

Treanor, Bronagh

From: Mark Brindley [mark@theplanningpartnership.ie]
Sent: 25 May 2018 14:39
To: ldevplan
Subject: Submission to Draft County Development Plan
Attachments: Submission - Corrybrannan Ballybay Co Monaghan.pdf

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For the attention of the Forward Planning Unit

Please find attached a written submission by:

The Planning Partnership, 29 Oliver Plunkett Street, Mullingar, Co. Westmeath for and on behalf of **Propatunity Ltd.** 54 Clarendon Rd, Watford, England WD17 1DU

You might acknowledge and confirm receipt at your earliest opportunity.

Kind regards

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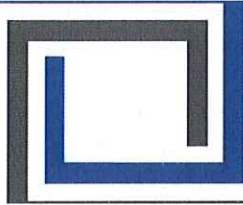


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The Planning Office
Monaghan County Council
The Glen
Monaghan
Co. Monaghan

Friday, 25th May 2018
[By email: devplan@monaghancoco.ie]

-: DRAFT DEVELOPMENT PLAN SUBMISSION :-

Dear Sir/Madam,

RE: DRAFT MONAGHAN COUNTY DEVELOPMENT PLAN 2019-2025

1.0 INTRODUCTION & SUMMARY

The Planning Partnership, 29 Oliver Plunkett Street, Mullingar, Co. Westmeath have been retained by *Propatunity Ltd.* 54 Clarendon Rd, Watford, England WD17 1DU to make a submission on the *Draft Monaghan County Development Plan 2019-2025* in relation to lands in their ownership at Corrybrannan, Ballybay, Co. Monaghan.

The site subject of this submission has had the benefit of a Design Team approach incorporating the expertise of *Moloney O'Beirne Architects* and *Garland Consulting Engineers* who in partnership have undertaken a site feasibility and capacity assessment of the lands which has informed a block plan masterplan layout used to inform the developable and undevelopable elements of the land and as such the subject of our zoning submission.

1.1 Executive Summary

Our clients own a landholding comprising circa 5.6 Ha at Corrybrannan, in Ballybay, Co. Monaghan. The extent of the landholding is shown in **Figure 2.1**. The proposed zoning objectives for the subject lands for 'residential' are welcomed and as representing the needs of the County to deliver residential zones lands to the principal towns and villages which in turn will deliver the required population increases to best deliver the most sustainable and economic use of planned infrastructure and resources.

The owners and prospective developers of the subject lands wish to deliver, within the confines of their land ownership, a specific development to cater for the existing population of the settlement, the wider rural area and the



County and much demanded retirement homes which, as such, do not present population growth but the restructured location of an ageing population closer to the facilities and services offered by Ballybay, a Tier 3 Service Town.

The land owners have undertaken a design and conceptualisation and masterplanning process to present how best a potential scheme could be ordered and laid out on the land holding as; respectful of the landscape, the flood zones and the open space landscape protection areas.

In this regard, to assist the future proofing of the development plan zoning objectives and as to prevent potential future material contraventions of an Adopted Plan we seek to work with the planning authority in recommending minor alterations/amendments to the currently drafted zoning objectives to facilitate the proper, orderly and sustainable development of the subject lands.

The landowners recognise the importance of the measured zonings so as to provide for population growth in accordance with the 'core strategy' and so as to prevent the over-zoning of towns in line with the introduction of core strategies under, *Planning and Development (Amendment) Act 2010*.



The Planning Partnership have drawn on their development plan preparation experience and have advised that, in addition to the proportionately minor material alterations to the zoning pattern to increase residential zoning, that a ***Specific Local Objective (SLO)*** might be appropriate to allay any concerns that additional zoning will challenge the 'core strategy' of the County Development Plan.

Such a SLO can overlay the 'proposed' residential zoning and be specific to retirement accommodation so as not

to conflict with the *Core Strategy* and *Settlement Strategy* objectives in relation to the provision of 'standard' residential dwellings and where the underlying residential zoning also remains.

This submission is mindful of the strong policy objectives as currently exist within the Draft Plan to support a range of housing options for older people in the form of retirement homes, residential care facilities etc.

The current submission is in this case 'plan-led' but seeks to present complementary material (zoning) amendments as would facilitate the much-needed forms of accommodation referred.

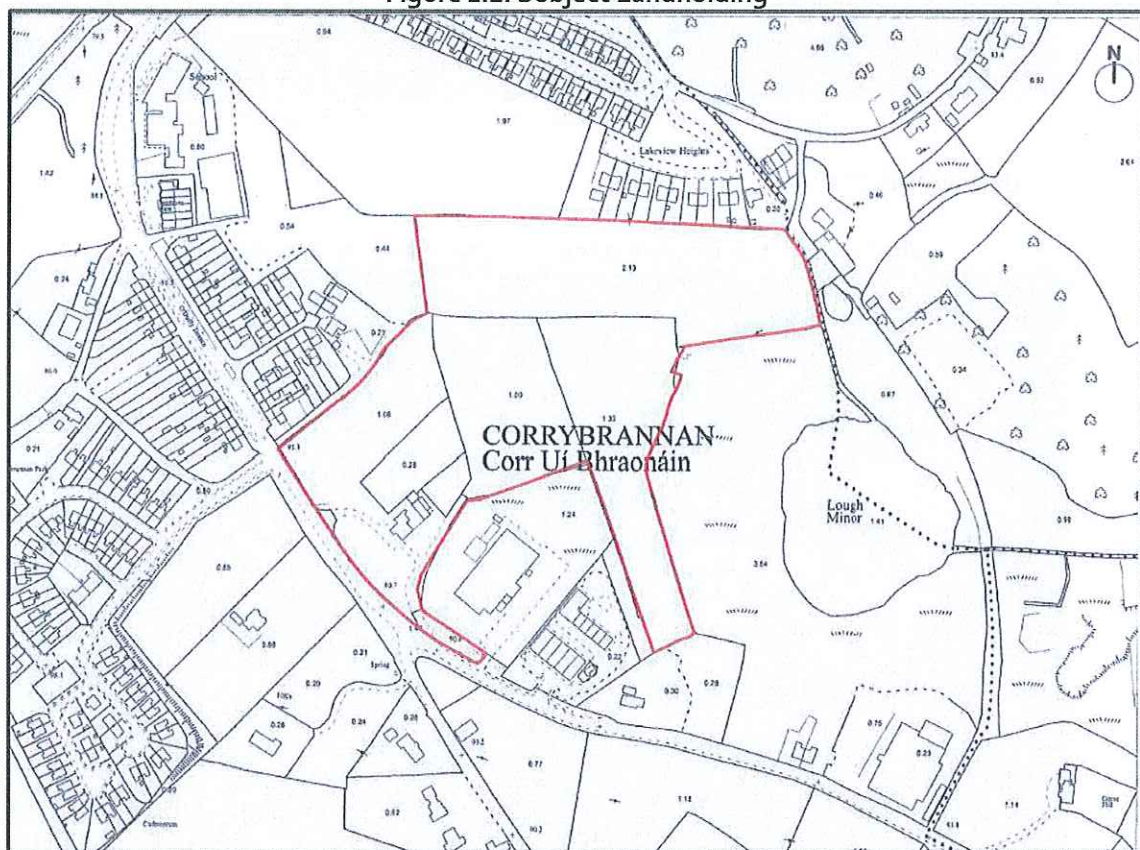
2.0 SITE LOCATION AND DESCRIPTION

Our clients' lands are located in Corrybrannan, Ballybay, Co. Monaghan. Ballybay is designated as a Tier 3 -Service Town with a population of approximately 1,241 (2016 Census). Ballybay is described in the draft development plan as:

Ballybay is located in the centre of the County and is equidistant from the larger urban centres of County Monaghan. It is a market town which is dependent on the agricultural sector where a large mart is the focus of activity within the town centre on a weekly basis. The Kepak plant is located within the town boundary and the industrial dairy nucleus of Lough Egish is only 11kms from Ballybay, both of which provide important economic spinoff and employment to the town and hinterland of Ballybay. The town has experienced significant population decline and it is the priority of this Plan to assist and direct development in the town as well as assisting in the delivery of its tourism potential.

Our clients' lands are located on the south side of Ballybay south of Lough Major and west of Lough Minor.

Figure 2.1: Subject Landholding



Source: OSI – Reproduced under License: AR0114718

The landholding is uneven in form and has many boundaries. In general, the residential development of Loch Mor Avenue bounds the site to the north as well as an agricultural field. Scrubland and a residential development called O Duffy Terrace bounds the site to the west. The site has approx. 160 m of road frontage to the R180 to the southwest. The landholding includes a detached residential house on a large site which faces the R180. This residential site is bound to the east by an industrial/employment land use.

Figure 2.2: Subject Landholding – Aerial Photography



Source: ESRI / ArcGIS License Agreement -The Planning Partnership

3.0 PLANNING HISTORY

Figure 3.1 Extract from Planning Register Map for Corrybrannan

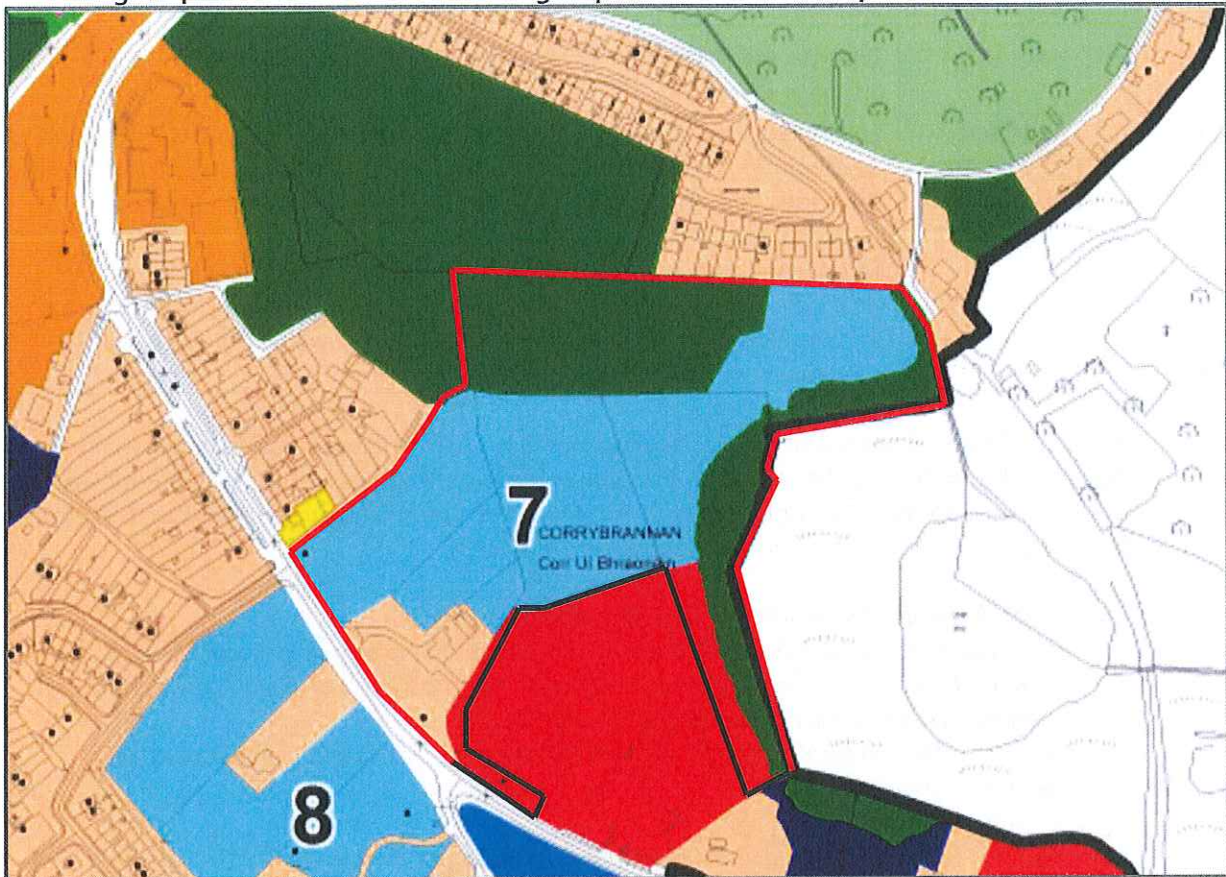


Source: Monaghan County Council

According to the extract from the Monaghan Planning Register map accessed online and shown above there is no planning history on the landholding.

4.0 DRAFT PLAN ZONING & POLICY CONTEXT

Figure 4.1: Extract from 'Draft' Zoning Map – Lands in Ownership outlined Red/Black



Source: Draft Monaghan Development Plan 2019-2025

The landholding contains a number of land use zoning objectives as outlined and identified above and as follows:

- Proposed Residential A
- Landscape Protection/Conservation
- Industry/Enterprise/Employment
- Existing Residential

The objectives for these land holdings are listed as follows

2	Existing Residential	<p>To protect and enhance existing residential amenities. Principal permitted land use will be residential. However other uses open for consideration include education, nursing home, creche, health centres, community facilities, guesthouses provided that all such proposals are in keeping with the established built character of the area and do not adversely impact upon the amenity of existing residential properties.</p>	Peach
3	Proposed Residential A	<p>To provide for new residential development and for new and improved ancillary services. Principal permitted land use will be residential. However <i>other uses open for consideration include education, nursing home, creche, health centres, community facilities, guesthouses</i> provided all such proposals are in keeping with the established built character of the area and do not adversely impact upon the amenity of existing residential properties.</p>	Light Blue

6	Industry, Enterprise & Employment	To provide for new industrial, enterprise and employment generating development and to facilitate expansion of existing industrial and employment generating enterprises. Principal permitted use is a range of employment, industry and business uses.	Red
10	Landscape Protection/ Conservation	To protect important landscape features within the towns from development that would detrimentally impact on the amenity of the landscape, on the natural setting of the town or on the natural attenuation offered by flood plains. To only permit development which has clearly demonstrated to the satisfaction of the Planning Authority that it will not be contrary to the overall zoning objective of the lands. Tree felling in this area will only be permitted in exceptional circumstances.	Dark Green

Residential Home/Retirement Home/ Nursing Home is open for consideration under the 'Existing Residential' and 'Proposed Residential-A' zoning objectives. This use is listed as not permitted under the 'Industry, Enterprise & Employment' zoning objective. The *Draft Development Plan* contains the following policy relevant to retirement home development:

15.13.6 Nursing Homes/Residential & Retirement Homes

The demand for nursing homes and analogous services has grown as life expectancy has increased. In assessing planning applications for nursing homes or similar services the planning authority will refer to the following for guidance:

- *The zoning objective for the area and the site's size, location and compatibility with other uses in the area.*
- *Access is provided for in a safe and adequate manner for pedestrians and vehicles including adequate parking provision in accordance with the standards set out in Chapter 15 of the Monaghan County Development Plan 2019-2025.*
- *The design and layout should respect the characteristics of the site and fit in comfortably within the landscape and with adjoining properties.*
- *Sufficient amenity space and landscaped areas should be provided to meet the needs of the residents and provide an attractive setting.*

In the interests of sustainability, there will be a presumption against permitting nursing home/residential retirement homes in the rural area but also for reasons relating to poor accessibility, social exclusion and visual intrusion. The Planning Authority considers that these services should be located within the designated settlements and villages where public utilities are available and opportunities for greater social integration and inclusion to the community exist.

Policy RDP21 *To generally require nursing homes/analogous services to be located within the designated Tier 1-3 settlements of County Monaghan.*

Policy RDP22 *To require that all applications for nursing home/analogous services comply with the guidelines set out in Section 15.13.6 of the Monaghan County Development Plan 2019-2025.*

General Policy relating to housing for older persons is also referred and contained at Chapter 3 in the Draft Plan as follows:

3.2.5 Older People

The aging of the population poses significant challenges for society in general particularly for the development of responsive health and social policies. As a key social policy area, housing is a function that must adapt in order to meet the needs of a growing number of older people. The Council will work with relevant agencies and the private sector to facilitate suitable proposals for the accommodation of older people.

The demand for nursing homes and comparable services is anticipated to grow and it is considered that such services should be located with the Tier 1, 2 and 3 settlements where public utilities are available and where opportunities for greater social inclusion and integration into the community are available. There will be a presumption against such services being permitted in the open countryside unless in exceptional circumstances whereby the re-use of an existing building is being considered with potential for strong accessibility to shops, places of worship, medical services and social inclusion exists.

General Comment

The subject lands provide an opportunity to locate a retirement facility within a Tier 3 settlement and where there will be convenient access to shops, places of worship, medical services and social facilities.

It is our considered opinion that by respectfully considering the following suggested amendments to the area and form of the zoning the local authority will ensure that any proposed retirement development on the subject lands will comply with the range of policies and objectives previously referred above.

5.0 SUGGESTED MATERIAL AMENDMENTS TO THE DRAFT PLAN

To synthesise, we wish to make two principal requests in relation to the zoning and policy objectives that apply to our Clients' lands.

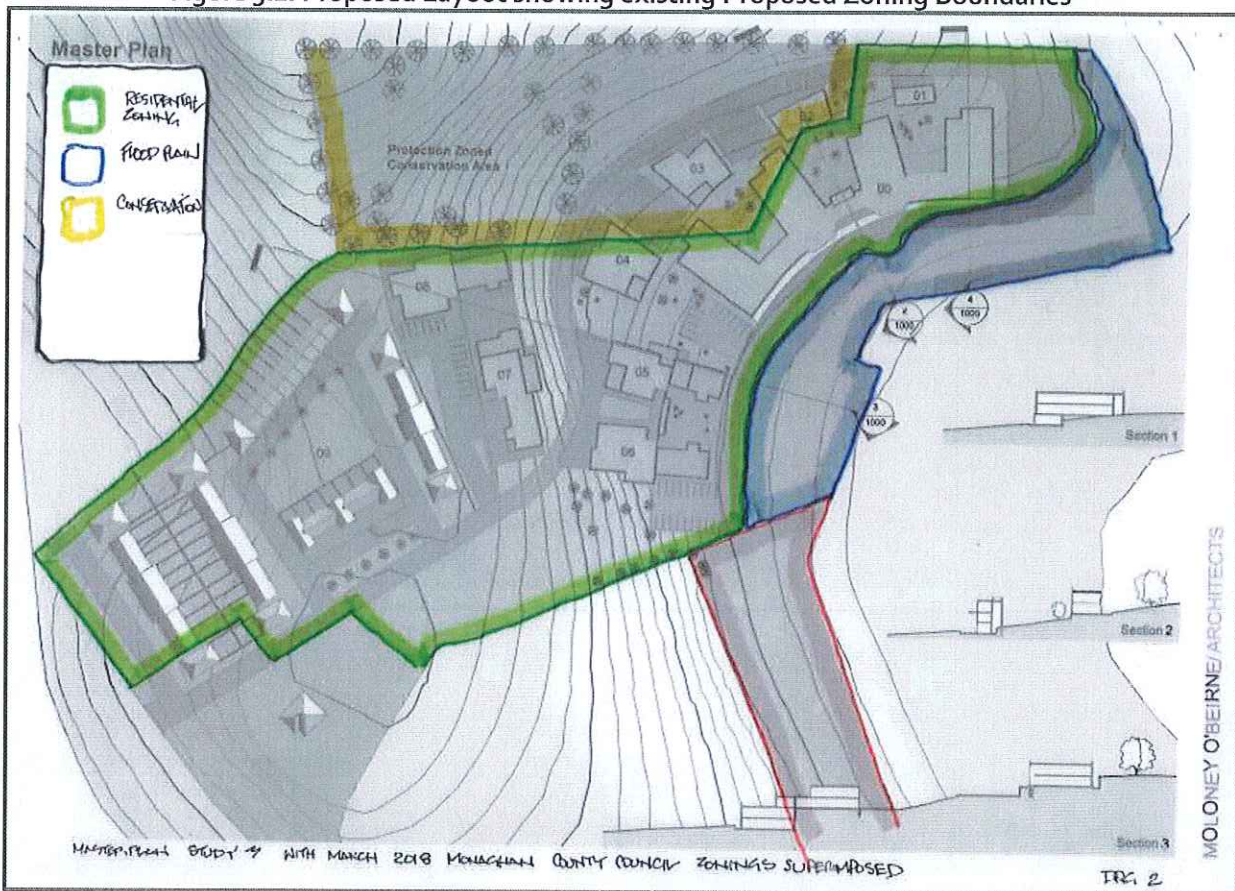
1. Amend the boundary of the **Proposed Residential A** zoning objective and to facilitate consequential extended Landscape Protection/Conservation and Existing Residential zonings, and as might be required
2. Suggest the creation of a **Specific Local Objective (SLO)** on the proposed additional residential zoned lands, as distinct from the lands zoned for proposed residential under the current 2013-2019 Development Plan.

5.1 Amend the boundary of the Proposed Residential A zoning objective

It is respectfully submitted that having reviewed the lands, their context and the potential for consolidated development via a Masterplan approach it would appear that a form of development comprising housing for older people as would encapsulate elements of full residential care, retirement homes both assisted and independent living would integrate the objectives of the Plan without prejudicing the core-strategy population targets for the Tier 3 Town.

The graphical interpretation of the lands required are overlaid in the below figures:

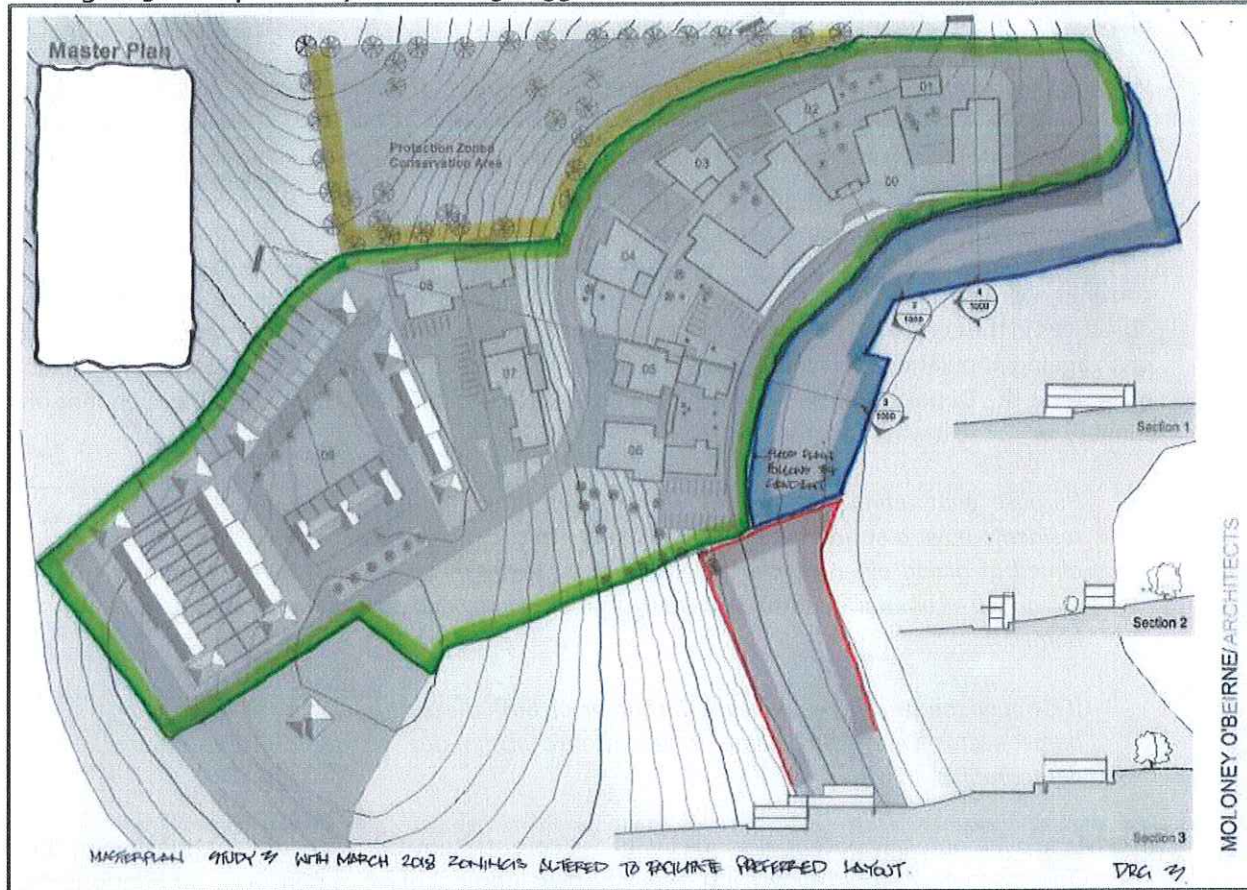
Figure 5.1: Proposed Layout showing existing Proposed Zoning Boundaries



Source: Moloney O'Beirne Architects

The presented layout is not intended to prejudice or predetermine any subsequent scheme on the subject lands but purely to indicate the required zonings to facilitate an appropriate layout which will properly reflect and respect the surrounding visual and landscape qualities associated with the overall landholding.

Figure 5.2: Proposed Layout showing Suggested Material Amendments to Zoning Boundaries



Source: Moloney O’Beirne Architects

There is a ‘finger’ / portion of our Clients landholding which is proposed zoned for Landscape Protection/Conservation and Enterprise/Employment which would not respectfully be in a position to support development due to its proximity to Lough Minor, its associated floodplain and is undevelopable for the purposes of our Clients proposals for residential care and retirement homes development.

In this respect and as a compensatory measure for the requested additional Proposed Residential A we suggest that the entire element of this landholding (the ‘finger’) could act as a sensible buffer for open space and amenity use between the neighbouring employment zone and business park and to provide additional Landscape Preservation/Conservation zoning.

5.2 The creation of a Specific Local Objective on the Proposed Residential A lands.

We acknowledge and support the proposed increased level of land zoned for residential purposes (including headroom) in the Draft Development Plan following the previous 2013-2019 Plan. We also acknowledge the importance of the Landscape Preservation Zone on a significant portion of the subject lands but to preserve the scenic qualities of the locale in respect of the site’s physical characteristics and in particular the high ground.

Whilst we present that the landowners intentions are to present a 'non-standard' format of housing associated with the ageing of the existing population and as promoted in **Paragraphs 3.2.5** and **15.13.6** of the Draft Plan and targeted for settlements such as Ballybay, the proposed housing, we respectfully contend, will not undermine the core strategy zoning objectives.

Of course, such matters would be the subject of Development Management and the planning application process to determine at such time.

If the planning authority, in their consideration of this submission believed this additional zoning would in any way conflict with the core strategy it may come as some relief that the landowner would be accepting of a site specific local objective relating to the provision of housing for an ageing population, if considered necessary.

The concept and approach to retirement development proposed in Ballybay is consistent with current government policy on retirement accommodation and we wish to support the strong policy objectives in the contained Draft County Development Plan to support same. A strategy for housing of an ageing population is currently being prepared by Minister of the Elderly Jim Daly and Minister of State at the Department of Housing, Damien English. In an article in the Irish Independent on January 14th 2018 it was reported:

Purpose built retirement villages would be built around local amenities to ensure residents have a social outlet through access to community services. The strategy is aimed at giving older people, especially those living in rural isolation, the option of moving to a community setting where they can live independently rather than in nursing homes.

It is hoped the strategy would ease the burden on both the health service and the nursing home sector which has come under intense strain due to the countrys ageing demographic.

In order to overcome any potential conflict with the core strategy we respectfully suggest a Specific Local Objective which would allow for the specific development of retirement accommodation. We respectfully submit that an SLO would properly reflect the intentions of the 'non-standard' housing elements of the proposed residential development. This residential development would encompass residential care combined with assisted and independent living. We respectfully submit that the presence of a 'specific local objective' will restrict the subject sites supply of 'standard housing' and ensure that the proposed development does not undermine the projections and objectives of the Development Plan Core Strategy.

5.3 Graphic Presentation of Masterplan, Existing Draft Plan Zonings and Proposed Amended Zonings

The following images confirm the feasibility study and 'masterplan' (Figure 5.3 and **Appendix A**) as informs the submission, the current Draft Plan Zonings (Figure 5.4 and **Appendix B**) and the respectfully requested Material Amendments to zoning pattern (Figure 5.5 and **Appendix C**).

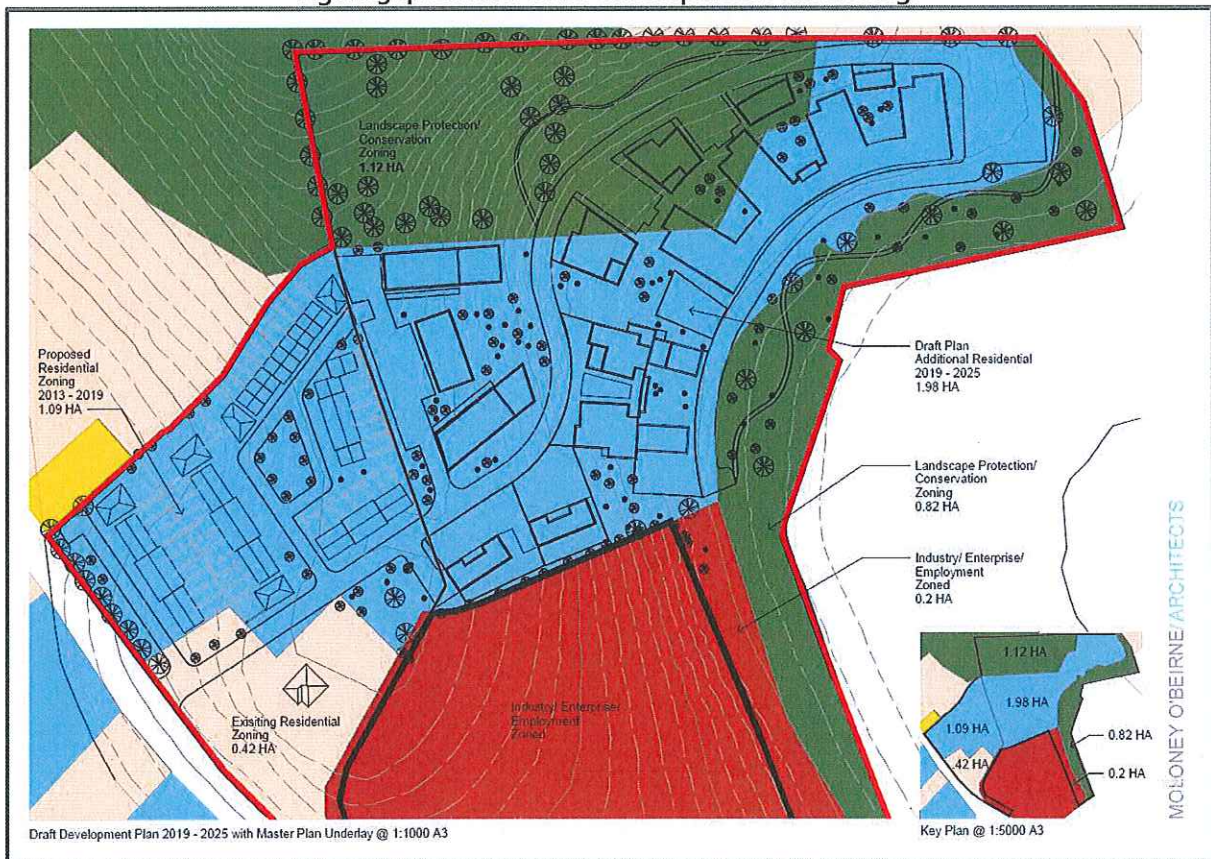
For ease of reference and clarity these images are reproduced at A3 Size in Appendices A-C.

Figure 5.3 – Feasibility Study / Masterplan



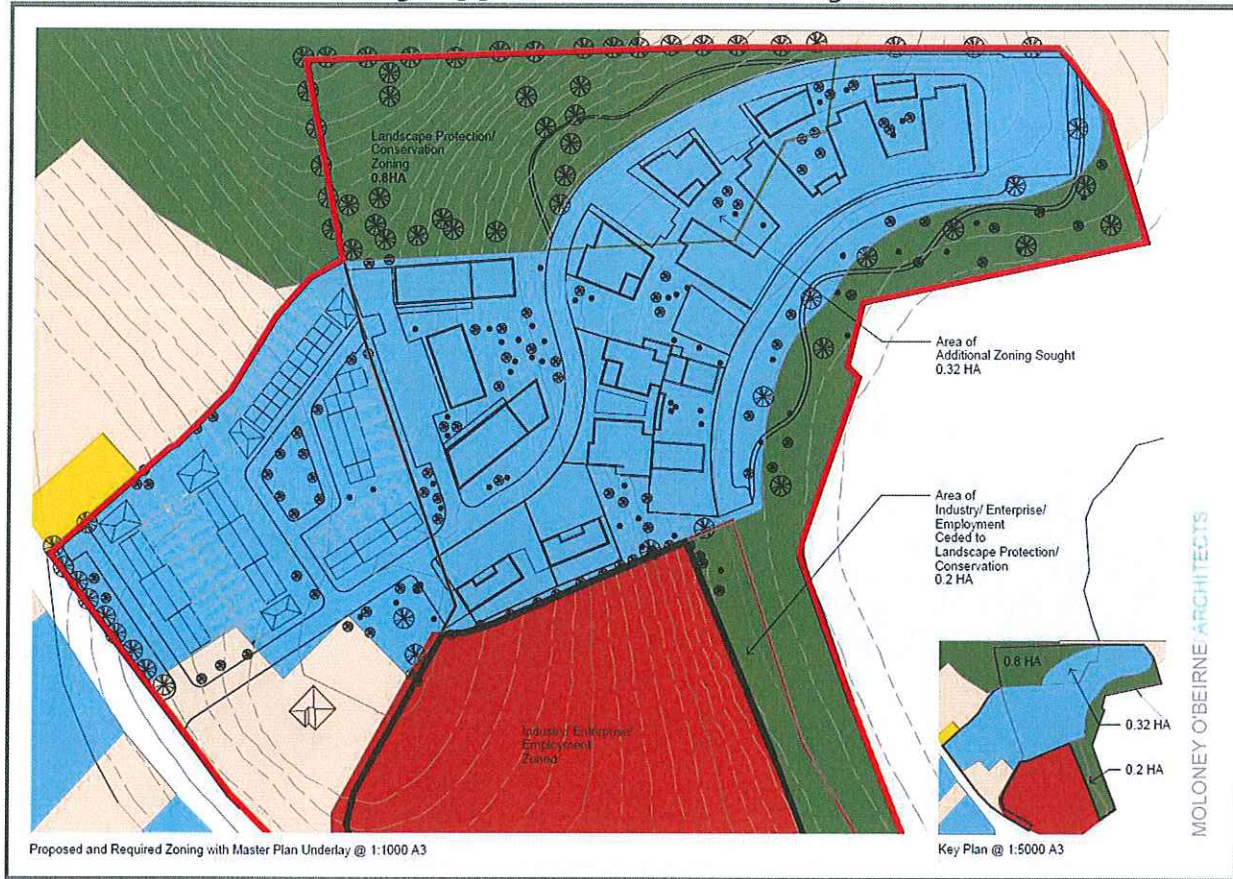
Source: Moloney O'Beirne

Figure 5.4: Current Draft Development Plan Zonings



Source: Moloney O'Beirne

Figure 5.5: Material Amendments Sought



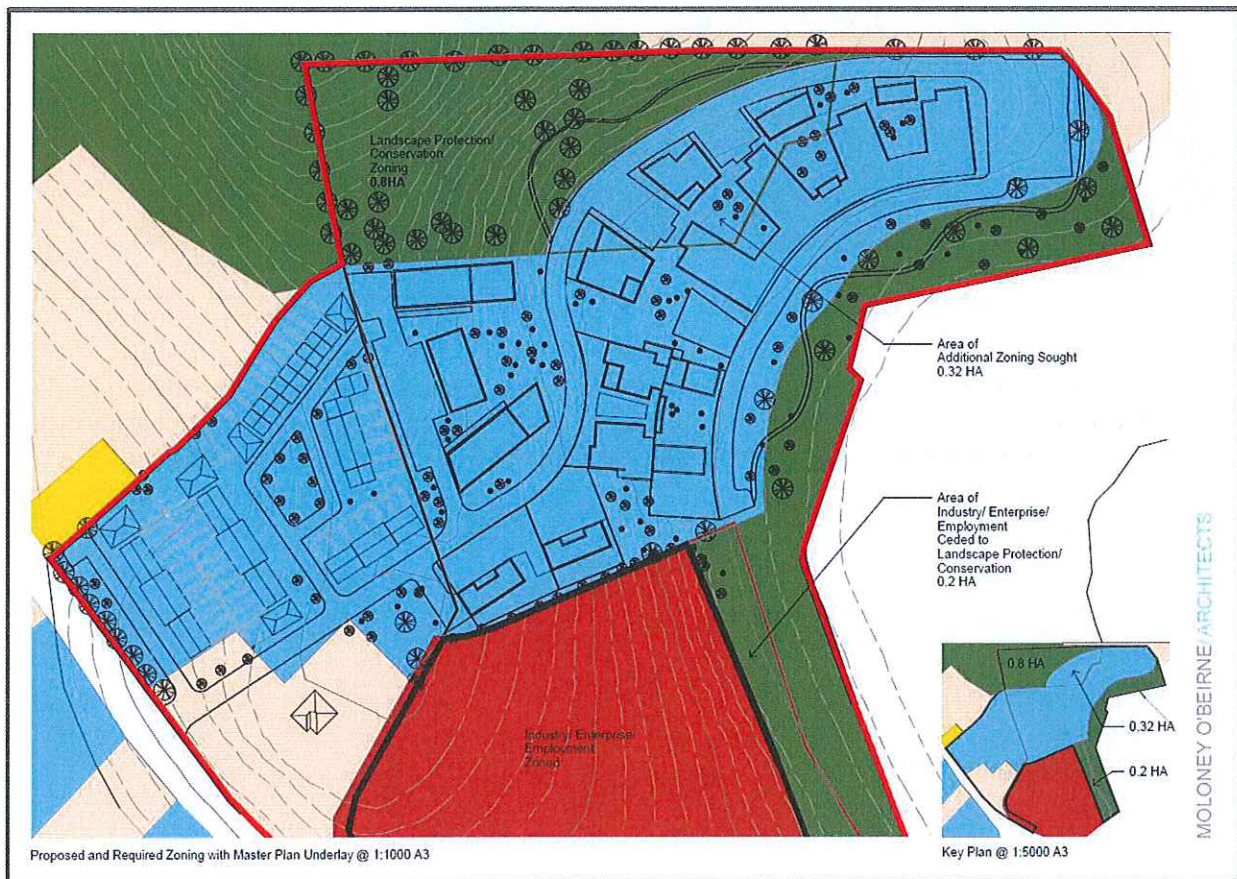
Source: Moloney O'Beirne

6.0 CORE SUBMISSION-CONCLUSIONS

We wish to strongly support the principal zoning provisions and strong policy objectives to deliver appropriate forms of housing for an ageing population; retirement housing, residential care, retirement homes, assisted and independent living units, to the principal settlements in Co. Monaghan as includes Ballybay.

We wish to support the zoning provisions associated with the subject lands and which will assist in delivering 'plan-led' development within the next 6 year plan period and as includes zoning provisions to protect the acknowledged important landscape features and physical attributes of the associated landholding.

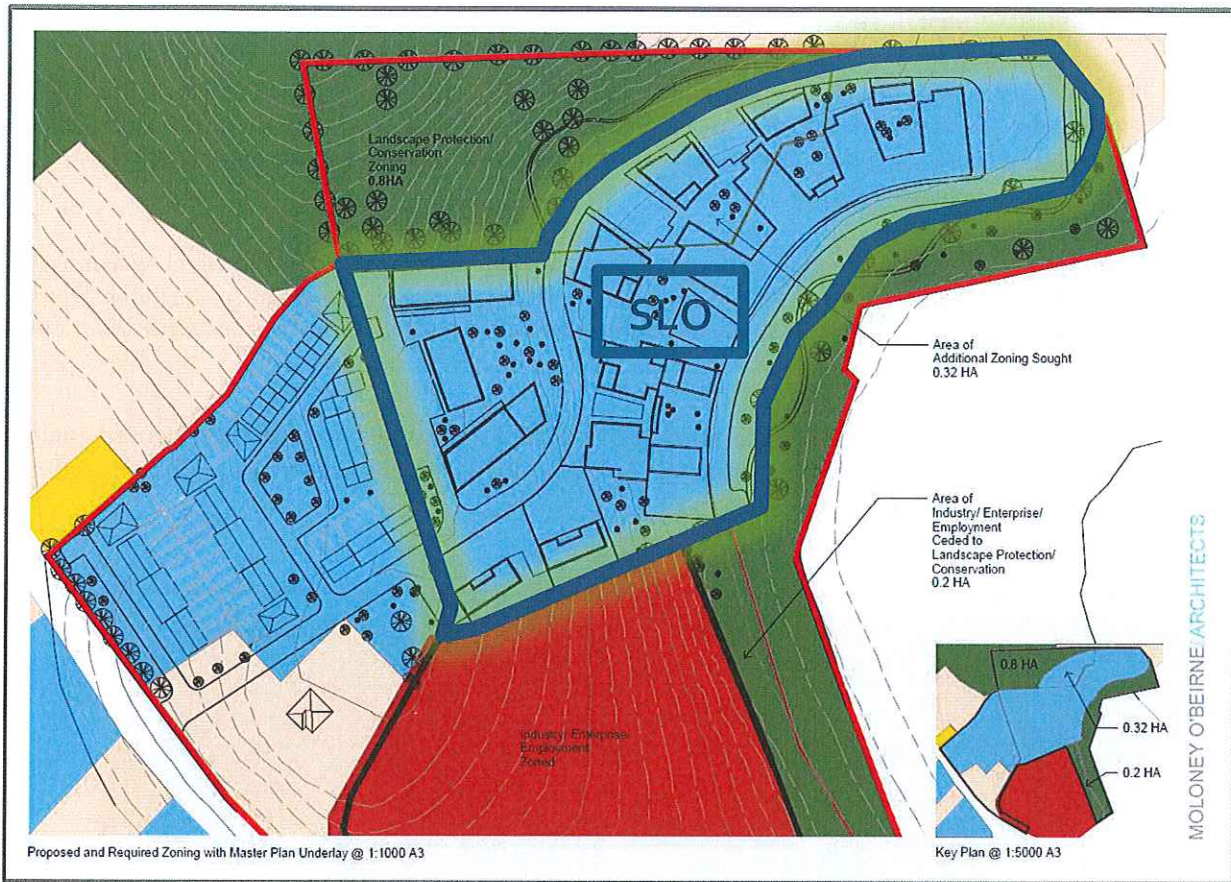
We seek material alterations to the *Proposed Residential A* and *Landscape Preservation* zoning pattern of the subject lands as presented herein and to ensure 'plan-led' development and as avoiding contraventions of the zoning plan:



We present our acceptability as may be considered required (or not) for the creation of a *Specific Local Objective (SLO)* on the proposed additional residential zoned lands, as distinct from the lands zoned for proposed residential under the current 2013-2019 Development.

The lands to which the SLO could apply are detailed and annotated clearly below.

This SLO will effectively reserve the lands for specific housing models associated with an ageing population required by both Central Government and encouraged by the *Draft Monaghan County Development Plan 2019-2025*.



We trust that you are enabled to make these material amendments for the benefit of plan-led development and in the interests of sustainable and orderly development. If you require any other supporting information or digital based mapping to assist, please contact the undersigned.

Yours faithfully

Mark Brindley
Principal
The Planning Partnership

APPENDIX A

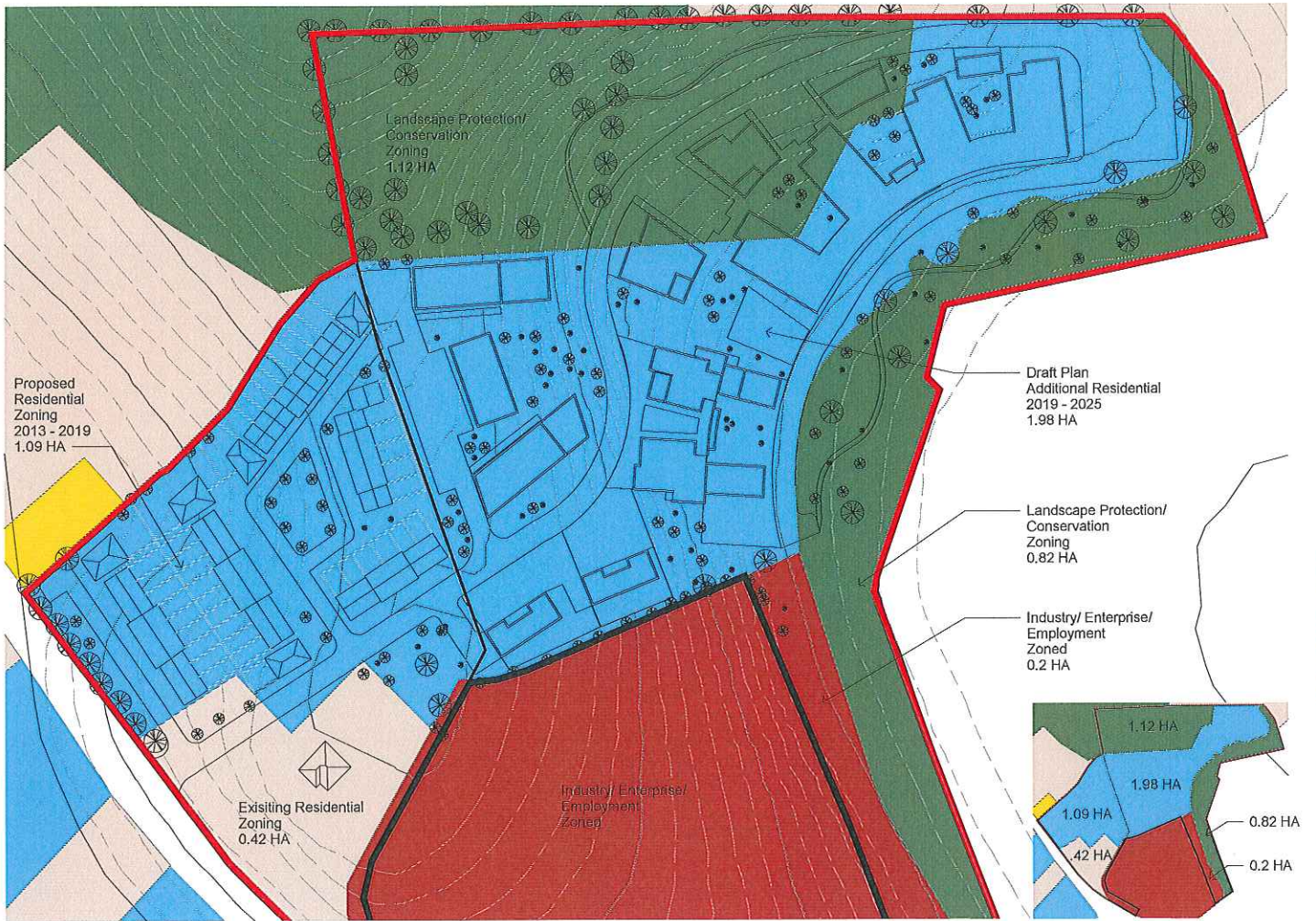
Masterplan



Master Plan @ 1:1000 A3

Key Plan @ 1:5000 A3

APPENDIX B Draft Plan Zonings

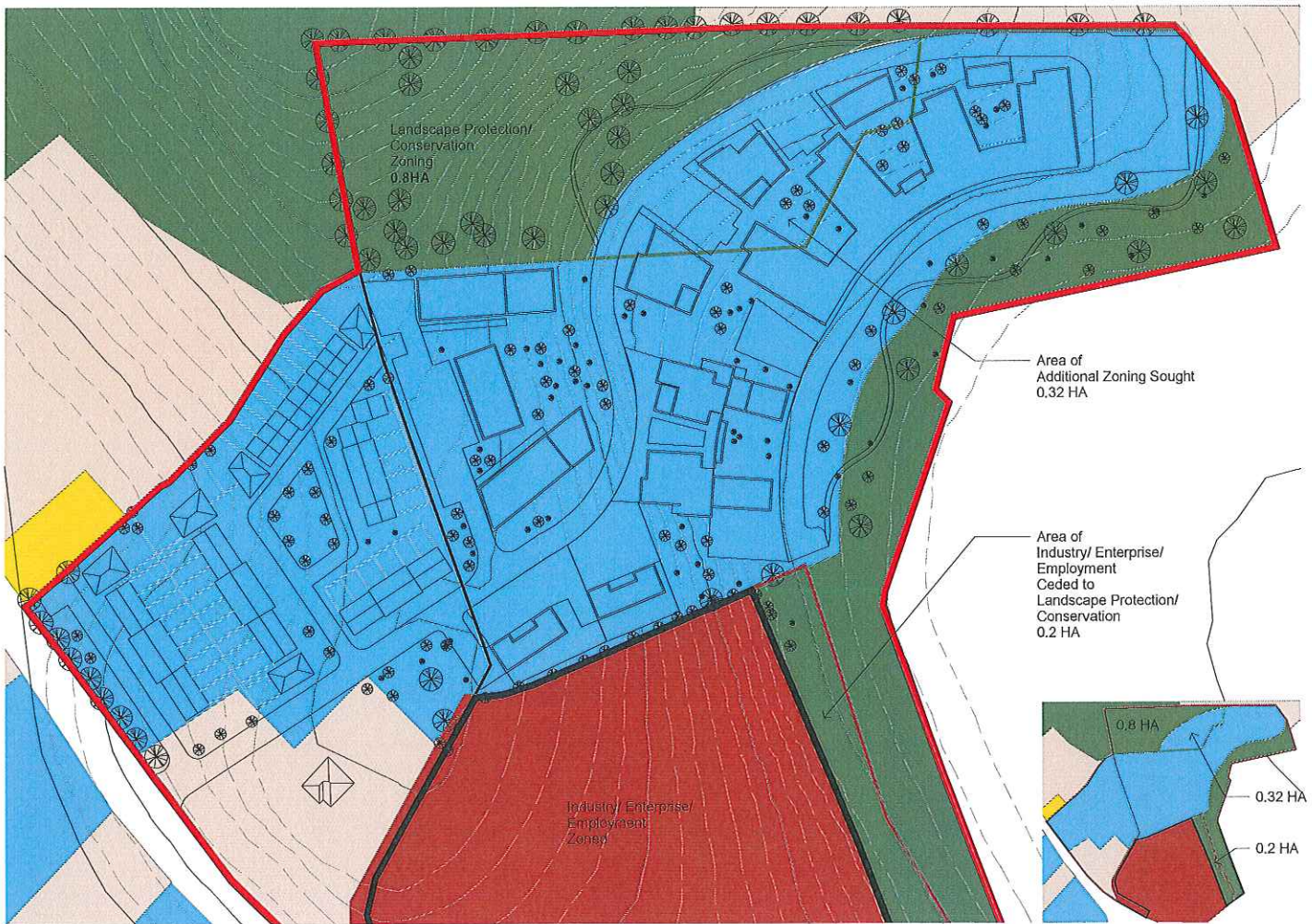


Draft Development Plan 2019 - 2025 with Master Plan Underlay @ 1:1000 A3

Key Plan @ 1:5000 A3

APPENDIX C

Requested Zoning Amendments



Proposed and Required Zoning with Master Plan Underlay @ 1:1000 A3

Key Plan @ 1:5000 A3