

CHAPTER 3. LOCATION AND PATTERN OF DEVELOPMENT

3.0 Introduction

This chapter sets out the Settlement Strategy for South Tipperary. The overall objective of the Settlement Strategy is to provide strong service centres at strategic locations throughout the County. This approach shall support the local population, provide a strong basis to encourage and expand employment growth and strengthen community and social services for all, while providing important linkages and connectivity between these service centres and their adjoining hinterlands.

The County Settlement Strategy identifies a range of settlement types with a good spatial distribution throughout South Tipperary. These different settlement types are envisaged to perform differing roles but ultimately to ensure that no area in the county is peripheral or becomes isolated. Through implementation of the Settlement Strategy, South Tipperary County Council shall seek to provide all necessary services, enterprise and social development to establish strong settlements and maximise community participation.

The Settlement Strategy will ensure that by taking cognisance of each settlement's positive attributes, future development will be carried out in a coordinated manner and that the proportion of overall housing and other development types, such as community and employment, will reflect the role and function of the settlement within the identified settlement hierarchy.

3.1 Settlement Pattern in South Tipperary

3.1.1 Current Context

The findings of the 1996, 2002 and 2006 Census' show that approximately 40% of South Tipperary's population reside in the five main settlements of South Tipperary; Clonmel, Carrick on Suir, Tipperary Town, Cahir and Cashel. This means that approximately 60% of people in South Tipperary reside in settlements of less than 1500 population or in the open countryside¹. Whilst in the past this proportionate split may have been attributable to the strong agricultural economy, this explanation is no longer sufficient given the decline in agriculture and the changing lifestyle choices of our population.

More significantly perhaps is the fact that many of the village settlements of less than 1500 population have been subject to a decline in population; in some cases a significant decline. Hence the growth that has occurred is in the open countryside rather than within these settlements. For the future, a balance needs to be struck between maintaining and growing populations in existing settlements by catering for the future needs of the residents and at the same time catering for the needs of persons who need to live in the countryside. This draft County Development Plan therefore promotes development in all our designated settlements in order to accommodate, sustain and drive various types and levels of development, including residential, employment, community and commercial activities. Strong settlements will also anchor and sustain the existing rural community base and ensure retention and growth of services.

¹ Areas with a population of less than 1500 are defined as rural areas in the Sustainable Rural Housing Guidelines for Planning Authorities, 2005 issued by the DEHLG.

3.2 Population Context of South Tipperary Settlements

3.2.1 Towns

Table 3.1 details population figures for the larger urban settlements. It also indicates the percentage of South Tipperary's population residing in the particular settlements.

Table 3.1 Settlement Population				
Settlement	02 Pop.	06 Pop.	% change from '02 –'06.	% of South Tipp. Pop '06
Clonmel and Environs	16,132	16,274	0.9%	19.5%
Carrick on Suir	5,542	5,856	5.6%	7.0%
Tipperary and Environs	4,964	5,065	2.0%	6.1%
Cahir	2,794	3,381	21.0%	4.1%
Cashel and Environs	2,770	2,936	6.0%	3.5%

An analysis of the current populations and rates of growth in the principle towns indicates that Cahir town has experienced the greatest level of growth. Cashel and Carrick on Suir have increased relative to countywide population, but Tipperary Town (+2%) and Clonmel (+0.9%) have preformed poorly. The population growth of Clonmel represents 142 persons over the period '02 – '06 and the growth potential of Clonmel has taken place in outlying villages such as Ballyclerihan, Lisronagh and Ballypatrick. It will be necessary to reverse this trend for the future, to maintain the focus of Clonmel as the County capital.

3.2.2 Villages

Table 3.2 details population patterns in some of the larger villages² in South Tipperary. Of the villages listed, 50% experienced population decline or zero growth in the period 2002-2006. Of the villages that experienced growth, only Ballyclerihan, Holycross, Kilsheelan and Newcastle experienced significant population increases (greater than 10%). The remainder of villages that experienced growth in population were at levels that would not normally support socio economic growth. It has been recorded in Chapter 2 that the population losses of the DED's of Clogheen, Ardfinnan, Bansha, Killenaule and Ballingarry are attributable to the population loss from the villages within those DED's.

Population loss in villages is of particular concern in that the ties that the bind community are weakened, services suffer and obsolescence of the built and social fabric can occur. The settlement strategy

Table 3.2 Settlement Population Change				
Settlement	Population			
	2002	2006	Actual Change	% Change
Fethard	1,388	1,374	-14	-1.0
Ardfinnan	779	747	-32	-4.1
Ballyclerihan	408	678	+270	+66.2
Killenaule	715	597	-118	-16.5
Kilsheelan	497	520	+23	+4.6
Clogheen	550	509	-41	-7.4
Mullinahone	348	372	+24	+6.9
Holycross	229	357	+128	+55.9
Cappawhite	340	328	-12	-3.5
Ballyporeen	295	304	+9	+3.0
Emly	278	293	+15	+5.3
Bansha	302	272	-30	-9.9
Golden	268	255	-13	-4.8
Newcastle	201	245	+44	+21.9
Gortnahoo	207	219	+12	+5.8
Dundrum	191	191	No change	
Ballingarry	314	129	-185	-58.9

² The villages listed are those for which Census data is available.

being developed, therefore, is designed to promote development within settlements to strengthen communities and provide critical mass to support associated services.

3.2.3 Open Countryside

Many dwellings constructed recently in the open countryside were not constructed to meet rural-generated housing needs but developed as a lifestyle choice. The reason to move from the urban environment to the countryside is often motivated by perception of a poor environment in settlements, antisocial behaviour, particular family circumstances, health etc. While these considerations are relevant, the resultant move away from towns and villages considerably weakens the settlement fabric and sense of community, reduces population (critical mass), results in obsolescence and reduces the impetus for further socio-economic development, causes decline in services in the settlements which would be a significant loss to the rural community and undermines the ability to attract quality employers to the County. Demand for sites in the open countryside may also inflate land prices creating local affordability issues.

Urban generated individual houses in the open countryside can be ably accommodated in our various settlement centre options described above, through the second hand housing market and through the reuse of existing, but under-utilised, dwellings in the open countryside.

3.3 Purpose of the Settlement Strategy

The preceding chapters and paragraphs have outlined some of the key issues facing the County in terms of managing its population growth. The growth of our towns and villages is not purely to address population but it is an acknowledgement that strong vibrant towns and villages are an essential requirement for our county if we are to remain an attractive location for future employment initiatives and if we are to grow a sustainable employment base for our local population. It is therefore vital that towns and villages are actively supported so that strong communities are fostered, a range of house types can be delivered and social and community services, employment, enterprise, infrastructure and amenities can be adequately addressed.

In order to achieve the Vision as set out in Chapter 1 and to address the challenges as identified above, it is critical that South Tipperary continues to build on the settlement strategy that it drew up under the County Spatial Strategy in 2002. The County settlement strategy concept is based on the "creation of a hierarchy of growth nodes" which reflects the development role of each settlement type. This strategy will contribute in a positive way to the growth of each settlement, ensuring that permitted development will be linked to the capacity of the settlement to ensure that the relevant services, facilities and social capital will be rolled out in line with residential development.

3.4 Methodology Employed in Designating the Settlement Tiers

Building on the County Spatial Strategy 2002, a survey was undertaken of all settlements in the county and all were rated in accordance with the criteria listed below;

- The overall built form of each settlement.
- The existing facilities serving each settlement and their multiple users were recorded.
- Population base is also a highly significant factor for a number of settlements;
 - Services exist within some settlement but population has been lost to the surrounding rural areas in recent years.
 - Some settlements have seen large numbers of residential units being delivered with the necessary services lagging behind.
- Existing and proposed infrastructural developments and the proximity of a settlement to such services.
- Spatial distribution within the County

The settlements were ranked in terms of their role within the County based on the above criteria. Figure 3.1 below provides a spatial overview of the survey outcome and the resultant Settlement Strategy.

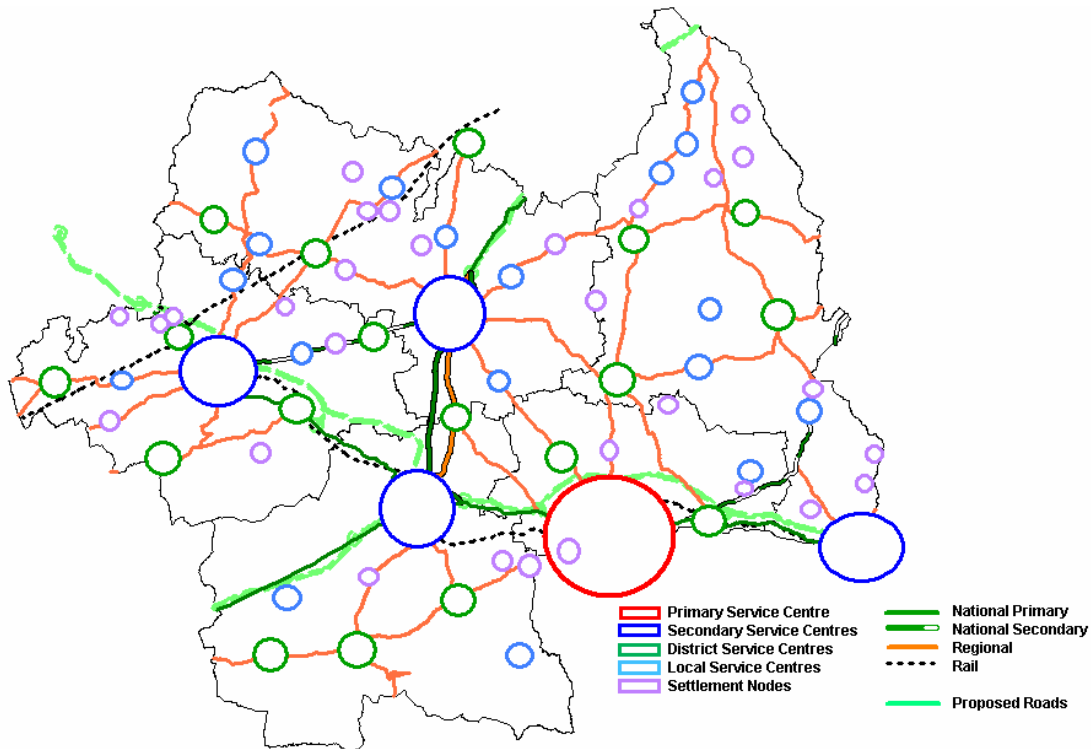


Figure 3.1 Settlement Strategy

3.5 Settlement Strategy for South Tipperary

The strategy provides for the creation of a settlement hierarchy reflecting the development role of each settlement type. The purpose of the hierarchy is to ensure that future development is guided into existing settlements and contributes in a positive way to the built form and character of each settlement, with good service base, excellent communication network and interconnectivity between settlements.

The population analysis from the Draft South Tipperary County Housing Strategy Review indicates that there is a 50% distribution of houses between the Primary, Secondary and District Service Centres, which is reflected in the outcomes of the 2006 Census. An aim of the County Settlement Strategy is to strengthen the settlements and this will require a change of the proportional distribution to a 60/40 split. This split will provide for 60% of the population being accommodated in the Primary, Secondary and District Service Centres and the remaining 40% of the population being accommodated in the Local Service Centres, Settlement Nodes and the open countryside. In particular, this plan aims to achieve 20% of the County's population and household distribution being accommodated in the District Service Centres.

A sustainable level of growth is possible through the supply of developments based on the assimilative capacity of the existing environment. The designated settlements are presented in Table 3.3 below which illustrates the urban hierarchy comprising of Primary and Secondary Services Centres and the rural hierarchy comprising of District and Local Service Centres and Settlement Nodes.

Table 3.3 Settlement Hierarchy					
Urban Settlements		Rural Settlements			
Primary Service Centre	Secondary Service Centre	District Service Centre	Local Service Centre	Settlement Nodes	
Clonmel	Cahir Carrick on Suir Cashel Tipperary Town	Ardfinnan Ballingarry Ballyclerihan Ballyporeen Bansha Cappawhite Clogheen Dundrum Emly Fethard Golden Holycross Killenaule Kilsheelan Limerick Junction Lisvarrinane Mullinahone Newcastle New Inn	Annacarthy Ballysloe Boherlahan Burncourt Cloneen Clonoulty Donohill Drangan Dualla Glengoole Gortnahoo Grangemockler Hollyford Ballypatrick Kilfeackle Lattin Rosegreen	Ahenny Ardmayle Ballagh Ballinure Ballylooby Ballyneill Ballynonty Kilcash Coalbrook Cullen Donaskeagh Faugheen Goatenbridge Gouldscross Grange Grange (Clonmel) Killusty Kilross Knockavilla	Knocklofty Lisronagh Marfield Monard Moyglass Ninemilehouse Rossadrehid Rossmore Solohead The Commons Thomastown Toem

SS1: Settlement Strategy

- The Council shall prioritise the allocation of funding towards consolidating settlements and ensuring appropriate amenity, environmental and community facilities are provided in association with economic, commercial and service infrastructure with the key objective of building sustainable communities throughout the County.
- The Council will seek environmental, community and infrastructural improvements in settlements, where appropriate, to ensure that they become attractive settlement centres and assist in the long term vitality and viability of rural South Tipperary.
- The Council will seek to obtain a 20% share of the South-East Region's population with a targeted distribution of the County's population at 40% in the Primary and Secondary Service Centres, 20% in the District Service Centres and 40% in the Local Service Centres, Settlement Nodes and the open countryside.

3.5.1 Urban Settlement Strategy

3.5.1.1 Primary Service Centre

Clonmel with a catchment population of over 50,000 is the administrative capital and the Primary Service Centre for South Tipperary. Clonmel currently operates at the top level in terms of services, facilities and an employment base. The Council will continue to support the role of Clonmel as a desired location for high-tech industry, as a primary retail centre, a third-level education provider and a strong and attractive residential centre to cater for a growing population and as the driver for countywide development.

Clonmel is located between the gateways of Limerick and Waterford and is within a commutable distance of Cork City. It is closer to the National Gateway of Waterford City than the designated Hub of Wexford and as close as Kilkenny, also a Hub. It provides a supporting role to the Waterford Gateway in terms of critical mass needed for the Gateway to compete at a national level. The links between Clonmel and Waterford City will be further developed in the life of the Draft County Development Plan for mutual benefit. New developments in Clonmel will be subject to the provision of the Clonmel Town and Environs Development Plan 2008.

3.5.1.2 Secondary Service Centres

Carrick-on-Suir, Tipperary Town, Cashel and Cahir are the Secondary Service Centres servicing their town and catchment populations and are drivers for development in their catchments. The residential function will be strengthened, retail/employment/heritage functions improved and their overall perception as desirable places to live and work will be promoted and enhanced.

The Secondary Service Centres will provide supporting roles to Clonmel but, in the context of the settlement strategy, will adopt their own role as service centres offering an improved service provision in terms of retail, employment and community facilities to their own hinterlands. These settlements have their own Statutory Plans;

- Carrick on Suir Town Development Plan 2008
- Tipperary Town and Environs Development Plan 2007
- Cashel Town and Environs Development Plan 2003 (currently under review)
- Cahir Local Area Plan 2005

Each of these documents allows a greater focus to be placed on these settlements

3.5.2 Rural Settlement Strategy

The Rural Settlement Strategy, as well as being informed by the County Spatial Strategy and the methodology identified in Section 3.4 above, is also framed within the context of the National Spatial Strategy 2002-2020, the Regional Planning Guidelines and the Sustainable Rural Housing Guidelines for Planning Authorities (DOEHLG). Rural Settlements have a pivotal role in not only sustaining a strong rural community but also in providing much needed services and ensuring those in the more remote areas (and indeed, within these areas, the more vulnerable in our society) have reasonable access to services, facilities and amenities which are appropriate. Table 3.3 above outlines the three distinct type of rural settlements identified; District Service Centres, Local Service Centres and Settlements Nodes.

3.5.2.1 District Service Centres

These Centres are robust settlement forms that have a capacity to accommodate a reasonable degree of growth and a capacity to accommodate employment and other appropriate uses. The District Service Centres are so designated because they are important resources for their sub-region, providing community, commercial and infrastructural facilities and services with a population base to maintain them. These settlements have also been targeted for infrastructural improvements (upgrade of water supply and waste water treatment plants, communications and improved transportation linkages) and again, have the supporting environment to allow this to happen.

SS 2: District Service Centres

It is the policy of the Council to promote, encourage and enhance the role and function of District Service Centres. Within these settlements, the Council shall facilitate proposed development subject to the following

- i) The scale, layout, design and siting of new residential development shall reflect the character of the existing settlement and residential developments shall be appropriately phased to synchronise with the roll out of necessary services, facilities and social capital.
- ii) The development of these centres shall provide for serviced sites and cluster forms of development and a variety of other house types and densities as appropriate.
- iii) New commercial developments, particularly convenience retail uses, shall be located within the settlement core area.
- iv) Employment/industrial uses shall be located on appropriately zoned lands and shall be designed and landscaped so as to contribute positively to the visual appearance of the town and associated entrance points.
- v) Where master plans are identified on Settlement Plans in Appendix 10, developers will be required to comply with the specific development objectives relating to the lands.
- vi) Infrastructure shall be provided in compliance with the relevant policies and development management standards set out in the Draft County development Plan.

3.5.2.2 Local Service Centres

Local Service Centres will support the District Service Centre and provide for a lower level of development and incorporate a mixture of land uses. In the Local Service Centres, the infrastructure will be provided/improved in tandem with development, as needs arise. Local Service Centres will provide a lower range of services and facilities for the population of their immediate hinterlands. Market interests will lead development and those wishing to develop in these areas will be required to provide the necessary upgrades to infrastructure as part of any new development.

SS 3: Local Service Centres

It is the policy of the Council to promote, encourage and enhance the role and function of Local Service Centres. Within these settlements, the Council shall facilitate proposed development subject to the following

- i) The scale, layout, design and siting of new residential development shall reflect the character of the existing settlement and residential developments shall be appropriately phased and of an appropriate scale taking into account the established pattern of development in the area.
- ii) The development of these centres shall provide for serviced sites and cluster development forms and a variety of other house types and densities as appropriate.
- iii) New convenience retail uses and other local shops/pubs shall be located with the village core area. All commercial uses shall be of a scale and design that contributes positively to the visual appearance of the village and associated streetscape.
- iv) New community or social capital facilities shall be accommodated as appropriate to the area and as required.
- v) Appropriate expansion of existing employment/industrial uses will be accommodated where appropriate and shall be designed and landscaped so as to contribute positively to the visual appearance of the village and associated entrance points. In appropriate circumstances consideration will also be given to smaller scale employment uses where there is the capacity to accommodate same, and where it will not have an adverse impact on surrounding uses or the environment.
- vi) The developer, in compliance with all relevant policies, shall provide infrastructure and comply with development management standards as set out in the Draft County Development Plan.

3.5.2.3 Rural Settlement Nodes

The purpose of this settlement form is to provide for natural local growth to meet the demand of their immediate hinterland. Small-scale services shall be provided where they are not already present or improved as the case may be.

SS 4: Settlement Nodes

It is the policy of the Council to promote, encourage and enhance the role and function of Rural Settlement Nodes as centres for the local community. Within these settlements, the Council shall facilitate development subject to the following

- i) Residential development, which meets the needs of the local population. The scale, layout, design and siting of new residential development shall reflect the local character of the existing settlement and shall also be capable of accommodating serviced sites.
- ii) New commercial and retail uses should be appropriate in size and scale to accommodate local needs and such uses shall be located within the village centre only.
- iii) Some local indigenous employment uses may be accommodated here provided it is of a scale appropriate to the village setting, the infrastructure has the capacity to accommodate same and adjoining uses are not adversely affected.
- iv) The developer, in compliance with all relevant policies, shall provide infrastructure and comply with development management standards as set out in the Draft County Development Plan.

3.5.2.4 Open Countryside Settlement Form

This is the final settlement form in the county. The Council recognises the need to permit the development of rural housing, at suitable locations and in accordance with technical considerations and other policies of this Draft County Development Plan, to the category of persons who meet the criteria set out below.

SS 5: Individual Houses in the Open Countryside

It is the policy of this Council to facilitate individual houses in the open countryside at locations removed from the following pressure areas;

- a) Areas identified as Primary/Secondary Amenity Areas as referred to in Chapter 6 and illustrated in the Appendices of the Draft County Development Plan;
- b) National Primary, National Secondary and Regional Roads;
- c) On the approach roads to Towns and Villages; and
- d) On local roads where there is an existing pattern of ribbon development as set out in the Sustainable Rural Housing Guidelines 2005 (DEHLG) and any amendment thereof

And where the following criteria are met

- a) The proposal is for an individual house; and
- b) It is being made by any one of the following persons
 - i) a farmer of the land
 - ii) a direct descendent³ of i) above
 - iv) a person who has lived in the open countryside, outside of the Service Centres, within 10km of the proposed location for any 10 year period of that person's life
- c) The house design, siting and layout is in accordance with the Rural Design Guide for Individual Houses in the Countryside as set out in Appendix 4; and
- d) The house is for that person's own use; and
- e) The applicant can reasonably demonstrate that he/she has a housing need and is eligible under the above criteria

³ Sons, daughters or one special niece/nephew or grandchild.

SS 5 Continued

An exception may only be made in Amenity Areas, on Agriculturally zoned land within settlements, on approach roads to towns and villages and on Regional Roads where: the proposal is for an individual house; and

- a) it is being made by any one of the following persons;
 - i) a farmer of the land
 - ii) a direct descendent of i) above
- b) it is not possible to locate the house on other lands within the family landholding and outside the pressure area; and
- c) the house design, siting and layout is in accordance with the Rural Design Guide for Individual Houses in the Countryside as set out in Appendix 4; and
- d) the house is for that persons own use; and
- e) the applicant has a housing need; and
- f) the applicant can demonstrate that he/she is eligible under the above criteria
- g) the proposed development will not prejudice the potential future development of the landholding.