to provide a zoning objective to provide for technology based industry.

3.4.9 Opportunity Sites and Mixed Use Sites

A number of mixed use and opportunity sites have also been provided for in the Development Plan zoning objectives. They are perceived as being capable of accommodating certain low impact industrial or enterprise activity in conjunction with other uses. Each proposal will be assessed on its merits.

3.4.10 Broadband & Telecommunications

Land uses aside, industry upgrades and attracting new industry is very much dependent upon securing excellence in communications technology. In this regard Waterford City has taken huge strides recently. The Waterford Metropolitan Area Network (MAN), a highly advanced fibre network, is now complete providing virtually limitless broad bandwidths in the City delivering cutting edge electronic communications and information services. All industrial/business parks in the City including Cleaboy Business Park and the Waterford Technology Park in Butlerstown are on this highly advanced fibre network.

At present there are 12 service providers using the MAN in Waterford City which comprises a mix of fixed line fibre, LLU, mobile and cable operators.

The completion of the advanced fibre MAN network in the City, reflects City Councils commitment to the prioritising of high quality telecommunications.

3.4.11 Energy

The provision of adequate energy supplies is essential to the sustainable economic development of the City. The IDA estimates that a large data centre development would require approximately 20 MW of electrical supply. Waterford already has significant spare capacity here having 80MW currently, with this expanding to 100MW by 2017. The City Council will support and facilitate the development of enhanced electricity supplies to the City and environs and the further development of the natural gas network.

3.4.12 Industry & Enterprise Policy & Objectives

Policy

- To ensure that an adequate quantity and range of serviced land is available for sustainable enterprise development and that appropriate supporting infrastructure is provided. (POL 3.4.1)
- To work with the economic development initiatives of other agencies and to promote the development of sustainable employment. (POL 3.4.2)
- To be proactive and to support IDA Ireland in the attraction of world class industrial enterprises. (POL 3.4.3)
- To work with Enterprise Ireland, the City Enterprise Board and other agencies in the promotion of indigenous enterprises. (POL 3.4.4)
- To promote and facilitate the continued extension of advanced communication networks and associated services as required with a view to contributing to national competitiveness and attracting inward investment. (POL 3.4.5)
- To promote and facilitate the provision of continued appropriate telecommunications infrastructure within the City and to encourage the provision of telecommunications based services at appropriate locations within the City, subject to environmental considerations. (POL 3.4.6)
- In considering proposals for new telecommunications facilities the City Council will have regard to the “Telecommunications Antennae and Support Structures - Guidelines for Planning Authorities” issued by the Department of the Environment Heritage and Local Government and to any subsequent amendments as may be issued. (POL 3.4.7)
- To ensure security of energy supply in order to support economic and social development (POL 3.4.8)

Objectives

- Co-operate with IDA Ireland, Enterprise Ireland, Waterford and Kilkenny County Councils, Waterford CDB, WIT, WCVEC, FAS and other agencies in meeting the needs of industry, training and innovation, where appropriate. (OBJ 3.4.1)
- Co-operate with adjoining local authorities in the servicing of strategic employment opportunities at designated business and technology parks on

lands outside the city boundary, in particular with regard to the provision of strategic and sustainable transportation services. (OBJ 3.4.2)

- Provide for a strategic development site to attract and facilitate foreign direct investment (F.D.I.). (OBJ 3.4.3)
- Develop and facilitate the continued creation of business incubation/start up space throughout the city where feasible and as resources permit. (OBJ 3.4.4)
- Provide for childcare facilities in appropriate locations and in consultation with the Waterford City Childcare Committee thereby promoting labour market participation among parents and supporting parents in accessing employment, training and education. (OBJ 3.4.5)
- Continue to improve access to major areas of employment through sustainable transport modes. (OBJ 3.4.6)
- Maintain an adequate supply of land for general industry comprising light and mixed industrial uses in order to ensure a diverse range of employment opportunities in the city and to allow for start-up indigenous enterprises of this nature. (OBJ 3.4.7)
- Facilitate innovative work practices such as ‘live–work’ or ‘live above the shop’ units where it can be demonstrated that they do not negatively impact upon contiguous residential amenity. (OBJ 3.4.8)

3.5 Offices

Office uses form an important part of the City’s economy and are very important to the vitality of the city centre. The presence of a large office-based workforce in the city centre stimulates demand for retail and other services. A distinction must be made between different types of office use which have different location and floor space requirements and differing impacts. The definition of the office types are set out below.

3.5.1 Retail Offices:

These are offices where financial, professional or other services are provided principally to members of the public. The primary location for such offices should continue to be the city centre due to the role they play in the centre’s economy. Retail offices may be acceptable in District and Neighbourhood centres if they provide a local service but will not otherwise be permitted in suburban areas.

3.5.2 General Offices:

These provide financial, professional or other services combining a retail office function with a back office function, or administrative, financial and other services without a retail office activity and public administration offices. These are most appropriately located in the city centre. The Council will resist development proposals involving new general office buildings or the conversion of existing buildings outside the city centre.

The Council may consider exceptions to this policy where the proposed development involves conversion to offices of a Protected Structure, where the Protected Structure will be rehabilitated to a high standard, where the special interest character and setting of the building is protected and where the proposed use and development is consistent

with conservation policies and the proper planning and sustainable development of the area.

3.5.3 Business and Technology Industries (Office based industry)

As indicated earlier, a new range of enterprises providing services and products in an office-based environment have emerged which require large floor plates and quantities of operational parking. These cannot easily be accommodated in the city centre and are more appropriately located on business park type developments.

Policy:

- to facilitate and encourage retail office development in the city centre and at district centres and Neighbourhood centres where the scale is compatible with the local service function. (POL 3.5.1)
- to focus general office development activity to the city centre and the key opportunity sites. (POL 3.5.2)

3.6 Retail

See Chapter 4.

3.7 Tourism

Waterford City is currently undergoing a tourism development transformation and is now at the cusp of becoming a major tourism destination in its own right. City Council regards tourism as a key economic driver for the City and wider region. In 2010 City Council adopted a whole sector approach to tourism development in the City through the establishment of '*Destination Waterford City*'. This is a public and private working partnership which was established to promote and develop Waterford City as a dynamic tourism destination and to enable the tourism industry become a major economic driver in the city's renewal and growth.

The key aims and objectives of *Destination Waterford City Tourism Committee* are as follows

- (i) To deliver and develop the Waterford Experience with a significant emphasis on product development in areas such as city animation, food tourism, business tourism, cruise tourism and visitor attractions. There is also a very substantial focus on the development of top quality festivals and events
- (ii) To market and communicate successfully the profile of Waterford City as a destination to attract more domestic and overseas visitors

Coupled with this initiative Fáilte Ireland regards the following actions as key to the tourism renaissance in Waterford City:

- Developing and delivering the visitor experience
- Ensuring a sustainable environment
- Marketing – communicating successfully
- Destination management

3.7.1 Waterford's Tourism Offer

New attractors driving tourism in the city currently include the recent opening of the House of Waterford Crystal Visitor Centre and the €10 million plus Viking Triangle Heritage based project due for completion in 2012. Within the Viking Triangle there are 1,000 years of Irish urban heritage. Along with its medieval and classical architecture, Waterford possesses a remarkable collection of internationally important museum objects that span over a thousand years of the city's history. Key features of the soon to be completed project are:

- Georgian Waterford Museum at the Bishops Palace. (Opened June 2011)
- Choristers Hall - Medieval Museum at the rear of Theatre Royal (opening July 2012)
- New Viking Exhibition at Reginalds Tower (Opened June 2011)
- Grey Friars French Church,
- City Hall Municipal Art gallery
- Christ Church Cathedral,
- The Theatre Royal

The completion of the Viking Triangle project will expand the appeal of the city as a visitor destination and provide a more joined up visitor experience.

The establishment of the House of Waterford Crystal visitor centre in the City Centre in 2010 kick started the resurgence of tourism development in the City. It stands testament to City Council's long standing acknowledgment of Waterford Crystal's brand name ability to sustain and enhance the City as a tourism destination. The centre is home to a crystal exhibition, factory tour and retail shop. It currently retains the highest profile visitor attraction in the city, and is among the top 5 visitor amenities in the South East Region.

The potential of major festivals and events has already and will continue to be harnessed covering the broad spectrum of areas in which Waterford City excels, such as the arts, culture, local cuisine and architecture.

Policy:

It is the policy of the Council :

- To fully support and progress the policy actions of the *Destination Waterford Tourism City Committee* (POL 3.7.1)
- Promote the Viking Triangle as Waterford's cultural and heritage quarter. (POL 3.7.2)
- To co-operate with the tourism agencies in the promotion of the city as a tourism destination of National importance.(POL 3.7.3)
- Facilitate and encourage sustainable tourism development, which is based on and reflects the city's distinctive history, culture and environment. (POL 3.7.4)
- Strengthen the city's position as a tourism destination by promoting and facilitating the further development of sustainable tourism infrastructure and attractions. (POL 3.7.5)

- To continue to expand the profile of arts in the City through appropriate branding and hosting of associated events. (POL 3.7.6)
- To encourage the development of the conference market in the city. (POL 3.7.7)
- Continue to support the sustainable development of cruise line tourism (POL 3.7.8)

3.8 Education

The education sector as evidenced in Table 3.1 earlier is also a significant employer in the City. This taken in conjunction with the spend of its students contributes to city's economy and its overall vibrancy. At 3rd level the City's Institute of Technology (WIT) employs circa 1000 staff and has in excess of 10,000 students. The City's educational facilities have an equally critical role in equipping the existing and future workforce with the requisite technical skill sets of new industry. Beyond the WIT, the City of Waterford VEC has had a prominent role in the City's adult education and upskilling over the years and is a highly valued institution. In addition to this further quality training and upskilling occur locally under FAS. (Relevant economic aspects of educational attainment are discussed in Section 9.3.)

At 3rd level the WIT places the City in a relatively good position for attracting new industry. It offers a wide array of courses and research programmes ranging from certificate to degree/PhD level, many of which have been fashioned to the demands of new industry. The institute is already strong in ICT, pharmaceutical and eco-innovation research, with strong linkages established with high tech industry. Notwithstanding these strengths, the issue of university status for the WIT remains outstanding. It is considered to be the single most significant factor inhibiting expansion of the Gateway and F.D.I investment. Coupled with this it has naturally fuelled a hemorrhaging of high calibre students to other university Cities.

Accordingly attainment of technological university status for the WIT remains a top priority for Waterford, whether as a technological university with a shared campus or as a university in its own right. In the interim, WIT will continue to contribute to economic development through its delivery of high quality graduates and its continued innovations through research and collaborative ventures with the other institutes of education and industry.

Policy:

- To ensure that an adequate quantity and range of serviced land is available for the expansion of the City's educational facilities and that the appropriate infrastructure is provided. (POL 3.8.1)
- To support the development of WIT as the technological university of the South East. (POL 3.8.2)

3.9 Healthcare

The healthcare sector, has significantly expanded within the City in the last decade. It contributes significantly to employment in the city in addition to the actual services provided. Waterford Regional Hospital (WRH) employs 2,000 persons, including full-time and part-time, whereas there are 160 people employed in the privately operated

Whitfield Clinic in Butlerstown. WRH is the biggest single employer in the city and makes a huge contribution to the economic base of the City.

Policy:

- To facilitate the expansion and development of healthcare facilities in order to expand the range of services provided. (POL 3.9.1)

CHAPTER 4

RETAIL

4. RETAIL

4.0 Introduction

As noted in section 3.3, retail, after manufacturing, is the second largest employer in the City and therefore is particularly important in terms of maintaining the vitality of the City. Protecting and strengthening the retail primacy of the City within the Region is considered to be key to sustaining the City's economy for the future. The purpose of this section is to advance the principles of the ~~latest~~ Retail Strategy for the City.

The Retail Planning Guidelines for Planning Authorities, (DoECLG 2012), require local authorities to prepare retail strategies and policies for their areas and to incorporate these where appropriate into their Development Plan.

As part of the review of the current City Development Plan, John Spain & Associates were commissioned by City Council in 2011 to prepare an up-to-date assessment of retailing in the City and make policy recommendations thereon. The report forms the main basis of the retail strategy and policies herein. Another major input is a comprehensive study of Waterford City Centre undertaken by the Forward Planning Unit of Waterford City Council in 2009, which had a significant focus on retail activity

RETAIL VISION FOR THE FUTURE

“The development of a compact, accessible and vibrant City that is a destination in its own right; that offers a unique, distinctive and diverse range of independent, national and international retailers to serve the needs of its regional catchment and that is developed fully in accordance with its designation as a Gateway City”.

4.1 Retail Strategy

The Retail Planning Guidelines require Retail Strategies to address the following-

- Confirmation of the retail hierarchy, the role of the city centre and the suburbs
- Definition of the core shopping area of the city centre
- A broad assessment of the requirement for additional retail floorspace
- Strategic guidance on the location and scale of retail development
- Policies to improve the city centre
- Criteria for assessing retail proposals.

The purpose of a retail strategy is to implement the objectives of the Retail Planning Guidelines. A key aim of the retail strategy is to ensure that Waterford City fulfils its role as the principal retail destination in the South East Region.

With a view to achieving and optimising sustainable retailing within the region - and more particularly as the Gateway City - it is the policy to engage with the Councils of Counties Waterford, Kilkenny, Tipperary and Wexford in the preparation of a Joint Retail Strategy.

4.2 Retail Hierarchy:

The proposed retail hierarchy consists of:

1. The City Centre
2. District Centres at :
 - Ardkeen/Farronshoneen
 - Lisduggan
 - The Inner Relief Road/Tramore Road
 - The Hypercentre, Morgan Street.
 - Ferrybank Abbeylands Shopping Centre, Ferrybank, in the northern environs of the City in County Kilkenny
3. Neighbourhood Centres at
 - Cleaboy,
 - Kilcohan (comprising a joint neighbourhood centre),
 - Ballinakill,
 - Ballybeg (large convenience outlet provided)
 - Carrickphierish (extant permission)
 - A proposed site at Knockboy,
 - Ross Abbey Shopping Centre, Ferrybank (Co. Kilkenny)
4. Corner shops and forecourt outlets at various locations
5. Retail warehousing at various locations, including district centres and designated sites.

The hierarchy is largely consistent with the previous retail hierarchy the exception being:

- In Carrickphierish the combined total of convenience floorspace should not exceed 3,500 sq. metres (net).
- The Hypercentre, Morgan Street, is designated as a District Centre.
- Provision of an additional neighbourhood centre at Airport Road to function as a joint neighbourhood centre with Kilcohan.

4.3 City Centre:

The City Centre is the primary tier in the retail hierarchy and the largest urban centre in both the County and South East Region. However, the retail role of the City is vulnerable and it is envisaged that its role and function as the major retail destination in the region will continue to erode unless there is significant investment and redevelopment in the prime city centre retail core area in the short term. Whilst the 2009 study identified a number of opportunity sites in the core shopping area, none of these have been re-developed to date.

The City is under increasing threat from competing centres, not only in the immediate region, but also at a wider national level from Cork and Dublin. The accessibility of these latter destinations has now been greatly enhanced by the completion of the M9

Motorway and the N25 upgrade. It is recognized that there is a real threat that there may be further leakage of expenditure, and in particular comparison expenditure outside of the City. Having said that, results of a recent City household survey, carried out as part of the 2011 Waterford City Retail Strategy Report confirmed approximately 92% of comparison goods expenditure in Waterford City being retained within the administrative boundary of the City. Nonetheless survey results also confirm only circa 8% of comparison goods expenditure in the City coming from those within 45-60min drive time of the City, which in turn illustrates the City's limited draw of comparison shoppers from within the Region. Naturally the quality and level of comparison retail offering in other centres within the region is an influencing factor in this.

Accordingly, from a NSS and RPG perspective, Waterford City can be classified as currently underperforming in its role as a Gateway, in not having the retail influence, offer and attraction of other gateway Cities such as Cork, Galway and Limerick.

Accordingly the City must now develop a range of comparison retailing attractions commensurate with its Gateway Status. The City needs to develop an enhanced range of new larger department variety stores coupled with high street fashion brands sited in key central locations. It is envisaged that this would act as a catalyst for further development and complement the range of independent retailers currently represented in the City. Despite there being a number of identified opportunity sites in the City Centre suitable for redevelopment there has been no significant increase in comparison floor spaces. The Plan provides for the extension of the core retail area along the main shopping spine to include Millar's Marsh and Railway Square.

A policy position to protect the dominant position of the city centre particularly for the sale of comparison goods is in line with national retail guidance.

Policy:

- To acknowledge the City Centre as the primary retail centre for high and middle order retail goods for the region, and to protect and reinforce this role. (POL 4.3.1)
- To facilitate the expansion of, and improvement in the quality of the retail offer. (POL 4.3.2)
- To protect the retail function of the core shopping area. (POL 4.3.3)
- To apply the sequential approach to retail development proposals outside the core City centre area. (POL 4.3.4)
- Promote the development of opportunity sites in the core shopping area and other identified edge of centre sites for appropriate City Centre retail development. (POL 4.3.5)

4.4 District Centre:

District centres are usually anchored by a large foodstore and contain a range of unit shops and non-retail services. They perform an important function for the local

community. The range and volume of comparison floor space in District Centres should be of an appropriate scale, be confined to low and middle order comparison goods, and should not compete with the city centre.

The convenience floorspace in any supermarket, superstore or hypermarket in a District Centre shall not exceed 3,500 m². The Council recognizes that supermarkets, superstores and hypermarkets sell a range of comparison goods in addition to their convenience area under the same roof and this is an accepted retail format.

The comparison goods hierarchy can be summarised as follows:

High Order Comparison Goods: are normally sold in department stores, international and national multiples and specialist quality outlets and include luxury items such as designer clothes, footwear and household goods.

Middle Order Comparison Goods: are goods sold in national multiples and department stores, including own-brand clothing and small household goods.

Low Order Comparison Goods: are less expensive household items sold through national multiples and independent outlets and include health and beauty products, video/DVD products, small electrical products, household utensils etc.

There are three existing District Centres in the City namely Ardkeen/Farronshoneen, Lisduggan and Kilbarry. A fourth District centre is proposed at the Hypercentre, Morgan Street. It is anchored by a medium sized convenience supermarket and accommodates a range of retail functions and services. The zoning on the site will revert to 'General Business Use' from 'City Centre Commercial Use'. A fifth district centre at Ferrybank/Abbeylands is currently developing within the administrative area of Kilkenny County Council, on the edge of the City. For the purposes of this Plan, and as per the Retail Planning Guidelines, Waterford City Council recognizes this site as a District Centre. Many of the long established District Centres would benefit from upgrading. The Council will encourage the general upgrade and maintenance of these centres as appropriate and will be proactive in discouraging any unauthorised development, illegal signage etc.

Waterford Shopping Centre at Lisduggan has operated as a District Centre in the City for in excess of 35 years providing a mix of convenience and comparison goods and other services. The current design has become out-dated and the centre requires upgrading. There is an extant permission for redevelopment of the centre but given the current economic climate its implementation remains uncertain. City Council nevertheless will encourage the redevelopment of this District Centre, in the context of the regeneration of the Larchville/Lisduggan area. The redevelopment may include the provision of a superstore, which in addition to its convenience offer can include provision for low to middle order comparison goods. Any future application in relation to Lisduggan shall be considered on its merits and in the context of the guidance set out in the retail strategy.

Policy:

- To acknowledge the role of the District centres in meeting local needs primarily for convenience shopping with a limited range of comparison shopping to service local need. (POL 4.4.1)
- To confine the development of large scale retail developments to the city centre and the District Centres. (POL 4.4.2)
- The future development of comparison floorspace in district centres should be carefully monitored to ensure that the level, type, scale and nature of the floorspace proposed is appropriate to that district centre and is appropriate in the context of the guidance set out in the Retail Planning Guidelines. Any proposal for significant comparison floorspace should be supported by a clear assessment as to whether such development would have a material impact on Waterford City Centre. (POL 4.4.3)
- Discourage the development of higher order comparison floorspace in District Centres to protect the retail primacy of the City Centre. (POL 4.4.4)

4.5 Neighbourhood Centre:

The existing and planned neighbourhood centres in the City area provide an important local shopping role for residents and provide a range of essential day to day services and facilities.

The Council will encourage the continued development and upgrade of these centres and additional new neighbourhood shopping facilities are planned for areas of residential expansion.

The existing neighbourhood centres at Cleaboy and Kilcohan would benefit from improvements to their public realm. The Council will encourage the general upgrade and maintenance of these centres as appropriate and be proactive in enforcing against any unauthorised development, illegal signage etc. Given that Kilcohan Neighbourhood Centre has a limited site area, it is considered appropriate to provide for additional neighbourhood centre expansion in the area. There is an extant permission on the Salvage Shop site on Airport Road for a neighbourhood centre development comprising 6 retail units which can accommodate any future local service needs of the immediate area. Accordingly the General Business zoning thereon will be maintained and the site be classified as a joint neighbourhood centre for the area.

A neighbourhood centre at Knockboy has not as yet been progressed. A neighbourhood centre at this location should be ***anchored by one medium sized convenience store not exceeding 1,500 sq. metres net retail floor area with a range of associated ancillary retail and community service facilities.*** Detailed consideration should be given to the design of such a facility to ensure its optimal integration with the surrounding community and that it contributes to the creation of a neighbourhood centre.

A new medium sized convenience store has now been provided in Ballybeg which in addition to serving the Ballybeg area will serve a large area of residentially zoned lands to the east of the Ballybeg Link Road. An Action Area Plan was previously prepared for the Ballybeg/Kilbarry area which will be reviewed during the forthcoming Plan period with a view to promoting better neighbourhood and

commercial centre development and to integrate it with the surrounding residential communities.

In Carrickpheirish, there are extant permissions for two neighbourhood centre developments both anchored by a convenience unit of 1,606 sq. metres (net) and 1,123 sq. metres (net) respectively. To date, neither permission has been implemented and it is likely that the market will ultimately dictate whether there is demand for two such facilities at this location. Having regard to the extent of permitted floor space in Carrickphierish, there will be a presumption against further convenience development at this location with a cap on the combined total convenience floorspace at this location not exceeding 3,500 sq. metres (net). Any revised proposal for neighbourhood centres at this location should be carefully considered to ensure that the design of such a scheme is such that it provides a focal point for the community and is integrated with the surrounding residential area.

Policy:

- To provide for an adequate and appropriate scale of retail and other services within the existing and proposed neighbourhood centres. (POL 4.5.1)

4.6 Local Shops:

Local shops and forecourt outlets serve immediate local needs and the travelling public and provide primarily convenience goods within residential, commercial or mixed use areas. The amount of floorspace is small, usually in the region of 100m². The provision of such units may be appropriate as an auxiliary element of other development e.g. housing, industry, in areas not adequately served.

Policy:

- To facilitate the development of local shopping facilities in areas not adequately served by permitting developments of up to 100m² net sales area. (POL 4.6.1)
- To facilitate reasonably sized extensions of existing local shops where necessary to accommodate contemporary retail formats and to ensure sustainability. (POL 4.6.2)
- To facilitate forecourt shops at service stations up to 100m² net sales space, subject to the provision of safe pedestrian access. (POL 4.6.3)

4.7 Retail Warehousing

Extensive areas of retail warehousing have been developed and have received planning permission in the City and its environs recently. Butlerstown Retail Park (in Waterford County) is currently operating but is not fully occupied. A further retail park has been developed at Six Cross Roads (Waterford Retail Park) but is currently vacant. There are two extant permissions for mixed use developments incorporating largescale retail warehousing at the Cork Road and Airport Road. While these permissions have not been acted upon they may be modified in the future to reflect economic conditions. Nonetheless, it is envisaged that there is sufficient zoned land to cater for retail warehousing development over the forthcoming Plan period.

Locating retail warehousing in the city centre area, by its nature and scale can detract from the urban character. Furthermore unless the range of retail warehousing goods on offer is restricted it can have an undermining effect on the city centre. Accordingly the development of Retail Warehousing in the City shall be subject to strict controls on the volume of floorspace being provided, on the range of goods being offered for sale, and on the size of individual units. These restrictions are generally in accordance with the Retail Planning Guidelines for Planning Authorities.

The retail park designations for the three sites comprising Six Cross Roads, Airport Road and Cork Road will be maintained for the new Plan period. These sites, along with the existing Tramore Road/Inner Ring Road retail area, will be the sites supported by City Council for retail warehousing in accordance with the policies outlined below.

The sites however are capable of accommodating a larger volume of development than retail warehousing, and as with the last Plan and the resulting up-take of these sites, it is proposed to maintain the mixed use zoning provision on these sites, with a view to enhancing the prospects of creating an enterprise zone and in order to maximise facilitating further opportunities for employment creation. In addition to retail warehousing, developments on these mixed use sites could include office-based industry, enterprise centre, light industry, hotel, limited residential use, cultural/leisure uses. The mixed use objective is outlined in further detail in Chapter 12 on zoning objectives.

Policy:

It is the policy of the Planning Authority to strictly control retail warehousing in the city. (POL 4.7.1)

Retail warehouses will only be permitted where they fulfil the following criteria:-

- Only retailing of non-convenience products not associated with the city centre such as bulky household goods, including carpets, furniture, automotive products, white electrical goods, DIY and gardening products; office and industrial plant and equipment, and building materials will be permitted. The sale of goods such as food, clothing, footwear, books/stationery, toys, and sports wear will not be permitted.
- It can be demonstrated that the development meets a practical need and that the proposal, taken in isolation, or in combination with other such developments will not have an unacceptable impact on existing or proposed retail facilities. Applications for retail warehouses or retail parks will be required to be accompanied by a retail impact statement.
- The minimum floor area of any warehouse shall not be less than 700m² gross floor area, and the maximum floor area shall not exceed 6000m² gross floor area, including any ancillary garden centre.
- The floorspace shall be provided in a grouped format in planned retail parks, and individual, freestanding, retail warehouses will not normally be permitted.
- The development shall be strategically located in relation to the road and public transport network, and sufficient car parking shall be provided on site to service the development.

- Retail parks shall achieve a high standard of design, have a coherent layout and shall meet with the policies and development management standards set down in this Development Plan
- Proposals for retail parks that are part of a mixed use development shall be considered on their merits having regard to the Retail Strategy.

4.8 Definition of Core Shopping Area.

The core shopping area of Waterford City is identified in Fig 4 below. In determining the core area, the following was considered:

- The definition and policies of the existing Development Plan
- The over-arching objectives of the retail strategy to maintain and enhance the vitality and viability of the city centre
- The lack of development of high order comparison retail development in previously identified city centre opportunity sites during the lifetime of the existing development plan.

The Core shopping area is normally characterised by a mix of factors including prime retail units, low vacancies, predominance of multiples and well established family run stores, few non retail uses and high pedestrianised foot flow.

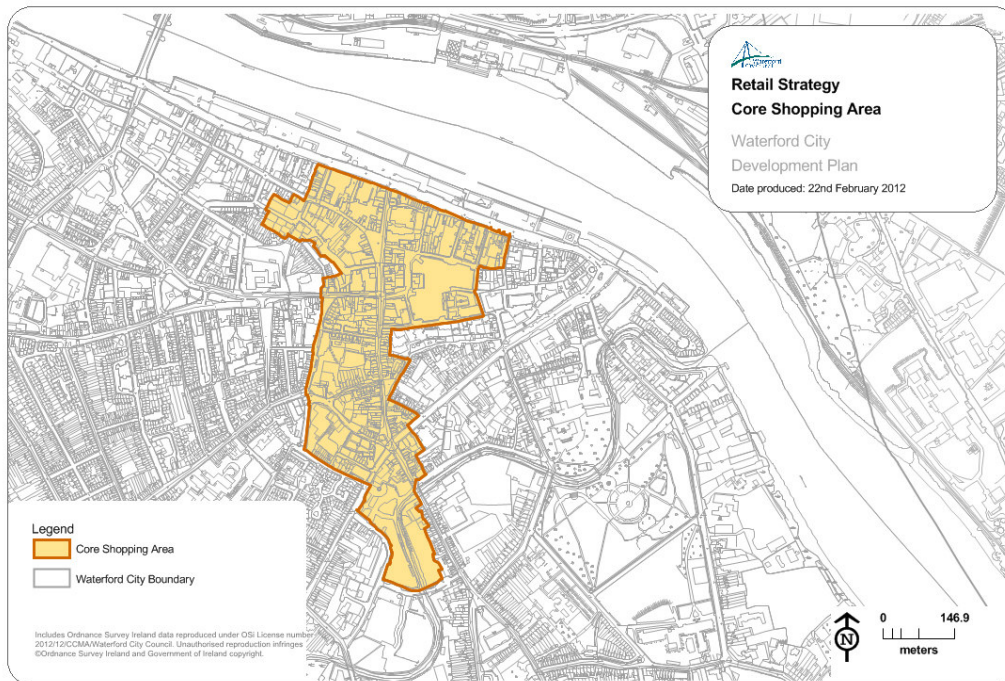


Figure 4: Definition of Core Shopping Area

The core shopping area in Waterford extends from the South Quays, including Barronstrand Street, Broad Street, John Roberts Square, Georges Street, Gladstone Street, east end of O’Connell Street, Little Patrick Street, Patrick Street, Arundel Square, Alexander Street, Lady Lane, New Street, John’s Lane, Peter Street, Michael Street, John Street, Railway Square and Millar’s Marsh.

Secondary shopping streets include the remainder of O'Connell Street and the South Quays west of Gladstone Street. Also retailing is one of the traditional roles performed by the Ballybricken area in a way that is distinctive to Waterford and accordingly the retail function of Ballybricken will be protected and encouraged to expand.

The order of priority is to seek to locate retail development in the city centre; only where it can be demonstrated that there are no sites which are (a) suitable, (b) available and (c) viable, will an edge-of-centre or out-of-centre site be considered. Within the core shopping area, all sites are considered to be of equal priority and development will be determined solely by the criteria of suitability, availability and viability

The current Retail Guidelines gives direction as follows:

“As part of this proactive approach to promoting city and town centres, the planning authority should also identify potential edge of town and out of town sites which may be considered if more suitable sites in city / town centre do not become available for whatever reason following application of the sequential approach. In this way the planning authority can guide development toward the most sequentially preferable of the edge / out of town sites.”

In the case of Waterford City, where, for specific required developments, appropriate City Centre sites are not suitable, available or viable, then consideration will be given to edge of centre sites with sequentially preferred sites being, initially, the Gasworks and Bolton Street sites, and secondly any other appropriate edge of centre site.

Policy:

- The core shopping area will form the main focus and preferred location for new retail development (POL 4.8.1)
- Where it is not possible to provide for the form and scale of development that is required on a site within the core shopping area then consideration can be given to edge of centre sites. (POL 4.8.2)

4.9 Edge of Centre Retail Opportunity Sites

In terms of demonstrating additional capacity within the City Centre for accommodating new retail formats, development of retail opportunity sites at the edge of the core shopping area may be considered for retail development providing that it can be clearly demonstrated that:

- ◆ the City Centre sites identified by the Council cannot be developed in the short term;
- ◆ that the development will not have an adverse impact on the vitality and viability of the City Centre;
- ◆ that the development will complement existing and proposed retail development in the city centre, create opportunities for commercial synergy and complement the existing retail structure of the City.

In terms of capitalising upon the tourism retail spend already established by the nearby

House of Waterford Crystal, the Gasworks and Bolton Street sites may be suitable locations for a specific integrated tourism, leisure and retail development. These are significant sites, located at the edge of the City Centre, in close proximity to the Mall and with significant water frontage. The success of such a development on these sites would also be dependent upon the creation of clear linkages and connections with other tourist attractions and facilities in the City.

4.10 The Need For Additional Floorspace

The most recent assessment of retailing in the City¹² included an estimation of future floorspace requirements for additional convenience, comparison and bulky goods floorspace within the catchment area. This is illustrated in Table 4.1 below. An existing demand for 11,947 sq.m comparison floor area is envisaged for the City currently. The requirement for additional comparison floorspace within the City over the period to 2016 and beyond to 2022 is significant. i.e. a requirement for an additional 33,685 sq. m. of comparison floorspace under Scenario 1 by 2022 and this increases to 38,490 sq.m. under Scenario 2.

Table 4.1 Additional Floorspace Requirements for Waterford City

	2010	2016	2022
SCENARIO 1: Base Year Inflows to be Retained to 2022			
Convenience sq.m.	-145	1,786	5,647
Comparison sq.m.	11,947	20,219	33,685
Bulky Goods sq.m.	-15,240	-10,756	-4,401
SCENARIO 2: Increase in Inflows & Trade Retention in 2016 and 2022			
Convenience sq.m.	-145	1,786	5,647
Comparison sq.m.	11,947	22,104	38,490
Bulky Goods sq.m.	-15,240	-10,433	-3,199

Source: John Spain & Associates Waterford City Retail Strategy 2011

As evidenced in Table 4.1 the capacity for additional convenience floor space within the City area is 5,647 sq.m. by 2022. Although the potential for additional net convenience floorspace would appear limited at 2016 (1,786 sq. metres), this should be viewed within the context of the extent of convenience floorspace which has been recently implemented. Notwithstanding the low projected figures, there is likely to be a need for further modest neighbourhood scale convenience development in the short to medium term. Such additional development would be appropriate in the designated neighbourhood centres or zoned commercial lands in close proximity to existing neighbourhood/district centres. Additional modest scale convenience floorspace (i.e. less than 1,500 sq.m. net) within or close to existing designated centres would be

¹² John Spain & Associates Waterford City Retail Strategy Report 2011 Chapter 7

appropriate in order to improve the range of retail offer and improve competition in the market. Table 4.1 also illustrates no requirement for additional retail warehouse floorspace within the catchment up to 2022. This is not surprising having regard to the extent of retail warehousing floorspace recently developed and permitted within the Waterford City area.

The floorspace capacity figures outlined in Table 4.1 should not be considered as upper limits, but merely as indicative of the scale of new floorspace required to meet the needs of existing and future population and expenditure in the City. Additional new floorspace may be proposed and this could replace some existing outdated or poorly located retail floorspace. These figures should be seen as minimum rather than maximums. The key consideration is the location of new floorspace. The quantum only becomes a critical consideration where new convenience and comparison floorspace is proposed outside of the defined retail core of the city and the issue of likely impact on the city centre as a whole arises.

4.11 Strategic Guidance on the Location and Scale of Retail Development.

The distribution of future retail floorspace must have regard to the identified retail hierarchy. The redevelopment of key sites within the City Centre for retail development in order for the City to compete as a high level retail destination is of paramount importance. In this regard, the City Centre must be targeted and be the focus for higher order comparison retailing. This will entail restricting the level of comparison floorspace that can be accommodated in the suburbs. Suburban comparison shopping will be facilitated by the retail warehousing sites for the sale of bulky goods and by limited low order goods in the District Centres. In terms of retail warehousing, any future provision should be targeted to the planned and permitted retail parks in the City or to the Tramore Road/Inner Ring Road retail area.

Convenience floorspace is still desirable in the City Centre, more particularly as an anchor to a major retail development. However, there are opportunities for the development and expansion of convenience floorspace in the existing and planned neighbourhood and district shopping centres. Convenience development may also be appropriate on edge of centre sites on appropriately zoned commercial land, where such developments cannot be accommodated within existing centres due to limited floorspace potential or exclusivity clauses. The developments at Farronshoneen Kilbarry and Lisduggan, together with the ongoing development of the Neighbourhood Centres will cater for convenience shopping in the suburbs.

4.12 Policies to Improve the City Centre.

Detailed policies referring to a broad range of issues which affect the city centre are contained in Chapter 5 on the City Centre.

4.13 Assessing New Retail Development.

The Retail Planning Guidelines 2012 set out detailed principles for assessing new large retail development proposals. The Planning Authority will apply these principles, in

conjunction with the policies set out above and hereunder, when assessing new retail development proposals in the City.

All applications for significant retail development should be assessed against a range of criteria. These criteria are set out below. It should be noted that it is not appropriate to assess all applications for new retail development against all the criteria, particularly developments which are clearly in accordance with the strategy and other small scale developments (less than 1,000 sq. metres –net area.)

It is recommended that retail impact statements should not necessarily be required for developments less than 1,000 sq. metres – net area, unless it is considered that they would have a material impact on the vitality and viability of an existing retail centre. Furthermore retail impact statements will generally not be required for retail developments that are located within defined Development Plan retail centres namely city centre, district centres and neighbourhood centres and for those that generally accord with the strategy.

The Sequential Test

It is stated in the Retail Planning Guidelines:

“The preferred new location for new retail development where practicable and viable is within a town centre (or district or major village centre). Where it is not possible to provide the form and scale of development that is required on a site within the town centre then consolidation can be given to a site on the edge of the town centre so as to encourage the possibility of one journey serving several purposes. An edge of centre site, for the purposes of these guidelines, is taken to be one which is within an easy and convenient walking distance from the primary shopping core of a town centre. The distance considered to be convenient will vary according to local circumstances but typically is unlikely to be much more than 300 – 400 metres from the edge of the prime shopping area, and less in smaller settlements. Having assessed the size, availability, accessibility and feasibility of developing both sites and premises, firstly within a town centre and secondly on the edge of a town centre, alternative out of centre sites should be considered only where it can be demonstrated that there are no town centre or edge of centre sites which are suitable, viable and available. This is commonly known as the sequential approach to the location of retail development.”

All applications for large retail developments in out of centre or edge of centre locations (in excess of 1,000 sq. metres – net area) should be subject to the sequential test. Where an application for a large comparison retail development (in excess of 1,000 sq. metres – net area) outside of the City Centre is lodged to the planning authority, the applicant should demonstrate that all City Centre options have been assessed and evaluated and that flexibility has been adopted by the retailer in regard to the retail format. The exception to such an approach is with retail warehouse development they being better suited to peripheral locations on the edge of a City/Town Centre. They should also be targeted to the already identified retail parks in the City and the Tramore Road/Inner Ring Road retail area.

In addition to the sequential test, the Retail Planning Guidelines 2012 recommend that the applicant should address the following criteria in demonstrating whether or not the proposal would:

- Support the long term strategy for city/town centre as established in the Retail Strategy/Development Plan and not materially diminish the prospect of attracting private sector investment into one or more such centres;
- Have the potential to increase employment opportunities and promote economic regeneration;
- Have the potential to increase competition within the area and thereby attract further consumers to the area;
- Respond to consumer demand for its retail offering and not diminish the range of activities and services that an urban centre can support;
- Cause an adverse impact on one or more city/town centres, either singly or cumulatively with recent development or other outstanding planning permissions (which have a realistic prospect of implementation) sufficient to undermine the quality of the centre or its wider function in the promotion and encouragement of the arts, culture, leisure, public realm function of the town centre critical to the economic and social life of the community;
- Cause an increase in the number of vacant properties in the primary area that is likely to persist in the long term;
- Ensure a high standard of access both by public transport, foot and private car so that the proposal is easily accessible by all sections of society; and /or
- Link effectively with an existing city/town centre so that is likely to be commercial synergy.

Other criteria that should be considered in the assessment of significant applications include:

- That there is a quantitative and qualitative need for the development.
- The contribution of the development towards the improvement of the city centre in terms of urban design.
- The contribution of the development towards site or area regeneration.
- The role of the development in improving the competitiveness of the city against other competing centres.
- Compliance with Development Plan policies and objectives.
- The development is easily accessible by the elderly and disabled/mobility impaired.

4.14 Assessing Particular Types of Development

Convenience Food Shopping

Where practicable, new convenience retail development should be located within the City Centre or within a designated neighbourhood or district centre serving a large residential community. Accessibility is the key to the success of such developments and such proposals should be accessible by all modes of transport particularly pedestrians and public transport. As large convenience shops attract customers carrying out large weekly shopping, it is important that such development should also be served by adequate car parking. Edge of centre locations for such developments may be appropriate where there is limited room for expansion within an existing centre and where such development is located on appropriately zoned commercial lands. Out of centre sites for this type of retail development require careful assessment, subject to the sequential test assessment and their potential impact on nearby centres.

The maximum size of convenience floorspace in supermarkets is 3,500 square metres net sales as defined in the Retail Planning Guidelines. Within neighbourhood centres it is recommended that the size of an anchor convenience facility should not exceed 1,500 sq. metres net. Larger stores should be directed to planned and existing district centres and the City Centre.

In areas planned for residential expansion, the development of a neighbourhood centre anchored by a convenience supermarket is prudent. Modest convenience stores may also be appropriate in large industrial /employment zones where they anchor a neighbourhood centre serving the daily shopping needs of workers and employees.

District Centres

It is unlikely that there will be a requirement for further district centre development in the City due to the modest population projections predicted in the Regional Planning Guidelines. Capacity is likely to be met in the vacant Ferrybank development and at Lisduggan which has significant potential for redevelopment and permission for expansion.

District Shopping Centres play an important role in the City retail offer, especially in the convenience provision within the City.

It is however important to consider the scale and extent of such centres and their potential impact on the City Centre. District Centres should be of an appropriate scale to the City and its population and should be characterised by convenience retail, retail services, community and social facilities and a limited range of low and mid order comparison goods. There should be a clear presumption against the development of high order comparison retailing in District Centres in Waterford due to their potential adverse impact on the City Centre.

Retail Warehouse Parks

It is recognised in the Retail Planning Guidelines that in general retail warehouses do not fit easily into town centres given their size requirements and the need for good car parking facilities. It is therefore appropriate to group these facilities into planned retail parks on the edge of the city centre if such sites are available or in an out of centre site, if the applicant can demonstrate that there are no suitable edge of centre sites available. Criteria for assessing retail warehouse applications include scale and design of the

development, appropriate vehicular access and the quantitative need for such development.

As stated in the Retail Planning Guidelines, individual retail units should not be less than 700 sq. metres and not more than 6,000 sq. metres in size. These figures are gross floor area, including storage and garden centres. In respect of retail warehouse developments outside town centres, it is essential that the range of goods sold is restricted by planning condition to bulky household items such as DIY products, carpets, furniture, and electrical goods. Failure to do so may have a negative impact on the vitality and viability of the City Centre area.

Factory Shops and Outlet Centres

The Retail Planning Guidelines 2012 make a distinction between factory shops and outlet centres. At its most basic level, factory shops are directly attached to a manufacturing plant while outlet centres are remote from their manufacturing plants and normally sell a variety of goods of an out-of-season surplus nature. Factory shops should only be permitted to operate where they sell products manufactured or processed at its associated parent plant.

It is stated in the Retail Planning Guidelines that the success of outlet centres depends on attracting customers from a wide catchment area and from the tourism sector. The guidelines note that locating such centres on out of town greenfield sites can result in the significant diversion of expenditure away from the established city centre area. However, such centres located within or immediately adjacent to the city centre can generate commercial synergy with established retail outlets.

Consideration must be given to the range and type of goods sold at such centres to ensure that they do not compete with the traditional town centre area.

Criteria for assessing such development should focus on whether the development is located in a strategic location to capture expenditure from a very wide catchment area and must be assessed in accordance with the sequential test.

As noted in the Retail Planning Guidelines, outlet centres are generally unsuccessful in close proximity to large urban centres because retailers do not normally choose to trade at a large discount in direct competition with their high street outlets.

The most appropriate location for outlet centres is likely to be where commercial synergy can be achieved between an outlet centre and an urban centre which would lead to economic benefits to the overall area.

In this regard such developments should preferably be located adjacent to or even within an existing town/city centre. Outlet centres are not appropriate in more remote out of town locations.

As such facilities are primarily geared towards the car borne customer, vehicular accessibility and adequate car parking are key factors to consider. An outlet centre may be appropriate in Waterford City where it is located in a City Centre or an edge of centre site location with good potential for commercial synergy with the City Centre.

Retail Warehouse Clubs

Retail Warehouse Clubs as per the Retail Planning Guidelines share many of the characteristics of large retail outlets and therefore should be treated as any other large retail development. Such development should therefore be located within or on the edge of existing town centres. Particular consideration should be given to the design of such developments as often they have a retail warehouse type format and thus may be inappropriate within the traditional City Centre built form. As such facilities are geared towards bulky shopping they should be served by adequate car parking.

Local Shops and Petrol Filling Stations

Local shops play an important role in providing for daily top up shopping. They are also often easily accessible to the elderly and disabled. The development of such local shops should be encouraged in the residential areas of the City. Such developments should be designed to a high standard and be easily accessible to all sections of society.

As stated in the Retail Planning Guidelines, the size of such retail units should not exceed 100 sq metres.

CHAPTER 5

CITY CENTRE

5. CITY CENTRE

5.0 Introduction

The city centre hosts the majority of the city's artistic, archaeological, cultural and historic heritage, as well as its commercial and administrative core with key community and residential uses. Protection and enhancement of such uses are considered key to sustaining the vibrancy and vitality of the City Centre.

City Council's aim is to protect the role of the city centre and support its expansion as an economic force and capital of the region. Key elements which can contribute to this aim include:-

- An expansion of the economy and of the areas required to accommodate commercial activity
- Directing development, based on an agreed agenda to the appropriate areas for growth
- The promotion of good quality design in order to maximise the benefit of development
- The conservation of significant elements of the built environment
- The maintenance and creation of high quality residential neighbourhoods close to the centre
- The protection and promotion of higher order retailing
- The redevelopment of key opportunity sites
- The improvement of the public realm
- Encouragement of economic, artistic and cultural activities
- The gradual relocation of low-order activities on renewal sites to more appropriate locations
- The development and implementation of traffic management and parking strategies.

5.1 Policy Context

A number of policies, studies and reports have contributed to the approach outlined in this Chapter. Most notable among these are the Waterford City Centre Study 2009, PLUTS, the Implementation Framework for Waterford's Viking Triangle 2011, Urban Design Framework Plan for the North Quays 2008, Waterford City Retail Strategy 2011 and the retail planning guidelines

Some of the key findings of these are the need:

- To develop and support a multi-functional City Centre, with strategic retail-led development at its core
- For overlapping, inter-related and inter-connected "quarters" which are both spatial and functional in nature
- For high quality connectivity and linkages among different quarters and areas including improved cross-river linkages
- To assemble readily developable central sites and floor plates within the City Centre area.

- For a wide range of top quality, high end retail attractors
- For a high quality public realm
- For a higher level of City Centre residency, supported by ready access to cultural, social and recreational infrastructure and services
- For creative re-development of the Quays
- For improved public transport, traffic management and car parking
- For the creation of the concept of a “destination” city
- For a City Centre Management Framework

5.2 Waterford City Centre Health Check 2011

As part of the preparation of the Waterford City Retail Strategy a health check of the City Centre was carried out in 2011. This was based upon the following indicators

- Attractions
- Diversity of Uses
- Multiple Representation
- Accessibility
- Environmental Quality/Amenity
- Levels of Vacancy

Its findings can be summarised as follows:

Waterford still has an attractive and vibrant City Centre with a good range of independent and multiple retail representation and tourist attractions. However notwithstanding this, the City does not have the level of retailer representation, more particularly multiples, compared with other gateway Cities such as Limerick and Cork. As such the City can be classified as underperforming in this area. Also large floor plates capable of accommodating new retail formats were not readily apparent in the central area. Concerns were highlighted over the apparent continuing loss of comparison and convenience retailers in the prime retail pitch area and their replacement with less desirable retail services and lower order retail uses.

In terms of accessibility the City was regarded as a major transport terminus with excellent access covering all transport modes. However such ease of access was considered to have a converse effect in more easily facilitating the haemorrhaging of City expenditure to other competing centres within the region. Pedestrian accessibility was also perceived to be good, with the then poor pedestrian environment along the City Quays in the process of being upgraded by the green routes initiative. The City was considered to be well served in terms of car parking provision. However its location on the South Quays was seen as compromising the amenity value/potential of this area. In terms of the built environment, the high quality of the street renewal initiatives in central shopping areas were acknowledged as a key attractor. However it was also noted that some peripheral streets were showing signs of dereliction, with increasing rates of vacancy evident. It was also considered that there were a number of underutilised back land sites within the Central area. While vacancy rates were generally low in the prime retail pitch area at the time of the health check (April 2011), it was emphasised that vacancy rates should be monitored on an ongoing basis. The health check concluded there is clearly scope for improvement in the City Centre with

the City needing to further develop, strengthen and enhance its retail core, attraction and offer in order to compete more effectively with competing centres and to develop a retail profile that was more in line with its designation as a Gateway City. The City was seen as being vulnerable to external pressures and there was a danger that it may decline and its retail function erode unless there was further significant retail investment and development in the next number of years.

5.3 City Centre

The City Centre comprises a series of inter-related and overlapping quarters both spatial and functional in nature. These predominantly include:-

- The Core Shopping Area as defined in the Retail Section (Merchants Quarter)
- The Viking Triangle
- Business/Office Quarter
- City Centre Waterfront- comprising the north and south quays.

An overarching objective of the City Centre Strategy is maintaining and enhancing the vitality and vibrancy of the City Centre. In 2011 City Council installed footfall counters on the main pedestrian approaches to the core retail area and between this area and the Viking Triangle. This technology facilitates the monitoring of footfall levels and subsequently vibrancy levels in the City Centre. It is essentially a ‘finger on the pulse’ of the City Centre with the added capacity of gauging increased footfall returns from future investments in the City Centre, be they retail or tourism led.

The Retail Planning Guidelines 2012 specify as a core objective the idea of developing city centre management strategies. Waterford City Council sees the development of same as being a critical component of advancing the vibrancy and vitality of the City Centre

Policy:

- To develop, in partnership with all stakeholders a city centre management strategy (POL 5.3.1)

5.3.1 Core Retail Area

See Sections 4.8 in Retail Chapter 4

5.3.2 The Viking Triangle

The area bounded by the South Quays, The Mall, Colbeck Street, and Olaf Street is the focus of the €10 million Viking Triangle Heritage based project which flagships the City’s unique heritage spanning 1000 years of history including major upgrades to the public realm. The completion of the project in 2012 will further expand the appeal of the city as a visitor destination. Given the area’s proximity to the main retail area of the City there is potential for further synergy between the two areas. A restaurant quarter has already emerged at High Street and Henrietta Street area. The recent implementation framework for the area, referenced earlier, will assist in delivering the Viking Triangle as a major cultural and heritage destination with further spin offs for the surrounding City Centre area.

As a guidance to future private led and public developments in the area, these should protect and enhance the special character of the area and should be in keeping with the civic dignity of the area. This area is located within the Zone of Archaeological Potential and all necessary measures to ensure the protection of the archaeological heritage will be applied. The Architectural Conservation Area designation for the area has been maintained in the Development Plan and therefore it is proposed to prepare guidelines for development in both the public and private realms and these may form the basis of a Special Planning Control Scheme. There is a presumption against demolition of structures or parts of structures in this area, other than where it can be demonstrated that the structure does not contribute to the special character of the area or where the replacement structure would significantly enhance the special character.

5.3.3 The Business/Office Quarter.

The last City Development Plan contained an objective to expand the business office function within the city centre highlighting the opportunity which existed to create an office quarter on the edge of the city centre, namely at The Mall / Bolton Street area. This objective has been largely delivered with the re-development of the former ESB building, the opening of the House of Waterford Crystal along with neighbouring support services and ancillary functions.

While a small restaurant quarter had already emerged prior to the last Development Plan, additional new businesses have since set up in the vicinity of the House of Waterford Crystal, with further ones planned, many of which resulting in the renewal/reuse of previously vacant buildings in the area. In addition to these, the Bolton Street site has been developed as a coach and car park to serve the businesses in the rejuvenated Mall and adjoining Viking Triangle areas. It is a continued objective to maintain and expand the office and business function within the Mall area. Such uses in this location are considered to have capacity for contributing to cross City footfall.

5.3.4 City Centre Waterfront- comprising the North and South Quays.

The Quays of Waterford form a major element in the urban structure. The width of the river, the length of the Quays, their uniformity and the activities along the South Quays make for an element of major visual and townscape importance. The future development of the Quays and the role of the river as a civic and amenity resource are central to urban development initiatives related to the expansion of the city centre north and south of the river.

The North Quays

The relocation downstream of port activities from the North Quays to Belview, commencing in the early 1990's has resulted in a positive alteration to the general environment of the City's waterfront. While there is still some limited commercial port related activities taking place on the North Quays today, it is generally diminishing with activities thereon becoming more closely aligned with the tourism leisure sector, i.e. facilitation by the Port of Waterford Company of the berthing of small to medium sized cruise ships in the height of the tourist season.

The North Quays were not redeveloped during the last Plan period. Today they still reflect the vestiges of their previous use, comprising deep water wharves stretching between Rice

Bridge and Abbey Church and large level tracts of concreted storage areas. As such the North Quays continue to present an opportunity for the dynamic transformation of the area and waterfront.

The PLUTS classifies the North Quays as a primary redevelopment area, with a proposed new city centre bridge for pedestrians and cyclists and the provision of a new rail platform on the North Quays as part of a public transport interchange. It highlighted that any master plan for the North Quays must investigate the feasibility of providing the bridge in conjunction with the development and must take into account the requirements of Iarnrod Eireann in relation to the operation and development of rail services on and through the site. Any master plan should also ensure that the wharves remain viable for berthing of large vessels, including visiting cruise ships.

The Waterford Urban Design Framework Plan for the North Quays prepared in 2008 set out a broad vision for the area comprising development concepts and urban design guidelines.

The Framework's urban analysis identified a number of important views and vistas from the South Quays to the North side and from the North Quays to the South. These are in addition to the other views to and from the River Suir deemed to be of special amenity value. It is an objective of the Plan to maintain these views during the lifespan of the Plan.

In terms of land use it detailed that a range of complementary land uses should be considered and that in general active ground floor uses would be preferred with a mix of residential and commercial uses overhead. An objective of the framework Plan was to ensure an overall use mix across the area of 30% residential and 70% commercial/non residential based on land area, be achieved. The framework also proposed provision of a new bridge to provide easy access to the existing bus station and better connectivity with the Core Shopping area in the City Centre.

It was decided to continue to zone the area as mixed use opportunity site as outlined on the objectives map. Any future development proposal on the North Quays shall generally conform with the principles and structures set out in the design framework. As outlined in the Core Strategy in Chapter 2 any residential development component of any future development proposal on the North Quays shall be subject to a core strategy justification test.

The South Quays

The City Council adopted a report on "the Regeneration and the Conservation of the South Quays" in 1995 and this has primarily formed the basis of policy for the area since. The South Quays have been considerably improved in recent years with the enhancement of the City marina facilities and installation of the glass wall flood defences and its associated paving upgrade for the entire length of the South Quays. This alone has transformed the area into a popular amenity walk attraction. The green routes are currently being implemented along the South Quays which will further enhance the pedestrian environment here, providing for better connectivity between the quayside and the shopping area. City Council are also currently engaged in the renewal of a number of (former Holy Ghost) properties in the vicinity of Reginalds Tower with a view to securing

new uses for these, which in turn contribute to the vibrancy of the area. The Granary building along the quays, the former home of the Waterford Museum of Treasures, now hosts the WIT Architecture School which in turn is enhancing vibrancy in the area and generating cross centre footfall.

Notwithstanding these recent achievements in the area, the fundamental conflict identified in the 1995 report and 2011 City Centre Health Check still remain. This primarily relates to the retention of the surface car parking and the objective to expand the public realm and subsequent amenity use along the quays.

The South Quays lie within the South Quays Architectural Conservation Area and Trinity Within Architectural Conservation Area, but were not zoned in the last Development Plan, but were designated as being the subject of a future urban design framework which would address the following issues:

- site appraisal including the historic context
- roads and links, both internally and from the city centre
- riverside walkways / cycleways
- public amenity areas
- new pedestrian bridge
- new development and infrastructure
- public realm design
- traffic and movement, parking
- river traffic

The 2009 City Centre Study comprising a broader analysis of the City Centre, while addressing some of these aforementioned issues, it was not area specific to the South Quays. It nevertheless establishes a baseline from which a more informative urban design framework for the South Quays can now be developed.

Given the outstanding location, the existing and potential quality of the physical environment and the existing infrastructure in the area it is therefore an objective of the Development Plan to complete an urban design framework for the South Quays area during the lifetime of the Plan. As with the preceding City Development Plan the land area in question will not be specifically zoned for one or any particular use pending the completion of the design framework.

The design framework in addressing the above issues will also be guided by the following key considerations:

- the promotion of a high standard of civic amenity and design
- the protection and conservation of the archaeological, architectural and natural heritage
- the retention of streetscape and historical plot layouts and building patterns
- retention of key urban spaces and the creation of new spaces that engage with the river and the existing streetscape
- promotion of pedestrian movement and activity and the establishment of public access along the quayside
- The potential of the area for flagshipping the core shopping area.

5.4 Enhancing Vitality & Viability

Vitality and Viability concepts are central to sustaining and enhancing City and Town Centres. Vitality is a measure of how active and buoyant an urban centre is while viability is concerned with the commercial well-being of the city or town centre. They both are dependant upon many factors, including the range and quality of activities in a centre, its mix of uses, its accessibility to people living and working in the area and its general amenity, appearance and safety.

Policy:

The strategy of maintaining and enhancing the role of the City Centre will be pursued by maintaining and developing policies to help existing uses, through regenerating the historic centre; through encouraging conservation and urban renewal activities; through managing and controlling traffic; and by co-ordinating the City Councils activities with private initiatives, with the objective of maintaining and enhancing vitality and viability levels within the city centre.

Many of the policies relating to the central area will also apply to the city as a whole, or are specified in other areas of the Plan, e.g. the retail strategy, traffic management proposals etc. These may be summarised as follows:

- To control the spread of uses that could lead to a reduction in the attractiveness of, and the retailing function of the principal shopping streets. (POL 5.4.1)
- To control the extent of retail and office developments, of a type and scale which are appropriate to the city centre, outside the central area. (POL 5.4.2)
- To promote and develop commercial synergy between City Centre Opportunity site areas. (POL 5.4.3)
- To protect established residential areas in the centre from encroachment by commercial development and associated activities. (POL 5.4.4)
- To ensure that refurbishment and redevelopment proposals contribute to the environmental quality, and are in keeping with the character, of the central area. (POL 5.4.5)
- To facilitate the development of an accessible city centre, with particular reference to persons with disabilities, pedestrians and cyclists and to improve the availability of public transport, and short term parking, within easy reach of the central area. (POL 5.4.6)
- To provide for and regulate appropriate street furniture, signage and other devices in the public realm. (POL 5.4.7)
- To retain and enhance the existing street pattern, to encourage the retention and refurbishment of existing buildings of character, and to upgrade the physical environment of the city centre's streets and urban spaces. (POL 5.4.8)

- To encourage and facilitate the development of the centre’s role in the areas of arts and culture and to encourage and facilitate the expansion of existing and the development of new festivals. (POL 5.4.9)
- To promote more City Centre residency. (POL 5.4.10)
- To promote the provision of additional educational facilities within the City Centre (POL 5.4.11)
- To monitor footfall levels in the City Centre on an ongoing basis. (POL 5.4.12)
- To promote and expand sustainable¹³ tourism development in the City Centre (POL 5.4.13)
- To provide better co-ordination and management of disparate activities and services through the establishment of City Centre Forum (POL 5.4.14)
- To provide for better connectivity between John Roberts Square and Railway Square (POL 5.4.15)
- To promote and enhance the evening economy in the City Centre (POL 5.4.16)
- To adhere to the principle of the primacy of the City Centre as enunciated in Retail Planning: Guidelines for Planning Authorities, DOECLG, 2012 (POL 5.4.17)
- To give consideration to appropriate “meanwhile uses” and temporary commercial uses for vacant or under utilized properties in as much as legislation and regulation allows. (POL 5.4.18)

5.4.1 Delivery Measures & Mechanisms

These policies will be implemented through the following measures and mechanisms:

- The retail function of the city centre’s principal shopping streets will be protected and permission will not normally be granted for non-retail uses on the ground floors of properties fronting these streets.
- The provision of amusement arcades shall be strictly controlled and shall not be permitted on the ground floor frontage of city centre streets.

¹³ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

- An undue proliferation of take-away outlets will not be permitted in any particular area. Regard will be had to the impact of such outlets on the amenities and civic dignity of the area. Free-standing take-aways not attached to a restaurant will not normally be permitted.
- Taxi/Hackney offices will not be permitted where they are likely to cause traffic congestion or traffic hazard or where they would injure the amenities or civic dignity of the area.
- In considering proposals for public houses/restaurants or the enlargement of existing public houses/restaurants the following criteria will apply:
 - The effect of the proposed development on the amenities of the area, including residential amenity.
 - The effect of the proposed development on the existing mix of land uses and activities including the retail function, in the particular locality.
 - The size, scale and location of existing licenced premises/restaurants in the vicinity.
- Permission will not normally be granted for office developments for the provision of financial and professional services to the public in suburban areas, other than where of an appropriate scale in neighbourhood centres, and the conversion of residential properties in the suburbs for use by such offices will not be permitted.
- In order to maintain existing residential communities in the central area permission will not normally be granted for the conversion of residential properties to non-residential use. However, on the main entry routes to the City Centre, consideration may be given to the conversion to commercial use of the ground floor of large residential properties.
- Permission will not normally be granted for development which would preclude the reuse of upper floors by eliminating separate access.
- The retention of residential accommodation on the upper floors of city centre properties will be encouraged. City Centre residency will be increased by ensuring highest residential standards are achieved vis a vis implementation of the various DOECLG Guidances on Residential Standards. In terms of securing sustainable inner city living from the existing residential stock, City Council will be favourably disposed to the amalgamation of existing substandard sized residential units with a view to providing better living space.
- The City Council will promote reuse of upper floors of buildings for residential use and proactively promote inner city living in its social housing provision where feasible and any mixed use development proposals.
- The design and form of ground floors of new infill development on the secondary and peripheral retail streets in the City Centre should be designed with flexibility, for example higher floor to ceiling heights, to enable their easy conversion to retail or other commercial use if the demand so necessitates. The feasibility of

developing alternatives such as live work units and professional services/own door offices in such infill schemes will also be investigated.

- Significant progress has been made in improving City Centre accessibility recently, particularly given the implementation of the green routes.
- The Development Plan transportation strategy includes the following elements which will continue to improve accessibility:
 1. Enhancing International and National Connections
 2. Development of High Quality Public Transport System
 3. Promotion of other Sustainable Transport Modes
 4. Enhanced Traffic Management
 5. Enhanced City Centre Parking (including park and walk locations)
 6. Provision of Roads Infrastructure
 7. Traffic Safety and Speed Management
 8. HGV Management Strategy.
- The provision of improved facilities for cyclists through the development of a network of cycleways as reflected in the Transportation strategy, and the provision of secure cycle parking where permissions are being granted for commercial, residential or institutional developments in the city centre.
- The provision of adequate parking facilities for short term shopping, business and leisure use and the discouragement of commuter parking. The City Council will seek to facilitate on-street residential parking and will undertake a review of its parking charges and tariffs to ensure that the City retains its competitiveness with other retail centres.
- The provision of a city centre network with facilities for people with disabilities and/or mobility impairment, by the provision of disabled driver parking bays, the control of street furniture, mobile display signs and goods displayed on footpaths, the provision of tactile surfacing, ramps and kerb dishing and the provision of improved facilities on buses and taxis.
- Surface water runoff from all new hard-surfaced infrastructure draining directly into the River Suir and John's River shall be considered for appropriate hydrocarbon interception where the risk of hydrocarbon pollution is deemed significant, and the feasibility of retrofitting such interception to existing infrastructure, where such a significant risk is identified, will be examined.
- Where development proposals are received which are considered due to their location, scale, or characteristics, to be a significant proposed addition to the urban fabric or be likely to have significant effects on the urban environment, the Planning Authority may require the carrying out of an Environmental Impact Assessment of the proposed development.
- Waterford City Council intends to continue the programme of urban renewal and environmental improvements in the city centre. It is an objective to prepare a new

strategic framework plan for urban renewal. The framework plan, once fully assessed, will be implemented on a multi-annual basis.

- The City Council will continue to target obsolete/derelict sites within the City Centre for redevelopment and investment. A simple action such as painting a derelict building can significantly enhance the aesthetic profile of a street.
- The City Council will, where necessary, use its powers of compulsory purchase to facilitate site assembly for appropriate private or joint venture developments.
- Retention of tourism expenditure and the development of appropriate synergistic tourism facilities and activities are critically important to the future development of Waterford City Centre. Further development of tourism initiatives and promotion of cultural activities and events will be pursued over the lifespan of the Plan.
- The contribution of educational facilities to the City Centre economy and vibrancy is highly prized and will be protected. Further expansion of third level facilities and student accommodation associated with Waterford IT will be promoted in the City Centre where such opportunities arise. Expansion of existing foreign student summer programmes can also add to City centre vibrancy levels and will be promoted.
- As per developing national policy, the City Council will lead the development of a City Centre Management Strategy which will include all the key stakeholders both in its preparation and its implementation.
- Waterford City has benefited from an ongoing programme of environmental improvement, maintenance and enhancement over the past number of years. The attractiveness of John Roberts Square is testament to the success of such ventures in providing a heart to the City. It is essential that such works are progressed further, particularly to the streets that radiate from the principal shopping streets such as Michael Street and John Street and that the public realm is regularly maintained or bettered. Accordingly it is proposed to prepare and implement a design framework for the Michael Street and John Street Area during the Plan period. It is also proposed to target Arundel Square for enhanced environmental works and landscaping.
- City Council propose to prepare a special contribution scheme under Section 48 (2) (c) of the Planning and Development Act 2000 to go towards the exceptional costs to be incurred in providing for significant environmental improvement works along Michael Street and John Street.
- The development of the evening and night time economy is an important part of any City and it is essential to ensure that vitality and viability of the City Centre is retained after hours. In this regard City Council will seek the integration of retail, leisure, restaurants and bars in development proposals, and will utilise mechanisms such as the development of a City Centre Management Strategy and the development of festivals as a means of developing the night-time economy and thus a vibrant City Centre .

- With a view to protecting higher order retail uses on the main shopping streets City Council will consider preparing a Special Planning Control Scheme in this area during the lifespan of the Development Plan. This however must be preceded by consideration of extending the existing or preparing a new architectural conservation area.
- The primary purpose of the scheme is to highlight the importance of specific existing uses that are key components in the established character of the area and that act as magnets to the City and to control and prevent undesirable uses that may detract from these existing uses and character of the retail streets and subsequent vibrancy.
- The revitalisation of the city centre is very much dependent upon the creation of new retail attractions with associated environmental improvements to the public realm. The identified opportunity sites within the City Centre present opportunities for additional new retail led mixed use developments which in turn will sustain the vibrancy and vitality of the City Centre. Accordingly City Council will promote the redevelopment of these sites during the Development Plan period.
- As some of the identified opportunity sites are more peripheral to the central shopping area investment in environment improvement along the principal intervening area will be required to ensure that commercial synergy between these sites is sustained

The Planning Authority will, through the implementation of the aforementioned policies and measures outlined above and by means of the policies outlined in relation to the Protection of the Heritage, the Architectural Conservation Areas, the Retail Strategy, Economic Development, Transportation and the Viking Triangle Implementaion Framework, provide for the continued viability and vitality of Waterford's city centre.

5.5 The Waterfront beyond the City Centre

One of Waterford's key assets is its riverside and estuarial location. The river is tidal throughout its reach in the City. The most notable features in the River Suir corridor are the high cliffs at Bilberry and Sallypark. The River Suir provides a striking landscape setting for the City and has a value that enhances the quality of life for residents and with potential for associated tourism growth. The redevelopment of the North and South Quays also has the potential to revitalise this asset by sustainably integrating everyday city life with the river.

Historically the City's relationship with the river was largely confined to the development over time of the South and North Quays. However, the development of the south-eastern suburbs, the development of Little Island for tourism and leisure purposes, the construction of the Waterford City By-Pass and the second bridge crossing, the development of WIT's riverside campus at Carriganore has, and will continue to change the perception of the river within the City.

The reaches of the River Suir within the city boundary are part of the Lower Suir Estuary Special Area of Conservation.

Within the city boundary the river can be broken down into a number of character areas, each of which requires distinct planning approaches, policies and objectives.

5.5.1. The Upper Reaches.

The upper reaches, north and west of Bilberry, currently have a rural character and contain outstanding views and landscapes. The N25 By-Pass and new Bridge and the development of the WIT at Carriganore have already altered the character and accessibility of the area. The preceding City Development Plan highlighted the imminent development of the Gracedieu Neighbourhood, which as evidenced in the Core Strategy will not now arise during the lifespan of the new Plan, with the area being classified as a Strategic Reserve for the future expansion of the City beyond 2019.

The extension of the Suir Valley Railway into Rice Bridge has not occurred to date and it remains a specific objective to facilitate the extension of and an expansion of services on the Suir Valley Railway. As with the preceding Plan the maintenance of the rural character of the area north of the By-Pass along the rivers edge is a primary consideration. Development in this area will be restricted to agricultural, leisure and recreational use. City Council is currently partnering with the Native Woodland Trust in the process of planting a 3 hectare site here as a native woodland. The use of the river for recreational purposes will be encouraged subject to the protection of the natural heritage as required by the S.A.C. designation. It will be an objective of the Plan to assess the feasibility of developing a linear riverside walkway and cycle path from Carriganore towards the City Centre

5.5.2. Bilberry.

The relocation of the Waterford Stanley Facility from Bilberry provided an opportunity for the redevelopment of a prominent riverside site. The site was zoned as an opportunity site in the last City Development Plan and subsequently secured planning permission in 2009 for a mixed use development providing 252 apartments. Given the current prevailing economic circumstances the delivery of this development may be uncertain. However it is considered prudent to maintain opportunity site zoning in the area.

There is a roads objective to upgrade and realign the Bilberry Road during the lifespan of the forthcoming Development Plan.

5.5.3. Scotch Quay to Waterpark.

The access to the riverfront is very restricted along this reach. There has been some development of the area around the Brooks premises and the filling station off Park Road over the years. However the quality of this has been poor and failed to address the river in a meaningful way. The site is clearly capable of accommodating a high density mixed use development which addresses the river and the Peoples Park. There are obvious synergies to be generated between it and the contiguous Viking Triangle and Business Quarter on the Mall. It is therefore appropriate to maintain the opportunity site zoning at this location for the new Plan period.

5.5.4. Waterpark to Blenheim.

Previous City Development Plans contained an objective to provide for a riverside walkway in this area along the River Suir. It remains an objective that any development adjoining the riverbank should facilitate the future provision of such a walkway, subject to compliance with the requirements of the Habitats Directive for the protection of otter & bat species.

5.5.5. Little Island.

Waterford City Council recognises that Little Island and Waterford Castle constitute a unique feature and resource for the city and region. The essential character of the site derives from its island nature located in the tidal estuary, which is a Special Area of Conservation; its landscape character which is considered to be of special amenity value; its ecological diversity; the presence of Waterford Castle, a Protected Structure; the means of access by ferry and the use of the island for tourism, leisure and recreational purposes.

The Council considers that Little Island has potential for an integrated development, principally for tourism, leisure and recreational purposes, in a form which is compatible with the protection of the Island's essential character and the policies and objectives of this Plan.

Permission has been granted for a tourism development on the Island including a major hotel extension, golfing facilities and holiday homes with elements of same now complete. It is considered that further development proposals on the Island shall comply with an overall Plan for integrated development and shall be compatible with its essential character and the policies and objectives of this Plan.

CHAPTER 6

TRANSPORTATION

6. TRANSPORTATION

6.0 Introduction

The integration of land use planning and transport is particularly important and necessary for reasons of economic and social cohesion, energy and resource conservation and future sustainability. Designated land uses, by facilitating economic activity, will give rise to demands for travel and transport provision. Equally the provision of transport services will give rise to changes in land uses.

Key to the sustainable integration of land use and transport is the provision of planning and transport services for all modes, co-ordinated by and between the respective responsible agencies. In order for this level of integration to be maximised, the entire transport planning process must be closely and directly linked to the spatial and land use planning process.

In order to achieve a balance of travel supply and demand in Waterford, development must continue to be directed towards areas where improved transport service capacity is and will be provided. The most direct method of tackling congestion is by providing alternative transport choices to encourage a modal shift to public transport and non car modes, while also focussing local transport policy on developing improved public transport services and other sustainable modes. By providing a compact and sustainable pattern of development, including the provision of a range of residential accommodation types and sizes, in close proximity to places of employment where feasible, the demand for travel will be reduced and the need for private vehicular transport within the City Centre will also reduce.

High quality facilities and transport infrastructure are vital to link Waterford both nationally and internationally. In particular, continued maximisation of the potential of the airport and rail links as well as the main inter-urban road network are critical to the economic future of the City.

High quality arterial transport links are important to provide for the transport of goods and people to and from the City and to provide internal mobility between the neighbourhoods in the City. A well defined and functionally segregated hierarchy of roads that meet the different transport needs of all traffic, vehicular and non vehicular is vital to the economic vitality of the City. The road uses of the arterial network will have to balance the need to move large volumes of people by public transport and other sustainable modes in conjunction with the continued use of private motor vehicles. In striking an appropriate balance consideration will have to be given to the reallocation of road space from private modes to public transport and other sustainable travel modes, where appropriate. This will include the use of bus lanes, cycle lanes and pedestrian links. Further improvements to the flow of traffic will be brought about through effective management of traffic by the application of a wide range of initiatives deemed to be appropriate to the needs of the City. Congestion will be minimised and thereby reduce queuing and trip times while maintaining a low speed environment in the City Centre.

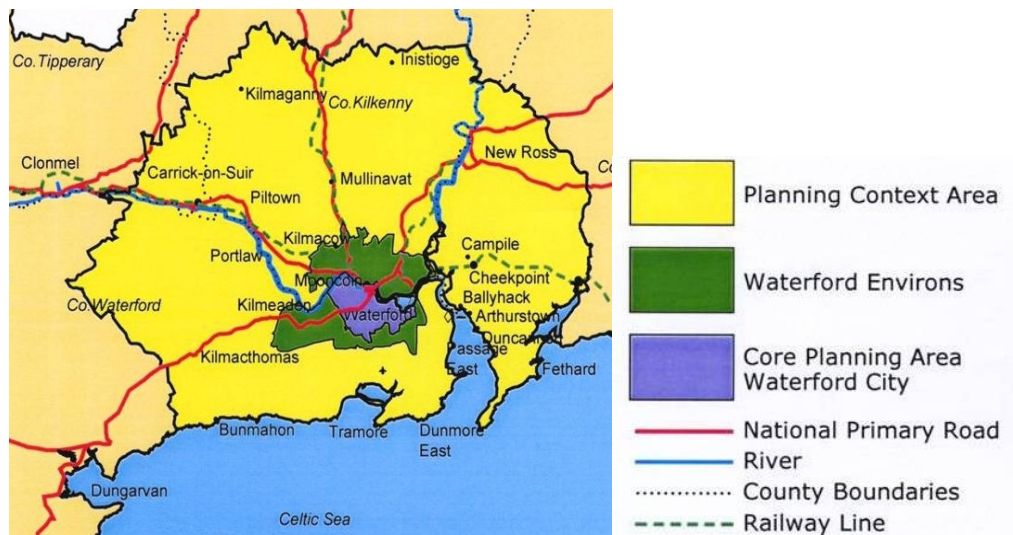
The integrated approach outlined above formed the rationale of the Waterford Planning and Land Use Transportation Strategy, which has been endorsed by the Regional Planning Guidelines and the Waterford City Public Transport Feasibility Study 2010. This PLUTS framework still forms the basis of the transportation strategy for the new Plan period.

6.1 Review of the Waterford PLUTS

A high quality sustainable transportation system will continue to be achieved in the City by co-ordinated land use and transport planning and by providing infrastructure, investment and policy interventions where they will have most impact in the long-term as well as in the short-term. From a transportation perspective the original Waterford PLUTS forecasts estimated significant growth in travel demand in and around the City by the year 2020. This initially was estimated at a 170% increase in demand for peak hour travel in and around the City, with City Centre trips increasing by 50%. The impact of the economic downturn in recent years has significantly impacted on these projections leading to negative economic growth and consequential reduced travel demand.

Consequently it is reasonable to conclude that the initial PLUTS growth forecasts will not be realised by 2020. A recent review of PLUTS suggests that while the basic fundamental principles of PLUTS Framework are still sound, the growth estimates initially envisaged will now take longer to achieve.

Figure 5: Waterford PLUTS Study Area



The recent review of the Waterford PLUTS confirmed the following:

- Fundamental principles of PLUTS are still sound and valid for the PLUTS Study area.
- While significant progress has been achieved in securing critically enabling infrastructures, key infrastructures such as completion of the Orbital Route remains outstanding and is not likely to be realised by 2020 given prevailing economic conditions.

- Population growth in the PLUTS study area is lagging behind that originally envisaged. For example, PLUTS had projected population growths of between 20% and 30% by 2011 compared with actual population growth of 11.1% in Waterford City & Environs between 2002 and 2011.
- PLUTS employment projections for the City for the year 2020 are unlikely to be realised given the recent regional employment trends¹⁴ which, based on ILO¹⁵ data, reflects an 19.7% unemployment rate for 2011 compared with 5.3% in 2006
- Based on these recent traffic trends for a halfway point in the PLUTS Framework period, the original travel demands foreseen by PLUTS are unlikely to arise by 2020. In fact latest figures from City Councils traffic counters, when compared with figures from 2005 / 2006, would indicate a trend of reduced demand with a reduction of between 8.5% and 14.5% in traffic on key access routes to and around the City Centre over the six year period to 2011.

6.2 Key Transportation Proposals

Having regard to the PLUTS Framework and recent review thereof, in conjunction with the findings of the Waterford City Public Transport Feasibility Study 2010 and the Smarter Travel-New Transport Policy for Ireland 2009-2020, it is envisaged that the following range of measures are required to minimise the adverse impacts of traffic congestion for the Plan period and beyond.

The transportation strategy includes proposals under the following headings

1. International and National Links
2. Public Transport and Taxis
3. Other Sustainable Transport Modes
4. Traffic Management
5. City Centre Parking
6. Roads Infrastructure
7. Traffic Safety and Speed Management
8. HGVs

Many of these measures are consistent with the key principles of Smarter Travel- A Sustainable Transport Future for Ireland. It is the policy of the Transportation Strategy herein to promote smarter travel and sustainable¹⁶ transport.

¹⁴ Q1 Quarterly National Household Survey for the South East Region (NUTS 3) 2006 & 2012

¹⁵ Eurostat the statistical office of the European Union, defines unemployed as those persons age 15 to 74 who are not working, have looked for work in the last four weeks, and ready to start work within two weeks, which conform to ILO standards.

¹⁶ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

6.2.1 International and National Links

The development and improvement of national and international links is critical to supporting Waterford's Gateway status in the Southeast and in maintaining and extending the Region's national and international competitiveness. The NSS focuses on the importance and availability of strong links as being critical to the designation and success of Gateways such as Waterford. The City's primary links are:

- National Primary Routes - M9 Motorway to Kilkenny and Dublin, N24 to Limerick, N25 to Cork, Wexford and Rosslare
- South-East Regional Airport;
- Port of Waterford at Belview;
- National Rail Network to Dublin and Limerick.

The combined strength of these strategic assets puts Waterford in a strong position to act as an alternative international access point linking the South-East ports with the South-West and the Western development corridor, as set out in the NSS.

Waterford Airport

Waterford Airport is a major asset for the City and the South-East Region. The Plan recognises the critical importance of air access for the City more especially in the context of tourism and business development. Existing flight connections to London, Birmingham and Manchester, are very important in terms of growing new tourism and business markets. Notwithstanding these existing highly valued links the Airport has the potential to expand its air links with other European hubs in the future. Improved air connectivity should be a number one priority for the airport.

The Plan is fully supportive of continued sustainable development of Waterford Airport both in terms of its general infrastructure and future runway extension.

It is an objective to examine the potential opportunities which the development of the airport may present to develop an economic corridor or enterprise zone at the Airport Road/Outer Ring Road

Port of Waterford

The Port of Waterford is a strategic national and regional asset with good road and rail links. The role and status of the Port nationally and regionally should be strengthened in line with the NSS by supporting and continuing to promote a balanced multi-modal freight transport system that safeguards the integrity of rail transport as a means of access to the Port. While Iarnrod Eireann took the decision to close the passenger rail service between Waterford and Rosslare in 2010, the Port still has a continued rail service albeit reduced.

The long-term strategy for the Port of Waterford is compatible with the aims of the PLUTS strategy, both envisaging the relocation of port operations from the North Quays to Belview. Cruise ships and leisure craft will continue to be accommodated at the North Quays and at the City Marina. Significant upgrade works to the Frank Cassin

Wharf were completed in 2011 to improve cruise ship access to the City. The Port has excellent road connections to the National Road Network via the N29 and N25 routes and it has significantly benefitted in terms of access from the upgrading of the National Road Network – more particularly from the provision of the Waterford Bypass. The longer term completion of the City’s Orbital Route would further enhance port access.

National Road Network

Four national road corridors converge at Waterford City and provide the City with excellent access to ports, airports and the other gateways, hubs and regions throughout the country.

- M9 Motorway to Kilkenny and Dublin,
- N24 National Primary Road to Clonmel, South Tipperary, Limerick and the western seaboard.
- N25 to Cork and the South-West
- N25 to Wexford and Rosslare Port

The NSS highlighted the importance of all of these routes. The recent completion of the M9 motorway to Dublin and the N25 Waterford City Bypass has enhanced journey times between Waterford City and Dublin, Kilkenny and Belview Port. These provisions were some of the key short to medium term recommendations of the PLUTS Strategy which have now been implemented.

All development proposals which have implications for the national road network shall have regard to the “Spatial Planning & National Roads, Guidelines for Planning Authorities”, 2012, DECLG”.

National Rail Network

Waterford is served by rail links on two important national corridors – Dublin to Waterford Corridor and Limerick to Waterford Corridor. As noted above the passenger rail link from Waterford to Rosslare was discontinued in 2010. The NSS identifies Waterford as a key node in the development arc that stretches from Derry /Sligo to Limerick/Waterford. Notwithstanding the primary importance of the Dublin Waterford rail line, the Limerick line is still important in that it provides a strategic link between the Port of Waterford and the western seaboard as far north as Sligo and Ballina. The route has a significant strategic role in the national sustainable freight transport strategy as well as providing a transport service to meet local, regional and tourist travel demands.

In the longer term the possibilities of reopening and improving rail services with other nearby regional towns such as New Ross and Carrick on Suir should be maintained. The Council also supports the complementary role that the Waterford and Suir Valley Railway (WSVR) can perform within the public transport system.

6.2.2 Public Transport and Taxis

The development of a high quality public transport system for the city is central to the proposed Transportation Strategy for Waterford, which in turn accords with one of the key principles of the Waterford City PLUTS and the ‘Smarter Travel –New Transport

Policy for Ireland'. Such a system when implemented will provide key improvements in terms of access and accessibility. The NSS and the RPG's also recognise the importance of public transport in unlocking Waterford's potential.

In 2010 the Waterford City Public Transport Feasibility Study reviewed and rationalized alternative public transport systems from a cost efficiency and optimal suitability perspective. The study made particular reference to the feasibility of a Light Rapid (Rail) Transit (LRT) or a Bus Rapid Transit systems for the City. It concluded that such systems were not viable options for the City and confirmed the City's public transport demands would be best met by the development of bus based systems.

Accordingly the central element of the City's public transport system is based upon an improved city bus service. Improvements have and will continue to be made to both the road infrastructure and bus service operations. Key elements of the City's Public Transport Strategy for Waterford are:

- Extension of the City's Greenroutes- R680 (Cork Rd to Rice Bridge) and R711 (Rice Bridge/Ferrybank Dual Carriageway)
- Network improvements to include increased service frequency on some routes, simplification of the City bus network to provide more direct routes and the co-ordination of timetables to maximise route efficiencies
- Extension of services including services to the Rail Station and Kilbarry
- Provision of real time passenger information
- Future provision of Park and Ride facilities
- Provision of facilities for Taxis – specific improvements to current taxi-rank provision and locations are required in the context of current demands.

The taxi service is an essential part of the transport strategy for the City. It is the policy of City Council to continue to provide adequate ranks at various locations throughout the city in consultation with the taxi operators. Ranks will be of varying sizes and will be time restricted as appropriate. All ranks shall be designed so as to provide for accessibility for people with disabilities.

Waterford City Green Routes

The Waterford City PLUTS was first to advance a public transport concept based upon a cross-city Green Route linking Belview and the North Quays to the existing City Centre and WIT. The first phase of the Dunmore Road Green Route was implemented during the last Development Plan period, with the first phase of the cross city green route currently under construction.

It is an objective of the strategy to complete the implementation of all remaining Green Routes phases during the lifetime of the new Plan.

In the longer term further bus priority measures will be introduced in other parts of the City. Such schemes will involve widening the existing carriageways and land acquisitions to facilitate construction of bus lanes.

New and Extended Bus Services

The strategy also envisages both the extension of existing bus services and the provision of new services to complement the spatial development of the City and Environs. This will imply a commitment on the part of both existing operators and/or any new entrants in the market to substantially upgrade and increase their operating fleets.

In terms of encouraging modal shift to a bus based public transport system it is important that waiting areas are sheltered and informative vis a vis the level of bus service provided and by whom. City Council will investigate the delivery of new bus shelters through public private partnerships and to augment their funding through proportionately and sensitively designed advertisement displays on such shelters. Modal shift can also be achieved by securing higher residential densities in close proximity to new and expanding public transport corridors.

Optimal locations for new attractor commercial, entertainment or recreational venues should be well served by public transport.

It is an objective of the strategy to have 'Realtime Passenger Information'¹⁷ signs operational at key bus stops within the City. Expected arrival time information will be sourced from automated vehicle location devices.

Park and Ride

Park and Ride provision can further contribute to modal shift. Such initiatives are naturally complimentary to the green route corridor initiatives described earlier.

The Public Transport Feasibility Study identified a potential for a small scale sustainable hybrid Park & Ride service to be located adjacent to the Outer Ring Road in the general Farronshoneen / Williamstown Road area and to be served by an extension and enhancement of the existing bus service rather than a dedicated P&R service. It is an objective that this proposal will be developed through to implementation during the lifetime of this Plan and subject to the availability of resources.

As identified in PLUTS, two further Park & Ride sites were proposed to be located on both the Northern and Southern approaches to the City. The Public Transport Feasibility Study considered these to be medium to long term measures and it is an objective that a detailed study will be carried out, in co-operation with the neighbouring Local Authorities, to identify specific optimum site locations for the R711 and R680 Park and Ride facilities.

6.2.3 Other Sustainable Modes

Walking and Cycling

The proposed Strategy aims to maximise dedicated provision for pedestrians and cyclists. Walking and cycling are healthy, cost effective and non-polluting modes of transport.

¹⁷ MottMacDonald 'Waterford City Public Transport Feasibility Study' 2010 pg 93

Modal Shift can be achieved through securing higher residential densities in close proximity to places of employment. Provision of open space areas, and recreational and sporting facilities in close proximity to higher residential areas can also encourage greater modal shift to non car modes. Securing better urban environments through enhanced shopfront designs in commercial areas in conjunction with street renewal initiatives encourages walking and more active streetscapes.

Objectives:

- To provide a citywide cycle network to link all areas of the city to each other via main routes. Existing and proposed extension of the City’s cycle network is also outlined on the zoning objectives map. The proposed network is both radial and orbital, with some elements located off street in amenity areas. (OBJ 6.2.1)
- To expand the network to connect the city centre to any proposed North Quay development with a foot/cycle bridge. (OBJ 6.2.2)
- To provide additional dedicated bicycle parking racks as financial resources permit. (OBJ 6.2.3)
- To provide cycle and walking networks between neighbourhood areas, further negating the need for car based journeys. (OBJ 6.2.4)

It is incumbent upon designers to demonstrate optimal permeability between new and existing residential areas, when making residential development proposals. In addition to this, attention should be focused on provision of permeability where feasible next to schools, local shopping centres and existing and proposed employment locations. Alternatives to car based travel needs to be proactively promoted where at all possible.

Accessibility for All

It shall be an objective that all transportation proposals shall make provision for accessibility for all persons, with particular regard for measures to enhance access for persons with mobility and visual impairment.

6.2.4 Traffic Management

As noted earlier the initial PLUTS study envisaged travel demand being largely car based and with 2020 travel demand growing by 170% from 2005, and an increase in trips to the City Centre of 50%. Notwithstanding economic downturn, growth in travel demand will still occur by 2020, but at more modest levels. The most likely outcome being that the initial growth projections will now occur over a longer time period. Accordingly it is still necessary to continue to provide for modal choice and to adopt a degree of demand management. It is also unlikely that the desired outcome of sustainable development and transport provision will be realised solely through the improvement of public transport. Accordingly some element of demand management will be necessary in parallel with improvements to alternative means of access. The most effective car restraint mechanism available to the Council is the management of car parking. From a traffic management perspective any new development will be

assessed so that its junction to the public road is appropriately designed. Signalised junctions allow flow capacities to be assigned to selected routes as required while also allowing for pedestrian crossings. They can also be programmed to suit varying flow combinations by means of SCATS (Sydney Coordinated Adaptive Traffic System) which measures real time traffic flow at junctions and optimises traffic light phasing for optimum throughput.

Roundabouts best serve heavily trafficked intersections where there are a high number of turning movements. However in such situations both pedestrian and cyclist provisions are reduced. In such circumstances the use of single lane entry roundabouts (Continental) will be used in order to provide better crossing facilities for pedestrians and cyclists where appropriate.

While every effort will be made to minimise congestion, it is inevitable that new developments will impact on traffic levels and congestion will increase. Some occasional saturation of critical junctions in the City Centre during peak periods is considered unavoidable if the City is to grow to its full economic potential.

Traffic also contributes to noise. The Environmental Noise Directive (EU Directive 2002/49/EC) establishes a framework for environmental noise planning. The Directive calls for the production of environmental noise maps for designated areas as well as the development of appropriate noise action plans. This Directive applies to noise from industrial activity and from road, rail and air traffic. The directive is implemented in Ireland by the Environmental Noise Regulations 2006 (SI 140/2006) and Waterford City Council are currently preparing a road noise action plan for the City.

6.2.5 City Centre Parking

A parking strategy should aim to assist the overarching economic and environmental objectives of a development strategy. There are inherent conflicts between policy objectives for growth/regeneration on the one hand and traffic restraint/demand management on the other. The challenge lies in striking an appropriate balance between the two. As parking interacts with many planning, transport and development issues it needs to be treated in a strategic manner. Developing a comprehensive parking provision strategy is one such way of achieving this. The last Development Plan included a parking strategy which included the following measures:

- A staged increase in the supply of public off street parking serving the city centre. This was envisaged as compensating for reductions in on street parking (primarily arising from Green Route implementation), the growth in city centre retail activity, the development of key tourism attractors in the City centre and actual and potential losses on other sites. The increase will be apportioned to city centre/fringe centre, park and walk and park and ride sites. Since the commencement of the last Development Plan there has been increased car parking provision at Bolton Street, with a further permitted car park at Thomas Street.
- Improved management and control over on street parking. In this regard the roll out of pay & display machines across the City Centre has been fully implemented.
- Development of private non-residential (PNR) parking standards for retail and office uses. This has been developed and implemented through planning development control.
- Variable messaging system (VMS) to be established. This has been implemented.

- Identify and facilitate the development of park and ride sites.

The recent review of parking in the City concluded that the following additional parking measures be added to the parking strategy for the new Plan period:

- Provision of a Park and Walk site on Waterside – the development of the House of Waterford Crystal Visitor centre on the Mall, the Bishops Palace museum, the opening of Medieval Museum in Summer 2012 and the development of the Viking Triangle area create significant additional parking demand for both visitor and retail use in the City centre.
- Extend the provision of VMS as required.
- Where feasible seek to alter the supply/charges for short and long stay public parking including shopper parking with a view to increasing the availability of parking for shoppers/visitors and to discourage all day commuter parking in the core city centre.

It is an objective to implement all aforementioned parking strategy measures during the forthcoming new Plan period.

6.2.6 Roads Infrastructure

Provision of good infrastructure contributes to the city in a number of ways

- greater safety and efficiency in the movement of people and goods.
- encouraging modal change from private car towards increased use of public transport, cycling and walking through the provision of enhanced footpaths and cycle networks and bus prioritisation measures.
- improving access to the city centre.
- addressing adverse environmental and road safety impacts of traffic.
- improving the capacity of the City Council to manage and control traffic in the city.
- providing for additional road capacity consistent with environmental considerations in order to reduce the volumes of through traffic, facilitate the development of the neighbourhood structure, and improve access to the city centre.
- ensuring that the traffic capacities and parking provision for shopping, business, leisure and residential uses, are in balance.

PLUTS identified a number of strategic route improvements required to facilitate the City's development as a Gateway City. These have now been largely implemented during the last Plan period. It is an objective of this Plan to continue to work towards the full implementation of the PLUTS strategic route improvements in conjunction with other route improvements and investigations as outlined hereunder.

Objectives:

- Realignment/improvement of Bilberry /Quarry Road, providing for improved safety and facilities for buses, pedestrians and cyclists, with new vehicular access provision to Bilberry Opportunity site. (OBJ 6.2.5)
- Extension of the Outer Ring Road with an appropriately designed and constructed downstream river crossing to complete the orbital road network and provide a distributor route around the city. Linking development areas to the north of the Suir to those on the south and providing traffic relief for the city centre and a further alternative crossing point of the river. PLUTS identified the optimal location for the river crossing in the Maypark area, but this will be subject to further feasibility and environmental assessment. (OBJ 6.2.6)
- To provide an appropriately designed and constructed pedestrian river crossing located in the vicinity of the Clock Tower to provide accessibility to the North Quays and facilitate future development. (OBJ 6.2.7)
- Investigate the feasibility of provision of an open span bridge facilitating a light public transport system in the vicinity of Reginald's Tower linking up with future development on the north quays. The provision of such a looped transport system in the City is desirable. There is an option for such a looped transport system also being facilitated via a new pedestrian bridge at the Clock Tower as per the North Quays Urban Design Framework. (OBJ 6.2.8)

It is intended to provide for these routes opportunistically in conjunction with development proposals and as resources permit. The continued development of the neighbourhood structure will require new provision of roads infrastructure and improvement of existing access routes into the neighbourhoods.

6.2.7 Traffic Safety and Speed Management

It is now legally possible to introduce short duration speed limits for specific areas such as school drop off points. Consideration will be given to the introduction of such so-called 'periodic speed limits' in consultation with all interested parties. It is envisaged that the use of self enforcing traffic calming measures will secure traffic calmed areas.

It is an objective of this strategy to reduce speeds within residential areas, especially housing estates, to 30 km/h (20mph). This will constitute the introduction of calming measures into existing estates and appropriate designs for new estates. The utilisation of traffic calming ramps on bus routes will continue to be avoided, with preference given to the utilisation of speed cushions and speed tables.

6.2.8 Heavy Goods Vehicles (HGVs)

There has been and continues to be widespread public support for reducing the presence of HGVs within the city centre and within residential areas. A HGV Management Strategy is required to achieve this objective.

The existing system of weight restricted areas within the City shall be maintained and reviewed in order to restrict HGV movements to appropriate thoroughfares and to further incentivise better utilisation of the Waterford City By-Pass.

Objectives:

- To conserve the carrying capacity of the N25 Waterford City By-Pass by strictly controlling access to the route and development in the vicinity of the route. (OBJ 6.2.9)
- To identify and provide for, in cooperation with Waterford County Council, a new or improved route between the Airport Road and the Dunmore East Road. (OBJ 6.2.10)
- To provide for the realignment and improvement of the following city routes;
 - Completion of Williamstown Road
 - Old Kilmeaden Road(Improvements from Carrickphierish Road to Tirconnell Avenue)
 - Bilberry Road
 - Quarry Road. (OBJ 6.2.11)
- To provide for the necessary roads infrastructure to facilitate development of the neighbourhood structure and neighbourhood centres as demand requires. (OBJ 6.2.12)
- To facilitate and promote the continued enhancement of the public transport bus service, through the further expansion of: the green routes, realtime passenger information, provision of high quality bus shelters, traffic management measures, and by ensuring that the design and layout of the neighbourhoods facilitate the expansion of the bus service. (OBJ 6.2.13)
- To further develop the existing network of cycleways on the existing road network, within and between the neighbourhoods, and within selected amenity areas. (OBJ 6.2.14)
- Continue to develop and implement a parking strategy for the City Centre and its fringe areas. (OBJ 6.2.15)
- Continue to implement a HGV Management Strategy. (OBJ 6.2.16)
- Provide public lighting on all public roads as required ~~where~~ and appropriate. (OBJ 6.2.17)
- To facilitate the development of a sustainable¹⁸ river-based transport system on the River Suir, including the development of ferry and waterbus services. (OBJ 6.2.18)

¹⁸ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

- Surface water runoff from all new hard-surfaced infrastructure draining directly into the River Suir and John's River shall be considered for appropriate hydrocarbon interception where the risk of hydrocarbon pollution is deemed significant, and the feasibility of retrofitting such interception to existing infrastructure, where such a significant risk is identified, will be examined. (OBJ 6.2.19)

The preferred routes for new road construction and proposed road improvement and realignment proposals are shown diagrammatically on the zoning objectives map. They are indicative and do not constitute the exact alignment, width or junction treatment. These are finalised during the design process and confirmed by the appropriate statutory process.

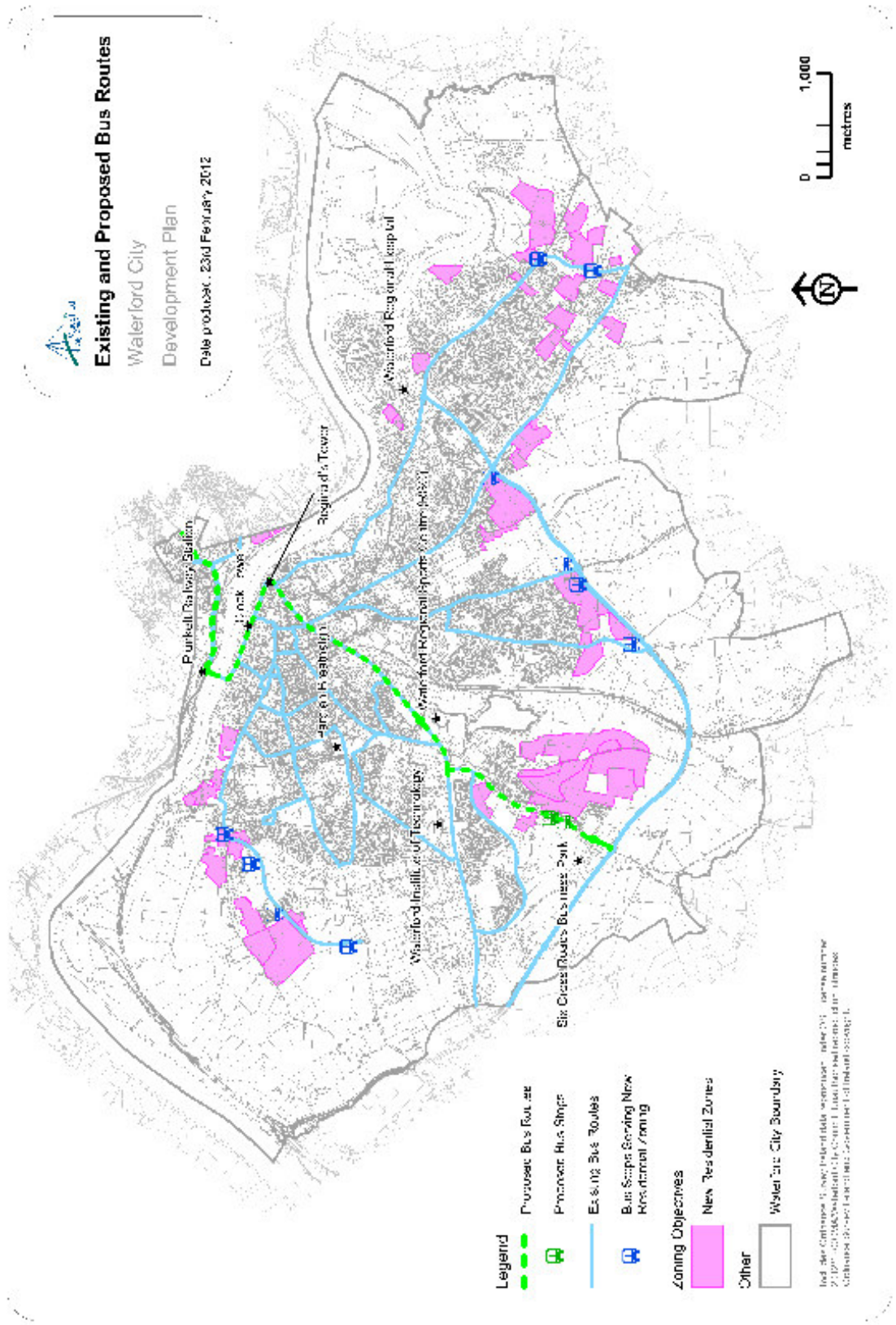


Existing and Proposed Bus Routes

Waterford City

Development Plan

Date proposed: 23rd February 2012



Map data courtesy of Ordnance Survey. All rights reserved. Ordnance Survey Licence No. 100019200. This map has been prepared for the purpose of the Waterford City Development Plan 2013-2019. It is not to be used for any other purpose without the permission of the City Council.

CHAPTER 7

SOCIAL, COMMUNITY & CULTURE

7. SOCIAL, COMMUNITY AND CULTURE

7.0 Introduction

The National Development Plan 2007-2013, Transforming Ireland - A Better Quality of Life for All, states that “social infrastructure has a key role to play in promoting social inclusion and improving the quality of life of our citizens especially those who are disadvantaged economically and socially”. The vision for Waterford City as outlined by the Waterford City Development Board’s ‘Strategy for the Economic, Social & Cultural Development of Waterford City, 2002-2012’ is “Waterford 2012, a vibrant city, providing a secure future for its people, in a safe and healthy environment where all can achieve their personal goals and aspirations”. The key mechanisms identified to develop this vision are;

- Sustainable Community Living and Social Inclusion
- Education and Lifelong Learning
- Economic Development
- Marketing and Promotion
- People Focused Service Delivery.

7.1 Social Inclusion

One of the core strategy objectives of the City Development Plan is to provide for a socially inclusive society. Social inclusion can be defined as a series of positive actions to achieve equality of access to goods and services, to assist all individuals to participate in community and society, to encourage the contribution of all persons to social and cultural life and to be aware of and to challenge all forms of discrimination.

Waterford City Council employs a number of measures and mechanisms to ensure that the needs of all members of the community are provided for. Waterford City Council set up the Sustainable Neighbourhood Unit to support residents in local authority and private housing and encourage them to engage in the development of their neighbourhoods. The RAPID programme is another mechanism which promotes social inclusion, it aims to increase the investment made by Government Departments and State Agencies within the designated areas and to improve the delivery of public services and enhance the opportunities for communities to participate in the strategic improvement of their areas.

7.2 The Neighbourhood Strategy

An essential element of a sustainable development strategy as outlined in the PLUTS is the development of a compact city, which is characterised by the consolidation of existing neighbourhoods and the establishment of new neighbourhoods. The neighbourhood strategy acknowledges and reinforces the city centre as the core of the city; a place for work, shopping, services, leisure and living, supported by a series of neighbourhoods focused on neighbourhood centres. The Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas, DoEHLG, 2009

identifies criteria on planning for sustainable neighbourhoods under four main themes; provision of community facilities, efficient use of resources, amenity/quality of life issues and conservation of the built and natural environment.

The Waterford City Development Board Strategy outlines that community living is about a sense of belonging and a sense of place that supports and builds civic pride. For vibrant communities to emerge in developing neighbourhoods people must connect and develop social networks, forming an association with where they live, through school, church, drama, sport or clubs etc. Thus the challenge is to provide healthy, vibrant, sustainable neighbourhoods through the provision of social and cultural neighbourhood facilities in tandem with economic and commercial infrastructure.

The focus of the neighbourhood strategy is on concentrating development around neighbourhood centres, providing additional community services and facilities and, in the already developed areas, local regeneration. Neighbourhood centres contain a mix of uses including housing, retail, employment, education and community services. Each neighbourhood centre should be linked to the surrounding residential areas by a system of cycleways, footpaths and a hierarchical and coherent road network. The neighbourhood centres should be linked to the City Centre, and to other neighbourhood centres, by improved and developing public transport.

There is a need to ensure that the various qualities of the developed neighbourhood areas are protected and improved and that the neighbourhood/district centres serving these areas are reinforced and strengthened. It is an objective to plan and provide for additional community services, public amenities and facilities where there are existing deficiencies. Section 7.5 sets out the City Council policies and objectives in relation to the provision of community facilities on a city-wide basis, including each of the designated neighbourhoods. The establishment of zones of enterprise and employment close to, or in, the new neighbourhoods will continue to be promoted, facilitating reduced travel times and use of private transport, thereby reducing traffic congestion.

The Neighbourhood Structure consists of:

- The North West Suburbs- Carrickphierish and Gracedieu
- Ballybeg / Kilbarry
- The Sacred Heart – Ballytruckle / Kilcohan
- Dunmore Road – Knockboy / Blenheim & Farronshoneen / Ballinakill
- Larchville / Lisduggan / Lismore
- Ferrybank

The Neighbourhood Strategy identifies six neighbourhoods the boundaries of which are fluid and overlap. It is also recognised that there are other areas within the City with distinct identities which function as neighbourhoods, as distinct from the planning concept, meaning of the term. Examples would include Ballybricken and the "upper town" area, Newtown and Poleberry. Such areas form part of the existing fabric and character of the city and infill development in these areas will be required to generally conform to the essential characteristics of the locality. The Council will seek opportunities to provide for appropriate additional community services, amenities and facilities in such areas.

Policy:

- To ensure that the growth of the city takes place in an orderly manner that is sustainable in terms of integrated land use, transportation and provision of infrastructure. (POL 7.2.1)
- To implement the Neighbourhood Strategy in order to provide for the development of sustainable neighbourhoods, focused on neighbourhood/district centres with a mix of uses, densities, community facilities and neighbourhood centre uses. (POL 7.2.2)
- To retain, protect and improve the environmental qualities of the existing suburban areas; to reinforce their neighbourhood/district centres and to provide for additional community youth and public services, amenities and facilities as identified in this Plan. (POL 7.2.3)

7.3 The Neighbourhoods**7.3.1 North West Suburbs Carrickphierish / Gracedieu**

The Waterford City Council Action Plan for the North-West Suburbs was prepared in 1999 and provided for the phased establishment of two distinct new neighbourhoods, Neighbourhood One, Carrickphierish and Neighbourhood Two, Gracedieu, each having a range of facilities at its centre with residential areas within easy walking distance. In 2005 elements of the Action Plan were reviewed. The proposed neighbourhood structure and phasing as outlined in the amended Action Plan remains relevant. Carrickphierish is envisaged as the centre and focus of the North West Suburbs, with a larger neighbourhood centre and community and recreational facilities. It is envisaged that Carrickphierish will accommodate a local shopping centre, community services and schools and will develop first with Gracedieu developing following the achievement of critical mass of sustainable development in Carrickphierish and in accordance with a detailed framework plan to be prepared prior to the opening up for development.

Development of these Phase 3 lands in the Gracedieu area, in the absence of an assessment of the drainage of the area into the River Suir, will only be developed using Sustainable Urban Drainage Systems (SUDS) or similar runoff treatment/attenuation and groundwater protection measures and subject to ecological assessment.

The design briefs for any development shall also take into account the topography of the area and the potential for linked open spaces and views and prospects into and out of the site. The Neighbourhood Structure provides for a green wedge running along the elevated lands generally above the 60m contour. It is proposed to retain this area as an open area, with some of the lands possibly remaining in agricultural use, where feasible. It is considered that new land uses such as playing fields, other recreational facilities, formal and informal parkland and public service installations are appropriate on such lands.. Development in this area shall have regard to the need to maintain the open character of the area, the avoidance of sky lining, the provision and/or maintenance of pedestrian and cycle “greenways” to link the two neighbourhoods and the provision of a safe and secure environment.

7.3.2 Ballybeg / Kilbarry

The Ballybeg/Kilbarry Area Action Plan was prepared on the basis of a partnership process between Waterford City Council and the Ballybeg community. The Ballybeg/Kilbarry Neighbourhood was identified as a strategic neighbourhood with potential for growth, located in close proximity to the Waterford Institute of Technology, the I.D.A. Industrial Estate, the Regional Sports Centre and the Outer Ring Road.

Residential expansion has occurred in the Ballybeg/Kilbarry Neighbourhood during the previous Plan period, in particular on the Kilbarry Road. However a substantial amount of undeveloped residentially zoned land remains in the Kilbarry area. The City Council has undertaken and completed extensive regeneration works within the existing residential area of Ballybeg.

The zoning strategy provides for the creation of a green wedge centred on the Kilbarry/Ballynakill pNHA, which acts as a buffer from development whilst providing opportunities for recreation and amenity. A public amenity area/public park consisting of approximately 20 hectares has been created on lands adjoining the pNHA, Kilbarry Park, which together with the pNHA and approximately 3.5 hectares of additional land form the newly designated Waterford Nature Park which will serve as a unique nature conservation space and recreational/amenity asset for the Ballybeg/Kilbarry Neighbourhood and the wider city area. It is an objective of the zoning and development management strategies to ensure that development proposals for lands adjoining the green wedge address the buffer zone and pNHA and include proposals for the protection of the pNHA. The Phase 3 and Phase 2 lands located above Kilbarry Bog proposed Natural Heritage Area will only be developed using Sustainable Urban Drainage Systems (SUDS) or similar runoff treatment/attenuation and groundwater protection measures and subject to ecological assessment.

7.3.3 The Sacred Heart / Ballytruckle / Kilcohan

A Local Area Plan was prepared by Waterford City Council in 2005 for the Ballytruckle/Kilcohan Neighbourhood. The main objectives of the Local Area Plan were incorporated into the 2007-2013 City Development Plan, many of which have been achieved. The Ballytruckle/Kilcohan neighbourhood has experienced significant residential development in recent years, primarily focused on the lands to the south of the neighbourhood, adjacent to the ring road.

A large portion of the remaining undeveloped land in the neighbourhood is identified in the Development Plan as phase 1 lands, being lands which are serviced or are readily serviceable. This can be attributed to the extension of the main drainage system to service lands between the Old Tramore Road and the Airport Road. The remaining residential lands fall into phase 2 being lands that are serviceable but with constraints. The neighbourhood is served with reasonably good quality road infrastructure. The Old Tramore Road has been realigned and improved, the link road at Kilcohan Park

has been completed and cycleways have been developed which link with the Outer Ring Road.

The neighbourhood adjoins the newly developed Waterford Nature Park. The park includes the Ballynakill/Kilbarry pNHA and provides a unique nature space and public area for recreational use. Development proposals for lands adjoining the green wedge which surrounds the pNHA shall address the pNHA and buffer zone and shall include proposals for the protection of the pNHA.

Kilcohan neighbourhood centre accommodates a basic range of neighbourhood retail/service facilities. However the site is limited and does not allow for expansion of a significant level to serve the wider neighbourhood area. Therefore, lands zoned for general business on the Airport Road are identified to facilitate the development of a small neighbourhood centre. The design of development in this area shall have particular regard to the elevated and sloping nature of part of the site and its exposed nature in relation to the Outer Ring Road, a master plan/design framework demonstrating how it is intended to address these issues shall be prepared as part of any development proposal.

7.3.4 Dunmore Road / Farronshoneen / Ballinakill

The Farronshoneen/Ballinakill neighbourhood has largely been developed with few remaining greenfield sites. Future development in the neighbourhood will essentially consist of infill development and the change of use of existing buildings. Significant residential development has occurred in the Dunmore Road and Williamstown Road neighbourhoods in the last 20 years. The neighbourhood adjoins the River Suir with access to the riverside and woodlands available, a 20m buffer of open space will be provided between development and the cSAC boundary. It is an objective of this Plan to promote and provide for public access to the riverbanks and to reserve lands free from development to facilitate such access and to provide for a sustainable riverside walk along the southern bank of the River Suir from Canada Street to Blenheim. It will be a requirement of permissions for development of the Glanbia site, at Maypark Lane, that the layout provide for the designation of the woodland area at the northern/north western section of the site, identified as open space in the Plan, as a publicly accessible open space and include details of appropriate management and maintenance mechanisms.

The neighbourhood is served by the district centre of Ardkeen/Farronshoneen and the Ballinakill neighbourhood centre. Ardkeen centre is anchored by a foodstore, local shops, services and facilities. The Farronshoneen centre is anchored by a large food store and a number of other retailers including a clothing store and DIY store. The Ballinakill neighbourhood centre is situated along the Dunmore Road to the east of the neighbourhood and accommodates a convenience food store and a range of services.

7.3.5 Dunmore Road / Knockboy / Blenheim

A Local Area Plan for the Knockboy area was made in 2003. The Plan set out a design framework for the village and contained a number of objectives to provide for a sustainable neighbourhood/village structure. Road improvements have been carried out at the Knockboy junction, and the Knockboy road improvement scheme has been

continued from St. Mary's Church to St. Mary's National School. The Williamstown road has been realigned. It is an objective to ensure that the design and layout of new development provides for ease of movement and facilitates pedestrian and cycle access, and the use of public transport. It is also an objective of this Plan to facilitate the creation of a village green, incorporating a public open space within the neighbourhood on a site zoned for open space adjacent to the Gaelscoil and to protect the view of the River Suir from the Knockboy Road from obstruction and inappropriate intrusion by new development.

The neighbourhood is linear in form and thus it is an objective to strengthen the neighbourhood by developing nodal points such as a neighbourhood centre, a village green and a focal point for community facilities. Lands zoned for general business adjacent to St. Mary's Scout Hall will continue to be zoned for such uses providing for local retail / commercial services / public services and facilities as appropriate. It is proposed to consolidate the neighbourhood centre by continuing to zone a limited area of land north and east of St. Mary's cemetery for residential development and open space and the lands adjoining St. Mary's National School leading to the Williamstown Road junction for residential purposes. Access to the lands adjoining the cemetery will be from the Knockboy Road and developers will be required to provide for such access in a coordinated manner.

7.3.6 Larchville / Lisduggan / Lismore Park

An Action Area Plan was prepared in consultation with the local community for the Larchville/Lisduggan area in 2003. The Plan addressed deficiencies in the area which were identified in the consultative process. Residential land within the neighbourhood is substantially developed, it is envisaged that any further residential development within the neighbourhood will be in the form of infill development. The City Council has undertaken extensive regeneration works within the existing residential areas of Larchville/Lisduggan and it is an objective to continue such a programme of works as appropriate.

The wider Larchville/Lisduggan/Lismore neighbourhood contains significant institutions such as Waterford Institute of Technology, commercial facilities such as the Lisduggan District Centre and the IDA industrial estate. It is the policy of the City Council to encourage the further development of these facilities for the benefit of the neighbourhood and the city.

7.3.7 Ferrybank

The Ferrybank neighbourhood is divided between two local authorities, with the electoral division of Ferrybank located in Waterford City and the Kilculliheen electoral division located in County Kilkenny. Ferrybank is perceived at local level to comprise of old and new Ferrybank, with the area characterised as old Ferrybank being situated in Waterford City and the newer area for the most part being situated in Kilkenny. Thus, there is a need for co-operation and joined up thinking between the two local authorities in the delivery of services, through the process of development management and planning for the future of the area.

There has been significant residential development in the Ferrybank neighbourhood in the last number of years. This residential development has been concentrated in the Kilkenny County Council area. There are a number of unfinished estates within the County Kilkenny Area, as noted in the housing strategy. The Ferrybank area within Waterford City is essentially built out with any future development opportunities being infill development or relating to the change of use of existing structures.

It is an objective of the City Development Plan to extend the scheme of green routes to the Ferrybank Dual Carriageway and to re-align and widen Abbey Road. The open space areas within the neighbourhood include lands adjoining the River Suir at Christendom. It is an objective to provide for a sustainable riverside walk along the northern bank of the Suir, as part of the redevelopment of the North Quays, from Rice Bridge to the City boundary, which would run through this area of open space, subject to compliance with the requirements of the Habitats Directive for the protection of otter & bat species.

Ferrybank neighbourhood is served by an area of lands identified on the zoning map as general business which currently accommodates a number of local retail and commercial services. A site within the Ferrybank neighbourhood, adjoining the New Ross Road, is designated as a District Centre. A mixed use development has been permitted on this site providing for comparison and convenience retail, retail warehousing, a medical centre, gym, office use, food court and motor sales. The development remains vacant to date, having never been occupied or opened for trading. However Kilkenny County Council are in the process of providing a library service at this location. The need for the development of a small park including a playground within the neighbourhood during the lifetime of this Plan has been identified. The identification of a suitable site and the delivery of same will require funding and the co-operation of the two local authorities of Waterford City Council and Kilkenny County Council in partnership with the local community and local community organisations.

7.4 The Rural Area

A substantial proportion of the City Area, approximately 40%, retains its rural character. This rural or urban fringe area wraps around the built up area and provides an outer boundary to the development of the City. The area is subject to development pressures arising from the expansion of the City. The development strategy of enhancing the compactness of the city and of providing a clear demarcation between the built up and rural areas is designed to:

- Protect the special character and landscape setting of the City,
- Provide for the orderly development and growth of the area of the City and prevent urban sprawl and ribbon development;
- Safeguard the countryside from encroachment by urban generated development,
- Assist in urban regeneration by encouraging the renewal of obsolete areas within the existing built-up area.

The rural area of the City is predominantly in agricultural use. This area is subject to development pressures including demand for urban generated housing and

industrial/commercial development. These pressures, combined with location on the urban fringe, make the continuation of sustainable agriculture difficult.

The Guidelines for Planning Authorities on Sustainable Rural Housing require that rural areas under pressure from urban generated development should have specific policies in relation to urban generated housing. It is considered that the policies adopted in the 2007 City Development Plan in relation to housing in rural areas of the City were in accordance with the guidelines and proved robust. It is therefore proposed to continue these policies, which provide for the housing needs of long standing residents, farmers and farm workers, but restrict purely urban generated development.

The rural area provides opportunities for both passive and active recreation for the citizens and this usage, where compatible with sustainable agricultural practices, will be encouraged.

Policy:

- To protect the integrity, special character and landscape of the rural parts of the City, by ensuring that the growth of the City takes place in an orderly fashion, which is economic and sustainable in relation to land use and the provision of public infrastructure. (POL 7.4.1)
- To maintain a clear demarcation between the rural and built up areas and to prevent urban sprawl. (POL 7.4.2)
- To promote the use of the rural areas of the City for sustainable agriculture. (POL 7.4.3)
- To preserve, and promote the use of existing public rights of way in the rural area of the City. (POL 7.4.4)
- To discourage the construction of new buildings and structures in the area of the City zoned for agricultural uses other than for the purposes of:
 - Agriculture and forestry
 - Facilities for outdoor sport and recreation
 - Alteration and extension of existing buildings
 - Housing for the immediate family members of long standing residents, farmers and farm workers
 - Essential public service installations. (POL 7.4.5)

7.5 Community Facilities

The City Council's overall aim with regard to community facilities is to plan, provide, support and encourage the growth of a wide range of public, social and community services and facilities. The provision of multi-function buildings with flexible formats capable of accommodating different groups of users and uses, ranging from the arts, youth services, older people, recreation and sport is encouraged. In the area of youth services the City Council acknowledges the positive role of facilities like the Youth/Teen Café situated on Parnell Street and will facilitate the expansion of such services across the City. The provision of community facilities forms an essential part of the infrastructure for the development of the city with the provision of such facilities included in the Development Contribution scheme.

Policy:

- To provide and encourage the provision and further development of sustainable community facilities, which are flexible in their design and promote optimum usage, throughout the City. (POL 7.5.1)
- To co-operate with all service providers in the provision of new health, social and community facilities through the re-use of existing institutional buildings and community facilities or where new buildings are required that they would be suitable for multi-use. (POL 7.5.2)
- To continue to liaise with other statutory, voluntary and community groups in the provision of community services and facilities. (POL 7.5.3)

Objectives:

- To ensure that major new development is accompanied by the provision of appropriate community and social and cultural facilities. (OBJ 7.5.1)
- To ensure the efficient use of new and existing community facilities. (OBJ 7.5.2)
- To rectify, where possible existing deficiencies in community facilities to ensure, during the lifetime of the Plan, that each neighbourhood designated in the Plan will, as a minimum, have the following facilities:
 - A purpose-built community childcare facility
 - A purpose-built youth facility
 - A neighbourhood park including a playground, an active recreation area for teenagers, a kick-about area
 - Playing pitches aligned to sporting codes (OBJ 7.5.3)

7.5.1 Childcare Facilities

National policy acknowledges that the provision of childcare facilities is a necessity for economic and social well being and seeks to increase the number of childcare places and facilities available and to improve the quality of such childcare services. The Childcare Facilities, Guidelines for Planning Authorities, Department of the Environment and Local Government, 2001 emphasise the role of planning in the promotion of increased childcare provision.

The policies of the Plan encourage the provision of childcare facilities in appropriate locations including residential areas, City Centre, district and neighbourhood centres, areas of employment and educational establishments. New residential areas are an important location for the provision of childcare facilities and it is considered in accordance with the Childcare Facilities Guidelines for Planning Authorities that provision should be made for purpose built, easily accessible facilities in new developments of 75 dwelling units or more. In existing housing developments, the establishment of small crèches will be considered, but the premises must remain primarily residential, save for exceptional circumstances where a specific local need can be clearly demonstrated and this can not be met by existing facilities in the local area, and traffic and access arrangements must not interfere with general residential amenity. The provision of childcare facilities will be encouraged within industrial estates, business and technology parks and any other developments that generate major employment opportunities. The development of drop-in childcare facilities will be encouraged in large scale retail, leisure or tourism developments, in particular shopping centres.

Policy:

- To encourage, facilitate and Plan for the provision of high quality childcare facilities for all children in appropriate locations, including residential areas, City Centre, district and neighbourhood centres, in areas of employment and educational establishments. Such facilities will normally provide open space play areas, good accessibility and off-street parking and will be subject to proper planning and sustainable development considerations. (POL 7.5.4)

Objectives:

- To require the provision of appropriate and sustainable purpose built childcare facilities in association with proposals for new residential development of more than 75 dwelling units. Where appropriate the Council will operate this requirement in a flexible manner and will encourage and facilitate cooperation between developers to jointly provide facilities, having regard to the Waterford City Childcare Strategy. (OBJ 7.5.4)
- To encourage the provision of drop-in childcare facilities within large scale new retail, leisure or tourism developments, in particular shopping centres. (OBJ 7.5.5)

7.5.2 Healthcare

There are a number of public, voluntary and private agencies responsible for the provision of health-care facilities in the City. Healthcare policy is shifting from traditional hospital-based care towards community based care with an increased emphasis on meeting people's needs at primary care level by local sector teams. Community services such as health centres, day care centres, sheltered housing, family resource centres, youth work programmes, residential care centres for children and those with special needs and other disabilities all require locations which are integrated with new and existing communities and which are easily accessible.

Policy:

- To facilitate the provision of healthcare facilities which will develop the system of healthcare and to facilitate the provision of appropriate community based care facilities, subject to proper planning and sustainable development considerations. (POL 7.5.5)
- To provide for the integration of community based care facilities in both existing and new communities and to ensure that they are accessible to those with special needs such as the elderly and the disabled. (POL 7.5.6)

7.6 Arts and Culture

Waterford City is recognised nationally as having a strong cultural heritage and a well established and vibrant local arts community which contributes to the positive image of the City and attracts national and international visitors. Waterford's cultural heritage includes the City museums and theatres, the City archives, the Central library, the two branch libraries, and also includes heritage items such as place names, local history and maritime traditions. Waterford is a gateway city and an important regional tourist destination hosting a number of events, and festivals of national and international

distinction such as the SPRAOI festival, the Tall Ships Festival which the City hosted in 2005 and again in 2011, the Waterford Harvest Food Festival, the Waterford Christmas Festival, The Imagine Arts Festival, The Fringe Arts Festival and the Waterford International Festival of Music. The Waterford City Council Arts Plan 2011-2016 was developed following extensive consultation with the Arts community and the public and outlines that “Waterford City Council is committed to making a positive difference to the lifestyles of its citizens through aiding the quality and appreciation of Arts in the City”.

Policy:

- To support the further development of Waterford City as a nationally recognised centre for culture and arts and to encourage and facilitate the provision of additional and improved arts and cultural facilities in the City. (POL 7.6.1)
- To support and develop existing festivals and encourage the establishment of new festivals and events, in particular those of national and international distinction. (POL 7.6.2)
- To require Developers of large-scale developments throughout the City to provide at their own expense a piece of civic artwork to the value of 1% of the total cost of the proposed development subject to a ceiling of €44,000. The detailed design of the artwork shall be the subject of a separate planning application to be submitted prior to the commencement of development. Alternatively the developer shall pay a contribution, the amount of which shall be determined by the Planning Authority, towards the provision of a piece of civic artwork by or on behalf of the Planning Authority. (POL 7.6.3)
- To ensure that all construction projects undertaken by the Council which are supported by Government funding are considered for the ‘Per cent for Art’ Scheme. (POL 7.6.4)
- To promote access to and appreciation of the arts. (POL 7.6.5)

Objectives:

- To investigate the feasibility of using vacant properties for artistic use. (OBJ 7.6.1)
- To encourage and foster the development of art programmes in local communities. (OBJ 7.6.2)
- To promote the participation of students in schools and colleges to observe, learn and participate in the arts. (OBJ 7.6.3)
- To provide for additional library services, including new branch libraries where appropriate, in the new neighbourhoods. (OBJ 7.6.4)

7.7 Recreation & Amenity

Open space within the City can be analysed in a hierarchical way, ranging from the Peoples Park, to playing fields, open spaces in residential areas, incidental open spaces and amenity areas. Open spaces within residential areas may perform a variety of functions, from the purely aesthetic, to play areas and kick-about areas. There is a close relationship between recreational open space and natural heritage areas and an integrated approach is required to properly manage these elements. It is an objective of the Plan to create a network of natural heritage areas and recreational open spaces and amenity areas and promote linkage and accessibility between these areas and the wider City area by

using walkways and cycleways to connect them where appropriate.

The provision of public open space, recreational and community facilities needs to be addressed on a strategic basis. The planning and settlement strategy of the Plan includes the development of a neighbourhood strategy as outlined in Section 7.2. The development of the necessary facilities and amenities in the neighbourhoods, including the provision of additional facilities in the established neighbourhoods, will be complemented by the provision of City wide facilities such as, for example, the development of the Regional Sports Centre, the Williamstown Golf Course and Williamstown Sports Complex.

The land use zoning strategy includes the zoning of lands for recreational open space and natural heritage protection in association with new development areas. It shall be an objective that such areas are made available to the public in conjunction with the sustainable development of the associated development lands. It is proposed to create a number of strategic "green wedges" which will separate development areas and provide opportunities for active and passive recreation and nature conservation. These will include;

- The ridge area between the Carrickphierish and Gracedieu neighbourhoods in the Northwest suburbs
- The area extending southward from the Regional Sports Centre comprising Waterford Nature Park
- The lands zoned as open space in Knockboy and the tourism and leisure development on Little Island.

The Council will, where it is deemed to be necessary and appropriate, ensure that these areas are made accessible to the public and taken in charge by Council and may utilise its power of compulsory acquisition to achieve this objective. The City Council has identified a site in Gracedieu of approximately 3 hectares, as indicated on the Objectives Map, with the aim of recreating a native Irish woodland at the site in partnership with the Native Woodland Trust. In addition to these strategic green wedges the agricultural zone within the city provides significant opportunities for informal recreation and acts as an effective green belt around the city. The Plan zones approximately 14.5% of the City's land area as open space and 30% for agricultural use.

The River Suir also provides opportunities for recreational usage as is evidenced by the success of the city marinas. The Council will encourage and facilitate the sustainable¹⁹ expansion of recreational activities on the River. Likewise the river banks provide opportunities for recreation. It is an objective to provide for riverside walks. There is an opportunity to provide for a linear park along the riverside, particularly in the undeveloped areas in the north west section of the city, it is an objective to investigate the feasibility of developing same.

The provision of public open space, recreational and community facilities, is deemed to be an integral part of the infrastructure of the neighbourhoods, and the City Council will require that proposals for the provision of such facilities are included with development

¹⁹ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

proposals. The Development Contribution Scheme contains a requirement for developments to contribute financially towards the provision of such amenities by the Council.

The public open space requirement within residential areas is set down in Chapter 13 of this Development Plan. The requirements are based on a percentage of the development site area. There are additional open space requirements for parks and/or playing fields close to residential areas. Whilst playing fields will continue to be required they should be provided in addition to other types of open spaces which may be more relevant, and accessible to, a larger section of the community. It is the policy of the City Council that, where practical, additional open space be provided at a minimum rate of 2.83ha (7 Acres) per 1000 population. It is also the policy of the City Council to provide for an adequate network of public open spaces and amenities areas throughout the City. The policies in relation to heritage areas, wildlife areas, riverside corridors and tree planting and management, are set down in Chapter 10 of the Plan.

7.7.1 Play Policy

The Council has as an objective, the creation of a "child friendly" city by creating an environment that includes diverse opportunities for play, is characterised by safe and accessible recreational areas and facilities. The Council adopted a Play Policy and Implementation Plan, 2005-2009, which was based on the National Play Policy "Ready, Steady, Play", the main tenets of the policy remain relevant. The Plan advocates a hierarchical approach to the provision of play areas for children, from informal areas in residential areas to equipped play facilities at neighbourhood and city levels. It highlights the importance of providing quality open spaces in residential areas which provide a variety of environments conducive to play. It promotes the concept of "home zones" where the design and layout of residential areas recognises that children play on streets and conflicts with traffic must be minimised.

7.7.2 Sport

The Council recognises that sport is an essential component of everyday life, playing a valuable social, cultural and economic role, providing enjoyment for people, a livelihood for some, and promoting a healthy lifestyle. The Council is committed to enhancing the range and quality of sports facilities and to ensure that there is reasonable public access to sport and a network of facilities.

Policy:

- To manage and protect public open spaces, to meet the social, recreational, conservation and ecological needs of the city and where appropriate to consider the development of appropriate complementary facilities. (POL 7.7.1)
- To protect existing public and private recreational open space, and the loss of such facilities will normally be resisted unless alternative recreational facilities are provided in a suitable location, or it can be demonstrated that there is no longer sufficient demand to sustain the facility. (POL 7.7.2)
- To promote the implementation of the open space and recreational objectives outlined in the Neighbourhood Strategy. (POL 7.7.3)
- In considering applications for new development, to require the provision of appropriately located and designed open space, recreational and amenity areas. (POL

7.7.4)

- To facilitate the development of private lands for recreational purposes, having regard to the amenities of residents in vicinity, and to the environmental impact of the development. (POL 7.7.5)
- To promote Waterford City as a child friendly city. (POL 7.7.6)
- To support the objectives of the Waterford Sports Partnership. (POL 7.7.7)

Objectives:

- To identify, designate and provide for sites for new urban parks, playing fields and children's play areas within the neighbourhood structure. (OBJ 7.7.1)
- To protect the Green Wedges from inappropriate development, to provide for public access for recreational purposes, and to facilitate nature conservation. (OBJ 7.7.2)
- To seek to acquire and develop the lands adjacent to the Snowcream plant at Maypark Lane as a Woodland Park. (OBJ 7.7.3)
- To seek to acquire and develop the garden to the rear of De La Salle primary school in Stephen Street as a pocket park and thereby present and make accessible the conserved city wall and tower. (OBJ 7.7.4)
- To develop additional facilities, including a Clubhouse, at Williamstown Golf Course. (OBJ 7.7.5)
- To develop sustainable riverside walks as opportunities arise, along the banks of the River Suir and St John' River. (OBJ 7.7.6)
- To investigate the feasibility of providing a riverside linear park in the Gracedieu area and at Blenheim. (OBJ 7.7.7)
- To promote the development of a sustainable public walkway in association with the restoration of the railway line at Bilberry. (OBJ 7.7.8)

CHAPTER 8

HOUSING

8. HOUSING

8.0 Introduction

Part V of the Planning & Development Act, 2000 requires a Planning Authority to draw up a Housing Strategy and integrate it into the Development Plan. In addition, the Act makes communities needs for social and affordable housing a material planning consideration which must be taken into account when formulating the Development Plan policies, preparing a housing strategy, and deciding on planning applications or appeals.

A housing strategy shall:

- Ensure that sufficient and suitable land is zoned in the Development Plan for residential use (or for a mixture of residential and other uses), to meet the requirements of the housing strategy and to ensure that a scarcity of such zoned land does not occur at any time during the period of the Development Plan
- Take into account the need to ensure that housing accommodation is available for persons who have different levels of income and who cannot afford to provide accommodation for themselves, and in particular for those in need of social and affordable housing in the area. A housing strategy shall therefore provide that as a general policy a specified percentage, not being more than 20%, of the land zoned in the Development Plan for residential use, or for a mixture of residential and other uses, shall be reserved for social and/or affordable housing.
- Ensure that a mixture of house types and sizes are developed to reasonably match the requirements of the different categories of households, as may be determined by the Planning Authority, including the special requirements of elderly persons and persons with disabilities and other special needs, including Travellers and Homeless households as reflected in the Housing Needs Assessment carried out by the Housing Authority in accordance with section 20 of the Housing (Miscellaneous Provisions)Act 2009.
- Counteract undue segregation in housing between persons of different social backgrounds. Therefore the Planning Authority may indicate in respect of any residential area that there is no requirement for social / affordable housing in respect of that area, or that a lower percentage than that specified in the housing strategy may instead be required.

The Development Plan must include objectives to secure implementation of the strategy, by including objectives requiring that a specified percentage of lands zoned for residential development or that a specified % of housing units be made available for social/ affordable housing under the various Housing programmes.

The Planning Authority, or An Bord Pleanala on appeal, may require, as a condition of a grant of permission, that a developer enter into an agreement concerning the development of land for the purposes of social and affordable housing.

8.1 Housing Policy

The core objective of housing policy is to enable every household to have available affordable residential accommodation, suited to its needs, in a good environment and as far as possible, at the tenure of its choice. The key challenge is the creation and maintenance of sustainable communities, which may be defined as places where,

- people want to live and work, now and in the future,
- they meet the diverse needs of existing and future residents, are sensitive to their environment and contribute to a high quality of life,
- that are safe and inclusive, child friendly, well-planned, and offers equality of opportunity and good services for all.

The principal mechanism adopted for the delivery of sustainable communities in this Development Plan is through the continued implementation of the Waterford City Neighbourhood Strategy. The Neighbourhood Strategy defines the neighbourhood structure and proposes policies and strategies for the development of the neighbourhoods. The Strategy identifies six neighbourhoods and two neighbourhoods have been designated in the Kilkenny County Development Plan for the environs of Waterford City in Co. Kilkenny.

The focus of the Housing and Neighbourhood Strategies has been and will continue to be on providing for:

- continuing improvements in the quality of housing and neighbourhoods.
- tailored housing services through a range of policy instruments that respond in different ways to provide a comprehensive and effective package of measures to go towards meeting housing needs for those who cannot afford to meet their own housing needs.
- Use of a range of delivery mechanisms based on the life cycle approach e.g. private rented accommodation for those with a short term housing need, Rental Accommodation and leasing schemes, Grant aid schemes and Special needs and inter-agency cooperation in delivering services.

The Strategy will be implemented through:

- ensuring that there is sufficient land zoned for residential development at appropriate densities to meet the requirements of the housing strategy.
- innovative and high quality housing and estate design,
- provision of quality amenities, community facilities and public services.
- provision of social and affordable housing, including by means of the Part V mechanism
- high standards of management, maintenance and presentation of estates.
- community development based on the neighbourhood approach.

The approach will seek to ensure that all housing is seen as being on an equal footing, whether provided fully by the Council, supported by the Council or provided by the private sector. A critical factor in determining housing interventions is a clear perspective as to the nature and scale of need. Account will be taken of individual and family circumstances and a person's position in the lifecycle. The approach will seek

to encourage choice, personal autonomy and a sense of community involvement and belonging.

The development of safe, healthy, inclusive and cohesive communities in the neighbourhoods will be supported by:

- planning for inclusiveness and safety and health by means of :
 - Implementing the qualitative and quantitative design standards set out in ‘Guidelines on Sustainable Residential Development in Urban Areas’ (DOEHLG, 2009),
 - Designing/permitting estate layouts which promote safety and security,
 - Promoting an appropriate housing mix, use of the Part V mechanism,
 - Achieving "planning gain" with permitted developments,
 - Utilising rental accommodation and leasing schemes in accordance with the Strategy,
 - Housing allocations scheme,
 - Energy efficiency measures.
- ensuring proximity of services, at an appropriate scale, such as shopping; places of worship; education and childcare; primary health care; cultural, leisure, arts and recreational facilities; community focal points and community facilities
- building capacity within communities by means of the ongoing work of City Council’s sustainable neighbourhood unit; estate management; developing and empowering resident’s associations, supporting the role and mandate of the City Council members; identifying and supporting community leaders and community development projects; Developing volunteer mentoring programmes; encouraging and creating a sense of belonging and identity
- creating opportunities for employment and training by zoning an appropriate amount of land for employment use within the neighbourhoods; supporting economic development initiatives of other agencies; providing access to childcare; providing access to training; and, facilitating job linkage programmes

The delivery of these objectives will require active and integrated participation by various agencies and the private sector. The delivery of the various services requires collaboration between agencies based on a clear policy structure which links physical and social planning and delivers "joined-up" governance. The City Council will continue its support for and work with the City Development Board in the formulation and implementation of policies that provide for the integrated and efficient provision of public services.

8.2 Housing Supply and Demand

Waterford City Housing Market Supply

The total housing stock in Waterford in 2006 was 20,522 and the total vacancy rate was 2,936 units. The census figures for 2011 places the vacancy rate at 3,300 units in the City with a total housing stock of 22,341 units.²⁰ The vacancy figures include houses, flats and holiday homes, some of which are on the market. The issue of unfinished dwellings in new housing developments is a matter of national concern and, in some cases, has a serious impact on the residents in these developments.

However, from a Waterford City perspective the incidence of unfinished housing developments is not considered a material issue. The City has the second lowest rate nationally with 12 no. unfinished estates. In terms of recent house construction trends in the City, private house completions between 2004 and 2009 averaged 455 units per annum, ranging from a high of 1,078 in 2004, to a low of 47 in 2008²¹.

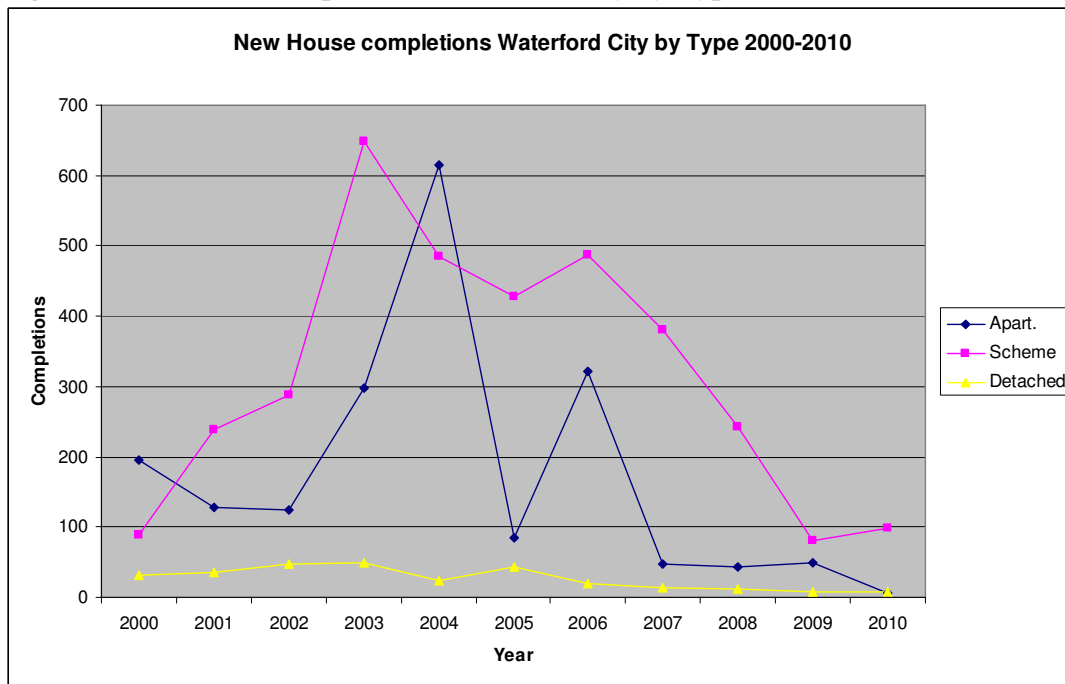
Table 8.1 Private House Completions Waterford City 2004-2009

2004	2005	2006	2007	2008	2009
1078	483	756	300	47	66

Source: DOECLG Housing Statistics (N.B. The number of completions in 2005 is slightly depressed owing to under recording of the 2005 completions.)

The figures for the period demonstrate how the local house building industry gauged the market demand quite accurately with 2004 representing the peak in private house construction in the City and the 2008 figure illustrating the dramatic fall in house building activity in the City on foot of the economic downturn. It is envisaged that in the short to medium term the construction of new housing will be limited.

Figure 6 New House completions Waterford City by Type 2000-2010



²⁰ C.S.O. 2011 Census Data

²¹ DOECLG Housing Statistics

Source : DOECLG Housing Statistics

House Cost/Value Structure

While various national surveys have suggested a drop in value in the region of 25% to 30%, the market is currently very fluid and local practitioners consider that average values have decreased by at least one third from peak 2006/7 values. The decrease at the upper end of the market is even greater while in the case of apartments is in the order of 50%. The net effect of this is that values have reverted to 2002/2003 levels. The average 102sq.m house would have a value in the region of €175,000. The cost of developing the same size house, assuming land values are at 25% of the 2006 peak level would be similar. It is reasonable to conclude from the issues raised above and noting the output in new houses for the past three years that output for the next 3 years could conceivably be less than 300 units in total. A dramatic improvement in the domestic and international economies will be the only circumstance to improve upon this forecast.

Housing Demand

Notwithstanding the slow down in house construction across the City, the level of future population will naturally influence the private sector housing market. Population projections are very much dependent upon a range of assumptions, but most notably migration, which is difficult to predict over the medium to long term with confidence. While a significant proportion of current out migration constitutes people leaving the City or State in search of employment, another element constitutes persons having left the City to reside in the commuter belt of the City in the adjoining counties, namely in east County Waterford and South County Kilkenny Areas. The Regional Planning Guidelines have projected greater population growth for the City in the short to medium term. As outlined in the Core Strategy in Chapter 2, an estimation of the level of population to be planned for the Plan period is 5,003 persons²². Applying an average household size of 2.6 persons per household translates into a housing requirement of 1924 units required over the new Plan period. Sufficient lands have been zoned to facilitate this housing requirement.

Existing Density Patterns

Existing housing patterns in Waterford City are characterised by a mix of residential types, densities and tenures. Housing densities in the City during the 1990's averaged 21.25 units to the hectare which coincided with residential suburban expansion out along the Dunmore Road. This in the main comprised semi-detached residential form. In 1999 the 'Residential Density Guidelines for Planning Authorities' issued from the DoEHLG which promoted more sustainable urban development through increased residential densities.

Between 2000 and 2007 the density levels on residential zoned land in the City increased to an average of 35.2 units to the hectare net.²³ Since 2007, density levels

²² Based upon a disaggregation of RPG 2010 -2022 population growth estimates figures for the City, in conjunction with utilisation of the 2011 preliminary census results as a baseline figure.

²³ Waterford City Council Planning Department Calculations

have averaged circa 28 units to the hectare net²⁴ on residentially zoned land, reflecting the start of the downturn in the housing market and demand and supply for higher density development. While average permitted densities on mixed use zoned lands in the City have averaged in excess of 60 units to the hectare.

Outlook for the Private Housing Market

On the demand side the indications point to:

- Slow economic growth and negative net migration will persist in the City over the short to medium term
- Property investment sentiment, whether for owner occupiers or income return has suffered in the City from the downturn in the market and hence demand will continue to be curtailed in the short to medium term.
- New housing policy shift, government taxation and market conditions will disincentivise property investment for income return.
- Declining income levels also impacting upon demand.
- Continuing trend of reducing house prices.
- Household sizes marginally increasing
- Increase in population in the 20+ age groups and people are living longer.

On the supply side

- There is an adequate supply of existing zoned serviced land in the City, to meet the supply side of the housing equation for the Plan period and beyond.
- Improvements in strategic infrastructure nationally, regionally and within the city will not impede construction when there is an upturn in the economy.
- In the short to medium term, new housing activity will be quite limited.
- Middle and upper ranges of private sector housing demand, arising within the City will continue to be met outside the City, fuelled by discounted house and land prices in these areas unless that the City proactively competes on house price and choice availability.

Having regard to the foregoing it is incumbent upon the Planning Authority to ensure that adequate and suitably located zoned lands are available for all sectors of the market and that leakage of the middle to upper range of the market is stemmed where feasible. To this end it is proposed to zone some lands in strategic locations within the City for lower density residential development, which in turn will improve the level of housing choice within the City, stemming leakage and car based commutes to work.

Affordability/House Price Trends

A number of issues which impacted on City house prices were highlighted earlier, including the over supply of new houses, declining income levels and restrictive mortgage conditions. Recent house price decreases have been shown to vary between 30% to 50% from peak prices obtained in 2006/2007. The price drop in relation to apartments has been in the order of 50%

²⁴ Ibid.

Table 8.2 Average New House Price Trends (€) (Including apartments)

	2003	2004	2005	2006	2007	2008	2009	2010
Waterford	195,173	220,286	246,914	271,521	292,057	288,478	227,444	224,021
State	224,567	249,191	276,221	305,637	322,634	305,269	242,033	228,268

Source: DoECLG

Table 8.3 Second Hand House Prices (€)

	2007	2008	2009	2010
Waterford	287,483	286,310	217,874	197,234
State	377,850	348,804	275,250	274,125

Source: DoECLG

Analysis of income statistics produced by the Central Statistics Office indicates average incomes in the City & County in 2008 were at 98% of the national average, 2.4% higher than in 2002.

8.3 Social and Affordable Supply and Demand

Waterford City Council as the public Housing Authority has traditionally played a substantial role in the provision of housing in Waterford City and indeed in the Ferrybank suburbs evidenced by the fact that to-date almost 30% of all housing stock in the City was originally provided through the Council's social housing programmes. The Council has also assisted more than 3,000 households to access and retain private home ownership through a variety of schemes over the past 30 years including housing loans, shared ownership, affordable housing and tenant purchase schemes, improvement in lieu and housing aid grants schemes.

It is envisaged that future delivery of housing supports will be provided through the following range of delivery mechanisms:

- Vacancies arising from existing housing stock, through full implementation of the rental accommodation and leasing Schemes, through voluntary housing sector schemes and through casual lettings in the voluntary housing sector,
- provision for special needs in the area of homeless provision and for older persons and people with disabilities,
- Small infill schemes,
- Grant aid schemes for people with disabilities,
- Housing grant aid for the elderly,
- Mobility aids grants through energy efficiency programmes,
- Inspection regime of houses being rented in the private market (PRTB).

Given the prevailing economic situation new social housing construction will be very much limited for the forthcoming Plan period apart from special needs and small infill schemes. Emphasis will be placed on meeting the changing needs of City households and by maintaining the integrity of the existing private housing stock, through the full range of the private house grants schemes, i.e. mobility aids grants, housing aid for the elderly and housing adaption grants for people with disabilities.

In formulating the Housing Strategy it is necessary to:-

- review, redirect and formulate policy in relation to the provision for social and affordable housing needs in Waterford City for the Plan period
- Determine the likely demand for social housing for the Plan period
- Establish the type of social housing supports to be provided
- Identify the provision of social housing supports to meet the projected demand by
 - Ensuring optimum usage of existing social housing stock through, the continuous upgrading of stock as vacancies arise, remedial works and active void management programme.
 - Ensuring optimum usage of available private housing units under the leasing and rental Accommodation Schemes as well as optimum usage of the Housing grants schemes to targeted needs.

In relation to special needs the Council also adopted a Traveller Accommodation Programme 2009 to 2013 and the regional South East Homelessness Action Plan 2010 to 2013 was completed in 2010. This Plan will have regard to the recommendations in both Plans and any subsequent reviews.

Social Housing Supply and Demand

The most recent assessment of housing need was completed in 2011 which indicated a gross housing need of 1533 households as at 31 March 2011. However when the net demand is adjusted to allow for applicants who are already in receipt of social housing support under the rental accommodation scheme or through voluntary housing (almost 300) the net need is in the order of 1,200 Households. This represents an increase in demand in the order of some 15% over the previous assessment period at 31 March 2008. The increase in demand over the previous three year period is largely accounted

for by a change in the application procedure which occurred in 2009 and also to a lesser extent due to

- Declining income levels.
- Loss of employment.
- Continuing issue of availability and level of mortgage credit.

While approximately 500 applications were received in each of the years 2007 and 2008 this number increased to 765 in 2009 and to 870 in 2010, 828 in 2011. Current trends indicate that this number will be maintained in 2012.

A more in depth look at the outcome of the 2011 housing needs assessment indicates the following categories of need. Of the total number of 1,533 households on the waiting list 738 of these are made up of one person households, 1,270 households or almost 83% of these households are living in good quality accommodation as follows. 74% or 1,130 households fall in to the category of “cannot afford to provide their own accommodation”. The vast majority of these households are living in good quality homes in private housing estates with the aid of public rent supplement from the HSE, and as such their accommodation needs are being fully met in the medium term. 9% are sharing accommodation e.g. living with parents, or other family members in good quality accommodation and are not overcrowded.

The remaining 17%, or 260 households comprise the following housing need categories:

- 5% are categorised as living in overcrowded conditions,
- 5% are categorised as have a medical need,
- 7% are in special needs categories such as older persons, Travellers and people with disabilities and homeless categories.

While the housing authority are proactive in processing and dealing with special needs cases, as the housing needs assessment is a snapshot in time there will always be some applicants falling within these aforementioned categories.

As indicated above, another notable finding of the recent housing needs assessment is the large proportion of one person households on the waiting list comprising 738 households or almost 50% of the total housing need assessment. In addition less than 10% of the households comprise 3 or more children, which when considered with the number of one person households has a bearing on the house type and size requirements going forward. There are 531 single parent families, broken down as follows: single parent with one child accounting for 288 households, single parent with two children accounting for 154 households and single parent with 3 or more children 89 households. In terms of households comprising couples there are 108 households with 1 child and 124 households with 2 or more children. There are 26 households with more than 3 children.

In terms of waiting times almost 70% of the total number of households, have a waiting period of 3 years or less. With regard to income 88% of household applicants have income less than €20,000 per annum. It is considered that the new national revised income limits for households applying for social housing support, i.e. €30,000, will not have a material affect on the numbers applying in the City as less than 1% of

households applying have incomes in excess of the new limit. An examination of the age profile of applicants demonstrates that 30% of applicants are under 30 years of age, 29% between 31 and 40 and 20% between 41 and 50. Less than 3% fall into the older person category being over 65 years. Only 20% of the total household applicants are in employment which demonstrates the nature of social housing support needs.

Determining the Requirements for the New Plan Period

Anticipating the future social housing need is difficult and apart from analysing recent trend patterns as a guide to future trends, it is very much thereafter dependent upon a range of variable assumptions, including economic performance, income levels, availability of mortgage credit, house and rental market prices and migration. Accordingly it is difficult to predict medium to long term future trends for such variables. Notwithstanding this, generalised local assumptions can be made, such as slow economic growth in the short to medium term from the 2011 economic baseline, a continued trend of negative net migration, household income stabilisation, persistent restrictive availability of mortgage credit, bottoming out of house prices and steady upward pressure on rents. Each of these will understandably influence to some extent the number of households seeking social housing support.

Affordable Housing Schemes

Affordable housing support schemes in the current economic climate will struggle to deliver house prices at a price that is lower than current open market prices and, accordingly, the effect of removing the scheme, should it be phased out as discussed in recent Housing Policy Statement, is unlikely to have any material affect on the housing list or those seeking housing support.

Part V Social Housing

The likely reduction in the level of part V social housing units coming on stream, as a result of significantly reduced house construction rates has been factored into calculations as well as possible changes to Part V provision. Nevertheless it is prudent to plan for a moderate up turn in the economy and any subsequent increase in private sector housing activity and accordingly Part V social housing contribution requires consideration as part of the housing strategy.

Recent Application Trends

Since 2009 the average gross number of applications for Social housing support received is 800 pa. However the vast majority of these applicants are currently living in good quality accommodation mainly in private housing estates with the benefit of rent assistance from the state. Therefore there is an issue of affordability rather than availability. These numbers will not translate in to a need for an equivalent number of additional units. Indeed while the annual number of new applications appears to be relatively high, this figure is substantially reduced when the applications are assessed and high numbers of low priority applications, invalid applications and those whose housing needs may be appropriately dealt with through other means are taken into account. This results in a net additional annual demand for some form of housing support of approximately 350 units per annum. It is anticipated that such an application

trend will continue at present levels, given the assumptions of slow economic growth, continued restrictive mortgage availability, negative net migration, reducing income levels, and low house prices.

Looking at recent housing application trends, it is reasonable to estimate that demand will continue at current levels during the 2013-2019 Plan period. This would give rise to a demand for housing support in the order of 2,100 available units over this period.

Since the commencement of the last Development Plan in 2007 approx. 1,590 households received housing supports comprising 438 new units and 1,100 supports through other measures as indicated below. The four hundred new additional units delivered in the City constituted direct delivery of social housing through a combination of new social housing units delivered by City Council, those delivered by voluntary housing associations, and those delivered through the Part V process. This has provided a significant addition to City Council's own stock and to the overall housing supply in the City.

Table 8.4 Recent social housing supports provision in Waterford City

	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>Total</i>
Social Casual	110	171	170	112	563
New Build	149	147	111	31	438
Voluntary	34	73	55	49	211
RAS	16	34	60	102	212
Part V Social	5	26	17	9	57
Affordable	28	39	7	0	74
Purchasing	0	15	0	0	15

Source: Waterford City Council Housing Department

In addition to these 400 units, between 2007 and 2010 in excess of a further 1,100 units have been delivered in terms of social housing supports to households through a combination of the following instruments - casual vacancies arising in the social housing stock, affordable housing through direct provision and through Part V, casual vacancies in the Voluntary Housing schemes stock, and through the Rental Accommodation and leasing schemes. In planning for the delivery of social housing over the lifetime of the new Development Plan, it is estimated that the level of housing support output required to be provided to cater for social housing need in the City will be as indicated in Table 8.5. In meeting the social housing need, rental accommodation and leasing schemes will play a larger role than previously.

Table 8.5 Social Housing Needs Supports 2013-2019

Housing supports	Projected no. Units to be provided
Casual vacancies fully refurbished 120 per annum	720 units
Rental accommodation and Leasing schemes 120 per annum	720 units
Vacancies in the voluntary sector 60 units per annum	360 units.
New Build Local authority and special	60 units

needs 10 pa	
New Build through voluntary sector including build to lease	120 units
Grants schemes and improvements in lieu of Housing 20 units per annum	120 units

8.4 Distribution of Social and Affordable Housing

The Part V objective of the current Development Plan, as outlined in Section 95 of the Planning and Development, Act, 2000, shall be retained. This requires that 20% of the land zoned in the Plan for residential use, or for a mixture of residential and other uses, shall be reserved for the provision of Social and Affordable housing. The relevant legal references are found in Section 9(2) of the Housing Act, 1988 (Social Housing) and Section 19 Housing (Miscellaneous Provisions) Act 2009 and, for Affordable Housing, as defined in Section 93 of the Planning & Development Act, 2000. Any legislative change altering the provisions of Part V shall be adhered to and incorporated into the Housing Strategy as appropriate. This objective is deemed to apply in respect of all zoned lands where the zoning objective permits residential development.

The 20% limit is now more relevant in the context of not allowing more than 20% of units to be used as Social Housing in private estates under the Rental Accommodation and Leasing schemes. The Development Plan ensures that sufficient lands are zoned to facilitate the predicted need for housing of all categories including

- the number of potential first time house purchasers whose incomes disqualify them from inclusion on the Council's housing list, but which does not enable them to purchase on the private housing market;
- the need to counteract undue segregation in housing between persons of different social backgrounds;
- the need to provide for socially integrated communities within the proposed neighbourhood structure.

It is, therefore, an objective of the Development Plan that all lands specified above where the 20% requirement applies that the relevant reservations, for housing for persons referred to in section 9 (2) of the Housing Act 1988 (social housing and for affordable housing) shall be as follows and this will be retained.

NEIGHBOURHOOD	SOCIAL HOUSING	AFFORDABLE HOUSING
North West Suburbs Neighbourhoods 1 & 2	8%	12%
Ballybeg/Kilbarry	3%	17%
Kilcohan/Ballytruckle	8%	12%
Farranshoneen/Ballinakill	10%	10%
Knockboy/Blenheim	10%	10%
Other areas	10%	10%

Conditions attached to planning permissions for residential development to which the 20% social/affordable quota applies will require developers to enter into an agreement with the Council. Such agreements provide developers with a number of options, for example, the developer can make a monetary contribution, transfer ownership of 20% of the site to the Council, or may build houses/apartments and transfer 20% of the floorspace to persons nominated by the Council (i.e. to those eligible for social and/or affordable housing) at an agreed cost, or may transfer a number of fully or partially serviced housing sites to the Council at an agreed cost. The various options for compliance are set down in the Planning and Development (Amendment) Act 2002. The Council's options are as follows, and the preferred option for each will be dealt with on an individual basis, subject to

- The payment of a monetary contribution.
- The transfer of completed dwellings on the site to the equivalent monetary value
- The transfer of completed dwellings elsewhere, but preferably within the same neighbourhood to the equivalent monetary value
- The transfer of fully or partially serviced sites on the site.
- The transfer of a portion of the site.
- The transfer of serviced sites at another location.
- The transfer of land at another location.

An agreement may provide for a combination of the above

The Council in making such agreements will have regard to:

- The Development Plan and any relevant Local Area Plans or area action plans;
- The need to ensure the overall coherence of the development to which the planning application relates;
- The views of the developer in relation to the impact of the agreement on the proposed development; and
- The need for social integration.
- Limited funding availability to purchase units.

The Council will require developers to whom the 20% quota applies to discuss the likely terms of Part V agreements at pre-planning consultations. Both the Council and the developer would thus have a common understanding of the nature of the likely agreement before a decision to grant planning permission is made. It will be the Council's objective to finalize the agreement within 2 months of the grant of permission, in order to avoid delaying the start of housing development. All social housing provided under Part V of the Planning and Development Act, 2000 in accordance with this Strategy shall be allocated to persons on the waiting list in accordance with the Council's priority Allocation scheme, and affordable housing provided under Part V of the Act in accordance with the terms of this Housing Strategy shall be allotted in accordance with a Scheme of Priorities for affordable housing adopted by City Council.

8.5 The Role of the Voluntary and Co-operative Housing Sector

Voluntary/Co-Operative Housing Organisations have made and continue to make a valuable contribution to social housing needs with a stock in excess of 800 units in the City. The voluntary sector will also be proactive in the Leasing and Rental

accommodation schemes. All units will be allocated from the Council's Social Housing waiting lists in accordance with the allocations scheme priorities.

8.6 Mix of Residential Unit Types and Sizes

It is an objective of the Development Plan to ensure that a mixture of residential unit types and sizes are developed to reasonably match the requirements of different categories of households within the city, including the special requirements of older persons and people with disabilities and other special needs. In meeting that need there is an acceptance of the importance of adopting the life cycle approach reflecting the long term needs of households and putting a greater emphasis on matching individual needs to housing provision.

The City already has a lower than State average household size and the trend towards smaller household size is expected to continue over the next decade. Both private developers and the Council itself as a provider of social housing have responded by building an increasing amount of smaller units. The Development Plan sets out policy with regard to the provision of a mix of types and sizes in residential developments. However, the Plan is not specific in relation to the exact proportions in the mix of house types and sizes. The mix of house types and sizes in a development to which Part V of the Act refers should generally reflect the household structure indicated in the assessment of need. The precise mix will be a consideration in agreements to be reached between the Planning Authority and developers.

8.7 Housing for the Elderly

The proportion of people aged 65 years of age and over living in the City is gradually increasing. It is the Council's policy to continue to cater for the accommodation needs of the elderly in the following ways

- through direct provision of suitable accommodation by the Council and voluntary housing groups.
- by implementing the terms of the allocations policy by reserving housing units for older persons and people with disabilities.
- by completing life time adaptable works to all bungalows and one bed units as vacancies arise and where feasible.
- by excluding all bungalows and all one bed units from Tenant purchase options thus protecting and retaining the appropriate stock for needs of older persons and people with disabilities.
- by encouraging private sector development of smaller housing units, specialist housing with attached warden or nurse facilities and nursing homes in neighbourhoods with higher than average proportions of elderly residents.
- by encouraging and facilitating the provision of facilities for the long term accommodation and care of the elderly.
- by optimising the use of the Housing aid grants schemes to focus in particular on the needs of older persons and people with disabilities.
- by facilitating older persons wishing to downsize accommodation.

Compliance with Part M of the Building Regulations 2000 aims to ensure that buildings should be accessible and usable by everyone, including people with disabilities. Dwellings should be designed and constructed so as to comply with the regulations.

CHAPTER 9
EDUCATION

9. EDUCATION

9.0 Introduction

The development of high quality educational facilities in the most appropriate locations is a major contributor to supporting the provision of quality educational services. These services, in themselves, are vital ingredients in the development of self-confident and vibrant communities as well as in the preparation of all its citizens to take a full role in the economic life of Waterford City. Quite simply, social, economic and cultural development cannot exist in isolation from high quality educational services and facilities.

And while the notion of “the right school in the right place” is therefore of major concern from an overall planning perspective, it is an idea which is quite often constrained by past decisions and by available future resources. New schools cannot simply follow demographic shifts. Rather it is vital that the planning system predicts these shifts - or, even better, controls them - and makes provision accordingly.

Some of the major developments which have occurred over the last generation in Waterford City and which have impacted upon the provision of educational services have been:

- The shift of population from the City Centre to the suburbs
- Significant net inward migration
- Smaller household sizes
- Significant housing development in Knockboy/Ballygunner, Kilcohan/Killure and Kilbarry/Ballybeg as well as in the Ferrybank area and in parts of Kilkenny within the City’s educational catchment
- The diminishing role of church authorities in school management
- Significant attempts to ensure that educational provision is equitable and socially inclusive
- A very significant increase in participation in third level education

The economic downturn of recent years has caused the slow-down, if not even the reversal, of migration trends and there is an indication that average household sizes are again increasing. Tougher economic times may also mean families cutting back on expenditure in education and in learning opportunities. On the other hand, greater “leisure” time may also encourage people to return to education. From a development perspective the most likely area for development over the lifetime of this Development Plan is in the North-West Suburbs, an area which is currently not directly served by any school, either primary or secondary. It is likely that church authorities will continue to play a role in school management but more in a partnership role. Equally, the demand for choice and diversity in educational opportunity will continue to grow.

In the overall context of schools' development, it is the generally held policy of the Department of Education and Skills that primary schools should be centred in communities. This Development Plan concurs totally with that policy and sees primary schools as a vital component at the centre of communities and indeed at the heart of Waterford City Council's neighbourhood policy. On the other hand, most of the City's secondary schools are in the City Centre or quite close to it. It is not envisaged that there will be any demographic shifts large enough over the lifetime of this Plan to justify any variation in this pattern. At any rate, the high density of secondary schools adds a very important vibrancy to the City Centre as well as allowing students ready access to support services such as libraries and recreational facilities but it is also a policy which needs to be supported by good quality public transport services.

While there have been very substantial improvements in the level of education attained by the citizens of Waterford over the last number of years, relative attainment is low compared with the rest of the country.

- Nineteen per cent of the population of Waterford aged 15 and over has finished their education at lower secondary level compared with 17% nationally.
- A lower proportion (13%) of the population aged 15 and over in Waterford than nationally (16%) has ceased education having attained third level education to degree or higher.

Though these figures are based on the 2006 Census, there is no current evidence to suggest a significant change in this trend. This relatively low attainment can be associated with the tradition and high density of low-skill manufacturing industry jobs in the local economy. Without doubt, however, it is also contributed to by the lack of a university in the region. It continues to be an objective of Waterford City, in this Development Plan and in all other policies and strategies, that WIT be granted the status of university, in keeping with the quality of the education it delivers, its Research and Development capabilities and the needs of the region and its Gateway City. There is also significant evidence that Waterford City's retention rate (to both Junior and Leaving Certificate Levels) in post-primary schools is one of the lowest in the country²⁵

How then can the planning system and, in particular, this Development Plan, facilitate development which will ensure that all the citizens of Waterford, especially its young people, get appropriate and high quality educational opportunities? Waterford City's Strategy for Economic, Social and Cultural Development, 2002-2012 has a vision of "Waterford, a city with a learning culture, where all people can achieve their full learning potential". That remains the overall vision for this city in an educational context. The national policy context must also be taken into account, a policy which emphasises the development of new schools close to shareable community facilities such as libraries and sports facilities and a policy which supports the development of multi-campus school arrangements. There is also general policy support for amalgamations where appropriate, co-education and diversity in educational opportunity as well as broad support for integrated, rather than segregated, approaches.

²⁵ See "RETENTION RATES OF PUPILS IN SECOND LEVEL SCHOOLS: 1991 to 2004 ENTRY COHORTS", published by the Department of Education and Skills, May 2011

The Irish Education System was traditionally divided into three basic levels: Primary, Secondary and Higher Education which offers a wide range of opportunities from post-secondary courses, to vocational and technical training, to full degree and the highest post-graduate levels. In recent years the focus has expanded to include pre-school education and adult and further education as the concept of lifelong learning becomes reflected in the educational opportunities available within the Irish education system. In this section, we will examine educational provision under the categories of primary, post-primary and higher education. Pre-school education and pre-school child care is dealt with under the heading of Social, Community and Culture in Chapter 7 and it is not anticipated that there will be any new development programmes to support further education during the life-time of the Plan. However, it is an objective of Waterford City Council to support the providers of continuing education to develop facilities and services which will, in turn, be the catalyst for the people of Waterford seeking, and being provided with, excellent continuing education and skills development

9.1 Primary Education

There are twenty-three primary schools in Waterford City, including two Gaelscoileanna, and catering for approximately 6,200 pupils. There is a good geographical spread throughout the city and most of the schools are sufficiently well developed and equipped in order to deliver quality education to the young people of the City. It is envisaged that any deficiencies in these schools can be catered for through extensions and small works under the Department's Capital Programme.

The only immediate developments of a large scale will be the development of a shared campus in Carrickphierish which will host Gaelscoil na nDéise and an Educate Together primary school, which together will be capable of catering for some 900 pupils. It would also be prudent to zone further lands in the North-West Suburbs in anticipation of the potential move of a City Centre school to serve new residential developments there.

9.2 Post-Primary Education

There are nine post-primary schools in Waterford City catering for some 4,500 students. Six of the schools are single-sex schools with this reducing to five in September 2012 when Waterpark College commences its co-education programme. There is a huge range in school sizes with student numbers ranging from 1,200 in De La Salle College to 180 in Mount Sion CBS.

Much of this disparity is caused by demographic change such as the shift of population from city centre to the suburbs but also because of other external migration patterns and changes in the ethnic and family mix of "feeder" schools. Other factors such as the availability of transport services, car-parking facilities, school facilities etc are also factors. It is vital that actions intended to counteract falling numbers are taken by those experiencing same in order to make full use of facilities and in order to maintain equitable and quality educational services. This indeed is also true for the primary sector. Counteractive measures could be:

- Amalgamation
- Co-education

- Curriculum and programme development
- Sharing of facilities and services with community

Indeed all of these measures and others are supported by the Department of Education and Skills as a means of making best use of educational infrastructure. From a development perspective, it makes little sense to invest in costly infrastructure while similar local infrastructure remains under-utilised.

Consultations with the Department of Education and Skills have clarified that there will be no new post-primary school built during the life-time of this Plan. It is envisaged that extensions funded by the Department's Capital Programme will satisfy the infrastructural requirements of most schools. However, it will be an objective of this Plan to facilitate the re-location of Gaelcholáiste Phortláirge to an appropriate permanent site while also anticipating the longer-term need for an Educate Together post-primary school.

9.3 Higher Education

Waterford Institute of Technology is one of the largest institutes of technology in Ireland. It was established as a Regional Technical College in 1970, and was the first to be awarded Institute of Technology status in 1998. With almost 10,000 students, of which over 6,000 are full-time, it is the largest Institute of Technology outside Dublin. It provides a wide choice of under-graduate and post-graduate programmes across all disciplines and continues to appear prominently in performance league tables for British and Irish Universities and Colleges. In 2011, it was placed second behind Dublin Institute of Technology in the Sunday Times' Institute of Technology of the Year league table.

In union with the Knowledge Campus at Carriganore, and having invested some €150 million in the last ten years, WIT has a significant portfolio of facilities and infrastructure capable of serving its needs into the future. It is also currently planning further investments to upgrade its engineering building as well as an extension to its business and enterprise building which, when complete, will provide the college with a very up-to-date and attractive set of academic and recreational facilities.

The performance of the College is at the top-end of the scale as an Institute of Technology. (For example, WIT continues to dominate in this sector for research funding, which at €26,667 per academic, puts it at the top of the institutes of technology). However, its recognition as a University would give it a status and a capability of attracting research funding which make it a huge attractor to top students, investors and research centres and which would allow it expand its programme of courses especially in the post-graduate area and would also facilitate it to make high-level linkages with industry and technology, thus supporting high-quality jobs which the region so vitally requires.

The following is taken directly from the Regional Planning Guidelines: "Lower than average participation in third-level education and a high rate of graduate migration away from the region are inhibiting the further development of third and fourth-level education and the emergence of the knowledge economy in the region. The absence of a University in the South-East Region is an issue that has emerged time and again in

studies and reports on the socio-economic development of the region. Regional weaknesses such as lower than average participation in third and fourth-level education, underdeveloped linkages between industry and third and fourth-level educational institutions and a low level of Research and Development (R&D) activity would be addressed by the development of additional degree and post graduate places in the South-East.”

As a major component of its drive to develop the Knowledge Economy in the South-East Region, the Regional Authority supports the following strategic objective: “For Waterford IT to become the University of the South-East with links to existing third and fourth level facilities at Carlow, Kilkenny, Wexford and Clonmel”. This Development Plan concurs absolutely with this Regional objective.

In supporting the continued development of WIT, Waterford City Council is also conscious of the need to develop ancillary services in partnership with the College and the student body. We are also conscious of the conflicts which these sometimes create with the resident population. Some such issues are student accommodation, sustainable public transport services, car-parking along with socialising and recreational activities.

9.4 Further Education

Waterford College of Further Education (WCFE), formerly Central Technical Institute, is the largest provider of further education courses in the South East. The College has expanded rapidly in recent years, resulting in it renting temporary accommodation to accommodate additional students. St. Paul’s Community College also provides courses at FETAC level 5. City of Waterford VEC is actively seeking a more permanent accommodation solution for WCFE and its other further education provisions in the City. Following a major feasibility study in 2011 a campus type solution is recommended for all CWVEC further education needs. Other further education services include a Literacy Service in Railway Square, two Youthreach Centres in O’Connell Street and Lacken Road, two Adult Education Centres in Oznam Street and Durands Court in the City. Waterford City Council will continue to support the development of these further education activities within the City.

Overall Education Goal:

That Waterford City has the best quality educational facilities in the most suitable locations which provide a top quality education to all, thus ensuring that its citizens can fully realize their economic, social and cultural ambitions and that the City can fulfil its regional Gateway role through its excellent third and fourth-level facilities and services.

Education Objectives:

- To have primary schools at the heart of our neighbourhoods. (OBJ 9.1.)

- In order to achieve this we will need to:
 - Achieve the development of the Carrickphierish Gaelscoil/Educate Together Campus

- Continue the appropriate zoning of lands in the North-West Suburbs in anticipation of the re-location of a City Centre School
- To have a sustainable network of post-primary schools. (OBJ 9.2)
- In order to achieve this we will need to:
 - Work pro-actively with post-primary schools which are suffering reduced pupil intake in order to develop mechanisms to counteract the trend
 - Facilitate the re-location of Gaelcholáiste Phortláirge to an appropriate permanent site
 - Assess the need for, and potential location of, an Educate Together post-primary school
- To support the providers of continuing education to further develop appropriate facilities and services (OBJ 9.3)
- To support WIT to develop its infrastructure so that it can be a top attractor to local, national and international students. (OBJ 9.4)
- In order to achieve this, we will need to:
 - Liaise with the College and with Waterford County Council in order to ensure that the College's development needs are fully understood and appropriate responses initiated
 - Zone appropriate lands to facilitate further required college expansion
 - Liaise with the college to determine the best possible solutions to issues of student accommodation, car-parking requirements, public transport services, recreational services, community relations and other such areas
- To support the development of WIT as the Technological University of the South East in amalgamation with Carlow IT. (OBJ 9.5)
- To support the development and establishment of the new Local Education & Training Board in the region. (OBJ9.6)
- To promote and prioritise greater educational attainment within the City. (OBJ9.7)
- To support the Strategic Plan for Waterford City to become a City of Lifelong Learning, supporting the actions and initiatives identified in the Strategic Plan in so far as practicable. (OBJ9.8)

CHAPTER 10

HERITAGE

10. HERITAGE

10.0 Introduction

The National Heritage is defined in the Heritage Act 1995 as including: -

- *Monuments*
- *Archaeological Objects*
- *Heritage Objects*
- *Architectural Heritage*
- *Flora*
- *Fauna*
- *Wildlife Habitats*
- *Landscapes*
- *Seascapes*
- *Wrecks*
- *Geology*
- *Heritage Gardens & Parks*
- *Inland Waterways*

It is the policy of this Development Plan to: -

- Protect and conserve all relevant aspects of the national heritage, and their settings where appropriate. (POL 10.0.1)
- Protect, conserve and where relevant, restore and enhance the environmental quality, character and distinctiveness of monuments, archaeological and heritage objects, architectural heritage, flora and fauna, wildlife habitats, parks and gardens, townscapes and riverscapes of national, regional and local importance. (POL 10.0.2)
- Provide for the enhancement of opportunities for access to and enjoyment of the heritage. (POL 10.0.3)
- Implement the Waterford City Heritage Plan in partnership with all relevant stakeholders. (POL 10.0.4)
- To implement the Waterford City Biodiversity Action Plan, 2010 in partnership with all relevant stakeholders. (POL 10.0.5)
- Promote environmental awareness campaigns, designed to enhance understanding and awareness of environmental and heritage issues. (POL 10.0.6)

Waterford City has a rich built heritage which, whilst providing a valuable resource for the City also presents a significant challenge. The challenge lies in reconciling the protection of the City's Heritage with its development as a modern City, delivering economic, social and environmental benefits for the its inhabitants. The principle of

sustainable development encompasses the understanding, conservation, restoration and enhancement of the heritage, a non-renewable resource, whilst also providing for the development of a multi-functional city. The City Council through the policies and objectives of the Development Plan and the development management process seeks to identify the local challenges and conditions that need to be addressed in order for the City to progress and develop and turn the challenges of the historic city into a sustainable opportunity.

The heritage can be broadly divided into issues concerning the built environment and the natural environment, including archaeological and architectural heritage, and flora and fauna. For the purposes of the Development Plan heritage will be dealt with under the following headings;

- Archaeological Heritage
- Architectural Heritage
- Landscape and Riverscapes
- Biodiversity
- Urban Trees & Woodlands

10.1 Archaeological Heritage

Waterford is Ireland's oldest city and has a rich and significant archaeological heritage which provides a unique window into the past, presenting evidence of earlier settlements and an understanding of how the City evolved and how societies and cultures developed. The archaeology of the City is a non-renewable resource which provides a valuable and valued cultural, educational, tourism and increasingly accessible resource.

The Waterford City Urban Archaeological Survey (1) identified the area of Waterford's Zone of Archaeological Potential, which is generally equivalent to the area defined by the Viking defences and later City Walls. This area is also identified and protected under the National Monuments Acts 1930-2004 as Recorded Monument WA009:005 city. The location and extent of the Recorded Monument is delineated on the objectives map.

All archaeology whether previously known, newly discovered or yet to be uncovered is protected by the National Monuments Acts, 1930-2004. The Record of Monuments and Places established under Section 12 of the National Monuments (Amendment) Act 1994 identifies individual monuments, in addition to Recorded Monument WA009:005 (City Centre Archaeological Zone) located within the City boundaries and containing multiple monuments, which are of archaeological significance. The policies outlined below shall apply equally to development proposals on these sites, which are indicated on the City Wide Zoning Objectives Map²⁶ and listed in Schedule 3.

The extent and richness of the archaeological heritage of the City has been established by a series of major archaeological investigations carried out since the mid 1980's. The Archaeological assets of the City present a unique tourist attraction. The Viking Triangle forms the historic centre of Waterford, playing host to the Waterford Museum

²⁶ Note mapping, as provided by the Department of Arts, Heritage & the Gaeltacht, relates to 18 number monuments.

of Treasures which comprises of three museums chronicling over one thousand years of history;

- Reginald's Tower – Treasures of Viking Waterford,
- The Choristor's Hall – Treasures of Medieval Waterford and
- Bishop's Palace – Treasures of Georgian Waterford.

The medieval museum, "The Choristers Hall", is currently under construction in the City and is unique in Ireland, involving encapsulating a 13th century national monument, the undercroft, in a Medieval Museum. This project will serve to showcase one of the City's prized archaeological assets, providing accessibility to the public whilst also serving to protect the monument.



Figure 7: The Undercroft, Choristers Hall Medieval Museum.

The City Council intends that the status of Waterford in the field of urban archaeology is maintained by ensuring that development within the area of archaeological potential does not adversely impact on the archaeological heritage.

Policy:

- To protect and enhance archaeological monuments and their settings including city walls, embankments and ditches, gates, bastions or ancillary fortifications, church sites and associated graveyards and other monuments. (POL 10.1.1)
- To protect and preserve the archaeological value of underwater archaeology. In considering development proposals the City Council will take account of rivers, inter-tidal and sub-tidal environments, and the potential to impact on previously unrecorded shipwreck, that may be over 100-years old and thus protected under the National Monuments (Amendment) Act 1987. (POL 10.1.2)
- To protect the archaeological heritage of the City as a source and instrument for historical and scientific study. (POL 10.1.3)
- To facilitate appropriate guidance in relation to the protection of the archaeological heritage of the City. (POL 10.1.4)

- To promote pre-planning consultations in relation to the archaeological heritage with the Planning Authority and with the National Monuments Service, Department of Arts, Heritage & the Gaeltacht. (POL 10.1.5)
- To promote best practice in archaeological excavation and endeavor to ensure the dissemination of the results of archaeological excavation in a timely and appropriate manner. (POL 10.1.6)
- To promote the use of the archaeological heritage of the City as an educational, cultural and tourism resource and to promote public access and awareness of this rich archaeological heritage. (POL 10.1.7)

Objectives:

- To secure the preservation (in-situ or by record) of all sites and features of historical and archaeological interest. (OBJ 10.1.1)
- To preserve the integrity of existing archaeological monuments in their settings including the integrity of city defences and to ensure that development in the vicinity of a site of archaeological interest does not unduly affect the character of the archaeological site or its setting by reason of its location, scale, bulk or detailing. (OBJ 10.1.2)
- In securing such preservation, and with regard to proposed development and/or works within or in the vicinity of archaeological monuments in Local Authority or State ownership or guardianship (i.e. National Monuments) to consult and to have regard to the advice and recommendations of the National Monuments Service, the Department of Arts, Heritage & the Gaeltacht, authorization/Ministerial Consent may be required to proceed under Section 14 of the National Monuments Acts. (OBJ 10.1.3)
- To seek to retain the existing street layout, including laneways, historic building lines and traditional plot widths where these derive from medieval or earlier origins. (OBJ 10.1.4)
- When considering development in the vicinity of upstanding archaeological/historical monuments, to aim to achieve a satisfactory buffer area between the development and the monument in order to ensure the preservation and enhancement of the amenity associated with the presence of upstanding monuments within the historic urban pattern. (OBJ 10.1.5)
- In considering development in the vicinity of all upstanding monuments, including city defences, or development that may have implications for archaeological heritage, the Planning Authority will require the preparation and submission of an archaeological assessment report detailing the potential impact of the development on the archaeological heritage including upstanding, buried structures and deposits. The report will also include a visual impact assessment to ensure adequate consideration of any potential visual impact the proposed development may have on any upstanding remains. (OBJ 10.1.6)
- To promote the incorporation of or reference to significant archaeological finds in a development, where appropriate, through layout, displays, signage, plaques, information panels or use of historic place names. (OBJ 10.1.7)
- To provide guidance for developers, based on the experience of the archaeological environment in Waterford, and guidelines on development issued by the National Monuments Service, Department of Arts, Heritage & the Gaeltacht and the Department of the Environment, Community and Local Government, in order to ensure that the degree of commitment to a development in terms of finance and programme, may be planned in relation to

the degree of uncertainty concerning the archaeology and the stages in its clarification and resolution. (OBJ 10.1.8)

- To prepare guidance notes/brochures for Developers for key sites in the City Centre in relation to the treatment of archaeology within such sites and possible mitigation measures. (OBJ 10.1.9)

10.1.1 The Walled City

Waterford is unique in Ireland in the extent to which the medieval defensive walls and towers survive. Six mural towers and an extensive length of city walls are upstanding and almost the entire lines of the Viking, Norman and post medieval defensive walls are delineated. These walls and towers represent an outstanding legacy of the city's history and mark successive stages of its development. They are a unique resource for residents and visitors alike, providing a major resource for heritage tourism in the City and a means of ordering and structuring the urban form.

The National Policy on Town Defences, Department of Environment, Heritage & Local Government, 2008, sets out national policy for the protection, preservation and conservation of historic urban defences, and requires that town defences and associated features be considered as a single national monument and treated as such for policy and management purposes. Waterford City is a member of the Irish Walled Towns Network which seeks to unite and co-ordinate the actions of local authorities in the management, conservation and enhancement of historic walled towns in Ireland. The City Council in undertaking works throughout the City endeavors to conserve, restore and present sections of the city defences and improve public access to same.

Policy:

- To protect, preserve, conserve and restore, where appropriate, the upstanding remnants of the city walls and towers. (POL 10.1.8)
- To protect the essential character and setting of the City Walls and Towers through the control of the design, location and layout of new development in their vicinity and through the control of changes of use of lands, by the protection of adjoining streetscapes and site features where appropriate and by protecting important views to and from the walls and towers from obstruction and/or inappropriate intrusion by new buildings structures, plant and equipment, signs and other devices; and where opportunities arise to create additional views of the walls and towers. (POL 10.1.9)
- To utilise the City Walls and Towers as an ordering device within the urban form, by protecting and preserving and maintaining the upstanding elements and by delineating the line of the defensive system where opportunities arise. (POL 10.1.10)
- To utilise the City Walls and Towers as an educational and tourism resource and to facilitate the publication and dissemination of interpretative material to the general public, and to facilitate public access to the walls and towers. (POL 10.1.11)

Objectives:

- To preserve the integrity of the City Walls and Towers in their settings. (OBJ 10.1.9)

- To secure the preservation (in situ) of city walls, embankments, town gates, bastions or ancillary fortifications or portions thereof. (OBJ 10.1.10)
- When considering development in the vicinity of city defences, to aim to achieve a satisfactory buffer area between the development and the city defences in order to ensure the preservation and enhancement of the amenity associated with the presence of city defences within the historic urban pattern. (OBJ 10.1.11)
- To have regard to the preservation and enhancement of the line of the city defences when considering development proposed in their vicinity. Disturbance, removal and alteration of the line of city defences shall not be considered appropriate within the historic core of Waterford City. (OBJ 10.1.12)

10.2 Architectural Heritage

Waterford is unique in Irish terms in that the totality of its active City Centre is housed on the footprint of the historic Walled City and the evidences of the many iterations of development over the ages are all present. This is best seen in the extent of protected structures, archaeology and streetscape patterns within the City Centre. While this has to be acknowledged as being central to the very essence of the City and the foundation on which its future must be built, it must be also acknowledged that there have been and will continue to be significant conflicts between sustaining viable uses in the City Centre while at the same time protecting and conserving the essential nature of the place and the most important fabric therein.

It has to be accepted that the last fifteen years have not seen any significant redevelopments in the City Centre and that the totality of the building stock has disimproved significantly due to age, change in use and living patterns and through the non-viability of the existing stock in a commercial sense. A continuation of this pattern for a further sustained period will present real problems for the City and it is considered essential that every possible tool be used to encourage re-investment in the existing building stock. In this context fiscal instruments will be used wherever possible and the wider context will be considered at all times in the assessment of proposals for redevelopment and greater flexibility in adaptation of existing stock will be allowed, where this is feasible.

A total of 922 structures have been included on the Record of Protected Structures (RPS), which is set out in Schedule 1. The City Council whilst seeking to protect and conserve the built heritage also acknowledges the continually changing environment in which we live and actively seeks and promotes the sustainable re-use of buildings of architectural or historical merit.

Policy:

- To promote the protection of the architectural heritage of the City through the identification of structures of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest, by the inclusion of such structures on the RPS and by taking such steps as are necessary to ensure the protection of those structures. (POL 10.2.1)
- To promote the sustainable reuse of protected structures for any such purpose compatible with the character of the structure. The Planning Authority may,

where considered appropriate, relax use zoning and other site development restrictions and may grant exemption from or reduce the amounts of development contributions payable in order to secure the protection and conservation of protected structures. These restrictions may be relaxed and development contributions reduced or exempted where the protected structure will be rehabilitated to a high standard, where the special interest, character and setting of the building is protected and where the proposed use and development is consistent with conservation policies and the proper planning and sustainable development of the area. In such cases the proposed development shall be open for consideration notwithstanding the current zoning objective for the site and therefore shall be considered as not materially contravening the Development Plan. (POL 10.2.2)

- To protect the structures included on the Record of Protected Structures their curtilage and setting from any works that would result in the loss or damage to their special character. (POL 10.2.3)

Objectives:

- To review the Record of Protected Structures during the lifetime of the Development Plan to ensure all records are consistent with the criteria for inclusion on the RPS, by being of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest. (OBJ 10.2.1)
- To include all of the structures within the city which are, in the opinion of the planning authority, of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest, in the Record of Protected Structures (RPS) and to ensure the protection of all structures included in the RPS. (OBJ 10.2.2)
- To carry out an audit of all protected structures in the ownership of the City Council with a view to securing uses that are compatible with the character of the individual protected structure. (OBJ 10.2.3)
- To achieve the protection of the architectural heritage within the city by giving advice to owners of protected structures on appropriate measures or actions to take in regard to their property; by promoting best practice in the use of materials in repair and adaptation work, including referral to appropriate documents such as the 'Architectural Heritage Protection, Guidelines for Planning Authorities, 2004' issued by the Department of the Environment, Heritage and Local Government; and the use of skilled specialist practitioners in the conservation of protected structures. (OBJ 10.2.4)
- In considering development which may have a significant impact on the architectural heritage to require the preparation and submission of an architectural heritage impact assessment detailing the potential impact of the development on the architectural heritage. The report shall be compiled generally in accordance with the details set out in Appendix B of the Architectural Heritage Protection Guidelines for Planning Authorities, Department of the Environment, Heritage & Local Government, 2004. (OBJ 10.2.5)
- To issue declarations on request to owners or occupiers of protected structures detailing the type of works that it is considered would or would not materially affect the character of the structure or of any element of the structure which contributes to its special interest. (OBJ 10.2.6)

- To promote public awareness of the value of the protected structures within the city and the positive contribution protected structures make to the built environment, the distinctiveness and authenticity of the city and the tourism potential of the city and to develop specific measures to achieve such awareness. (OBJ 10.2.7)
- To identify and implement measures for promoting the character and distinctiveness of the historic city and improving its physical condition and presentation. (OBJ 10.2.8)
- To seek the retention and repair of shop and pub fronts of architectural interest. (OBJ 10.2.9)

10.2.1 Architectural Conservation Areas

An Architectural Conservation Area (ACA), as defined in Section 81 of the Planning & Development Act, as amended, is a place, area, group of structures or townscape, taking account of building lines and heights that is of special architectural, historic, archaeological, artistic, cultural, scientific, social or technical interest or value or contributes to the appreciation of protected structures and whose character it is an objective of the Development Plan to preserve.

The Planning Authority where it considers that all or part of an ACA is of special importance to the civic life, or architectural, historical, cultural or social character of the City, may prepare a planning scheme setting out objectives for the preservation and enhancement of that area and providing for such related matters. Where such a scheme is approved the ACA or the subject part of the ACA shall be referred to as an area of special planning control.

Waterford City contains a number of distinctive areas and environments which in terms of scale and composition of streetscapes and riverscapes, buildings of different periods, style, and detail, and layout of streets and spaces, merit consideration for designation as Architectural Conservation Areas. A General Conservation Area has been designated within the City comprising the Viking and Norman City and the 18th Century additions, i.e. The Mall, Parnell Street and O'Connell Streets, the designated area is indicated on the objectives map. This designation requires a greater attention to the detail of development proposals in order to protect the character of this area. When carrying out development, or when considering proposals for development or redevelopment within the General Conservation Area the Planning Authority shall have particular regard to:

- The effect of the proposed developments on Protected Structures and their settings.
- The impact of proposed developments on the streetscape and urban layout in relation to compatibility of design, materials, and intensity of site use.
- The impact of the proposed development on existing amenities, having regard to traffic and parking and the amenity and utility value of public and private spaces, including open spaces.

In addition to the General Conservation Area there are two specific areas designated as Architectural Conservation Areas;

1. The precinct of the Cathedral of the Holy Trinity known as the ‘Trinity Within’ Architectural Conservation Area.
2. The South Quays and environs known as the South Quays Architectural Conservation Area.

A description of the ACA’s together with an analysis of their character is contained in Schedule 2. Within a designated Architectural Conservation Area, the carrying out of works to the exterior of a structure will only be exempt from planning permission if the works would not materially affect the character of the area. This provision could apply, for example, to works such as repainting, replastering or window replacement, in buildings which are not Protected Structures but are within a designated ACA. The designation of an area as an ACA places additional responsibilities on the owners/occupiers of buildings within the area. The Planning Authority is available to offer advice and guidance as appropriate.

Policy:

- To achieve the preservation of the special character of places, areas, groups of structures or townscape within the city by setting out Architectural Conservation Areas of appropriate extent within the city. (POL 10.2.4)
- To protect the special heritage values, unique characteristics and distinctive features of the Architectural Conservation Areas from inappropriate development which would detract from the special character of the ACA. (POL 10.2.5)

Objectives:

- To assess the need to establish additional areas for designation as ACAs and/or to extend the boundaries of the existing ACAs having regard to their special architectural, historic, archaeological, artistic, cultural, scientific, social or technical interest or value or contribution to the appreciation of protected structures. (OBJ 10.2.10)
- To consider the feasibility of protecting structures by designating additional ACAs in the City with the specific aim of removing such structures from the Record of Protected Structures, only buildings of local, rather than national or regional importance will be selected for deletion from the RPS. Any such ACA will protect primarily the front facades and streetscape character and will serve to remove the protected structure status from such buildings. (OBJ 10.2.11)
- To consider preparing and adopting special planning control schemes to preserve, protect and enhance the civic, architectural and historic character of the designated Architectural Conservation Areas where considered appropriate. (OBJ 10.2.12)
- To promote local initiatives which promote the preservation of the special character of Architectural Conservation Areas. (OBJ 10.2.13)
- In considering development applications within the designated ACA’s the Planning Authority shall have particular regard to the impact the proposed development will have on the streetscape and urban layout in relation to compatibility of design, materials and use and the impact of the proposed development on existing amenities having regard to traffic and parking and the amenity and utility value of public and private spaces including open spaces. (OBJ 10.2.14)

10.3 Landscape and Riverscapes

Waterford City is, due to its location on a major tidal river, endowed with a variety of fluvial and tidal environments which present opportunities for the sustainable development of public amenities and nature conservation. In addition to the River Suir, whose tidal regime has influenced the topographical development of the City, its tributaries, St. Johns River and the various watercourses and streams draining to the Suir, provide natural and feasible opportunities for the guidance of development and the preservation and enhancement of open space, public amenities, wildlife habitats and corridors.

The riverscapes of the Suir and St. Johns River present opportunities for the development of areas of open space, amenities and educational resources. River corridors are defined as those areas of land linked physically or visually to a river and may require special policies to minimise the conflict between development and conservation and to manage and enhance their linear character. It is proposed to designate the corridors of the River Suir and St. Johns River as areas of special amenity. Development proposals in these areas must; not impinge in a significant way on the character, integrity or uniformity of the river corridor, have a high quality of site selection, site layout, selection of materials and finishes. There shall be a presumption against development involving landfilling or culverting of significant river lengths.

Policy:

- To protect and preserve, free from obstruction, views of the rural environs of the City considered to be of special amenity value. (POL 10.3.1)
- To protect the essential character and setting of the river corridors through the control of the location, layout and design of new development, including the material change of use of land, so as to ensure that there are no undue effects on the character and amenities of the corridors. (POL 10.3.2)
- To protect views to and from the River Suir deemed to be of special amenity value from obstruction and or inappropriate intrusion by new buildings, structures, plant and equipment, signs and other devices, or inappropriate changes of use. (POL 10.3.3)
- To provide for sustainable²⁷ public access to the riverbanks and to reserve lands free from development to facilitate such access. (POL 10.3.4)

Objectives:

- To provide for a sustainable²⁸ riverside walk along the southern bank of the Suir from Canada Street to King's Channel (OBJ 10.3.1)

²⁷ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

²⁸ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

- To provide for a sustainable²⁹ riverside walk along the northern bank of the Suir, as part of the redevelopment of the North Quays, from Rice Bridge to the City boundary. (OBJ 10.3.2)
- To provide for a sustainable³⁰ riverside walk along St. Johns River for its full length within the City. (OBJ 10.3.3)

10.4 Biodiversity

Biodiversity refers to the variety of life on earth. It refers to the wide variety of ecosystems and living organisms; animals, plants, their habitats and their genes. The City has a diverse range of habitats largely owing to its location on the tidal reaches of the River Suir, combined with its undulating topography and general variety of landscape. Green infrastructure is defined as the interconnected network of green space that conserves natural ecosystem values providing benefits for both habitat and human populations.

The primary threat to biodiversity is from habitat degradation, invasive species, habitat fragmentation and loss, overexploitation and increasingly climate change. In the urban environment, habitat modification, in particular the removal of natural or semi natural habitats, due to urban development, is a significant cause of loss of biodiversity. However properly planned and organised development can help to maintain or increase biodiversity. Invasive species also represents a very significant threat to biodiversity, competitively excluding or out-competing the less robust native species, by preying on native species or by altering the natural aquatic or riparian habitat in which they live. Invasive species of concern in Waterford City include Japanese Knotweed found at Kilbarry Bog and along the Tramore Road, Giant Knotweed found at Kilcohan, Ballytruckle and John's River, Himalyan Balsam found at Little Island and Banks of the River Suir, Common Cord Grass found at King's Channel, Ballinakill, Little Island and Ballycanvan Big and the Grey Squirrel recorded in woodlands to rear of Maypark Lane. Under the 2011 Birds and Habitats Regulations it is an offence to aid the spread of invasive species. The All-Ireland Invasive Species Initiative www.invasivespeciesireland.com and a number of other organisations including the National Biodiversity Data Centre work on the control of and promotion of awareness of invasive species.

The National Biodiversity Plan, 2011-2016 regards local authorities as key in providing for the sustainable use and conservation of biodiversity at local level. It also recognizes their capacity to assist with conserving local biodiversity through local level action and awareness. The Waterford City Biodiversity Action Plan was prepared in 2010 in accordance with the National Biodiversity Plan Guidelines and outlines a range of actions concerned with the conservation of biodiversity in the City and potential partners for the delivery of such actions.

10.4.1 Wildlife

²⁹ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

³⁰ Sustainable development includes development that is compliant with EU Environmental Directives including the Habitats Directive.

The National Biodiversity Data Centre was established in 2007 at WIT West Campus, Carriganore, Co. Waterford and is a significant information asset. The data centre carries out national and local level recording/research of biodiversity and has developed a database and mapping system which allows web access to records held at the centre. An overview of the flora and fauna of Waterford City, as recorded by the National Biodiversity Data Centre, is set out in Tables 10.1 below and Table 10.2 on the next page, Table 10.3 lists the habitats of note within the City, the tables, while not exhaustive, are indicative of the range of species and habitats in the City.

Table 10.1 Flora of Waterford City

Species Group	Number of Species	Species of Note	Designation
Fern	13		
Conifer	1		
Flowering Plant	514	Meadow Barley (Hordeum Secalinum)	Protected Species: Flora Protection Order Threatened Species: Endangered
		Betony (Stachys Officinalis)	Protected Species: Flora Protection Order Threatened Species: Endangered
		Cornflower (Centaurea Cyanus)	Threatened Species: Regionally Extinct
Horsetail	5		
Moss	4		
Liverwort	1		

Information from the National Biodiversity Data Centre downloaded from Biodiversity Maps on 3rd January 2012

Table 10.2 Fauna of Waterford City

Species Group	Number of Species	Species of Note/Type	Designation
Amphibian	2	Smooth Newt (Lissotriton Vulgaris) Common Frog (Rana Temporaria)	Protected Species: Wildlife Acts Protected Species: EU Habitats Directive – Annex V Protected Species: Wildlife Acts
Bird*	40	Residents (30) Summer Visitors (6) Winter Visitors (3) Vagrants (1)	
<u>Insect</u> Beetle	263 39	<i>Nebrioporus Depressus</i>	<i>Threatened Species: Data Deficient</i>
Butterfly	24	<i>Marsh Fritillary</i>	<i>Protected Species: EU Habitats Directive – Annex II</i>
Dragonfly	7		
Flea	5		
Hymenopteran (Bee)	6	<i>Andrena (Melandrena) Nigroaenea</i>	<i>Threatened Species: Vulnerable</i>
Moth	179	<i>Bombus (Thoracombus) muscorum</i>	<i>Threatened Species: Near Threatened</i>
True bug	3		
Milipede	1		
Mollusc	16	Silky Snail (Ashfordia granulate) English Chrysalis Snail (Leiostyla (Leiostyla) anglica)	Threatened Species: Near Threatened Threatened Species: Vulnerable
Reptile	1	Common Lizard	Protected Species: EU Habitats Directive – Annex V
Terrestrial Mammal	7	Pine Martin (Martes martes) Eurasian Badger (Meles meles)	Protected Species: EU Habitats Directive- Annex V Protected Species: Wildlife Acts Protected Species: Wildlife Acts

Information from the National Biodiversity Data Centre downloaded from Biodiversity Maps on 3rd January 2012.
*Information downloaded on 19th January 2012 for the period 2008-2011 from www.birdtrack.net as organized by the British Trust for Ornithology for BirdWatch Ireland.

Table 10.3 Habitats of Waterford City

Site	Notable Features
Little Island	A diverse habitat with nationally important heronry, 18-20 breeding pairs, and scientifically important local breeding populations of badger and fox.
Ballinakill Salt Marsh	Nationally important botanical site. Contains Meadow Barley (protected under the Flora (Protection) Order, 1999), Strawberry Clover and Long-stalked Orache. Locally important feeding area for passage and winter birds. Regionally important numbers of Lapwing and Cormorant recorded at this site.
Kilbarry/Ballynakill Marsh	Relatively undisturbed marsh and fen, site of the extremely rare Reed Warbler, an important winter roost for birds and regionally important site for aquatic biodiversity.
Bank of St. John’s River	Very diverse in common plant life. Attracts many moth and butterfly species and provides food and cover for mammals and birds.
Tramore Rd. Walkway	Diverse animal and plant communities including some notable species within each group.
The Peoples Park & Courthouse	Nationally important site for the occurrence of an extremely rare woodlouse; <i>Armadillidium depressum</i> .
Bilberry Rock and Coady’s Pond	Unique urban feral goat herd and frog spawning pond

10.4.2 Natural Heritage

There are three designated natural heritage sites in Waterford City, the Lower River Suir Special Area of Conservation (SAC) and the Kilbarry/Ballynakill Bog proposed Natural Heritage Area (pNHA) and King’s Channel pNHA, consisting of two sites. SACs are wildlife conservation areas which afford protection to special habitats and the species within them which are listed in the Habitats Directive annexes. The Suir Estuary within the City boundary, includes sites at Kings Channel and Ballinakill Downs which form the habitat of a flora species, *Hordeum Secalinium* which is protected under the Wildlife Act 1976 & 2000. NHAs are intended to conserve nationally important semi-natural and natural habitats, landforms, wild plants and animal species. The protection of these designated sites is an essential element in the enhancement of biodiversity in the City.

An appropriate assessment of the ecological implications of any Plan or project, whether within or outside a designated site which does not directly relate to the management of the site but may impact upon its conservation objectives must be carried out by all consent authorities, including Planning Authorities. Any land use plan, Development Plan, Local Area Plan or amendment/variation to it proposed under

the Planning and Development Act 2000, as amended, must be screened for any potential impact on areas designated as Natura 2000 sites, known as Special Areas of Conservation (SACs) or Special Protection Areas (SPAs). Any development that may impact on the River Suir SAC shall be assessed by means of a Natura Impact Statement, (Appropriate Assessment). Waterford City has no sites designated as SPAs.

Kilbarry/Ballynakill Marsh pNHA is a remnant of a once much larger wetland which included Kilbarry landfill. Remediation works have been carried out at Kilbarry landfill with the lands developed as a public amenity area/public park. Kilbarry Park consisting of approximately 20 hectares, focuses on attracting a diverse range of plant and wild life, creating a unique nature space in the City whilst also providing a public area for recreational use. These lands together with the Kilbarry/Ballynakill pNHA and approximately 3.5hectares adjoining the pNHA to the south east purchased by the City Council with the intention of creating additional compensatory wetland habitats form the newly designated Waterford Nature Park, as indicated in Figure 8 below.



Figure 8: Waterford Nature Park

It is proposed as part of the land use zoning strategy to create a number of strategic "green wedges" to separate development areas and provide opportunities for recreation and nature conservation. The Kilbarry pNHA forms the core of such a wedge. The zoning strategy creates a buffer zone of open space around the pNHA with the objective of protecting it from inappropriate development pressures. It is an objective to prepare and implement a management scheme for the pNHA and the adjoining open space areas. It is an objective of the zoning and development management strategies to ensure that development proposals for lands adjoining the green wedge address the buffer zone and pNHA and include proposals for the protection of the pNHA, for example in relation to management of surface water discharges and the making of these areas available to the public.

Policy:

- To conserve, manage and where possible enhance the City's natural heritage. (POL 10.4.1)
- To provide for the protection, conservation and enhancement of wildlife habitats within designated and proposed sites, at the Suir estuary, at Kings Channel, Ballinakill Downs and at Kilbarry/Ballynakill Marsh and to maintain the conservation value of these designated and proposed designated sites. (POL 10.4.2)
- To ensure that plans and projects with the potential to have a significant impact, directly or through indirect or cumulative impact, on Natura 2000 sites (River Suir SAC) are subject to Habitats Directive Assessment (Appropriate Assessment) under Article 6 of the Habitats Directive (92/43EEC) and associated legislation and guidelines informing decision making. (POL 10.4.3)
- To improve sustainable social and physical access to the natural heritage and the recreational facilities of the City. (POL 10.4.4)
- To promote increased understanding and awareness of the City's natural heritage and local biodiversity. (POL 10.4.5)
- To promote increased understanding and awareness of invasive species and their management and work with other agencies to address the issue. (POL 10.4.6)
- To provide for the protection and conservation of wildlife habitats. (POL 10.4.7)

Objectives:

- To bring the Kilbarry/Ballynakill Marsh pNHA and the King's Channel pNHA into public ownership. (OBJ 10.4.1)
- To provide connectivity between the Kilbarry Park and the Outer Ring Road and the general wider City area through the development of a range of sustainable walkways and cycleways. (OBJ 10.4.2)
- To promote the integration and improvement of natural watercourses in urban renewal and development proposals. (OBJ 10.4.3)
- To consult with the Fisheries Board and the National Parks & Wildlife Service on all development proposals concerning riparian areas and watercourses and to take account of the requirements for the protection of fisheries habitat during construction and development works at river sites. (OBJ 10.4.4)
- To construct additional wetland areas and where appropriate bring into public ownership. (OBJ 10.4.5)
- To assess all proposed developments in order to determine if they are likely to impact, directly or through indirect or cumulative impact, on designated natural heritage sites and protected species in accordance with the relevant legislation. (OBJ 10.4.6)
- On approving development proposals to ensure that sufficient mitigation measures to avoid damage or destruction of the breeding sites of strictly protected species (otter, bat, shad & lamprey species) are provided for, or, where necessary, have appropriate derogation licences in accordance with the EU Habitats Directive prior to the granting of permission for the development. (OBJ 10.4.7)

- On approving development proposals for sites containing known invasive species the Planning Authority will consider, as appropriate, the use of conditions for the control and eradication of invasive species. (OBJ 10.4.8)
- To prepare and implement a management plan for the Waterford Nature Park including the Kilbarry pNHA and the surrounding buffer area. (OBJ 10.4.9)
- To prepare a City habitat map. (OBJ 10.4.10)
- To support the green infrastructure concept in development proposals where feasible. (OBJ 10.4.11)

10.5 Urban Trees and Woodlands

Waterford City Council recognises the value of trees in the urban environment and is committed to achieving a healthy stock of trees of varying species and age profile throughout the city. Trees are integral to the City's character and play an important role in enhancing the urban and rural landscape, providing aesthetic and environmental benefits and adding to the biodiversity of the City providing habitats for birds and other wildlife.

There are a number of measures available to the Local Authority to protect and manage the existing stock of trees and to encourage and undertake new planting in accordance with the Tree Management Policy, 2010. These measures include the making of Tree Preservation Orders (TPO), conditions attached to planning permissions providing for the preservation, protection and management of existing trees and woodlands and listing of trees and groups of trees of Special Amenity Value in the Development Plan. Schedule 4 of the Development Plan identifies trees and groups of trees within the City which are considered to be of special amenity value and worthy of protection. There are also three existing Tree Preservation Orders in the City relating to trees in the grounds of the Glanbia plant at Maypark Lane, at Ballindud House and Christendom in Ferrybank whose value is generally based on their contribution to the broader landscape and their ecological and cultural significance.

The City Council plants trees on an annual basis, during the period of 2005-2011 approximately 50,000 trees and shrubs have been planted in the City's streets, parks and open spaces, this figure is in addition to the 20,000 trees and shrubs planted at the Kilbarry Park. The City Council in partnership with the Native Woodland Trust aims to recreate a native Irish woodland at a site in Gracedieu of approximately 3 hectares, as indicated on the Objectives Map. It is envisaged that the creation of the native woodland will develop as an educational project, building knowledge and interest in the local community over time, with local schools, youth groups and the general public becoming actively involved in its development and management.

Policy:

- To provide for the effective management and sustainability of the City's tree stock. (POL 10.5.1)
- To provide continuity of tree cover throughout the City, promoting the use of native species where possible, with varied species and age distribution. (POL 10.5.2)
- To promote the enhancement of the public realm and general amenity of the City through the continued maintenance and provision of trees in the urban environment. (POL 10.5.3)

- To protect, preserve and ensure the effective management of, trees and groups of trees, considered to be of special amenity value included in schedule 3. (POL 10.5.4)
- To ensure when planning to undertake development or when considering the approval or authorisation of development that the protection, preservation and management of existing trees of amenity value, and the implementation of a planned planting and management scheme, are provided for. (POL 10.5.5)

Objectives:

- To implement the Waterford City Tree Management Policy, 2010 and review as appropriate. (OBJ 10.5.1)
- To carry out an audit of all existing trees within the city with a view to developing and implementing an annual arboricultural programme of planting, pruning and removal as appropriate. (OBJ 10.5.2)
- To carry out an audit of all trees of special amenity value, as listed in Schedule 3, with a view to updating same. (OBJ 10.5.3)
- To ensure when planning to undertake development or when considering development proposals that adequate information to assess the impact of the proposed development on existing trees, including tree surveys and planting and management schemes, is provided. (OBJ 10.5.4)
- To ensure when undertaking development or when permitting development that the loss of or damage to existing trees is minimised. (OBJ 10.5.5)
- To promote public awareness and appreciation of the significant aesthetic, ecological, cultural and historic value of trees in the urban environment. (OBJ 10.5.6)

CHAPTER 11

ENVIRONMENTAL MANAGEMENT

11. ENVIRONMENTAL MANAGEMENT

11.0 Introduction

Achieving balanced, sustainable economic development and good quality of life for the citizens of Waterford City requires good environmental management. This requires the interface of a wide range of engineering services and infrastructure provisions which in turn underpins the social and economic development of the City, e.g. water supply, drainage, environmental protection, and waste management.

Sustaining quality of life levels is increasingly becoming more challenging with the onset of climate change. It is now accepted that the world, as a whole, is warming up and that the developed world's consumption of fossil fuels, such as oil, coal and gas, is a major contributing factor to this process. The Inter-Government Panel on Climate Change predicts that the rise in average surface air temperature, globally, will be between 1.4 °C and 5.8 °C by the end of the century, if no action is taken to limit present emission levels.

The International Institute for Environment and Development defines Climate change as '*any long-term significant change in the expected patterns of average weather of a specific region over an appropriately significant period of time*'. Waterford City is particularly susceptible to the effects of Climate Change such as river flooding and tidal rise, given its location on the tidal estuary of the River Suir. In planning for the future of the City and managing the environment, a Climate Change Strategy was developed and adopted in 2011. The strategy presents an opportunity to refocus economic growth towards more sustainable energy saving measures and practices which will enhance the quality of life of all its citizens, into the future.

Waterford City Council also delivers a range of other environmental services, the aim of which is to facilitate a safe environment for sustainable urban development and healthy living. These services are delivered in support of, and in compliance with, a range of EU, national and regional policies, legislation and guidelines

11.1 EU/National Policy Context

- EU Water Framework Directive 2000/60/EC
- European Communities (Control of Major Accidents Hazards Involving Dangerous Substances) Regulations (SI 74 of 2006)
- The Habitats Directive (Council Directive 92/43/EEC)

- Strategic Environmental Assessment Directive
- Priority Substances Directive
- Floods Directive
- Nitrates Directive
- European Communities (Drinking Water) (No.2) Regulations
- European Communities Environmental Objectives(Surface waters) Regulations 2009 Urban Waste Water Treatment Regulations, 2001 (S.I. 254 of 2001)
- Floods Directive
- National Climate Strategy
- Framework of Major Emergency Management
- Environmental Objectives (Surface Water) Regulations 2009
- Environmental Objectives (Ground Water)Regulations 2010
- Flood Risk management Guidelines for Planning Authorities 2009Water Services Investment Programme 2010-2012
- Nitrates Action Programme
- South East River Basin Management Plan
- River Suir CFRAM
- EPA code of Practice for Wastewater Treatment Systems serving single houses (2009)
- Waste Management Act (No. 10 of 1996) as amended
- Waste Facility Permit and Registration Regulations, 2007
- A Resource Opportunity Waste Management Policy in Ireland, 2012
- Air Pollution Act, 1987, (as amended)
- Bituminous Fuels regulations
- Solvent Regulations, 2002
- Deco Paints Regulations, 2010
- Waterford Harbour Pollution Reduction Programme
- Quality of Shellfish Water Regulations 2006

11.2 EU Water Framework Directive

A key challenge for the South East Region is meeting the requirements of the EU Water Framework Directive(WFD), which has set targets of achieving good status for all its waters by 2015. The current South East River Basin Management Plan 2009-2015 sets out how to achieve the objectives of the Directive as applicable to the South East River Basin District. This South East River Basin Management Plan is the overarching vehicle supporting the implementation of the EU Water Framework Directive within the South East Region. Principal among the measures outlined in the Management Plan are:

- Environmental Objectives (Groundwater) Regulations (SI 9 of 2010) which establish legally binding quality objectives for all bodies of groundwater and environmental quality standards for pollutants. Public Authorities are required to examine and where appropriate review existing discharge authorisations to ensure that the emission limits laid down in authorisations support compliance with the new water quality standards.
- Environmental Objectives (Surface Water) Regulations 2009 (SI 272 of 2009) which give effect to the measures needed to achieve the environmental

objectives under the Water Framework Directive & Dangerous Substances Directive. Key actions implicit in these regulations are to align the following plans and programmes with River Basin Management Plans. i.e. land use and spatial plans, conservation and heritage plans, water services strategic plans, pollution reduction plans, waste and sludge management plans, major accident emergency plans and flood risk management plans. Public Authorities are required to examine and where appropriate review existing discharge authorisations. To ensure that the emission limits laid down in authorisations support compliance with the new water quality standards.

- Urban Wastewater Treatment Regulations (SI 254 of 2001) which requires us to ensure that the environment is not adversely affected by the disposal of inadequately treated urban waste through the provision of urban wastewater collection system and treatment plants. Accordingly City Council is required to design, construct, operate maintain and monitor treatment plants to achieve requirements in relation to treatment standards, nutrient sensitive areas and WFD Objectives
- Water Services Act (No.30 of 2007) – to facilitate the provision of safe and efficient water services and associated infrastructure for domestic and non domestic requirements. In so doing and in accordance with the Drinking Water Directive (98/83/EC) local authorities are required to monitor public water supplies, develop water services strategic plans including measures to meet drinking water standards.
- Water Pricing Policy- essentially a cost recovery for water services which promotes conservation and efficient use of water resources through the introduction of water charges for domestic users.

Accordingly the Waterford City Development Plan 2013-2019 must incorporate the relevant policies, objectives and measures from the South East River Basin Management Plan for its individual water bodies, protected areas and other areas which it may impact upon water quality within the City and downstream of same.

Policy:

It is the policy of Waterford City Council:

- To promote the achievement of good ecological status, good ecological potential and good chemical status for all river water by 2021 and groundwater by 2027 & if possible within the lifetime of the Plan. (POL 11.2.1)

Objectives:

It is an objective of Waterford City Council:

- To implement the European Union Water Framework Directive through the implementation of the relevant parts of the South East River Basin Management Plan and programme of measures specific to Waterford City. (OBJ 11.2.1)
- To take into consideration the South East River Basin Management Plan when considering new development proposals. (OBJ 11.2.2)
- To implement the South East River Basin Management Plan and its programme of measures through the provision of good environmental management as reflected in the policies and actions herein. (OBJ 11.2.3)

11.3 Water Services

Waterford City Council is required to perform its own activities in a way that promotes the achievement of South East River Basin Management Plan objectives/measures and additionally must carry out a range of environmental monitoring and enforcement activities to ensure that all stakeholders actions will lead to water quality improvements and compliance with the Water Framework Directive. City Council currently provides the following water services: water supply, water conservation, water quality monitoring, main drainage and waste water treatment provision.

Water Supply

The East Waterford Water Supply Scheme at Adamstown, Kilmeadan, supplies all the drinking water to Waterford City. A recent extension to this plant completed in 2010 increased the production capacity to 52,000 m³ per day. At present approximately 22,000 m³ per day is supplied to Waterford City through two trunk mains. The new reservoir and water tower at Bawndaw have been in operation since June 2010 and this has increased the storage capacity for Waterford City by approximately 22%. This proved significant during the severe weather in December 2010 and January 2011 with no shut downs required in the City. These water infrastructure investments secure Waterford City's water supply, quantity and quality, into the future.

Water Conservation

Work has significantly progressed on a Water Conservation Programme for Waterford City, including major mains rehabilitation and active leakage control. Phase 2 and Phase 2A of the water mains rehabilitation programme were completed in 2010. A total of 23.5 km of cast-iron mains (some in excess of 100 years old) were replaced. As part of this work, 3,439 new control boxes were installed and 220 hydrants replaced. This work has led to considerable improvements in water pressures, leakage reduction and water quality throughout the City.

A radio based Supervisory Control and Data Acquisition (SCADA) system, installed in 1998, monitors and controls flows in 21 leakage control zones within the distribution system which in turn aids with the management and monitoring of the overall supply network. Already average daily water demand has been effectively reduced as a consequence of water conservation measures to the order of 22,300 cubic metres in 2010 from a high of 27,000 cubic metres in 2003.

Phase 3 of the rehabilitation programme has recently been approved, with Consultant Engineers, appointed to progress this Project. Site Investigation works will commence in January 2012 and construction is expected to get underway in late 2012, with an estimated completion date of April 2014.

Overall, while much progress has been achieved in stemming unaccounted for water, the issue is far from resolved. In particular shared services/backyard services have proven difficult to sort out. This has had an impact on leakage, but has also highlighted the problem with lead service pipes which results in high lead concentrations in drinking water. With ongoing leakage detection in conjunction with the Phase 3 Water Mains Rehabilitation Project effective reduction in leakage levels will be realised. Phase 3 works will also facilitate works on shared services.

The findings of a recent review of the original '20 Year Assessment of Needs for Water Supply for the City and Environs' undertaken in 2006 is reflected in Table 11.1. As evidenced therein significant progress has been achieved under the last Plan period with regard to securing the water supply objectives originally identified.

Table 11.1: Progress Report on the Water Supply Objectives arising from the 2006 Water Supply Assessment of Needs for Waterford City & Environs

1. *500mm watermain from Adamstown Water Treatment Plant to City. (At planning)*
2. *Extension of the watermains network to service the Kilbarry/Lacken area. (June 2012)*
3. *Extension of the watermains network to service the North West suburbs in the Carrickpherish, Bawndaw, Gracedieu, Knockhouse area. This includes construction of a 550m³ water tower and an 8,800m³ ground level reservoir at Gracedieu West. Completed June 2010*
4. *Water Conservation and Mains Renewal / Rehabilitation. 65% completed*

11.4 Main Drainage and Waste Water Treatment

As outlined in the last City Development Plan, the development and upgrade of the City's waste water drainage and treatment system is essential to the future sustainable development of the City and to the improvement of water quality in the area.

Major drainage and waste water treatment upgrades have since been delivered during the lifespan of the last City Development Plan.

Phase 2 of the Waterford Main Drainage scheme was completed by Waterford City Council in 2010.

The scheme entailed:

- Provision of new Waste Water Treatment Plant at Gorteens, Co. Kilkenny, providing for the preliminary, primary and secondary treatment of the wastewater before discharge to the River Suir.
- The transfer of the City's wastewater via the provision of collector sewers, pumping stations and rising mains along the southern and northern side of the River Suir, to collect and deliver waste water to the Treatment Plant.

The earlier Phase 1 of the Waterford Main Drainage scheme was completed in the 1990's, comprising the construction of several main interceptor sewers through the City, and Waterpark Pumping Station/Outfall.

The new wastewater treatment plant at Gorteens became fully operational in 2010. The plant has a design Population Equivalent of 190,600 which caters for the existing

(47,000) and a future (68,600) City population. The provision of this plant has also increased the attractiveness of the city and environs to industrial development.

From a main drainage network perspective the City is well served, with the majority (circa 70%) of remaining undeveloped residential lands being readily serviceable. As for lands where there are existing drainage deficiencies, they have been phased accordingly under the core strategy phasing strategy outlined in chapter 2. That phasing in turn was heavily influenced by the level of drainage provision/serviceability within these areas.

Funding streams for planned expansion of the main drainage system to existing undeveloped neighbourhood areas such as the Gracedieu area, have been impacted by current economic difficulties, and as such are unlikely to occur in the short to medium term. These lands have thus been classified as strategic reserve under the core strategy phasing and it is envisaged that they will function as such for the lifetime of the Development Plan. Furthermore, it is anticipated that the future provision of main drainage in these areas will have to be private sector led.

The amount of lands zoned for housing development in the Development Plan, as demonstrated in the Core Strategy, is more than adequate to accommodate the projected demand.

Water Quality Management

Clean water is one of our most important national resources. Human activities have led to deterioration in water quality over many years. The Water Framework Directive 2000/60/EC was adopted by the EU in order to halt and reverse the decline in water quality. As noted already the Directive sets very strict deadlines for meeting water quality objectives, especially in protected areas. The South Eastern River Basin Management Plan (SERBMP) sets out how to achieve the objectives of the Directive in the South East River Basin District. Key amongst these measures are the implementation of the following national environmental legislations i.e. Environmental Objectives (Groundwater) Regulations (SI 9 of 2010) and the Environmental Objectives (Surface Water) Regulations 2009 (SI 272 of 2009). Both of these require of public authorities to examine and review existing discharge authorisations to ensure that the emission limits laid down in authorisations support compliance with the new water quality standards. Key actions implicit in these regulations are the alignment of River Basin Management Plans with land use and spatial plans, conservation and heritage plans, water services strategic plans, pollution reduction plans, waste and sludge management plans, major accident emergency plans and flood risk management plans.

Waterford City Council's existing and future provision of water and environmental services is bound by relevant objectives/measures of the South East River Basin Management Plan. Proposed water and drainage policies, coupled with existing drainage infrastructure and environmental services, ensures the City Development Plan's alignment with the South East River Basin Management Plan.

However for Waterford, the issue of primary pressures (potential sources of pollution) on the groundwater bodies in the City are mainly historical in origin. The primary

pressures on the river bodies in the City are from municipal and industrial discharges, tidal pollution and dumping.

The following measures are being implemented by City Council with a view to indentifying the source and removing these pressures.

- Industrial pipe networks are cleaned, repaired and rerouted on an ongoing basis to remove contaminated industrial discharges to the storm system. Water quality in the City's 'Lisduggan Stream' is now within EPA permitted limits.
- Municipal waste contamination of storm sewers is another source of pollution. These are investigated by City Council on an ongoing basis culminating in the rerouting of the sewer and or removal of the erroneous discharge, following initial detection. This currently operative remediation system is supported by mobile CCTV, a tanker with jetting and suction facilities, and smoke based foul water tracking system.
- The new waste water treatment plant is already contributing to tidal pollution reduction in the St John's River from the River Suir.
- Remediation of the old landfill site at Kilbarry comprising management of leachate and surface water is also reducing contamination in the St John's River from the site. Clean ups of rivers within the City are carried out by City Council on an ongoing basis.

Biological surveys and assessments are regularly carried out on the habitats and associated plant and animal life of the rivers. Recent findings from these surveys confirm all of freshwater sites assessed in the St. John's River catchment improved by half a Q-value from February to December 2010. In September 2011, a further improvement by half a Q-value was recorded at the two sites on the Lisduggan Stream. A pollution impact that was previously recorded at the Industrial Estate in February and December 2010, is no longer evident. (Biological Assessment / Pascal Sweeney / 2011)

The City Council controls 12 licences to discharge water to a sewer under Sections 16 of the Local Government (Water Pollution) Act, 1977 and one licence to discharge to a river under Section 4 of the Act.

The Development Plan policies and objectives is thus consistent with the South East River Basin Management Plan 2009-2015 policies and objectives.

11.5 Water Supply and Drainage Policy

Water Supply Policies:

- To continue the development of the water supply system so as to ensure that an adequate supply of piped water of suitable quality for domestic, commercial, industrial, fire safety and other uses, is available for the sustainable development of the city (POL 11.5.1)
- To maintain and improve the information and control system for the water supply network. (POL 11.5.2)

- To maintain and expand the water conservation programme, and the watermain rehabilitation programme, in order to conserve valuable resources, business and industry. (POL 11.5.3)
- To design and construct water supply improvement schemes to remedy infrastructural deficiencies. (POL 11.5.4)

Drainage Policies:

- To promote the improvement of water quality in the rivers and watercourses in accordance with the provisions of the Water Framework Directive and to ensure the protection of Waterford Harbour Shellfish growing area. (POL 11.5.5)
- To provide for the control of surface and storm waters arising from developments within the City. (POL 11.5.6)
- To ensure that all developments have and are provided with satisfactory drainage systems in the interests of public health and the avoidance of pollution of ground water (POL 11.5.7)
- To provide for continued water quality monitoring of the City's Surface Water Drainage system. (POL 11.5.8)
- To remediate and enforce against unauthorized discharges to the surface water drainage system. (POL 11.5.9)
- To seek to alleviate flood risk in areas currently liable to flooding (POL 11.5.10)
- Developments located outside areas readily serviced by the main drainage system (Phase 1 lands) shall be considered on their merits. These would generally constitute Phase 2 lands. Proposals for extension to the main drainage system shall be required to satisfy a Core Strategy justification and demonstrate avoidance of sewerage pumping arrangements where feasible. (POL 11.5.11)
- There shall be a presumption against development involving communal treatment or septic tanks (POL 11.5.12)
- Individual septic tanks will not be permitted where main drainage is available or is likely to be provided within a reasonable period. (POL 11.5.13)
- Development proposals in the rural part of the city will be considered in accordance with the policies set down in Chapter 10 and individual septic tanks will only be permitted for otherwise acceptable proposals where compliance with the EPA Guidelines can be demonstrated. (POL 11.5.14)
- The City Council will consider the provision by developers of

interim/permanent infrastructural services, including water supply, main drainage and waste water treatment systems, where such provision is in accordance with the core strategy and the zoning objectives for the area, is designed and constructed in accordance with agreed specifications, makes due provision, if required, for the servicing of other zoned lands in the vicinity, and is compatible with the longer term infrastructural services planned for the area (POL 11.5.15)

- Where water or waste water pumping is required, it may be a ~~later~~ requirement that such services or facilities, for example, waste water plants or pump houses, be decommissioned and removed following the provision of longer term infrastructure at a future date. (POL 11.5.16)
- In order to ensure that the resources and energy devoted to the main drainage system are conserved, it shall be a requirement in all new developments that separate foul and surface water drainage systems be provided and where feasible in new redevelopment schemes. (POL 11.5.17)
- In the newly developing neighbourhoods all surface and storm water discharges shall be attenuated and sustainable urban drainage systems utilised. Attenuation schemes may be combined with the provision of public amenity areas through the provision of water features, wildlife refuges and other desirable elements. (POL 11.5.18)

11.6 Flooding

Flooding events have become more pronounced in Ireland in recent years. Low lying parts of Waterford City are prone to both river and tidal flooding and sometimes a combination of both when certain meteorological conditions arise, given its location on tidal estuary of the River Suir. City Council has been very pro-active in mitigating against future flooding incidents in the City.

Waterford City Flood Alleviation Scheme

The Preliminary Report on the John's River Drainage Scheme was completed in 2001. The report included; an investigation into the sources of flooding in Waterford City; a comprehensive hydrological study; the creation of a detailed hydraulic model of the John's River to predict flood levels; and examined solutions to protect the city against flooding for up to the 100 year return period event. The report concluded that the most effective solution was river containment through the construction of flood walls and flood embankments on the south banks of the River Suir and on both banks of the John's River & Lisduggan Stream up to the Tramore Road area and the raising of sections of the Tramore Road.

In 2004, a further study investigating the potential for phasing the scheme concluded that the scheme could be divided into 5 separate stand alone phases.

Further studies were carried out in 2008 which resulted in a revision to the design flood levels – accounting for the 200 year return period and the scheme was re-titled 'Waterford City Flood Alleviation Scheme'. Phase 1 of the scheme was then advanced

to detailed design and construction. The Phase consisted of the construction of flood defences (mostly Glass Floodwalls) along the south quays of the River Suir from Grattan Quay to Adelphi Quay and on the north bank of the John's River as far as the Courthouse. Construction was completed in May 2010.

Flood defences works were also constructed on the banks of the John's River in two lowlying areas of the city that are regularly inundated by floodwaters – Scotch & George's Quay and Waterside. Construction of this separate contract titled 'Waterford City Flood Alleviation Scheme – Phases 2 & 3 Advanced Works' was completed in February 2011. A modified Phase 5 which involved raising sections of the Tramore Road was also carried out as a separate contract, and completed in 2010.

Construction of the remaining phases (2,3 & 4) is due to commence in 2012 as one contract involving floodwalls and flood embankments on south bank of the River Suir downstream of its confluence with the John's River and on both banks of the John's River and Lisduggan Stream as far as the Regional Sports Grounds and the Tramore Road Area. The finishing of this contract (due for 2014) will see the completion of the works under the Waterford City Flood Alleviation Scheme and the areas of the city most prone to flooding protected against flood events up to the 200 year return period. It is worth noting that the flood defences (constructed and proposed) under the Waterford City Flood Alleviation Scheme include for a minimum freeboard of 0.5m. This means that the finished height of the flood defences is at a minimum half a metre above the calculated design flood level and should account for uncertainties in the modelling/ flood level estimation process.

River Suir CFRAM

The River Suir Catchment and Flood Risk Assessment and Management Study' (CFRAM) and the associated 'River Suir Catchment Flood Risk Management Plan' (CRFMP) are ongoing, with predictive flood risk mapping to be produced by the end of 2013 and the FRMP finalized by the end of 2015. This was an initial pilot study of the Office of Public Works (OPW). Waterford City Council was a participating local authority in the study and subsequent preparation of the Plan. The CFRAM studies were developed to meet an EU Directive requirement on the assessment and management of flood risks which was adopted in October 2007 (the 'Floods Directive'). This directive was transposed into Irish law in March 2010 (S.I. No. 122 of 2010).

This 'Floods Directive', which is aimed at reducing and managing flood-related risks to human health and life, the environment, cultural heritage, economic activity and infrastructure, links closely to the implementation of the Water Framework Directive, which also requires EU Member States to develop a preliminary Flood Risk Assessment including flood risk maps for all river basins/catchments, the OPW Preliminary Flood Risk Assessment (PFRA) Maps have been published.

Strategic Flood Risk Assessment

The Joint DOECLG/OPW '*Planning System and Flood Risk Management – Guidelines for Planning Authorities*' were published in November 2009. The Guidelines were issued under Section 28 of the Planning and Development Act 2000

as amended, and specifically require Planning Authorities to introduce flood risk assessment as an integral and leading element of their planning functions. In terms of Development Plan making it ensures that the various steps in the Plan making process, including its associated Strategic Environmental Assessment (SEA), are supported by an appropriate Strategic Flood Risk Assessment (SFRA). Such SFRA is an area-wide examination of the risks of flooding to support spatial planning decisions such as the zoning of particular areas for development.

The core objectives of the Guidelines are:

- Avoid inappropriate development in areas at risk of flooding;
- Avoid new developments increasing flood risk elsewhere, including that which may arise from surface water run-off;
- Ensure effective management of residual risks for development permitted in floodplains;
- Avoid unnecessary restriction of national, regional or local economic growth;
- Improve the understanding of flood risk among relevant stakeholders;
- Ensure that the requirements of the EU and national law in relation to the natural environment and nature conservation are complied with at all stages of flood risk management.

In order to achieve these objectives the following principles are applied:

- Avoid the risk, where possible,
- Substitute less vulnerable uses, where avoidance is not possible, and
- Mitigate and manage the risk, where avoidance and substitution are not possible

The Planning Guidelines introduce the principle of a risk-based sequential approach to managing flood risk and outline how Planning Authorities can apply this approach to their Development Plan making process. From a development control perspective proposed future development on lands identified on the SFRA maps as being at risk of flooding, shall be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed.

The Planning Guidelines also set out the principles of a ‘Justification Test’, providing for the possibility of exceptions to the restriction of development due to potential flood risks, in cases where a planning need exists and the sustainable management of flood risk has been demonstrated.

Justification Test’

The requirement of a ‘Justification Test’ is to rigorously assess the appropriateness, or otherwise, of particular developments, for reasons strategic growth targeting and/or the need for compact and sequential development of urban areas, proceeding to be considered for development in areas of high or moderate flood risk.

The test takes two forms. The first is the Plan-making Justification Test used in the preparation of the Plan in respect of lands zoned which were deemed to be at high or moderate flood risk. The second is the Development Management Justification Test used at the planning application stage where it is intended to develop land at moderate or high risk of flooding for uses or development vulnerable to flooding that would generally be inappropriate for that land.

Flood Risk Assessment

A Flood Risk Assessment (FRA) examines the existing flood risk in an area in terms of the likelihood of flooding and its consequences.

The Planning Guidelines set out the three stages of flood risk assessment as follows:

Stage 1 - Flood Risk Identification (primarily desk based)

Stage 2 - Initial Flood Risk Assessment (following on from Stage 1 if flood risk identified)

Stage 3 - Detailed Flood Risk Assessment (must be carried out where stage 1 and 2 indicate that possible zoning or development may be subject to significant flood risk)

In implementing the Guidelines, Waterford City Council engaged Consulting Engineers to undertake a Strategic Flood Risk Assessment for the City to inform the preparation of the City Development Plan (2013-2019). See Appendix 3 for Flood Zone Map.

The recent flood risk assessment undertaken for the Waterford City Development Plan preparation is summarised hereunder:

Stage 1: Flood Risk Identification

The following areas in the City have historically suffered from recurring floods.

- Park Road/Newtown Road
- The Quay
- Poleberry
- Tramore Road

Stage 2: Initial Flood Risk Assessment

Studies completed as part of the Waterford City Flood Alleviation Scheme identified the low-lying areas of the city being prone to flooding. Recently updated cost benefit report for the scheme marked out the extent of the lands which would benefit from the scheme. When compared with the land use zoning reflected in the City Development Plan, it was evident that certain zoned lands for development were located within the flood zones classified as 'Highly Vulnerable' to flooding. Accordingly detailed flood risk assessment (Stage 3) was deemed required.

Stage 3: Detailed Flood Risk Assessment

Stage 3 detailed flood risk assessment of the City concluded that the main source of flooding in the city was attributable to the River Suir, John's River and Lisduggan Stream overtopping their banks. Flooding from the River Suir and the lower reaches of the John's River was mostly tidal in nature. Flooding in the upper reaches of the John's River (Kilbarry Bog) and Lisduggan Stream was mostly attributable to fluvial flow. Flooding in the intermediary reaches of the John's River was considered as a result of either large fluvial flows or extreme tides or a combination of both. Design flood levels were determined and approved for the Waterford City Flood Alleviation Scheme. Utilising existing topographical information supplemented with ground levels provided

by the OSi National Height model the extent of the 200 year flood was determined (Flood Zone A). The statistical analysis used to calculate the design flood level was used to extrapolate the 1000 year return period flood levels. This information was used to determine the extent of the 1000 year flood (Flood Zone B). All other areas, above the 1000 year flood extent, were considered to be in Flood Zone C. The flood zone map is also included in the SFRA report and outlined on the City Development Plan Zoning Objectives map

As evident from the flood mapping a large amount of the land within the flood zone has been zoned as open space in the Development Plan. These lands include Kilbarry Bog, Peoples Park, Bohemians Soccer Ground, Erin's Own GAA Grounds etc and are considered as appropriate 'water compatible' development. They also accord with the avoidance principle of the Sequential Approach. However a similarly large amount of other zoned lands lying within the flood zones were not considered as 'water compatible' development. Such zoned land including the south quays and other low lying parts of the City, in accordance with Planning Guidelines, were subject to a Justification Test in order to determine the appropriateness of the zonings.

Outcome of Justification Tests

Individual Justification Tests for lands zoned for development within the Flood Zones are detailed in Appendix C of the SFRA. The Justification Tests examined each zoned land parcel against three justification criteria for Development Plans outlined in the Guidelines. The outcome of these tests are summarised as follows:

- All land zoned for development within the Flood Zones in the city centre or adjoining the core of the city passed the Justification test primarily due to its Gateway designation, location and appropriateness for compact urban development and the fact that flood risk to these lands is managed through the protection works associated with the Waterford City Flood Alleviation Scheme. Loss of floodplain storage was not considered a significant issue for these lands due to their location behind City flood defences and the tidal nature of flooding in these areas. Once the floor levels of any future development in these areas are set above the design flood level, it was considered that flood risk to these lands would be minimised. The design flood levels for this area are set out in the SFRA. Notwithstanding this it is a requirement that any proposed development of these lands should be subject to a Site Specific Flood Risk Assessment to ensure that flood risk has been accounted for.
- Zoned lands adjoining the city centre but outside the scope of the Waterford City Flood Alleviation Scheme, in particular lands on the north and south banks of the River Suir, also passed the Justification Tests. However, any proposed development of these lands should be subject to a Site Specific Flood Risk Assessment to ensure an appropriate site layout to address any flood risk.
- Zoned lands away from the core of the city centre but within the Flood Zones, in particular lands surrounding the Kilbarry Bog and on the banks of the River Suir to the south east, were not considered to have passed the Justification Tests. However only small portions of these lands encroach into the Flood Zones. Instead of re-zoning the relevant parts of these lands it was considered just as effective to ensure

that any future development of the land would be restricted to the areas outside of the Flood Zones. Alternatively, development of the portions of these lands located within the Flood Zones could be restricted to ‘water compatible’ use only. This is considered particularly important for the lands surrounding the Kilbarry Bog. Any development encroachment into the Flood Zones in these areas would, due to its location above the tidal reach of the John’s River, have a negative impact on the floodplain and lead to a potential increase in flood risk to other areas.

11.7 Flooding and Development Management

Flood Developments Management Standards including Flood Risk Mitigation are outlined in the Development Management Section in Chapter 12.

Policy:

- Applications for development on lands identified on the SFRA maps, shall be subject to a site specific Flood Risk Assessment appropriate to the type and scale of the development being proposed, and pass the Development Management Justification Test as detailed in the Flood Risk Management Guidelines in accordance with the Planning Guidelines requirements and those of the Waterford City SFRA. (POL 11.7.1)
- Development that is vulnerable to flooding will not be permitted in an area identified as being at high (Flood Zone A) or moderate (Flood Zone B) flood risk (as set out in the Guidelines), unless the criteria as set out in the Justification Test are satisfied. (POL 11.7.2)
- All applicants shall primarily be responsible in the first instance when making a planning application for assessing whether there is a flood risk issue and how it will be addressed in the development they propose. (POL 11.7.3)
- Relevant portions of zoned development land which failed the SFRA Justification test shall be restricted to ‘water compatible’ use only (POL 11.7.4)

Objectives:

- To facilitate the full implementation of the flood relief scheme within the Plan period. (OBJ 11.7.1)
- To update and review the Strategic Flood Risk Assessment and flood zone maps for the City as new flood risk information becomes available. (OBJ 11.7.2)

11.8 Energy & Climate Change

Energy

The provision of an adequate energy supply is essential to sustainable and long term economic growth of Waterford City. The City Council is supportive of the further installation of infrastructure that will assist in the City’s Development .

The City Council will support sustainable energy policies on a national basis and the development of a sustainable energy policy both locally and regionally. Such a policy should include;

- Upgrading to the electrical network including new 400KV, 220KV and 110KV lines, which will accommodate greater levels of electricity generated from renewable energy and allow a more flexible generation portfolio.
- The building of a gas fired electrical generation plant at “Great Island” will provide generated electrical energy, within close proximity to Waterford city.
- The building of a 500 MW Electrical interconnector between “Great Island” and the European electrical grid, will provide security of electrical energy supply for future generations.
- The upgrading of the natural gas network, to cater for additional demand.
- Electrical infrastructure that will facilitate the powering of electrical vehicles.
- Infrastructure that will facilitate the installation of heat energy from renewable energy technologies.

Waterford City Council recognizes the need to reduce dependency on imported fossil fuels improve energy efficiency in transport / electrical consumption / heat energy and develop alternative renewable energy solutions. Waterford City Council will implement European Union, National & Regional Energy Policies / Strategies where applicable and strive to meet goals as set in the Sustainable Energy Policies / Strategies.

To date progress has been made on a number of sustainable energy Projects; which include;

- Waterford Energy Bureau, is the local energy agency for Waterford City and is one of 400 Energy Agencies, located throughout the EU.
- Waterford City Councils more recent house and other building projects, contain a range of energy efficiency measures that match or exceed Building Regulation Standards.
- The installation of electrical vehicle charging points and additional cycle lanes will reduce the transport energy requirement of the City.
- The implementation of the “Building Energy Directive” and the previously adopted policy of all building developments complying with a minimum low energy performance as a pre-requisite to receiving planning permission.

Overall Policy:

- Waterford City Council recognizes that Waterford can be Irelands lead City in Sustainable Energy Technologies. Waterford City Council will utilize where feasible and sustainable indigenous energy supplies such as biomass, wind, biogas, bio-fuels, solar energy and new innovative energy solutions. (POL11.8.1)

Energy Efficiency Building Policy

All new building developments shall comply with a minimum low energy performance as a pre-requisite to receiving planning permission (a calculation as per regulation standards shall be submitted with the planning application). Waterford City Council will strictly enforce Building Regulation Standards relating to energy consumption and any subject upgrades to these standards.

Policy:

- The City Council will support and facilitate the sustainable provision of improved energy supply / infrastructure to the city and environs in order to support economic growth and social development. (POL11.8.2)
- The City Council will promote a culture of adopting energy efficiency / renewable energy technologies and energy conservation within its own activities and in the provision of services. (POL11.8.3)
- The City Council will strive to improve the energy efficiency of its own 3000 social housing units and source a variety of national and EU funding to achieve this. (POL11.8.4)

Climate Change

Climate change is identified as the most significant and threatening global environment problem facing humanity today. Global consensus has recognised that cuts of up to 70% in global green house gas emissions are needed over the coming century in order to stabilise concentrations in the atmosphere at twice pre-industrial levels. The Irish Government ratified the Kyoto Protocol in 2002 and is legally bound to take actions to reduce emissions through their commitments with the EU under Kyoto. As part of EU targets under the Kyoto Protocol, Ireland has agreed to limit the growth of green house gas emissions by 13 % above 1990 levels by 2008- 2012 period.

In October 2011 Waterford City Council adopted a Climate Change Strategy which, set actions to be implemented up to 2020. This policy is reflective of actions set for Local Authorities in the National Climate Change Strategy and includes;

- Reduction in energy use and source energy from more sustainable sources.
- Implement green procurement practices.
- “Raising awareness of the effects of Climate Change”
- Sustainable low energy Housing/Building Projects.
- Planning Policies will be supportive of the development of a low carbon emitting society.
- Implementation of sustainable Transport policies, that will favour greener transport activities.
- Support more Sustainable Waste Management practices.
- Waterford City Council will implement activities that reduce the effects of Climate Change within its other statutory functions.

Policy:

The implementation of Climate Change Reduction measures in Energy Consumption, Procurement activities, raising awareness, building projects, planning policies, transport activities, waste reduction actions and within the other statutory functions of Waterford City Council will contribute directly to reducing direct emissions by WCC and indirectly through implementing policies and practices that will result in a reduction in emissions by others. (POL11.8.5)

11.9 Environmental Monitoring and Enforcement

The City Council's Environmental Enforcement performance is documented annually in its *RMCEI (Recommended Minimum Criteria for Environmental Inspections) Plan*, where achievements for the previous year are recorded and proposals for the current year are prioritized and scheduled in the form of 'Inputs', 'Outputs' and 'Outcomes'. This Plan comprehensively details all Environmental Enforcement Activities undertaken by the City Council in the areas of Water Supply, Waste Water, Water Pollution, Waste Management and Litter Control.

Local Authorities are required to prepare and implement enforcement policy in respect of unauthorised waste activities within their functional areas as per DOEHLG 2008 policy guidance.³¹ Waterford City Council's 'Enforcement Policy' document is reviewed annually and outlines policies and procedures for dealing with and where appropriate prioritises environmental protection such as enforcing against unauthorised waste activities. It in turn is fully compliant with the 2006 Waste Framework Directive.³²

An overarching objective of the enforcement policy is to deliver effective, proportionate and dissuasive action against illegal operators in the City by means of appropriate surveillance, investigations and policing on the ground and where necessary using the legislative powers under the Waste Management Acts. The City Council service is provided by a dedicated environmental enforcement team who operate under a wider Environmental Enforcement Network, comprising of the Office of Environmental Enforcement, An Garda Siochana, the EPA, other Local Authorities and Regulatory bodies within the State. The team polices littering and illegal waste activities in the city with a view to presenting the City in the best possible light. City Council's Environmental Awareness Officer in communication with local schools, residents associations, community groups, and local media promotes better environmental awareness and highlights the consequences of non-compliance with environmental legislation.

11.10 Waste Management

Waste management is one of the most problematic and controversial environmental issues. The production of waste is a manifestation of inefficient use and management of natural resources. The internationally recognised hierarchy of waste management options is: -

³¹ As per Policy direction (Circular WPRR: 04/08), of the 25th July, 2008, issued by the Minister for the Environment Heritage and Local Government under **Section 60** of the Waste Management Act 1996

³² Directive 2006/12/EC of the European Parliament and of the Council on waste

- Prevention
- Minimisation
- Reuse/Recycling/Recovery
- Environmentally sustainable disposal of waste which cannot be prevented or recovered

The management of waste is not solely the responsibility of the Local Authority. Waste management is an issue which must first be addressed nationally, then regionally, then on a city wide basis and finally by individual waste producers.

Waste Collection

A new separate collection wheeled bin system was introduced in 2003. This provides for the separate collection of dry recyclable waste, compostable waste and residual waste. The new service has delivered many benefits, including a substantial reduction in the volume of residual waste to be disposed of and a notable increase in public awareness of waste management issues.

Waterford City Council withdrew from the direct provision of the domestic waste collection service in 2011; The domestic refuse service market is now served by a number of private operators. The City Council continues, however to provide a 'Bulky White goods' collection service to its citizens and provides a bring bank to the civic amenity site.

A municipal composting plant was operating at Kilbarry but it is currently temporarily closed for redevelopment. The former municipal landfill site at Kilbarry is closed since 2005 and is now being remediated and developed as a public amenity space which will open to the public in 2012.

The City Council has promoted a range of initiatives to encourage the prevention, minimisation, reuse and recovery of waste. These initiatives include the provision of a Civic Amenity Site at Kilbarry, the provision of bring centres, the launching of various anti-litter programmes and environmental awareness initiatives, and the enforcement of the Litter Pollution and Waste Management Acts.

Waste Management Plans

The current Joint Waste Management Plan for the South East Region was made in June 2006. It was expected that a review of the Plan would have commenced prior to June 2011 as such Plans were subject to a review at five yearly intervals. However, the new Waste Framework Directive (formally known as Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste and repealing certain Directives) made changes to the establishment of waste management plans. The directive was transposed into Irish law by the European Communities (Waste Framework) Regulations 2011, which came into effect on 31 March 2011 and imposes an obligation to evaluate the existing Plan. The consequence of this provision is that the current Plan continues to have effect and that it must be evaluated by 31 December 2012. The evaluation process has commenced and consequent upon its completion, the joint waste management plan for the South East will be revised as appropriate to comply with the Waste Framework Directive as transposed through European Communities (Waste Directive) Regulations 2011 (S.I. 126 of 2011).

The purpose of a joint waste plan are to: -

- Appraise waste arising in the region,
- Adopt a fresh approach to their management,
- Place their regional management on a statutory footing,
- Appraise the economies of scale and environmental benefits of acting jointly,
- Provide a framework for joint waste management over a 20 year period.

The current Plan reaffirms the international waste management hierarchy and the primary objective of the Plan is to secure best environmental management of all waste including preventing and minimising the generation of waste whenever practicable.

A Development Plan is deemed in law to contain the policies and objectives of the joint Regional Waste Management Plan.

Policy:

- It is the policy of the City Council to implement the Joint Regional Waste Management Plan policies and objectives for the region. (POL 11.10.1)
- It is the policy of the City Council to fully participate in the evaluation and potential review of the Joint Waste Management Plans in the region. (POL 11.10.2)
- It is the policy of the City council to enforce waste and litter legislation in the city and to impose fines and prosecute those who do not comply with the law in this regard. (POL 11.10.3)
- The City Council regulates all waste operators in its area of jurisdiction through a system of Permitting and Certification. (POL 11.10.4)

Objectives:

- To continue and expand environmental awareness initiatives designed to create increased public awareness of waste prevention, minimisation and reuse. (OBJ 11.10.1)
- To identify and promote further waste prevention and recovery/recycling initiatives. (OBJ 11.10.2)
- To provide for additional recycling, including composting facilities both on a city-wide basis and within the neighbourhoods and to promote the recovery/recycling of all food waste. (OBJ 11.10.3)
- To consider, when undertaking development or when authorising or permitting development, the provision of a waste minimisation, prevention and reuse programmes and facilities including: -
 - the provision of recycling facilities within developments.
 - the imposition of conditions requiring the implementation of waste management programmes, including schemes for the management of construction and demolition waste, on development sites. (OBJ 11.10.4)

11.11 Fire Service

The City Council provides fire service for the city, parts of Counties Waterford and Kilkenny. The service deals with operational incidents, fire prevention programmes and fire safety promotion.

Policy:

- To continue the programme for development of the Fire Service, including provision of training and equipment procurement. (POL 11.11.1)
- To co-operate with the adjoining Local Authorities in the development of the Fire Service. (POL 11.11.2)
- To implement effective fire prevention programmes under the Fire Services Act 1981 and the Building Control Act 1990. (POL 11.11.3)
- To implement the Fire Services Change Programme. (POL 11.11.4)
- To implement the National Framework for Major Emergency Management. (POL 11.11.5)
- To provide for the relocation of the Waterford City Fire Station. (POL 11.11.6)

CHAPTER 12

ZONING POLICY & OBJECTIVES

12. ZONING POLICY AND OBJECTIVES

12.0 Introduction

The purpose of land use zoning is to indicate the development objectives for all the lands within the City. Zoning aspires to promoting the orderly development of the City, to eliminating potential conflicts between incompatible land uses, and to establishing an economic basis for investment in public infrastructure and facilities.

The Development Plan supports economic growth through land use zoning, infrastructural investment and through an integrated approach to transportation provision. Clear and concise zoning objectives including indicative permitted uses therein assist those contemplating and or proposing new land uses in determining whether or not a location is suited in principle to the intended use.

Zoning policies must have regard to the strategic policies underlying the Development Plan. These include the principles of sustainable development, the integration of land use and transportation planning, the concept of the compact city, the neighbourhood strategy and the protection of natural environment and resources.

The zoning strategy therefore has been informed by the following guidance and criteria:

- Core Strategy informed by National, Regional and Local Policy context, i.e. NSS, RPG's and PLUTS
- A Sequential Approach
- The Neighbourhood Strategy
- An Assessment of Need (Core & Housing Strategy)
- Flood Risk Assessment
- Retail Strategy
- Water, Drainage and Road Infrastructure – existing and planned
- Supportive infrastructure – social, community and commercial facilities
- Physical Suitability
- Strategic Environmental Assessment
- Natura Impact Assessment
- Environmental and Heritage Policy

The zoning strategy is designed to ensure that adequate, suitably located and serviced land is available to cater for the orderly development of the City having regard to:

- The need to reduce urban sprawl
- The need to reduce reliance on private transport
- The maintenance of a clear line between the built up urban area and the rural area
- The promotion of higher residential densities in the City
- The promotion of a balanced development between different areas of the City
- The promotion of the neighbourhood concept

- The maintenance of a vibrant and vital city centre

Section 8 of the Planning & Development Act 2000 provides that there shall be no presumption in law that any land zoned in a Development Plan shall remain so zoned in any subsequent Development Plan.

In accordance with the key principles of the Waterford PLUTS the zoning strategy seeks to deliver sustainable development patterns through the location of business and employment opportunities in close proximity to housing, which in turn creates easy access to local services and facilities. The Strategy, in accordance with the neighbourhood strategy embraces the concept of the “compact city”. The continued role of neighbourhood centres in the creation of sustainable residential neighbourhoods is again of paramount importance to the sustainable growth of the City.

It is proposed to designate 13 land use zones in the Development Plan 2013-2019

- 1) To protect and improve existing residential areas and their amenities and provide for appropriate residential infill opportunities where feasible.
- 2) a) To provide for new residential areas and their amenities.
b) To provide for new low density residential areas and their amenities.
- 3) To protect, provide and improve City Centre Commercial uses.
- 4) To provide and improve General Business uses.
- 5) To provide for strategic industrial development.
- 6) To provide for industrial, employment and related uses.
- 7) To provide for science and technology based enterprise.
- 8) To protect, provide and improve community facilities.
- 9) To preserve and provide for recreational uses, open space and amenity facilities
- 10) To protect and conserve rural character and preserve agricultural uses.
- 11) To promote the development of mixed use sites.
- 12) To promote the development of opportunity sites.
- 13) To preserve lands as a strategic reserve for the duration of the Development Plan period.

12.1 Residential Development

The Waterford City Development Plan 2007-2013 zoned a total of 1137 ha of land for residential development. This area comprised approximately 790 ha of already developed land albeit with limited infill development opportunities and the balance of 347 ha comprising relatively undeveloped land.

The Core Strategy for the Development Plan, has demonstrated that the level of undeveloped residential zoned land remaining in the City as of December 2011 was 353 ha (70 ha of which has extant residential permissions thereon). This land comprises uncommitted residential zoned land, low density uncommitted residential zoned land and committed residential zoned land. A breakdown of same on a neighbourhood basis is set out in table 12.1. The Core Strategy, in demonstrating consistency with the RPG’s population targets for Waterford City, has determined that 240 ha of residential zoned land will be provided for the Plan period 2013-2019, which comprises the maximum permissible 150% over zoning provision.

While the servicing of lands under the Serviced Lands Initiative has removed, to a large extent services deficiencies in planned expansion areas of the City, deficiencies remain in some areas. They predominantly relate to the mains drainage network and are expanded upon in section 12.1.2. The core strategy has had regard to this in its phasing of residential zoned land for the Plan period. In the past such infrastructure shortcomings were often redressed under capital spending programmes, however given the current prevailing economic conditions the future removal of any such infrastructural deficiencies will most likely have to be private sector led.

Extent of residential land remaining from the last Plan.

The remaining undeveloped residential zoned land in the City is dispersed between the Northwest Suburbs, Ballybeg/Kilbarry, Dunmore/Williamstown Roads and Ballytruckle/ Kilcohan areas of the City. Planned residential expansion in Northwest Suburbs area of the City has not occurred in accordance with the timelines envisaged in the current or preceding City Development Plans. As outlined in Chapters 2 and 7, this area encompasses Carrickphierish and Gracedieu neighbourhoods. Carrickphierish, the larger of the two neighbourhoods, was envisaged as fully developing over the lifespan of the 2002 and 2007 City Development Plan periods. Gracedieu was then to follow once substantive development had been achieved in Carrickphierish. As reflected in table 12.1 below, as of November 2012, 51 hectares of undeveloped residential land remains in Carrickphierish. Of this, 31.4 hectares is currently committed for residential development under extant permissions. Gracedieu remains unserviced from roads and drainage perspectives and thus has been appropriately classified as a phase 3 strategic reserve under the Core Strategy and will be zoned accordingly.

Table 12.1 Undeveloped residential zoned land remaining in the Neighbourhood Areas of the City as of November 2012

Area	Uncommitted residential Zoned land	Uncommitted Low density Residential Zoned land	Committed Undeveloped land (extant permissions)	Total
Carrickphierish	15.6 ha	4.2	31.4 ha	51.2ha
Gracedieu	74.4 ha	-	-	74.4ha
Ballybeg/Kilbarry	46.7ha	53 ha	5.6ha	105.3ha
Ballytruckle/Kilcohan	26.1ha	-	5.7ha	31.8ha
Dunmore/Williamstown Roads	42.8ha	26.1 ha	28.6ha	97.5ha
Total	205.6ha	83.3ha	71.4 ha	360ha

In **Ballybeg/Kilbarry** neighbourhood, despite 105.3 hectares of undeveloped residential zoned land remaining from the last Development Plan, private sector residential development has occurred here under the last Plan. While servicing of lands in the area under the serviced lands initiative removed the majority of infrastructural deficiencies, some deficiencies remain. The Core Strategy's phasing of residential zoned land in this area, has fully accounted for the level of services availability. Accordingly 28.5 hectares of former low density residential zoned land, located between the Lacken Road and Kilbarry Bog pNHA, is now classified as a

Phase 3 strategic reserve for the Development Plan period under the core strategy and will be zoned accordingly.

The **Dunmore Road Area**, including the Williamstown Road, comprising the neighbourhoods of Farronshoneen/Ballinakill and Knockboy/Blenheim, has facilitated the greater majority of residential expansion in the City over the last 20 years. The majority of the intervening residential land between these radial routes has been largely built out or where not is committed to residential development under extant permissions. However when factoring in all residential zoned land in the area, as of 7 November 2012, 97.5 hectares of undeveloped residential zoned land still remains. The core strategy's phasing has classified 9.6 hectares of this existing residential zoned land, adjoining Blenheim, as a Phase 3 strategic reserve for the Development Plan period and it has been zoned accordingly.

Significant residential expansion has occurred in the southern area of the **Sacred Heart**³³ neighbourhood under the last Development Plan, nevertheless 23 hectares of undeveloped residential zoned land remained in the southern area as of November 2012.

Proposed Residential Zoning for the Plan Period 2013-2019

The residential zoning strategy herein gives spatial expression to the extent of residential zoning land, and is one of consolidation and infill. The strategy adheres to the core strategy and its associated phasing as outlined in Chapter 2. It also follows a sequential approach where new residential development is planned to occur alongside and expand outward from existing, where practical to do so.

As outlined and evidenced in the housing strategy, Waterford City has experienced residential leakage from the City and this trend is likely to continue, unless better variety of housing choice is provided. Accordingly, in the interest of the proper planning and sustainable development of the City, it is considered prudent to provide for an element of low residential density zoning with a view to improving housing choice, and subsequently curtail residential leakage from the City and its associated unsustainable car dependency.

The Plan identifies 1,136 ha of land for residential use. This consists of 776 ha of existing developed residential zoned lands in the City where there will be some limited opportunities for infill development, and 360 ha of lands comprising 247.6 ha of undeveloped residentially zoned land and a remaining balance of 112.4ha of land which is zoned as a residential strategic reserve. Having regard to the core strategy, housing strategy and neighbourhood strategy, 66 ha of the total 247.6 ha of undeveloped residential zoned land has been zoned to provide for low density residential development.

Proposed low density zoned lands are located in the Kilbarry and Blenheim areas, with a number of smaller infill pockets proposed in the Dunmore Road/Williamstown Road area, reflecting the existing lower density pattern of development in these areas. The former industrial zoning at Maypark Lane and the greenfield residential zoned land

³³ Encompassing Ballytruckle/Kilcohan neighbourhood and described as such under preceding Development Plans.

adjoining same is proposed to be rezoned to low density residential zoning as are two blocks of land in the North West Suburbs

These zoned residential lands are distributed across the neighbourhood areas as follows in Table 12.2.

Table 12.2: Distribution of Proposed Undeveloped Residential Zoned Land in Waterford City by area, density and phase for the Development Plan period 2013-2019

Area	Phase 1 Residential	Phase 1 Low Density	Phase 2 Residential	Phase 2 Low density	Phase 3 Strategic Reserve	Total
Carrickphierish	31ha	8.3ha	11.9ha	-	-	51.2ha
Gracedieu	-	-	-	-	74.4ha	74.4ha
Ballybeg/Kilbarry	41.8ha	1.9ha	10.5ha	22.6ha	28.5ha	105.3ha
Ballytruckle/ Kilcohan	17.4ha	5ha	9.4ha	-	-	31.8
Dunmore/ Williamstown Roads	41.4ha	9.8ha	18ha	18.7ha	9.6ha	97.5ha
Total	131.6ha	25ha	49.8ha	41.3ha	112.5ha	60ha

At average densities of 20 units to the hectare, the 247.6ha of undeveloped residentially zoned lands proposed, which includes for the maximum over zoning provision, are capable of accommodating 4,800 units. At densities recommended in the ‘Sustainable Residential Development in Urban Areas : Guidelines for Planning Authorities (DOEHLG 2009) 8,400 units could be accommodated.

Notwithstanding the amount of residential land zoned, as outlined in the Core Strategy, all applications for residential development on Phase 2 lands will be subject to a core strategy justification. The Core Strategy has already demonstrated that the level of housing land being provided in the Development Plan is commensurate with the level of targeted population growth during the Plan period including an over zoning provision consistent with the RPG’s. It is clear therefore that there is adequate zoned and serviced land available to cater for the projected demand, and that there is a spread in the location of these lands, which accords with the proposed neighbourhood structure.

12.2 Mixed Use / Opportunity Sites

The term mixed use is used to describe development that includes an appropriate mix of different facilities. These might include shops, bars, restaurants, cafes, residential units, hotels, cinemas, leisure facilities as well as offices and certain types of low impact industrial or enterprise activities. Mixed use development can help create vitality and diversity, reduce the need to travel and can be more sustainable than development consisting of a single use. Mixed use development, when combining residential use, can produce a general feeling of safety and natural surveillance. Current economic circumstances are not conducive to high density residential development in the City in the short to medium term. As an interim measure development proposals on mixed use zone lands should allow for flexibility in design

to accommodate residential development at a future date. The key to reducing anti-social behaviour is to achieve greater pedestrian activity, especially by increasing the use of areas in the evening and by avoiding the creation of dead street frontages. The characteristics of modern industry and commerce are continuously evolving and many employment uses are increasingly compatible with residential environments. There are opportunities for many types of business operations to be carried out in tandem with residential use. While a number of opportunity sites have extant permissions under the previous Development Plan, the delivery of the development remains uncertain. In light of current economic conditions, interim temporary uses on such sites will be open for consideration. 14 no. Multiple Use sites comprising 5 no. mixed use and 9 no. opportunity sites have been designated. The development of such sites shall be based on an overall design framework for each site and shall contain an appropriate mix of compatible and complementary uses. The developments shall be subject to the policies and objectives set out elsewhere in this Development Plan, including the Retail Strategy. While the Core Strategy has not anticipated residential development forthcoming on such multiple use sites for the new Plan period, in the event of this arising they will be subject to a core strategy justification.

The 2007 City Development Plan zoned 49 ha and 56.8 ha of land for mixed use and opportunity sites respectively. The Development Plan proposes an extension of the opportunity site zoning from the last Plan, namely at the northern former Waterford Crystal factory site at Kilbarry. The level of increase amounts to an additional 10.6 ha on the Kilbarry site i.e. change of zoning from previously zoned industrial land to opportunity site. The mixed use zoning area in the Plan has been slightly reduced from the previous, reflecting an adjustment of the mixed use zoning area contiguous to Six Cross Roads Business Park to account for recent new road constructions. It is proposed to zone 46.72ha of land for mixed use and 65.78 ha of land as opportunity sites in the Development Plan.

12.3 City Centre Commercial

The 2007 Waterford City Development Plan zoned circa 35 ha of land for City Centre Commercial purposes. The City Centre Commercial zone extends from the South Quays to Ballybricken and from Grattan Quay to the Waterside.

Six no. key retail opportunity sites were identified within the defined core shopping area of the City Centre in Chapter 4. These are specifically identified within the proposed City Centre Commercial Zoning.

The former Newgate Street opportunity site designation has been retail classified as a key retail opportunity site given its location within the defined core shopping area. A total of 34.2 ha is proposed to be zoned for City Centre Commercial uses. This reduced figure largely reflects the Hypercentre, at Morgan Street, reverting back to general business use zoning commensurate with its district centre designation, and a marginal increase in the City Centre Commercial zoning in the vicinity of John Street Bridge adjoining Millars Marsh.

12.4 General Business Use

The 2007 Waterford City Development Plan zoned 85 ha for General Business use. The zoning of lands for General Business use must have regard to the retail strategy

and the need to protect the function of the City Centre, while providing for the local needs of the neighbourhoods. The general business zoning makes provision for a limited expansion of commercial development outside the city centre and to facilitate neighbourhood centre expansion or new neighbourhoods. A total of 86.85 ha have been zoned for General Business Use which includes an increase in area from the previous Plan which includes for the 'Hypercentre' reverting back to General Business use. While the general business zoning has been maintained in the Gracedieu area, the subject land area is considered premature to develop, given the infrastructure deficiencies in the area the surrounding adjoining former residential zoned lands now zoned as a strategic reserve for the Plan period.

12.5 Industrial and Employment Use

Circa half of the industrial lands remaining undeveloped in the City are owned and managed by the IDA and are suitable only for certain types of industry. There are further extensive industrial lands in the environs of the city, at Belview and at the Business and Technology Park on the Cork Road which will be made available for specific types of Industry. As outlined in Chapter 3 there is a need to cater for the development and expansion of small, non-IDA backed, enterprises in the City. It is accordingly proposed to zone lands for industrial and employment uses in the north-west suburbs and in the Kilbarry/Ballybeg area. A total of 192ha of land has been zoned for industrial use of which circa 45 ha currently remains undeveloped

12.6 Strategic Industry

As also outlined in Chapter 3, there is a requirement to provide for a strategic development site to attract and facilitate foreign direct investment (F.D.I.). It is proposed to maintain the designation of this site in the Knockhouse Area north of the Kilmeaden Road. In the event of this area not becoming available for development the Council will consider permitting F.D.I. development on alternative sites subject to environmental and infrastructural considerations. The strategic FDI site area amounts to 66.66 ha.

12.7 Technology Based Enterprise

Recent years have seen the emergence of a new industry/enterprise providing services and products in an office-based environment. These enterprises are engaged in activities such as information technology, software development, telemarketing, data processing and media activities. There are other activities, such as companies providing technical services to industry e.g. servicing the manufacturing or construction industry, which also require large floor areas and large quantities of operational parking.

These types of enterprises cannot easily be accommodated in the city centre and are more appropriately located on business park type developments. It is proposed therefore to maintain the zoning objective to provide for high technology office based industry to facilitate such developments. Accordingly 86 ha of land has been zoned for such use of which circa 61ha remains undeveloped.

12.8 Community Facilities

The last City Development Plan zoned 166.3 ha of land for community facilities use. This zoning provides for a range of community uses including health, recreational, educational and religious purposes. A review of the educational needs of the City has been assessed in Chapter 9.

This community facilities zoning has been reducing in area over the last three Development Plans largely due to institutions disposing of lands for redevelopment. Institutional lands within the City vary in size, layout and function. Some of these lands will become surplus to institutional requirements. The open character of these lands and their associated buildings, many of which are protected structures, are valuable assets to their surrounding environment and communities. Where such lands become surplus to institutional requirements the Council may permit alternative uses, providing that the proposed use is compatible with the proper planning and development of the area. Development of such lands will normally be required to retain buildings of merit with sustainable uses and some of the open character of the site and should provide for public access. Provision has been made for community facilities zoning in the neighbourhoods. A total of 170 ha is being zoned for community facilities in the Plan, reflecting a slight increase in area from the previous Plan as reflected by the new City graveyard at Ballybeg. Community facilities zoning have been maintained in the Gracedieu area, however the subject land area, as already indicated, is considered premature to develop, given the infrastructure deficiencies in the area and the adjoining lands now being zoned as a strategic reserve.

12.9 Open Space

A total of 494 hectares of lands were zoned for open space in the 2007 Development Plan. This zoning included the municipal Golf Course and the extensive areas of playing fields provided on City Council owned lands in addition to parks and other open spaces. The zone does not include areas of open space which will be provided within housing developments.

The land use zoning strategy includes the zoning of lands for recreational open space and natural heritage protection in association with new development areas. It shall be an objective that such areas are made available to the public in conjunction with the development of the associated development lands. It is proposed to create a number of strategic "green wedges" zoned as open space which will separate development areas and provide opportunities for active and passive recreation and nature conservation.

A total of 491.7 ha is being zoned as open space in the Plan.

12.10 Agriculture

The agricultural zone, wraps around the built up area of the City and provides a demarcation of the outer boundary of the development area of the City. A total of 1008.7 ha is being zoned for agricultural use in the Development Plan. Development in this area will be confined to agricultural uses, housing for specified categories of persons, recreational uses and public service installations.

12.11 Strategic Reserve

112.4 ha of land are zoned as a residential strategic reserve comprising lands at Gracedieu and Blenheim. Residential development will not be permitted on these lands during the lifetime of the Plan save applications for expansion of existing land uses being considered on a case by case basis having regard to the potential impacts on the strategic nature of the lands and general planning considerations. Applications for single houses for the specified categories of persons as applies under the agricultural zoning objectives, will be considered on these lands where applicable with regard being had to the potential impacts of same on the strategic nature of the lands as well as general planning considerations.

12.12 Permitted Uses in Various Zones

The following schedule indicates the nature of the new uses or new developments that will normally be permitted in each zone and is the basis on which land use control will be exercised in the development management process. Uses listed in the Schedule under each zone are generally acceptable in principle in the relevant zones.

The schedule of Permitted Uses is intended as a guideline in assessing development proposals and should not be regarded as being exhaustive. However, the Schedule relates only to land use; factors such as density, height, traffic generation, parking provision, design criteria and potential nuisance by way of noise, litter, odour and air/water pollution are also important in establishing whether or not a development proposal conforms to the proper planning and sustainable development of an area. Design guidelines and other development control standards are set out in Chapter 13 of this Plan. The principles of sustainable development would encourage the development of mixed use areas.

While the schedule indicates permitted uses, developments involving uses not listed in the schedule will be considered on their merits. The test is to determine whether such uses would “materially” contravene the development objectives for the area, having regard to the factors outlined above and to sustainable development principles.

12.13 Transitional Zonal Areas

The land use zoning objectives maps show the boundaries between zones. While the zoning objectives and control standards indicate the different uses permitted in each zone, it is important to avoid abrupt transitions in scale and use in the boundary areas of adjoining land use zones. In dealing with development proposals in these contiguous transitional zonal areas it is necessary to avoid developments which would be detrimental to the amenities of the more environmentally sensitive zone. For instance, in zones abutting residential areas or abutting residential development within predominantly mixed use zones, particular attention must be paid to the use, scale and density of development proposals in order to protect the amenities of these residential properties.

12.14 Non – Conforming Uses

Many uses exist in locations where they do not conform with the designated use zoning objectives set out for that area. All such legally established uses, shall not be subject to proceedings under the Planning Acts in respect of the continuing use. When extensions to or improvements of premises accommodating these uses are proposed, each shall be considered on its merits and permission may be granted where the proposed development does not adversely effect the amenities of premises in the vicinity, generally complies with the particular use zoning objectives and does not prejudice the proper planning and development of the area.

12.15 Major Accidents Directive

The E.U. Directive on the Control of Major Accidents seeks to reduce the risk and to limit the consequences of accidents at manufacturing and storage facilities involving dangerous substance. The Directive requires Planning Authorities to have regard to the potential effects of relevant development on the risks or consequences of a major accident for public health and safety and the need to maintain an appropriate distance of such establishments from residential areas, areas of public use and areas of particular natural sensitivity. There is currently no such establishment in the city.

It is an objective of the Planning Authority to control, having regard to the provisions of the Major Accidents Directive, and any regulations giving effect to that Directive:

- the siting of new establishments
- modification of existing establishments, and development in the vicinity of such establishments for the purposes of reducing the risk and/or limiting the consequences, of a major accident.

12.16 Schedule of Land Uses

1. To protect and improve existing residential areas and their amenities and provide for appropriate residential infill opportunities where feasible.

Childcare facility, Civic amenity/recycling centre, Education, Guest house, Home-based economic activity, use by the owner occupier of a dwelling as a studio, office, clinic or surgery, neighbourhood shop, nursing homes, medical centres, parks and open spaces, playing fields, car park and park and ride facility, halls, community centres, places of worship, public service installations, recreational facilities and buildings, Residential, telecommunications structures and equipment, Traveller accommodation,

Housing Protection Areas:

Home-based economic activity, use by the owner occupier of a dwelling as a studio, office, clinic or surgery, public service installation, residential, Traveller accommodation.

***2. a. To provide new residential areas and their amenities.
b. To provide for new low density residential development and their amenities.***

Residential, Childcare Facility, civic amenity/recycling centre, education, guest house, Home-based economic activity, use by the owner occupier of a

dwelling as a studio, office, clinic or surgery, neighbourhood shop, nursing homes, medical centres, parks and open spaces, playing fields, car park and park and ride facility, halls, community centres, places of worship, public service installations, recreational facilities and buildings, residential, telecommunications structures and equipment, Traveller accommodation,

3. *To protect, provide and improve City Centre Commercial uses.*

Amusement/leisure complex, bed and breakfast, betting office, casual trading, childcare facility, civic amenity/recycling centre, conference centre, cultural/recreational building, education, enterprise centre, funeral home, guest house, home based economic activity, hostel, hotel, light industry, media and associated uses, medical and related consultants, nightclub, office, place of public worship, public house, public service installation, residential, restaurant, retail, shop, taxi office, take-away, telecommunications structures and equipment, training centre, Traveller accommodation, warehousing including retail warehousing.

4. *To provide and improve General Business Use*

Betting Office, car park and park and ride facility, childcare facility, community facility, enterprise centre, funeral home, garden centre, guest house, health centre, home based economic activity, light industry, medical and related consultants, nursing homes, office, petrol stations, place of worship, public house, public service installation, residential, restaurant and takeaway, retail, showrooms, taxi office, telecommunications structures and equipment, traveller accommodation warehouse including retail warehouse.

5. *To provide for industrial employment and related uses*

Advertisement structure, ATM, car park, Cash and Carry/ Wholesale outlet, Childcare facility, civic amenity/recycling centre, enterprise/training centre, general industrial uses, heavy vehicle park, household fuel depot, incinerator, general industry light industry, motor sales outlet, neighbourhood shop, offices ancillary to the principal use, park and ride facility, petrol station, playing fields, public service installation, scrap yard, science and technology based industry, including specialist offices, showrooms, storage depots, repair garages, transport depot, telecommunications structures and equipment, traveller accommodation, utility installation, warehousing/logistics, waste transfer station.

6. *To provide for science and technology based employment and related uses*

Advertisement structure, ATM, car park, Childcare facility, civic amenity/recycling centre, enterprise/training centre, light industrial uses, logistics, neighbourhood shop, park and ride facility, petrol station, playing fields, public service installation, scrap yard, science and technology based industry, including office based industry, showrooms, storage depots, office as part of an industrial development, telecommunications structures and equipment, tele-services, traveller accommodation, transport depot, utility installation, warehousing.

7. *To protect, provide and improve community facilities*

Burial grounds, childcare facilities, civic amenity/recycling centres, community centres, communal residential buildings, cultural and recreational use, education, halls, traveller accommodation, health services, hospitals, nursing homes, open space, playing fields, allotments, place of public worship, public service installation, telecommunications structures and equipment,

8. *To preserve and provide for recreational uses, open space and amenity facilities*

Burial grounds, Club houses and associated facilities, car parks, kiosks, open space, public service installations, allotments, recreational buildings including stands and pavilions, sports clubs, telecommunications structures and equipment,

9. *To protect and conserve rural character and preserve agricultural uses*

Agricultural and related uses, agricultural buildings, burial grounds, facilities for outdoor sport and recreation, housing for the immediate family members of persons involved in agriculture, or of persons who are long standing residents in the area, open space, playing fields, public service installations, telecommunications structures and equipment, Traveller accommodation

10. *To promote the development of mixed use sites.*

See text at 12.2

11. *To promote the development of opportunity sites.*

See text at 12.2

12. *To preserve lands as a strategic reserve for the duration of the Development Plan period.*

Development will not be permitted on these lands during the lifetime of this Plan and accordingly will be considered to act as a strategic reserve into the future. These areas will provide for the long term expansion of the city. Expansion of existing land uses within the Phase 3 lands will be considered on a case by case basis having regard to the potential impacts on the strategic nature of the lands and general planning considerations. New land uses other than significant residential development will also be considered on their merits having regard to the strategic nature of the phase 3 lands and general planning considerations. Applications for single houses on the phase 3 lands will be considered in accordance with the agricultural zoning objective criteria outlined in Point No.9 of paragraph 12.16 Schedule of Land Uses.

CHAPTER 13

DEVELOPMENT MANAGEMENT

13. DEVELOPMENT MANAGEMENT

13.0 Introduction

It is the policy of Waterford City Council to require all development to comply with the relevant development management standards set out in the Waterford City Development Plan 2013-2019. (POL 13.0.1)

Waterford City Council is required to manage development by ensuring that permissions granted under the Planning Acts are consistent with the policies and objectives of the City Development Plan. The creation of attractive environments with a genuine sense of place is a prerequisite to achieving sustainability. This part of the Plan is concerned with the standards and guidelines, which will be applied to developments proposals.

The City Council promotes prudent use of natural resources, prompting sustainable construction and sustainable energy practices. The creation of attractive environments with a genuine sense of space and place is a prerequisite to achieving sustainability.

13.1 Residential Development

It is the policy of Waterford City Council to encourage the establishment and maintenance of sustainable residential communities within the City (POL 13.1.1). This will be facilitated by the following:

- The creation and maintenance of a satisfactory residential environment which meets the needs and as far as possible, the preferences of residents and fosters the development of community.
- Promotion of sustainable transport by providing convenient and direct cycling and walking routes to nearby bus stops and services.
- The integration of new housing into the natural and built environment in a way that makes a positive contribution to the overall environment in the locality.
- The encouragement of energy efficiency both during the construction phase and during the lifetime of the development by sensitive design and layout taking into account the topography, orientation and surrounding features of each site, the use of energy efficient materials and forms of construction and heating systems.
- The use of design briefs and quantitative and qualitative criteria in assessing applications for residential development.
- Securing adherence to and implementation of the quantitative and qualitative design standard controls implicit in the following Department Guidelines:

Sustainable Residential Development in Urban Areas: Guidelines for Planning Authorities (DOEHLG 2009) and its companion documents, Best Practice Urban Design Manual: A Best Practice Guide (May 2009 Parts 1 & 2

‘Sustainable Urban Housing: Design Standards for New Apartments: Guidelines for Planning Authorities’ (DEHLG, September 2007)

‘Quality Housing for Sustainable Communities’ (DEHLG, 2007)

The successful design of residential development is dependant upon a coherent and unambiguous design brief. In dealing with applications for residential development on sites over 0.5 ha in area or for more than 15 units the Planning Authority will require the submission of a design brief as part of the application documents.

The principal functions of the design brief are:

- To ensure that the key characteristics of the local context are taken into account from the outset.
- To establish the overall form of the development, based on the density and layout of buildings and spaces.
- To indicate how the layout of roads, footpaths, cycleways and open spaces contribute to the spatial hierarchy, as well as linking the development to the rest of the vicinity.
- To indicate the quantitative and qualitative criteria which inform the design.

Quantitative criteria refer to density, public and private open space, roads and car parking standards, internal and external space standards.

Qualitative standards refer to consideration of safety, privacy, sense of place, variety, function, convenience and aesthetics in design.

The design of residential developments, should not be based solely on compliance with quantitative standards. The creation of residential areas with a sense of place should be the priority. In the making of places it is not the road layout but the relationship of buildings to each other which should be paramount. The design should provide for a network of spaces rather than a hierarchy of roads. The design should recognise the role of streets and open spaces as play areas and should adopt the “home zone” approach.

13.1.1 Residential Density

Density levels influence the extent of housing land requirement, while higher density levels in close proximity to public transport corridors represent more efficient utilization of serviced lands which in turn constitutes sustainable development.

While Waterford City has experienced its share of high density development in the last decade it has been demonstrated that given current and foreseeable short to medium term housing market conditions, high density residential development will not be a feature of the housing market in the short to medium term. The last development Plan zoned 79 ha of housing land for low density housing, none of which had been developed by 2011. Undoubtedly the collapse in the housing market in 2009 was a contributory factor in this. The zoning strategy has zoned c57 ha of residential land for low density housing development with a view to providing for housing choice and to assist in stemming residential leakage from the City.

In 2007 the DOEHLG issued new Guidelines on ‘Sustainable Residential Developments in Urban Areas’, which incorporated updated guidance on residential densities to which Planning Authorities must now have regard. In summary they advocate no upper limit on density in a City or large town centre, subject to design

safeguards. In outer suburban Greenfield sites densities of 35-50 units to the hectare net should be achieved and the same should apply for institutional lands. While they generally discourage densities of less than 30/ha they do acknowledge that there is limited provision required for lower densities to facilitate housing choice.

As with the preceding City Development Plan it is not intended to prescribe maximum residential density standards. The 2007 Waterford City Development Plan determined appropriate residential density by reference to: -

- Compliance with quantitative and qualitative standards
- Existing densities in adjoining residential areas
- Capacity of the infrastructure to absorb the demands created by the development
- Existing features on the site
- Specified rear garden sizes.

Waterford City Council acknowledges the efficiencies to be had from higher densities providing that existing density patterns are respected, and the highest quantitative and qualitative design standards are fully observed in housing proposals.

In assessing applications for residential development the Planning Authority will seek to implement the density standards set out in the 'Sustainable Residential Developments in Urban Areas' (DOEHLG 2009), where practical to do so, which in turn will take into account:

- Proximity to public transport bus stops.
- Proximity to neighbourhood and district centres.
- The extent to which the design and layout follows a coherent design brief resulting in a high quality residential environment
- Compliance with qualitative and quantitative criteria
- The extent to which the site may, due to its size, scale and location, propose its own density and character, having regard to the need to protect the established character and amenities of existing adjoining residential areas.
- Existing topographical, landscape or other features on the site,
- The capacity of the infrastructure, including social and community facilities, to absorb the demands created by the development.

The same criteria will be applied to development proposals involving an increase in density on existing housing sites.

13.2 Qualitative & Quantitative Design Standards

Qualitative and quantitative design standard controls are referenced in the DOECLG Guidelines.

Qualitative Standards

Design:

Estates design should be guided by the principle of lifetime use and recognise the role of housing areas in children's play activities, and the needs of the elderly and of

persons with a disability. In particular, the layout of roads and footpaths and open space should facilitate children to move freely and safely around their neighbourhood, and to be able to play in front, or within sight of their homes. Public open spaces within residential developments should be designed so as to complement the residential layout and be informally supervised by residents. They should be visually and functionally accessible to the maximum number of dwellings and provide for both active and passive recreation. They should be suitably proportioned; narrow tracts or 'left over spaces' which are difficult to manage will not be acceptable. Materials should be chosen for their durability. The landscape design of open spaces, including the retention of existing features must be incorporated into the initial design process. The design and layout of the network of public open spaces should take into account, and make provision for, the need for level areas of sufficient size to accommodate informal sports activities for children. Residential development proposals shall contain proposals for the provision of an appropriate level of equipped play areas.

The Urban Design Manual identifies 12 key criteria which should inform the design process from the start and which are essential to ensuring new developments function in the long term as sustainable living spaces.

With regard to the overall neighbourhood the following concepts should be considered:

- Context: How does the development respond to its surroundings?
- Connections: How well connected is the new development/neighbourhood?
- Inclusivity: How easily can people use and access the development?
- Variety: How does the development promote a good mix of activities?

With regard to the proposed site the following are of relevance:

- Efficiency: How does the development make appropriate use of resources, including heat?
- Distinctiveness: How does the proposal create a sense of place?
- Layout: How does the proposal create people friendly streets and places?
- Public Realm: How safe, secure and enjoyable are the public areas?

With regard to the dwelling/house the following are of relevance:

- Adaptability: How will the building and private space cope with change?
- Privacy & Amenity: How does the scheme provide a decent standard of amenity?
- Parking: How will parking be secure and attractive?
- Detailed Design: How well thought through is the building and landscape design?

Accessibility:

Pedestrian and vehicular movements within housing areas should be convenient, safe and pleasant. Pedestrian and cycling movements should also be promoted along direct routes. Within larger estates a clear hierarchy of spaces and roads should be apparent. Movement through estates should be guided by principles of security, with opportunities for crime and anti social behaviour minimised. Every effort should be made to eliminate through traffic and long straight roads should be avoided. Where shared surfaces are proposed, vehicle design speeds should be at or near walking pace. This shall be achieved by design features such as curves, ramps, pinch points and other

features where appropriate. Parking should generally be off the carriageway, principally within the curtilage of each house.

Variety :

In housing developments containing 15 or more units a mix of house types and sizes should be provided. Variety in design, within a unified concept, is desirable. This may be achieved through scale and massing, roof profiles, materials and decorative details. In smaller schemes, i.e. less than 15 houses, uniformity in design and finishes may be desirable and necessary.

Privacy :

Privacy defined as freedom from observation is an essential factor in residential layout. Privacy can be ensured by attention to the alignment of new residential buildings and their relationship to each other. Good design in housing layouts, the configuration of houses and their relationship to each other, to open spaces and roads should aim to provide layouts with adequate private open space and screening so as to achieve freedom from observation.

Safety and security are essential to successful, sustainable communities. Estate design should seek to achieve the following attributes of safer places:

- Access and movement: places with well-designed routes, spaces and entrances that provide for convenient movement without compromising security
- Structure: places that are structured so that different uses do not cause conflict
- Surveillance: places where all publicly accessible spaces are overlooked
- Ownership: places that promote a sense of ownership, territorial responsibility and community
- Physical protection: places that include necessary, well-designed security features
- Activity: places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times
- Management and maintenance: places that are designed with management and maintenance in mind, to discourage crime in the present and future.

Quantitative Standards

Houses:

While new developments will be assessed primarily on their overall quality of design and layout, the following quantitative standards should be achieved:

- Within typical suburban housing layouts, all houses should have an area of private open space, exclusive of car parking, behind the building line sufficient in area to accommodate the needs of the dwelling and any future extensions thereto. A useful guideline for rear gardens of between 50m²-75m² (2-5 bedroom houses) should be used.
- A general minimum distance of 22m should be retained between directly opposing first floor windows.
- A distance of 2.3 m shall be provided between dwellings for the full length of

the flanks in all developments of detached, semi- detached and end terrace houses. This area should be equally divided between the dwellings so separated. Where garages are provided as single storey annexes to houses, the above separation may be reduced, provided a direct through access from front to rear of the dwelling is maintained.

- Public open space shall be provided in residential developments in accordance with the standards recommended in the “Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas”, DoEH&LG 2009, as follows;
 - Public open space in residential developments on green field sites or those for which a Local Area Plan is appropriate shall be provided at a minimum rate of 15% of the total site area. The open space should be in the form of useful open spaces and where appropriate larger neighbourhood parks serving the wider community.
 - In other areas, such as large infill sites or brown field sites public open space shall generally be provided at a minimum rate of 10% of the total site area. An exception to this may occur in redeveloped sites adjacent to the River Suir, where an open space buffer of 30m will be retained as open space and managed accordingly.
 - In the instance of institutional lands and ‘windfall sites’ which are often characterised by a large private or institutional building set in substantial open lands and in some cases is accessible to the wider community as an amenity area, proposals for higher density residential development must take into account the objective of retaining the open character of these lands whilst ensuring the efficient use of such land. In such instances a minimum open space requirement of 20% of the site area should be specified however this should be assessed in the context of the quality and provision of existing or proposed open space in the wider area. In the case of these lands, or hotel lands, all broadleaf trees within at least 30m of the River Suir will be retained and, where individual trees need to be removed for safety reasons, trees will replanted in the same riverside location.
- All works should be carried out in compliance with Waterford City Council Residential Site Development Standards and Procedures 2008 and any amendments thereto.

Apartments

- Apartment development should have a high quality of building design and site layout consistent with Ministerial Guidance and companion best practice documentation and have due regard to the character of the adjoining streetscape or landscape. They will not normally be permitted on sites surrounded by or gaining access through well established and predominantly family occupied suburban housing estate development. They may be acceptable within housing developments when planned and constructed as part of such development but will only be permitted where a satisfactory degree of separation from standard suburban housing, in terms of design height and layout is achieved to the satisfaction of the Planning Authority.

- The design of apartment developments shall, at a minimum, be consistent with the Sustainable Urban Housing: Design Standards for Apartments issued by the Department of the Environment, Heritage and Local Government or amendments thereto. Waterford City Council will also require that floor areas within apartments, purpose built or otherwise, shall achieve the enhanced floor areas identified below and shall seek a target average apartment floor area within a scheme of 85m².
 - 1 bedroom unit: From 55 m²
 - 2 bedroom unit: From 80 m²
 - 3 bedroom unit or equivalent: From 100 m²
- The height of apartment blocks in residential zones or in areas with a suburban residential character generally may not exceed 15 metres. This maximum height may be accepted only on sites of an area sufficient to allow the building to be sited in a manner, which will not interfere with the scale, amenities or visual quality of existing development. To this end it will be necessary to have adequate open space in addition to parking space and tree screening so that a satisfactory transition from the scale of any neighbouring buildings of lower height may be achieved.
- The Planning Authority considers that buildings, both proposed and existing, should receive adequate daylight and sunlight, ensuring sufficient natural light can enter habitable rooms. To this end the majority of apartments in a development should be dual aspect and single aspect units will only be acceptable where the context so requires. Where single aspect buildings are unavoidable, they should be designed to avoid exclusively northern orientation and if this is not possible greater floor-to-ceiling heights or other appropriate design solutions should be incorporated. All development will be guided by the principles of “Site Planning for Daylight and Sunlight: A Good Practice” (British Research Establishment Report, 1991) or B.S. 8206 “Lighting for Buildings, Part 2 1992: Code of Practice for Daylighting”
- In the case of apartment blocks, particular attention must be paid to the location of the communal open space for the residents. This open space should not be unduly overshadowed by the blocks and be laid out in such a fashion to provide for ease of maintenance. Secluded sunny areas and shade should be provided by a careful choice of planting. High quality well designed private open space shall be provided for all apartments in the form of balconies (integral/recessed), terraces and roof gardens with careful attention being paid to privacy of neighbours, climate, weather and orientation.
- Car parking areas should be broken up by planting and be located where they will not obtrude onto the layout and yet provide for reasonable convenience of users. Only minor areas of car parking, primarily for visitors, will be permitted between the block and the road boundary.
- The conversion of houses to apartments in areas characterised by single family dwellings will not be permitted as such conversions would lead to a deterioration in the residential amenities of these areas. Where town houses have been historically converted into multiple occupancy units in an

uncoordinated manner, the City Council will encourage the redevelopment of these properties for single family use having regard to the relevant guidelines and the overarching objective to enhance the provision of family residences particularly in the city centre.

Granny Flat Extension & Extensions

The creation of a family flat to be occupied by a member of the occupant family is generally acceptable, provided it is not a separate detached unit, and it is possible to provide direct access to the remainder of the house. There shall be no permanent subdivision of the garden. The flat shall not be let or sold, other than as part of the overall property and shall revert to being part of the original house when no longer occupied by a family member. The design should ensure that the flat forms an integral part of the main dwelling unit capable of reintegration for single family use.

The design and layout of extensions to houses should have regard to the amenities of adjoining properties particularly as regards sunlight, daylight and privacy. The character and form of the existing building should be respected and external finishes and window types should match the existing.

Where new hard standing areas are being provided for additional car parking as part of a development proposal or as exempted development, surface water drainage shall only be disposed of to a surface water sewer or by means of soakaways on site or the use of permeable pavements. Surface water should not discharge to a combined sewer.

Home Based Economic Activity

Home based economic activity is defined as small scale commercial activity carried out by residents of a house which is subordinate to the use of the dwelling as a place of residence. In dealing with applications for such developments the Planning Authority will have regard to the following: -

- The nature and extent of the work;
- The effects on the amenities of adjoining properties particularly as regards hours of operation, noise and general disturbance;
- The anticipated levels of traffic generation; and,
- The generation, storage and collection of waste.

Permissions for such partial change of use will be restricted to use by the applicant and may be temporary, for a three-year period, in order to enable the Planning Authority to monitor the impact of the development. Permission will not normally be granted for such changes of use in apartments.

Childcare Facilities

The provision of childcare facilities is subject to the Child Care Act and the Child Care (Pre-School Services) Regulations 2006. The Planning Authority recognises the need for properly run and conveniently located childcare facilities throughout the city. Developments for childcare facilities shall comply with the Childcare Facilities: Guidelines for Planning Authorities 2001 or amendments thereto.

Applications for childcare facilities in a residential area will be assessed on the basis of their impact in terms of noise, loss of residential amenity, traffic generation and general disturbance. In general, the factors to be considered in determining an application for a childcare facility are as follows: -

- Compliance with the Child Care (Pre-School Services) Regulations, 1996 as amended;
- The suitability of the site and building;
- The size and nature of facility proposed (i.e. sessional, full day care or after school care);
- The effect on the amenities of neighbourhood's residents;
- The availability of easy access to public transport and the availability of safe and convenient arrangements for dropping off and collection of children and for staff car parking;
- The adequacy of the local traffic circulation system and the prevailing local traffic conditions;
- The adequacy of outdoor play areas, separated from car parking and service areas ease of access for all.

Large detached properties, at or near the entrance to housing estates, with off- street parking, provide the most suitable properties for conversion. Other sites will be treated on their own merits. Applicants must normally reside in the dwelling where the childcare facility is located. Normally, a temporary permission for three years will be granted, in order that the Planning Authority can assess the impact of the facility on the area.

The Planning Authority will consider proposals for purpose – built or converted childcare facilities within residential estates, where they are suitably located and are of a scale appropriate to the area. Where a large housing development is proposed, i.e. seventy five houses or more the planning authority will require the provision of a purpose built unit for childcare on the site which shall have regard to the existing level of childcare provision in the area. The Council will operate this requirement in a flexible manner and will consider alternative proposals for compliance, for example joint provision by several developers within a neighbourhood. In assessing all such proposals the Council will have regard to the Waterford City Childcare Committee's Strategy and assessment of need at the time.

Child Play Facilities

In deciding on the location of appropriate play areas, regard should be had to the needs of different age groups. Play spaces for small children should be provided close to residential dwellings, e.g. within one minute walk of each front door, and should be overlooked from the dwellings. All apartment blocks (except bed-sits and those for the elderly or students) must provide suitable play space for children. Where playgrounds appropriate for older children are not already available in reasonable proximity to the scheme, consideration should be given to providing such facilities. Playgrounds should be located so that nuisance is minimised but should be overlooked informally from dwellings or frequented roads or footpaths.

Other Community Services

The Council will consider permitting the development of community services within residentially-zoned areas. Services such as health and education may be located in residential areas subject to consideration of -

- The suitability of the site and building.
- The size and nature of facility proposed.
- The availability of alternative and suitable locations in neighbourhood or district centres.
- The effect on the amenities of neighbouring residences.
- The availability of easy access to public transport and the availability of safe and convenient arrangements for client and staff car parking.
- The adequacy of the local traffic circulation system and the prevailing local traffic conditions.
- Ease of access for all.

Residential Site Development Standards

- Site development works in housing areas shall, in general, be designed and constructed in accordance with Site Development Standards and Procedures - Waterford City Council (2008).
- All services, including electrical, television and telephone cables, shall be laid underground. The Planning Authority may require the re-routing underground of existing cable, which cross the site. Provision shall be made for the siting of transformer stations pumping stations and other service buildings in unobtrusive locations.
- All services, including drainage pipes serving more than six houses, shall be placed in public areas, as shall all stopcocks, sluice valves and hydrants. Where no footpaths are provided a wayleave corridor shall be provided by the developer.
- Screen walls shall be designed and constructed in accordance with I.S.325 Parts 1 and 2 – The Irish Standard “Code Of Practice for Use Of Masonry”
- A uniform treatment for the boundaries of individual sites shall be implemented throughout the development. In general front boundaries shall be defined by walls or fences at least 0.5m high in keeping with the house design. Open plan front gardens will only be acceptable in innovative layouts and where a high level of safety is achieved. Open plan gardens will not be allowed on main access roads.
- In all residential developments parking provision shall be provided off the carriageway, in either the house curtilage or in grouped parking areas. Building set back at the front of the houses shall be such as to provide for on-street parking either to the front or to the side of the dwelling. The visual obtrusiveness of parked cars can be reduced by providing the on- site car

parking space to the rear of the building line. Where the car parking space is provided behind the building line or where off- street group parking is provided building lines may be reduced to 2m to allow for a privacy strip and/or landscaping. Reductions in building lines to the front of the dwellings should be compensated for by extra provision at the rear. Group parking areas will only be successful if they are convenient to residents and can be supervised from the house. Driveways shall be at least 2.5m and at most 3.6m in width with inward opening gates where provided.

- Road layouts within housing estates shall be designed so as to incorporate traffic calming measures from the outset and shall be compliant with the Traffic Management Guidelines as compiled by the Department of Transport, The Dublin Transport Office and the Department of Environment and Local Government (2003) or amendments thereto.
- The names of residential development shall, in general, reflect local Waterford and Irish placenames. The naming of residential developments shall be approved by the Planning Authority in the interest of consistency in order to avoid confusion in regard to similar names in the City. Agreement on naming should be reached prior to the launching of any advertising campaign for a development. Nameplates of an approved type shall be provided on all estate roads and all houses shall be provided with numbers, which are legible from the adjoining roadway. All estate road and street name plates shall be provided in bi-lingual format(Irish /English)
- In the development of private residential schemes (whether houses or apartments) roads and services are to be provided in advance of dwelling completion. In the case of large developments, provision of roads and services may be phased with the approval of the Planning Authority.
- To secure the satisfactory completion and maintenance of all roads, footpaths, open spaces and other services within a development, it shall be necessary for the developer, prior to the commencement of the development, to submit a cash bond or bond from an insurance company or other financial institution acceptable to the Planning Authority. The amount of the security bond will be calculated on the basis of 40% of the estimated cost of the above development works. This bond shall remain in force until such time as all the works are satisfactorily completed and/or the development has been taken in charge by the City Council.
- Waterford City Council has adopted a policy for taking in charge of residential developments in February 2008. This policy refers directly to the requirements of the Waterford City Council – Residential Site Development Standards and Procedures which were adopted in tandem. These standards and procedures apply to developments with the exception of those for which a private management company has been put in place for the purposes of maintaining internal and external common areas and the exterior of the development.
- Where it is intended that a residential development not be taken in charge by the City Council, a management company, membership of which shall be

compulsory for all purchasers of property within the development, shall be established to maintain and manage the development. The management company shall be compliant with the Multi-Unit Developments Act 2011 and shall be established at an early date with full details of the management company to be approved by the Planning Authority prior to the first occupation of any development.

General Site Development Standards

Building height control

Site development works shall, in general, be designed and constructed in accordance with 'Site Development Standards and Procedures - Waterford City Council' (2001).

A high building is a building that is significantly higher than neighbouring or surrounding development. The following considerations will be taken into account in assessing any planning proposal for a high building:

- a) The degree of overshadowing and consequent loss of light caused to surrounding property. The recommendations of "Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice" (B.R.E. 1991) or B.S. 8206 "Lighting for Buildings, Part 2 1992: Code of Practice for Daylighting" should be followed in this regard.
- b) The degree of overlooking, (particularly of residential property) and consequent loss of privacy to surrounding premises.
- c) The extent to which there is disruption of the scale of an existing streetscape.
- d) The extent to which the building detracts from structures or spaces of architectural or historic importance.
- e) The extent to which the building detracts from important landmarks.
- f) The detrimental affect on any existing building having a special visual identity (for example, a spire, dome, tower or other high building).
- g) Any attractive views from significant public vantage points that would be obscured by the building
- h) The degree of obtrusion of the building on the skyline.
- i) The scale of the building in relation to surrounding open space, together with the effect of the building on the quality of the space.
- j) The area of the site, and whether it is large enough to provide a visual transition (by way of open space, or a base of lower buildings) from the scale of surrounding development.
- k) The visual relationship of the building to existing open areas such as the River

Suir, The People's Park, Waterford Nature Park, etc.

- l) Whether the proposed use i.e. civic/community building, would justify its prominence.
- m) The effect of the building on the micro-climate in the immediate vicinity.
- n) Whether the building may be utilised as a site for any advertising structure and the possible effect of such a structure on the amenity and environmental quality of surrounding area. An advertisement will generally only be permitted on a high building if it is accepted that it forms part of the design of the building, or is complementary to the design of the building.

Where, in the opinion of the Planning Authority, a location for a high building is acceptable under the above criteria, a high standard of design and material finish will be required, commensurate with the location and civic importance of the site. When a high building is likely to lead to a concentration of pedestrians seeking access to the public street the design of the building must ensure the safety and convenience of pedestrians and other road users.

Building lines

The Planning Authority will normally seek to ensure that development is not carried out in front of established building lines, or in a position which would be in conflict with a building line. In deciding where a building line should be located the form of development to which it is related will be considered. Where drive-in space for a car is required in residential areas in front of the house, an absolute minimum building line of 6.10m is necessary. In particular cases, reduction in the building line may be permitted where such reduction is part of the overall design for the area and constitutes a desirable design feature and does not constitute a traffic hazard. Such cases will be considered on their merits. Where located along important traffic routes, recessed building lines may be required in order to provide for greater amenity and safety of road users and residents. On some existing roads particularly, building lines may be required for future widening of the road.

Nursing Homes

There is a continuing and growing need for nursing homes and in the city such facilities should be integrated wherever possible into the established residential areas of the city, where their residents can expect reasonable access to local services

In determining planning applications for change of use of a residential dwelling or other building to nursing/elder care home, the following factors should be considered:

- compliance with the standards as laid down in the Statutory Instrument No. 226 of 1993, i.e. Nursing Homes (Care and Welfare) Regulations, 1993
- compliance with the Health Information and Quality authority (HIQA) National Quality Standards for Residential Care Settings for Older People in Ireland (March 2009)
- the effect on the amenities of adjoining properties

- the adequacy of off-street car parking
- suitable private open space
- proximity to local services and facilities
- the size and scale of the facility proposed – the scale must be appropriate to the area.

Industry, Warehousing and Business Development

A high standard of design, finish, layout and landscaping will be required for industrial, warehousing and business park development. Comprehensive landscaping plans must be prepared by fully qualified landscape architects and be submitted at application stage.

Where proposals for these types of developments would generate a large volume of HGV traffic they shall not be located where they would encourage movement of such traffic through residential areas.

It is essential that each industrial/warehousing unit be provided with adequate space for loading and unloading goods (including fuels) in areas clear of the public road and preferably behind the building line. Approximately one-third of the site must be kept free from buildings.

In the case of development for two or more industrial/warehousing buildings, a uniform design for boundary fences, roof profiles and building lines is essential. Areas between the building and the road boundary may include car-parking spaces, provided an acceptable landscaping scheme is incorporated.

Industrial/warehousing/business park developments should present a pleasant aspect helped by tree planting, the careful design of signage, screening of open storage areas and unobtrusive loading and parking space.

A variety of unit size shall be provided to cater for the differing needs of potential occupants.

Shopping Centres

Shopping Centres must conform to highest urban design standards. The design must ensure that the proposed centre will be integrated with, and be complementary to, the streetscape, where it will be located, or in accordance with detailed urban design framework.

Elements to be addressed include:

- the scale, design and enclosure of pedestrian space
- the provision and design of street furniture including public art, telephones, seats, litter bins, etc.
- the provision, within the overall design of the centre, of public facilities, e.g. toilets, childcare areas, advice centres, pedestrian routes to schools,

health clinics, etc. The centres, where appropriate, should also include offices, medical and related consultants

- activities and uses that keep the centre alive both during the day and evening, e.g. stalls, cafes and public houses
- the inclusion of residential uses, particularly flats and maisonettes, as an integral part of the centre, in order to increase the evening activity and security of the centre.

The overall design strategy will normally reflect variety (by the use of differing shop fronts, set back, signs, etc.) within a unified design.

The design and layout of buildings, including materials, should discourage graffiti and other forms of vandalism. Service areas should be out of sight of surrounding residential and pedestrian area. Tree planting and landscaping must form part of the overall design of the shopping centre, plans of which must be prepared by fully qualified landscaping architect.

Landscaping

In assessing any development proposal, Waterford City Council will ensure that adequate landscaping forms an integral part of same. Appropriate landscaping can assist in assimilating developments into particular environments and it can also play a vital role in strengthening the biodiversity of the city.

It is important to ensure that landscaping layouts do not simply have regard to enhancing visual amenity, do not always simply follow generic formats and that the diversity and composition of plant species are appropriate to the specific locations of the development. Depending on the scale, nature and location of any proposed development, the applicant may be required to assess existing ecology on the site and neighbouring lands and use such baseline information to design landscaping proposals.

In the case of new developments adequate provision shall be made for the protection and retention of important trees. Where existing trees are removed, an area of comparable size is to be identified to facilitate new tree planting.

Shopfronts

Waterford City Council promotes high-quality shopfront design throughout the city. In times of increasing competition, it is important that all the city's shopping areas are attractive to shoppers and investors and an overall image of quality is maintained.

Traditional shopfronts are frequently based on classical architectural features, adapted to the practical needs of shops and by changing fashion. A typical shopfront would comprise a display window (often divided with decorative glazing bars or mullions and transoms) surrounded by a stall-riser below, pilasters on each side and a fascia (for signage) above. The door was often recessed beside the window. Decorative corbels or consoles were used at each end of the fascia. Good proportions and attractive designs were achieved by following these principles. The style of decoration has

varied over the years and at different periods classical, gothic, art nouveau and other styles have been used.

In the case of modern shopfronts creative interpretation of traditional design principles can create innovative designs so generating visual interest whilst not detracting from the property or area generally. Waterford City Council accepts that retailers wish to trade on the basis of house colours and styles. However, a retailer's corporate identity should be balanced against the need to enhance the quality of an individual property or shopping area.

In recent times the number of vacant shop units has increased in core and secondary shopping areas which has resulted in reduced vibrancy and visual amenity. In November 2011 Waterford City Council adopted a Vacant Commercial Premises & Shopfront Rejuvenation Scheme to assist in promoting and utilising vacant units for non competing creative purposes. The scheme is managed through the Waterford City Council Arts Office. In addition to this scheme the City Council will also facilitate the limited use of vacant shop units for advertising and display of goods solely in order to address a substantial loss in visual amenity in a particular area.

Automatic Teller Machines

The provision of automatic teller machines (ATMs) will be strictly regulated, having regard to the following:

- The need to protect the character of the building or shopfront they are to be incorporated into, in particular, Protected Structures/Architectural Conservation Areas
- The design and location must be such that they are accessible to all in general.
- There should not be more than one ATM in any one shop front so as to avoid the creation of a dead shopfront
- The need to control the amount of litter generated by these machines. On principal shopping streets, at Protected Structures and in Architectural Conservation Areas, electronic receipts only will be available
- Signs and logos shall be discreetly incorporated into the overall design
- The avoidance of a traffic hazard
- The operators come to a satisfactory arrangement with Waterford City Council in relation to litter control.

Waterford City Council will encourage the provision of ATMs in retail stores in the interests of public safety and protecting building character.

Take-Aways, Amusements Centres, Night Clubs/Licensed Premises, Off-Licences, Open Air Concerts

In order to maintain an appropriate mix of uses and protect night-time amenities in a particular area, it is the objective of Waterford City Council to prevent an excessive concentration of the above uses and to ensure that the intensity of any proposed use is in keeping with both the scale of the building and the pattern of development in the area.

The provision of any of the above will be strictly controlled, having regard to the following, where appropriate

- the amenities of nearby residents, i.e. noise, general disturbance, hours of operation, litter and fumes
- the need to safeguard the vitality and viability of shopping areas in the city and to maintain a suitable mix of retail uses
- traffic considerations
- the number/frequency of such facilities/events in the area
- the operators come to a satisfactory arrangement with Waterford City Council in relation to litter control
- the larger leisure complexes which contain a mix of uses, e.g. cinema, bowling, and restaurant will be treated on their merits.

Noise Management

The generation of noise in the community can have undesirable effects on residential areas and the community at large. Noise emissions from specific activities are controlled by the Environmental Protection Agency through Integrated Pollution Prevention Control licensing and Waste licensing (refer to the Guidance Notes for Noise In Relation To Scheduled Activities 2006 (EPA)). The Environmental Noise Directive (END) (2002/49/EC) relates to noise from industries, road, rail & air traffic and requires authorities to assess and manage noise from these sources. The Directive mainly addresses noise emitted by a range of transport sources (road, rail, and air traffic), although the definition of ‘environmental noise’ includes noise from industrial sites.

Where planning applications are submitted in close proximity to major roads (both proposed and existing) and would result in a breach of the NRA’s design goal for sensitive receptors exposed to road traffic noise, the developer shall identify and propose noise mitigation measures within the zone of influence. In this regard the developer should refer to the Environment Noise Regulations 2006 and noise maps developed by the City Council. The cost of implementing mitigation measures shall be borne by the developer.

Telecommunications Apparatus

In evaluating planning applications for the provision of such installations, the City Council will have regard to the Planning Guidelines for Telecommunications Antennae and Support Structures (issued by the DoEHLG), July 1996 (or as maybe amended from time to time). Waterford City Council favours co-location of such facilities by different operators on the same mast or cabinets in order to discourage proliferation and clutter.

Advertisement/Signage

Well designed advertising signs in selected locations, and on an appropriate scale, can contribute to the character and vitality of commercial areas of the city, particularly at night. However, the character and attractiveness of Waterford is adversely affected by many insensitive advertisements and over concentration of some in certain areas. They have damaged the character of individual buildings and streets and have had a detrimental effect upon the historic and architectural conservation areas of the city.

The City Council will seek the removal of such advertisements and permit only advertisements which are used sensitively and sympathetically and which enhance the

appearance and vitality of an area.

A commercial advertisement structure is out of place in a primarily residential area, adjacent to amenity and recreational areas, in open countryside and on agricultural land and will not be favourably considered. Large scale commercial advertisement structures are not acceptable on or near buildings of architectural or historical importance, in parks, conservation areas or in areas of high amenity.

In particular, it is intended to preserve the frontage to the River Suir, on the south bank from Scotch Quay to Bilberry and on the north bank from Sallypark to Dock Road, free from all advertising hoardings. The N25 By-Pass, the Outer Ring Road, the Inner Relief Road, Tramore Road, Browns Road, Cork Road, Dunmore Road and the Killure/Airport Road will also be kept free of advertising structures.

As advertising is an accepted part of commercial shopping activity, it can normally be allowed in commercial centres. Control shall be exercised to prevent an impression of clutter in any location. The number of signs attached to a building in such areas should be limited and no sign should be excessively obtrusive or out of scale with the building façade. The design should be simple and be related to features of the building such as fenestration, cornices, string courses, etc. Ideally the sign should be an integral part of the elevational design of the building.

As with shop front design, the Planning Authority will require commercial interests, especially chain outlets, to restrain the use of their corporate image advertising where these are considered to be too dominant.

Advertising Hoardings

Advertising hoardings, including tri-vision and three-dimensional signs, inappropriately located can constitute one of the most obtrusive elements of all forms of outdoor advertisement. They rely for their impact on size, scale and location and thus are usually detrimental to the character of the area in which they are situated and in some cases contribute to a traffic hazard. However, they can help to screen building sites awaiting re-development, in certain circumstances.

- Outdoor advertising shall not be permitted on Protected Structures within the vicinity of such Protected Structures in such a way as to detract from the visual quality of their setting.
- In all other cases regard shall be had to visual impact of a proposed advertising hoarding and potential of traffic hazard arising from same. The scale of display panels must be related to the scale of the buildings and streets in which they are located. Forty-eight sheet panels, despite being the size most favoured by the industry in terms of impact, will only be acceptable in exceptional circumstances, and twin panels of this size on a single site will not be permitted. As a general principle, the planning authority has a clear preference for smaller-sized panels such as the Europanel (3m x 4m) or smaller. Vertical proportions are preferred.
- Where illuminated hoardings are proposed, the effect on the streetscape including during the hours of darkness and on the amenities of the area will be considered.
- Display panels may form part of the visual screening around building sites or sites awaiting re-development. In such cases, temporary permissions will be considered

where appropriately-size panels form an integral part of an overall boundary treatment and do not comprise more than half of the total surface area of such treatment.

- As a general rule, permissions for outdoor advertising will be limited to a maximum of three years in the first instance, to enable the position to be reviewed by the City Council in the light of changing circumstances at the end of that period.
- The number and scale of hoardings in the vicinity of the site will be considered.

Illuminated Signs

Illuminated signs in appropriate locations can provide both information and colour in the townscape after dark. The following guidelines will apply:

- The type of illuminated signs, internally or externally illuminated, individual letters/neon tubes, should be determined by consideration of the design of the building and its location;
- The design of an illuminated sign should be sympathetic to the building on which it is to be displayed. It should not obscure architectural features such as cornices or window openings in the area. On new buildings they should be part of the integral design;
- The daytime appearance when unlit will be considered;
- Sky signs, i.e. signs which project in any part above the level of a building parapet or obtrude on the skyline, are regarded as objectionable in principle and will not be permitted;
- Neon tubular strip lighting is generally not acceptable;
- The number of illuminated signs in the area.

Free Standing Advertising Displays

The City Council will consider appropriately designed and located public information display panels in city centre/district centre streets. In all such cases, the panels must be of high quality design and materials, the panels must not obstruct pedestrians, and the advertising content should not exceed one-third of the total display area.

Signage on and adjacent to National Roads

The proliferation of non-road traffic signage on and adjacent to national roads will be controlled as required by Section 3.8 of the Spatial Planning & National Road Guidelines for Planning Authorities.

Signs on Shop Fronts and other business Premises

Corporate promotional signage will be strictly controlled and where permitted must be discreetly integrated into the overall design of the building.

Tourism Signage

Where permitted, tourism signage will be required to comply with 'Criteria for the Provision of Tourist Attraction and Accommodation Signs' issued by the Department of the Environment in September 1988.

Advertising on Bus Shelters

Large, internally-illuminated advertising panels on bus shelters can detract from the visual appearance of Protected Structures in Architectural Conservation Areas and will not generally be permitted in these areas. In considering applications for bus shelters, the planning authority will have regard to the particular circumstances of each case, such as location, scale and type of advertising proposed and the effect on the amenities of the area and the streetscape and the requirements to provide shelter for waiting bus passengers.

Street Furniture

Certain uses in the public realm including elements of street furniture can lead to problems of obstruction of public spaces for pedestrians, in particular people with disabilities, can lead to visual clutter especially within Architectural Conservation Areas and can set undesirable precedents for similar development elsewhere. These elements include telephone kiosks, traffic and bus signs, tables and chairs, taxi and bus shelters, sandwich advertising boards as well as retailer stalls.

Waterford City Council will control the location and quality of these structures in the interest of maintaining high quality public spaces. All outdoor furniture provided by private commercial operators and utility companies should be of an appropriate size/scale, be of the highest quality, preferably in good contemporary design avoiding poor historic imitation and respect the overall character of the area and quality of the public realm and be so located to prevent any obstruction.

All street furniture on the public road will require a licence under Section 254 of the Planning and Development Act, 2000, as amended where the following issues will be considered by the City Council in assessing such applications:

- Size and location of the appliance;
- Concentration of existing street furniture in the area;
- The visual impact of the appliance, particularly in relation to the colour, nature and extent of advertising on all ancillary screens if so proposed;
- Impact on the character of the streetscape;
- The effects on the amenities of adjoining premises, particularly in relation to hours of operation, noise and general disturbance;
- Impact on access and visibility

Waterford City Council commits to working in partnership with city centre businesses to create vibrancy on the city streets through accommodating the expansion of their businesses into the public domain.

Applicants will be required to submit details of the location, design, specification and quality of the proposed street furniture while details of maintenance and cleansing schedules together with a certificate of structural stability may also be required.

Waterford City Council adopted a policy for taking in charge of residential developments in February 2008. This policy sets required standards which are set out in the Waterford City Council – Residential Site Development Standards and

Procedures which were adopted in tandem. These standards and procedures apply to developments with the exception of those for which a private management company has been put in place for the purposes of maintaining internal and external public areas and the exterior of the development.

Petrol/ Service Stations

New petrol stations and refurbished existing stations will be required to have a high quality of overall design and architectural layout to ensure an attractive development which integrates with and complements or enhances its surroundings. The following issues are of relevance:

- Standard corporate designing will have to be modified as required by local circumstances.
- The forecourt canopy should be integrated into the overall design and sited so that it does not dominate the surrounding buildings.
- Petrol stations will not generally be permitted adjoining residential areas, unless it can be clearly demonstrated that no significant damage to residential amenities will occur by reason of factors such as noise, visual obtrusion, safety consideration or fumes and smells.
- Hours of operation will be limited in residential areas.
- Car-washing and turbo-drying facilities are to be sited so as not to interfere with residential amenities.
- Forecourt lighting including canopy lighting should be limited to that which is necessary for the safe operation of a petrol station.
- The use of high level and powerful lighting should be avoided where possible and should not interfere with the amenities of adjoining premises.
- Landscaping, including trees or shrub planting and suitable screening, shall be required to protect the amenity of the surrounding area and enhance the appearance of the development. A comprehensive landscaping scheme shall be prepared by fully qualified Landscape Architect.
- Signs should be limited in number and design and located so as to generally form part of the buildings or other structures on site.
- The placing of signs of any description on footpaths, grass verges or any part of a public roadway will not be permitted.
- A proliferation of illuminated and non-illuminated signs, flags and bunting will not be permitted as this leads to clutter and detracts from the visual amenities of the area.

Ancillary Use at Petrol/Service Stations

The essential purpose of petrol stations is to provide facilities for the sale of fuels for vehicles. In view of the possible conflict between pedestrians and vehicles, the sale of goods from a petrol station may only be permitted as an ancillary small-scale facility and where it would not adversely affect local amenities and established neighbourhood shops and district centres.

The total area devoted to ancillary retail sales within a petrol station shall in general not exceed 100 sq. metres and shall be in scale with the size of the filling station. The

forecourt store should be designed so as to be accessible by foot and bike, with proper access for delivery vehicles.

Retailing activities shall be confined to the shop floor area, except in the case of sale of domestic fuel, where some external storage shall be permitted. The external storage of gas cylinders, solid fuel etc. shall be limited in area, and confined to strictly-defined, specifically-designed bunded compounds adjoining the shop/forecourt, subject to adequate measures being taken for visual appearance, security, safety and the requirements of the Chief Fire Officer.

Traffic Assessment

Waterford City Council will require that Traffic Impact Assessments (TIA's) are carried out where a proposed development may significantly impact on the capacity of the surrounding road network. The TIA shall be prepared in accordance with the *Traffic Management Guidelines Manual, 2003* published by the Department of Transport 2003 and the *Traffic and Transport Assessment Guidelines 2007* published by the NRA.

As an indicator for all roads the following are the thresholds above which a Transport Assessment is generally required.

Traffic to and from the development exceeds 10% of the traffic flow on the adjoining road.
Traffic to and from the development exceeds 5% of the traffic flow on the adjoining road where congestion exists or the location is sensitive.
Residential development in excess of 200 dwellings.
Retail and leisure development in excess of 1000m ² .
Office, education and hospital development in excess of 2,500m ² .
Industrial development in excess of 5,000m ² .
Distribution and warehousing in excess of 10,000m ² .

Due to the strategic role of national roads and the need to ensure that the carrying capacity, efficiency and safety of the network is maintained, the management of development may in certain circumstances require tighter control. Where applications affect National Routes (including those which impact on interchanges or urban areas with no bypasses) a TTA may be required if the advisory thresholds stated in Table 2.2 of the Guidelines are exceeded. Furthermore, in some cases the impact of traffic volumes may not be significant and the thresholds for a TTA may not be exceeded, however, the type and volume of generated traffic on National Roads may be of a nature to raise concerns about effects on road safety and road structure. In such cases, the evaluation criteria in Table 2.3. of the Guidelines should be consulted.

TIA's will also be required where there is a 10% increase in traffic or a 5% increase in congested areas. TIA's will also be required for sub threshold development where the Council considers that a development may have an impact on the carrying capacity of the surrounding network.

The Council will require that a Road Safety Audit is carried out where a development is likely to have a significant impact on the road network. Road Safety Audits shall be carried out independently by assessors approved by the NRA in accordance with the *NRA Road Safety Audit Guidelines*.

National Road Network

All development proposals which have implications for the national road network shall have regard to the "Spatial Planning & National Roads, Guidelines for Planning Authorities", 2012, DECLG".

Parking Standards

Parking is an integral element of overall land use and transportation policy within the city, and the purpose of the parking standards set out in the Plan is to ensure that an appropriate level of parking is provided to serve new development. Where a developer cannot provide the specified number of car-parking spaces within the site, a financial contribution in lieu may be required towards the cost of providing such spaces off site, including the provision of Park and Ride facilities.

Indeed, in order to encourage a change in the split away from car-based commuting, the City Council may enter into voluntary agreements with such developers, whereby a financial contribution in lieu of on-site parking provision could be made towards the cost of providing facilities for public transport routes, cycle routes or other traffic management options in the vicinity of the proposed development.

Car parking space should generally be sited within established building lines in such a manner as to ensure minimal injury to the amenity of adjoining premises. Where parking will be opened to public view, adequate landscaping and tree planting must be provided to counteract the appearance of the parking areas.

With respect to residential car parking in apartments, one car parking space per residential unit shall be provided off-street within the curtilage of the development per residential unit. Each space shall be permanently assigned to and sold with each apartment and shall not be sublet or leased to non-residential owners or occupiers. The standard for one space per apartment is to provide for car storage to support family friendly living policies in the city and make apartments more attractive for all residents. It is not intended to promote the use of the car within the city. If the car space is not required in the short-term it could be given over to other residential storage uses.

Construction and layout standards for multi-storey and underground car parks are set out in the document, 'Design Recommendation for Multi-Storey and Underground Car Parks' (current edition), published by the Joint Committee of the Institute of Structural Engineers and the Institution of Highways and Transportation.

In mixed-use developments which have complementary uses with different times of peak parking occupancy consideration will be given to reduce the parking requirements to reflect shared use of parking space by the different users at different times.

Parking Requirements for Changes of Use

Where an application for change of use is made the parking requirements will be the difference between the new use parking requirement, and the existing use parking requirement. In the city centre, with a view to encouraging utilisation of upper floors the parking requirement will be reduced by 50% for first floor change of use, where applicable, and there will be no parking requirement for second and subsequent floors.

Design Criteria

The car parking standards set out in the following Table and the associated circulation and manoeuvring space must be provided within the curtilage of the building, clear of the carriageways and footways, whether public or private, giving access to the premises. The basic dimensions required for the layout of car parking areas are as follows:

- short-term parking bays (for shopping centres particularly) shall be 2.5 metres wide by 4.8 metres in length. In no instance shall a width of less than 2.4 metres be accepted, even for long-term (office blocks) parking spaces
- parking bay widths for disabled persons will be a minimum of 3.0 metres wide by 4.8 metres long. The minimum proportion of designated disabled parking shall be 5% of the total parking provision.
- Recommended aisle widths shall have the following dimensions::

Parking Angle	Preferred Width
90°	7 metres (two-way aisle)
90°	6 metres (one-way aisle)
80°	5.25 metres
70°	4.7 metres
60°	4.2 metres
50°	3.8 metres
45°	3.6 metres

Cycle Parking

Secure cycle parking facilities shall be provided in new office blocks, apartment blocks, shopping centres, hospitals, etc. The number of parking racks required shall be in accordance with the cycle parking standards set out below.

Such racks should be located within 25 metres of a destination for short-term parking (shops) and within 50 metres for long-term parking, (school, college, office). All long-term (more than three hours) cycle racks shall be protected from the weather. From a security viewpoint cycle racks should not be located in out-of-the-way locations

LAND USE	CYCLE PARKING STANDARDS
Apartments, flats	1 rack per unit
Residential Institution	1 rack per 10 employees
Hotels	1 rack per ten bedrooms
Guesthouses, Motels & Hostels	1 rack per ten bedrooms
Hospitals	1 rack per ten patient bed
Surgeries, Clinics, Group Medical Practice	1 per two consulting room
Shops and Supermarkets	1 rack per 200 sq.m net retail space
Retail Warehouses	1 rack per 300 sq. m net retail space
Cash & Carry/Showrooms	1 rack per 300 sq. m
Bank/Offices	1 rack per 100 sq. m
Restaurant, Café, Function Rooms (incl. Hotel Restaurants & Function Rooms	1 rack per 200 sq. m (incl. counter service area, but excluding toilets, kitchens, stores, etc.
Public Houses (incl. Hotel Bar and Lounge	1 rack per 200 sq. m (incl. counter service areas, but excluding toilets, lobbies, stores, etc.
Industry	1 rack per 200 sq. m
Warehousing	1 rack per 400 sq m
Schools	1 rack per 10 students Primary 1 rack per 5 students Secondary
Third Level Institutions	1 rack per classroom plus one rack per 10 students
Arena, Assembly Halls, Theatres, Churches Non-residential Clubs, Bingo Halls	1 rack per 50 seats
Conference Centre	1 rack per 200 sq. m
Dancehalls, Ballrooms, Discos	1 rack per 200 sq. m
Sports Grounds & Clubs	1 rack per 200 sq. m Plus1 for each 2 courts
Leisure Centres	1 rack per 50 sq. m. of public area
Pitch & Putt Course/Golf Course	1 rack per three holes

In certain instances a lesser or an increased car parking provision may be acceptable where it can be adequately demonstrated that it will cater for the car parking requirements of the development.

Where it is not possible to provide the required cycle parking on site, a financial contribution may be made to the city council to provide the required parking offsite.

All cycle facilities in multi-storey car parks shall be at ground-floor level and completely segregated from vehicular traffic. Cyclists should also have designated entry and exit routes at the car park.

Cycle parking facilities shall be conveniently located, secure, easy to use, adequately lit and well-signposted. Weather protected facilities should be considered where appropriate.

In addition, parking should be placed within a populated, well-supervised area, and monitored by CCTV where possible.

Suitable shower and changing facilities shall be made available in large-scale developments incorporating high amount of cycle parking

Car parking standards for various land uses

LAND USE	CAR PARKING STANDARDS	
	Zone 1 (City Centre and within 250 m of a public transport route)	Zone 2 (All other areas)
Dwellings, apartments, flats	1 space per unit	1 space per unit
Residential Institution	1 space per four beds	1 space per two beds
Hotels	1 space per two bedrooms	1 space per one bedroom
Guesthouses, Motels & Hostels	1 space per two bedrooms	1 space per one bedroom
Hospitals	1 space per two patient Beds	1 space per patient bed
Surgeries, Clinics, Group Medical Practices	1 spaces per consulting room	2 spaces per consulting room
Shops and Supermarkets	1 space per 50 sq.m net retail space	1 space per 20 sq.m net retail space
Retail Warehouses	1 space per 35 sq. m net retail space	1 space per 30 sq. m net retail space
Cash & Carry/Showrooms	1 space per 50 sq. m	1 space per 50 sq. m
Bank/Offices	1 space per 100 sq. m (at least 1 space for security vehicle for Bank)	1 space per 50 sq. m. (at least 1 space for security vehicle for Bank)
Restaurant, Café, Function Rooms (incl. Hotel Restaurants & Function Rooms)	1 space per 30 sq. m (incl. counter service area, but excluding toilets, kitchens, stores, etc.	1 space per 20 sq. m (incl. counter service area, but excluding toilets, kitchens, store etc.
Public Houses (incl. Hotel Bars and Lounges)	1 space per 30 sq. m (incl. counter service areas, but excluding toilets, lobbies, stores, etc.	1 space per 20 sq. m (incl. counter service areas, but excluding toilets, lobbies, stores etc.
Industry	1 space per 100 sq. m	1 space per 80 sq. m
Warehousing	1 space per 200 sq. m	1 space per 100 sq. m
Schools	1 per classroom	1.25 per classroom
Third Level Institutions	1 space per classroom plus one space per 10 students	1 space per classroom plus one space per 5 students
Arena, Assembly Halls, Theatres, Churches, Non-residential Clubs, Bingo Halls	1 space per 10 seats	1 space per 10 seats

Conference Centre	1 space per 50 sq. m	1 space per 20 sq. m
Dancehalls, Ballrooms, Discos	1 space per 20 sq. m	1 space per 10 sq. m
Sports Grounds & Clubs	1 space per 50 sq. m plus 2 for each court	1 space per 50 sq. m plus 2 for each court
Leisure Centres	1 space per 50 sq. m. of public area	1 space per 50 sq. m. of public area
Pitch & Putt Course/Golf Course	18 spaces 9 hole 36 spaces 18 hole	2 spaces per hole

Note: Parking Standards for other uses not specified above will be determined by the Planning Authority, having regard to the area and the nature of the proposed use.

Loading and unloading

In all major development of an industrial/commercial nature, developers will be required to provide loading and unloading facilities sufficient to meet the likely demand of such development. Off-street loading facilities shall be designed to conform to the following requirements:

- a) Each required space shall be not less than 3.7m in width, 6m in length and 4.3m in height exclusive of drives and manoeuvring space and located entirely on the site being served.
- b) Loading spaces may be enclosed within a structure and must be so enclosed if located within 15m of the curtilage of a residence where the use involves regular night operation.
- c) There shall be appropriate means of access to a street or road as well as adequate manoeuvring space.
- d) The maximum width of driveway openings at the street boundary shall be 6 metres and the minimum width shall be 3.6 metres.

Required loading facilities shall be provided and maintained so long as the use exists which the facilities were designed to serve. They shall not be reduced in total extent after their provision and all reasonable precautions shall be taken by the owner or sponsor of particular uses to assure the availability of required facilities to the delivery and pick-up vehicles that they are designed to serve.

However, the Planning Authority may modify the requirements of loading and unloading facilities in any specific case where it appears that it would be in the interest of the proper planning and sustainable development of the area to do so.

Agricultural development

Agriculture will continue to be an important land use activity in the outer area of the City and agricultural development in the form of new agricultural structures and extensions to existing buildings is likely to take place. In considering applications for agricultural

development the Planning Authority will apply the same criteria as it would in any other planning applications and will be bound by the consideration of the proper planning and sustainable development of the area. The Planning Authority will exercise strict control over the discharge of effluent from agricultural buildings in order to protect water bodies, water supplies and existing biodiversity.

It should be noted that agricultural developments such as storage buildings, animal housing, silage slabs, etc, land reclamation, field drainage, peat extraction, initial afforestation and certain intensive agricultural uses require planning permission, and there are no exemptions to this requirement within the administrative area of the City Council as dictated by Planning Regulations 2001-2011.

Drainage

Developers shall be required to provide efficient and economical systems of drainage with separate water drains in areas where a separate system of sewerage is available.

All developments will be required to connect to the public sewer unless, in the case of rural residential dwellings, it can be shown that such a connection is not possible. In these latter cases the development shall incorporate provision for a private waste water treatment plant, the design and layout of which shall comply with the EPA Code of Practice: Wastewater Treatment and Disposal Systems Serving Single Houses (p.e. ≤ 10) as issued by the EPA, 2009 or amendments thereto. Group or shared waste water treatment plants will not normally be allowed, due to difficulties of maintenance and control.

Surface water runoff from all new hard-surfaced infrastructure draining directly into the River Suir and John's River shall be considered for appropriate hydrocarbon interception where the risk of hydrocarbon pollution is deemed significant, and the feasibility of retrofitting such interception to existing infrastructure, where such a significant risk is identified, will be examined.

Flooding

Site Specific Flood Risk Assessments

Site specific flood risk assessments are required for all new planning applications in areas at risk of flooding. The level of detail required for such a flood risk assessment will depend on the level of risk and the scale of the development. A detailed Site-specific Flood Risk Assessment should quantify the risks and the effects of proposed mitigation measures and detail any measures required to manage the residual risks. For detail on the requirements of a site specific flood risk assessment refer to Appendix A of the DoECLG/OPW Planning Guidelines - 'The Planning System and Flood Risk Management Guidelines for Planning Authorities – Technical Appendices, November 2009'

Flood Risk Mitigation of Developments

Any new development in the areas at risk of flooding (zoned lands within the Flood Zones A and B that passed the Justification Tests) must demonstrate that appropriate mitigation measures can be put in place and that residual risks can be managed to acceptable levels. The Planning Guidelines identify the core principles in planning and designing for flood risk as:

- Locating development away from areas at risk of flooding, where possible;
- Substituting more vulnerable land uses with less vulnerable ones;
- Identifying and protecting land required for current and future flood risk management such as conveyance routes, flood storage areas, flood protection schemes.

Site layouts, landscape planning and drainage of any new development must be closely integrated to play an effective role in flood reduction. The key elements include:

- The use of higher risk 'low-lying ground in waterside areas for recreation, amenity and environmental purposes.
- Clear water conveyance routes free of barriers such as walls or buildings.
- Ease of access to higher land in the event of a flood – signing to identify safe access routes.
- Land raising of areas at high risk of flooding accompanied by compensatory provision of flood storage elsewhere on the site.
- The use of Sustainable Urban Drainage Systems (SUDS) to manage surface water runoff

For further detail on the above refer to Appendix B of the Planning Guidelines - 'The Planning System and Flood Risk Management Guidelines for Planning Authorities – Technical Appendices, November 2009'. This appendix also gives examples of measures to deal with residual risk such as flood resistant construction methods (to prevent floodwaters entering a building), flood resilient construction methods (internal finishes and services to limit the damage from floodwaters) and emergency response planning (flood escape routes, evacuation plans etc).

Environmental Impact Assessment

Where a planning application is made in respect of a development or class of development referred to in Schedule 5 of the Planning and Development Regulations 2001 (as amended), that application shall be accompanied by an Environmental Impact Statement. Information to be contained in an Environmental Impact Statement is outlined in Schedule 6 of the Regulations (as amended). Appropriate scoping should be undertaken as early in the process as possible. In this regard, applicants are advised to contact the Council and the EPA in the early stages of the Assessment.

Event Licensing

Part XVI of the Planning and Development Act 2000, as amended and Part 16 of the Planning and Development Regulations 2001, as amended, set out clear legislative requirements for the licensing of public events. Any event (including one or more performances at one or more venues which take place over one or more days) which will attract an audience of 5,000 persons or more will be required to obtain a licence from Waterford City Council. Applications for licences must be made at least 16 weeks prior to the holding of the event and Waterford City Council will facilitate consultation with the organiser in advance of making such an application. Applications shall include details regarding the exact nature (including advertising and ancillary events), location(s), and date(s) of the event along with an event management plan which shall include details of emergency, traffic management, safety, and environmental monitoring plans. Waterford City Council may not be in a position to issue a licence where an applicant fails to comply with the requirements of the legislation.