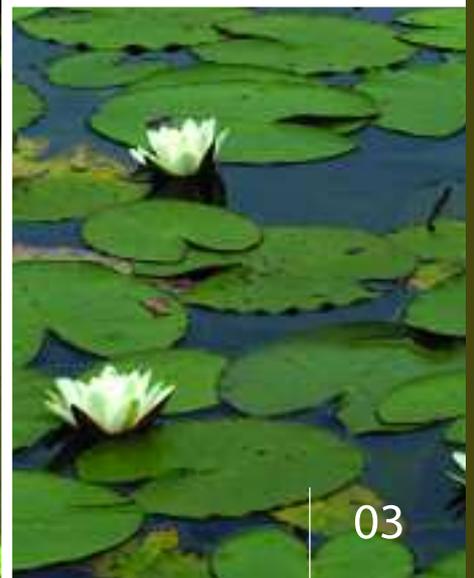


Chapter 01 Introduction

'Every planning authority shall every six years make a development plan'



The Monaghan County Development Plan builds on a review of the previous Plan which has guided development in the county for the last six years. Since the adoption of the County Development Plan in 1999, Local Area Plans were adopted for nine villages – Ballinode, Glaslough, Scotstown, Threemilehouse, Smithboro, Emyvale, Newbliss, Rockcorry and Inniskeen in 2002.

The review of the development plan has taken into account recent key development trends and national, regional and local policy developments.

This plan provides a vision and outlook for the future development of the county up to 2013 with a longer term view also taken beyond 2013.

1.1 Background Summary

County Monaghan is located in the Border, Midlands and

Western Region as defined under the National Spatial Strategy (NSS). It is one of three Ulster Counties bordering with Northern Ireland. The county shares 108 miles of border with Northern Ireland, giving the county the longest share of border between Northern Ireland and the Republic of all southern counties.

Monaghan is one of the country's landlocked counties, characterised by rolling drumlin hills and wetlands, its topography having been shaped during the last Ice Age. It contains 129,093 acres of land or 1.9% of the total area of the Republic of Ireland. Of this total, 69% of the area is dedicated to agriculture (mainly grassland), 4% to forestry and 1.7% covered by lakes. There are five major towns in the county: **Monaghan, Carrickmacross, Castleblayney, Clones and Ballybay.** Monaghan however remains a predominantly rural county with approximately 23% of its population living in population centres of over 1000 people.



Writers Centre,
Inniskeen

1.2 Legal Basis

Section 9 (1) of the Planning and Development Act, 2000 states that:

'Every planning authority shall every six years make a development plan'

The elected members of the Council adopted the Monaghan County Development Plan 1999 and Ballybay Town Development Plan 1999 in April 1999. These plans incorporated the aims, objectives, policies and guidelines of the County Council to provide for the proper planning and sustainable development of County Monaghan and the town of Ballybay (Ballybay although designated as a town council in the Local Government 2001 Act, is not a planning authority for its functional area).

The Town Development Plans for Carrickmacross, Castleblayney, Clones and Monaghan towns were adopted by their retrospective Town Councils, as individual planning authorities, between 1999 and 2001.

This Monaghan County Development Plan 2007 – 2013 is unique in that it is the first plan for the County to be prepared under the Planning and Development Act, 2000. It is also unique in that it is the first time that the County Development Plan has been prepared concurrently with the Urban Development Plans for the towns of Monaghan, Carrickmacross, Castleblayney, Clones and Ballybay.

1.2.1 Content of Development Plan

Section 10 of the Act prescribes the content of the Plan. It states that a Development Plan must:

Be consistent, in so far as possible, with national plans, policies and strategies which relate to proper planning and sustainable development

It also states that development plans must also include the following objectives:

- i) The zoning of land in accordance with the proper planning and sustainable development of the area.
- (ii) The provision and facilitation of infrastructure, including transport, energy, and communication facilities, water supplies, waste recovery and disposal facilities
- (iii) The conservation and protection of the environment, including the archaeological and natural heritage
- (iv) The integration of the planning and sustainable development of the county with the social, community and cultural requirements of the area and its population
- (v) The preservation of the character of the landscape, including the preservation of views and prospects, and the amenities of places and features of natural beauty and interest
- (vi) The protection of structures of architectural, historical, Archeological, artistic, cultural, scientific, social or technical interest
- (vi) The protection of structures of architectural, historical, Archeological, artistic, cultural, scientific, social or technical interest
- (vii) The preservation of the character of architectural conservation areas
- (viii) The development and renewal of areas in need of regeneration
- (ix) The provision of accommodation for travellers
- (x) The preservation, improvement and extension of amenities and recreational amenities
- (xi) The provision or facilitation of the provision, of services for the community, in particular, schools, creches and other education and childcare facilities

This Plan consists of a written statement and maps. The zoning maps give a graphic representation of the proposals of the Plan and various objectives of the Council. They do not purport to be accurate survey maps, and should any conflict arise between the maps and the statement, the statement shall prevail.

1.2.2 Preparation of Draft Development Plan

Section 11 of the Act outlines the process to be followed in adopting a development plan.

The first stage requires:

- (i) The publication of a notice of intention to review the current plan and make a new plan
- (ii) The serving of this notice on the Minister, certain government departments, prescribed bodies, state organisations and authorities
- (iii) The invitation to all interested parties and the public to make submissions and observations

Monaghan County Council, together with Carrickmacross, Castleblayney, Clones and Monaghan Town Councils, invited submissions and observations from the public, from 19 October 2003 to 19 December 2003. In addition a public meeting, with a facilitator was held in each of the five towns and a weekly drop-in clinic was held during this period.

Following the period of consultation, the Manager must prepare a report that contains:

- (i) a list of the names of all persons or bodies who made a submission
- (ii) a summary of the issues raised in the submissions
- (iii) his opinion of the issues raised, having regard to the proper planning and sustainable development of the area, statutory obligations and government policies

Within sixteen weeks of the closure of the consultation period, this report must be presented to the elected members of the planning authority for their consideration. Members have ten weeks to issue their directions to the Manager on the preparation of the Development Plan.

The Manager shall then, within twelve weeks, prepare a Development Plan and submit it to the elected members

for their consideration. Members have eight weeks to consider the Plan as submitted before adopting or amending it by resolution.

1.2.3 Making of a Development Plan

Section 12 of the Act provides for the notification of the making of a Development Plan to the Minister, certain government departments, prescribed bodies, state organisations and authorities and owners and occupiers of proposed protected structures. The Draft Plan is placed on public display for a period of at least ten weeks, during which further submissions may be received from the public and interested parties.

Within twenty-two weeks of the notification, following the period of public display of the Draft Plan, the Manager must prepare and present to the elected members, a report that contains:

- (i) A list of the names of all persons or bodies that made a submission on the Draft Plan
- (ii) A summary of the issues raised in the submissions
- (iii) His response to the issues raised, having regard to the proper planning and sustainable development of the area, statutory obligations and government policies and the original directions of the elected members

Within twelve weeks the elected members must consider the Draft Plan and this report before adopting or amending the Draft Plan as the Development Plan.

If members propose an amendment that is a material alteration to the published Draft Plan, a further four week period of public display and consultation is required, together with a further report by the Manager on the submissions received, before the Draft Plan is amended and adopted as a Development Plan, by resolution.

Sustainable Development

1.3 Principles of Sustainable Development

In preparing and making a Development Plan, the Planning and Development Act, 2000 requires that elected members must have regard to the proper planning and sustainable development¹ of the area.

Sustainability is the key concept in planning, merging the social, economic and environmental aspects of society to protect the quality of life. The maintenance of a balance between human activity, economic activity and the environment is critical to provide for the future needs of society. The challenge of sustainable development is to improve the quality of life of all citizens while maintaining a rich and diverse environment, to provide for economic and social activity whilst protecting our natural resources.

1.3.1 Sustainable Development - A Strategy for Ireland

Following its commitment to the principles and agenda for sustainable development, agreed at the Earth Summit in Rio in 1992, the Irish government adopted Sustainable Development - A Strategy for Ireland (1996) to provide an analysis and framework to integrate and prioritise sustainable development into every sector of Irish life.

The government established Comhar, the National Sustainable Development Council to facilitate participation and implementation of sustainable development in Ireland. Government Departments and the Environmental Protection Agency (EPA) were given key roles to develop measures and indicators of sustainable development.

1.3.2 Local Agenda 21

Local authorities assumed the responsibility to incorporate the principles of sustainability into their plans and actions. The development of Local Agenda 21 Plans form a crucial part in the implementation of sustainable policies and actions, through the County Development Boards. The County Development Strategy

2001-2012 identified a shared vision for the county as "an inclusive, outward-looking, progressive county, which enjoys a diverse, vibrant economy, a sustainable environment and a high quality of life for all"

Local Agenda 21 and sustainable development is now woven into the fabric of local government. The development of the County Development Boards and partnership approach provide the mechanisms for public participation and inclusion in local government. The Development Plan is the main instrument for the regulation and control of physical planning and development. The policies and actions identified within the plan must concur with the principles of sustainable development to insure that the total costs of development, economic, social and environmental are accounted for.

In order to maintain and develop good quality of life for all, proper long-term economic and social development must account for our natural and built resources. Our natural environment in Monaghan is unique. The natural assets of the county, our surroundings, landscape, flora, fauna, heritage and built environment, require protection from unsustainable development.

Spatial Strategies

1.4 Spatial Strategies

County and Town Development Plans form part of a hierarchy of plans, strategies and frameworks established at European, national, regional and county level. County and Town Development Plans are primarily land use and spatial plans that comply and operate within a hierarchy of plans and guidelines consisting of the following:-

- European Spatial Development Perspective
- National Spatial Strategy
- Border Regional Planning Guidelines
- Integrated Strategy for County Monaghan
(County Development Board Strategy)
- County and Urban Development Plans

¹ Sustainable development is 'development which meets the needs of the present generation without compromising the ability of future generations to meet their own needs (Bruntland Report, 1987)

1.4.1 European Spatial Development Perspective

The European Spatial Development Perspective (ESDP), agreed by EU member states in 1999 aims to maintain the individual characteristics of each country while simultaneously increasing integration between Member States. The ESDP aims to deliver economic and social cohesion and balance competitiveness across and within the EU. It identified the role spatial planning plays in reducing inter-regional disparities.

1.4.2 National Development Plan 2000-2006

The need for a cohesive regional development policy was identified in the National Spatial Strategy (NSS) and was recognised by government in the National Development Plan 2000 – 2006, which included as an objective the need to:

"achieve more balanced regional development between and within the two regions of the Border, Midlands and West (B.M.W) and the South and East (S.E.) and to develop the potential of both to contribute to the greatest possible extent to the continuing prosperity of the country."

The National Development Plan (N.D.P.) mandated the NSS to:

- (i) Identify broad spatial development patterns for areas, and
- (ii) Set down indicative policies in relation to the location of industrial development, residential development, services, rural development, tourism and heritage

The NDP also identified the five main cities, Dublin, Cork, Limerick, Galway and Waterford, as "Gateways" or engines of regional and national growth.

1.4.3 National Spatial Strategy

The National Spatial Strategy 2002 – 2020 published by the DoEHLG in 2002 sets out a vision for the future development of Ireland. It aims to provide a framework to achieve a better balance of social, economic, physical development and population growth between the regions over a 20 year period.

In the late 1990s, disparities between and within regions in Ireland remained despite average per-capita income

and output exceeding the EU averages. The growth of large urban areas such as Dublin, Cork, Limerick and Galway resulted in migration of population, employment and investment to these centres at the expense of the regions.

The resultant growth of unsustainable development patterns in and around these urban centres, especially the Greater Dublin Area, impeded national competitiveness, diminished the quality of life and contrasted with the lack of investment and declining population in the regions.

Future population distribution projections, based on current trends, identified an acceleration of the population drift from the regions to the Greater Dublin Region, with a subsequent concentration of investment and services in five urban areas. The NSS seeks to build up the regions to counteract the unsustainable growth in the Greater Dublin Area, without impacting negatively on national competitiveness or economic growth.

The Strategy recognises that unbalanced development is affecting quality of life and seeks to renew both urban and rural environments through balanced regional development.

The role of the NSS is to:

- (i) Support a better balance of activity and development between different regions and areas
- (ii) Guide government departments and agencies in formulating and implementing policy and public investment decisions
- (iii) Set a national context for spatial planning to inform regional planning guidelines, strategies and county development plans
- (iv) Provide a framework for the spatial development of an all-island economy
- (v) Inform strategic investment, transport and other infrastructure policy decisions
- (vi) Support the spatially-balanced provision of key infrastructure
- (vii) Set out principles of good spatial planning practice

To achieve balanced regional development the NSS stated that the potential for economic activity in the regions must be fostered by:

- (i) Integrating strategies for physical, economic and social development
- (ii) Creating sufficient numbers of people to provide an adequate labour market and support services at a regional level
- (iii) Clustering of businesses and firms with inter-related activities
- (iv) Creation of effective inter-regional transport, communicative and energy infrastructure.
- (v) Providing access to educational and healthcare services at a regional level
- (vi) Creating a high-quality built-environment supporting regional cultural venues for the arts, theatre and sport.

1.4.4 Key Concepts of the NSS - Critical Mass, Gateways and Hubs

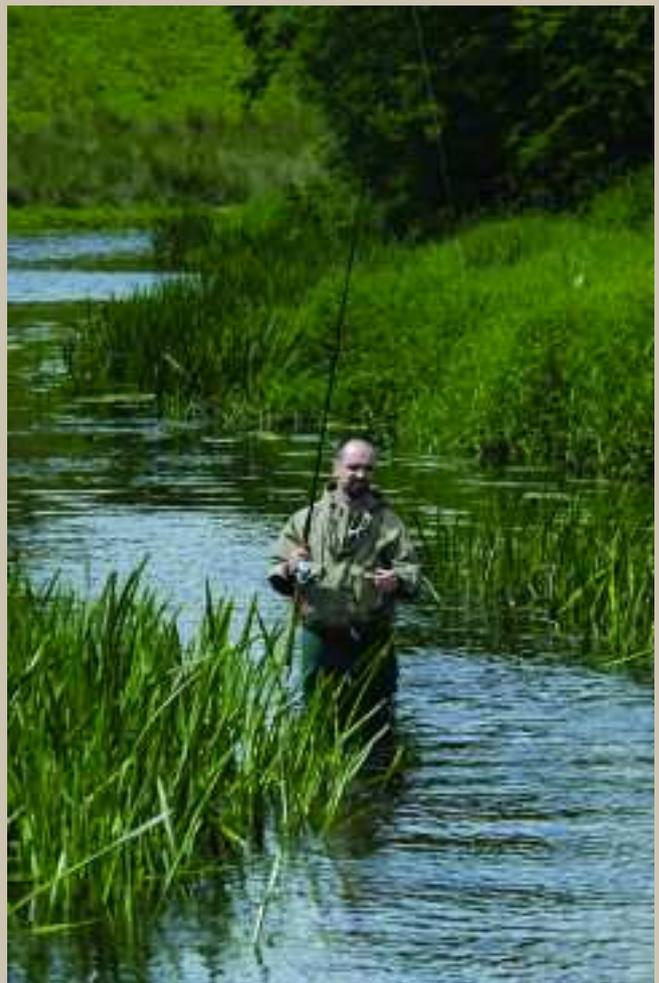
The NSS identified a number of key concepts, one of which was the need to develop 'critical mass' in identified urban centres. This was seen as a size and concentration of population that enabled a range of services and facilities to be supported that would in turn attract higher levels of economic activity and improved quality of life.

The NSS identified four gateways in addition to the five "engines of national and regional growth " identified in the NDP. These were Dundalk, Sligo, Letterkenny/Derry and Athlone/Tullamore /Mullingar. Their function as regional growth centres is to deliver a more spatially balanced Ireland and to drive development in the regions.

Whilst recognising Dublin's pivotal role in the national economic success, the NSS identified the need to balance growth throughout the island with the identification of nine distinct regions.

The NSS proposed the development of the nine gateways located strategically in the regions to provide social, economic infrastructure and support services at a national scale. The NSS envisages gateway centres with populations in excess of 100,000, rail, national road and airport links, hosting third-level education institutions, regional health centres, large clusters of international scale enterprises, integrated public transport networks and "city-level" amenity, cultural and sports facilities

In support of the gateways, the Strategy proposed the development of nine hubs - large towns, in excess of 20,000 populations, with significant national and regional-based industries, linked to the gateways, supporting services and economic activity at a regional level and energising medium-sized and smaller towns in the area.



Fishing in County Monaghan



Monaghan Town

inter-regional transportation and communication infrastructure together with health, educational and environmental services are also considered key to the successful implementation of the NSS.

A copy of the National Spatial Strategy is available on www.nationalspatialstrategy.ie

1.5.1 Regional Planning Guidelines

The key concept within the NSS is that of balanced regional development, underpinned by strong self-sufficient communities. The RPGs are in effect a regional spatial strategy, which provide a long-term (12 - 20 year) strategic planning framework for the development of the region.

Section 21 of the Planning and Development Act, 2000, provided for each regional authority to prepare and adopt regional planning guidelines (RPG). Regional Planning Guidelines (RPG) for the region were adopted by the Border Regional Authority in July 2004. The Border Region, which stretches from Donegal, through Leitrim, Sligo, Cavan, Monaghan to Louth, is a diverse region linked by its continuous boundary with Northern Ireland.

The RPGs are structured in two parts, comprising of a Regional Strategy and Planning Guidelines.

1.4.5 Rural Communities

The NSS stated that the medium-sized and smaller towns would have complementary roles and would in turn support the renewal of the villages and rural economy in their hinterland. The local authority's role as service provider and in improving the environmental attractiveness of towns and villages to strengthen their role as residential and local service centres was emphasised.

The NSS, while acknowledging the traditional rural-based sectors of employment in agriculture, forestry and fishing, recognised the need for rural areas to support and develop tourism, local enterprise and other sectors to support their communities and local economies. The NSS classified four "Rural Area Types" and "Policy Responses" to sustain population and support existing services.

It should be noted that the hierarchical structure proposed in the NSS is to be supported in future public and private investment proposals. The development of

1.5.2 Regional Strategy

The Border Regional Strategy sets out key strategic goals for the region addressing key issues such as:

- (i) Population, Settlement and Managing Growth
- (ii) Economic Competitiveness and Employment
- (iii) Social Facilities - Education, Healthcare and Community Services
- (iv) The Environment and Sustainable Rural Areas
- (v) Northern Ireland and Inter-Regional Functions
- (vi) Transport, Infrastructure and Services



Top Left: Scotstown

Top Right: Scotshouse

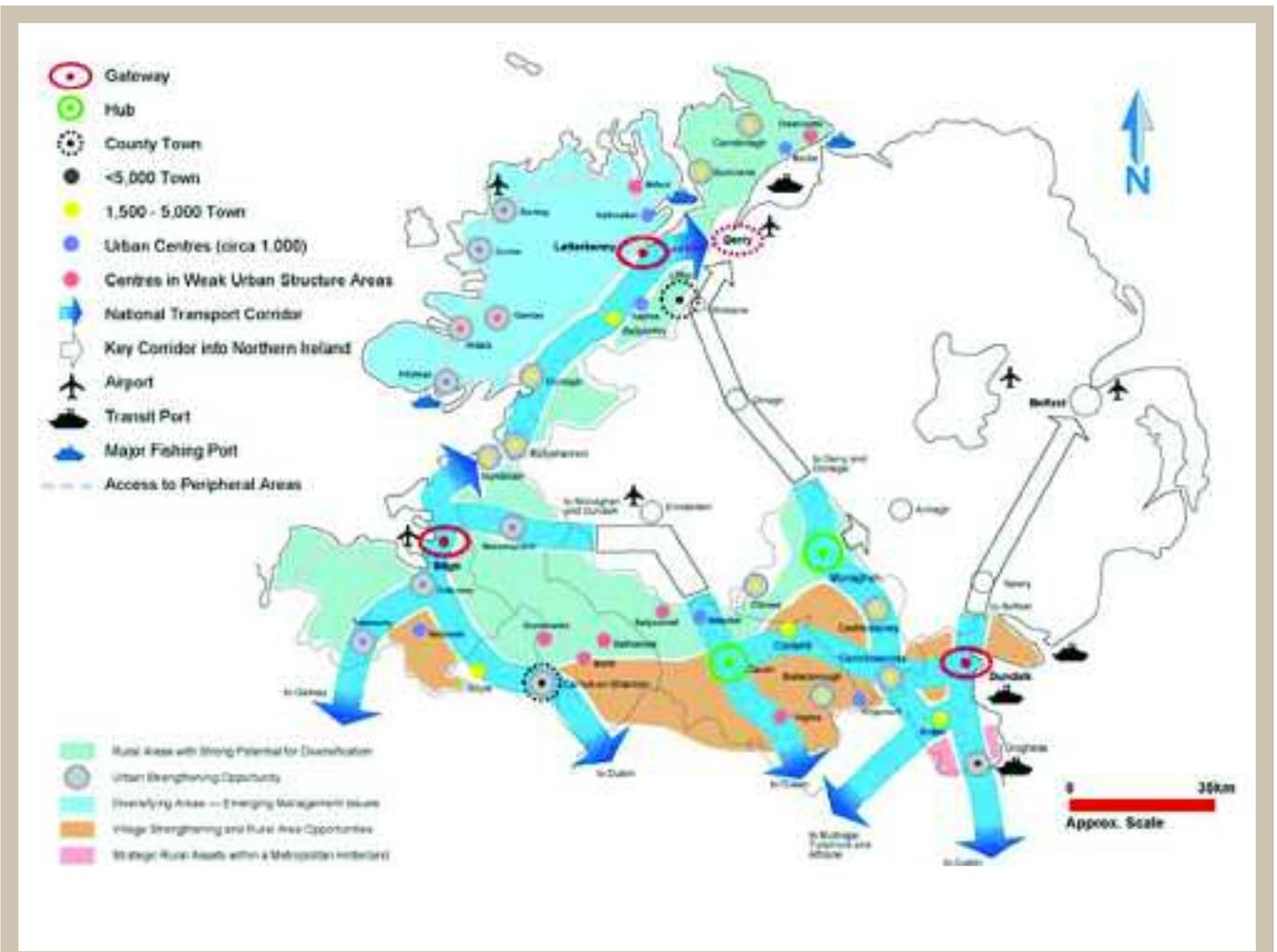
Bottom Left: Formal Garden

Bottom Right: Round Tower, Clones

The Strategy identifies the diversity and range and diversity of the region and the existence of three sub-regions within the functional area of the Authority:

- (i) North-West - Donegal
- (ii) West - Sligo and Leitrim
- (iii) East - Louth, Monaghan and Cavan

The following extract from the NSS outlines the Border region and its links with Northern Ireland and other regions in Ireland.



Map 1.2 Border Region

1.5.3 Planning Guidelines

The guidelines adopted by the Border Regional Authority set out a number of objectives in relation to:

- (i) Physical Infrastructure - transportation, water and waste-water, waste, energy and communications
- (ii) Social Infrastructure - education, healthcare, community development and cultural facilities
- (iii) Environment and Amenities - landscape, conservation, tourism, culture and recreation
- (iv) Special Investment Proposals
- (v) Implementation of the RPG

Section 27 of the Planning and Development Act, 2000, requires that local authority development plans must have regard to the strategies and specific objectives outlined RPGs.

The Border Regional Planning Guidelines may be accessed at www.border.ie

1.6.1 County Development Boards

County Development Boards (CDBs) were established within each county local authority, following publication by the DoEHLG in 1996 of Better Local Government - A Programme for Change. Better Local Government provided for the establishment of a more participative democracy involving the social partners, local development agencies, state agencies and local authority. Each CDB was charged with establishing a 10-year Strategy for the economic, social and cultural development of its county. A Community and Enterprise Office was established within each local authority to develop a partnership approach to service delivery and provide administrative support to the CDBs

1.6.2 County Development Strategy

Monaghan County Development Board was established in 2000 and sought to develop a strategy for the county. The County Development Strategy sets out a framework for economic, social and cultural development over a

ten-year period. Its purpose is to provide a broad framework, which facilitates better service delivery, enabling groups and organisations to work together towards a common goal.

The Strategy is a template guiding all locally delivered public services and local development activities, to ensure the non-duplication of service delivery, identify gaps in coverage and support opportunities for co-operation in the delivery of new services.

In developing the Strategy, over a two-year period, the CDBs carried out extensive consultation amongst the community and voluntary sector before agreeing a shared vision for Monaghan:

"Monaghan is an inclusive, outward-looking, progressive county, which enjoys a diverse, vibrant economy, a sustainable environment and a high quality of life for all"

Monaghan CDB identified 12 key, strategic, aims or "themes" which require to be addressed to achieve the shared vision. Each theme consists of a number of objectives, which require actions to be implemented. Lead agencies have been identified to ensure the completion of the actions, with key result areas and timescales established.

Monaghan 2002 - 2012 - Integrated Strategy for the Social, Cultural and Economic Development of County Monaghan was adopted by the Monaghan County Development Board in 2003. The CDB will continue to monitor and evaluate progress on its implementation.

The Strategy provides the socio-economic context for the County and Town Development Plans. In preparing, County and Town Development Plans, planning authorities must have regard to the County Development Strategy and its objectives. Policies and objectives within the County and Town Development Plans will reflect the socio-economic considerations of the County Development Strategy. The Co. Monaghan Development Board Strategy may be accessed at www.monaghancdb.ie

1.7.1 Previous Planning Context

The County Monaghan Development Plan was adopted in April 1999 and covered the period 1999 - 2005. A new plan must be adopted by mid-2006.

1.7.2 Local Area Plans

Section 18 of the Planning and Development Act, 2000, provides for the adoption of Local Area Plans within the functional area of a planning authority. In June 2002, Monaghan County Council prepared and adopted individual Local Area Plans for nine villages throughout the County. These plans introduced specific objectives and land-use plans for the controlled development and extension of services in the villages of Emyvale, Glaslough, Scotstown, Ballinode, Smithboro, Newbliss, Rockcorry, Threemilehouse and Inniskeen.

1.7.3 Guidelines issued by the Minister

Since the adoption of the 1999 plan, a number of planning guidelines for Local Authorities have been introduced by the Department of the Environment, Heritage and Local Government (DoEHLG). Planning authorities must have regard to guidelines issued by the Minister, in preparing their plans. Among the more recent guidelines issued by the Minister were:

- Residential Density – 1999
- Childcare Facilities – 2001
- Architectural Heritage Protection for Places of Public Worship - 2003
- Wind Energy Development - 2004
- Quarries and Ancillary Activities – 2004
- Strategic Environmental Assessment - 2004
- Retail Planning - 2005
- Implementing Regional Planning Guidelines - 2005
- Architectural Heritage Protection - 2005
- Sustainable Rural Housing – 2005
- Landscape and Landscape Assessment (Draft) – 2000
- Development Contribution Scheme for Planning Authorities
- Development Management - Guidelines for Planning Authorities, June 2007
- Development Plans – Consultation Draft Guidelines for Planning Authorities
- Funfair Guidance
- Telecommunications Antenne and Support Structures
- Taking in Charge of Housing Estates/Management Companies
- Sustainable Urban Housing Design Standards for Apartments Consultation Draft Guidelines

1.7.4 Variations to the County Development Plan 1999

During the life of the Plan the following variations were made. These include;

Date	Description
2002	Adoption of Childcare Guidelines
2002	The making of nine Local Area Plans in 2002 for the villages of Ballinode, Emyvale, Inniskeen, Glaslough, Newbliss, Rockcorry, Scotstown, Smithboro, and Threemilehouse.
2003	Adoption of the Housing Strategy in 2003 in accordance with the requirements of Part V of the Planning and Development Act, 2000
October 2003	Retail Development Strategy for County Monaghan adopted.
03 May 2005	Retail Development Strategy for County Monaghan was amended to extend the town centre in Carrickmacross
2005	The zoning of an area of land at Drumbear for housing on the outskirts of Monaghan Town
21 March 2006	Edenamo Inniskeen Dernaglug Doohamlet Tydavnet Village Connabury Castleblayney Mullaghduff Annayalla
03 April 2006	Drummond Otra, Carrickmacross
06 June 2006	Mullaghmatt, Monaghan Cornamucklaglass/Kilmaddy, Ballybay Cloughvalley Lower, Carrickmacross Lisdarragh, Carrickmacross
03 July 2006	Kilmactrasna, Carrickmacross Oram, Castleblayney
02 October 2006	Cloughvalley Upper, Carrickmacross Bree, Castleblayney Drumbear, Monaghan Aghnahola, Scotshouse

04 December 2006	Tullynacrunnat, Castleblayney
02 April 2007	Drum Village Newbliss Moraghy, Castleblayney

1.7.5 Relationship with other Plans

In addition, to the N.S.S., R.P.G.s and C.D.B Strategy, County and Town Development Plans are informed by other relevant plans, programmes and government policies in operation at national, regional and local level.

At national level, government policy, whether issued directly through central departments or state agencies must inform the Development Plan. Examples of this include the National Development Plan 2000 - 2006, Sustainable Development: A Strategy for Ireland 1996, The Common Chapter, and the plans of the National Roads Authority, Forfas, E.P.A., etc. Government Capital Expenditure Programmes and guidelines in areas such as Urban and Village Renewal Programmes, Serviced Land Initiatives and Road Restoration Programmes also inform the Development Plan process.

At regional level, in addition to the R.P.G.s, the development plans must account for regional plans and policies such as the Waste Management Plan for the North-East Region was updated in 2007. Other regional and cross-border plans and programmes such as, Water Quality Management Plans and Interreg-funded Programmes must also inform the Plan.

The County and Town Development Plans must have regard to development plans of adjoining planning authorities and co-ordinate policies and objectives with other authorities. To insure co-ordination within the county, and as previously stated, the County and Town Development Plans have been prepared jointly.

At local level, in addition to the C.D.B. Strategy, Town and County Development Plans must account for local initiatives and programmes. Monaghan County Council adopted local area plans for nine villages throughout the county in 2002.

1.7.6 Structure and Format of Development Plan

The Monaghan County Development Plan 2007-2013 has been prepared following a period of intensive public consultation. The public consultation included



advertisements placed in the local press, radio and County Council website, seeking submissions and observations. Weekly clinics and public meetings with individuals and interested parties were also held.

Submissions and observations were invited on the preparation of the draft development plan during the consultation period 19 October 2003 to 19 December 2003. A report on submissions and observations received during this period was presented to Monaghan County Council and each Town Council in late spring 2004. Further consultation was carried out between 03 April – 15 June 2006 and 15 December 2006 – 26 January 2007 where submissions and observations were invited from the public. A Managers Report was prepared following each consultation period and presented to members for their consideration.

The Monaghan County Development Plan 2007-2013 consists of a written statement and maps. The written statement is sub-divided into nine chapters and 11 appendices. The attached maps identify land uses proposals and provide clarification to the general and specific objectives contained in the written statement.

