



THE STRATEGIC PLAN



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2.1 Introduction

The proposed strategy has been drawn up to achieve a Vision for Cork, to address the key issues identified for Cork and to improve the quality of life for the people of Cork and their visitors over the next 20 years.

The proposed strategy will provide a reference framework within which other areas of public policy and service provision can be implemented. The proposed strategy is a spatial strategy that facilitates the parallel development and implementation of social, cultural, political, economic and environmental policies, strategies and programmes within the Study Area. It seeks to provide a sustainable spatial development pattern while taking into account existing planning commitments and short term market trends.

A number of alternatives were considered in developing the proposed strategy, which has been developed by combining those elements of the alternative strategies that most closely meet the goals and objectives set out during the course of the study. It also takes into account comments arising from the public consultation process. The alternative strategies that were considered are described in Part B - Chapter 8.

It is recognised that implementing the proposed strategy will be a challenge, particularly in the short term, since in many areas the proposed strategy is seeking to reverse existing development trends. However, this challenge can be met provided the public and private sectors are able to co-operate in realising a shared vision of Cork - as an economic, social, cultural, political and environmental capital of a prosperous and thriving European city region.

This chapter outlines the overall thrust of the strategic plan and describes the key plan concepts and how they relate to each other in a coherent whole. The main proposals of the strategy are explained in this section. They are supported by and elaborated on in more detailed guidance statements and notes set out in Appendix C.

2.2 Key Concepts

The proposed strategy seeks to move towards a more sustainable form of development for the Cork Area. The spatial strategy will provide greater accessibility in terms of educational, employment, health, culture, leisure and service opportunities for all the people of Cork by improving the choice and quality of transport services. This improved access and accessibility is one of the keys to improving the overall quality of life.

By promoting a strong sub-regional settlement pattern, based upon the promotion of urban renewal and an integrated land use/public transport strategy, the spatial strategy seeks to reinforce the importance of making optimal use of existing strengths while giving new impetus and direction to the remarkable growth potential in the area. The strategy aims to match the location of new housing as closely as possible with the location of employment growth centres in order to minimise commuting. It will significantly reduce the per capita cost of providing new infrastructure services by requiring an overall rise in housing densities and for development to be concentrated rather than dispersed, thus counteracting the current trend towards the suburbanisation of the Study Area. Equally importantly, the strategy is expected to provide the basis for a good business environment, to promote the wise use of natural resources, particularly minimising the loss of agricultural land, and to create and maintain a high quality natural, cultural and social environment.

This spatial strategy, which is illustrated in Figure 2.1, is underpinned by the following main concepts:

Revitalisation of Cork City

Cork City will be revitalised as the heart of a thriving city region and the capital of the prosperous province of Munster. The strategy envisages an acceleration in investment in the City proper and a significant increase in both population and jobs. There will be a particular focus on the Inner City, which is the area with the greatest potential while having some of the most significant urban problems.

Redefinition of Metropolitan Cork

A key component of the overall strategy is the concept of Metropolitan Cork, which encompasses both the City proper, and the settlements of Ballincollig, Blarney, Carrigaline, Douglas, Glanmire, Glounthane, Carrigtwohill, Middleton and Cobh. It is envisaged as a unified entity having a single jobs and property market, an integrated transport system, and the social, cultural and educational facilities of a modern European city.

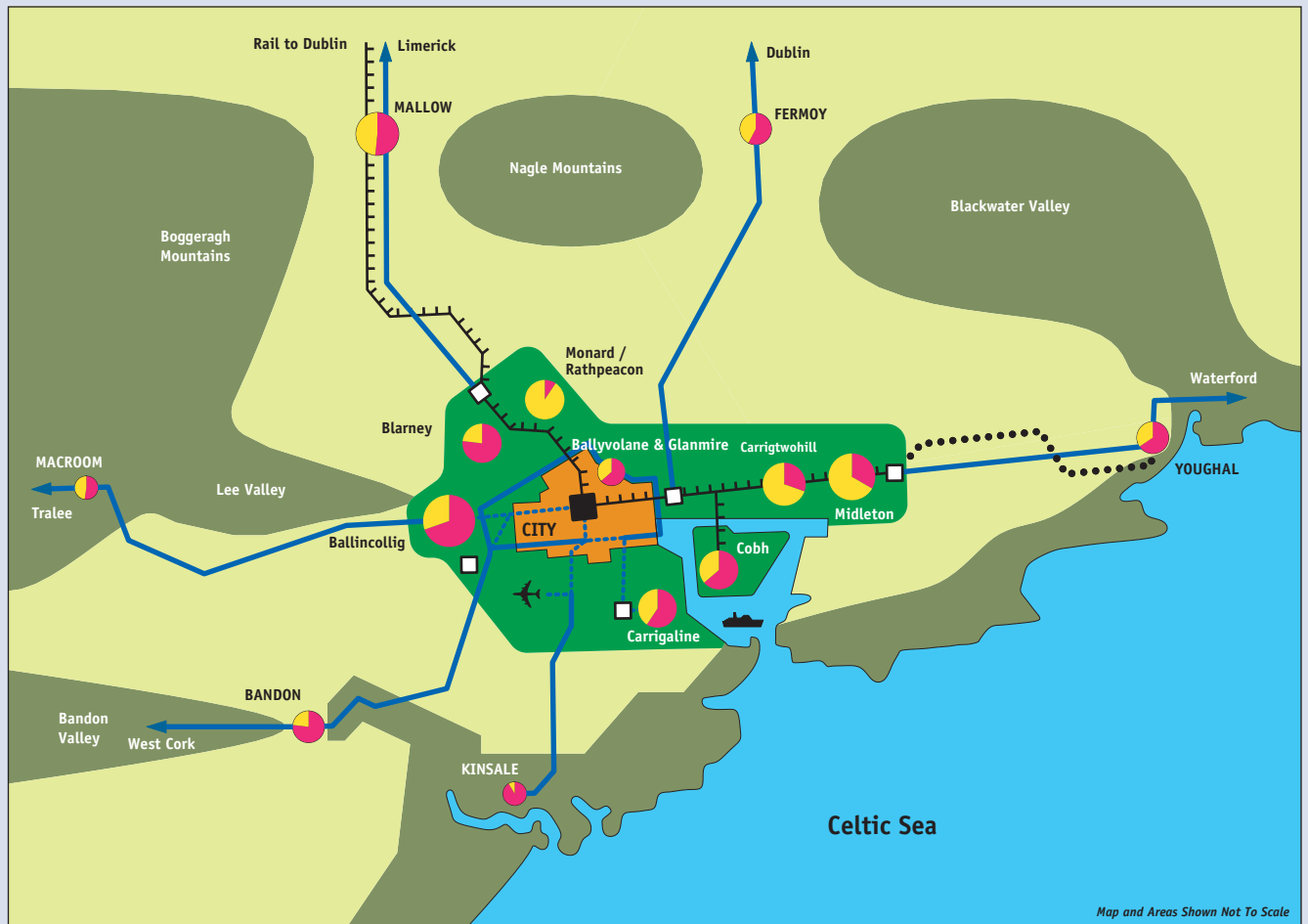


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Figure 2.1 Cork Area Strategic Plan Diagram



Reinforcement of the Ring Towns and the Implementation of a Rural Strategy

The Ring Towns will become the focus for growth outside the Metropolitan area and new housing provision will be balanced with the provision of new employment opportunities. Housing in the rural hinterland and single houses in the countryside will be subject to a Rural Housing Strategy to be completed by Cork County Council in conjunction with the adoption of its next development plan in 2003.

Infrastructure Led Development

The Cork Area Strategic Plan seeks to ensure that infrastructure (including roads, public transport, water and sewerage) and community facilities are provided ahead or in tandem with housing and other uses in all new development areas. Therefore, for example, investment in the railway should run in advance or in parallel with development in the rail corridor.

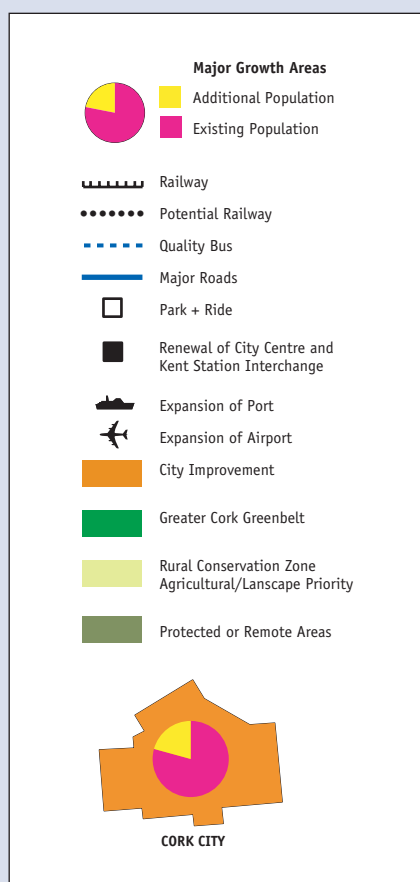
Creation of an Integrated Transport System

The creation of an integrated transport system based upon 'state of the art' public transport facilities and a well managed roads system is central to improving accessibility and providing choice of transport access for all. This system will be based upon the concept of "total journey quality" for non car users, and will comprise a suburban rail network and a high quality bus network, both supported by Park and Ride facilities. These would offer fast, frequent services linking the City Centre at Kent Station with Metropolitan Cork and the Ring Towns. The strategy also assumes the construction of essential strategic road links, and builds upon existing commitments to improve the road network.

Creation and Maintenance of a High Quality Environment

The overall quality of life as expressed in the natural, social and cultural environment is one of the key attributes that attracts new businesses and skilled workers to a developing region. The quality of life available in Cork is a both major marketing strength and a highly prized asset recognised nationally and internationally. The natural environment and in particular the spectacular harbour area are without comparison elsewhere in Europe. Protecting this asset and the social and cultural assets in all their manifestations is therefore vital to the future success of the area.

Legend



2.3 Scale Of Anticipated Growth

Distribution of Growth

A substantial level of growth in both population and employment is forecast for the Study Area over the next 20 years. The research carried out as part of the study indicates that the population will increase by 23 per cent or 78,000 people over this period. The number of jobs required to support this new population will be 46,370, or an increase of 30 per cent. This population and the jobs will be distributed throughout the Study Area as described below.

Table 2.1 **Future Population**

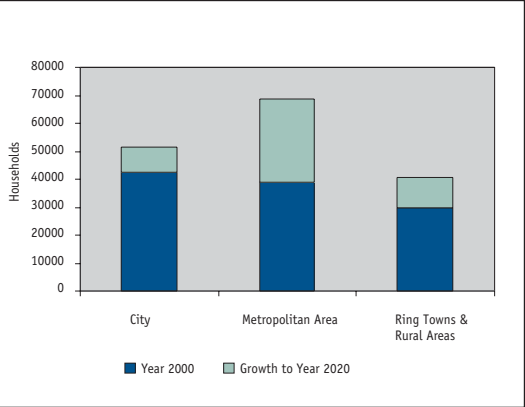
	2000 Population	2020 Population	Growth Population	Growth Dwellings
City	123,810	135,820	12,010	11,090
The rest of Metropolitan Cork	127,700	180,710	53,010	32,870
Ring Towns & Rural Areas	93,590	106,620	13,030	12,310
Total	345,100	423,150	78,050	56,270

Table 2.2 **Future Employment**

	2000 Jobs	2020 Jobs	Growth Jobs
City	65,380	81,560	16,180
The Rest of Metropolitan Cork	52,580	78,750	26,170
Ring Towns & Rural Areas	37,040	41,060	4,020
Total	155,000	201,370	46,370

The scale of growth envisaged, and its distribution, is illustrated on Figure 2.2

Figure 2.2 Scale of Growth



Additional Growth

The projected future housing requirement is based on estimates of migration and household formation that arise from application of the ESRI Medium Term Review estimates of sectoral employment growth.

It is prudent, however, to make provision for a possible higher level of provision over the next six years in the first tranche of development in the Cork Area Strategic Plan to reflect the views set out in the Bacon 3 Report on the Housing Market in Ireland. In addition it is likely that the National Spatial Strategy will underpin some shift of development away from Dublin, towards regional centres, including Cork. It is well within the capacity and ambition of Cork to absorb the additional population and employment growth that might ensue from such a national planning strategy. Such a policy decision would strengthen the Cork Area Strategic Plan. The possible additional growth in the next six years is illustrated in Table 2.3 below.

2.4 Proposed Spatial Strategy

The City

Underpinning the proposed strategy is a vision of the City of Cork as the capital of a prosperous and thriving region and the key driver in terms of its social, economic and cultural vitality. In order to fulfil that role, the proposed strategy sets out how the key elements of the social, economic and cultural life must be developed and managed. It sets out a spatial strategy that includes the key infrastructure elements that are necessary to create an optimal and balanced spatial layout for the City and the region.

Cork is the social, economic and educational focus for the region. It has two major third level institutions and a major research facility in the NMRC that reinforce that role. These institutions are complemented by the large number of prestigious high tech companies that are based in the immediate hinterland of the City. These and other organisations continue to attract large numbers of new employees, many of whom come from outside the region. This influx of new populations brings with them a new set of skills and abilities, demands, needs and perceptions that add a vitality and impetus to the social and economic life of the City.

The City's role as the engine of growth for the region must therefore be further maintained and developed. To ensure it drives the area's economy, its own growth must be robust and sustained. The City's economic future lies in the development of service industries, finance, banking, education, health, informatics and digital media. It must also serve as the centre for comparison shopping for Cork and beyond.

The needs of the people of the City are changing in terms of the scope and level of services they require

Table 2.3 Potential Additional Growth from 2000 to 2006

	Population	Dwellings	Jobs
City	2,750	1,000	3,200
The Rest of Metropolitan Cork	10,200	3,710	2,600
Ring Towns and Rural Areas	3,550	1,290	1,700
Total Study Area	16,500	6,000	7,500

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not only in the commercial sphere but also in the social and cultural sphere. The City has a vibrant cultural life and a social dynamic that has given it the confidence to become the European City of Culture for 2004. The proposed strategy will provide a background against which these changes can be accommodated and managed.

As a result of the initiatives being proposed by the strategy, there will be an increase of 12,000 (nearly 15,000 if the additional growth outlined above is included) in the population, bringing the resident City population to over 135,000 (over 138,000 with the additional growth). There will be also be an increase of over 16,000 (19,000 with the additional growth) in the number of new jobs created in the City and these will be concentrated in central and southeast Cork (Docklands), and to a lesser extent in northeast Cork, although all areas of the City will see some growth in employment. A detailed forecast of the increase in population, households and jobs is given in Appendix G.

City Centre and the Island

The proposed strategy sets out a radical proposal for the revitalisation of the city centre. This inner city concept plan is shown on Figure 2.3. It focuses on arresting the decline in resident population, physical fabric and commercial vitality by concentrating action in a structured manner on the four areas outlined in the diagram - the central Island, the southern and northern areas, and a new development area in the docklands.









The further regeneration of the centre of Cork City is seen as a priority. It will enhance the value of the whole City and the region by raising awareness of the City generally, by improving the commercial environment, by attracting residents back into the City, and by providing a background against which the social and cultural life can expand.

The City's Historic Centre Action Plan of 1994 has already given a major boost to conservation of the area, and this work should continue through similar programmes, as well as the development control process. There is both the need and the opportunity for immediate repair and regeneration of building stock, for environmental improvement and infilling of new buildings in a sensitive manner. There are immediate opportunities for redevelopment in key sites in the short term, which must be progressed.

A key component of this strategy will be the increase in pedestrian priority in the entire Island (and related linkages) allowing access for buses, taxis, bicycles, service and emergency traffic.



Legend

	Docklands Redevelopment (offices, housing)
	Island Urban Renewal (retail, & small offices)
	Improvement Area (housing & mixed)
	Urban Rail
	Main Modal Interchange
	"Green Routes" and Quality Bus Corridors
	New Major Roads
	Pedestrian Bridge/Travellator

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Inner City Fringes

The regeneration and revitalisation of the inner city fringe areas will be approached in a similar manner to that proposed for the central Island. The physical fabric of these areas also needs to be regenerated by a combination of conservation, improvement and infill, having regard to the historic streetscape and character of each location.

The Docks Area

The potential for creating a new, modern, mixed use district in the city docks, as well as the urgent need to do so, was identified in the early stages of this study. This concept quickly found strong agreement with local and national stakeholders. Such is the dynamic nature of the Cork Area Strategic Plan process, that Cork City Council rapidly embraced this project, to the extent that a Docklands Development Strategy has been commissioned.

The local area plan includes the Kent Station environs, the point of the Island, and the south bank as far as Monahan's Road. Further studies will need to look at the wider impacts of reorganising port activities in the harbour area. As port activities gradually move further downstream, the opportunity will be taken to reconstruct the area. This work will be phased over 20 years and would include a mix of

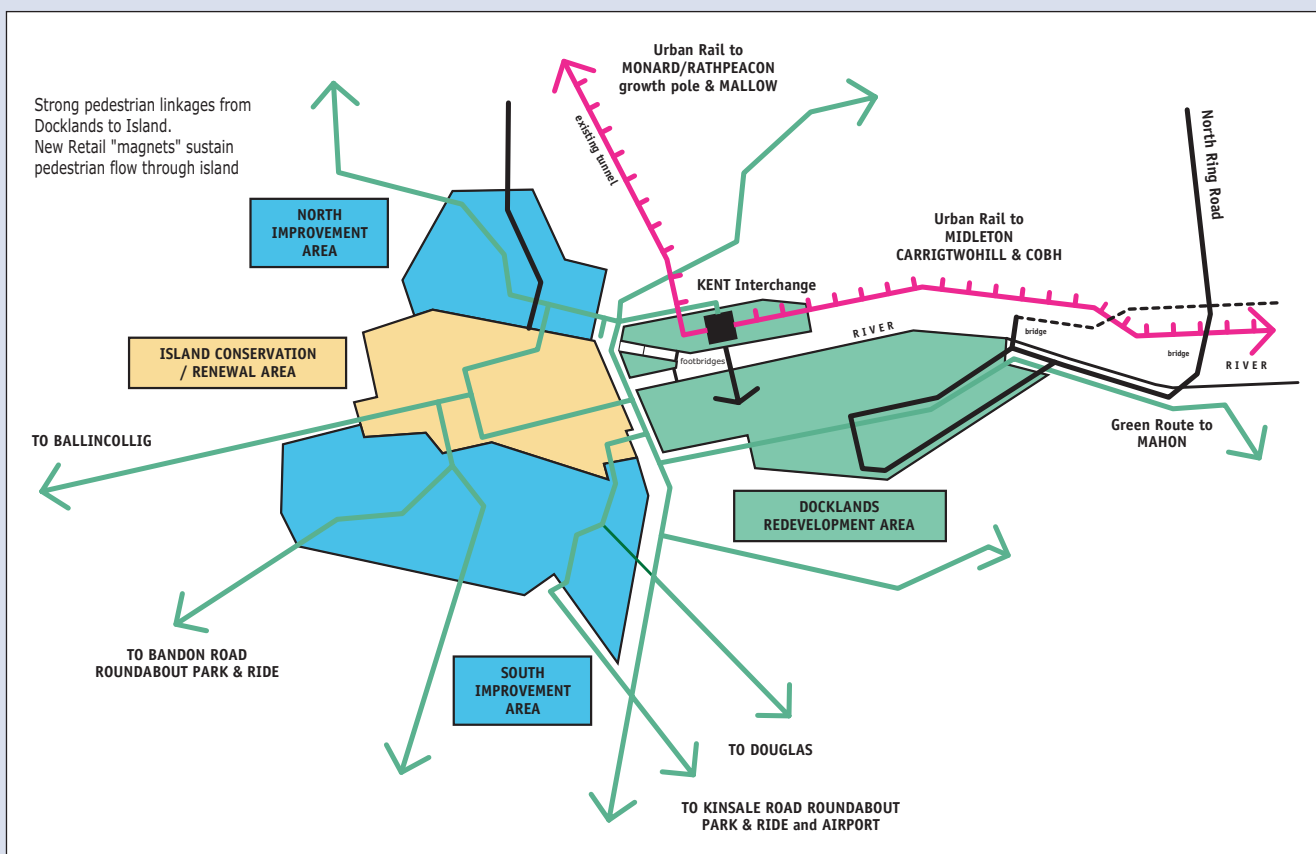
uses, including major modern offices and medium to high density housing together with supporting speciality and local retail, services and leisure. New bridges could link the area from the east and north and a direct pedestrian link from a Kent Station bus/rail interchange over the river would allow commuters convenient access to workplaces. Visual and formal relationships and pedestrian linkages from the historic core will be required to draw people into the area along key retail streets and ensure continuing or improved viability of intervening areas, thereby spreading benefits widely.

Metropolitan Cork

The Vision for Cork sees the redefinition of the towns and areas in the immediate hinterland of the City of Cork as a single integrated unit. This area will be known as Metropolitan Cork. It will include the settlements of Ballincollig, Blarney, Carrigaline, Douglas, Glanmire, Glounthaune, Carrigtwohill, Middleton and Cobh, together with the smaller settlements in between these areas and the City.

Metropolitan Cork will provide the educational facilities, employment opportunities and the range of social and cultural services of any comparable city in Europe. It will have a state of the art integrated transport system including high quality suburban rail services and high quality bus services that will serve

Figure 2.3 A Concept for the Inner City



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to increase the accessibility of the City centre and each settlement within Metropolitan Cork and provide equality of choice of access for all. Metropolitan Cork will function as a single housing and jobs market. An additional 26,000 (29,000 with additional growth) new jobs will be created in Metropolitan Cork supporting an additional population of nearly 33,000 (36,000 with the potential additional growth arising from the NSS). The overall population of the Metropolitan and City Areas will be over 300,000 people. The distribution of jobs and population in Metropolitan Cork is given in Appendix G.

Each individual town within the Metropolitan area will retain its own services and facilities and will protect its own distinctive identity. Each one would have a clear edge and be surrounded by a high quality landscape. These green areas will contain recreational facilities and will allow ready access to the countryside. They will also serve as wildlife corridors.

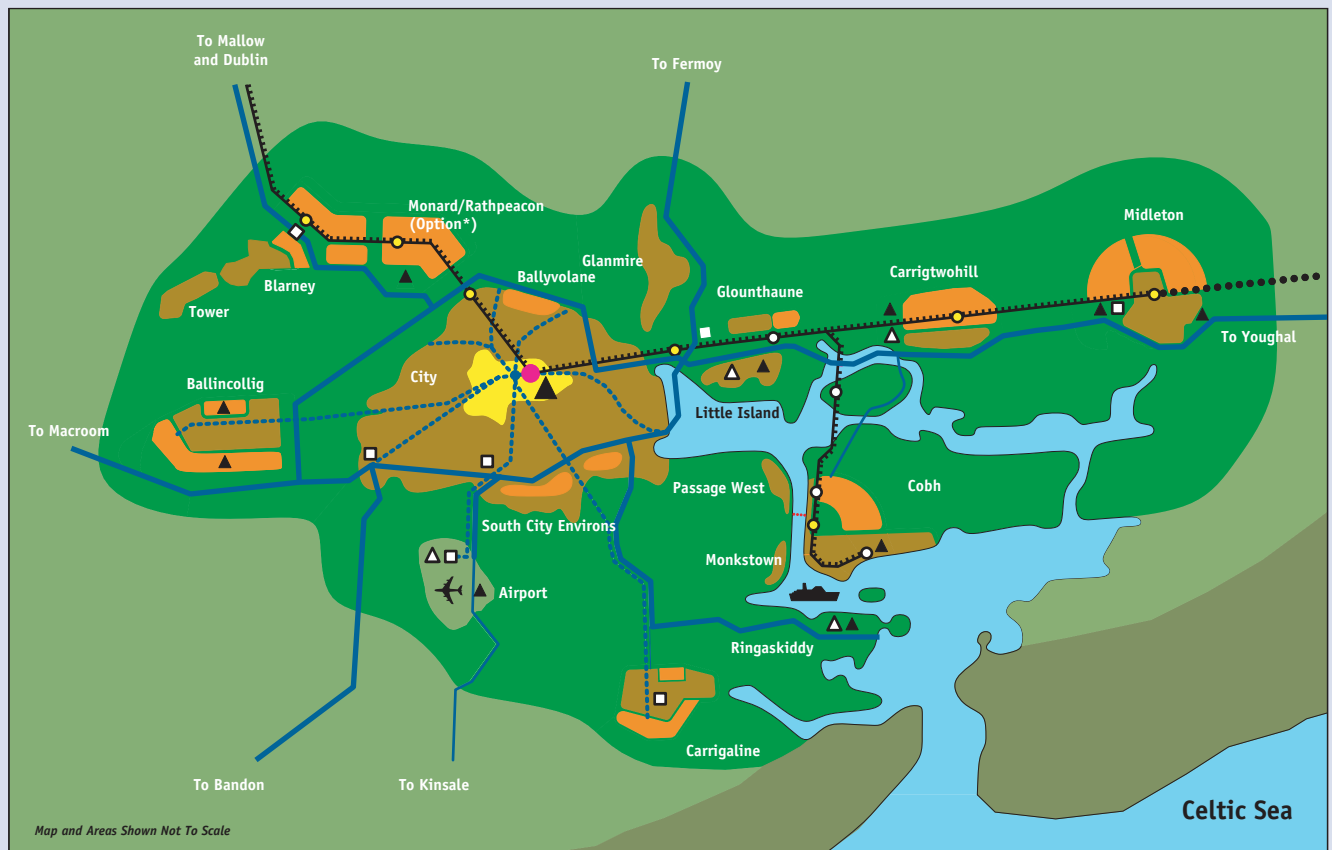
Metropolitan Area Structure Plan

The Structure Plan, which is illustrated in Figure 2.4, proposes that growth will be based upon consolidating existing settlements and expanding and improving other settlements. The growth areas would all be served by a high quality rail or bus system.

The focus is on providing a balanced spatial development pattern that provides for consolidation of the development on the western and southern edges of the City and development of the potential of the northern and eastern sides of the City by maximising the use of the rail corridor that is already in place, and using it as a catalyst for the development of a fully integrated public transport system.

Expansion of Metropolitan Cork in the west will see **Ballincollig** grow to a population of up to 26,000 by 2020, based upon its undoubted strengths as an employment and commercial centre, and its attractive residential environment. The former barracks site and adjacent areas provide an excellent opportunity to enlarge the town centre in order that it can better serve the needs of the expanding community. However, it is essential that this area is developed in an integrated manner and a comprehensive approach to planning needs to be adopted in line with the Brady Shipman Martin Study. Not all of the land between Ballincollig and the new bypass will need to be zoned and developed in the Plan period to meet forecast housing requirements. This unzoned land should be retained as a strategic land reserve. No development should be allowed south of the bypass.

Figure 2.4 Structure Diagram for Metropolitan Cork
























There will be substantial increases in housing provision on the southern edge of the City in the early part of the Plan period. This will be largely to the east, south and west of **Douglas** village, a highly successful commercial and community centre. Further growth in the area should help strengthen the range of facilities in the village and encourage environmental improvements, including measures to improve pedestrian priority and movement. In addition, the management of transport in Douglas village will be integrated with traffic management systems in the City and public transport provision for the area will also be improved. Development in this area will be through sensitive infilling and rounding off to natural boundaries such as below ridge or tree lines as defined in the Development Plan.

Beyond the existing Green Belt to the south, urban development will be constrained by increasingly congested road access. The strategy for **Carrigaline** is to strengthen and improve the existing town centre and to create a more balanced structure to the town. The provision of a link road to the east and south of the town will open up additional development areas and relieve congestion in the town centre. This will permit further commercial development and facilitate the implementation of traffic calming schemes. Newly zoned land, together with existing housing allocations, will be sufficient to meet housing forecasts, including a headroom provision. Providing that these developments proceed as planned, further significant development to the north of the town will not be required. Nevertheless, progress should be monitored and the proposed zoning requirements reviewed within 2 years to ensure that the growth targets of the Strategic Plan are being met. In the event that this review shows that these lands cannot be developed within a reasonable time frame, the planning authority may need to consider designating land for housing north of the town.

There will be a major growth corridor in the northern and eastern part of the Metropolitan area between **Blarney** and **Middleton**. This will help achieve greater social inclusion by improving access to public transport, jobs and services, amenities and a wider range of housing. The plan includes significant regeneration of the docklands area of the City and the associated spin-off development within easy travelling distance of the City. The location for the development must be close to the existing rail system in order to avoid the traffic gridlock that would occur if a simple roll out of the City were to be adopted as a policy.

Central to this strategy is the upgrading and better utilisation of the rail system, and the location of development to avail of the rail infrastructure. Rebalancing of the City socially, economically and spatially by providing for growth on its Northside is also a strategic objective of the Plan. For these reasons, the focus for development must be between

Legend

-  Railway
-  Potential Railway
-  Future Railway Station
-  Existing Railway Station
-  Quality Bus
-  Major Roads
-  Minor Roads
-  Park + Ride
-  Future Employment Centre
-  Existing Employment Centre
-  Kent Station Interchange
-  Port of Cork
-  Cork Airport
-  Rural Conservation Zone
-  Coastal Protection Zone
-  Green Belt
-  Existing Settlement
-  Possible Expansion Areas
-  City Centre

This plan is NOT intended to be site specific and indicates possible broad locations for future development.

*Location of development will depend upon detailed rail corridor study

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Blarney and Midleton. The Plan favours **Monard/Rathpeacon** for some of this development subject to a detailed assessment. At the same time the Plan recognises that its core aims and objectives can be achieved through a dispersal of that growth within the catchment of the rail corridor from Blarney to Midleton, possibly around existing development centres.

Following the adoption of CASP, the Department of Public Enterprise, Iarnrod Éireann, Cork County and Cork City Council have agreed to carry out a feasibility study into the rail aspects of the Plan, including the location and type of new development and its integration with new stations.

There will be infilling in **Glounthaune** and the **Riverstown** and **Glanmire** areas, especially in locations with easy access to the existing rail station.

Extensive growth will be focused in **Carrigtwohill**, which is well located for both industry and housing development and has the ability to absorb further growth in a sustainable manner. For similar reasons, **Midleton** is expected to continue its rapid growth over the next 20 years to become the largest town in the east of Metropolitan Cork, balancing the growth of Ballincollig to the west.

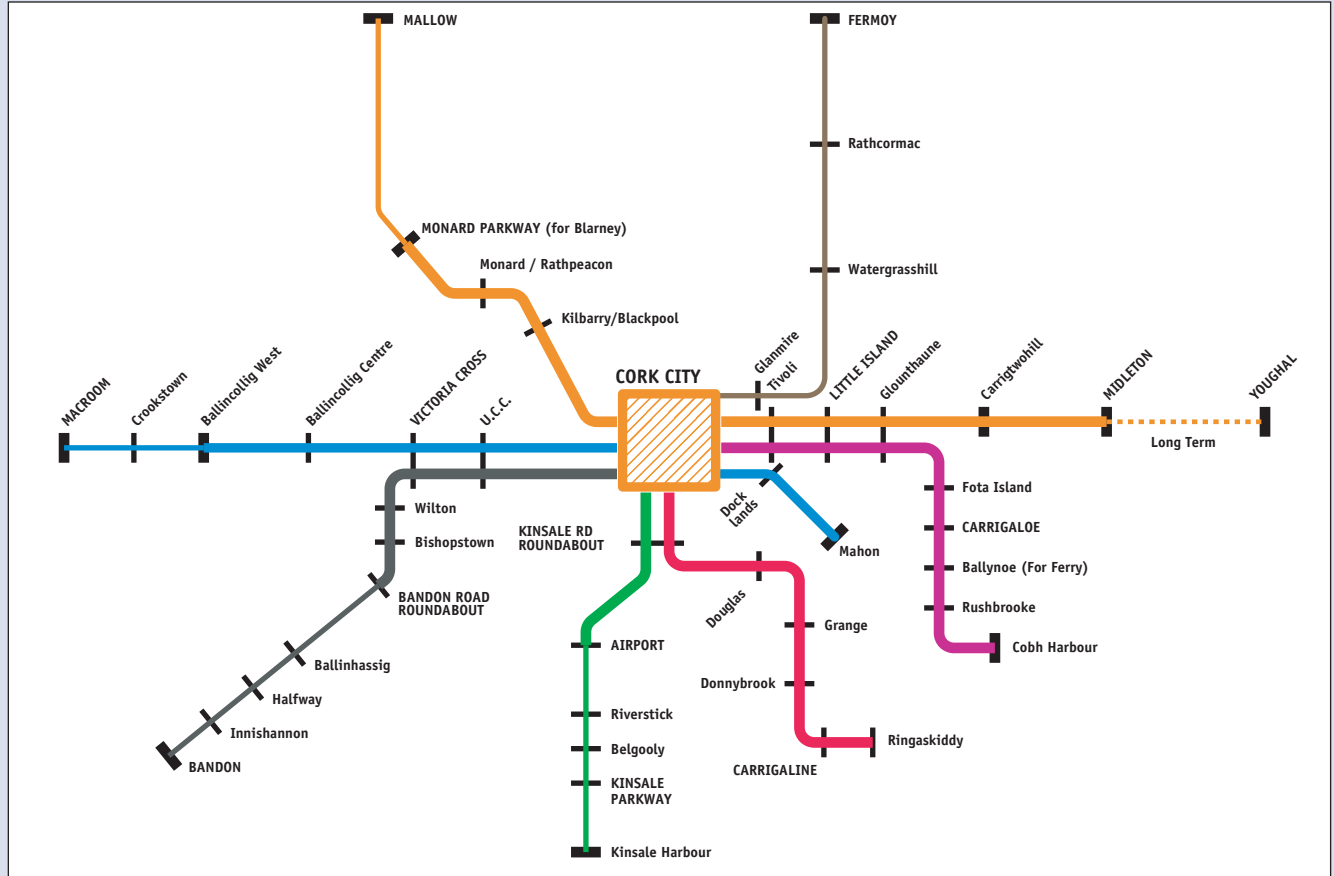
Relatively extensive development will also be encouraged in **Cobh** in order to take advantage of its good rail connection, existing infrastructure and ability to expand with minimal environmental impact.

Local area plans will need to be prepared for major expansion areas and guidance on this given in Appendix C.

Metropolitan Area Transport System

As described above, the growth areas in Metropolitan Cork would be centred on, and served by, a high quality rail and bus system. An illustration of how this might look in 2020 is shown on Figure 2.5. This would include the Blarney – Cobh - Midleton railway service at high frequency, plus high quality bus-based links to Ballincollig, the airport and Carrigaline (with potential for upgrading to light rail). These routes would all interchange at Kent Station. The design of stations and stops would be by far the greatest factor influencing local plans, as regards land use, density and road layout. The objective being to make the journey to work, home and shops as fast, convenient and enjoyable as possible, and to minimise the incentive to use private cars. The Kent Station interchange and other lesser stations and stops in the City centre and in suburban centres will be the key drivers of urban

Figure 2.5 Schematic Public Transport Map for Cork in the Year 2020



renewal. A strategic road link is proposed, namely a new northern ring road from Ballincollig to Kilbarry and on to Tivoli.


Metropolitan Cork and the Green Belt

It is proposed that the current boundary of the Green Belt be extended to include the proposed new development areas and to effectively define the extent of Metropolitan Cork. The extended Green Belt will also perform an important role in protecting strategic gaps between settlements, so that the setting and identity of historic towns and villages is maintained.

The Plan recognizes the centrality of the retention of the Green Belt immediately surrounding the City. However, given the need to address the serious traffic congestion in the Bishopstown area, and the wish of C.I.T. to develop its facilities in accordance with its strategy, Cork County Council, as the planning authority for the area between the western boundary of the City and Ballincollig, will ensure that Green Belt policy for this area will allow both for the completion of the C.I.T. development and any recommendations for traffic relief measures, including improved access to the C.I.T. which may emerge from a traffic study, which has been commissioned jointly by the City and County.

In a number of locations, some adjustment to the inner boundary might also be necessary to allow for the efficient planning of the expanded settlements, to round off some settlements or for strategic interventions that contribute to the overall well being of the Study Area. However, changes should only be made where they do not affect the overall integrity and functions of the Green Belt.

Legend

	Midleton Line	Rail
	Cobh Line	Rail
	Ringaskiddy Line	Bus
	Airport Line	Bus
	Bandon Line	Bus
	Central Line	Bus
	Fermoy Line	Bus
* Park & Ride Stations Shown In Capital Letters		
* Thick Lines Denote Frequent Service		
* Thin Lines Denote Less Frequent Service		



In addition to reviewing existing boundaries, consideration should also be given to simplifying the current regulations for development in the Green Belt, including reducing the current list of exceptions, in order to reduce incremental erosion.

The Ring Towns and Rural Areas

The Proposed Strategy for the Ring Towns and the Rural Areas focuses on the reinforcement of the Ring Towns of Kinsale, Bandon, Macroom, Mallow, Fermoy and Youghal and the implementation of a complementary rural strategy, which reflects the need to concentrate new development in compact, sustainable forms, easily serviced by public transport, utilities and social, cultural and commercial facilities.

The role of the Ring Towns within the Study Area and their links to the City and the Metropolitan Area will be reinforced by the development of the integrated public transport system which will link each of the towns by high quality bus or rail to the City centre.

The growth target proposed for the Ring Towns and rural areas is set so as not to reduce the capacity of Cork City to sustain its role as the engine of regional growth. It is also considered the maximum (aggregate) growth achievable by the Ring Town economies without undue dependence upon commuting into Metropolitan Cork. High levels of routine commuting are not consistent with sustainable development principles and would also undermine efforts at inner city urban renewal.

It is to be noted that the relationship of Macroom to its rural hinterland is being examined in a separate but parallel strategic study for North and West County Cork, North and West County Cork Strategic Study 2001–2020. It is intended that both studies deliver complementary policies for Macroom.

The population of the Ring Towns and rural areas will increase by 13,000 (nearly 17,000 if the NSS is implemented) over the next 20 years. A breakdown of the population and employment is indicated in Appendix G. Most of this increase will be in the Ring Towns themselves. An additional 4,000 jobs (nearly 6,000 with the NSS) will be created in the Ring Towns over the study period.

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Strategy for the Rural Areas

The focus of the rural strategy will be upon the development of the Ring Towns as self-sufficient urban settlements, balancing new housing growth as far as possible with the provision of new employment and commercial opportunities. The Ring Towns will play the key role in the sustainable development of the rural areas on the basis that they are the locations more likely to attract regeneration opportunities than the more dispersed villages and small settlements. Moreover, the concentration of investment in the Ring Towns will be far more cost effective than if it were to be spread more thinly throughout the wider rural area. A broad strategy for the development of each of the Ring Towns is given below. Illustrative structure diagrams are shown in Figure 2.6.

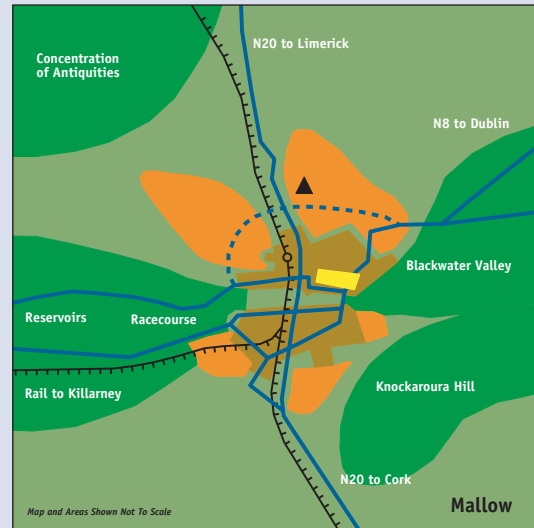
Substantial growth is proposed at **Mallow**, reflecting its potential to attract major new industrial development, its large hinterland and its good road and rail connections. Industrial and residential land can be provided without impinging upon the landscape setting and character of the town or encroaching upon environmentally sensitive areas and sites. Major opportunities lie to the north of the town and slightly smaller opportunities to the south and southeast. The Blackwater Valley represents an environmental constraint to the east and west, but also a pleasant local amenity.

Fermoy is strategically situated on the road to Dublin and it has attracted substantial inward investment in the past. Construction of the bypass will allow Fermoy to accommodate substantial new growth to the north and the south without adversely affecting the town's attractive setting and historic townscape.

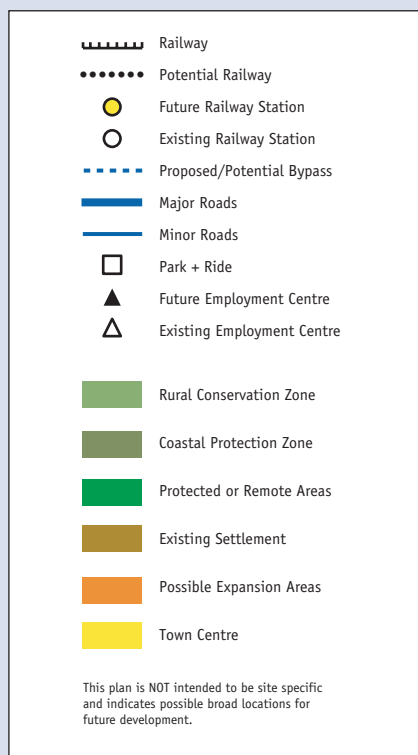
Youghal should be able to attract further industry and increased tourism to the town once the bypass removes through traffic from the centre. Urban expansion should be contained within the line of the bypass, and new housing areas will need to be linked to the existing centre. Care will be needed in the location of new retail facilities to ensure that they do not undermine the role of the town centre. Youghal's potential for growth could be further strengthened in the longer term by the re-instatement of the Cork/Midleton/Youghal line.

Bandon has grown rapidly in recent years on the basis of industrial investment in and around the town. The town has a fine townscape and good landscape setting, and the relief road will improve environmental conditions in the town centre when it is completed. Continued growth in Bandon is proposed. Short term opportunities are to the south, accessible from the relief road. Options for a second river crossing and western relief road should be examined – this would also facilitate development to the north of the town possibly over the ridge.

Figure 2.6 Illustrative Structure Diagrams for the Ring Towns



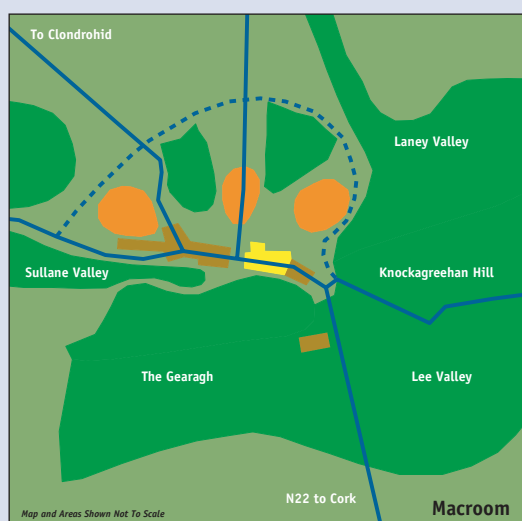
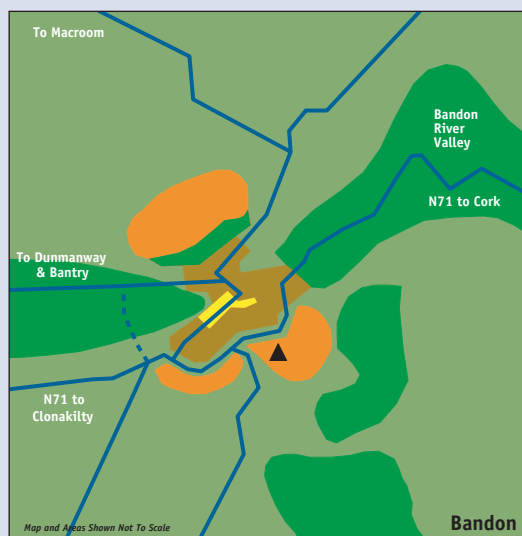
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Macroom is a key service centre for the western part of the county. Landscape and ecological constraints and the high cost of infrastructure provision mean that the creation of a compact, spatially balanced town structure will require exceptionally careful planning and design. However, development within the line of a new bypass to the north (once the exact line has been determined) is likely to increase the development potential of the town. Macroom is recommended as an urban development centre (housing) and an economic development centre (employment and services) in the North and West Cork Strategic Plan. This Plan has a rural development brief and has determined that, because of Macroom's strategic location in relation to the County's most vulnerable rural areas, it merits special attention, investment and promotion.

Low growth is proposed in **Kinsale** to reflect the very sensitive townscape and landscape setting and to protect the local tourist industry. Small scale infilling is proposed as the most appropriate form of development, with emphasis being given to developments that would strengthen the town's rural service centre or tourist functions.

Local Area Plans will need to be prepared to cover each of the Ring Towns.



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Strategy for the Ring Town Hinterlands

Sustainable development principles and Government advice suggest that villages should be the primary focus of development in the countryside. Villages that possess a good range of community and social facilities, are well located on national and regional roads, and can be expanded without adverse impact upon the local environment, will be the most suitable locations for growth. Smaller villages with only a basic range of facilities may also benefit from some growth, especially where the population level is already enough to justify the provision of additional community facilities or where local employment opportunities would justify expansion of the settlement. In all cases, environmental constraints would remain an important factor in deciding whether village expansion was sustainable.

Villages would also be the most suitable location for the development of small-scale businesses. Major industrial facilities should, however, be located in the Ring Towns, since they are most likely to possess the workforce, housing and infrastructure to support such enterprises in a sustainable manner.

It is considered unlikely that population growth, or shortage of suitable development sites in existing villages, could justify the establishment of new settlements in rural areas. The preferred strategy is to strengthen existing rural communities, rather than create new ones. This is likely to bring more benefit to the existing residents, potentially utilise under-used infrastructure and facilities, and result in the loss of less agricultural land.

Housing in the rural hinterland and single houses in the countryside will be subject to a Rural Housing Strategy to be completed by the County Council in conjunction with the adoption of the next Development Plan in 2003.

Cork Area Strategic Plan 2001-2020 policies for rural areas address problems experienced by the parts of the county that are under urban development pressure owing to their proximity to the City. In other parts of the county, rural issues may be different and these are addressed by the North and West Cork Strategic Plan.

2.5 Key Transport Proposals

An Integrated Transport System

A modern, efficient economy needs a modern, efficient transport system to allow the easy movement of people and goods on a daily and ongoing basis. An integrated transport system means that all elements of the planning, design and operation of the transport system from roads, car parks and cycle lanes to buses, bus stops and train stations are coordinated so that the end user, be it as the passenger, driver or cyclist, has an optimal range of choices for each journey and that each journey can be made easily and without undue impediment or penalty from door to door.

The Vision for Cork sees the City, the Metropolitan Area, the Ring Towns and the rural areas as having such an integrated transport system within the timeframe of the study. The modes of transport that make up the integrated system will be road, rail, bus, ferry, cycling, motorcycling and walking. Other modes may be included in the future if and when their use and development is required in Cork.

Planning and the Integrated Transport System

The key to the integration of the transport system is that the planning for the provision of services for all modes is co-ordinated by and between the respective responsible agencies. For the benefits of this level of integration to be maximised, the whole transport planning process must be closely and directly linked with the spatial and land use planning process so that demand for transport services can be managed at a strategic level and that economies of scale are provided for major investments.

A good example of integrated planning will be the development of a central public transport interchange at Kent Station/Horgans Quay. The provision of an appropriate public transport interchange at Kent Station /Horgan's Quay provides many strategic benefits. Other locations for public transport facilities may be considered in order to meet the total public transport service requirements.

The integration of the public transport services and non car modes of travel will be given a special prominence in the planning of the integrated transport system. The provision and management of roads, parking and facilities for private cars and road based transport must be carefully managed and monitored so that road access is given an appropriate role in the integrated system without compromising, for example, the strategic role of national trunk routes for access to the port and the airport. Equally, consideration should also be given to the provision of dedicated public transport corridors as part of the development of the major orbital and radial routes on the approaches to the City.



It must be recognised that different levels of integration and service provision are possible and practical in the different parts of the Study Area, but the approach and philosophy must be the same. In the urban areas there will, for example, be great emphasis on the provision and use of frequent public transport services. The scope for provision and indeed the demand for services in rural areas will be quite different. The approach to reducing car dependency reflects the differing circumstances and needs of different parts of Cork. It recognises that, in some areas, road transport and car ownership will remain a necessity for many communities, businesses and visitors, whereas in the urban area a major effort to redress car dependency is urgently needed.

Integrated Local Transport Planning

It is intended that an Integrated Transport System will include the following:

- £ High Quality Rail Commuter Services.
- £ Quality Bus Services in Dedicated Bus Corridors (possibly light rail in long term).
- £ Integrated Ticketing , Improved Stations and Bus facilities.
- £ High Quality Interchange Facilities between road, rail and bus.
- £ Park and Ride Strategies.
- £ High Quality Road Access on National Routes.
- £ An Adequate and Managed Supply of Car Parking.
- £ Traffic Management and Car restraint in City Centre Areas.
- £ Local Area Transport Plans including Plans for rural areas.
- £ Commuter Planning for Large Employers. and
- £ Large Developments linked to Public Transport Availability.

The benefits of the development of an Integrated Transport System include improving the accessibility of areas where employment, services, recreation and leisure facilities are available. An integrated transport system offers a choice of transport mode which will empower people by giving them the freedom to make more and new choices in the management of their daily lives. The global time savings achieved by a better management of the transport network will translate into a wide range of benefits including improved access to health and social services, for example, or improved access to leisure opportunities. All these improvements in the range of people's daily choices will lead to a real and perceptible improvement in the individual and community quality of life for the people of Cork.

Consideration will be given to requiring developers and employers to implement Green Commuter Plans and Mobility Management Plans, which must actively encourage the use of non car modes including bus, train, car sharing, cycling and walking for both travel to work and other work based trips. A sample Green Commuter Plan will be included in the authorities development plans.

A range of measures to improve traffic conditions will be encouraged, which could include:

- £ Piloting alternative school opening hours at key locations.
- £ Establishing car pooling initiatives; and
- £ Piloting walking to school initiatives.

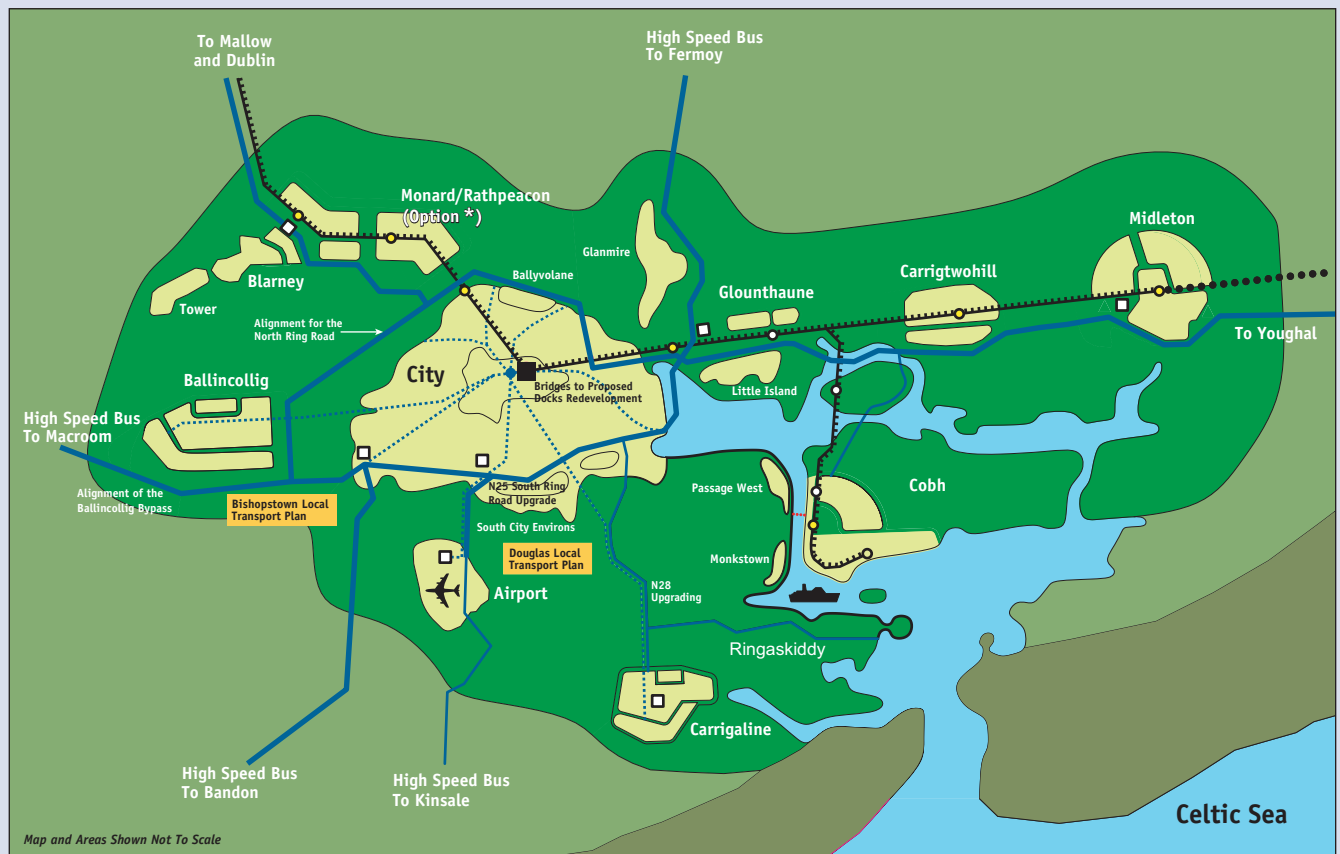
These benefits will be achieved without significant adverse impact on the environment, either at a local level through increased congestion, noise and

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Ballincollig:	Carrigaline:	Midleton:	Cobh:
<ul style="list-style-type: none"> • Quality bus corridor and green route to the city, possible upgrading to guided bus way in the long term. • Park & Ride at Bandon Road Roundabout. • Relocation of road space in town to buses, cycles and pedestrians when bypass opens and through traffic removed. • Local transport plan for town and its hinterland. 	<ul style="list-style-type: none"> • Quality bus corridor and green route to the city. • Park & Ride at Kinsale Road Roundabout in the short term. • Park & Ride at Carrigaline in the longer term. • Upgrading of N28 route to city and ring road. • Local transport plan for Carrigaline/ Ringaskiddy 	<ul style="list-style-type: none"> • Railway re opened, new railway station • Feeder buses, walk & cycle links to station • Improved and extended local road network to serve development areas. • Reduction of traffic and traffic impact in town centre. • Local transport plan for town and hinterland. 	<ul style="list-style-type: none"> • Enhanced rail service • New Park & Ride station at Ballynoe • Possible bus/ferry link to Ringaskiddy • Local transport plan for town and its hinterland.

Figure 2.7 Transport Strategy for Metropolitan Cork



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The Proposed Strategy

pollution, or a global level through increased energy consumption. This will be an inherent part of the planning of a sustainable transport system. The principal proposals for Metropolitan Cork and the Ring Towns are indicated in Figures 2.7. and 2.8

Objectives and Targeted Outcomes of Integrated Transport System












The immediate strategic objective of the integrated transport system is to create conditions that will facilitate a change in public attitudes towards the use of public transport. This is seen as a strategic necessity not only for reasons of environmental sustainability, but also to be able to accommodate the growth in demand for transport that accompanies economic growth and expansion. Research carried out as part of the study indicated that there will be an 81 per cent growth in the demand for car travel between now and 2020. If this growth is not addressed in an integrated way congestion will intensify and spread throughout the City and urban areas bringing average speeds down to as low as 5mph.

By emphasising the provision and expansion of public transport we accommodate growth in a sustainable way and contribute to the overall quality of life for all by improving accessibility, access, reliability and choice. The attached Figure 2.9 shows that motorised public transport provides for 19,750 trips or 22.8% of all travel demand in 2000. Rail travel has a share of 0.5% or 439 trips in the morning and peak rush hour. By 2020 public transport will have increased its share of travel demand by a further 19,000 trips in the morning peak hour, bringing considerable relief to congestion caused by car based traffic. Travel demand on rail services will increase from 450 trips to 7650 trips in the morning peak rush hour, an increase of 17-fold.

The switch from car based travel to public transport, known as the modal shift or switch will be in the order of 7,500 trips in the morning peak rush hour representing some 7.5% of total car demand in the CASP study area in 2020. This equates to 34% of the increase in car based travel demand over the period of the study. Along the upgraded public transport corridors themselves such as the rail or QBC corridors, the scale of the modal shift will be significantly higher, being 14% of all demand in the city area and up to 29% of all trips going to or from the city centre (see Figure 2.10).

Our research shows that these targets are achievable if the strategy is implemented as part of an integrated transport system that is closely co-ordinated with the land use and planning strategies. These targets are set as a minimum, and would be reviewed regularly to ensure that the modal shift away from the private car is as high as possible.

Legend

-  Railway
-  Potential Railway
-  Future Railway Station
-  Existing Railway Station
-  Quality Bus
-  Major Roads
-  Minor Roads
-  Park + Ride
-  Kent Station Interchange
-  Port of Cork
-  Cork Airport

This plan is NOT intended to be site specific and indicates possible broad locations for future development.



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Macroom:	Mallow:	Bandon:	Kinsale:
<ul style="list-style-type: none"> Options for bypass being studied (NRA). Frequent, high quality bus to Cork. Town centre improvements post bypass. Local transport plan for town and hinterland. 	<ul style="list-style-type: none"> Upgraded rail service. Rail based Park & Ride, possible new road to north of town. Local transport plan for town and hinterland. 	<ul style="list-style-type: none"> Southern Relief Road by year 2001. 2nd bridge to be studied. Frequent, high quality bus to Cork. Town centre traffic and environmental improvements. Local transport plan for town and hinterland. 	<ul style="list-style-type: none"> Frequent, High quality bus to Cork. Reduction of traffic and traffic impact in town centre. Park and Ride scheme to serve Kinsale. Local transport plan for town and hinterland.

Figure 2.8 Transport Schemes in Rural Areas and Towns



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Public Transport

"Total Journey Quality"

The development of a high quality, 'state of the art' public transport system is central to the achievement of an Integrated Transport System for Cork. It will provide key improvements in terms of access and accessibility. The planning of all public transport services will be based on the principal of "Total Journey Quality". This concept is widely applied in the development of quality bus services, which means more new and improved buses, more frequent services, improved reliability, low floor buses, improved timetabling and availability and distribution of timetable information. The ultimate aim is to improve frequency and reliability so that the need for printed timetables becomes superfluous to regular users. However, the principle of the whole door-to-door travel experience applies equally to rail, and is central to the philosophy of an Integrated Transport System.

Integrated ticketing, whereby a single ticket system is valid for all types of public transport, will be a vital component of the improved system. To be effective, this will require smart card ticketing and the most appropriate system will need to be studied and agreed by the relevant transport operators.

Equally significant is the need to provide integrated, well displayed information for all travel modes and Park and Ride facilities. The information system must be easily accessible at all points of embarkation, and via phone and internet, in order to enable people to plan their journeys more easily.

The whole experience of using Public Transport will be transformed and made more appealing, attractive and exciting for all potential users. A positive marketing approach will play an important role in changing the perception of public transport. Public attitudes can and do change, and a marketing campaign, possibly targeted at younger people, could greatly improve the image of buses and trains over cars.

Fermoy:

- Bypass due by year 2005.
- Frequent, high quality bus to Cork.
- Town centre improvements post bypass.
- Local transport plan for town and hinterland.

Youghal:

- Bypass due by year 2003.
- Future rail link to Middleton.
- Feeder buses to station.
- Town centre improvements post bypass.
- Local transport plan for town and hinterland.

Legend

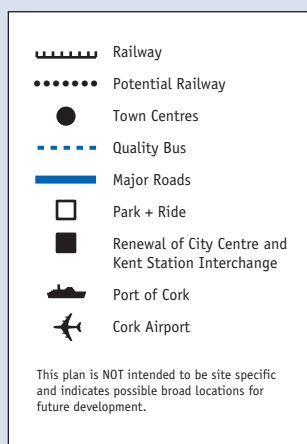
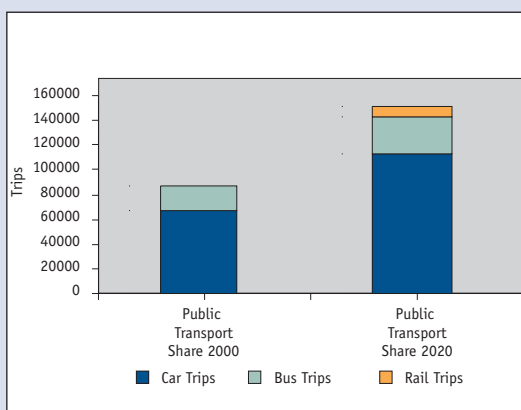


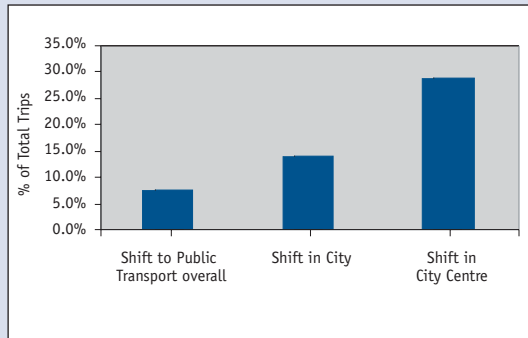
Figure 2.9 Change in Modal Share



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The Proposed Strategy

Figure 2.10 Modal Shift in 2020



Green Routes

A network of Green Routes will be developed. Green Routes will be high quality, high profile public transport corridors where the emphasis will be on providing high quality bus services in dedicated road space with suitable priority in the traffic management systems to bias in favour of the movement of large numbers of people rather than large volumes of vehicles. The planning and implementation of these Green Routes will incorporate improved footpath spaces and separation and protection of pedestrians from traffic streams as well as the provision of dedicated road space for cycle lanes and cycle tracks.

Waiting facilities at bus stops including the provision of real time information will be greatly improved and boarding facilities will be improved for the mobility impaired by providing higher bus boarding platforms to match the low floor buses. The planning benefit of these Green Routes will

include a more focused direction of resources on the specific network of high grade corridors where the end user benefits are shared by the greatest number of people.

Speeds for buses on the Green Routes and routes from the Park and Ride will be as fast as possible. Over time, an increasing level of priority will be given to buses so that they can maintain reliability, speed and competitiveness as congestion builds up. The priority measures chosen will be tailored to the characteristics and requirements of each route. For example, a fully segregated guided bus-way may be possible on the South City Link Road, whereas measures on the Douglas Road may be limited to improving footways, crossings, bus stopping arrangements and priority at junctions.

Overall, the strategy proposes the introduction of 9 Green Routes to include the main existing bus routes, and corridors serving Park and Ride sites that will be developed at the Kinsale Road Roundabout, the Bandon Road Roundabout and in Carrigaline.

Orbital Routes

Following on from the Committee on Public Transport's Report in 1999, CASP also envisages the development of orbital bus routes around the Metropolitan Area as a key component of the integrated public transport system.

Bus Services to the Ring Towns and Rural Areas
High frequency bus services will be introduced between the Ring Towns and the City. These services will integrate with the City services at the Park and



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Ride sites and will be able to avail of the priority and timesavings of the Green Routes on the last leg of the journey into the city centre. It is intended that high frequency services will be introduced to the towns of Kinsale, Bandon, Macroom and Fermoy along radial road corridors not served by rail. These high frequency routes will benefit from the planned development of dedicated public transport corridors on the major radial roads approaching the city as well as on the orbital routes.

Other bus services in the Ring Towns and the rural areas will be introduced as required as part of the local integrated transport plans.

Commuter Rail Services

The provision of commuter rail services will be substantially upgraded with the reopening of the rail line to Carrigtwohill and Midleton, the introduction of new services from Mallow and Blarney into Cork, and the upgrading of the rolling stock and frequency on the Cobh rail service as the demand increases over time. The provision of a service to Youghal may be feasible in the longer term and this will be kept under review.

New track and signalling will be required along the disused alignment from Glounthaune to Midleton. The scheme includes new stations at Carrigtwohill, and Midleton. An additional station may be required to cater for Park and Ride demand at a suitable location close to Dunkettle. On the Cobh branch, a new station will be opened at Ballynoe.

The new commuter service to the north of the City will use the existing mainline rail between Cork and Mallow. Three new stations are planned at Kilbarry, Monard/Rathpeacon, and a Park and Ride station is planned to the north of Blarney, possibly near the former Blarney station.

Kent Station will be redeveloped as a major partnership between Iarnrod Éireann, private developers and the City Council. The redevelopment will include:

- £ The reconfiguration of the platforms to allow through-running of trains from the Mallow line to the Cobh and Midleton lines.
- £ Better integration of the station with the City centre and Docks by providing the main entrance to the south with safe and direct walk links to the City and fast reliable bus links to the City and major destinations.
- £ Multi-modal interchange between rail and foot, bicycle, bus and car.

During the morning peak period the following rail service frequency is proposed, subject to detailed feasibility studies:

Indicative Train Service Frequencies

Mallow - Blarney	Hourly, then every 30 minutes in the longer term
Blarney - Cork	Every 15 minutes
Cork - Glounthaune	Every 15 minutes initially, then every 7.5 minutes in the longer term
Glounthaune - Cobh	Every 30 minutes, then every 15 minutes in the longer term
Glounthaune - Midleton	Every 30 minutes, then every 15 minutes in the longer term



Figure 2.11 Total Journey Quality

Cork City-Link Quality Bus in the Cork City Area		
A New Travel Concept for Cork The new Cork City Link is NOT just an upgraded bus service Cork City Link is a completely new concept that provides for ALL of the customer's needs from fireside to office desk, factory floor or shop counter!		
Component	Customer Needs	City Link will develop in one bus service
The Enquiry	How do I know about City Link?	<ul style="list-style-type: none"> £ High quality route information leaflets/cards £ Information on internet/mobiles £ Displays on and off site £ Links to transport hot line £ Information on ceefax/teletext
The Walk	How do I get to the City Link?	<ul style="list-style-type: none"> £ Footpaths safe, short and well signed £ City Links stops at convenient focal points
The Wait	Where will I wait for the City Link? Will it be uncomfortable? Will I be bored, frightened or unsure?	<ul style="list-style-type: none"> £ High quality, visible stops £ City Link stops integrated with shops £ Local information display £ Comfort and access for all £ Lighting and security £ Telephone £ Boarding - easy access £ Real time information
The Ride	What is the City Link service? How much will I pay and how? Will I be able to get on board Will the staff be friendly and efficient? Will it be a quick journey Will it be held up by other traffic?	<ul style="list-style-type: none"> £ Service is frequent £ Service is reliable £ Payment off vehicle £ Attractive prices £ Level boarding, raised platforms £ Comfortable interior £ Staff trained in efficiency £ Customer care a priority £ Routes match customer needs £ Speed £ Priority to City link, £ Visible advantage
The Walk	Will it take me right to where I need?	<ul style="list-style-type: none"> £ Access to City centre £ Easy link cross centre £ Advantage created
IMAGE	Will I WANT to ride the City Link?	<ul style="list-style-type: none"> £ High design standards to all elements £ Strong branding £ Major promotion programme

A substantial increase in Rail Patronage in Metropolitan Cork is forecast as follows:

Table 2.4 **Forecast Rail Patronage in Metropolitan Cork**

	2000	2006	2013	2020
Daily Patronage	3,000	16,300	24,100	30,900
Yearly Patronage	800,000	4,300,000	6,400,000	8,200,000

A financial analysis of the proposed metropolitan rail system over 30 years from 2006 estimates an overall operating loss of €28m (costs of €225m, Revenue €197m). The initial Cost Benefit Analysis, however, indicates that there is a marginal net positive benefit largely due to the significant time savings for car drivers from reduced urban congestion. (Further details of the Cost Benefit Analysis are summarised in Appendix P).

It is important to emphasise that the benefits of investment in the improved rail system for Metropolitan Cork depends upon development along the rail corridors going ahead as proposed in CASP. It is recommended that a further study be undertaken to provide a detailed assessment of the alternative locations for stations with relation to land use development and rail operation and service requirements, including integration with existing Inter-City services, patronage demand and financial appraisal.

Future Expansion of Rail and Light Rail Services

The economic development of heavy and light rail services is very dependent upon having sufficiently high population densities close to potential routes to support frequent, high volume services. Although present forecast demand does not support the further extension or construction of new routes, a review of the situation is proposed at the CASP mid term review. In the meantime, it is important that potential rail or light rail corridors are not severed or blocked by development.

In developing the high quality bus corridors, such as that proposed between Ballincollig and Mahon via the City Centre and Docklands, the possibility of upgrading to light rail in the long term should be considered at the planning stage. The planning and development of all major orbital and radial roads, including the N8, N22, N25, N27, N28, N71 should consider the future need to accommodate dedicated public transport corridors in urban areas.

Intercity Rail Services

An hourly high speed service to Dublin will be developed, and links to Limerick and Kerry connecting with these hourly services will be enhanced. The upgrading and recasting of Kent Station will provide a catalyst for the further development of rail services to and from Cork.

Intercity rail plays an important role in the sound economic development of Cork City and County by providing high capacity direct public transport links with Dublin and all stations in between, and with Limerick and Kerry through connections made at Mallow and Limerick Junction.

In excess of three million seats are on offer per year on the Cork/Dublin route. The further development of the Intercity Cork/Dublin route will include faster journey times and the provision of additional intercity rolling stock.

Waterbuses and Ferries

Waterbuses will be encouraged as tourist or leisure oriented ventures, possibly as part of the redevelopment of the Docks, and also welcomed as part of Green Commuter Plans developed by or in partnership with the major employers in the Harbour.

The existing Passage West Ferry will continue to play an important role, bolstered by the proposed Ballynoe Station on Great Island, providing easy access between the rail network and Passage West.

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Park and Ride Strategy

Park and Ride sites will be located on all of the major radial roads into Cork City. These will offer a choice to car users to change from their cars into public transport at an appropriate location on the edge of the City. This will have the benefit of reducing the number of cars entering the City and will hence ease congestion.

Bus based Park and Ride sites will be located near the Kinsale Road Roundabout and at the Bandon Road Roundabout, where high frequency dedicated bus services will bring passengers into the City along the green route corridors. This will provide a choice of travel mode for commuters on the N22, N71 and N28 and Airport routes. Other bus based Park and Ride sites will be developed at Carrigaline in the longer term.

Rail based Park and Ride sites will be developed at Midleton and at one of the new stations to the North of the City, possibly at Blarney. These will provide a choice of travel mode to commuters on the N25 and N20 corridors. A Park and Ride requirement has been identified for the Dunkettle area to provide for commuters on the N8 and N25 approaches to the City. The location, configuration and operation of each of these Park and Ride sites will be verified by more detailed studies.

Cycling

As part of the programme to promote public transport and reduce car dependency, the proposed Green Routes network will be promoted as safe and accessible for cyclists. A cycling initiative will address the decline in cycling, in partnership with organisations with an interest in the promotion of cycling both for local transport, and for leisure/tourism. The approach will promote the use of the improved infrastructure to be offered by the Green Routes, greater integration with public transport, education/training and marketing. Bicycle parking will be provided on this network, and at key destinations in the City centre and towns. Within their Commuter Plans (or Mobility Management Plans), major employers will provide measures to ensure safe access to the work place by bicycle and will provide secure bicycle parking/ storage. Development Control policies to reflect this through planning conditions will be applied.

Cycling is cost-effective, non-polluting, reduces congestion in urban areas, fosters improved health, and is accessible to young people. In 1986, some 8.2 per cent of all trips in the Study Area were made by bicycle. By 1996, this proportion had fallen to 3.1 per cent. It will be an objective of this Plan to increase cycle use to 10 per cent of all journeys by 2020, through such measures as the development of 50km of dedicated cycleways in Cork City.





In common with cyclists, motorcyclists are vulnerable road users and require specific consideration. They are also more efficient road users than low-occupancy cars and as such justify some priority.

Walking

Walking is cost-effective, healthy, non-polluting and reduces congestion. Most trips, even by car, have a walking component. As an activity in its own right, walking improves residents and visitors enjoyment of both the City and the countryside. Enhancement of the pedestrian environment is a cornerstone of any successful urban renewal initiative.

Initiatives such as the Walking to Schools project could be introduced throughout the Study Area in conjunction with the Department of Education.

The Mobility and Visually Impaired

A central part of the Integrated Transport System philosophy is the improvement of access and accessibility for all. The provision of suitable facilities for all transport users, whatever their physical ability, will be mainstreamed within the planning design and operation of all transport services, particularly where these issues may not have been given prominence to date.

Road Transport

Strategic Roads

Road improvements will be carried out as part of the Integrated Transport System. This means that their planning and provision will be co-ordinated with the provision of other transport modes.

There is a considerable amount of committed road planning underway at present in the Study Area. The National Roads Authority (NRA), in conjunction with the local authorities, has proposals to upgrade all the radial routes into and out of Cork, and to upgrade the South Ring Road (shown in Figure 2.7). These proposals have been included in the transport strategy. In the case of bypass schemes, for example the Ballincollig bypass or the Blackpool bypass, there is the opportunity to reallocate space to public transport and non-car uses on the former routes (e.g. the N22 in the case of Ballincollig). Where improvements are “online”, for example the upgrading of the N28 from Carrigaline/Ringaskiddy, requirements for buses, (including quality bus corridors and guideways), cyclists and pedestrians should be incorporated into the design. Such provisions could include the purchase of a slightly wider road reservation as part of the CPO process to enable the hard shoulder to be converted to a dedicated bus lane in the future (and possible future upgrading to light rail.) In addition, the design of the routes could include provision for priority treatment of public transport vehicles at junctions and interchanges. This might include the widening of interchange ramps for future bus-lanes. The location and accommodation of dedicated access to proposed park and ride facilities also needs consideration when planning such routes.

As noted in the North and West Strategic Study, the importance of access to and from the south and west areas of County Cork, to the ferry ports and to the airport is acknowledged. The improvements to the N71 as set out in the Road Needs Study, the improvement of the R586 and the upgrading of the N22 are considered a significant requirement of the transport policy to achieve balanced development of the Ring Towns.



2:

The Proposed Strategy

2: The Proposed Strategy

A North West Link crossing the River Lee and linking the N22 (Cork – Killarney road) to the N20 (Cork – Limerick road) and eventually to the N8 (Cork – Dublin road) is also at the early stages of planning. Consideration of a dedicated public transport right of way along this road including the possibility of dedicated bus lanes and future upgrading of these to light rail should be included in the terms of reference for the study.

As part of the planning and design of the proposed North West Link, safeguards will need to be put in place to protect the integrity of the Strategic Plan, as the Plan does not propose development along the new road in the Lee Valley or between the Lee Valley and the urban area.

A new road bridge across the River Lee is proposed to provide access to the Docks redevelopment as part of the master plan study for that area, which will need to be investigated and integrated with the North West Link proposals. In particular, junction arrangements on the N8 will require careful consideration. To avoid the introduction of additional traffic into the City centre, there will be no connection from this bridge through the Docks to the City centre.

Pedestrian linkages between the northern and southern banks of the river, and the Point on the Island, should be vital components of the Docks Project, and need to be progressed early in the development.

Traffic Management Parking and Car Restraint

The introduction of an integrated transport system will include significant initiatives for the management of the demand for road based travel. These initiatives will be operated in tandem and in co-ordination with the improvements to the provision of public transport network. The three key management tools are: traffic management, parking management, and car restraint.

The reduction in car use and car dependency will be achieved through a broad and well managed policy mix of initiatives including better public transport supply, improved landuse planning, traffic management and parking supply management. A number of key flagship projects in transportation terms will be required to act as a catalyst for change. This will include the rail improvements, quality bus corridors or the significant investment in upgrading of the public realm, which incorporates parking restraint and strict traffic management measures and improvements to pedestrian facilities.

Traffic management measures will include measures to control the speeds and volumes of traffic in the road network in the City centre and in urban areas

generally. The design and implementation of such measures can be incorporated within an overall programme for upgrading of streetscapes and improving the fabric and appearance of the public realm. The careful planning and use of the City's network management system can yield significant benefits, and some initiatives in this regard are already in advanced planning.

The City Council has an on-going programme to upgrade the pedestrian environment in the City, which includes gradually changing many of the one-way systems to two-way working. This will reduce the capacity of the City Centre road network, acting as a traffic restraint measure; however, it is important that bus operations and bus journey times are not penalised in this process. Instead, opportunities to benefit buses should be identified and realised.

The provision and management of car parking raises two issues which need to be balanced. Firstly, reduced parking availability in certain locations will improve the pedestrian environment locally. More generally, reduced parking availability (or increased charges) is a powerful car restraint measure. More than any other single measure it will encourage a transfer to other modes. It is vital that parking management is closely linked with the introduction of public transport alternatives so that the number of people attracted to the City and urban areas is not diminished.

The second issue is that parking availability and economic viability and vitality are closely linked. A very vibrant centre with little competition can afford and will want a strict parking policy. This will enhance the pedestrian environment and increase public enjoyment and spending. Cork City centre should aspire to this position. In the interim, the City centre competes with other city centres and larger suburban centres, where there is ample parking.



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For these reasons, parking policy should be determined at a local level, in consultation with local businesses and residents. At a strategic level, however, parking policy needs to be used as a tool to achieve the objective of reduced car dependency.

Local parking policies will need to be determined urgently. With the increase in population and employment, the demand for parking will escalate rapidly, resulting in traffic management problems. Detailed consideration must be given to managing existing parking supply so as to support the car restraint policy and the proposed public transport measures; although it is noted that there is still ample spare capacity in the City's multi-storey car parks. Enforcement will be a critical component of parking management.

For new City centre developments, only a minimal level of operational parking (space for deliveries and visitors, not for commuters) should be provided, in tandem with strict parking controls for the surrounding streets. New car parks should not be located on the Island, and these provisions should be carefully controlled elsewhere in the City centre.

Port

The Cork Area Strategic Plan and the Port of Cork's Strategic Development Plan are mutually reinforcing. Effective partnership of Cork City Council, Cork County Council and the Port of Cork is essential to the accomplishment of the both strategies.

Within its Strategic Development Plan, the Port of Cork seeks to have the following sites included in the Cork Area Strategic Plan as areas for port use:

- £ Curlane Point, adjacent to Spike Island.
- £ Oyster Bank, Ringaskiddy.
- £ Ringaskiddy ADM Jetty.
- £ Ringaskiddy Basin.
- £ Dunkettle.
- £ Marino Point.

In the short term, the Port of Cork plans to improve throughput at Tivoli and Ringaskiddy Deepwater Basin; to consolidate Dry and Liquid Bulks at Ringaskiddy; to develop a quarter ramp berth at Ringaskiddy Basin next to the Ferry Terminal; and to develop Dunkettle for logistical use.

In the medium term, Curlane Bank and Oyster Bank would be developed, and facilities at Ringaskiddy would be redeveloped to accommodate forecast growth in Dry Bulks, other growth markets and displaced City Quays trades. Should the development of Curlane Bank be unachievable, containers should be relocated from Tivoli to a new terminal at Oyster Bank, Ringaskiddy or Marino Point.

The Port of Cork contributes significantly to the well being of commerce, industry and tourism, not just of the Cork sub-region, but beyond, to the entire country. It impacts greatly on the heritage, cultural, environmental and recreational character of its hinterland. The Port of Cork is committed to its responsibility for promoting and regulating water based leisure facilities and activities. It is important that the harbour is utilised efficiently, enjoyed and managed for the benefit of all.

Airport

The development and expansion of Cork Airport is crucial to the development and future prosperity of Cork. The economic development of the region will depend on inward investment and in-migration of labour. Continued improvements in air links and ease of access to the UK and European hubs is essential to fostering and promoting the Cork region as a high quality destination for inward investment and tourism.

Air services to and from Cork Airport currently provide vital links for business and tourism, and play a key role in attracting and retaining inward investment. Air freight is important for high value and perishable products. Owing to increased local prosperity and the introduction of low-cost airlines, residents of the Cork area increasingly use the airport to access a wider range of social, cultural and leisure opportunities than is available locally. The airport's business is growing rapidly. Aer Rianta has prepared an Airport Development Plan based on ambitious growth forecasts (6.2 per cent per annum to 2010).

The area immediately adjacent to the airport is a key location for employment uses that would depend upon the proximity of the Airport for their viability. Potential uses are identified later in this chapter. The unique proximity value of lands adjacent to the Airport (and similarly for the Port) should be taken into consideration in the siting of developments at these locations.

A quality bus corridor from the airport to the City centre and Kent Station will be developed with a high frequency service. Swift journey times and reliability will be ensured by the introduction of priority measures at the Kinsale Road Roundabout and the South City Link. Delays at the Kinsale Road Roundabout will also be reduced by the proposed junction improvement currently under design (NRA/ County Council/ Cork City Council).

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The Proposed Strategy

2.6 Land Use Proposals

Housing Location

The spatial strategy outlined in previous sections seeks to direct economic and population growth to those areas best able to accommodate it. The policy underpinning this is predicated upon sustainable development principles and the study goals and objectives. New housing provision and employment locations will be strongly linked with land use and transport.

The City

In Cork City, it is considered that the demand for new housing can be met through a variety of measures, including:

- £ Developing vacant sites.
- £ Redeveloping redundant or relocating industrial uses.
- £ Rehabilitation and more intensive reuse of under-utilised older buildings, (e.g. living over the shop scheme).
- £ Rehabilitation and, where appropriate, redevelopment of run-down residential areas.
- £ Infilling and enhancement of existing centres.

It is estimated that 11,090 new housing units can be accommodated in the City over the next 20 years. A summary of the proposed distribution of new housing units in the City is given in Table 2.5, and is based upon existing planning schemes, broad estimates of potential infill, densification and redevelopment opportunities including major growth opportunities in the Docklands. Population and household forecasts, upon which this demand is based, are given in Appendix G. The total land estimated to be available for housing or mixed use schemes in the City over the next 20 years is thought likely to be at least 200 hectares. This is considered adequate to meet the following housing target.



Table 2.5 Distribution of New Dwellings in the City

Location	Additional No. Dwellings to Year 2020		
	Population	Households	Dwellings
Central Cork	2,070	600	700
Northeast Cork	-2,740	2,000	2,390
Northwest Cork	-290	1,300	1,670
Southwest Cork	-2,510	300	760
Southeast Cork	10,000	4,930	5,460
Total for City Proper	12,010	9,130	11,090
Possible Additional Housing Demand arising from the National Spatial Strategy			1,000

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The Proposed
Strategy**Metropolitan Cork**

It is estimated that 32,870 new housing units will be required in the Metropolitan area. The proposed distribution of new housing in Metropolitan Cork is summarised in Table 2.6. (See also Appendix G.)

The total area of land required for housing in Metropolitan Cork will depend upon the residential densities achieved.

At an average net density of 35 dwellings per hectare, (i.e. at the lower end of Government recommended target densities for outer suburban/Greenfield sites) a total of about 890 hectares of housing land will be required. If average densities are not increased above the current low densities, a total of about 1,560 hectares of land will be needed for residential use. This will have implications for the cost of providing infrastructure, and the area of agricultural land lost to urban uses.

The capacity of the Plan to accommodate the forecast growth is based upon the lower range density housing, so it represents a conservative estimate of capacity. If higher densities are achieved as recommended, Metropolitan Cork could house a substantially greater population than that currently planned, (or alternatively more farmland preserved).

Additional land to provide community facilities such as schools, public parks and distributor roads will add upwards of an additional 25 per cent land requirement to these net density figures.

Ring Towns and Rural Areas

Growth in the rural areas will be broadly jobs-driven and housing permissions will be restrained, with at most a five-year advance supply of housing provision. It is estimated that 12,310 new housing units will be required in the Ring Towns and the rural areas over the next 20 years. Table 2.7 indicates the housing distribution for the Ring Towns and rural areas, which suggest a total requirement for between 380 and 570 hectares of residential land based upon similar assumptions to those used in Metropolitan Cork. (See Appendix G for background population and household data.)

Table 2.6 **Distribution of New Dwellings in Metropolitan Cork**

Location	Additional No. Dwellings to Year 2020		
	Population	Households	Dwellings
Midleton Town	12,350	5,300	5,740
Glounthaune & Little Island	400	300	380
Carrigtwohill & Midleton	10,570	4,680	5,090
Cobh Town	3,460	2,000	2,260
Whitegate/Aghada	-80	160	190
Carrigaline & Ringaskiddy	4,000	2,200	2,490
Crosshaven/Myrtleville	980	550	630
Carrigaline Hinterland	-30	150	200
Douglas and South			
City Environs	2,390	2,300	2,700
Monkstown & Passage	960	650	760
Ballincollig & its Hinterland	2,840	3,000	3,450
Monard/Rathpeacon/ Whitechurch	13,070	5,100	5,380
Blarney and its Hinterland	90	1,290	1,550
Glanmire/Riverstown	970	830	930
Ballyvolane	1,040	1,000	1,120
Total for Metropolitan Cork	53,010	29,510	32,870
Possible Additional Housing Development arising from the National Spatial Strategy.			3,710

2:

The Proposed Strategy

A considerable amount of land has already been allocated for residential and industrial development throughout the rural areas, far in excess of that required to meet the housing requirements of the rural population. Much of the land is unserviced, and without planning permission. It is therefore proposed that further zoning of land for development in such villages be curtailed. Consideration in some cases may be given to reducing the amount of zoned land.

Retail Location

Background

The City and the County Council are currently preparing a joint strategic retail study. The following guidance on retail location is therefore indicative and should be subject to monitoring and review.

Location of Retail Centres

Locations for new retail centres will be subject to the conclusions of the Joint Retail Strategy Study. In addition to the City centre, these might be as follows:

- £ Major centres would be expected to locate in the Blarney and Middleton areas. Each location could include two superstores, one comparison retail project and a retail park by 2020.
- £ Medium size retail centres would locate at Mallow, Ballincollig, Ballyvolane and Carrigtwohill. One superstore and one comparison centre would be located at each centre, whilst Carrigtwohill and Ballincollig might develop a retail park.
- £ Minor retail centres are expected to develop at Fermoy, Youghal, Bandon, Carrigaline, Hollyhill and Cobh, each comprising one superstore or supermarket.

Table 2.7 Distribution of New Dwellings in the Ring Towns and Rural Areas

Location	Additional No. Dwellings to Year 2020		
	Population	Households	Dwellings
Youghal Hinterland	190	700	840
Youghal Town	2,240	1,260	1,410
Kinsale Hinterland	-460	240	300
Kinsale Town	-20	170	230
Bandon Hinterland	-1,380	280	390
Bandon Town	1,000	830	970
Macroom Hinterland	1,170	260	360
Macroom Town	2,070	920	1,010
Mallow Hinterland	-11	670	800
Mallow Town	7,510	3,200	3,510
Fermoy Hinterland	-230	650	810
Fermoy Town	3,210	1,510	1,680
Total for Ring Towns & Rural Areas	13,030	10,690	12,310
Possible Additional Housing Development arising from the National Spatial Strategy.			1,290

2:

The Proposed Strategy

It is, however, important to stress the need for in-depth study, and that phasing of retail development in relation to housing growth should be directed in a sensitive way and regularly reviewed.

Employment Location

Location and Numbers of New Jobs

It is estimated that 46,370 new jobs will be created over the next 20 years. This is in addition to the 155,000 jobs that are supported by current economic activity. The proposed strategy sets out what is considered the optimal distribution of these potential jobs between the different parts of the Study Area while remaining true to the Vision for Cork and the key concepts of the strategy. The location of employment will be strongly linked with the provision of housing and the availability of public transport.

There will be over 16,000 new jobs in the City - many of them in the redeveloped Docklands, but also elsewhere, notably in the northwest and northeast of the City. The revitalised commercial heart of the City will also present opportunities for new employment creation.

The Metropolitan area will attract over 26,000 new jobs over the next 20 years. This will be predominantly linked with the provision and development of the integrated public transport system. The 4,020 new jobs to be provided in the Ring Towns and the rural areas will lead the development of these towns in terms of the provision of housing and other infrastructure. The employment in the Ring Towns is projected to offset the decline in the traditional rural employment sectors (agriculture and employment).

The forecast distribution of employment in each of the areas is given in Appendix G. At a strategic level the location for new employment is based on a number of factors, including the availability of a skilled and educated workforce, the provision of suitable housing and the provision of high quality public transport. The final important ingredient, the supply of suitable floorspace in an appropriate location is discussed in later paragraphs. At another level, the local authorities will continue to work closely with the third level institutions and the IDA and Enterprise Ireland to provide assistance and guidance to new industry on the areas best prepared in terms of workforce, housing and transport to accommodate employment generating investments. The location of these developments shall be monitored to ensure that the strategic spatial balance proposed in CASP is achieved. Similarly, the same agencies will continue to work closely to ensure that existing employment generating activities are adequately supported in terms of workforce, housing and transport.

At a planning level, the provision of housing will be related to provision of employment opportunities, particularly in the Ring Towns, in order to reinforce the principles of sustainable development and the reduction in the demand for work based travel. In this practical way, the policy of integrating land use planning and transport planning is put into effect.

Locations for Additional Floorspace Needs

The provision and location of new employment locations needs a supply of suitable floorspace, whether it be for office type, commercial or industrial employment. An estimated 740,000 square metres of new commercial floorspace is forecast to be required by 2020. Planning for the provision of these facilities is considered in terms of the various property market “products” that must be made available to facilitate development. It is proposed to locate this floorspace as follows:

Offices

Redevelopment of the Docklands and the Kent Station area will provide the opportunity to create a high quality mixed use zone, which will include a substantial commercial element. A total of about 100,000 square metres of prestigious, high quality space with large floor plates is proposed. Local office centres in Metropolitan Cork should be situated, as far as possible, next to rail stations and Quality Bus Corridors in both business parks and suburban centres. Similar consideration should be given to the location of local offices in the Ring Towns.



It will be important to restrain office permissions in Metropolitan Cork in order that they do not undermine the viability of the office focused regenerative initiative in the City and Ring Towns.

Business Parks

These should be located close to public transport routes in Midleton, Rathpeacon, Blarney, and near the Airport. A total of 18 hectares is estimated to be required for Business Parks, since there is already fairly generous provision of existing or granted permission in the Study Area.

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Incubator Facilities

Incubator facilities have already been established at Midleton and work is underway on others at Macroom and Carrigaline. Additional facilities could be located throughout the Study Area each specialising on the strengths of the locality, for example with a technology led emphasis in the Ballincollig area and creative industries in Cobh. The land required for incubator units is relatively small (about one hectare in total) and may be particularly appropriate on brownfield sites.

Science City

A science-based technology park will require a site of about 10 hectares. A good location would be Ballincollig, where a number of sites are available within the town boundary, and relatively close to CIT, UCC, University Hospital and several research institutes, all located to the west of the City. Other good locations include the City Docklands and the north side of the City, in conjunction with plans for a new third level education facility. A detailed study would be required to assess the best site.

Distribution Space

Logistics centres require good access to transport links, therefore the existing facility at Little Island is of strategic importance and should be safeguarded for logistics use. In addition, about 43 hectares of new space will be required elsewhere. New facilities are proposed at Midleton (adjacent to the N25) and Blarney (adjacent to the N20). Specialist distribution facilities linked to air transport may be appropriately located in close proximity to the airport. Back-up port storage space is required at Ringaskiddy.

Industrial Production

High quality production facilities require relatively good road connections and sites at Ringaskiddy, Little Island, Carrigtwohill, Midleton, Monard and the airport, plus smaller sites in the Ring Towns would be the most appropriate locations. Up to 67 hectares would be required for these uses.



Port-related Industry

Port related industry, port back-up facilities and other uses that complement the port should be located at Ringaskiddy, and other land uses should be avoided in this area.

Higher Education

Cork has been a seat of learning for over a thousand years and is the focus for learning research and innovation in Cork the City-Region and in the south of Ireland. University College Cork and the Cork Institute of Technology have been critical drivers of the area's economic and social development and the NMRC Cork is one of the World's leading high tech research institutes. The role of these institutes and their active relationship with their surrounding economic and social communities is reflected in the industrial developments in the Cork area as well as the cultural, political and social vitality of the City and its people.

The strategy envisages that third level institutions will continue to play a key role in promoting Cork as an advanced location of highly educated and highly skilled people, thus promoting economic development, innovation, and attracting investment and visitors and workers from abroad.

In order to maximise access to educational opportunities for all, there is also potential to extend the existing research / knowledge zone across the River Lee to encourage area regeneration and improved social inclusion, particularly in the northern suburbs.

Tourism

The tourism profile of the area should be enhanced and expanded through the introductions of a range of new initiatives. These would include more focussed strategies to increase tourist interest in the area, for example, improved place marketing and promotion, and the identification of new attractions and improved accommodation in the City, the coast and the Ring Towns and rural areas.

The preparation of a tourist development strategy for the Study Area to address the potential for tourism and development is proposed.

Cork City

As both a visitor destination and gateway, the City should deliver an improved urban experience of culture, shopping and entertainment. A high emphasis should be placed upon leisure in urban renewal projects and an expanded programme of cultural events and interpretation of the City's heritage will be launched. As part of this campaign, Cork has been selected to become the European City of Culture for 2005. This prestigious title will give a tremendous boost to the City's tourist profile by

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The Proposed Strategy

highlighting the City's existing rich artistic history in an extensive programme of events based upon facilities such as the Opera House, National Sculpture Factory and the Everyman Theatre. Although the City currently lacks an internationally prominent or renowned historical, cultural landmark or attraction, the programme of cultural events will increase the opportunities for Cork to develop additional visitor attractions, ideally including an attraction of national significance.

These initiatives would need to be accompanied by an increase in full serviced hotel accommodation achieved through expansion of existing properties and new builds. It is anticipated that a minimum of 400 new hotel rooms in full service hotels would be required, with each new property averaging between 80-110 rooms in size, mainly in the 3 star to 4 star category. Demand for minimum service hotels is expected to increase resulting in a requirement for an additional 500 rooms in this category, in properties of a minimum of 80 rooms each.

Harbour and Coastal Areas

The harbours and coast of the Study Area are an under-appreciated resource, and there is considerable scope to further develop their tourist potential. The main tourist destinations and service focuses for these areas are likely to be Cobh, Kinsale, and Youghal. While Kinsale is an established resort, the potential of Cobh and Youghal has yet to be realised fully.

Visitor access to Cork Harbour should be improved, and Cobh, Crosshaven and Monkstown be promoted as premium leisure sailing destinations. Specific developments in Cobh should include the creation of a distinctive ambience through enhancement and restoration of Victorian streetscapes and features, including interpretation of the Cathedral and other landmarks. In the longer term, consideration should be given to the development of tourist and leisure facilities on Spike Island if it is compatible with the development of a new container berth at Curlane Bank, and vintage steam train operation between Cork and Cobh. Greater emphasis should be given to promoting and developing the harbour as a facility for water-based sport and leisure activity.

At Youghal, encouragement should be given to the establishment of major sea-angling and watersports centres and the creation of a location for a major country market.

In Kinsale, continued development of gourmet dining, sailing and heritage is recommended and the introduction of additional attraction(s) within the town, perhaps expanding on the theme of Kinsale as an historic wine importing port.

In order to improve the appeal of these areas, a number of new resort hotels would be required. These hotels in the 4 star to 5 star category would each have a range of facilities catering to a mix of markets - for example, golf, meetings/conferences etc. Each property would have a range of leisure facilities and dining options, and should ideally be a branded product. Priority locations should be in East Cork. Modern mid-range hotels with leisure facilities would also be required, for example in Cobh and Youghal. Such properties in the 3 star to 4 star range would cater for short-break and touring markets.

This would also require an increase in the stock of visitor accommodation of the order of 60 to 75 per cent, including improved utilisation of existing accommodation and an improved seasonal spread of demand. The future is likely to see a greater polarisation of guest accommodation between serviced and unserviced categories.

Inland Areas

Most of the inland area does not have a strong tourism tradition, so a number of strategic initiatives are suggested. These could include the development of a featured attractor in each of the principal towns, small-scale high quality leisure schemes based on outdoor activities such as golf, angling and equestrian sports, walking and cycling routes and the branding of touring routes linking inland areas with City and coastal resorts. A pilot initiative might be the Blackwater Valley, which has great potential for marketing and further development for fresh water fishing, and possibly cycling and walking. Fermoy and Youghal could be promoted as centres for touring and accommodation.

In north County Cork the tourism emphasis will be on the provision of distinctive rural retreat style accommodation. This could include the provision of 4 or 5 star hotels with golf courses and leisure facilities, country house hotels and self-catering properties.

The needs of tourists should also be considered in the development of transportation infrastructure and services network.



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The Proposed Strategy

- 2.1 Introduction
- 2.2 Key Concepts
- 2.3 Scale of Anticipated Growth
- 2.4 Proposed Spatial Strategy
- 2.5 Key Transport Proposals
- 2.6 Key Land Use Proposals

3:

Phasing the Strategic Plan

- 3.1 General Approach
- 3.2 Overall Strategy
- 3.3 Phasing Programme for Metropolitan Cork
- 3.4 Phasing Programme for the Ring Towns and Rural Areas
- 3.5 Phasing Programme for Transport and Infrastructure

4:

Implementing the Strategic Plan

- 4.1 Introduction
- 4.2 Marketing
- 4.3 Institutional Processes
- 4.4 Funding
- 4.5 Monitoring
- 4.6 Next Steps

2001

2002

2003

2004

2005

2006

2007

2008

2009

2010

2011

2012

2013

2014

2015

2016

2017

2018

2019

2020

THE STRATEGIC PLAN

A

3:

Phasing the Strategic Plan

3.1 General Approach

This chapter examines how expected development might be managed over time, and in particular, how development would be co-ordinated with the provision of new strategic infrastructure in the most efficient and economical way.

It is important to note that the phasing proposals outlined here should be regarded as an indicative framework rather than a rigid timetable. The phasing of development will need to be flexible in order to reflect changes in market conditions, which can happen suddenly and cannot be foreseen with any precision. In particular, housing targets will change – particularly in Ring Towns – as a result of the rate of job generation (or job losses), and the targets estimated here are no more than a basis for long term strategic planning. Continuous monitoring will be an essential requirement in order to ensure that the provision of serviced development land matches requirements in terms of location, quantity, and quality.

The phasing programme has been divided into three broad development tranches corresponding approximately to the following target dates: Tranche 1 (2001-2006), Tranche 2 (2007-2013) and Tranche 3 (2014-2020). Tranche 4 (post 2020) has also been developed to indicate the direction and implications of growth beyond the study period. The dates assigned to each development tranche are indicative only. Each tranche is intended to be self contained, so, should population growth be slower than anticipated (the low growth scenario), then investments intended to facilitate Tranche 2 would not be made until Tranche 1 is largely completed. In a low growth scenario, the completion dates for Tranche 1 would, therefore, slip by a number of years. Conversely, should demand for housing be higher than expected, i.e. the high growth scenario, development would need to be brought forward. This would mean that the release of land would be accelerated and, for example, Tranche 2 would be brought forward by one or more years.

Tranche 4 is not included in the Strategy described and quantified in Chapter 2, but has been included here to demonstrate that there is the flexibility to increase overall provision in the Study Area within the time span of the Plan.

The programme also needs to be sufficiently flexible to reflect the fact that development may not proceed evenly across the whole of the Study Area. While some areas might experience very strong economic growth and, therefore, housing demand, at the same time others may be experiencing a slowing down, caused, for example, by the unforeseen closure of a large local employment site.

Existing Zoning and Planning Situation

There is a substantial bank of land currently zoned for residential development in the current development plans for the Study Area. Only some of this land is serviced and potentially available for development, and about half of the serviced land has received planning consent or is the subject of an appeal or negotiation between the County Council and the developers. See Appendix M.

In many areas, but particularly in the rural settlements, considerably more land has been zoned for housing development than is now thought to be required, or is consistent with the proposed strategy. Much of this land is not serviced. It is proposed that many areas of zoned land will no longer be taken forward for development, and the designated land use is reviewed in the current revision of the County Development Plan in line with the Strategic Plan. In some cases, existing planning consents may also lapse and may not be renewed.

Aiming for Additional Growth

It is desirable that the emerging *National Spatial Strategy* (NSS) resolves to redirect certain high growth employment sectors to Cork. Precisely when this potential additional growth would occur is uncertain at this stage. It would not occur in the immediate short term, but it is possible that it would occur towards the end of the Tranche 1 period. On this basis, the NSS-related additional growth has been dubbed "Tranche 1 Plus" (T1+) in the programme set out below.

This potential additional growth would be welcomed. In order for the Study Area to accommodate additional growth under the NSS, the extra quantity of development expected has been included in the Cork Area Strategic Plan phasing programme. Given that the NSS is not yet determined, the additional growth assumed is purely for illustration and does not imply an upper limit. The distribution of the T1+ target takes into account the expected availability of serviced land towards the end of the Tranche 1 period. In the City, T1+ would be accommodated by increasing densities.

The trigger for phasing in the T1+ allocation would be the *National Spatial Strategy* announcing a target for Cork significantly above the medium growth targets set out in this Plan. Premature phasing of T1+ in advance of this announcement could lead to over-supply that could impact on the longer term strategy.

3: Phasing the Strategic Plan

General Principles

The phasing programme is based upon the following broad principals:

- £ Each phase of development should create a workable urban environment *even were no further tranches* to be implemented. This means that the physical form of the development, its layout, mixture of land uses, and its infrastructure and services should be functional and sustainable at the conclusion of each phase and not rely upon the completion of subsequent tranches in order to reach a satisfactory state.
- £ In Metropolitan Cork, growth areas should be brought rapidly to a semi-complete state before others are started. This will minimise the length of time during which the population is deprived of services and subject to the inconvenience of construction operations. Also, it will speed up the economic returns following investment.
- £ Within each of the Ring Towns one development zone should be largely built out before opening up the next one.
- £ Phasing should also follow a principle of compactness, so as to minimise the spatial spread of development (and the associated journey lengths) at each stage.

The creation of employment and retail areas should reflect the growth of adjacent housing. However, other factors will have an influence, such as market demand, the achievement of critical mass and the need to specialise. As a result, some areas may grow faster than local housing development, leading to increased travel. This can be accepted, provided that adequate transportation means have been created.

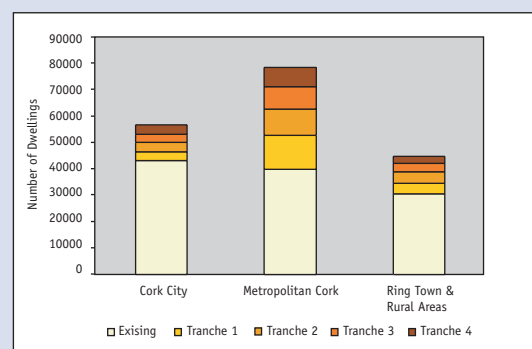
In practice, it will be advantageous to allow as much choice as is consistent with the overall strategy, and if demand levels justify it, spread growth over more than one area simultaneously. Furthermore, it will be

realistic to spread development of most areas beyond their period of rapid growth, recognising gradual build-up and slow-down.

3.2 Overall Strategy

The phasing programme, shown on Table 3.1 and Figure 3.1, is designed to deliver the proposed strategy in the most efficient and economical manner. It can be seen that the development tranches are not equal but reflect a gradual slowing down in development activity over time, as the extremely strong growth now being experienced slackens to a more sustainable level over the remainder of the study period.

Figure 3.1 Phasing Programme



The priorities of this early part of the phasing programme are the rounding off and consolidation of existing development areas and development in areas with existing or planned infrastructure. This suggests that growth will be spread throughout the Study Area, reflecting existing planning commitments. While existing commitments suggest that the pattern of development for the first phase of development, (that is over the next 5-7 years) is already largely determined, it is possible in the first phase to begin to steer development in accordance with the long term strategic vision. This is based upon the broad principals of sustainable development and includes the efficient and economic provision of utility services and transport, the promotion of attractive economic growth poles and the fostering of a viable and equitable social infrastructure.

Table 3.1 Phasing Programme - The Study Area

	Current (2000) No. Households	Additional Dwellings Proposed				
		Tranche 1	T1+	Tranche 2	Tranche 3	Tranche 4
City	42,330	4,690	1,000	3,380	3,020	3,590
Metropolitan Cork	38,950	14,440	3,710	10,080	8,350	7,460
Ring Towns & Rural Areas	29,750	4,790	1,290	4,440	3,080	2,690
Total for Study Area	111,030	23,920	6,000	17,900	14,450	13,740

3: Phasing the Strategic Plan

3.3 Phasing Programme for Metropolitan Cork

Overview

It is important to emphasise that the success of the development phasing programme for the City and Metropolitan Cork are very dependent upon the prompt delivery of a number of key infrastructure schemes.

The water treatment works at Inniscarra has sufficient spare capacity to cater for forecast demand up until the end of Tranche 1, but sewage treatment is contingent upon the treatment plant at Carrigrennan being expanded further than currently planned.

The Lower Harbour Scheme, which is currently at the initial planning stage, is also urgently required to meet existing environmental directives.

Cork County Council and Cork City Council are currently preparing to undertake a 'Strategic Plan for Water Supply'. The strategic plan for water supply will facilitate and enable the integration of the water supplies to Cork City and the surrounding county areas and make provision for the needs to service the requirements of the Strategic Development Plan. A similar strategic plan for foul sewers and surface water drainage would also be desirable to ensure integrated and co-ordinated implementation of the phasing programme.

The proposed phasing programme for the City and Metropolitan Cork are shown separately on Tables 3.2 below and 3.3 overleaf, and are discussed as follows.

Tranche 1

Development in this phase should be concentrated in areas which do not need new strategic infrastructure, already have established superstructure upon which to base expansion, are relatively close to the established centre of gravity, and will support the establishment of Phase 1 of the public transport projects.

Development is envisaged in Cork City, Ballincollig, Douglas and the South City Environs, Cobh, Midleton, Carrigtwohill and Carrigaline during this period.

In nearly all cases, the scale of development envisaged will take the key infrastructure services up to the limit of their capacity, and additional localised engineering works may be necessary to accommodate all of the planned growth. In other areas, more modest growth up to the limit of existing infrastructure provision is proposed as shown on Tables 3.2 and 3.3.

The following key road improvement schemes should be completed in this phase to facilitate the proposed development.

- £ N20 Blackpool Bypass-Opened 2001.
- £ Blarney Inner Relief Road-Possible opening 2002.
- £ N25 Kinsale Road Roundabout Bypass-Possible opening 2003.
- £ N25 Sarsfield Road Roundabout Bypass-Possible opening 2004.
- £ N22 Ballincollig Bypass-Possible opening 2003.

All the Green Routes and Quality Bus Corridors should be implemented with urgency during Tranche 1. By the end of Tranche 1 the whole rail scheme from Mallow to Midleton should be operational, including the redevelopment of Kent Station.

Tranche 1 Plus

If additional NSS-related growth occurred in the latter part of Tranche 1, it would be accommodated mainly in Metropolitan Cork as the Docklands site would not be fully available. This growth would be mainly targeted at Cobh, Carrigtwohill, Midleton and their hinterlands in East Cork on the basis that sanitary services and public transport will have been provided at that stage. Ballincollig would also accommodate a share, as would Carrigaline and the South City Environs, to a lesser extent.

Table 3.2 Phasing Programme for City Proper

	Current (2000) No. Households	Additional Dwellings Proposed				
		Tranche 1	T1+	Tranche 2	Tranche 3	Tranche 4
Central Cork	2,970	310	70	210	210	210
Northeast Cork	7,860	1,010	210	800	580	530
Northwest Cork	9,010	820	170	530	320	420
Southwest Cork	13,990	540	120	110	110	110
Southeast Cork	8,500	2,010	430	1,730	1,800	2,320
Total for City Proper	42,330	4,690	1,000	3,380	3,020	3,590

3: Phasing the Strategic Plan

Table 3.3 Phasing Programme for the Rest of Metropolitan Cork

	Current (2000) No. Households	Additional Dwellings Proposed				
		Tranche 1	T1+	Tranche 2	Tranche 3	Tranche 4
Midleton Town	2,660	1,390	980	1,270	3,080	3,340
Glounthaune & Little Island	1,520	160	0	110	110	0
Carrigtwohill & Midleton Hinterland	2,050	2,010	780	2,230	850	2,110
Cobh Town	3,520	1,200	780	490	570	1,080
Whitegate/Aghada	670	120	230	70	0	0
Carrigaline & Ringaskiddy	3,210	1,740	30	470	280	20
Crosshaven/ Myrtleville	970	360	0	160	110	0
Carrigaline hinterland	1,040	200	0	0	0	0
Douglas and South City Env..	7,250	1,860	0	840	0	0
Monkstown & Passage	1,520	540	170	220	0	240
Ballincollig & its hinterland	6,870	2,500	190	680	270	180
Monard/Rathpeacon/ Whitechurch	530	340	270	2,520	2,550	0
Blarney and its hinterland	4,290	630	70	600	320	180
Glanmire & Riverstown	1,110	820	0	70	40	0
Ballyvolane	1,740	570	210	350	200	310
Total for Metropolitan Cork	38,950	14,440	3,710	10,080	8,350	7,460

Tranche 2

Redevelopment of the Docklands should be well advanced in this phase providing a strong focus for this tranche. The emphasis of growth in this period would be upon the northern arc of growth along the railway line between Blarney in the north and Carrigtwohill, and to a lesser extent Midleton in the east. A study to determine the location and phasing of this development is currently being commissioned, see Chapter 2, Metropolitan Area Structure Plan.

Development in this phase requires the extension to Inniscarra waterworks and new reservoir and trunk mains to be provided to new development areas. The Lower Harbour Sewage Treatment Scheme and the upgrading of the treatment plant at both

Carrigtwohill and Midleton will also need to come on stream during this phase. The North West Link should be completed, thus further boosting the transport links to the Rathpeacon/ Monard/ Blarney area.

Tranche 3

Growth in this phase will be expected to continue along the rail corridor between Rathpeacon/Monard and Midleton and in the Docklands. This development would ensure a sustainable, high quality rail service in the area.

Tranche 4

This tranche is intended to guide the direction of development after 2020 on the basis of the forecast population growth. It would need to be brought forward into the Plan period if higher growth is experienced throughout the study period. There is sufficient capacity to accommodate Tranche 4 within the 20 years of the Plan.

It is anticipated that the bulk of the development in this phase would see further major expansion in the City Docklands and at Carrigtwohill and Midleton. Other parts of the City and Metropolitan Cork would also see further rounding off and infilling.

3.4 Phasing Programme for the Ring Towns and Rural Areas

Growth in the rural areas will be largely jobs led, and will tend to follow the provision of new employment opportunities and related strategic infrastructure provision. Most of the growth will be in the Ring Towns, and to a far lesser extent in villages. There

should be a gradual but marked slowing down in development in the countryside unrelated to rural economic development. Table 3.4 shows phased dwelling estimates, which may need to be adjusted during preparation of the local plans.

Should additional development occur towards the end of Tranche 1, as a result of the NSS, a significant proportion would be allocated to the Ring Towns and rural areas, particularly in the towns and villages in the Youghal hinterland (possibly Castlemartyr or Killeagh), and the Kinsale and Bandon hinterlands.

The following key road schemes should be completed to facilitate development in Tranche 1:

- £ N22 Macroom-Possible opening 2005/6.
- £ N25 Youghal Bypass-Possible opening 2003.
- £ N8 Fermoy Bypass-Possible opening 2005.
- £ N8 Watergrasshill Bypass-Possible opening 2003.
- £ N71 Bandon Relief Road Main section opened 2001.

Table 3.4 Phasing Programme for the Ring Towns and Rural Areas

	Current (2000) No. Households	Additional Dwellings Proposed				
		Tranche 1	T1+	Tranche 2	Tranche 3	Tranche 4
Youghal hinterland	2,870	310	520	400	130	160
Youghal Town	2,400	400	0	530	480	320
Kinsale hinterland	1,550	180	140	60	60	70
Kinsale Town	1,800	90	120	60	80	70
Bandon hinterland	2,760	250	0	40	100	80
Bandon Town	2,790	410	160	290	270	240
Macroom hinterland	2,900	220	100	80	60	80
Macroom town	1,010	370	50	320	320	100
Mallow hinterland	2,730	300	0	270	230	210
Mallow Town	3,410	1,020	150	1,590	900	640
Fermoy hinterland	3,470	520	0	160	130	160
Fermoy Town	2,060	720	50	640	320	560
Total for Ring Towns & Rural Areas	29,750	4,790	1,290	4,440	3,080	2,690

3: Phasing the Strategic Plan



Youghal

Youghal centre is currently congested, so that relatively slow growth is proposed in Tranche 1. After the completion of the bypass, growth would accelerate in Tranche 2 (the rail project should be reappraised at this stage to consider whether the extension to Youghal can be supported) and remain fairly steady thereafter. Town centre regeneration and traffic management would also occur in Tranche 2.

Bandon

The minor improvements in water supply are proposed for the town, and completion of the sewage network will permit planned growth in Bandon. In Tranche 1, growth should be small scale on the south of the town and served by the southern relief road, whilst later tranches could be on the north, preferably when a second bridge / western relief route is in place.

Macroom

Infrastructure service provision is good, and steady growth over the Plan period is proposed in Macroom. However, substantial development should not be started until the line of the bypass is fixed during Tranche 1.

Kinsale

Development is expected to be fairly evenly spread throughout the Plan period, reflecting the fact that growth will comprise small scale infill development. The implementation of the traffic management and related environmental improvements are expected in the early phase of the Plan, and improvements to infrastructure services are already planned.

Mallow

The town has considerable areas of land (east of the N20 both northeast and southeast of the town), which can be serviced in the short term. This would yield a compact form. The third tranche would extend the northeast growth, and after completion of new strategic infrastructure, future growth would occur west of the N20. A second Mallow station (with Park and Ride) might be viable in Tranche 2.

Fermoy

Fermoy has land due south of the town, which requires no strategic infrastructure, and this would be developed in Tranche 1. After the completion of the bypass, and also sanitary services, later tranches would see growth to the north (as well as rounding off the southern growth).



3.5 Phasing Programme for Transport and Infrastructure

The timely provision of infrastructure is key to the implementation of the Plan. The most critical items are:

- £ All the Green Routes and Quality Bus Corridors.
- £ The rail scheme.
- £ Water and drainage for the north and east of the Study Area.

The overall cost of provision of the necessary transport and water services required for the plan implementation is estimated at €2.015 billion, as shown in Table 3.5.

Further details of the phasing programme for transport and other infrastructure, and corresponding budget estimates, are indicated in Appendices N and O respectively.

Table 3.5 Summary of Infrastructure Costs 2001-2021

	Tranches				Total (€m)
	T1 (€m)	T2 (€m)	T3 (€m)	T4* (€m)	
Water & Drainage:					
- City	334	41	32	23	430
- Metropolitan Cork	154	170	75	56	455
- Ring Towns & Rural Areas	118	150	61	53	382
Rail Infrastructure	133	-	-	-	133
Green Routes Network & Traffic Management Initiatives	64	56	48	-	168
Major Road Schemes	84	244	47	-	375
Local Integrated Transport Plans	34	18	20	-	72
Totals	921	679	283	132	2015

*Excludes transport costs for T4



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- 2.3 Scale of Anticipated Growth
- 2.4 Proposed Spatial Strategy
- 2.5 Key Transport Proposals
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- 3.1 General Approach
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- 4.1 Introduction
- 4.2 Marketing
- 4.3 Institutional Processes
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2001

2002

2003

2004

2005

2006

2007

2008

2009

2010

2011

2012

2013

2014

2015

2016

2017

2018

2019

2020

THE STRATEGIC PLAN

A

4:

Implementing the Strategic Plan

4.1 Introduction

Throughout the study and the consultation process, implementation has been a key theme. There is no doubt that implementation is regarded by many as by far the greatest challenge facing the Strategic Plan. This chapter examines the implementation issues raised by the study and suggests potential structures and procedures that can be put in place to ensure the strategy is implemented in an orderly and timely manner. The relative ease with which the strategy can be implemented will depend on the level of finance available through national government and European funding processes, and the extent to which private sector contributions can be committed. In both cases the Plan and accompanying planning process form part of an advocacy process with which to pursue funds. An understanding of the funding options is therefore important. These options are discussed in this chapter.

This chapter also discusses how marketing and promotion will play a vital role in the future development of Cork and why this is important in a competitive global market.

The Strategic Plan will not provide a fixed blueprint for the future of Cork, and the implementation process must facilitate a flexible approach in order to respond to changes in the socio-economic situation, land use scenarios or development pressures. To facilitate this flexible approach, a monitoring framework has been devised, to enable the authorities, investors and funding agencies to monitor, review and update the strategy.



4.2 Marketing

The first step in promoting Cork as a progressive region, eager for change and innovation, is to begin a process of annual audits and benchmarking. Cork will know if it is making real progress when it knows how its starting position and performance measure against the competition. In today's market there is only one standard at which to perform and to which Cork should aspire, namely the international standard.

All place marketing programmes are based on the fundamental assumption that a location enjoys some form of comparative advantage over its competition. Most places find it difficult to make an objective assessment of their relative strengths and weaknesses or to evaluate opportunities and threats. The Cork City-Region has outstanding assets *inter alia* its people, its environment, its location, its University College and Institute of Technology, research institutions such as NMRC, its world-class companies, its port and harbour area. A mechanism needs to be introduced which enables the Cork City-Region to constantly evaluate these assets in the international as well as the national context and also to encourage the process of continuous development of Cork's product offer, using international best practice as a benchmark and inspiration. This will then allow the effective rolling out of strong and highly focused local place marketing initiatives.

An annual benchmarking programme should be introduced which measures Cork's performance and on-going development against Europe's leading sub-regions with a similar or comparable profile to Cork, targeting those demonstrating the strongest growth performance/most imaginative responses to the changing environment. Where appropriate, Cork should seek to establish practical partnership programmes with outstanding European sub-regions along the lines of the Four Motors Initiative which involves four of Europe's most successful regions Baden Württemberg, Catalonia, Rhone Alpes and Lombardy.

Confirm Cork's Brand Values

A place's identity and marketing potential is as much a factor of the values it represents and transmits as the physical assets it possesses. Some places have successfully used slogans to convey a message, e.g. Glasgow (Glasgow smiles better) Bangalore (Software City); most fail because they are too predictable or untrue; Europe is full of 'gateways' and 'springboards'. Cork itself uses the slogan 'Ireland's Second City', which is factually untrue but hardly sets the pulse racing in any case.

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Brand values are more powerful and enduring than slogans. The Cork City-Region has powerful values which are rooted in its communities, including:

- £ Tradition.
- £ Innovation.
- £ Inclusion.
- £ Creativity.
- £ Educational excellence.

Cork should build a brand from these values and create a profile for itself, which will enhance the internal sense of place, act as a spur to onward development and to enhance its external 'reach' and marketing potential.



Clusters, Specialisation and Growth

A key feature of Europe's most successful regions is that they all possess clusters of specialisation, where the geographical concentration of firms, their suppliers, research institutes, service providers and supporting infrastructure create a dynamic environment based on collaboration (and competition), co-location and knowledge exchange. Clusters have the power to attract new investment; over 60 per cent of inward investment establishes amongst competitive or complimentary clusters. Clusters also create supply opportunities within the cluster value chain for local companies. Clusters have become a key platform for place marketing programmes throughout Europe; many regions that claim to have clusters do not; those that do have them do little to develop them.

The harsh reality is that if clusters do not develop they can quickly go into decline, increasing the vulnerability of the regional economy. As a result of the inward investment process, Cork has significant clusters or concentrations of companies with the potential to develop into clusters. Established clusters/ concentrations include pharmachem / healthcare, software, electronics and print/packaging. Emerging clusters / mini concentrations include financial and business services, creative industries and e-business.

Clusters, by their nature, are dynamic. On-going analysis, which is specific to the Cork City-Region, needs to be carried out to identify -

- £ The missing or weak links in the existing clusters (e.g. absence of research and product development) which will inhibit growth potential of the cluster.
- £ Opportunities for deepening or expanding the structure of the clusters.
- £ Opportunities for Cork's place marketing programme through the clusters' international networks.
- £ Evidence of the start of any downward spiral.

Emerging cluster analysis in Cork will help inform the place-specific needs of these companies. Just as important, it will allow public and private partnerships to form and assist nascent cluster groups, potentially giving Cork an early competitive advantage. Such analysis should be carried out in co-operation with IDA and Enterprise Ireland.

Geographical concentration is an important feature of successful clusters. At the same time clusters ignore administrative boundaries. Opportunities for collaboration with neighbouring city-regions should be pursued lending greater critical mass and quality to cluster development. Again there are numerous good examples of such co-operation. One is The Medicon Valley Initiative between Alsace, Basel and Dreilandereck, Telecomms Valley (South of France), Bio Valley (Skåne in Sweden and Greater Copenhagen).





Innovation

Innovation is going to be the key driver for Cork over the next 20 years. Although geography is currently irrelevant in many sectors, the danger of peripherality still exists - not from Cork's geographical position but from an inability to respond to change. This danger is supported by research that suggests that no part of Ireland is in the first ranks of change-oriented regions.

Innovation has now become a *leitmotif* in regional development, running throughout programmes designed to improve international competitiveness. Innovation is partly about adopting new technology; it is largely about creating a new way of thinking and developing the sub-region's assets. As such, it is an important element in Cork's place marketing programme.

Over 100 European regions have formalised their approach to innovation by developing space-specific regional innovation and technology plans. Examples include North Brabant (Netherlands), Tagus Valley (Portugal) Lorraine (France) Aarhus (Denmark). It is a strong recommendation that Cork develops an Innovation Initiative.

Cork's strengths in innovation lie with University College Cork, the Cork Institute of Technology, The National Institute for Management Technology and The National Microelectronics Research Centre. Innovation is already an important feature of Cork's profile, but there needs to be a framework put in place to foster the process without killing it through institutionalisation.

Innovation needs a platform, a physical expression, a focus. University campi provide that up to a point, so too do science and research parks, up to a point. The Cork Business and Technology Park is an important contributor to the regional economy and innovative profile of Cork, but over the life-time of the Strategy Plan a broader platform should be created. There is an opportunity to create a new model within the Cork sub-region, by developing a location or locations

which provide a different environment. The focus should be on innovation and creativity, reflecting the convergence of many sectors in the new economy, arts and sciences, research and development in all its forms and culture and the arts.

The spirit of such a concept and the potential of its impact is best seen in the Sophia Antipolis 'Technopole' in the South of France. Sophia Antipolis, situated 20 kilometres from Nice, was launched more than 30 years ago and remains the most dramatic expression of how industry, commerce, education, research, culture and quality of life can be combined to create a unique environment. Today over 1,100 companies and institutes, employing 25,000 scientists, researchers, designers, developers are based at Sophia Antipolis.

Cork would not and could not replicate Sophia Antipolis, but it could take the spirit of Sophia Antipolis and translate it into the local context. The Cork Harbour Area would offer a superb environment for a Cork Technopole; the area around Bishopstown or Ballincollig, with its existing concentration of high technology companies, has the potential to develop into a Technopole; the redevelopment of the Cork Docklands presents another outstanding option.



Flagship Projects

Cork needs to move the threshold of its ambition and commit to attracting/developing projects, (investments, attractions, amenities) which are of truly international stature and act as a catalyst for further development.

An important element in Cork's international place marketing strategy will be the on-going development of projects that enhance the city-region's added-value offer and that, at the same time, are of national/international significance, highly visible, a source of pride to local communities and generating enormous pulling power.

Cork Harbour is an outstanding asset which has the potential to become Europe's most exciting waterfront, the focus for a 'mosaic' of different opportunities. Baltimore, USA has demonstrated the enormous potential of waterfront development; so too projects in Gothenburg, Trieste and Cardiff Bay.

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The proposed Cork Docklands redevelopment project including the Kent Station redevelopment project represents a flagship project. So does the Monard development and the Green Routes Network. Not all flagship projects need to be 'mega'; it is their critical quality which is important. The award-winning Urban Pilot project in Cork City 1994-98 is an excellent example. Nor do such projects need to be in an urban environment. Part of the objective of the place marketing programme has to be to achieve a more even spread across the city-region but in a way which is sympathetic to the local environment, consistent with the themes of innovation and creativity, and of an international standard.

Improving Communication

Fragmented regions find it difficult to make progress. Successful regional place marketing programmes build on and reinforce co-operation between companies, public sector bodies, education and professional service providers: the regional stakeholders. Successful strategies facilitate the internal flow of information and promote greater integration. To this end, greater partnership and networking is essential. Successful strategies do not seek to cordon off the region, but to build national and international networks to transmit information to and from the international market. It will be important to address the need identified in Chapter 8 for provision of local loop access to the backbone broadband provision. This will markedly improve Cork's connectivity and enhance its competitive position.

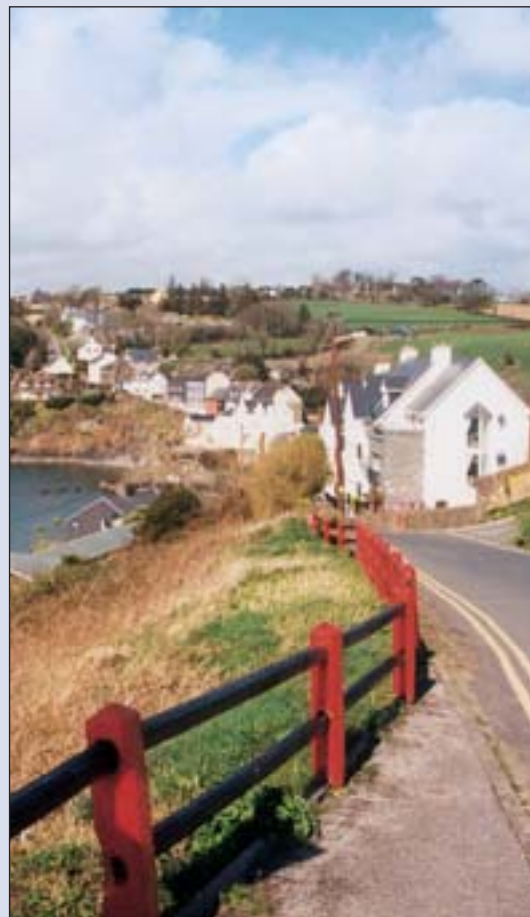
Making it Happen

Progress towards creating one of Europe's most progressive regions is not going to be made in a single quantum leap, but rather through an on-going series of decisive small steps.

The weakness of many place marketing programmes is that they run out of steam, they become institutionalised and lose their momentum. None of them fail entirely; they just drift. To avoid this, there is a need for a dedicated post - Europe's first Future Manager with responsibility to -

- £ Drive forward and monitor progress.
- £ See the 'big picture' at the same time as ensuring strategic focus.
- £ Co-ordinate resources, working with and supporting the local, regional and national agencies.

This is not a call for a sub-regional development agency; Cork benefits significantly from the existing institutions; there is no need nor desire to replicate their work, thereby creating an extra tier of bureaucracy.



4.3 Institutional Processes

Emphases

Key Strategic Issues to be Addressed by Implementation Structures

A number of issues raised by the proposed strategy must be addressed at the implementation phase by appropriate structures and procedures, if the strategy is to be successfully implemented. These include the following:

- £ **Integration of transport, housing, retail and office policies across County boundaries** - In the area of *housing*, the City has large land needs for affordable and social housing. Potential sites lie in the County. Partnership of the local authorities is required. The joint housing strategy will be critical in this regard (see below). It must be possible to revise and manage the release of land (as result of policy and monitoring) if rural suburbanisation is to be stopped and proper settlements created. Release of land and the issue of permissions should be co-ordinated across boundaries, in order to ensure the emergence of a sensible hierarchy. The retail strategy is also important in this respect.

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Drawing up Local Area Plans - In order to implement this present strategy, it will be necessary to (a) prepare comprehensive local plans which define new roads, landscape, infrastructure, sites for schools, shops, clinics, employment areas etc, as well as housing by type; (b) manage phasing and co-ordinate all the numerous inter-related actions; and (c) ensure that serviced land is *delivered in the right place at the right time* in an assured and predictable way. Phasing of land release is vital to avoid premature take-up. The need for local plans applies to both greenfield sites and brownfield locations such as the City Docks and urban area regeneration areas.

Ensuring land delivery - It is often difficult to bring development land on to the market at planned locations at the right time, with the result that far more land is zoned than is needed. This introduces an element of unpredictability and may make proper planning of infrastructure requirements and implementation difficult. The authorities will play a key role in ensuring the orderly development of the study area through the exercise of their powers and functions where necessary, including planning approvals, the designation of Strategic Development Zones and compulsory purchase.

Levering public and private finance - Advance infrastructure, as well as superstructure, land delivery, etc must be financed in a timely and co-ordinated way. In this regard, it should be noted that the ratio between resource base and investment requirements is markedly less in the City than in the County.

Marketing, Inward Investment and Location Promotion of the area is currently weak and requires strengthening. This has been discussed in more detail in Section 4.2. Strategic industrial location (which drives any plan) must be integrated with other policies and programmes.

Integration of transport initiatives - Projects and policies for all transport modes, public and private, must be integrated with each other and with land use decisions and local layouts irrespective of administrative boundaries.

Plan Revision - The planning, monitoring and revision process will require a consistent approach regardless of boundaries or other divisions of responsibility. It is proposed that both local authorities, in conjunction with central government, through the proposed CASP implementation and review body, would formally review the CASP strategy at various stages as determined during the currency of the strategy.

A proposed mid term review will comprise a complete review of the implementation of CASP including an assessment of the development and demographic changes that will have taken place in Cork City, Metropolitan Cork and in the Ring Towns compared to the objectives and targets of CASP. This review will also examine the progress and impacts of the public transport components of the CASP and make specific recommendations as to how any imbalances, arising in the provision of services on the south side or the north side of the City, can be corrected, including a review of the potential for light rail, particularly on the south and west of the City.

The above points must be covered adequately by any proposed implementation programme. If they are not all addressed then this Strategic Plan will struggle to succeed.

Experience Gained from Previous Implementation Structures

The 1978 LUTS Plan ended with a section on proposals for management and co-ordination structures to direct implementation of the Plan. It noted that the Plan represented the Study Team's recommendations, "developed with the guidance and support of the Joint Committee of Elected Members and the Technical Committee of senior officials". Co-ordination and monitoring of implementation of the Plan by these committees was to be assisted by a multi-disciplinary working group, and possibly by special purpose sub groups.



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The 1992 LUTS Review proposed a revised division of function, in which the Joint Committee and the Technical Committee would be responsible for maintaining an overall view of the LUTS strategy, and the multi-disciplinary working group would be replaced by smaller groups carrying out more specific tasks, under the direction of these committees.

The specific tasks were:

- £ Monitoring and information.
- £ Advice and research.
- £ Project development and implementation.

The review also recommended establishing or extending appropriate liaison arrangements between relevant Government departments, the Technical Committee and the implementation group.

Whilst this improved structure attained some success, a number of problems remained:

- £ Although there was more emphasis on action-orientation, it appears to have failed to overcome the problems of individual agencies making decisions independently of the needs of the Plan - or failing to invest at all.
- £ Although the Plan was adopted by both Local Authorities, planning decisions in both functional areas at times over-rode or failed to relate adequately to the Plan, with resultant conflict between the City and the County.
- £ The implementation groups seemed to run out of steam after a while and the technical group met at less and less frequent intervals with the passage of time, indicating perhaps that staff priorities were switched elsewhere.

Emphases in Implementation Structures Suggested by Key Issues and Previous Experience

In the light of the above, priorities in the implementation of the current Plan must relate more than before to:

- £ Ensuring that all authorities and agencies commit to the Plan.
- £ Providing the staff, technical and financial resources for rapid implementation of specific flagship projects in order to demonstrate the vitality of the Plan and the Plan process.
- £ Co-ordinating across a range of capital projects as well as in management.

Furthermore, it must be emphasised that the implementation process needs to work through institutional and financial structures that are on the ground now, if the Plan is to make sufficiently fast progress.

Designing Implementation Structures: Principles and Objectives

There are now a larger number of possible implementation models than ever before and there is also more finance available for development. It is important, therefore, to establish clearly some overall principles which will assist in choosing the right models. The tasks to be achieved must also be established, for the same purpose.

General Principles to be Followed

The following general principles should be followed in all areas of implementation:

- £ Utilise all possible aspects of existing legislative powers but avoid a requirement for new legislation.
- £ Regard the process of establishing ownership of, and commitment to, the Plan, by all parties, as a fundamental and on-going element of the implementation process.
- £ In general, choose the most efficient methods of operation.
- £ Choose structures and approaches which will maximise the possibility of draw-down of funds from the State and the private sector.
- £ Choose structures and approaches which will maximise the speed of implementation.
- £ Reduce uncertainty in the development process as far as possible.
- £ Minimise the removal of powers from existing bodies and structures which might compromise democratic accountability.

Tasks to be Achieved

Four broad divisions of Plan implementation may be identified, for the purposes of institutional structures:

- £ The on-going task of obtaining policy commitment to the Plan by all agencies.
- £ Implementation of major capital works.
- £ On-going management and co-ordination measures in relation to the provisions of the Plan.
- £ In addition, there is the general task of monitoring, appraisal and review.

The On-going Task of Obtaining Policy Commitment to the Plan by All Agencies *Objectives*

Implementation must achieve the following five main objectives in this area:

- £ Gain agreement by all parties to the strategy.
- £ Ensure that the strategy is incorporated in strategy documents and implementation programmes of all parties.
- £ Keep actions of agencies in line with the strategy.

- Ensure that development control decisions in both authorities reflect the strategy.
- Provide channels of discussion, to evaluate issues and to review policy on an on-going basis.

Strategy

The key to success in this area is to ensure that relevant strategy documents include the objectives of the Plan. These documents include the County and City Development Plans, which are both due for review, the joint retailing and housing strategies for the City and County, the Strategy of the City and County Development Boards and the Regional Planning Guidelines.

The linkages of these are shown in Figure 4.1, and their relevance explained in the Panel below. The timing of these plans is of critical importance to the success in obtaining policy commitment.

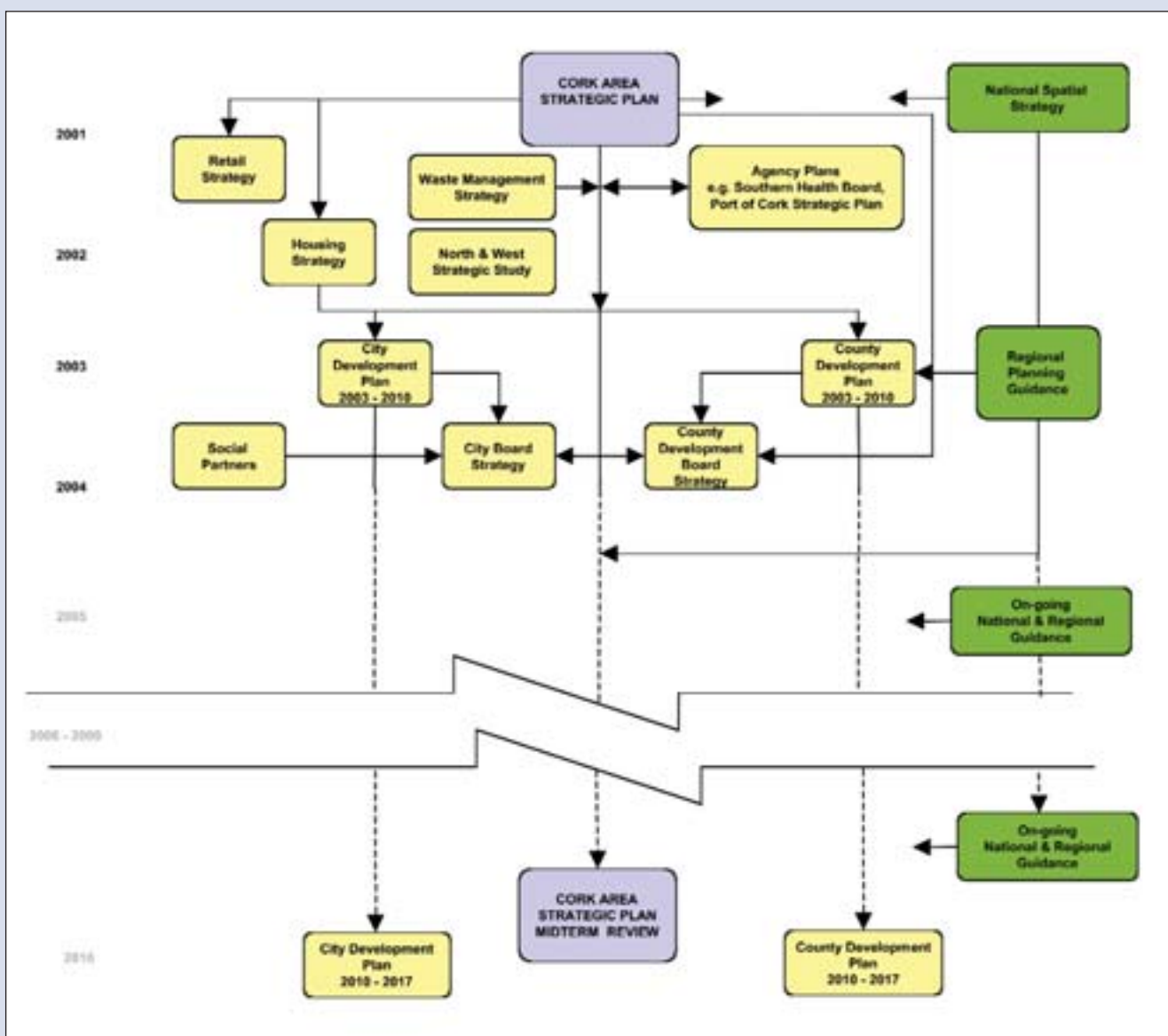
The Joint Housing Strategy must be in place by the third quarter of 2001, and this is the single most important document which must be in support of the CASP. The timescale for the Joint Retail Study is longer, but given the work that has already been done in this area by the two authorities, and the pressure for development, this too is urgent. It will also be of great significance for the success of the Plan.

These two strategies will, in turn, inform the City and County Development Plans - and should also influence the investment plans of CIE and the IDA, amongst others. By mid 2002, therefore, all authorities and agencies should be pointing in the same direction.

The common direction of the Housing and Retail Strategies will then be underpinned by the City and County Development Board Strategies, which will have to take on board the existing agreed land use and transportation plans, with concomitant housing

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Figure 4.1 Linkages between Cork Area Strategic Plan and other Initiatives



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provision. The Board plans will both widen the picture through incorporation of social and cultural imperatives as well as underpinning the economic vision for the Cork area. At this point, the Local Authorities Bill 2000 should be incorporated in Statute law and Section 128 of the Bill should ensure that all authorities and agencies commit themselves to the vision and strategy. This will be further reinforced by the Regional Planning Guidelines which will be prepared after the completion of the National Spatial Plan, and to which the Planning Authority is obliged to have regard.

By 2003, therefore, there should be a triple lock on the main Plan provisions, through the statutory development plans (including housing and retail plans), the Board strategies and the regional planning guidelines.

It will be a fundamental element of the implementation strategy to ensure that this process is kept on track by timely monitoring and review of the various strategies and plans as they are developed.

Implementation of Major Capital Works

Objectives

The major areas of capital expenditure which can be readily identified are the public transport initiatives, the major road schemes (North West Link Road), and the redevelopment of the Docks. There are other major developments that need additional infrastructure, particularly the larger proposed settlements at Midleton, Monard and Mallow. Of these, Monard is potentially the most challenging to implement because, although it is in the County, it is significant to both City and County, and also because it has least existing infrastructure or settlement.

There is an overlap between these initiatives, particularly between the public transport programme and the rail-based development at Monard, Midleton and Carrigwohill, as well as renewal within the centre of Cork City.

Delivery of each of these is critical to the success of the Plan and the economic and demographic realities are such that work on them must be front-loaded, i.e. commence immediately. Population growth will be fastest in the early years, as will housing demand. This means that this provision must be made quickly, because in its absence, development will happen elsewhere, undermining the main thrust of the Plan. Economic development will also slow down with the passage of time, which means that the potential for 'steering the moving ship' may be reduced.

For all of these reasons, the objectives here are all focussed, as was indicated earlier, on the imperative of making it happen:

- £ To establish and agree a clear brief for each major works undertaken, including very clear phasing of development.
- £ To provide staff to make it happen.
- £ To co-ordinate effectively the work of all agencies.
- £ To maximise the speed of implementation.
- £ To maximise leverage of private sector funding.
- £ To ensure that developments which span or impact more than one authority are effectively dealt with in administrative and legal terms.



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Strategic Planning Initiatives relevant to the Cork Area Strategic Plan**Housing Strategy**

Part V of the *Planning and Development Act of 2000* requires that housing strategies be drawn up by planning authorities and integrated into their development plans. In addition, the Act makes communities' needs for social and affordable housing a material planning consideration. The Act places a statutory obligation on planning authorities to ensure that sufficient land is zoned for housing in their development plans to meet the projected housing requirements over the Plan period. Section 80 of the Act requires that each planning authority prepare a housing strategy which will form an integral part of the development plan and act as the cornerstone for future housing policy within the functional area of the Authority. Planning authorities should 'have regard to the strategies of adjoining planning authorities and should co-ordinate the objectives of the housing strategy with those of the other authorities'. In appropriate circumstances, a number of planning authorities can come together to draw up a housing strategy in respect of the combined areas of their development plans. For Urban District Councils, Boroughs and County Boroughs, it will normally be necessary for the housing strategy to be prepared on a joint basis with the relevant County Council. **It is open to the Minister to direct that this is done.**

Retail Strategy

In the five remaining urban areas, including Metropolitan Cork, the guidelines require a joint City / County retail study for the combined urban areas. The Retail Planning Guidelines call for the preparation of retail strategies and policies by each Planning Authority. The guidelines state that it will be necessary for counties to co-operate with one another in preparing retail strategies. In order to plan for future development, the relevant counties should assess the broad requirement for additional development over the Plan period. This assessment should take account of both emerging demands in the retail market and an estimate of future requirements based on projected changes in the local population and consumer spending. These assessments of future retail requirements are intended to provide broad guidance as to the additional quantum of convenience and comparison floorspace provision. The strategy to be incorporated into development plans should provide guidance as to the general location and scale of development. Such strategies should also include traffic

management policies to be adopted for town centres in development. It is clear that the retail policy for Cork can only be effectively developed if both Authorities have signed up to and are committed to the Strategic Plan, which will provide the framework for sub-regional distribution of population and transportation.

Regional Planning Guidelines

The Planning Act 2000 has considerably strengthened the role of Regional Planning Guidelines. The objective of these guidelines is to provide a long term strategic planning framework for the development of the region for which the guidelines are prepared. Regional Authorities have been asked to defer the making of such guidelines until after the completion of the *National Spatial Strategy*. A Planning Authority 'shall have regard to any regional planning guidelines in force for its area when making and adopting a development plan'. The Minister may, by order, determine that planning authorities shall comply with any regional planning guidelines in force. Such guidelines cover matters which include projected population trends and settlement and housing strategies; economic and social trends; the location of industrial and commercial development; transportation, including public transportation; water supply and waste water facilities; waste disposal; energy and communications networks; the provision of educational, health care, retail and other community facilities; preservation and protection of the environment.

City and County Development Boards (CDB)

The primary function of the Development Board is to draw up and work towards the implementation of the strategy for economic, social and cultural development within the City/County. It is intended to build on, extend and continue the work of the City/County Strategy Group, in particular liaising with each other as to plans/initiatives for the City and County, fostering joint approaches, where practical, and progressively moving towards more co-ordinated planning. The relevant guidelines say that the CDB strategy must take account of the statutory development plan and its goals, but should in fact provide the socio-economic context for the statutory local authority development plan. The CDB should also take account of agreed regional development strategies and programmes, as well as the Strategic Planning guidelines and the emerging *National Spatial Strategy*. Once the Local Authorities Bill 2000 is incorporated into law, Section 128 will oblige all agencies to take cognisance of these plans.

1 Section 21(4) of the Act gives the strategic planning guidelines for the Greater Dublin area the standing of regional guidelines

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*Strategy*

A number of possible models of implementation have been examined, including:

- £ The Dublin Docklands Authority Model.
- £ Strategic Development Zone model.
- £ Dedicated project office under the relevant Local Authority.

Because it would require enabling legislation, and because it carries few advantages not available under the SDZ approach, the Dublin Docklands Authority model is not favoured. In general, projects which pertain mainly to one or other of the Local Authorities, should be implemented by that Authority. However, for the purpose of implementing the very significant capital expenditures required, in particular for the development of the Dockland area and Monard, development agencies could be created and prescribed by the Minister under Section 165 of the Planning and Development Act, relating to Strategic Development Zones. It should be noted that under Section 169 of the Act, the existing Planning Authority does not cede any powers of plan approval to another agency as a result of the recognition of this development agency. In the case of Monard, negotiations could be entered into between Cork City Council and Cork County Council, having regard to Section 168 (5) of the Act, to decide who will administer the functions conferred under the Planning Authority under the Act.

Whilst conferring considerable advantages in terms of speed, co-ordination and planning certainty, a decision on whether to choose this route is considered premature until the broader implementation structures for the Plan are in place and a more detailed planning study of each geographical area involved, including a business plan and financial analysis, has been undertaken.

Elsewhere, in order to facilitate development of Ring Towns, including the Eastern Corridor, a special unit should be created within the County Council, with staff from all relevant Departments, including housing, planning and architecture, as well as relevant business and financial skills necessary to implement business plans and promote and execute Public Private Partnership (PPP) initiatives as a means of leveraging private sector funding. This structure may also be appropriate for dockland redevelopment within the City.

The funding context for the Plan is discussed later in this chapter in paragraph 4.4 and it sets out some public and private sector funding options. As part of the Action Area Plans and more detailed feasibility studies, the most beneficial forms of public-private partnership will need to be identified. Projects will need to be packaged so as to optimise financial opportunities. Detailed financing studies should be commissioned jointly by stakeholders ahead of the designation of any developmental agencies which may be decided upon.

On-going Management and Co-ordination Measures

As regards the more general aspects of transportation investment, although significant investment is required in the area of transportation, the required interventions are less concentrated than other major capital programmes and the major emphasis must be on a co-ordination of agency effort rather than definition of special areas or new implementation agencies.

In this regard, the Dublin Transportation Office (DTO) provides one model. This arrangement has the following features:

- £ No power is ceded from existing local authorities.
- £ It provides a visible public profile and focus for transport issues.
- £ It allocates the necessary staff for execution and monitoring of the Plan, becoming, in effect, a secretariat examining and reviewing the progress of the Plan.

The policy challenges faced by the DTO and the measures taken to overcome them provide a good starting point and an example from which to learn.

The co-ordination requirement for Cork actually goes beyond the co-ordination of transportation to embrace land-use and the title Cork Area Strategic Plan Office (CASPO) could be more appropriate. The functions of this office should embrace the following:

- £ To act as a meeting place for relevant authorities, and sometimes as an honest broker between them.
- £ To become a prescribed body under the Planning Acts.

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- £ To take responsibility for the regular updating of the Transportation and land-use aspects of the Strategic Plan (on-going monitoring of progress in implementing the Plan and taking account of changes in economic or other circumstances will be needed to ensure that any obstacles to implementation are identified and responded to as soon as possible).
- £ To act as the 'shop window' for strategic planning in the Cork area.
- £ To administer a small budget which could be used for key interventions in the area of transportation.

The work of CASP would, however, extend beyond this remit to the implementation of certain key infrastructural projects, as set out below.

The structure of the organisation should learn from the experience of the DTO. It should recognise the strategic importance of the roles of CIE, IDA and the CDBs as well as any deregulated elements of the public transport sector, in due course.

In addition to CASP, the City and County Development Board will have a co-ordination role which is recognised by Section 128 of the Local Government Bill (see page 75).

Summary: Proposed Implementation Structure

The overall implementation structure recommended, is shown in Figure 4.2 and is designed to achieve the objectives set out above in the areas of: authority/agency commitment to the Plan; providing staff, technical and financial resources for rapid implementation; and on-going management, co-ordination and review.

The *Monitoring Committee*, which replaces the Joint Committee established after the 1992 LUTS Review, will comprise members of the Corporate Policy Groups from the City and South Cork and will accept the primary responsibility for ensuring that all authorities and agencies commit to the Plan in terms of their own policy and the allocation of the requisite resources.

The *Steering Committee*, which will comprise the City and County Managers as well as the CEO's of the relevant agencies, and 4 elected representatives of Cork City and County Councils, will also maintain an overview of the direction of Plan implementation, but in addition will have overall responsibility for the operation of the *Cork Area Strategic Plan Office (CASPO)*. Consideration should be given also to the establishment of an Advisory Panel to assist the Steering Committee in its work.



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These two structures broadly reflect the structures at this level after the 1992 LUTS review. Beyond this, however, it is considered of prime importance to the effective implementation of the Plan that a *Cork Area Strategic Plan Office* be established, along the lines set out above. In summary, its main roles would be:

- £ Monitoring implementation of the Plan.
- £ Facilitating the planning of major infrastructural projects, including transportation.
- £ Organising the establishment of the Monard 'Master Plan', including implementation of necessary arrangements for the establishment of an SDZ in Monard (and/or elsewhere, if, after study, this option is decided upon).
- £ Organising the appropriate financial instruments for the successful implementation of the Plan, including Public Private Partnerships, serviced land initiatives etc.

The office would be staffed full-time by officers from the two local authorities, and staff from other agencies as and when required.

The issue of a Borough Boundary Extension has been raised by elected members of Cork City Council. An extension of the City is, however, not seen as an available option in the administration of the strategy

set out in this study. Consideration of the boundary issue is independent of the Cork Area Strategic Plan. Cork City Council has indicated that the matter will be subject to a separate report. It is mentioned in this chapter on implementation for the purposes of clarification only.

The establishment of these structures does not preclude their subsequent amendment when circumstances warrant it.



Figure 4.2 Overall Implementation Structure



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4.4 Funding

The Public Sector Funding Regime

The Department of Finance has overall responsibility for the financial planning of the Irish State. This remit covers current and capital receipts and payments. Overall planning is carried out within the framework of periodic *National Development Plans* (NDP), which cover 7-year planning horizons. The current NDP covers the period 2000–2006.

Within the NDP period, the finances are managed through the annual Book of Estimates, which are provided for by the Oireachtas by way of separate votes. The annual planned capital investment programme of each Government Department is set out in the Public Capital Programme, which is included in the Book of Estimates.

The Department of Finance is responsible for identifying the financial consequences of all proposals put before the Government. The Department of Finance sanction for projects may be specific (in relation to one-off proposals), or delegated (general sanction to deal with clearly defined cases without further recourse to the Department of Finance). For public / private partnership (PPP) projects, Department of Finance sanction should be delegated to the sponsoring Department or the NRA.

The National Development Plan (2000–2006), published in 1999, envisaged €51.4 billion of public investment. More than €14 billion of this investment will be in the roads, water and transport sectors.

The National Development Plan is given effect through separate Operational Programmes that are approved by the European Commission. The Economic and Social Infrastructure Operational Programme (ESIOP), which contains the bulk of infrastructural investment under the NDP covers national roads, public transport, water services, housing and health, as well as coastal erosion and sustainable energy measures. While most of the funding for the programme comes from Government sources, over €1.4 billion will be provided by the EU in the form of ERDF and Cohesion Funding. The Operational Programme also targets private funding of €2.2 billion under Public Private Partnership arrangements, mainly in national roads and water services. Other infrastructural investment under the NDP, including non-national roads, rural water supplies, solid waste management and urban and village renewal, have been provided for in the S&E and BMW Regional Operational Programmes.

Table 4.1 **National Development Plan Funding Allocations**

All amounts in €million, 1999 prices.					
Programme	Roads	Water	Transport	Other	Total
Economic and Social Infrastructure	5,969	3,168	2,837	10,388	22,362
Employment and Human Resources				12,562	12,562
Productive Investment				5,725	5,725
S&E Regional Programme	1,140	160		2,491	3,791
BMW Regional Programme	891	372		1,635	2,898
CAP Regional Programme				4,324	4,324
Peace				127	127
Total Funding Allocation	8,000	3,700	2,837	37,252	51,789
PPP funding	1,270	127	381	571	2,349
EU funding	782	537	245	4,383	5,947
State / Other Funding	5,948	3,037	2,211	31,820	43,016

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Key Sources of Public Sector Funding

Public Sector funding is channelled through to individual projects through a variety of programmes. In general terms, this form of finance may be:

- £ Allocated directly from central government.
- £ Awarded by local councils from their allocated annual budget. or
- £ Awarded from European Union funds under the numerous funding initiatives.

Different government departments have overall responsibility for projects in the particular project areas, for example:

Sanitary Services

The Department of the Environment and Local Government has responsibility for delivery of environmental services, including Water Supply, Waste Water Treatment and Management and Rehabilitation of the Networks. A summary of the investment programmes under the ESIOP for these services is set out below.

Under the *Waste Water Treatment Measure* a total investment of €1.66 billion is planned in new collection, treatment and disposal systems with 245 schemes to be completed by 2006. This also caters for the up-grading of existing infrastructure.

Under the *Water Supply Measure*, a total investment of €579 million is planned for additional water treatment and distribution capacity, with 90 schemes scheduled for completion by 2006. This also caters for the replacement of lead mains.



Under the *Management and Rehabilitation of Infrastructure Measure*, a total investment of €862 million is planned for water conservation and leakage reduction, and rehabilitation of the water and waste water network rehabilitation. Sixty schemes are due to be completed by 2006, and funding is also provided for improved management systems, and training for local authority staff in order to maximise the effectiveness of improved infrastructure.

Transport

The Department of Public Enterprise has responsibility for delivery of public transportation services. Total investment of €3.05 billion is planned under the ESIOP, in two measures, of which the *Dublin Transport Measure* requires a total investment of €2.1 billion. This budget has since been elaborated in order to underpin the DT0's "Platform for Change" Strategy published in late 2000.

Under the *National Public Transport Measure*, a total investment of €978 million is planned with the targeted uses being the up-grading of mainline rail, 490 km of line replaced, upgrade of station facilities, purchase of additional rolling stock, up-grading public transport in Cork, Limerick and Waterford, 110 new City buses, upgrading rail services in Cork and Park and Ride facilities. There is also provision for up-grading bus services in rural areas and improvement of access to services for disabled people.

The *National Roads Authority* (NRA) has responsibility for planning and supervision of construction and maintenance of the national roads network, while local authorities are responsible for regional and other roads. Total investment of €6.75 billion is planned under the ESIOP, including the development of five major inter urban routes by 2006, major improvement works on other national primary routes, completion of the M50 and the Dublin Port Tunnel and improvement of national secondary routes.

Cork Docks Redevelopment

The Department of the Marine and Natural Resources has primary responsibility for investment in the Port of Cork. However, the developments being proposed would not fall under the remit of this Department, and the various options for progressing the Docks project are discussed in the late sections of this chapter.

Scope for Private Sector Involvement

In recent years, there has been an increased level of private sector interest in investment in infrastructure. In Ireland, Government policy has decided that in suitable circumstances, private finance should be used in the financing of infrastructure projects in order to accelerate the capital programme and contain project risk efficiently. At the same time, the funds available from the EU have diminished necessitating the utilisation of alternative sources of finance.

Sanitary Services

In general, the considerations that will shape the selection of a preferred form of Public Private Partnership for projects in the water services sector include the size and scope of the project (including its operational content), the ability to apply user charging and the extent of risk transfer required.

Water supply and waste water headworks are likely to be very suited to Design Build and Operate (DBO) and Design Build Operate and Finance (DBOF) contracts. They may also be suited to concession contracts where there is an opportunity to introduce user charging. However, water supply and waste water facilities are considered to be less suited to Design and Build (DB) contracts as the public sector would retain the risks associated with operating increasingly complex treatment processes, without having had a role in the design of those processes.

On the other hand, the construction of water supply or waste water networks in Ireland is unlikely to be suited to the Public Private Partnership approach due to the poor level of information on the extent, composition and performance of existing networks. The construction, upgrading or on-going maintenance of networks are likely to give rise to a significant amount of risk due to the lack of basic data and as a result this risk is likely to be best retained by the public sector at this time. A limited form of Design and Build project, with performance targets, may be possible and indeed has been tested as part of the *Water Conservation Investment Programme*.

The *Serviced Land Initiative* is designed to open up land for residential development by facilitating sanitary services, roads and other infrastructure. The Government contributes about 40 per cent of the project costs, with local authorities contributing 60

per cent of the cost (mainly from development levies). There may be scope to extend this initiative to help address the strategic infrastructure gap.

Transport

The scope for private sector involvement in projects in the transport sector has been greatly increased by the publication of a *New Institutional and Regulatory Framework for Public Transport* (August 2000) by the Minister for Public Enterprise. This paper provides the broad framework for institutional and regulatory changes to be introduced. These changes are outlined below:

In relation to the bus transport system the Government proposes to implement the following new institutional arrangements:

- £ Bus Átha Cliath and Bus Éireann will be established as separate independent companies and the existing geographical restriction on their area of operation will be removed.
- £ The State will divest itself of ownership of at least one of the bus companies. This is likely to be Bus Átha Cliath.
- £ Further legislation will be drafted and enacted by 2002 which will provide for the transfer of Bus Átha Cliath to the private sector.
- £ Franchising the core network will begin in late 2003/early 2004.

In relation to the rail transport system the Government proposes to implement the following new institutional arrangements:

- £ Iarnród Éireann will be divided into two independent companies – one responsible for the railway infrastructure and the other responsible for the operation of railway services.
- £ The railway infrastructure company will remain in State ownership. Consideration will be given at a later stage to transferring ownership of the company responsible for the operation of some or all railway services.
- £ Consideration is to be given in the longer term to franchising the maintenance of the railway infrastructure.

In relation to roads, a total of eleven schemes in the National Roads Improvement Programme have been identified by the NRA for development as DBOF contracts, and a further three schemes as DB contracts. The DBOF contracts are expected to have a long term concession period, in the order of 30 years, during which the concessionaire can recoup the large construction and on-going operation costs by the collection of tolls.

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Cork Docks Redevelopment

The future of the Port of Cork revolves on two interdependent proposals on the future relocation of the ports' activities to Ringaskiddy and the alternative land use of the upstream vacated site. The Port of Cork has a significant interest in the success of the future development of the City Docks. While a direct role in this development is outside of the remit of the Port Authority, it can enter into arrangements with private sector developers whereby the Port of Cork can benefit in the future. The level of return anticipated from these developments will influence the level of debt, equity and grant support required to finance the future activities of the Port of Cork. However, options are limited because the Port of Cork owns little land with development potential.

In considering the funding options for the development of the vacated port site, the two most important determinants will be non-financial. These are:

- £ Co-ordinated planning - All providers of finance, whether debt, equity or grant will want to ensure that there is a well developed and integrated Plan for the area, through which the objectives of their investment are capable of being met.
- £ Certainty - Funders will wish to see a degree of commitment in relation to the implementation of the Plan. This includes commitment in relation to transport links and other infrastructure development, as well as policy commitments in areas such as housing and industrial development, housing and taxation policy.

Other important issues to be dealt with in assessing the funding options for the vacated City Docks include:

- £ Sponsoring Authority - The development of the vacated land sites may be best served if it is sponsored by a single agency, such as the Dublin Docklands Development Authority in Dublin.
- £ Land Acquisition - A co-ordinated approach will be required in order to create land bundles.
- £ Cross Subsidy - The Port of Cork may require funding to finance its activities. The ability of the vacated lands site to meet these funding needs will need to be assessed, although this may be limited given the Port of Cork's limited land holding at City Docks.
- £ State Support - The State can provide financial and other support through industrial policy, tax policy and grant assistance. The level of support required, and optimal delivery mechanisms need to be established at an early stage.
- £ Control of Process - The development process should be programmed so that the area is integrated into the wider City development.

Potential for PPP

There is considerable potential for a PPP approach to be taken to the broad projects identified in this Plan. There is already precedent in Ireland for using this approach, and these and other PPP possibilities are highlighted below.

Sanitary Services

The Department of the Environment and Local Government has approved over 20 projects to be





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procured using the PPP approach as DB, DBO or DBOF contracts. Among these approved projects are the Blarney/Mallow/Fermoy Grouped Scheme (DB), the Cork (Treatment) Main Drainage (DBO) and the Cork Water Supply (Lee Road Waterworks) (DBO) projects. There are now many organisations in Ireland with either direct or indirect experience of bidding for and implementing PPP contracts. Much of the experience of indigenous contractors and operators is in the area of DBO contracts, whereas international contractors and operators are experienced in the application and use of private finance. Very few Irish banks have direct experience of financing projects of this nature, and so (where appropriate) they are likely to use advice and experience of their sister companies in the UK to enable them to participate in the market.

Overall, there is a high level of interest in the refurbishment of water headworks. This is a reflection of the view that PPPs will be used to implement a large proportion of public infrastructure projects in future years, and the desire of private sector companies to develop their credentials and establish a strong market position as soon as possible.

Private sector companies have expressed concern at the number of individual schemes that are currently being taken forward by local authorities. Some are of the view that the market is likely to become saturated, and that later projects may have difficulty finding and attracting credible private sector contractors that have the remaining capacity to tender for and implement further projects. To remedy this, local authorities should consider bundling schemes (both within and between local authorities) to increase the size and attractiveness of projects and to reduce the number of projects out to tender at any one time.

Transport

The removal of restrictions will offer opportunities for private bus operators to compete on the routes. Equally, the separation of Iarnród Éireann into two independent companies presents opportunities for the provision of rail infrastructure and associated services. There has already been a considerable amount of activity among private transport companies in assessing the opportunities in Ireland, and the Department of Public Enterprise is developing a framework to allow for their participation.

Interested Irish companies are likely to include companies that are currently within the CIE group, as well as existing private bus operators. Foreign companies are also likely to be interested. It should be noted that many UK operators are currently seeking other opportunities, in order to defend against the possibility of failing to retain existing franchises.

It is also important to be aware of the commercial development potential of the train stations in terms of commercial / retail / residential developments. The development of these facilities using a PPP approach may change the net cost of the transport infrastructure. A co-ordinated approach to planning could well impact on the commercial development potential of these sites.

In relation to potential new roads projects, a North West Link including the bridge over the River Lee, or either of the indicated two new road bridges over the River Lee to Docklands may lend themselves to a PPP approach involving finance, where some of the cost of the projects might be recouped from toll charges.

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Cork Docks Redevelopment

Experience in Temple Bar, Custom House Dock and Dublin Dockland has demonstrated that the private sector can be steered to deliver public sector strategic planning objectives where a co-ordinated and integrated approach is taken to planning. This has often involved a degree of pump priming on the part of the public sector development agency, in order to ensure that the necessary transport, communications, environmental services and other utilities infrastructure are in place.

The use of this approach may be adapted for the Cork Docks Redevelopment by using schemes such as the *Serviced Land Initiative* (SLI), which links the provision of the infrastructure with the development proposals. Under the SLI, the Department of the Environment and Local Government contributes to the cost of infrastructure within the development. A further important consideration is the arrangements that developers can come to with the Port of Cork, which will cater for some of the future funding needs of the Port of Cork.

Summary

The current *National Development Plan* (NDP) covers the Tranche 1 implementation period (2000–2006). The authorities will be able to apply for funding (or part funding) for sanitary services and transport under the following NDP measures:

- £ Waste Water Treatment Measure.
- £ Water Supply Measure.
- £ Management and Rehabilitation of Infrastructure Measure.
- £ National Public Transport Measure.

Improvements and new construction of National and Primary and Secondary Routes come under the remit of the National Roads Authority's programme to 2006, which has an extensive budget.

There is considerable scope for private sector involvement in the implementation of the Plan: in



the provision of sanitary services; roads and public transport; and in the delivery of the Docklands and other major new developments. Also, it is Government policy that private finance should be used in the financing of infrastructure projects to accelerate the programme and contain risk. As a result all major projects should be progressed and packaged in a manner that will be attractive to the private sector. Preferred options for private sector involvement should be agreed at an early stage in implementation.

4.5 Monitoring

This strategy document contains baseline assessment data providing a current profile of the state of the Cork economy. The data have been projected forward on the basis of best available information at this current time. To keep policy well informed it is important to maintain and update these data on an on-going basis. In order to monitor the progress of the strategy we have set out below a series of indicators against each of the principal policy objectives.

There has been a substantial growth, even proliferation, in the use of indicators across a wide range of public service and economic activities. Indicators for health, education, 'Best Value Indicators' and Sustainable Development Indicators are just some that have entered the policy lexicon in recent years. The increasing use of indicators to measure policy progress is welcome, but care should be taken that they do not become an end in their own right. "Indicators are signals. They are tools to simplify, measure and communicate success" Indicators need to be both appropriate and measurable.

To be appropriate they must accurately reflect the policy objectives that Cork City Council and County Council, together with their partners, are trying to achieve.

To be measurable requires that the data be available, either through existing published sources or readily collected or compiled from information that is not yet used for this purpose. Bespoke data collection and survey is also possible, though this is expensive. Being measurable also requires that the data are available at both the frequency and level of spatial disaggregation required. There are a number of other characteristics that make for good indicators:

- £ Acceptability - The indicators must be accepted by those who will use and apply them and ultimately be judged on them. The framework and work already in train through the United Nations has been adopted here.

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indicators a secondary set of indicators can be developed, which provide a greater qualitative depth and wider range of information. These can be monitored and reviewed at a more technical level to inform progress and development of the strategy.

4.6 Next Steps

In summary, the next steps for implementation are as follows:

- £ To progress a place marketing initiative.
- £ To ensure that the Strategic Plan informs and is reflected in the Retail and Housing Strategies; the City and County Development Plans; and the City and County Development Board Strategies.
- £ To put in place the proposed institutional arrangements.
- £ To prepare Action Area Plans, and technical and financial feasibility studies.
- £ To tap into the National Development Plan for Tranche 1 part-funding and to progress and package major projects with a new to private sector involvement.
- £ To improve partnerships and networking with a view to efficient implementation and effective place marketing.
- £ To commence monitoring immediately.
- £ To establish a benchmark baseline for selected indicators.

- £ Availability - The data must be either easily available from existing sources or be easily collected for the specific purpose.
- £ Limited in Number - Indicators have been linked to a few headline measures in order that they can be widely usable for policy-making purposes. This attempts to provide a focus for the large number of potential indicators.
- £ Comparability - Comparability implies like for like comparisons. This goes beyond standardisation of indicators and definition. It includes collection, collation and reporting methods. It is important to develop definitions and methods which are theoretically sound, practically feasible and above all consistent across measure and place.
- £ Clarity - A further quality, particularly where an indicator is being used to define eligibility is that of clarity. An indicator should be simple and unambiguous. The current criteria for Objective 1, eligibility, is a good example of clarity in an indicator. The allocation is to the poorest regions as measured by GDP per capita and the decision making process is both transparent and beyond question. This is a strength, although the criticism of simple indicators is often that they fail to identify complex issues. But the simplicity of the indicators, which is a strength, also has a corresponding weakness in that it does not necessarily target the areas of greatest need.

Selected Indicators

One, or in some cases, two key monitoring indicators have been set out against each of the identified policy objectives, which have been classified under each of the seven key goal themes. The indicators are designed to enable progress against each of these objectives to be monitored. At this stage, no targets against which to measure progress have been set, apart from their obviously directional nature. Examples of the types of indicators might be, say, inward investment as a minimum proportion of the Irish total, or increase year on year by x per cent; that the unemployment rate in the worst ward is no more than twice that in the best; or that investment in new public transport averages €xm over five years (always allowing for the fact that financial indicators must also be proven as efficient and cost effective).

These are not the only indicators that matter, nor should they become the end in their own right. They are designed as headline indicators to provide a manageable number at the strategic level. As with the strategy itself they should be monitored and reviewed to ensure they are providing the right direction for the strategy. Beneath these headline

Table 4.2 Monitoring Framework

Goals	Policy Objectives	Monitoring Indicators
(1) Economic growth Create a highly competitive quality location so as to facilitate the growth of an innovative and advanced (but balanced and robust) economy.	01. To promote an innovative, advanced, high value-added and high wage economy 02. To retain a robust, well balanced economic structure 03. To create an internationally oriented and highly competitive location	I1. GDP I2. Employment by sector I3. Inward Investment
(2) Social inclusion Promote social inclusion (especially within Metropolitan Cork) by improving access to public transport, education and jobs.	04. To create access to employment opportunities for the most disadvantaged members of the community 05. To improve access to facilities and services, including education, health, community services and utilities	I4. Unemployment Rates by Ward, long term unemployment I5. Nos. of people more than 30 minutes from Education, Health and other facilities; % of students staying on to third level education
(3) Environment Enhance the environmental quality and landscape setting of the Cork sub-region, minimise impacts on ecologically sensitive areas and on built heritage and cultural landscapes.	06. To minimise impact on ecologically sensitive areas 07. To minimise impact to cultural heritage, character and setting of the City, towns and villages 08. To promote the sustainable use of resources 09. To minimise the effects on rural landscape character 010. To ensure ready access to open space and natural landscape	I6. Loss of agricultural/woodland/ natural conservation areas I7. No. of buildings listed I8. Waste arising and management I9. Annual percentage change in Land Use type I10. Proportion of the population that live within 1km of an open or green space
(4) Balanced spatial development Include the City, its satellites, Ring Towns and rural settlements as part of a balanced settlement system with all levels of development in accordance with varying economic potential.	011. To deliver equivalent benefits to the entire area 012. To locate appropriate economic activity in smaller settlements or centres 013. To avoid excessive routine commuting 014. To create a polycentric location pattern within Metropolitan Cork	I11. Difference in unemployment rates between best and worst; Nos. of people more than 30 minutes from education, health and other facilities I12. Employment change by centre I13. Average journey to work length in kms I14. Ratio of employment in centre to centre; housing completions by type and centre

Table 4.2 **Monitoring Framework** (contd.)

Goals	Policy Objectives	Monitoring Indicators
(5) Urban renewal Recognise the City as the heart of the sub-region. Promote a high level of economic activity in the City centre and ensure that the housing stock and urban services retain their attractiveness in general balance with the suburbs. Synthesise urban renewal with conservation of historic form and character.	015. To promote the City centre as the major area of comparison shopping, services and culture in the region 016. To promote regeneration of run-down urban areas 017. To provide high quality public transport to reinforce the role of the City centre	I15. New retail floorspace in City centre I16. No. of new residential dwellings, improvements to existing dwellings, sq m of commercial floorspace built in priority areas I17. New public transport investment
(6) Transportation Maximise the use of fully accessible public transport by co-ordinating building form, use and density with high quality bus and train services as well as regulating cars and other traffic. Promote walking by improving the pedestrian environment.	018. To ensure the provision of a well functioning, integrated public transport system 019. To ensure the provision of a defined standard of the public transport, at reasonable cost 020. To ensure the timely and cost effective delivery of the accelerated investment in infrastructure 021. To reduce car dependency	I18. No. of passengers I19. Journey time and reliability through customer satisfaction surveys I20. New public transport investment I21. Mode share for access trips to designated centres
(7) Infrastructure Minimise the cost of providing water, sewerage, electricity, gas and telecommunications services to the population.	022. To maximise the use of existing infrastructure 023. Minimise the cost of new service provision and operation	I22. % of capacity use of existing infrastructure I23. Cost per unit of new provision

