

Chapter 03 Settlement/Core Strategy

County Monaghan has a traditional pattern of settlement in rural areas together with a network of towns and villages distributed throughout the county'



3.1 Population Statistics

Population trends are central to the development plan process. Changes in population, household patterns and spatial distribution form the basis on which decisions on land use, service provision, housing, employment, retail, community and recreational needs are determined. Provisional population figures for the 2011 census were released by the Central Statistics Office on 30 June 2011.

Population figures for County Monaghan indicated a 6.4% increase between 2002 and 2006. This figure of growth was below the national population increase of 8%. The 2011 census preliminary figures indicate that there has been an 8% increase in the county's population over the period 2006 to 2011, which is comparable with the national average increase of 8.1% over the same period.

Table 3.1 Population figures in County Monaghan and Nationally 1986-2011

| Census | County Pop | % change in population | National Pop | % change in population |
|--------|------------|------------------------|--------------|------------------------|
| 1986 | 52,379 | +2.3 | 3,540,643 | +2.8 |
| 1991 | 51,293 | -2.1 | 3,525,719 | -0.4 |
| 1996 | 51,313 | +0.4 | 3,626,087 | +2.8 |
| 2002 | 52,593 | +2.5 | 3,917,336 | +8.0 |
| 2006 | 55,997 | +6.4 | 4,239,848 | +8.2 |
| 2011 | 60,495 | +8.0 | 4,581,269 | +8.1 |

An analysis of the population data of the five main towns in the county (Monaghan, Carrickmacross, Castleblayney, Clones and Ballybay) indicates that population trends in the county are threefold:

- i. Substantial growth has occurred in rural areas around the main towns
- ii. Population growth in the urban areas has been slight or negative
- iii. Rural areas most removed from the main towns have limited or negative population growth.

These trends are reflected on a national basis and have been noted in the Sustainable Rural Housing Guidelines² which states that

"Rural areas close to cities and some larger towns, those close to nationally important transport corridors and those in certain more scenic areas are experiencing population growth, including significant amounts of growth in some cases. Other more remote and economically weaker areas are experiencing population decline".

3.1.1 Urban versus Rural Settlement

County Monaghan's population is dispersed throughout the rural areas with less than 30% of the population living in the urban areas defined by the Central Statistics Office (CSO) (see Table 3.2). This pattern of dispersed population is very strongly established and impacts upon the growth and undermines the viability of existing towns and villages in the County.

² Sustainable Rural Housing Guidelines for Planning Authorities, April 2005. Department of Environment Heritage and Local Government.

Table 3.2. Aggregate comparison of Town and Rural Areas

| County | Aggregate Town Area (Persons) | Aggregate Rural Area (Persons) | % of population in Aggregate Town Area |
|-----------------|----------------------------------|-----------------------------------|---|
| Monaghan (2002) | 14,651 | 37,942 | 27.9 |
| Monaghan (2006) | 15,988 | 40,009 | 28.6 |
| State (2006) | 2,574,313 | 1,665,535 | 60.7 |

The Regional Planning Guidelines 2010-2022 state that:

"dispersed settlement pattern and low population density, pose significant challenges from an infrastructure and service delivery perspective. However, population growth has mainly taken place on the periphery of towns and villages, often at the expense of the urban core. This pattern of development and sprawl creates significant challenges for the delivery of services within local authorities"

The issue of urban rural balance needs to be addressed carefully in this development plan. It is important to maintain vibrant rural areas whilst at the same time recognising the need for a strong urban structure with sufficient critical mass to attract inward investment and act as engines for

economic growth. The preliminary figures obtained from Census 2011 indicates that there is a further weakening of the urban centres with the percentage of people living in the five main towns in County Monaghan falling from 21.3% in 2006 to 20.1% in 2011.

The following six tables show population figures for each District Electoral Division (DED) in County Monaghan between 1986 and 2011. Table 3.3.1 shows each town population which is made up of the urban population plus the rural part outside the urban boundary. Tables 3.3.2 - 3.3.5 show population figures for each Rural District Electoral Division (DED) in County Monaghan between 1986 and 2011. Table 3.3.6 summarises the information in tables 3.3.1 - 3.3.5 and shows the urban and rural figures for each DED during the same period.

Table 3.3.1 Population of 4 Towns in Co. Monaghan 1986-2011

| County Monaghan District Electoral Division | 52,379 1986 | 51,293 1991 | 51,313 1996 | 52,583 2002 | 55,997 2006 | 60,495 2011 | *8.0 * % Change |
|--|----------------|----------------|----------------|----------------|----------------|----------------|--------------------|
| Carrickmacross Town | - | - | 1,926 | 1,964 | 1,973 | 1,976 | 0.2 |
| Carrickmacross Urban | 1,815 | 1,678 | 1,926 | 1,964 | 1,973 | 1,976 | 0.2 |
| Castleblayney Town | | | 1,884 | 1,712 | 1,822 | 1,751 | -3.9 |
| Castleblayney Urban | 2,157 | 2,029 | 1,015 | 960 | 920 | 901 | -2.1 |
| Castleblayney Rural (pt.) | - | - | 869 | 752 | 902 | 850 | -5.8 |
| Clones Town | | | 1,921 | 1,721 | 1,517 | 1,508 | -0.6 |
| Clones Urban | 1,598 | 1,488 | 1,335 | 1,105 | 995 | 961 | -3.4 |
| Clones Rural (pt.) | 682 | 606 | 586 | 616 | 522 | 547 | 4.8 |
| Monaghan Town | | | 5,628 | 5,717 | 6,221 | 6,641 | 6.8 |
| Monaghan Urban | 6,075 | 5,750 | 2,014 | 2,032 | 2,183 | 2,190 | 0.3 |
| Monaghan Rural (pt.) | - | - | 3,614 | 3,685 | 4,038 | 4,451 | 10.2 |

* Percentage change between 2006 - 2011

Table 3.3.2: Population of Carrickmacross Rural Electoral Division 1986-2011

| District Electoral Division | 1986 | 1991 | 1996 | 2002 | 2006 | 2011 | * % Change |
|-----------------------------|-------|-------|--------|--------|--------|---------------------|------------|
| Carrickmacross Rural Area | - | - | 11,013 | 11,585 | 12,804 | 17,563 ¹ | 37.2 |
| Ballymackney | 795 | 789 | 845 | 897 | 928 | 953 | 2.7 |
| Bellatrain | 216 | 212 | 225 | 211 | 243 | 294 ² | 21.0 |
| Bocks | 467 | 464 | 489 | 530 | 599 | 668 | 11.5 |
| Broomfield | 614 | 597 | 600 | 652 | 718 | 767 ² | 6.8 |
| Carrickmacross Rural | 2,235 | 2,295 | 2,257 | 2,540 | 3,091 | 3,675 | 18.9 |
| Corracharra | 249 | 208 | 217 | 250 | 266 | 271 | 1.9 |
| Crossalare | 455 | 446 | 427 | 462 | 569 | 656 | 15.3 |
| Donaghmoyne | 528 | 554 | 568 | 615 | 641 | 676 | 5.5 |
| Drumboory | 402 | 385 | 401 | 446 | 466 | 523 | 12.2 |
| Drumcarrow | 372 | 332 | 340 | 343 | 381 | 443 | 16.3 |
| Drumgurra | 502 | 524 | 503 | 489 | 557 | 684 | 22.8 |
| Enagh | 659 | 672 | 656 | 674 | 704 | 680 | -3.4 |
| Inniskeen | 1,002 | 976 | 982 | 956 | 979 | 1,020 | 4.2 |
| Kilmurry | 505 | 505 | 474 | 496 | 537 | 628 | 16.9 |
| Kiltybegs | 500 | 527 | 549 | 539 | 572 | 651 | 13.8 |
| Laragh | 522 | 511 | 539 | 512 | 525 | 561 ² | 6.9 |
| Loughfea | 478 | 467 | 496 | 526 | 571 | 609 | 6.7 |
| Raferagh | 442 | 439 | 445 | 447 | 457 | 461 | 0.9 |

* Percentage change between 2006 - 2011 ¹ Part of population now in Castleblayney RED ² Now in Castleblayney RED



Table 3.3.3: Population of Castleblayney Rural Electoral Division 1986-2011

| District Electoral Division | 1986 | 1991 | 1996 | 2002 | 2006 | 2011 ¹ | * % Change |
|-----------------------------|-------|-------|-------|--------|--------|---------------------|------------|
| Castleblayney Rural Area | - | - | 9,699 | 10,136 | 10,516 | 11,837 ¹ | 12.6 |
| Annayalla | 491 | 500 | 517 | 546 | 593 | 582 | -1.9 |
| Anny | 332 | 339 | 338 | 359 | 349 | 382 ² | 9.5 |
| Ballybay Rural | 1,228 | 1,213 | 1,210 | 1,181 | 1,379 | 1,523 | 10.4 |
| Ballybay Urban | 530 | 459 | 474 | 437 | 401 | 297 | -25.9 |
| Carrickaslane | 493 | 473 | 450 | 462 | 506 | 607 | 20.0 |
| Carrickatee | 343 | 349 | 345 | 304 | 313 | 333 | 6.4 |
| Castleblayney Rural (part.) | 1,776 | 1,840 | 1,889 | 2,228 | 2,296 | 2,861 | 24.6 |
| Church Hill | 553 | 536 | 529 | 569 | 572 | 669 | 17.0 |
| Clontibret | 671 | 668 | 705 | 722 | 700 | 698 ³ | -0.3 |
| Cormeen | 512 | 442 | 447 | 457 | 459 | 459 ² | 0.4 |
| Creeve | 543 | 554 | 522 | 538 | 562 | 612 | 8.9 |
| Cremartin | 835 | 843 | 907 | 910 | 975 | 1162 | 19.2 |
| Greagh | 398 | 430 | 432 | 448 | 417 | 433 | 3.8 |
| Mullyash | 400 | 355 | 351 | 353 | 355 | 561 | 2.3 |
| Tullycorbet | 627 | 591 | 583 | 622 | 639 | 658 ³ | 3.0 |

* Percentage change between 2006 – 2011 ¹ Part of population now in Clones & North Monaghan REDs ² Now in Clones RED
³ Now in North Monaghan RED

Table 3.3.4: Population of Clones Rural Electoral Division 1986-2011

| District Electoral Division | 1986 | 1991 | 1996 | 2002 | 2006 | 2011 | * % Change |
|-----------------------------|------|------|-------|-------|-------|--------------------|------------|
| Clones Rural Area | - | - | 7,976 | 8,597 | 8,976 | 9,523 ¹ | 6.1 |
| Aghabog | 340 | 316 | 314 | 303 | 310 | 339 | 9.4 |
| Caddagh | 474 | 463 | 442 | 440 | 469 | 499 ² | 6.6 |
| Clones Rural (part) | 882 | 843 | 869 | 868 | 914 | 1068 | 16.8 |
| Clones | - | - | 458 | 464 | 462 | 472 | 2.2 |
| Currin | 583 | 570 | 557 | 530 | 559 | 661 | 18.2 |
| Dawsongrove | 631 | 593 | 566 | 643 | 672 | 701 | 4.3 |
| Drum | 240 | 208 | 193 | 182 | 190 | 187 | -1.6 |
| Drumhillagh | 572 | 593 | 600 | 612 | 630 | 690 ² | 9.5 |
| Drummully | 131 | 120 | 98 | 102 | 92 | 97 | 5.4 |
| Drumsnat | 914 | 952 | 937 | 930 | 937 | 985 ² | 5.1 |
| Killeevan | 375 | 362 | 348 | 357 | 365 | 368 | 0.8 |
| Kilmore | 534 | 534 | 538 | 539 | 536 | 517 ² | -3.5 |
| Killynenagh | 182 | 161 | 170 | 174 | 170 | 203 | 19.4 |
| Lisnaveane | 332 | 334 | 362 | 385 | 428 | 395 | -7.7 |
| Newbliss | 681 | 705 | 673 | 666 | 741 | 800 | 8.0 |
| Scotstown | 899 | 882 | 940 | 993 | 1,083 | 1,155 ² | 6.6 |
| St.Tierney | 391 | 380 | 369 | 409 | 416 | 394 | -5.3 |

* Percentage change between 2006 – 2011 ¹ Part of population now in North Monaghan RED ² Now in North Monaghan RED

Table 3.3.5: Population of Monaghan Rural Electoral Division 1986-2011

| District Electoral Division | 1986 | 1991 | 1996 | 2002 | 2006 | 2011 | * % Change |
|-----------------------------|-------|-------|--------|--------|--------|---------------------|------------|
| Monaghan Rural Area | - | - | 10,808 | 11,161 | 12,172 | 13,229 ¹ | 8.7 |
| Anketell Grove | 876 | 899 | 941 | 954 | 1,009 | 1,128 | 11.8 |
| Ballinode | 1,236 | 1,241 | 1,227 | 1,170 | 1,359 | 1,605 | 18.1 |
| Bragan | 281 | 269 | 272 | 263 | 290 | 296 | 2.1 |
| Castleshane | 756 | 738 | 725 | 730 | 876 | 967 | 10.4 |
| Derrygorry | 258 | 247 | 258 | 283 | 273 | 274 | 0.4 |
| Emyvale | 860 | 894 | 938 | 1,091 | 1,223 | 1,231 | 0.7 |
| Enagh | 534 | 491 | 446 | 449 | 487 | 492 | 1.0 |
| Figullar | 354 | 346 | 394 | 413 | 422 | 474 | 12.3 |
| Glaslough | 643 | 686 | 708 | 726 | 757 | 852 | 12.5 |
| Killylough | 561 | 551 | 537 | 558 | 554 | 571 | 3.1 |
| Monaghan Rural (pt.) | 1,265 | 1,227 | 1,207 | 1,284 | 1,573 | 1,760 | 11.9 |
| Rackwallace | 753 | 762 | 729 | 777 | 794 | 901 | 13.5 |
| Shanmullagh | 218 | 226 | 215 | 210 | 226 | 218 | -3.5 |
| Sheskin | 614 | 609 | 550 | 532 | 559 | 646 | 15.6 |
| Tedavnet | 790 | 772 | 832 | 830 | 860 | 871 | 1.3 |
| Tehallan | 715 | 793 | 829 | 891 | 910 | 943 | 3.6 |

* Percentage change between 2006 - 2011 ¹ Excludes population now included within North Monaghan RED

Table 3.3.6.: Total Urban and Rural Population figures in Co. Monaghan

| District Electoral Division | 1986 | 1991 | 1996 | 2002 | 2006 | 2011 | * % Change |
|-----------------------------|--------|--------|--------|--------|--------|---------------------|------------|
| Monaghan County | 52,379 | 51,293 | 51,313 | 52,583 | 55,997 | 60,495 | 8.0 |
| Monaghan Town | - | - | 5,628 | 5,717 | 6,221 | 6,641 | 6.8 |
| Monaghan Rural Area | - | - | 10,808 | 11,161 | 12,172 | 13,229 ¹ | 8.7 |
| Carrickmacross Town | - | - | 1,926 | 1,964 | 1,973 | 1,976 | 0.2 |
| Carrickmacross Rural Area | - | - | 11,013 | 11,585 | 12,804 | 17,563 ² | 37.2 |
| Castleblayney Town | - | - | 1,884 | 1,712 | 1,822 | 1,751 | -3.9 |
| Castleblayney Rural Area | - | - | 9,699 | 10,136 | 10,516 | 11,837 ³ | 12.6 |
| Clones Town | - | - | 1,921 | 1,721 | 1,517 | 1,508 | -0.6 |
| Clones Rural Area | - | - | 7,976 | 8,597 | 8,976 | 9,523 ⁴ | 6.1 |

* Percentage change between 2006 – 2011

² Includes population now within Castleblayney RED⁴ Includes population now in North Monaghan RED¹ Excludes population now within North Monaghan RED³ Includes population now within Clones & North Monaghan REDs**Source: Central Statistics Office**

Since 1986 population increase in County Monaghan has become more aligned with the national population increase as seen in table 3.1. The population changes within the county have not however occurred uniformly.

Map 3.1 on the following page identifies those Electoral Divisions (EDs) which have experienced population change, population density, residential dwelling density, or planning application density, that were higher than the county average during the period 2006 to 2011. Those EDs with the darkest shadings have experienced higher than the average for the county in all of these indicators over the period 2006 to 2011.

This map clearly indicates that there has been significant development pressure in the rural areas surrounding the towns and some development pressure along the N2 National Primary Route. This pattern of development has resulted in an increase in population in the east of the county and in those rural areas immediately surrounding the towns, with limited population growth in those rural areas removed from the towns.

3.1.2: Population Projections and Targets

In Ireland there has been a trend towards increased urbanisation. Based on census figures for County Monaghan between 1996 and 2006, Monaghan Town experienced steady growth, Carrickmacross had limited growth, but Castleblayney and Clones have suffered population decline, with Clones experiencing significant long term population decline. According to the Census 2011 preliminary figures, Monaghan Town continued to grow steadily and Carrickmacross had a modest increase in population over the period 2006 to 2011. The populations of Clones and Castleblayney continued to fall between 2006 and 2011. However, these trends are based on census figures which do not include population growth in areas that are now considered to be part of the established footprint of these towns. This is particularly relevant in the case of Carrickmacross which has experienced significant growth over the last decade. It is considered likely that

Carrickmacross will continue to grow at an accelerated rate due to its proximity to the M1 motorway/Eastern Economic Corridor and Dublin.

A base line data report on the county was carried out on behalf of Monaghan County Development Board by Peter Quinn Consultancy Services and was published in 2001. The report included findings from an analysis of the four main urban areas and their hinterlands carried out by CAAS (Environmental Services) Ltd. CAAS produced eight different projections based on differing assumptions about 'fertility rates', 'mortality rates' and 'net migration'; one model assumed constant figures for fertility, mortality and net migration and showed no change in population. Model seven of that report which assumed falling fertility, slowly falling mortality and migration at 1991-1996 levels, produced the following population projections for the four major settlements in the County:

Table 3.4: Population Projections For The Major Settlements In Monaghan (1996 - 2021)

| Settlement | 1996 | 2001 | 2006 | 2011 | 2016 | 2021 | % change |
|--------------------|--------|--------|--------|--------|--------|--------|----------|
| Monaghan | 8,062 | 7,905 | 7,902 | 7,850 | 7,746 | 7,542 | -6.5 |
| Carrickmacross | 4,183 | 4,357 | 4,623 | 4,874 | 5,107 | 5,299 | 26.7 |
| Castleblayney | 3,773 | 3,628 | 3,525 | 3,386 | 3,202 | 2,956 | -21.7 |
| Clones | 3,376 | 3,129 | 2,917 | 2,648 | 2,414 | 2,081 | -38.4 |
| Total of the above | 19,394 | 19,019 | 18,976 | 18,794 | 18,469 | 17,878 | -7.8 |

While there is no certainty that the above assumptions will prove valid, they are seen as reflecting the 'most likely' outcome in the absence of positive action to produce, or encourage, population growth, or to stimulate inward migration.

The National Spatial Strategy 2002-2020 (NSS) originally detailed that Monaghan Town should achieve a critical mass of at least 15,000 by 2020 if it is to fulfill its role as a hub as defined in the NSS. However, the moderate growth of Monaghan Town determined that it is highly unlikely that this target would be achieved. Consequently, this target was revised downwards in October 2009 to a target population of 9,300 by the year 2022.

The Regional Planning Guidelines for the Border Region 2010-2022 set out population projections for the six counties in the region and their key settlements based on current trends. These Guidelines also set out targets for these counties and key towns based on the updated population targets published by the Department of Environment, Heritage and Local Government in 2009.

These targets project the population of the Border Region to grow to 552,700 in 2016 and 595,000 in 2022. The Regional Planning Guidelines 2010-2022 set out population growth targets for County Monaghan and Monaghan Town as

follows:-

| | 2010 | 2016 | 2022 |
|-----------------|--------|--------|--------|
| County Monaghan | 61,320 | 66,324 | 71,400 |
| Monaghan Town | 7,600 | 8,400 | 9,300 |

The County Development Plan must apply these population targets and is responsible for the distribution of the remaining balance of population when the target figure for Monaghan Town is subtracted from the target figure for the County.

The assumption underlying these target population figures, that the increase in both the County and Monaghan Town populations will be commensurate with the current population share of the Border Region, may not be necessarily realistic given the probable concentration of the increase in County Louth (which is likely to exhibit a strong growth rate more like that of Dublin and the Mid-East). In this scenario, it is possible that the population of Louth could increase to such an extent that it would absorb a significant amount of the regional increase.

Positive action to reverse the anticipated demographic trends may produce different outcomes. It is therefore the aim of this settlement/core strategy to ensure that Monaghan Town will increase population growth and aspire to reach a critical mass of at least 9,300 by 2022 as set out in national policy.

Government Policy and Guidelines

The National Spatial Strategy (NSS), the Regional Planning Guidelines (RPGs) and the Sustainable Rural Housing Guidelines provide a basis for planning authorities to prepare a Settlement Strategy. The provisions of the NSS with regard to settlement have been included in the RPGs and the Sustainable Rural Housing Guidelines. The main provisions and considerations of these documents are outlined below:

3.2 National Spatial Strategy

The NSS sets a national context for spatial planning to inform the RPGs and County Development Plans. It provides a framework for the spatial development of an all-island economy and sets out principles of good spatial planning practice.

The NSS identifies Monaghan as a development "Hub" linked with Cavan and Dundalk and highlights the town's strategic location as "part of the border area as a cross roads between Dublin, Belfast, Derry, the Midlands and other strategic locations" (see map 1.2, chapter 1). The NSS identifies the development potential offered by improving economic and transport links with towns in Northern Ireland stating that:

"Monaghan is strategic spatially in the border context because of its location on the Dublin-Derry axis. It is strategically located on the N2 Dublin-Derry road, will be proximate to the Dundalk Gateway and has improving interaction with substantial urban centres in Northern Ireland such as Armagh. Monaghan performs important employment, retailing and administrative functions and has substantial capacity for development in land and water services terms."

The NSS envisages that hub towns will need to grow substantially in population by 2020 to fulfil their functions and to provide the critical mass required to support the key service roles for the regions. Prior to the release of revised population targets in 2009, the NSS stated that hubs with a current population below 10,000 would need to grow to a population of 15,000 - 20,000 by 2020.

The NSS envisaged the strengthening of the existing county and large town structure, renewal of small town and village structure and the protection and development of key rural assets.

3.2.1 Regional Planning Guidelines for the Border Region 2010-2022

The Border Regional Planning Guidelines 2010-2022 (RPGs) were adopted on 29th September 2010 and set the framework for land use plans in the Border Region.

The key purpose of the RPGs is to deliver a Regional Settlement Strategy and to update regional, county and settlement estimates of population and housing needs.

The RPGs identified the 'Balanced Development Model' as the preferred development scenario for the region. Consequently, the key aims of the Border Region settlement strategy are to:-

Strengthen the critical mass of the Region's key urban settlements by prioritising regional population growth and housing requirements;

Seven urban centres form the key urban settlements which are considered of regional importance. Monaghan is one of these urban centres and it supports, and is supported by the Gateway of Dundalk. It provides key services and functions to smaller settlements and the wider rural areas and will act as a driver of growth within the region.

Outline a policy framework for the development of the remaining share of population in the Region; and

Towns with a population of between 1,500 and 5,000 are in need of urban strengthening, and can perform an important role in driving the development of a particular spatial component, either individually or in groups. Smaller settlements and the wider rural area face challenges that requires their promotion as a functional, spatial entity involving the independencies of small and medium sized settlements.

Sustain and revitalise lower tier settlements and rural areas within the above development framework

The more rural parts of the Region, provide a strong network of villages which have a significant role within the peripheral and remote parts, as these centres help sustain local services, amenities and businesses and serve the wider rural hinterland. Future sustainability of rural areas will be shaped by good connectivity with urban centres.

3.2.2 Sustainable Rural Housing Guidelines for Planning Authorities

The Sustainable Rural Housing Guidelines for Planning Authorities (DoEHLG) acknowledges the long tradition of people living in rural parts of the country.

They stress that people who wish to follow in this tradition and who are part of the established rural community, should be facilitated in all rural areas, including those under strong urban-based pressures. This form of development is defined as rural generated housing.

The Guidelines also note that very significant levels of rural housing development has taken place on the edges of towns and along primary transport corridors, resulting in over development of these areas. They emphasise the need to manage this pressure from overspill development originating in urban areas. This form of development arising from persons, principally living and working in urban areas and relocating to the rural area is defined as urban generated housing.

In order to ensure that development in the countryside takes place in a sustainable manner, which reflects the needs of the rural communities, the guidelines state that it is vitally important that a development plan sets out a clear policy framework that is consistent with the policies laid out in the guidelines.



Settlement/Core Strategy for County Monaghan

County Monaghan has a traditional pattern of dispersed settlement in rural areas together with a network of towns and villages distributed throughout the county. This section of the plan sets out a strategic settlement strategy for the county that will develop and strengthen this pattern of settlement in line with the strategies and targets laid out in the NSS and the RPGs referred to in sections 3.2.1. and 3.2.2

Having regard to the population growth outlined in the NSS, the Council is eager to adopt a pro-active approach to the development of the county, with particular emphasis on developing Monaghan Town to the level of population and critical mass necessary to sustain its designation as a hub town.

3.3 Current Settlement Pattern and Policies

Monaghan Town, Carrickmacross, Castleblayney, Clones and Ballybay are the principal settlements within the county that serve as the primary residential, employment, service and retail centres. The Development Plan for each of these settlements, located at the rear of this document, analyses the role of each and how they should develop in the future.

The villages of Ballinode, Emyvale, Inniskeen, Glaslough, Newbliss, Rockcorry, Scotshouse, Scotstown, Smithborough, and Threemilehouse are smaller settlements that also act as residential, employment, service and retail centres. Following the publication of the Local Area Plans for these villages in 2002, a number have experienced significant levels of development. In order to ensure that these villages continue to function as key drivers of development in the county it is essential that their development is facilitated in accordance with the NSS and RPGs. As such the plans for each of the nine villages were reviewed.

Below this level of settlements are smaller cluster settlements, many of which are located around local community facilities and which act as important focal points for the wider rural community. Previously these have tended to be developed in an ad hoc manner, but in order to ensure that they develop in a structured and orderly fashion, it was considered necessary that a limit of development be drawn around each settlement area, within which there will be presumption in favour of development. The limits of development of each village are shown in chapter 14. Monaghan County Council will seek to sustain and develop these villages as settlement centres through the appropriate development of public infrastructure, services and facilities. These services and facilities may be provided in partnership with the private sector and/or the community.

3.3.1 County Settlement/Core Strategy

A settlement/core strategy is a spatial expression of population, distribution, settlement size, settlement role and settlement hierarchy. The County Monaghan Settlement/Core Strategy will provide a planning framework for the location of development and population over the 6-year life span of the County Development Plan and will identify potential development patterns for the different areas of the county.

Existing local, regional and national policy documents have influenced the Settlement/Core Strategy for County Monaghan. The principles of Proper Planning and Sustainable Development, along with a "plan-led" approach, are cornerstones of the Planning and Development Act 2000. The Planning and Development (Amendment) Act 2010 further reinforces this approach with the requirement to incorporate a Core Strategy within every development plan which ensures zoned residential land is commensurate with population growth. This Settlement/Core Strategy is based on population targets set out in the RPGs with a view to expanding Monaghan Town as a hub.

The Settlement/Core Strategy provides a hierarchy of settlements, which caters for balanced and sustainable growth of the County while providing a range of residential choices. The Settlement/Core Strategy is based on the following principal requirements:

- i. The promotion and development of Monaghan as a Hub town, and as the main residential, retail, service and employment centre in the county
- ii. The development of second and third tier towns as residential, retail, service and employment centres
- iii. Controlled expansion of fourth and fifth tier settlements as residential and local retail centres
- iv. Careful growth management in 'rural areas under strong urban influence'
- v. Sustainable development of the remaining rural areas

3.3.2 Hierarchy of Settlements

In support of the principles laid out in 3.3.2, a settlement hierarchy is proposed based on the function of each settlement, together with the existing and anticipated levels of development and service provision within them. These are as follows;

Tier 1: Monaghan will be promoted as the primary growth centre for industrial development, as a primary retail and service centre, and a strong and attractive residential centre. Monaghan will aspire to be a third-level education provider and to develop critical mass in support of its "Hub" role as set out in the NSS.

Tier 2: Carrickmacross provides an extensive range of services including health, community, financial, significant employment and retail. This town has a strong historical identity as a market town and has a relatively well-developed infrastructure. Sustained growth in this settlement is required.

Tier 3: Castleblayney, Clones and Ballybay provide a more limited range of services, than tier 1 & 2 settlements. Service provision often includes a range of retail and educational services, but limited financial, health and community services. These towns should be further developed as residential and employment centres as well as service and local retail centres for their surrounding hinterland.

Tier 4: These ten smaller settlements provide basic services to their community, such as convenience goods and fuel. Education services are provided in some of the settlements, but extend to primary education only. These services serve an important community purpose and provide the basis for further future development. Some of these settlements require major improvements in infrastructure to ensure that they will become attractive settlement centres and assist in the long term vitality and viability of County Monaghan. However, the roles and functions of these settlements are not as extensive as anticipated when the development plan was adopted.

Tier 5: This is the smallest type of settlement. The character of these settlement areas mirror the rural countryside but have scattered individual houses with some clustering around one or more focal points. Focal points may include existing development around a cross roads, a shop, church, post office etc. There may be scope for some additional dwellings to consolidate existing focal points and utilise existing services in the area subject to normal planning environmental standards. It is expected that the majority of development taking place in these settlements will be one off housing. In respect of housing developments, the onus will upon the developer to justify the demand for the housing proposed, and the development should be centred on the focal point of the settlement, and should be subject to the satisfactory provision of infrastructure and services. The settlement hierarchy is laid out in table 3.5.

Table 3.5: Settlement Hierarchy

| Settlement Hierarchy | Town/Village/Settlement | Population Potential 2011 -2019 |
|----------------------|---|---------------------------------|
| Tier 1 | Monaghan | 8,000-10,000 |
| Tier 2 | Carrickmacross | 4,000-7,000 |
| Tier 3 | Ballybay, Castleblayney, Clones | 1,500-4,000 |
| Tier 4 | Ballinode, Emyvale, Glaslough, Inniskeen, Newbliss, Rockcorry, Scotshouse, Scotstown, Smithboro, Threemilehouse | 200-1500 |
| Tier 5 | Aghabog, Annyalla, Ardagh, Bawn, Broomfield, Carrickroe, Clara, Clontibret No. 1 & 2, Connors, Corcaghan, Corduff, Donaghmoyne, Doohamlet, Drum, Knockatallon No. 1 & 2, Knockconan, Laragh, Latton, Lisdoonan, Lough Egish, Magheracloone, Mullan, Oram, Tydavnet, Tyholland | 10 - 300 |

3.3.3 Core Strategy

Section 10(1B) of the Planning and Development Act 2010 requires all planning authorities to prepare a Core Strategy which shows that the development objectives in its development plan are consistent, as far as practicable, with national and regional development objectives in the National Spatial Strategy (NSS) and Regional Planning Guidelines (RPGs).

The purpose of this Core Strategy is to articulate a medium to longer term quantitatively based strategy to the spatial development of County Monaghan, and in doing so, demonstrate that the development plans and their objectives are consistent with the national and regional development objectives set out in the NSS and RPGs.

As the Monaghan County Development Plan 2007-2013 incorporates the Development Plans for the Towns of Monaghan, Carrickmacross, Castleblayney, Clones and Ballybay, this core strategy sets the settlement framework for all of these development plans until the adoption of subsequent development plans.

The 2010 Act requires that a Core Strategy is incorporated within any subsequent development plans. The Monaghan County Development Plan 2007-2013 is currently under review. This development plan will be superseded in early 2013 by the Monaghan County Development Plan 2013-2019, and a draft development plan for the period 2013-2019 will be placed on public display in early 2012.

As the Monaghan County Development Plan 2007-2013 was not subject to Strategic Environmental Assessment or Appropriate Assessment under the Habitats Directive, it is considered that the most appropriate method to ultimately determine the location of zoned residential land in the county up to 2019 is through the preparation of the County Development Plan for the period 2013-2019. Consequently, this Core Strategy is considered to be an interim measure to manage the development of land currently zoned for residential use in the settlements until a Core Strategy is adopted under the development plan for the period 2013-2019.

3.3.4 Content of Core Strategy

Section 10(2A) of the Act is explicit in respect of the contents of the Core Strategy. It states that it must;

- show that the development plan and housing strategy are consistent with the NSS and RPGs.
- take account of policies of the Minister in relation to national and regional population targets.
- in respect of residential zoned land (or a mixture of residential and other uses) provide details of –
 - the size of the area in hectares.
 - the proposed number of housing units to be included in the area.
- set out a settlement hierarchy and provide population projections for all towns, villages and rural areas.
- identify rural areas in accordance with the sustainable rural housing guidelines.
- provide relevant information to show that retail development objectives contained in the plan have had regard to the Departments retail planning guidelines
- relevant roads have been classified in accordance with Roads Act 1993

This Core Strategy includes, a settlement hierarchy that is consistent with the RPGs and Government policies, associated maps, and a core strategy table summarising the key statistics as regards future population, specifically setting population targets and housing requirements.

This Core Strategy will act as a clear framework for the development of settlements within the county, provide a transparent evidence based rationale for residential development, and therefore supersedes all other policy within the Monaghan County Development Plan 2007-2013 in terms of population, housing and housing land requirements.

3.3.5 Evidence Based Residential Land Use Zoning

Monaghan local authorities recognise that there are a number of vacant and unfinished residential developments in the county. Notwithstanding this, there is uncertainty as whether or not these developments will be completed and/or when they will be available for occupation. In addition, it is also recognised that there are a number of uncommenced, extant planning permissions for residential development in the county where it is considered unlikely that these permissions will be developed during the period of the permission. Accordingly, for these reasons, these extant permissions, unfinished housing developments and vacant properties have been discounted from the calculations for residential development demand/supply.

The RPGs identify a target population growth in Monaghan County of approximately 7,500 between 2010 and 2019. Included within this figure is a target population growth for Monaghan Town of 1,250 over the same period. For the purposes of identifying land requirements for zoning, this figure is a maximum allocation, which can only be increased in exceptional circumstances where there is clear evidence based justification.

Table 1 below indicates the amount of zoned residential land required to accommodate the projected populations of Tier 1, 2, 3 and 4 settlements in the county up to 2019. As the final Census 2011 figures will not be published until Spring 2012, these allocated population figures have been established by apportioning a percentage share to each settlement (with the exception of Monaghan Town) of the overall county target population established in the RPGs, based on percentage share of the county in 2006, and extrapolating this share to 2019 having regard to growth trends over the period 1991-2006. In the case of Monaghan Town, this figure has been extrapolated from the RPGs target populations for the town.

There has been limited development in the Tier 5 settlements designated under the Monaghan County Development Plan 2007-2013 during a period of unprecedented residential development activity. Therefore any future development taking place in these settlements is expected to be limited and to be in the form of one off housing replicating development taking place in the open countryside. Consequently, it has been concluded that the projected population figures for Tier 5 settlements should be incorporated into the overall rural area allocation, and that a specific policy to allow housing development appropriate to these settlements should be applied.

Upon comparing the zoned residential land needs for the projected population of the settlements within the county and the actual existing zoned residential land, it is obvious from table 1 below that there is a significant over supply of zoned residential land for each of the settlements in the current County Development Plan.

Table 3.6 Required and Existing Residential Land Use Zoning

| | | 1 | 2 | 3 | 4 | 5 |
|--------|-------------------------------------|--|-----------------------------------|---|---|--|
| | | Core Strategy 2019 Population Allocation* | Housing Land Requirement (Ha)^ | Existing Lands Zoned for Housing (Ha) | Housing Yield (units) From Housing Zoning | Housing Yield (units) From Other Zoned Lands |
| | County | 68862 | 584.8 | 3249.5 | 30,492 | 23,956 |
| Tier 1 | Monaghan Town | 8850 | 192.8 | 561.1 | 10,100 | 206 |
| Tier 2 | Carrickmacross | 5680 | 123.7 | 467.3 | 8,411 | 172 |
| Tier 3 | Castleblayney | 3856 | 84.0 | 298.4 | 5,371 | 110 |
| | Clones | 1790 | 39.0 | 225.5 | 4,059 | 83 |
| | Ballybay | 1515 | 33.0 | 141.7 | 2,551 | 52 |
| Tier 4 | Ballinode | 551 | 14.7 | 95.0 | - | 1,425 |
| | Emyvale | 964 | 25.7 | 133.0 | - | 1,995 |
| | Glaslough | 344 | 9.2 | 43.0 | - | 645 |
| | Inniskeen | 378 | 10.1 | 58.0 | - | 870 |
| | Newbliss | 413 | 11.0 | 43.0 | - | 645 |
| | Rockcorry | 344 | 9.2 | 70.0 | - | 1,050 |
| | Scotshouse | 207 | 5.5 | 58.0 | - | 870 |
| | Scotstown | 275 | 7.3 | 83.0 | - | 1,245 |
| | Smithborough | 551 | 14.7 | 96.5 | - | 1,448 |
| | Threemilehouse | 185 | 4.9 | 33.0 | - | 495 |
| | Rural Area and Minor Settlements | 42959 | - | 843.0 | - | 12,645 |

Column 1 is based on the percentage population share of the county in 2006 for each settlement extrapolated to 2019 based on growth trends over the period 1991-2006

Column 2 is calculated by dividing the population allocation by the average household size for each settlement and then by the housing density average for each settlement

Column 3 represents existing lands zoned for residential development in the current Monaghan County Development Plan 2007-2013 including lands currently occupied by housing

Column 4 represents the estimated housing yield from zoned residential lands having regard to established distribution of housing within settlements

Column 5 represents the estimated housing yield from zoned town centre lands having regard to established distribution of housing within settlements

* Subject to revision following release of Census 2011 population figures

^ An average housing density of 18 units per hectare has been applied in respect of Tier 1, 2 and 3 settlements and 15 units per hectare in respect of Tier 4 settlements

Table 2 below indicates the amount of zoned residential land required to accommodate the projected population growths in Tier 1, 2, 3 and 4 settlements in the county by 2019. In accordance with the DEHLG 'Development Plan - Guidelines for Planning Authorities' (2007) and the Border Regional Planning Guidelines 2010-2022 the proposed zoning in this table provides for fifty percent additional zoning to ensure a properly functioning market for housing land. As these figures exclude any consideration of vacant or unfinished housing units the figures in Table 2 represent a maximum residential land zoning requirement for the period 2011-2019.

Again, having regard to the zoned residential land needs for the projected population growth of the settlements within the county and the actual existing zoned residential land, it is obvious from table 2 that there is a significant over supply of zoned residential land for each of the settlements in the current County Development Plan.

Table 3.7 Core Strategy Table

| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
|--------|----------------------------------|---|--------------------------------|--|----------------------------------|--|--|---------------|
| | | Target Population Growth from 2011 to 2019* | Housing Land Requirement (Ha)^ | Proposed Zoning (Ha) with 50% included | Existing Undeveloped Zoning (Ha) | Housing Yield (units) from Residential Land Zoning | Housing Yield (units) From Other Zoned Lands | Excess (Ha) |
| | County | 8367 | 87.9 | 131.8 | 1204.5 | 1,915 | 460 | 1072.0 |
| Tier 1 | Monaghan Town | 1450 | 31.6 | 47.4 | 278.7 | 837 | 16 | 231.3 |
| Tier 2 | Carrickmacross | 580 | 12.6 | 19.0 | 242.1 | 335 | 7 | 223.1 |
| Tier 3 | Castleblayney | 556 | 12.1 | 18.2 | 133.2 | 320 | 7 | 115.0 |
| | Clones | 490 | 10.7 | 16.0 | 139.4 | 283 | 5 | 123.4 |
| | Ballybay | 245 | 5.3 | 8.0 | 83.8 | 140 | 4 | 75.8 |
| Tier 4 | Ballinode | 51 | 1.4 | 2.0 | 34.9 | - | 36 | 32.3 |
| | Emyvale | 64 | 1.7 | 2.6 | 56.3 | - | 47 | 53.7 |
| | Glaslough | 54 | 1.4 | 2.2 | 16.5 | - | 40 | 14.3 |
| | Inniskeen | 78 | 2.1 | 3.1 | 31.1 | - | 56 | 28.0 |
| | Newbliss | 93 | 2.5 | 3.7 | 22.7 | - | 67 | 19.0 |
| | Rockcorry | 44 | 1.2 | 1.8 | 38.1 | - | 32 | 36.3 |
| | Scotshouse | 27 | 0.7 | 1.1 | 33.7 | - | 20 | 32.6 |
| | Scotstown | 15 | 0.4 | 0.6 | 32.2 | - | 11 | 31.6 |
| | Smithborough | 151 | 4.0 | 6.0 | 46.0 | - | 108 | 40.0 |
| | Threemilehouse | 5 | 0.1 | 0.2 | 15.8 | - | 4 | 15.6 |
| | Rural Area and Minor Settlements | 4764 | - | - | 843.0 | - | - | - |
| | Total | 8367 | 87.9 | 131.8 | 1204.5 | 1,915 | 460 | 1072.0 |

Column 1 is calculated by subtracting the estimated population of each settlement in 2011 from population figures in column 1 of Table 1

Column 2 is calculated by dividing the population growth by the average household size for each settlement and then by the average housing density for each settlement

Column 3 is the proposed residential lands zoning for the population allocation incorporating 50% headroom

Column 4 represents existing undeveloped lands zoned for residential development in the current Monaghan County Development Plan 2007-2013

Column 5 represents the estimated housing yield from zoned residential lands having regard to established distribution of housing within settlements

Column 6 represents the estimated housing yield from zoned town centre lands having regard to established distribution of housing within settlements

Column 7 represents the estimated excess in zoned residential lands

* Subject to revision following release of Census 2011 population figures

^ An average housing density of 18 units per hectare has been applied in respect of Tier 1, 2 and 3 settlements and 15 units per hectare in respect of Tier 4 settlements

3.3.6 Addressing Issues Arising from Over Zoning of Lands for Residential Use

Monaghan local authorities must demonstrate how the level of excess land currently zoned in their development plans will be addressed. Under the 2010 Act and the associated guidance issued by the Department of Environment Heritage and Local Government in 2010, three options can be considered;

- **Prioritising / phasing of development:** surplus land can be considered as a strategic land reserve, not to be considered for development during the life of the plan
- **Alternative zoning objectives:** existing zoned housing land may be considered for alternative uses such as employment, amenity, recreation, community etc.
- **Discontinuing of the zoning objective:** de-zoning of currently zoned residential lands

In considering these options, there must be cognisance of the need to consolidate urban settlements by keeping them as physically compact as possible and applying the sequential approach to land use zoning. Inappropriately located zoned lands give rise to urban sprawl, development located well beyond the existing footprint of settlements, and increased servicing costs. Given current financial constraints there is a necessity upon the local authorities to ensure that sustainable and efficient use is made of existing infrastructure, or that proposed for which funding is available.

Given that the current Monaghan County Development Plan 2007-2013 is under review and will be superseded in early 2013 by the Monaghan County Development Plan 2013-2019, it is considered that the managing / prioritising of the release of currently zoned residential land for development is the most appropriate method of addressing excess zoned residential land in Tier 1, 2, 3, and 4 settlements in the interim. This prioritising of the release of zoned residential land for development will be effected through the development management process by the application of policies as set out in this core strategy. In this regard residential development relates to housing developments as defined under section 8.3 of Chapter Eight.

As some of the zoned land requirements of the Tier 4 settlements are low, it is considered appropriate that a minimum of 1.0 hectares of proposed zoned residential land is allocated to those Tier 4 settlements. This will allow for an appropriate range and quantum of house types which may not be currently provided in these settlements.

Given the rural character many of the Tier 5 settlements exude, those applications for residential units associated with these settlements will be assessed under policies TV1-TV9, and policies HG4, HG5, HG9, HG12, HG13, HG14, RD3, RD4, RD6-RD18, RD21, RD22. Where there is no public sewer available policies RD27-RD31 shall also apply.

Although the current development plan period is up to 2013, it is considered necessary to outline population targets and housing requirements for the period 2011 to 2019 to provide a framework for the proper planning and sustainable development of the county under the Monaghan County Development Plan 2013-2019

Consequently, having regard to the above, any application for residential development or any application for extension of duration of planning permission for residential development in Tier 1, 2, 3, 4 and 5 settlements under the current Monaghan County Development Plan 2007-2013 shall be determined under the policies CS1 and CS2 as relevant on the following page.

3.3.7 Monitoring and Implementation

The policy framework within this Core Strategy will require a 'monitor and manage' approach. Any application for residential development or any application for extension of duration of planning permission for residential development within any settlement will have to meet the strict criteria set out in policies CS1 or CS2 as relevant, and will be recorded by the planning authority for the duration of the remaining plan period as part of the evidence base used to develop a new Settlement/Core Strategy for the Monaghan County Development Plan 2013-2019.

It is anticipated that policies CS1 and CS2 will also form key guiding principles as a basis for considerations in respect of residential land zoning in the Monaghan County Development Plan 2013-2019. However, it is expected that all three options for dealing with excess zoned residential land will be employed in establishing an appropriate level of zoning for the period 2013-2019.

Policies for Management of Development of Zoned Residential

CS. 1

Planning applications for residential development and applications to extend the duration of planning permission for residential development in Tier 1, Tier 2, Tier 3, and Tier 4 settlements will be granted where the proposed development meets all of the following key guiding principles:-

- (i) The developer has justified the demand for the proposed residential development in the settlement taking account of population targets and housing requirements of the settlement as set out in table 3.7, and the extent, nature and status of unfinished housing developments and vacant* residential properties in the settlement
- (ii) The development contributes to the sequential development of land from the centre of the settlement outwards or represents an infilling^ of the existing settlement footprint
- (iii) The development will represent sustainable and efficient use of existing infrastructure and services, or of proposed infrastructure and services for which funding is in place
- (iv) The necessary infrastructure and services for the development are in place or can be provided at the expense of the developer
- (v) The application comprises a maximum of 25% of the residential units required to satisfy the housing demand in the settlement for the period 2011-2019
- (vi) The developer can satisfactorily demonstrate that the application does not comprise lands that have been subdivided or disposed of from another land parcel upon which planning permission for residential development has already been granted and of which more than 25% of the residential units remain unoccupied or undeveloped
- (vii) The development meets the requirements of the remaining relevant policies within the development plan

CS. 2

Planning applications for residential development and applications to extend the duration of planning permission for residential development associated with Tier 5 settlements will be granted where the proposed development meets all of the following key guiding principles:-

- (i) The developer has provided evidence to the satisfaction of the planning authority that there is demand for the proposed residential development in the settlement taking account of the extent, nature and status of unfinished housing developments and vacant* residential properties in the settlement
- (ii) The development contributes to the sequential development of land from the centre of the settlement outwards or represents an infilling^ of the existing settlement footprint
- (iii) The development will represent sustainable and efficient use of existing infrastructure and services, or of proposed infrastructure and services for which funding is in place
- (iv) The necessary infrastructure and services for the development are in place or can be provided at the expense of the developer
- (v) The application comprises a maximum of 25% of the residential units required to satisfy the housing demand in the settlement for the period 2011-2019
- (vi) The developer can satisfactorily demonstrate that the application does not comprise lands that are in the same ownership or have been subdivided or disposed of from another land parcel, upon which planning permission for residential development has already been granted and of which more than 25% of the residential units remain unoccupied or undeveloped.
- (vii) The development meets the requirements of the remaining relevant policies within the development plan

*Vacant properties are those which are capable of occupation with little or no construction works

^ Infilling constitutes the development of a small gap within a substantially built up frontage or where the development of a gap within existing development would represent the sustainable development of the settlement

Development in Settlements

3.4 Development in Settlements

The towns shown in tier one to three include the 5 main towns in County Monaghan. The Development Plans for these towns and the associated zoning maps (including their environs) are contained in Chapters nine to thirteen. Each Town Plan contains specific policies tailored towards the development of each particular town. Villages plans are contained within Chapter fourteen. The following general policies relate to the development in all settlements including villages within the county. The Council will:

| Policies for Settlements | |
|--------------------------|---|
| SP. 1 | Designate development limits around urban areas in order to restrict urban and village sprawl and the possible merging of distinctive settlement areas. |
| SP. 2 | Promote the development of all settlements, with an appropriate range of facilities and services, including social infrastructure, retail units, commercial offices and local enterprise, in accordance with the settlement hierarchy outlined above. |
| SP. 3 | Facilitate and/or provide the infrastructure and services necessary to accommodate anticipated population growth in each settlement. |
| SP. 4 | Prohibit development in the immediate vicinity of any defined development limit, which would mar the distinction between the open countryside and the built up edge of the settlement. |
| SP. 5 | Protect important landscape features within or on the edge of settlements by prohibiting development within designated Local Landscape Policy Areas (LLPAs), unless where it is proven to the satisfaction of the Planning Authority that the proposed development would not detrimentally impact on the amenity of the LLPAs or the wider setting or character of the settlements. |
| SP. 6 | Maintain vibrant rural areas by encouraging the sustainable development in these settlements in accordance with the provisions of the Sustainable Rural Housing Guidelines |
| SP. 7 | Establish strong road connections between settlements and promote public transport strategies that could facilitate services from the lower tier settlements. |
| SP. 8 | Promote sustainable compact development forms, including more comprehensive backland development of the towns and villages, and promote the efficient use of available public infrastructure and services. |
| SP. 9 | Encourage towns and villages to develop specialist niche activities or roles that could help distinguish them and thereby promote their development. |
| SP. 10 | Ensure that new development within settlements shall be appropriate in terms of use, siting, scale, layout, design, materials and character |
| SP. 11 | Promote the refurbishment and regeneration of the centre of towns and villages. |
| SP. 12 | Encourage residential development on infill sites, derelict sites, vacant plots and backlands. |

Housing in Rural Areas

3.5 Housing in Rural Areas

In accordance with the requirements of the Sustainable Rural Housing Guidelines for Planning Authorities, and to ensure that development in the countryside outside the planned limits of the settlements takes place in a sustainable manner, which reflects the needs of the rural communities, the county has been divided into three development management zones based on different rural area types.

To assist in identifying the different types of rural areas in accordance with the Sustainable Rural Housing Guidelines, the following statistics were compiled:

- Population change between the years 2006 and 2011 by Electoral Division.
- Population density based on preliminary census statistics 2011 by Electoral Division.
- Density of residential dwellings by Electoral Division.
- Density of planning applications by Electoral Division.

Having mapped the above statistics, averages for each criterion for the whole county for the period 2006-2011 were established. Those Electoral Divisions (EDs) which had values greater than the county average during this period were identified. A map was then compiled which established those EDs which experienced above average pressures in one or more of the four selected criterion (refer to Map 3.1). Those EDs with the lightest shading experienced greater than average values in only one of the above indicators over the period 2006-2011. Those EDs with the darkest shading experienced greater than average values for all of the above indicators over the period 2006-2011. The resulting map indicates development pressures within the EDs around the towns of Monaghan, Carrickmacross, Castleblayney, Clones and Ballybay.

Having undertaken the study it was noted that a number of EDs detached from the main urban areas where development pressure was not considered to be of concern were flagged as suffering from development pressure, whilst other EDs located within close proximity to the urban centres were not indicating development pressures as would have been expected.

Consequently, to refine the extent of those Rural Areas Under Strong Urban Influence, further work was undertaken at townland level with regard to number of planning applications received and information derived from geo-directory relating to number of existing residential properties. This information was mapped at various distances around the main towns, however no clear demarcation of excessive development pressures could be ascertained.

Subsequently, based on the empirical research which took account population densities, population change, planning applications, and 'on the ground' assessment of development pressure, it was recommended that the following Rural Areas Under Strong Urban Influence be designated:

- A 5km radius around Monaghan Town
- A 5km radius around Carrickmacross Town
- A 3km radius around Castleblayney Town
- A 3km radius around Clones Town

These zones have been delineated on the development management zoning maps attached (see maps 3.2, 3.3, 3.4, 3.5 & 3.6) and are outlined in sections 3.5.1 - 3.5.3.



3.5.1 Rural Areas under Strong Urban Influence (Development Management Zone A)

The amount of urban generated housing in these areas is significant. The resulting increased demand for development sites, the increased pressure on the countryside and services, together with the disproportionate cost of sites in these areas, has in the past often precluded development by members

of the established rural community, to the detriment of sustaining these rural communities.

The key objectives in these areas are to meet the requirements of the immediate local rural community who have a genuine housing requirement, and to direct urban generated housing development into the adjoining towns and villages.

Policies for Rural Housing in Areas Under Strong Urban Influence

Applications for single dwellings in these areas will only be permitted where the development complies with one of the following;

| | |
|------|---|
| RH 1 | The applicant is a landowner ³ , or where the dwelling is for a member of his / her immediate family ⁴ . |
| RH 2 | The dwelling is for an individual who has lived in the local ⁵ rural area ⁶ for a minimum period of 5 years prior to the date of submission of a planning application. |
| RH 3 | The dwelling is required to meet the needs of a person working in an established rural based agricultural, commercial, industrial or other enterprise in the local area, where the person derives his/her main income from that activity, or by a member of his / her immediate family. Such circumstances may also include other persons whose work is intrinsically linked to the local rural area (such as teachers in rural schools). |
| RH 4 | The dwelling is to facilitate a retiring farmer, where the applicant last worked principally as a farmer in the local area, or by a widow or widower of someone who last worked principally as a farmer in the local area. |
| RH 5 | The dwelling is required to facilitate site specific and compelling special domestic or personal circumstances, where genuine hardship would result if planning permission were refused. In these circumstances the onus will be placed on the applicant to justify why other alternative solutions, such as a house extension, granny flat or mobile home, cannot be considered |
| RH 6 | The dwelling is to replace an existing dwelling, where the dwelling to be replaced; was in use or last used as a dwelling; has not been changed to a dwelling from another use without planning permission; has not been vacant for a period in excess of 10 years prior to the date of submission of a planning application; shall exhibit all the essential characteristics of a habitable dwelling house and be reasonably intact. |
| RH 7 | The dwelling is for an emigrant who is returning to the local area, where he / she had previously lived for a minimum period of 5 continuous years. |

³ For the purpose of this section a landowner is defined as an individual with a minimum landholding in the local rural area of 4 hectares, which he or she has owned for a minimum period of 5 years prior to the date of submission of a planning application.

⁴ Immediate family is considered to be a sibling, son or daughter or adopted child of the landowner OR where the landowner has no children, a niece/nephew may be considered a landowners family member OR where their only child or all their children have resided outside the state of N.I. for a minimum continuous period of 10 years.

⁵ For the purposes of this section, local area is defined as being within a radius of 2 kilometres.

⁶ For the purposes of this section, rural area is defined as outside the defined development limits of a settlement.

All applications for single dwellings in these areas must meet at least one of the criteria outlined in policies RH1- RH7 and should be accompanied by a completed Rural Housing Application Form (See Appendix 12 - RH1 Form)

The Planning Authority will normally permit the sympathetic change of use of a protected structure or a non protected vernacular building (where the building is an important element in the landscape or of local architectural or historic merit) into residential use in a Rural Area Under Strong Urban Influence, where this secures its upkeep and survival and the character and architectural or historic interest of the building would be preserved or enhanced. Proposals for a change of use should incorporate details of all intended alterations to the building and its curtilage to demonstrate their effect on its appearance, character and setting.

All development relating to alterations and improvements to protected structures will comply with policies laid out in chapter 4.

3.5.2 Stronger Rural Areas (Development Management Zone B)

Those areas in the wider environs of the towns of Monaghan, Carrickmacross, Castleblayney, Clones and Ballybay and along the N2 National Route, have experienced some development pressure for single dwellings due to their proximity to urban areas and the principle transport corridor within the county. The amount of urban generated housing in these areas is significant, although not as great as in the areas identified as being under strong urban influence.

In these areas population levels are generally stable within well developed town and village structure and in the wider rural areas around them. The key objectives in these areas are to maintain population levels by accommodating appropriate rural development and to consolidate the existing town and village structure. Applicants will not be required to submit a Rural Housing Application Form (RH1 Form) or provide justification in these areas.

Policies for Rural Housing in Stronger Rural Areas

RH 8

Applications for single dwellings in these areas will be accommodated subject to normal planning considerations

3.5.3 Structurally Weak Rural Areas (Development Management Zone C)

All of the structurally weak areas in County Monaghan are within the areas identified in the Clr programme, launched in 2001 as part of the National Development Plan.

These areas have characteristics such as persistent and significant population decline, low population density, as well as a weaker economic structure. They are at risk of

losing the level of population necessary to sustain essential services such as schools, local shops and sporting clubs, leading to difficulties in supporting a sustainable and vibrant rural community.

In an attempt to address these problems and develop sustainable rural communities, the Planning Authority will accommodate demand for permanent residential development in structurally weak areas. Applicants will not be required to submit a Rural Housing Application Form (RH1 Form) or provide justification in these areas.

Policies for Rural Housing in Structurally Weak Rural Areas

RH 9

Applications for single dwellings in these areas will be accommodated subject to normal planning considerations

It should be noted that in all areas, the acceptability of a dwelling is subject to meeting normal planning requirements such as access, effluent disposal, siting, design, impact on natural and man made heritage, and the ability of the rural environment to accommodate another dwelling without a detrimental impact on the rural character of the area.



A well integrated rural dwelling

Housing Strategy

3.6 Housing Strategy

Following the requirement of the Planning and Development (Amendment) Act 2010 for each development plan to contain a Core Strategy, housing strategies will become more focused on facilitating social and affordable housing, on tenure mix and on Part V.

The current County Monaghan Housing Strategy covers the period 2007-2013. Given that the current Monaghan County Development Plan 2007-2013 is under review, with a draft development plan for the period 2013-2019 being placed on public display in early 2012, and the Monaghan County Development Plan 2013-2019 due to be adopted in early 2013, it is considered appropriate that the County Monaghan Housing Strategy be reviewed in conjunction with the preparation of the development plan for the period 2013-2019.

Following the publication of population targets by the Department of Environment, Heritage and Local Government in 2009 and those subsequently set out in the Regional Planning Guidelines for the Border Region 2010-2022, the method for assessing overall housing demand set out in the County Monaghan Housing Strategy 2007-2013 is no longer applicable. Consequently, for the purposes of ensuring consistency with the the population targets and housing requirements set out in the Regional Planning Guidelines for the Border Region 2010-2022, the housing demand figures set out in this Core Strategy takes precedence over those set out in the County Monaghan Housing Strategy 2007-2013.

3.7.2 Public Transport

Public transport is provided at a local and regional level by Bus Eireann and at a local level by Bawn And Latton Transport Initiative. Map 3.8 details all public transport routes operating within the county within the catchment of the five main towns.

Retail Strategy

3.8 Retail Strategy

The current Retail Development Strategy for County Monaghan covers the period 2002-2012.

A review of the Retail Development Strategy for County Monaghan is currently being undertaken in conjunction with the preparation of the development plan for the period 2013-2019. It is anticipated that a revised Retail Development Strategy for County Monaghan will be adopted in early 2012.

However, with exception of out dated population projections, the current Retail Development Strategy for County Monaghan is considered to be broadly consistent with the Retail Planning Guidelines for Planning Authorities 2005.

Transport Infrastructure

3.7.1 Roads Network

As there is no railway provision within County Monaghan, the county is heavily reliant on road transport for the movement of people and goods. There are 2482 kilometres of public road within the county of which 108 kilometres are National Roads and over 290 kilometres are regional roads. Map 3.7 details those roads classified within the county as National Primary or Secondary Roads under Section 10 of the Roads Act 1993 and the regional and local roads within the county within the meaning of Section 2 of the Roads Act 1993.