

Proposed Variation No. 7

**Facilitate housing provision at Bessboro Road, Mahon;
Sunview, South Douglas Rd.; Westside, Model Farm Road;
and the Former Bolands Mills, Old Mallow Road**

Variations undertaken using powers provided in Section 13 of the
Planning and Development Act 2000 (as amended)

31st October 2019



**Planning Policy Section
Strategic and Economic Development Directorate**

Proposed Variation No. 7 to the Cork City Development Plan 2015-2021:

Facilitate housing provision at Bessboro Road, Mahon; Sunview, South Douglas Rd.; Westside, Model Farm Road; and Former Bolands Mills, Old Mallow Road.

Introduction

Cork City Council proposes to make a variation to the Cork City Development Plan 2015 - 2021 under Section 13 of the Planning and Development Act, 2000 (as amended). The purpose of the proposed variation is mainly to facilitate the provision of social housing. The proposed variation consists of material changes to the Cork City Development Plan 2015 – 2021. The individual sites are set out as follows:

7(a) and (b), Bessboro Road, Mahon

It is proposed to change the zoning of 5.38ha of land at, Bessboro Rd., Mahon, from “Business and Technology” which has the stated objective: “to provide for high technology related office based industry,” to “Residential, Local Services and Institutional Uses” with the stated objective: “To protect and provide for residential uses, local services, institutional uses, and civic uses, having regard to employment policies outlined in Chapter 3.”

7(c) Sunview, South Douglas Rd.

It is proposed to change the zoning of 0.456ha of land at Sunview, South Douglas Road, from “Sports Grounds” which has the stated objective: “To protect, retain and enhance the range and quality of sports facilities and grounds” to “Residential, Local Services and Institutional Uses” with the stated objective: “To protect and provide for residential uses, local services, institutional uses, and civic uses, having regard to employment policies outlined in Chapter 3.”

7(d) Westside, Model Farm Road

It is proposed to change the zoning of 0.25ha of land on Model Farm Road, (former *Melbourne Motor Centre* car showrooms) from “Business and Technology” which has the stated objective: “to provide for high technology related office based industry,” to “Residential, Local Services and Institutional Uses” with the stated objective: “To protect and provide for residential uses, local services, institutional uses, and civic uses, having regard to employment policies outlined in Chapter 3.”

7(e) Former Bolands Mills, Old Mallow Road

It is proposed to change the zoning of 1.55ha of land on Old Mallow Road, (former *Boland Mills* site) from “Light Industry and Related Uses” which has the stated objective: “to provide for light industry (and related uses)” to “Residential, Local Services and Institutional Uses” with the stated objective: “To protect and provide for residential uses, local services, institutional uses, and civic uses, having regard to employment policies outlined in Chapter 3.”

Background

National and Regional Context

There is an urgent need to increase housing supply in the Cork Metropolitan area and in particular in the Cork City Council area. As such it is imperative that suitable brown field and infill sites that may accommodate sustainable social and other housing projects, be made available. *Rebuilding Ireland Action Plan for Housing and Homelessness*, was published in July 2016 and seeks to address the complex supply and demand issues in the housing crisis. It aims to provide 47,000 additional social housing units nationally, over a six year period, to meet social housing supply requirements. In efforts to meet targets for the delivery

of social housing schemes, Cork City Council (CCC) has identified a number of small scale sites with potential for residential development but where the current zoning status prohibits same.

Project Ireland 2040 the National Planning Framework (NPF) is the Government's high-level strategic plan for shaping the future growth and development of Ireland to 2040. It is a framework to guide public and private investment, to create and promote opportunities for people, and to protect and enhance the environment - from our villages to our cities, and everything around and in between. The framework supports ambitious growth targets to enable the four cities of Cork, Limerick, Galway and Waterford to each grow by at least 50% to 2040. It is envisaged that the population of Cork City and Suburbs will increase by 105,000 - 125,000 people (to a total of at least 315,000 people) by 2040. In order to achieve compact growth it is aimed to target a greater proportion (40%) of future housing development to be within and close to the existing 'footprint' of built-up areas. In order to achieve this, it is aimed to make better use of under-utilised land and buildings, including 'infill', 'brownfield' and publicly owned sites and vacant and under-occupied buildings, with higher housing and jobs densities, better serviced by existing facilities and public transport. National Policy Objective 3b aims to deliver at least half (50%) of all new homes in the five cities and suburbs of Dublin, Cork, Limerick, Galway and Waterford, within their existing built-up footprints. Preparation of a new Cork City Development Plan will commence in early 2020 which will fully address this requirement; this variation is an interim measure to help deliver social and other housing on a number of small to medium scale sites.

Local Context

The five sites are all serviced brownfield or infill sites within the existing built-up area of the city and therefore meet the criteria set out in the NPF and would help the City Council achieve its targets set out under the NPF, particularly in relation to social housing. The Core strategy of the City Development Plan makes reference to national and regional policies and in particular specific goals are set out to demonstrate how it is proposed to implement these policies. Goal 1 sets out the requirement to "increase population and households to create a compact sustainable city." Goal 4 also sets out the requirement to "promote sustainable modes of transport and integration of land use transportation. It is considered that the proposed zoning variation of the sites for residential use would accord correctly with the requirements of these goals. Furthermore the sites are considered to be within close proximity to existing public transport routes and networks, are located close to established services and community centres and are also located in areas where there is a stated deficit in existing social housing provision for that specific area. Four of the sites are zoned as existing Business and Technology use, are located adjacent to existing residential sites and are currently vacant/unoccupied. The site in Sunview is a former private pitch and putt club which is no longer in use. Previous to its use as a pitch and putt course the site was used as a large private rear garden area associated with the main dwelling on site. The site is also located in an established residential area.

Estimated yield for the sites

The sites, which total 7.64ha in area, have a total potential yield of 370 residential units, based on estimates of capacity provided from the Housing Directorate, subject to planning processes, (apart from 7(b) which has planning permission):

- Site 7(a) 51 units
- Site 7(b) two Planning Permissions have been granted for a total number of 201 units
- Site 7(c) 25 units
- Site 7(d) 36 units
- Site 7(e) 57 units

Adjoining Cloverhill Court, Bessboro Road, Mahon (7a)

The proposed site of 1.0ha is situated on the Bessboro Road in the south eastern suburb of Mahon, Cork City and is now in the ownership of Cork City Council. The site consists of an existing floor slab and substructure from a demolished industrial unit and is zoned as 'Business and Technology' in the Cork City Development Plan. The site is vacant at present with an existing residential area located adjacent to the northwest of the site and existing business and technology buildings in place to the south, the north east and the south west of the site. The site is bounded by 'Business and Technology' zoned lands to the north east, south east and the east and 'Residential' and 'Greenfield' land to the northwest.

Bessboro Road, Mahon (7b)

It is proposed to include additional land of 4.38ha adjacent to site 7(a) to be rezoned for residential use. These lands consist of two sites which have received planning permission for the construction of residential developments by way of a material contravention process supported by Council. Both of these sites like site 7(a) are currently also zoned as 'Business and Technology'. One of these residential sites is under construction and is nearing completion. The sites are located in what is defined as the Bessboro Residential Neighbourhood as set out in the current Mahon Local Area Plan (MLAP). The future medium to long term vision/concept for this area as set out in the LAP is that a new residential neighbourhood will be developed over time on the sites of vacant or underutilised employment uses. Sites 7(a) and 7(b) are located in this area and it is considered that the proposed variation would be in line with and support the future vision for this area to develop as a largely residential neighbourhood. It is therefore considered that it would be appropriate to change the zoning as proposed to match the permitted use. The additional land is highlighted below.

Figure 1. Existing land-use zoning subject to the proposed Variation



Figure 2. Proposed Amendment to land-use zoning (7(a) and 7(b))



Sunview, South Douglas Rd. (7c)

The proposed site of 0.46ha is situated on the South Douglas Rd. to the south east of the centre of the city. The site is host to an existing 2 storey detached dwelling which fronts on to the public road to the south. To the rear is an extensive area of green space that was used previously as a pitch and putt golf course. The site is surrounded on three sides by existing residential development whilst the main public road adjoins the southern side of the site. Bus routes and cycle lanes service the main road are adjacent to the south of the site. Shopping and services are also located within a close walking distance to the site.

The proposed rezoning would generally be consistent with the policy objectives set out in Chapter 6 of the City Development Plan. The rationale for the proposed rezoning relates in particular to the provision of social housing in the Douglas area and it is considered that this rationale is consistent with housing policies set out in Chapter 6. It is noted that Objective 11.9 of the CDP requires that there will be a general presumption against the loss of land zoned as sports grounds for development purposes. However, it is considered that given the current economic climate, the shortage of social housing and the fact that the site is no longer in use as a pitch and putt club that the proposal to rezone this site has merit. Previous to its use as a private pitch and putt course the site was used as a large rear garden/open space associated with the dwelling on site. The site is well served by nearby amenities, employment hubs, retail & access to public transport.

Figure 3. Existing land-use zoning subject to the proposed Variation



Figure 4. Proposed Amendment to land-use zoning 7(c)



Westside, Model Farm Road (7d)

The proposed site of 0.25ha is situated on Model Farm Road in the south western suburbs of the city and is now in the ownership of Cork City Council. The site is currently vacant and was previously used as a car sales showroom with associated service areas, which has now relocated. Planning permission was granted through the material contravention procedure (TP reference number 17/37469 relates) for 30 residential units on site. An urgent need for social housing has been identified in the area. There are existing housing areas located adjacent to the site. The site is located along an established public transport corridor and is close to existing facilities and amenities such as Bishopstown Park, CUH and CIT.

Figure 5. Existing land-use zoning subject to the proposed Variation



Figure 6. Proposed Amendment to land-use zoning 7(d)



Former Bolands Mills, Old Mallow Road (7e)

The proposed site of 1.55ha is situated on the former Boland Mills, Old Mallow Road in the north central suburbs of the city and is in third party ownership. There are industrial units on site. It is proposed to demolish the existing buildings on site and construct 57 residential units in 11 blocks over 2/3 storeys as part of the redevelopment, which would be through the competitive dialogue process purchasing the land from the third party. There is a substantial shortfall in the available stock of social housing to match need in the Blackpool area of the city. The site is located within the existing built-up area of the city and is within a 10 minute walk of services such as a convenience store and petrol station and an Entertainment Centre. It is within a 5 minute walk of a bus stop on Old Mallow Road with access to the city centre. Blackpool Shopping Centre is also easily accessible by foot or bicycle.

Figure 7. Existing land-use zoning subject to the proposed Variation

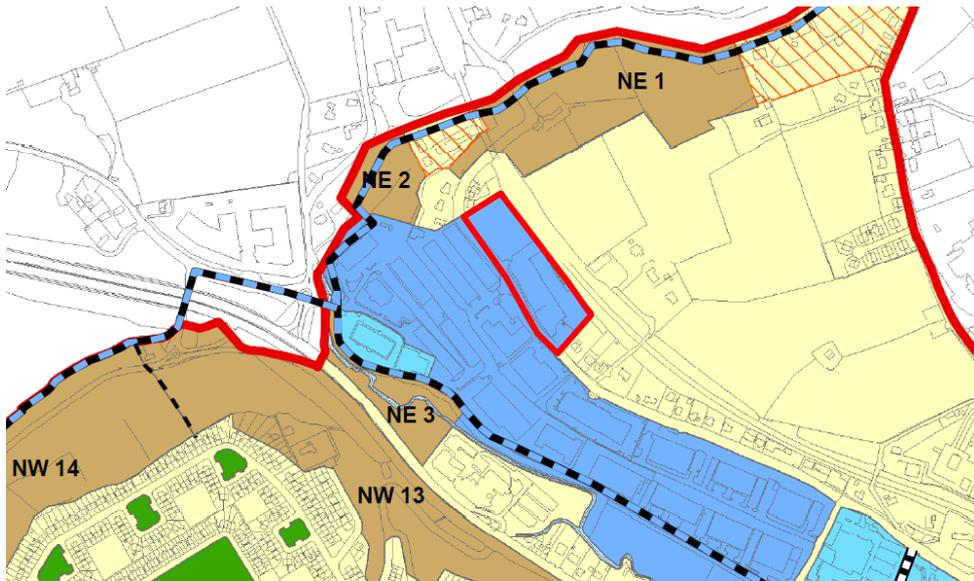
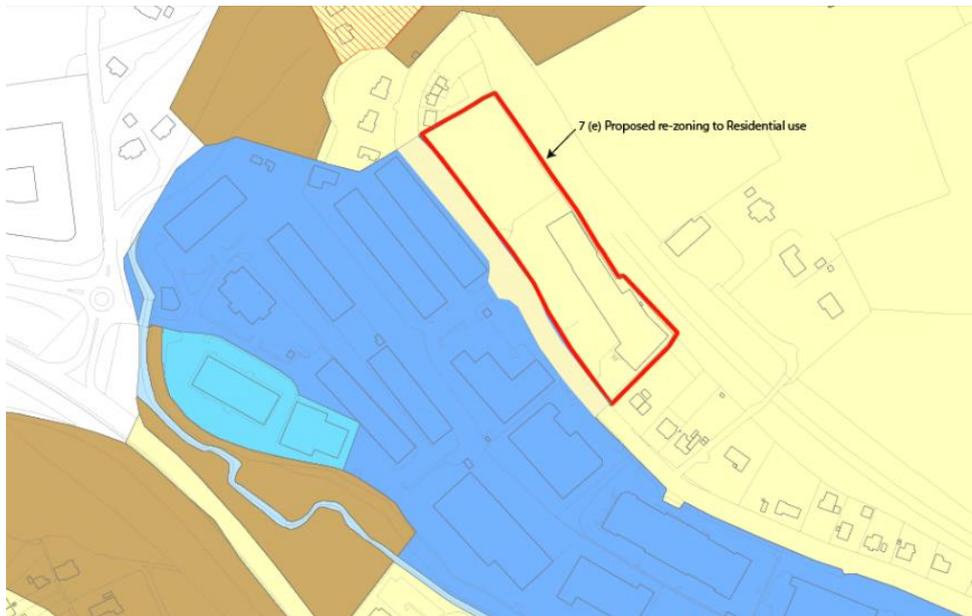


Figure 8. Proposed Amendment to land-use zoning 7(e)



Proposed Amendments

The proposed variation will consist of amendments to the land use mapping set out in Volume Two of the City Development Plan. The proposed new zoning for each site as stated above will be “Residential, Local Services and Institutional Uses”. Specifically the proposed amendments will be to Map 4 North Central Suburbs Objectives (page 5), Map 6 South Eastern Suburbs Objectives (page 7), Map 7 South Central Objectives (page 8) and Map 8 South Western Suburbs Objectives (page 9).

Conclusion

In conclusion it is considered that the proposed variation would facilitate an orderly redevelopment of the subject lands for social housing/residential uses and related uses as per the residential lands that are adjacent to all sites. The proposed variations would also accord with National, Regional and local planning policies. In particular the sites are located within existing built up areas (specifically brownfield and infill sites) and would be located

adjacent to or close to existing public transport links, cycle links and local community services and centres. If adopted, the proposed variations would help cater for social housing need in the particular areas as well as providing a degree of more consistent and cohesive land development uses.

It is recommended that the Variation be issued for public consultation, after which a Chief Executives report and recommendation on issues arising in the public consultation will be submitted to Council for consideration

Appendix: Planning History

7(a) Cloverhill Court, Bessboro Road, Mahon

Planning Reg. No. 17/37349

Planning permission was granted for residential development on site which is subject to the material contravention process under Section 34(6) of the Planning and Development Act (as amended). This permission was an outline planning permission for the development of 35 No. units.

Planning Reg. No. 14/36190

Decision to grant planning permission for the construction of a depot incorporating a tank washing facility, ancillary office and staff facilities, boiler house, an enclosed lorry wash, parking areas, drainage and landscaping and all associated site works. This decision was appealed to ABP and overturned. (PL 28.244483)

Planning Reg. No. 14/35919

Planning permission was refused for the construction of a depot, a tank wash facility with ancillary offices, storage and staff facilities, a truck wash, parking areas, landscaping, a new vehicular access, drainage works and all associated site works.

7(b) Bessboro Road, Mahon

Planning Reg. No. 17/37565

Permission granted for the construction of 66 no. residential units and all associated ancillary development works including vehicular access (including 2 no. entrances on to Bessboro Road), parking, footpaths, landscaping, drainage and amenity areas) The permission was granted subject to the material contravention process under Section 34(6) of the Planning and Development Act (as amended). This site is a former playing pitch/sports field. The residential development granted is currently under construction and is nearing completion.

Planning Reg. No. 18/37820

Permission granted for the demolition and removal of the existing warehouse/distribution building and associated structures and the construction of 135 no. residential units comprising 24 no. dwelling houses, 64 no. duplex apartments and a three storey apartment block (comprising 20 no. apartments) and a four storey apartment block (comprising 27 no. apartments). 1 no. crèche, provision for the relocation of 2 no. utility buildings (gas and electricity) and all associated ancillary site development works including vehicular access, parking, footpaths, landscaping, drainage and amenity areas.) The permission was granted subject to the material contravention process under Section 34(6) of the Planning and Development Act (as amended). Decision was appealed to ABP and upheld. The site and buildings are currently being used for warehousing storage purposes.

7(c) Sunview, South Douglas Rd.

Planning Reg. No. 16/36734

Outline permission was refused in 2016 for a residential development for the demolition of an existing habitable two storey dwelling and derelict structures incidental to the dwelling and the construction of 14 no. dwelling units consisting of 10 no. 2 storey houses and 4 apartments in two 2 storey blocks on a site of 4700sq.m., including 28 no. parking spaces together with a revised roadside boundary and entrance and associated site development works) This decision was appealed to An Bord Pleanála and upheld (PL28.246927).

7(d) Westside, Model Farm Road

Planning Reg. No. 17/37469

Permission granted through the material contravention procedure for: the demolition of the existing building and the construction of 30 no. residential units incorporating 10 no. duplex and 20 no. apartments, underground car park and all ancillary site works all at the site.

Planning Reg. No. 16/37044

Previous application withdrawn- for the demolition of the existing building and the construction of 30 no. residential units incorporating 10 no. duplex and 20 no. apartments (including 6 no. 2 bed duplex, 4 no. 3 bed duplex, 4 no. 2 bed apartment and 16 no. 1 bed apartments), underground car park and all ancillary site works.

Planning Reg. No. 16/37034

Permission granted through the material contravention procedure and by the Board on appeal for the demolition of existing warehouse and office building and construction of 63 student apartments (ranging from 2 - 8 bedrooms in each apartment) with common areas at each level and providing 348 student bed spaces in total. The accommodation is divided over 5 apartment blocks of 3,4,5 storeys together with staff accommodation including 1 no. 1-bed staff apartment, reception and management/staff office, recycling/refuse facility, storage, vehicular and pedestrian access, 172 bicycle spaces and 36 car parking spaces in an urban landscaped environment, at the Former O'Mahony Packaging Building, Melbourne Road.

Planning Reg. No. 11/34947

Permission refused to provide a new local retail centre at Block B, Melbourne Business Park, Model Farm Road, Cork, to include the modification and change of use of 8 no business/enterprise/light industrial units (permitted under 04/28971), to provide 1 no convenience retail unit (with ancillary alcohol sales) and 4 no retail service units; and all associated ancillary development works including car parking, storage, signage, landscaping and an extension to the existing bin store to form an additional bin and plant enclosure.

Planning Reg. No. 13/35852

Permission refused the amalgamation and change of use of 2 no. business/enterprise/light-industrial units (permitted under 04/28971), to provide 1 no. unit for fitness/health related use and all associated ancillary development works at Unit 10/11, Block B, Melbourne Business Park, Model Farm Road.

Planning Reg. No 12/35157

Permission refused for the change of use from business/enterprise/light-industry use permitted under 03/26870 (An Bord Pleanála Ref. 28.202800) to use as a veterinary clinic and all associated ancillary development works at Unit 6, Block A, Melbourne Business Park, Model Farm Road.

Planning Reg. No 10/34608

Permission granted for change of use from enterprise/business/light industry use permitted under 03/26870 (an Bord Pleanála ref 28.202800) to fitness/health related use and all associated ancillary development works at Unit 6, Block A, Melbourne Business Park, Model Farm Road (3 year temporary permission).

7(e) Former Bolands Mills, Old Mallow Road

16/36877

Planning permission granted for the change of use from warehousing to waste facility managing cardboard, plastic and small amounts of scrap metal and WEEE.

08/32794

Planning permission granted for the demolition of all existing structures and construction of 1 no. trade warehouse and 7 no. light industrial units with a gross floor area of 6634 m². The proposed development includes improvements to the existing entrance, the provision of an ESB substation, the erection of a totem sign at the entrance and all ancillary site development works.

08/32792

Planning permission granted to provide for a warehouse/distribution unit with ancillary offices. The proposed development will include the demolition of all existing structures and the construction of a 3 storey over basement parking building with a gross floor area is 8,594m². Access to the proposed development will be via a new entrance to the Old Mallow Road and the proposed development also makes provision for the erection of a totem sign at the proposed entrance and all ancillary site development works.



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