

Planning Department  
Tipperary County Council  
Civic Offices  
Clonmel  
Co. Tipperary

11<sup>th</sup> September 2023  
[By Electronic Submission]

### **SUBMISSION TO THE DRAFT *Clonmel Local Area Plan 2024-2030***

Dear Sir/Madam,

#### **1.0 INTRODUCTION**

#### **1.1 Purpose of this Submission**

Tom Phillips + Associates, Town Planning Consultants, has been appointed by [REDACTED], to prepare this submission in respect of the Draft *Clonmel Local Area Plan 2024-2030*.

This submission principally focuses on the restrictive provisions surrounding nursing home developments on lands proposed to be zoned for 'E-Employment' within the Draft *Clonmel Local Area Plan 2024-2030*. In our view, due to the economic benefits and continuing demand for nursing home/elderly care facilities in Ireland, and the associated support at national and regional planning policy level, 'Retirement/Nursing Home'<sup>2</sup> should be Open for Consideration (rather than 'Not Normally Permitted') on lands zoned 'E-Employment' in the *Clonmel Local Area Plan 2024-2030*.

Our client, [REDACTED], is a property development and investment company who have been, and continue to be, instrumental in the delivery of significant employment floorspace throughout Ireland. [REDACTED] is committed to ongoing investment within Clonmel and welcomes the visions for the settlement as set out in the Draft *Clonmel Local Area Plan 2024-2030*.

Firstly, this submission outlines that there is a high demand for nursing home developments based on demographic trends alone. It is evident that there is likely to be a significant undersupply of nursing home bed spaces in Ireland in the medium term, and therefore within Clonmel and its wider hinterland. We also demonstrate that the *National Planning Framework – Project Ireland 2040*, the *Regional Spatial and Economic Strategy 2019-2031* for the Southern Regional Assembly and the *Tipperary Development Plan 2022 – 2028* provide continued support for the provision of housing and care for the ageing population, including in Clonmel which is a designated a 'Key Town (Self-Sustaining Regional Driver)', noted for its significantly growing population and strong economic base.

<sup>1</sup> [REDACTED]

<sup>2</sup> A 'nursing home' is a facility for the care of patients who do not require hospital care but are not able to remain at home. A 'retirement village' differs from a nursing home primarily in the level of medical care given.

TOWN PLANNING CONSULTANTS



Further to this, residential care facilities for older people must be designed in accordance with the *National Standards for Residential Care Settings for Older People in Ireland, 2016*. These standards place a stronger focus on quality of life and a person-centred approach to care for all elderly residents.

We highlight that an independent report by [REDACTED] was published in February 2023 titled '*Challenges for Nursing Homes in the Provision of Older Persons Care*'<sup>3</sup>. The report outlined a number of issues facing the private and voluntary nursing home sector and highlights that the cost of caring for a nursing home resident rose by c. 36% over a five-year period (2017-2022). The analysis was commissioned by [REDACTED] against the backdrop of 31 No. private and voluntary nursing home closures and the loss of 915 No. beds over three years. In addition, according to the Health Services Executive (HSE) 11 No. public nursing homes have either shut down or been downgraded since 2019 which, they believe, is due to national standards for residential care settings not being met<sup>4</sup>.

The increased regulatory environment has created more pressure on supply as poor standard accommodation is taken out of the system. With that comes a requirement to provide additional high-quality, purpose-built, residential care facilities that meet national standards, meet the needs of older people and employ suitably qualified professionals.

## 1.2 Economic and Social Need for New Nursing Home Developments

### *Demographic Trends*

In preparation of the *Local Economic & Community Plan for the period 2023-2028* (LECP), Tipperary County Council published a document titled '*Co Tipperary Socio-economic Highlights 2023*'. The report includes key statistics from the preliminary findings of the Census 2022 and outlines the following with respect to the high proportion of older people residing in Tipperary County:

*'The proportion of people over the age of 65 is 15.29%, higher than the State figure of 13.39%...The age dependency ratio is 53.9% in the County, higher than the ratio recorded in the Mid-West or South East and also higher than the national figure of 49.3%. This has particular implications for service provision for these more vulnerable groups in the county with essentially one in every two persons not of a working age.'*

Based on the above statistics, it is clear that Tipperary has a rapidly ageing population and there is an inherent need to ensure that there is an adequate quantum of nursing homes/aged care facilities within the County over the coming years. This view is further compounded based on the latest statistics published by the Central Statistics Office (CSO) in June 2023. According to the census figures, there are 14 No. large towns in 9 No. counties that have an average age of 39 years or higher. Of these large towns, Clonmel was found to have an average age of 40.8 years, being the oldest large town nationally. Additionally, among the oldest towns, Clonmel is listed as one of the most highly populated towns nationally having a total population of c. 18,369 persons. It must therefore be ensured that additional nursing home facilities are provided in Clonmel so local residents can continue to reside in their own community.

### *Economic Benefits*

The Department of Health and the Economic and Social Research Institute (ERSI) projecting a requirement for an additional 10,000 No. nursing home beds come 2030, with financial viability being critical to their delivery. Health Information and Quality Authority (HIQA) is responsible for ensuring that nursing homes meet the requirements as set out in the *National Quality Standards for Residential*

<sup>3</sup> <https://nhi.ie/pwc-report-reveals-funding-crisis-in-nursing-home-sector>

<sup>4</sup> <https://www.irishexaminer.com/news/arid-41174857.html>



*Care Settings for Older People in Ireland, 2016*. To meet these standards, older homes need renovation and adaptation. However, the development cost per bed has risen by 47% since 2017, according to PwC. As such, purpose-built nursing homes are becoming a more viable option than retrofitting and upgrading existing facilities.

New models of aged-care residential facilities aim to create a ‘person centred’ setting that supports older people to live their lives in accordance with their cognitive and physical abilities and in an environment which reflects the comforts of a home. New nursing home facilities are therefore designed to create ‘households’ within an overall centre, minimising the potential institutional feeling that is typical of older and more outdated nursing home developments. Households typically comprise large single-bedroom en-suite accommodations which are designed to be less clinical and offer more privacy. They often include support areas/facilities, including communal areas, support spaces, reflection rooms, hairdressing rooms, clinical treatment rooms and visitor rooms.

This, in turn, requires additional staffing levels that offer specialist care and support services. As well as healthcare staff and nurses, nursing homes now employ a vast array of professionals from a diverse range of backgrounds, including, *inter alia*, social care workers, occupational therapists, psychologists, psychiatrists, dieticians, administration and IT specialists. For example, a 130 No. bed nursing home would generate c. 130 full-time jobs. In addition, as of July 2022, nursing homes are required by law to include dining facilities for elderly residents. As such, many local suppliers and food production companies need to be engaged to prepare and deliver fresh goods on a daily/weekly basis. Therefore, it is clear that nursing homes not only create direct employment but also indirect employment through the creation of spin-off jobs which further support the local economy.

On this basis, it is our view that nursing homes are more likely to generate additional jobs and employment opportunities within Clonmel when compared to less employment-intensive uses such as haulage/bus/truck parks, light industrial uses, warehousing and logistics, all of which are listed as permitted in principle in under the ‘Employment’ zoning objective within the Draft *Clonmel Local Area Plan 2024-2030*.

#### ***Alleviation of Acute Hospital Bedspaces***

According to a report published by ESRI<sup>5</sup> and titled *An Analysis of The Effects on Irish Hospital Care of The Supply of Care Inside and Outside the Hospital* (2021), a 10% increase in per capita nursing home bed supply frees up 53 No. acute beds daily. In our view, it is also important to emphasise the crucial role fulfilled by nursing home care in tackling the ongoing overcrowding crisis and bed shortages within hospitals<sup>6</sup>. As well as providing accommodation for older people, nursing homes also offer convalescence and rehabilitative care and provide ongoing monitored healthcare outside an acute hospital setting.

On the basis of the above, it is clear that there is, and continues to be, a demand for nursing homes and aged care facilities to accommodate an ageing population based on current population trends.

More onerous standards have put a stronger emphasis on the need to provide purpose-built nursing homes that offer a range of healthcare and supports. New facilities require an adequate number of employees to deliver specialised services and local businesses are also engaged on a frequent basis.

We argue that the provision of nursing home developments on ‘Employment’ zoned land is both logical and appropriate in planning terms and has the potential to unlock significant economic benefits that go beyond employment generation.

<sup>5</sup> <https://www.esri.ie/publications/an-analysis-of-the-effects-on-irish-hospital-care-of-the-supply-of-care-inside-and-outside-the-hospital>

<sup>6</sup> <https://www.irishexaminer.com/news/arid-41216317.html>



### 3.0 NATIONAL AND REGIONAL PLANNING POLICY SUPPORT FOR NURSING HOMES

#### 3.1 *Project Ireland 2040 – National Planning Framework*

The *National Planning Framework* (2018) (NPF) predicted that the average age of the population will increase steadily during the plan period (2018 to 2040). This is indicated through the projection of the population quantum aged over 65, which is estimated will account for 23% (1.3 million people) of the State's total population in 2040, as opposed to 13.5% in 2016. This is in addition to the rapidly growing 85+ age cohort which is projected to quadruple during this same time period.

The NPF further notes how an ageing population will give rise to a range of changing needs, particularly in the areas of housing and healthcare. With the current population shift, there has been a subsequent change in household size, together with increased demand for accessible housing and nursing home accommodation. The NPF outlines a range of measures, which underpin the goal of providing accommodation best suited to cater for the needs of a growing elderly population.

In relation to 'Age Friendly Communities', the NPF states:

*'As people get older they are likely to have increasingly complex healthcare needs, with a requirement for services and facilities to support provision of suitable and necessary care...*

*...As more people live longer lives, they will want to stay healthy and independent, live in their own homes and communities and keep to a minimum their use of in-patient and out-patient hospital services. Government policy is to support older people to live with dignity and independence in their own homes and communities for as long as possible...' (our emphasis.)*

National Policy Objectives (NPO) 30 and 34 support the provision of housing and services, which can best provide for people through all stages of the life cycle:

*'National Policy Objective 30: Local planning, housing, transport/ accessibility and leisure policies will be developed with a focus on meeting the needs and opportunities of an ageing population along with the inclusion of specific projections, supported by clear proposals in respect of ageing communities as part of the core strategy of city and county development plans.' (our emphasis.)*

*'National Policy Objective 34: Support the provision of lifetime adaptable homes that can accommodate the changing needs of a household over time.'*

Further to the above, a press release by the CSO in September 2022 indicated that people over 60 or older represent 1 in 4 of the adult population in Ireland. The population of those aged 65 and over is projected to double to 1.6 million by 2051. It is estimated that by 2031 more than a quarter of a million people will be over 80 years old.

Ireland's growing ageing population will place significant pressure on the healthcare system in the coming years, amplifying the importance and need for additional nursing home facilities.



Having regard to the above, we draw attention to the national planning policy support for services and facilities to support people as they age and the stated associated benefits of having such facilities to alleviate the demand for acute hospital services.

We identify the overwhelming support for the provision of age-friendly housing close to existing services, facilities, public spaces and accessible walking routes at the national level. On this basis, it is our view that the new Clonmel Local Area Plan should better recognise the social and economic benefits arising from nursing homes and widen the opportunity for the delivery of such development on lands zoned for employment purposes.

As it currently stands, the status of 'Retirement/Nursing Home' as 'Not Normally Permitted' on 'Employment' zoned lands would conflict with NPO 30 of the NPF.

In our view, our suggested amendment, that 'Retirement/Nursing Home' is listed as 'Open for Consideration' on 'Employment' zoned lands, aligns with national planning policy.

### 3.2 **Regional Spatial and Economic Strategy 2019-2031**

*Regional Spatial and Economic Strategy 2019-2031* (RSES) for the Southern Regional Assembly reflects the NPF's support for catering to the needs of an increasingly ageing population, as set out below.

In respect of 'Sustainable Place Framework', the RSES states:

*'The NPF projects that the population of the Region will grow by 380,000 to almost two million by 2040, with around 225,000 additional people in employment. There will be between 196,000 and 235,500 additional people up to 2026 and between 280,000 and 343,500 additional people up to 2031. This will require up to 86,000 new homes by 2026 and 125,000 by 2031 and additionally, to cater for our changing population, such as social housing, upgrading and replacement of older and poor quality stock, housing for smaller families and an ageing population, additional housing responses will be required.' (Our emphasis.)*

In relation to 'Healthy Communities', the RSES also contains the following Regional Policy Objectives (RPO) 177 and 178:

*'RPO 177 'Childcare, Education, and Health Services':  
It is an objective to improve access to quality childcare, education, and health services through initiatives and projects under the National Development Plan, alignment with Healthy Ireland and support development of outreach and community services for an expanding and ageing population.'*

*'RPO 178 'Universal Health Services':  
It is an objective to seek the delivery of better universal health services including mental health, at all levels of service delivery, including provision of 24 Hour Accident and Emergency Services and implementation of Sláintecare for an expanding and ageing population across the Region.' (Our emphasis.)*



In relation to 'Age-Friendly Communities', the RSES also contains the following RPO 183:

***'RPO 182 'Ageing Population'***

*It is an objective to support Smart Ageing and National Positive Ageing policies and An Garda Síochana Older People Strategy and ensure that local planning, housing, transport/ accessibility and leisure policies meet the needs and opportunities of an ageing population. Local authorities should ensure that the development of housing, transport, accessibility and leisure facilities/infrastructure is informed by an appropriate level of environmental assessment of potential impacts from such development.*

Clonmel is listed as a designated 'Key Town' alongside Kilkenny City, Ennis, Carlow, Tralee and Wexford in the Southern Region. Key Towns are described in the RSES as follows:

*'These are major centres for delivery of public services, with large hospitals, third level institutions, courts, local and national government functions as well as economic and business roles and higher order retail functions. These Key Towns are self-sustaining regional drivers and have a comparable structure to the five regional growth centres identified in the NPF. Given their considerable scope for growth, it is envisaged that local authorities should plan for population growth of more than 30% by 2040.' (Our emphasis.)*

Having regard to the above, we further identify the trend towards a larger ageing population will require future planning to ensure an appropriate quantum of housing and healthcare is delivered. We, therefore, maintain that the suggested amendment to the Draft *Clonmel Local Area Plan 2024-2030* would align with regional planning policy.



## 4.0 LOCAL PLANNING POLICY

### 4.1 Overview

This Section examines the statutory plans currently governing development within Clonmel, namely, the *Clonmel & Environs Development Plan 2013* and the *Tipperary County Development Plan 2022 – 2028*.

### 4.2 *Clonmel & Environs Development Plan 2013*

The *Clonmel & Environs Development Plan 2013* (CEDP) sets out the overall development and growth strategy, including policies and objectives, for the proper planning and sustainable development of Clonmel.

Section 6.9 of the CEDP outlines specific policies in relation to ‘Nursing Homes & Retirement Villages’.

It is stated that there are 2 No. nursing homes operating within the Clonmel Development Plan area ( ) with 82 No. bedspaces. is located c. 5.5km to the north-west of the settlement, comprising 60 No. bed spaces.

Policy HSG 9 relates to Nursing Homes/Retirement Villages, and states the following:

*‘Policy HSG 9: It is the policy of the Council to encourage and facilitate the sustainable development of nursing homes and retirement villages on appropriately zoned land. All proposals will comply with the Development Management Standards set out in Section 9.’*

Chapter 9 of the CEDP sets out the Land Use Zoning Designations for Clonmel and its environs which comprise land uses that are Permitted in Principle (✓), Open for Consideration (o) or Not Permitted (x) under each zoning objective.

‘Retirement/Nursing Home’ as a land use is not listed in the Land Use Zoning Matrix. However, we note that ‘Doctor/Dentist’ and ‘Residential’ are ‘Open for Consideration’ under ‘Commercial’ zoned lands.

We note the lack existing nursing home facilities within Clonmel and the lack of provision made for new nursing homes developments within the CEDP zoning matrix. We, therefore, urge the Planning Authority to recognise nursing homes as employment-generating uses that supports the local economy the population in the new Clonmel LAP.



#### 4.3 Tipperary Development Plan 2022 – 2028

The *Tipperary County Development Plan 2022 – 2028* (TCDP) was made on 11<sup>th</sup> July 2022 and is the operative development plan for County Tipperary. The TCDP provides a strong policy basis for the provision of nursing homes on lands zoned for employment purposes in Clonmel.

##### **Core Strategy**

The TCDP's Core Strategy includes 10 No. specific Strategic Objectives, of which the following are of most relevance in the context of this submission:

*'SO – 2: To facilitate and promote the development of Clonmel, Nenagh and Thurles as Key Towns, economic drivers and significant population and service centres for the Southern Region.'*

*'SO – 4: To facilitate the development of active, connected and socially inclusive communities, where affordable and quality housing is provided in line with the needs of the population, and integrated with the delivery of community and social infrastructure.'*

*'SO – 5: To promote, support and enable sustainable and diverse economic development, and foster new and innovative opportunities, harnessing the talent of our workforce and communities.'*

##### **Clonmel as a 'Key Town (Self-Sustaining Regional Driver)' within the Southern Region**

Clonmel is listed as a 'Key Town' within County Tipperary, alongside Nenagh and Thurles and a 'Self-Sustaining Regional Driver' within the southern region. Each Key Town is targeted for over 30% growth by 2040.

The TCDP outlines that Key Towns will support approximately 42% of total population growth over the lifetime of the Plan, with 21% of this growth to occur in Clonmel as the regional driver of the county and large-scale Key Town. In isolation, the core strategy sets out a population projection of 20,568 for Clonmel over the plan period of 2022-2028.

Thus, based on population projections for Clonmel, it is evidently clear that the demand for purpose-built nursing home facilities can be expected to increase rapidly over the coming years.

The TCDP highlights Clonmel as a key economic driver, which also acts to support settlements in the wider region. In this respect, it is stated:

*'Clonmel can play a key support role to Waterford; it is a major employment centre with a highly-skilled workforce of 6,970, with 58% of these employed in the town, and in a further illustration of its economic strength, it attracts at least 5,658 workers to the town every day. Clonmel accommodates 22% of all Tipperary jobs, with strengths in pharma, life science and technology, food production and services.'*





The TCDP also includes a Clonmel Strategy for Growth which highlights the target population growth and the Planning Authority’s commitment to supporting the expansion of third-level sector and health services in the town:

*‘Clonmel is designated as a self-sustaining regional growth centre in the Southern RSES and is a strategic employment location providing regional level services in the county. It acts as a major centre for the delivery of higher order retail provision, transport and public services including education, government functions and health care. In this role, it is targeted to grow by at least 30% in terms of population, and to attract a range of large employers and regional services, amenities and infrastructure. The Council will continue to support the role of Clonmel as a strategic location for large-scale industry, including life-sciences, technology, food production and manufacturing. The Council will continue to actively support the sustainment and expansion of the third-level sector and health services in the town. The Council will support the further development of Clonmel as a strong and attractive residential centre...’ (Our emphasis.)*

**Land Use Objective - Emp & Ent - Employment and Enterprise**

Appendix 2 of the TCDP sets out the Land Use Zoning Framework for Tipperary County which comprises uses that are Permitted in Principle (✓), Open for Consideration (O) or Not Permitted (X) under each zoning objective.

We note specifically the objective of ‘Employment & Enterprise’ zoned lands is:

*‘To provide, improve and encourage enterprise and employment activity, including start up enterprises.’*

Table 1 below includes the land uses that are ‘Permitted in Principle’, ‘Open for Consideration’ and ‘Not Normally Permitted’ under the ‘Employment & Enterprise’ zoning objective.

	Use Types
✓:	Community Facility, Haulage/Bus/Truck Park, Industrial – Light, Warehousing
O:	Abattoir, Caravan Park/Camping, Cash and Carry Wholesale, Childcare, Night Club, Cinema, Doctor/Dentist/Healthcare Practitioner, Funeral Home, Crematorium, Garden Centre, Health Centre (public), Hotel, Industrial – General, Motor Sales Outlet, Office, Parks/Playgrounds, Petrol Station, Sports/Leisure Facilities, Refuse Transfer Station, Retail Warehouse, <b>Retirement/Nursing Home</b> , Recycling Facility, Shop – Neighbourhood, Veterinary Surgery.
X:	Agricultural Buildings/Structures, Betting Office/Amusement Centre, Educational/School, Halting Site / Traveller Accommodation, Places of Worship, Public House, Residential, Restaurant, Supermarket (circa 1500sqm), Take-Away.

**Table 1. Land uses listed as Permitted in Principle, Open for Consideration or Not Permitted under the Employment & Enterprise zoning objective in the TCDP (collated by TPA, 2023.)**

We note that ‘Retirement/Nursing Home’ is listed as ‘Open for Consideration’ on ‘Employment & Enterprise’ zoned lands. It is therefore clear that the TCDP recognises the role nursing homes play in contributing towards the achievement of the Employment & Enterprise zoning objective.



### ***Policy Support for Nursing Homes***

There are also a number of policies and objectives in the TCDP that support the provision of housing options for older people, including purpose-built nursing homes.

For example, Section 5.4.2 'Ageing Friendly Housing' highlights the inherent need for the delivery of nursing home development in close proximity to existing infrastructure and services within existing settlements, and states:

*'The Council will also support new and innovative approaches to the delivery of a range of housing options between traditional housing and nursing home care, including 'Independent Living', 'Assisted Living' and 'Specialised Living' in Tipperary. There is also a need to cater for more specialised accommodation, for those unable to care for themselves, for example, residential care accommodation. New nursing homes and age-friendly accommodation will be facilitated on lands within settlements, where quality of life is supported through easy access to services such as shops, places of worship, medical care, gardens/walking routes etc, and the other services, amenities and facilities to guarantee a high quality of life and community.'*  
*(Our emphasis.)*

In terms of housing provision for the elderly, the TCDP also contains the following policies which further support the provision of residential accommodation for older people on serviced lands within local communities, including:

*'Policy 5 – 8: Support the provision of specialised residential accommodation facilities for the elderly, such as age appropriate homes, independent and assisted living units, day-care facilities, nursing homes and specialised care units (e.g. dementia specific units) in towns and villages, where they can readily connect with the services and amenities of the local community.'*

In aiming to achieve the above policy, the TCDP also contains the following objective:

*'5 – C: Continue to develop and implement the 'Age Friendly Programme' and the actions of the Council, and to support and demonstrate the concept of independent living and assisted living for older people, as well as the provision of specific purpose-built, social housing options specifically designed for older people as follows:*

- *Age-friendly schemes in association with approved authorities.*
- *"Right-sizing" options*
- *Downsizing schemes (financial contribution schemes) etc.'*

It is clear that the TCDP supports the provision of age friend schemes and specialist nursing homes on 'Employment & Enterprise' zoned lands in existing settlements in close proximity to existing infrastructures, services and high-quality amenities.



#### 4.0 DRAFT CLONMEL LOCAL AREA PLAN 2024-2030

The Draft *Clonmel Local Area Plan 2024-2030* ('Draft LAP') provides a policy basis for the provision of nursing homes at limited locations within the settlement.

This section provides an overview of the limited policy provisions for new nursing home developments contained within the Draft LAP.

##### ***Draft Strategic Policy***

Chapter 2 'Planning and Development Strategy' contains Policy 2.2 which supports new economic development and purpose built housing for older people in line with the TCDP.

The relevant policy objectives are set out below:

*'Policy 2.2: Support new development that will enable sustainable housing growth, employment, community development and prosperity for Clonmel as a Key Town in line with the Strategic Objectives of the TCDP.'*

*'Objective 2G: Continue to develop and implement the 'Age Friendly Programme' and the actions of the Council, and to support and demonstrate the concept of independent living and assisted living for older people, as well as the provision of specific purpose-built, social housing options specifically designed for older people.' (our emphasis.)*

##### ***Draft Land-Use Objective – 'E – Employment'***

Chapter 9 of the Draft LAP sets out the proposed Land Use Zoning Framework for Clonmel which comprises uses that are Permitted in Principle (✓), Open for Consideration (O) or Not Normally Permitted (X) under each zoning objective.

We note specifically that the core aim of the 'Employment' zoning objective is:

*'To provide, improve and encourage general enterprise, business development and employment activity, including start up enterprises and tourism. Provide for distribution, warehouse, storage and logistics facilities where appropriate access to a major road network is available.'*

The Draft LAP also provides a more detailed description of 'Employment' lands and their purpose:

*'Facilitate opportunities for compatible industry and general employment uses. General employment areas should be highly accessible, well designed, permeable and legible with a modest density of employees. Inappropriate intensive office uses at locations poorly served by public transport, and the proliferation of retail or commercial uses requiring public access that are best located in mixed-use or town core areas will not be acceptable.'*

*Facilitate logistics and warehouse type activity including storage, distribution and associated re-packaging of goods and products with a low density of employees. These uses have specific transportation requirements as they can generate considerable traffic volumes and should be located within a purpose built, well*



*designated environment connected to the strategic road network. Proposals for the sale of bulky goods/goods in bulk within high quality settings and highly accessible locations shall be subject to the requirements of the Retail Planning Guidelines.'*

Table 2 of the Draft LAP includes a list of land uses that are listed as 'Permitted in Principle', 'Open for Consideration' or 'Not Normally Permitted' under the 'Employment' zoning objective:

	Use Types
✓:	<i>Community Facility, Haulage/Bus/Truck Park, Industrial – Light, Warehousing and Logistics</i>
O:	<i>Abattoir, Caravan Park/Camping, Cash and Carry Wholesale, Childcare, Night Club, Cinema, Doctor/Dentist/Healthcare Practitioner, Funeral Home, Crematorium, Garden Centre, Health Centre (public), Hotel, Industrial – General, Motor Sales Outlet, Office, Parks/Playgrounds, Petrol Station, Sports/Leisure Facilities, Refuse Transfer Station, Restaurant, Retail Warehouse, Shop – Neighbourhood, Veterinary Surgery</i>
X:	<i>Agricultural Buildings/Structures, Betting Office/Amusement Centre, Educational/School, Halting Site/Traveller Group Housing, Places of Worship, Public House, Student Accommodation, Residential, Retirement/Nursing Home, Supermarket (circa 1500sqm), Take-Away.</i>

**Table 2. Land uses listed as Permitted in Principle, Open for Consideration or Not Permitted under the Enterprise zoning objective in the Draft LAP (collated by TPA, 2023.)**

For the avoidance of doubt, we note that 'Retirement/Nursing Home' is listed as 'Not Normally Permitted' on 'Employment' zoned lands. We highlight that nursing homes undoubtedly support economic growth, and such developments should be considered on their merits on lands zoned for employment purposes, and against the policies and objectives of the TCDP, the new LAP and national policy, where it relates.

### **Draft Economic Policy**

Chapter 4 'Draft Economic Development Strategy' of the Draft LAP states that it is the intention that Clonmel will consolidate its existing employment base with enhanced employment opportunities for local residents by 2030.

It is further stated within this chapter that *'employment is also provided in a wide range of services in the town including, retail, agriculture, sports, nursing homes, education and tourism.'*

In considering new employment proposals on lands zoned for 'Employment', it is stated that the Planning Authority will consider the nature of the proposed use and the following principles:

- *'New office-based development with a high density of employees shall be located on sites with easy employee access i.e. the urban core or where public transport/active travel between home and work is available or proposed.*
- *Proposals for new office, research and development and high technology/ high technology manufacturing type employment shall include provision for high quality built and landscaped environment.'*

As illustrated in Table 2, 'Community Facility', 'Haulage/Bus/Truck Park', 'Industrial – Light', and 'Warehousing and Logistics' are the only land uses listed in the 'Employment' zoning objective as 'Permitted in Principle'. Most notably, although the main purpose of the zone is to provide employment-intensive development, 'Office' is listed as an 'Open for Consideration'.



***Draft 'Community and Health Facilities' Policy***

There is limited policy or planning guidance in the Draft LAP concerning new nursing homes or retirement facilities. It states that '*Policies 6-1, 6-2, 6-3 and 6-5 of the TCDP support and facilitate the provision of community, health and childcare facilities*'.

Section 5.4.4 'Community and Health Facilities' notes that the construction of a new community unit commenced in the town in early 2023.

We note that there is strong support for new development in Clonmel comprising housing, employment and community in line with the overarching planning policy document governing the wider County, the TCDP.

However, we draw attention to the restrictive provisions for purpose-built accommodation for the ageing population on 'Employment' zoned lands. It is our view that such developments not only provide housing and continued care for the elderly, but also create employment opportunities, both directly and indirectly, thereby supporting Clonmel's position as a key driver of sustainable economic growth in the Southern Region.

In our view, inhibiting the provision of nursing home developments on 'Employment' lands will restrict the opportunity to deliver on Policy 2.2 and Objective 2G and the abovementioned national and regional policy objectives.



## 5.0 SUBMISSION TO THE DRAFT LAP

We submit that 'Retirement/Nursing Home' should be 'Open for Consideration' under the zoning objective 'E-Employment' contained within the *Clonmel Local Area Plan 2024-2030* for reasons outlined below:

### ***Consistency with the Land Use Zoning Objectives contained within the TCDP***

From the outset, we wish to highlight that our client welcomes the strong emphasis on enterprise and employment in the Draft LAP which recognises Clonmel as a significant employment location in the Southern region in line with the RSES.

However, 'Retirement/Nursing Home' is listed as 'Not Normally Permitted' under the 'Employment' zoning objective within the Draft LAP, while in the TCDP, 'Retirement/Nursing' Home is listed as 'Open for Consideration' under the 'Enterprise & Employment' zoning objective. While the overarching purpose of these zoning objectives are largely consistent (in that both aim to provide, improve and encourage enterprise and employment activities), there are inconsistencies regarding the provision made for new nursing homes in particular.

In this respect, we highlight Section 19(2) of the *Planning and Development Act 2000*, as amended (the Act) which states the following with respect to the preparation of Local Area Plans:

*'(2) A local area plan shall be consistent with the objectives of the development plan and shall consist of a written statement and a plan or plans indicating the objectives in such detail as may be determined by the planning authority for the proper planning and sustainable development of the area to which it applies, including detail on community facilities and amenities and on standards for the design of developments and structures.'* (our emphasis.)

As provided by the Act, the objectives in the future LAP must be consistent with the objectives of the TCDP, including any strategic policies relating to the delivery of employment or other uses. It is also essential that land use objectives demonstrate consistency with the objectives for Age-Friendly Communities under the NPF (NPO 30) and the RSES (RPO 182).

The core aim of the 'Employment' zoning objective is to promote the development of employment-generating uses and to support the creation of local employment. As previously evidenced, a nursing home would succeed in doing this. This is primarily due to the enforcement of the *National Quality Standards for Residential Care Settings for Older People in Ireland* and the shift in care within nursing home settings in recent years whereby outdated institutional care has been replaced with person-centred care which requires an increased level of staffing and support services.

To add to this, arguably, nursing homes are more likely to accord with the 'Employment' zoning objective in comparison with some of the uses listed as Permitted in Principle (e.g. Haulage/Bus/Truck Park, Industrial – Light, Warehousing and Logistics), which are typically space extensive developments and generate low-intensity employment.



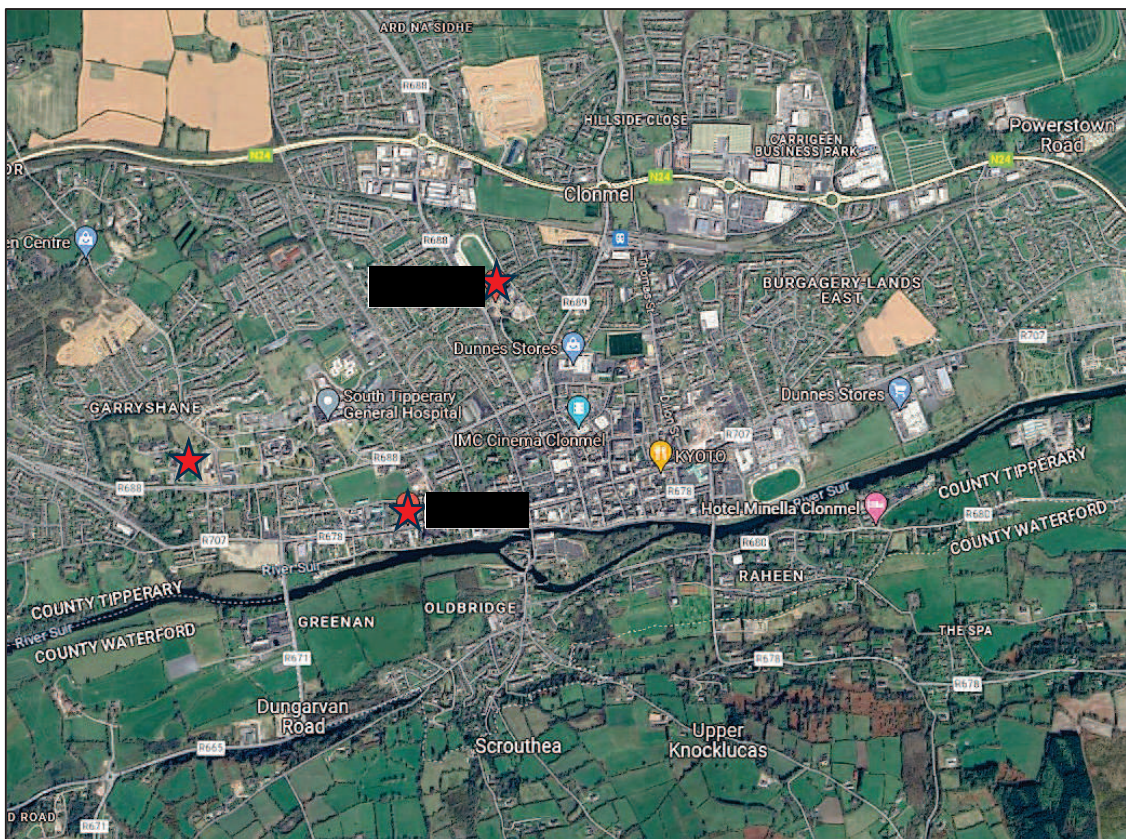
In addition, having reviewed the *Draft Roscrea Local Area Plan 2023 – 2029*, we note that the ‘Employment’ objective includes ‘Retirement/Nursing Home’ as an ‘Open for Consideration’ land use. In contrast, both the *Draft Thurles Local Area Plan 2024-2030* and *Draft Nenagh Local Area Plan 2024-2030* lists ‘Retirement/Nursing Home’ as ‘Not Normally Permitted’. Therefore, there appears to be a lack of consistency across the board and an inconsistency with the overarching statutory planning document governing new development in Tipperary County.

We, therefore, urge the Planning Authority to consider the provisions made for nursing home developments in the ‘Employment’ zoning objective across all incoming LAPs to ensure consistency and to deliver on the key objectives contained within the TCDP and the RSES.

## 6.0 OPTIMAL LOCATIONS FOR NURSING HOME DEVELOPMENT

### 6.1 Existing Nursing Home Provision

There are currently 3 No. nursing homes serving the population of Clonmel, [REDACTED], [REDACTED] and [REDACTED] are located within the town while [REDACTED] is located on the outskirts c. 5.5km to the north-west. The Community Nursing Unit (CNU) referred to in Section 5.4.4 of the Draft LAP was permitted under Reg. Ref. [REDACTED] and is located to the west of Clonmel at Western Road and Glenconnor Road. The 2 storey CNU (c. 4,422 sqm GFA) is currently under construction and comprises 50 No. en-suite bedrooms with associated resident accommodation. Figure 5.1 below includes a map of Clonmel showing the indicative locations of the existing nursing homes within the settlement.



**Figure 6.1: Map showing the indicative location of the existing nursing homes (red pointers) in Clonmel (Source: EPA maps, cropped and annotated by TPA, 2023.)**

### 6.2 Key Planning Considerations for New Nursing Home Developments

As stated previously, Section 5.4.2 ‘Age Friendly Housing’ of the TCDP (and NPO 30 and RPO 182), provides that new nursing homes and age-friendly accommodation will be facilitated on lands within settlements, with easy access to services such as shops, places of worship, medical care, gardens/walking routes etc, and the other services, amenities and facilities. The Draft LAP and the TCDP do not include specific planning guidance for nursing home development.

Many county development plans include planning considerations for the development of long-term residential care facilities for older people. As a general rule, new retirement/nursing home developments should be located in close proximity to existing centres, amenities and services.



As such, the following factors should be considered:

- Compliance with standards as laid down in the Statutory Instrument No. 293 of 2016, *Health Act 2007 (Care and Welfare of Residents in Designated Centres for Older People) Regulations 2016*.
- Compliance with the HIQA *National Standards for Residential Care Settings for Older People in Ireland* and any successor document.
- The effect on the amenities of adjoining properties.
- Adequacy of off-street parking.
- Suitable private open space.
- The design and scale of the facility proposed: the scale must be appropriate to the area.
- Proximity of high quality public transport links and provision of good footpath links

### 6.3 Proposed Healthcare Campus at David Road, Clonmel

██████████, ██████████ a site located at Davis Road to the east of Clonmel's urban centre (see Figure 6.2). The intention is to redevelop the site as a healthcare campus which would include a nursing home development (c. 100-130 bedspaces).

The proposal was discussed at a Section 247 Pre-Application Meeting held at Tipperary County Council (TCC) offices in Clonmel on Tuesday, 4<sup>th</sup> July 2023 and was attended by representatives of TCC's Planning and Engineering Departments.



**Figure 6.2: Aerial showing the site (outlined in red) located to the south of Davis Road, Clonmel (Source: Google Maps, cropped and annotated by TPA, 2023.)**

#### *Existing Planning Context (CEDP)*

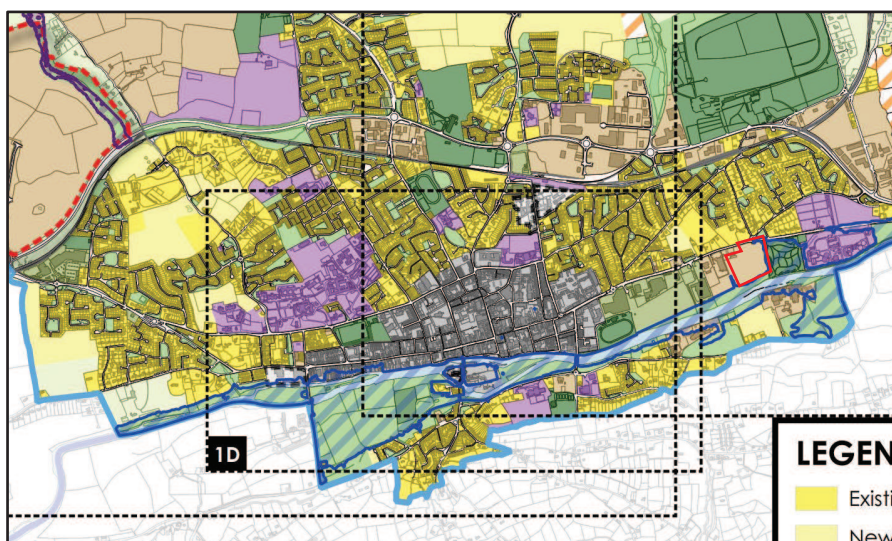
The subject site has the zoning objective 'Commercial' in the CEDP and forms part of a wider tract of land which is designated as an Opportunity Site (No. 3). As noted previously, 'Retirement/Nursing Home' as a land use is not listed in the Zoning Matrix. However, we note that 'Doctor/Dentist' is listed as 'Open for Consideration' land use within the 'Commercial' zoning objective.

The CEDP provides very site-specific requirements for any future development on Opportunity Site No. 3 (OS3) which includes the subject site and the wider tract of lands from Mulcahy Park to the Showgrounds on Davis Road.

As noted by TCC at the Section 247 Meeting, the subject site is in an area at risk of flooding and vulnerable land uses should be avoided in areas at risk of flooding. It was acknowledged by TCC that the site is identified as an opportunity site and is also zoned for commercial use under the CEDP. It was highlighted that the aim of the Clonmel Plan is to provide for mixed commercial facilities that do not compete with the Town Centre function. It was advised that the provision of a healthcare campus could therefore be considered, subject to the findings of a site-specific flood risk assessment (see below for further discussion regarding flood risk).

#### *Proposed Planning Context (Draft LAP)*

According to the Draft LAP, it is the intention of the Planning Authority to rezone the subject site to 'Employment' under the new Clonmel LAP (see Figure 6.3). As discussed throughout this submission, 'Retirement/Nursing Home' is listed as 'Not Normally Permitted' under the 'Employment' zoning objective within the Draft LAP. However, we note that 'Doctor/Dentist/Healthcare Practitioner' and 'Health Centre (public)' are all listed as 'Open for Consideration within the 'Employment' zoning objective. In our view, nursing homes would come under the wider umbrella of healthcare facilities due to the 24hr healthcare provided at these facilities. This view is further compounded by the policy objectives as they relate to nursing homes in the Draft LAP under Section 5.4.4 'Community and Health Facilities' as noted previously.



**Figure 6.3: Extract from the Zoning Matrix showing the site at David Road outlined in red (Source: Draft LAP, cropped by TPA, 2023.)**

We wish to emphasise that our client is supportive of the proposed employment zoning of the land in principle. However, there are concerns relating to the restrictive provisions associated with new nursing home developments and the future intention to develop the site with a healthcare campus.



### *Flood Risk Assessment*

As part of this submission, [REDACTED] undertook a flood assessment of the site in terms of its suitability to accommodate a healthcare campus and nursing home (see enclosed Flood Risk Assessment).

In summary, the FRA concludes the following:

*'All development will be placed above the 1% AEP and 0.1% AEP flood levels. Less vulnerable development, such as retail, may be placed within Flood Zone B, as the existing flood defences minimise flood risk. Mitigation measures have been outlined in Section 4, which ensure that the development will not increase the risk of flooding on site or elsewhere. The main strategy is to raised all FFLs above the 0.1% AEP plus freeboard while also maintaining the existing flow path through the site.*

*Conclusion: Although the majority of the development is located in Flood Zone C, it is proposed to partially place retail/medical day care within Flood Zone B. **The nursing home is located in Flood Zone C.** The site is located on the edge of a large flood cell that encompasses the town centre of Clonmel town. Mitigation measures have been included to maintain the minor flow path through the site which will ensure that the development will not increase flood risk elsewhere.'*

### **David Road Site is the Optimal Location for a Nursing Home**

As part of this submission, MDBA (Architects) have prepared an indicative masterplan layout for the proposed healthcare campus at David Road, Clonmel. MDBA will be preparing the architectural drawing pack as part of any future planning application for a healthcare campus at the subject site.

MDBA have reviewed the Informal Consolidations of Regulations Governing Designated Centres for Older People as published by the Government on 16<sup>th</sup> March 2023. We confirm that any future planning application for a nursing home development at the site will comply with the standards as laid down *Health Act 2007 (Care and Welfare of Residents in Designated Centres for Older People) Regulations 2016*. It will also comply with the *HIQA National Standards for Residential Care Settings for Older People in Ireland* and any successor document.

We further highlight the following:

- The subject site is located c. 1.5km to the east of Clonmel Town Centre and has easy access to services such as shops, places of worship, medical care/pharmacies, walking routes, amenities and other facilities.
- The subject site is bounded by David Road to the north, Lidl and a service station to the west, Mulcahy Park to the east and the River Suir to the south. As such, there are no sensitive land uses within the vicinity of the site.
- The site is highly accessible with direct access to Davis Road and the River Suir Blueway. In terms of available infrastructure, there are footpaths, cycle lanes, public lighting, fowl sewer and walk supply all within the vicinity of the site. According to the Draft LAP, there are future proposals to provide a segregated cycle lane along Davis Road. There are also regional and local bus routes available on Davis Road within close proximity to the site.



- As demonstrated in the enclosed indicative masterplan, ample off-street car parking can be provided to serve future staff and visitors.
- Given the size of the site, high quality open space can be provided for future residents with ease. In addition, we highlight the location of the site adjacent to Mulcahy Park and the River Suir. These amenities can be enjoyed by future residents and visitors and also provide a calming environment in which to reside.
- As discussed with TCC at the Section 247 Meeting, any future planning application will aim to expand and enhance the Suir Blueway and include the provision of a walking/cycling trail in keeping with the existing route.
- Given the important location of the site on one of the principal approach roads into Clonmel, any future buildings located on the site will be of exemplary design, with a high standard of material finishes, and function as a gateway building.



## 7.0 CONCLUSION

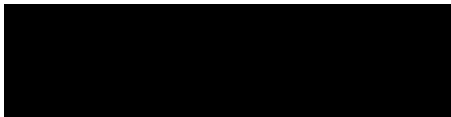
Having regard to the above, we welcome the strong emphasis on enterprise and employment in the Draft LAP and the proposed zoning of the site for employment purposes.

However, we further reiterate our view that the policy provisions for nursing homes are restrictive and significantly limit the opportunity to meet national, regional and local planning objectives.

On this basis, we argue that a restriction for 'Retirement/Nursing Home' land uses on 'E-Employment' lands inhibits the realisation of the widespread economic and social benefits associated with such developments. In our opinion, the relaxation of planning policy surrounding nursing homes on 'E-Employment' land has the potential to unlock significant economic benefits in Clonmel.

In conclusion, we have demonstrated that the suggested amendment that 'Retirement/Nursing Home' should be 'Open for Consideration' on 'E-Employment' lands aligns with national, regional and local planning policy and the sustainable development and proper planning of the area.

Yours sincerely



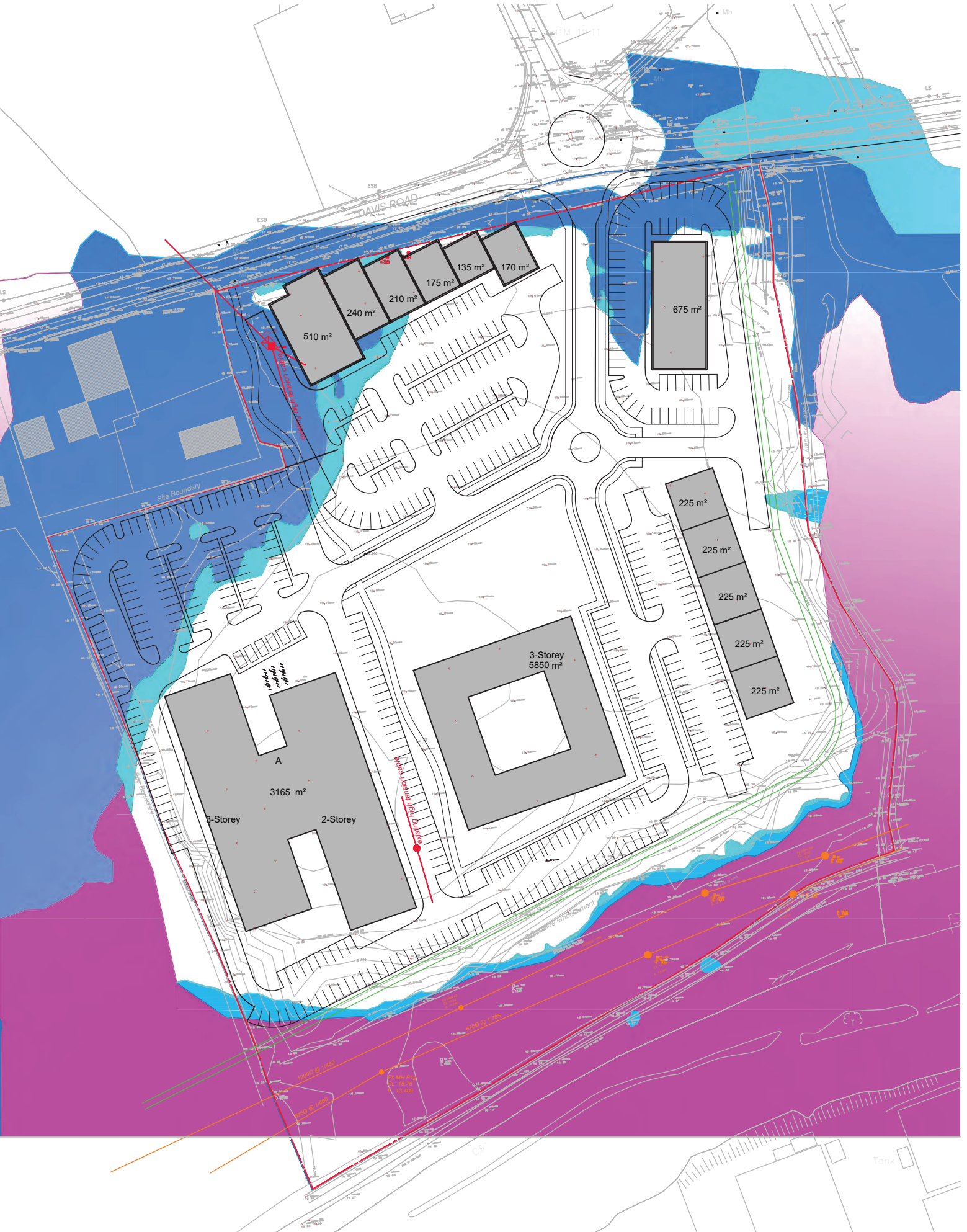
**Linda Colleran**  
**Senior Planner**  
**Tom Phillips + Associates**

# Site At Davis Road, Clonmel, Co. Tipperary.



Scale 1:1000 @A3

# Site At Davis Road, Clonmel, Co. Tipperary.



Scale 1:1000 @A3

# Clonmel, Co Tipperary Flood Risk Assessment

Technical Report

September 23

2023s0924

CS Consulting Group

19-22 Dame Street

DUBLIN 2



# JBA Project Manager

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## Revision History

Revision Ref / Date Issued	Amendments	Issued to
S3-P01 / 17 August 2023	Initial Issue	[REDACTED]
S3-P02 / 18 August 2023	Minor Changes	[REDACTED]
S3-P03 / 06 September 2023	Minor Changes	[REDACTED]

## Contract

This report describes work commissioned by [REDACTED], by a signed acceptance form dated 07/07/2023. [REDACTED] managed the project, and their representative was [REDACTED]. [REDACTED] carried out this work.

Prepared by ..... [REDACTED] BSc (Hons)  
Assistant Analyst

Reviewed by ..... [REDACTED] BSc MSc PGCert MCIWEM  
Principal Engineer

## Purpose

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## Abbreviations

AEP.....	Annual Exceedance Probability
CFRAM.....	Catchment Flood Risk Assessment and Management
DoEHLG.....	Department of the Environment, Heritage, and Local Government
FB.....	Freeboard
FFL.....	Finish Floor Levels
FRA.....	Flood Risk Assessment
FSR.....	Flood Studies Report
FSU.....	Flood Studies Update
GSI.....	Geological Survey of Ireland
OPW.....	Office of Public Works
PFRA.....	Preliminary Flood Risk Assessment
RFI.....	Request for Further Information
SAAR.....	Standard Average Annual Rainfall (mm)
SFRA.....	Strategic Flood Risk Assessment
URBEXT.....	FEH index of fractional urban extent
WL.....	Water Level

# 1 Introduction

Under the Planning System and Flood Risk Management Guidelines for Planning Authorities (DoEHLG & OPW, 2009) the proposed development must undergo a Flood Risk Assessment to ensure sustainability and effective management of flood risk.

## 1.1 Terms of Reference and Scope

JBA Consulting was appointed by [REDACTED] to prepare a Flood Risk Assessment (FRA) for the proposed development of a site located in Clonmel, Co. Tipperary. The report was prepared in response to a request for a Flood Risk Assessment.

## 1.2 Flood Risk Assessment; Aims and Objectives

This study is being completed to inform the future development of the site as it relates to flood risk. It aims to identify, quantify, and communicate to Planning Authority officials and other stakeholders the risk of flooding to land, property and people and the measures that would be recommended to manage the risk.

The objectives of this FRA are to:

- Identify potential sources of flood risk.
- Confirm the level of flood risk and identify key hydraulic features.
- Assess the impact that the proposed development has on flood risk.
- Develop appropriate flood risk mitigation and management measures which will allow for the long-term development of the site.

Recommendations for development have been provided in the context of the OPW / DECLG planning guidance, "The Planning System and Flood Risk Management". A review of the likely effects of climate change, and the long-term impacts this may have on any development has also been undertaken.

For general information on flooding, the definition of flood risk, flood zones and other terms see 'Understanding Flood Risk' in Appendix A.

## 1.3 Development Proposal

[REDACTED] intend to lodge a planning application with Tipperary county council for a proposed mixed-use (Healthcare Campus, Retail and nursing home) along Davis Road, Clonmel, Co. Tipperary. The proposed development comprises of approx. 4,400 sqm Healthcare Campus, 1,440 sqm of Retail Unit, and 210sqm of Fast-Food unit, with approx. 300 car parking spaces.

The entire site comprises of Phase 1 and Phase 2 development. This report covers the wider masterplan area as presented in Figure 1-1. The site is further divided into the areas as presented in Figure 1-2.

Phase 1 is proposed as a medical campus to comprise of:

- Dedicated corporate administrative offices and day-clinics on the west of the site (Blocks A & B).
- Associated retails, pharmacy, dentist, health food store, etc., and café to the north of the site (Blocks C-H).
- Medical associate offices over associated retail e.g., paramedical enterprise offices, physiotherapy, counselling, psychology, etc. (Blocks C-H).

No overnight stays are envisaged for the medical campus.

Phase 2 is a proposed retirement/nursing home with adjoining mixed retail. The nursing home element of this phase will have overnight stays.

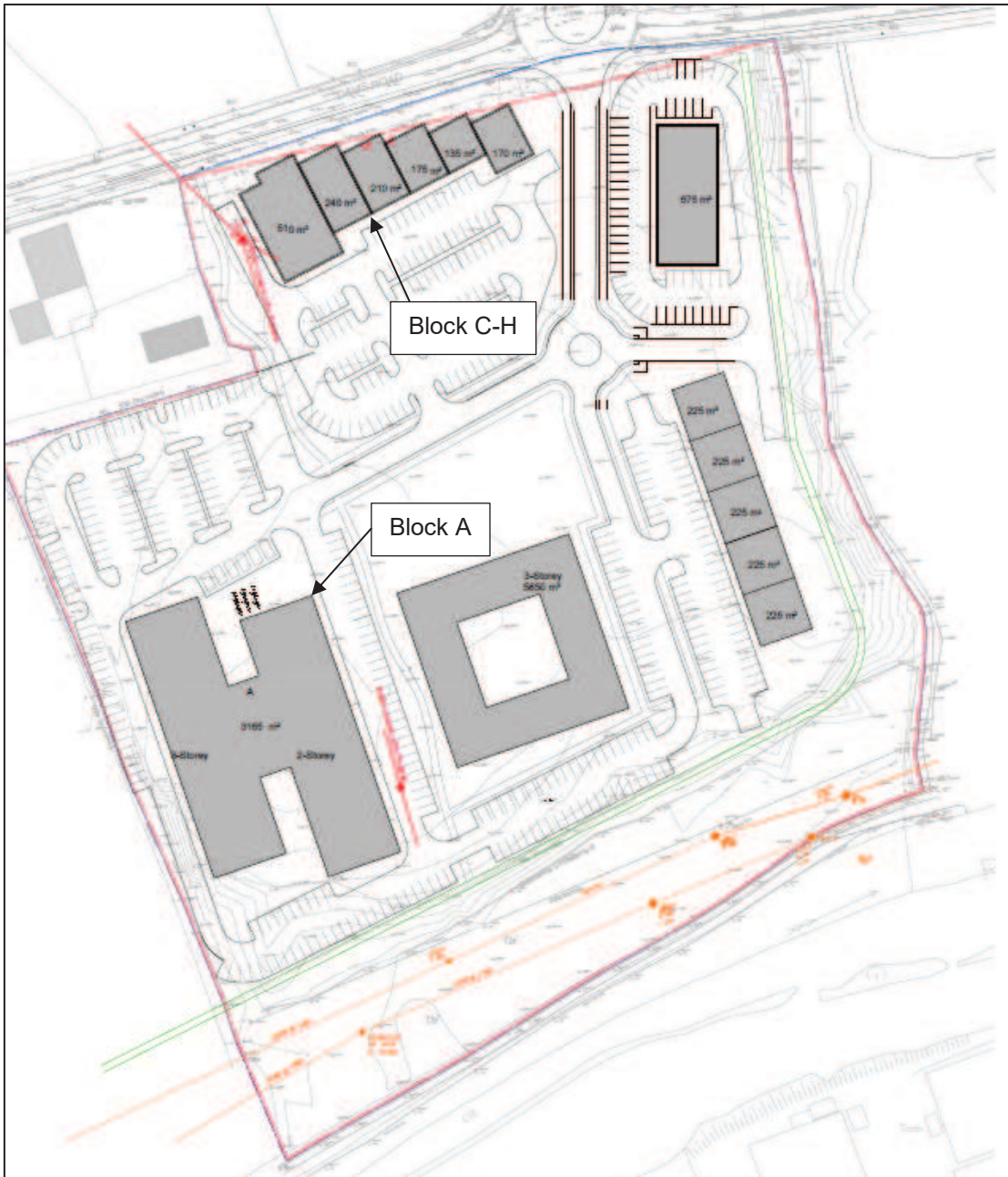


Figure 1-1: Proposed Site Layout

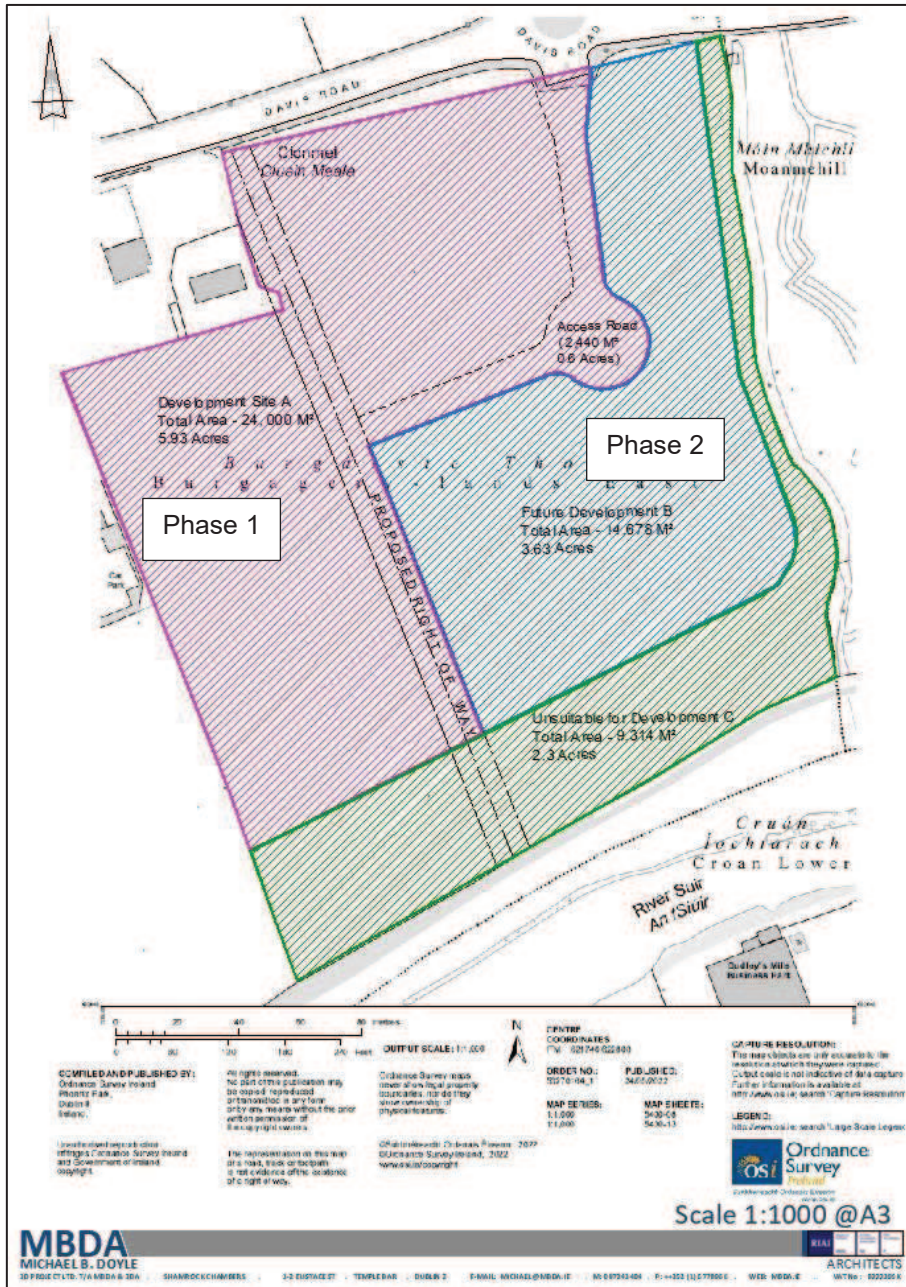


Figure 1-2: Development Areas

## 1.4 Report Structure

Section 2 contains background information and the development plan for the area. Section 3 gives the flood history and initial assessment. Section 4 outlines the Flood Risk Assessment (FRA) and site-specific mitigation details. The Justification Test for Development Management is outlined in Section 5. Conclusions are provided in Section 6.

## 2 Site Background

This section describes the proposed mixed use development site in Clonmel, Co. Tipperary, including watercourses, geology, and wider geographical area.

### 2.1 Location

The proposed development site is located in Clonmel, Co. Tipperary between the River Suir and the Davis Road (R707), refer to Figure 2-1. The site is located in a green field area. Access to the site is via the R707 along the site's northern boundary. Existing retail developments are located on the western boundary.

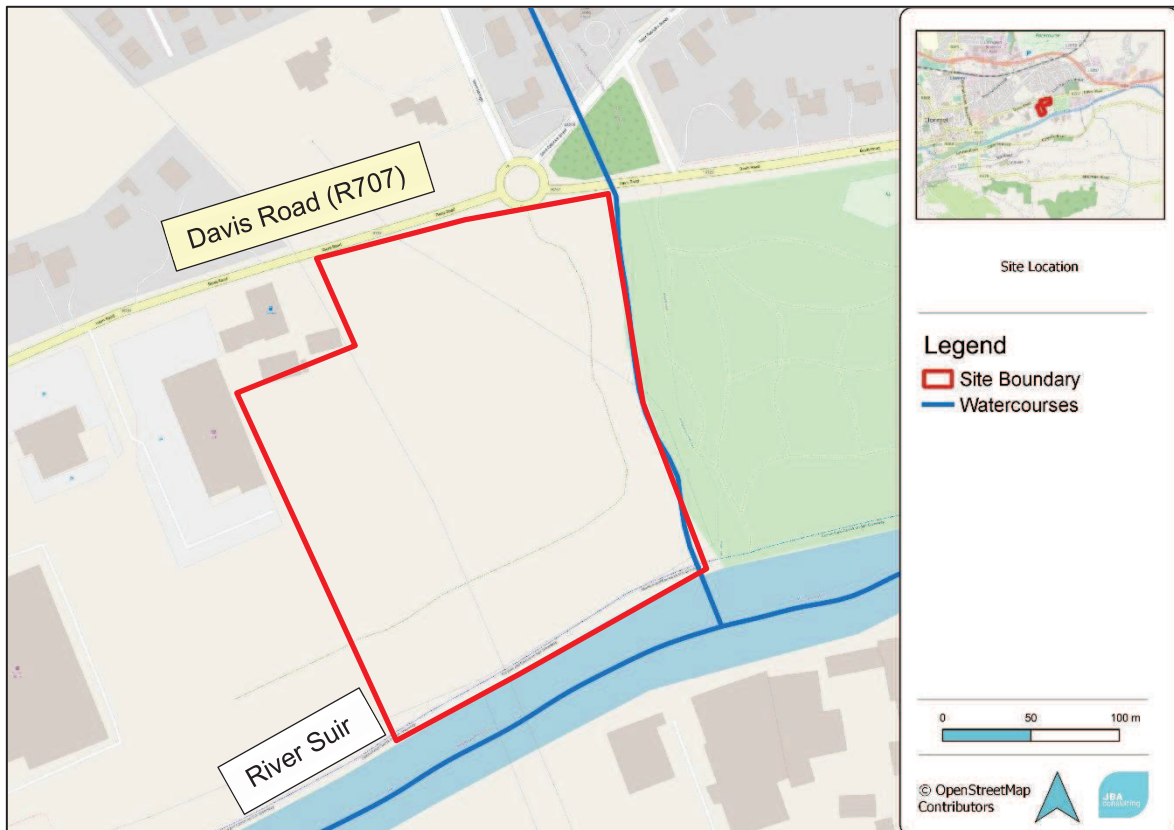


Figure 2-1: Site Location

### 2.2 Watercourses

The main hydrological feature of the area is the River Suir, located approx. 60m from the southern boundary of the site. The River Suir rises on the slopes of Devil's Bit Mountain, just north of Templemore in Co. Tipperary and approx. 100km north of the site. The River Suir flows into the Atlantic Ocean through Waterford. Another unnamed stream runs along the eastern boundary of the site. Refer to Figure 2-1.

### 2.3 Topography

A comprehensive site survey has been undertaken at the site. Review of the survey confirms that the site levels generally vary between 18mOD-20mOD and rise towards the centre of the site. For reference, the R707 levels along the northern boundary of the site are approximately 18mOD. Refer to Figure 2-2 for the visualisation of the topography within the site.

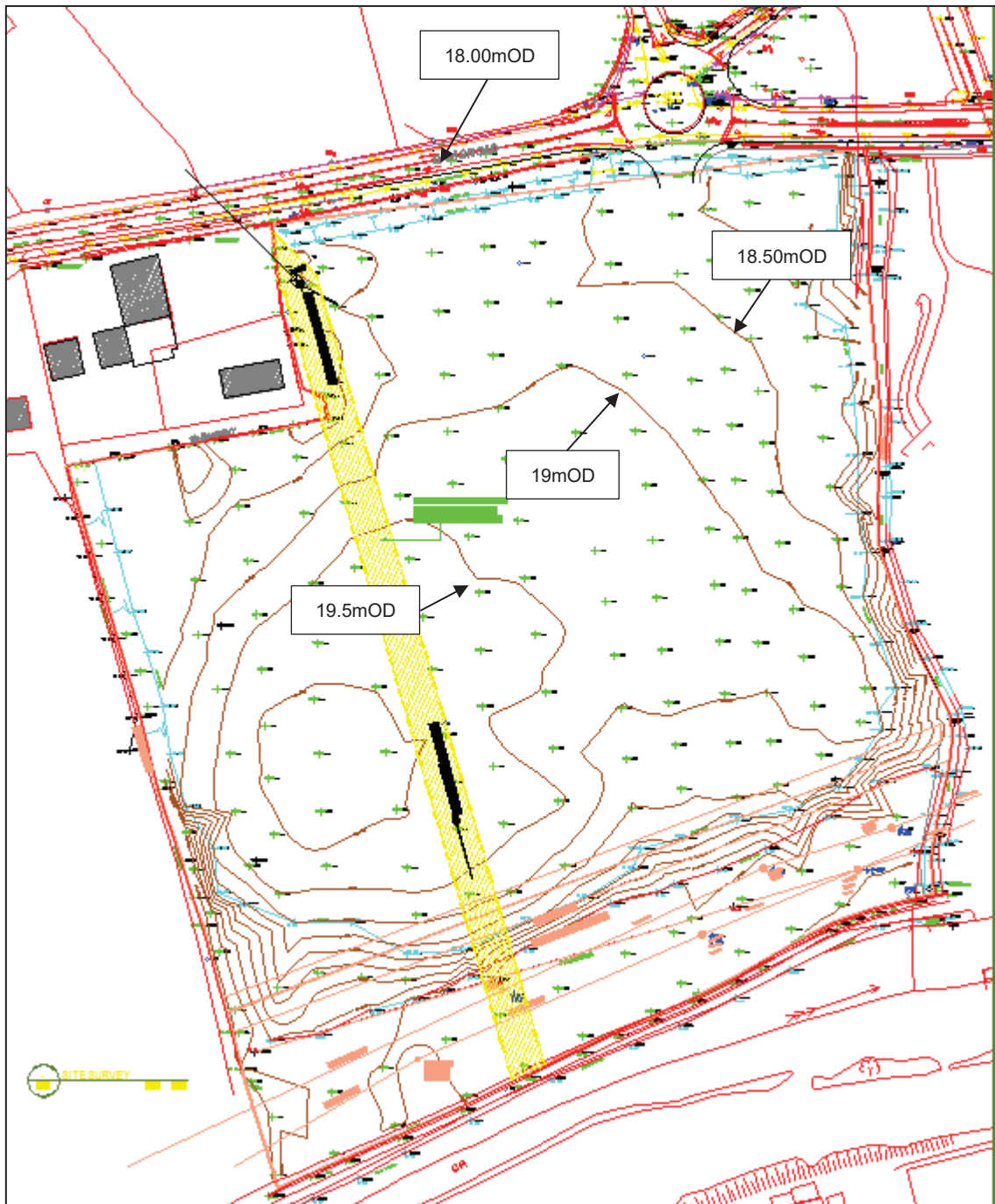


Figure 2-2: Site Topography

## 2.4 Site Geology

The geological and subsoil maps of the site, provided by the Geological Survey of Ireland (GSI), have been studied and an extract of the subsoil map is presented in Figure 2-3.

The majority of the subsoil is made up of 'Made' ground. A section of the north eastern part of the site is underlain by shallow well drained mineral soils, 'BminSW'. The bedrock is composed of Waulsortian Limestones, described as massive, unbedded limestone.

There are no karst features in the area. Review of the GSI Groundwater Flood Data Viewer did not identify any groundwater flood risk within or surrounding the site.



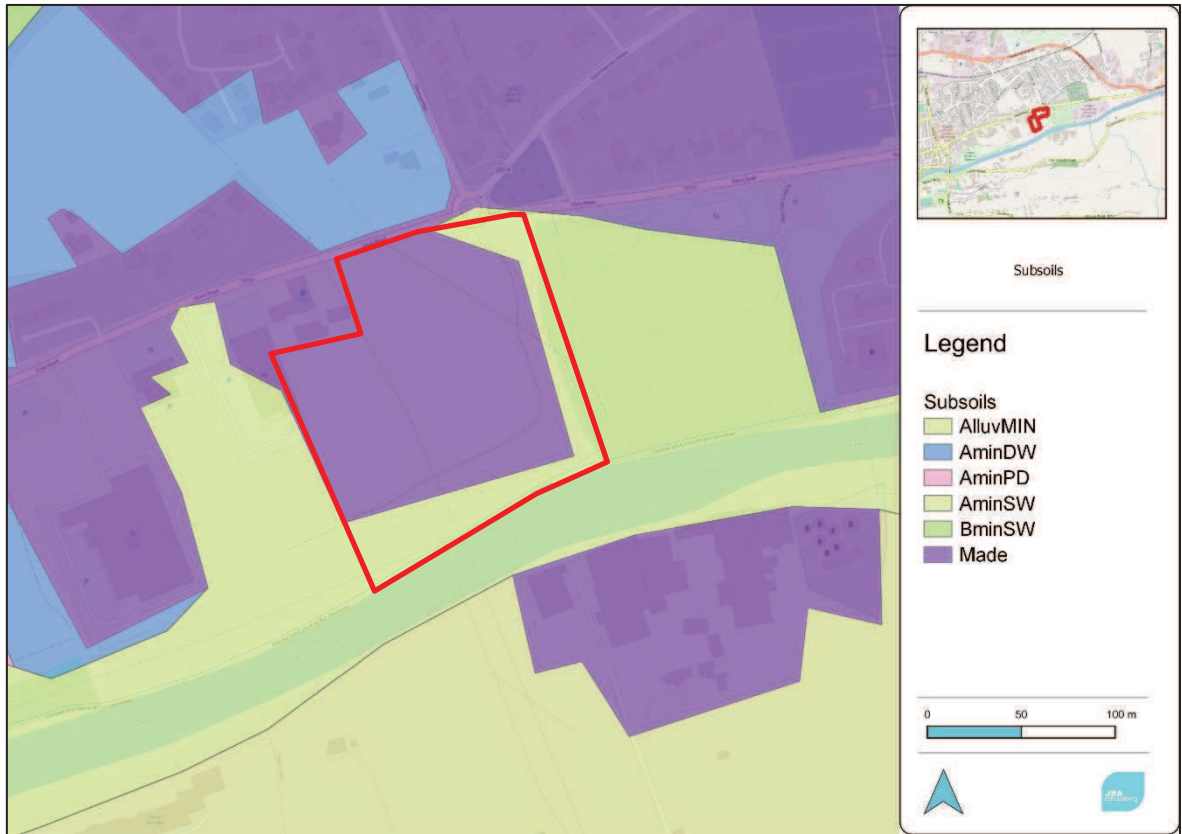


Figure 2-3: Site Subsoils

## 2.5 Clonmel and Environs Development Plan 2013 - 2019

Tipperary County Council is preparing a new Local Area Plan for Clonmel, which will set out the land use strategy for the town to ensure the town can grow, support employment and homes and can do so sustainably and successfully. The new development plan will be found in the document Clonmel Local Area Plan 2024 - 2030.

However, at present zoning is based on the Clonmel and Environs Development Plan 2013 - 2019. Under this plan, the subject site is within the development boundary for the town. The site is zoned to provide for commercial and retail users.

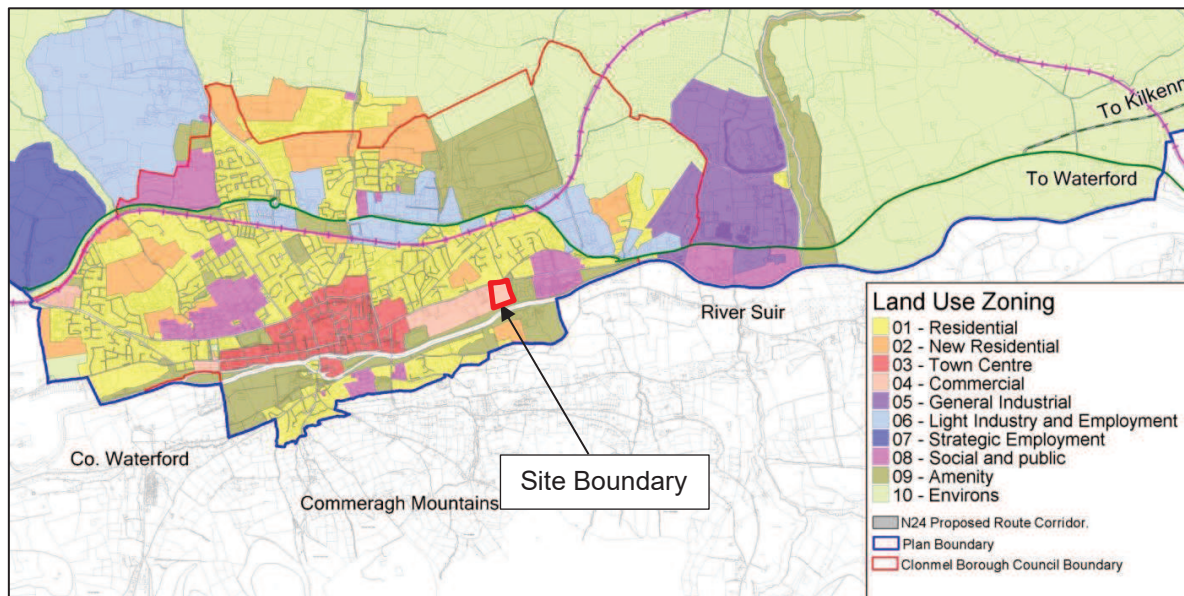


Figure 2-4: Clonmel and Environs Development Plan 2013 - 2019

As part of the Clonmel and Environs Development Plan (2013-2019) a Strategic Flood Risk Assessment (SFRA) has also been prepared. The aim of the SFRA is to identify flood risks within the development plan area and help guide appropriate development. Guidance has been provided for specific development areas within the town. It should be noted that the SFRA is based on the CFRAM mapping, and no additional modelling has been undertaken.

With reference to Section 8.3 of the SFRA, which outlines the flood risk and measures required for Opportunity Site 3: Davis Road, where the proposed site is located. The main points contained in the SFRA covering Opportunity Site 3 are as follows:

- The site is confirmed as being situated in Flood Zone B
- The flood defences have been designed to the 100-year standard plus climate change,
- The lands benefit from a flood warning system therefore, early preparedness and evacuation is possible,
- Compensatory flood storage is not required, nor is a freeboard allowance required,
- Climate Change and residual risk need to be assessed during a site-specific FRA.

## 2.6 Draft Clonmel and Environs Development Local Area Plan 2024 - 2030

The Draft Clonmel and Environs Local Area Plan 2024-2030 (LAP) is currently underdevelopment and will ultimately replace the Clonmel and Environs Development Plan 2013. Specific policies have been outlined to manage surface water and flood risk as outlined in Section 8.6 of the draft LAP.

It is noted that the associated flood maps (Figure 2-5) with the draft LAP places the site fully within Flood Zone C, including the lands to the west of the site that are shown to be located in Flood Zone B based on the CFRAM mapping.

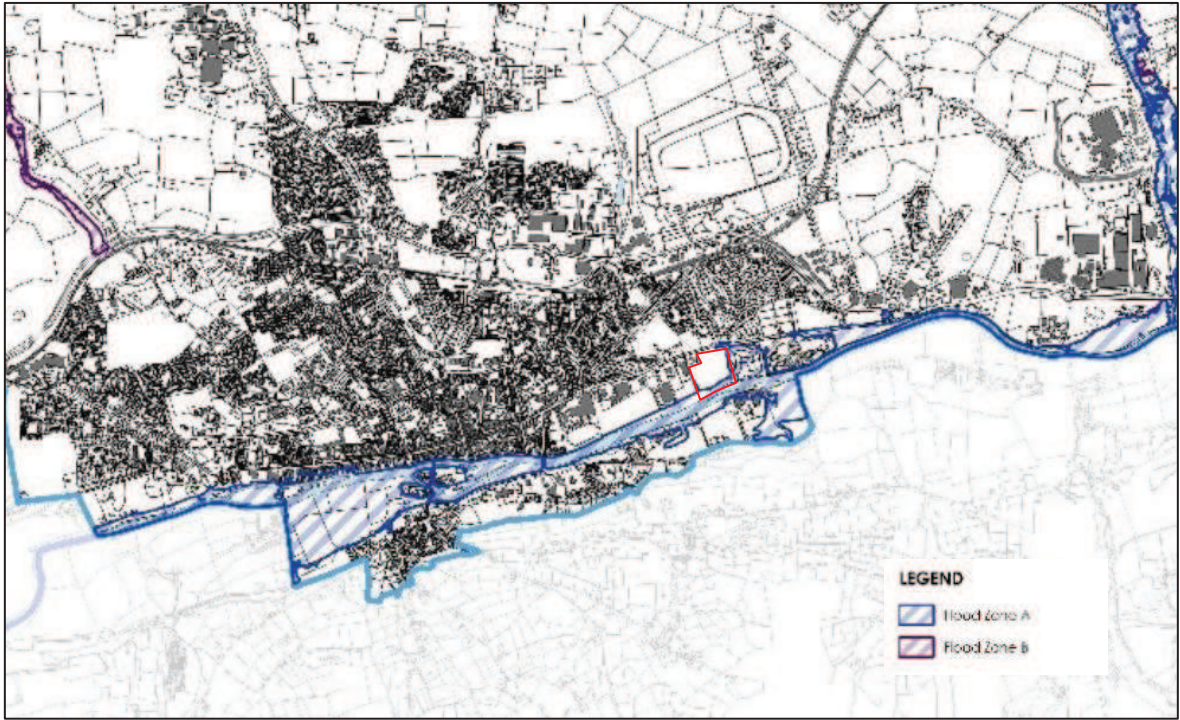


Figure 2-5: Draft Clonmel and Environs Development Plan 2024 - 2030

## 3 Flood Risk Identification

An assessment of the potential for and scale of flood risk at the site is conducted using historical and predictive information. This identifies any sources of potential flood risk to the site and reviews historic flood information. The findings from the flood risk identification stage of the assessment are provided in the following sections.

### 3.1 Flood History

Several sources of flood information were reviewed to establish any recorded flood history at, or near the site. This includes the OPW's website, <http://www.floodinfo.ie> and general internet searches.

#### 3.1.1 Floodinfo.ie

The OPW host a National Flood hazard mapping website, [www.floodinfo.ie](http://www.floodinfo.ie), which highlights areas at risk of flooding through the collection of recorded data and observed flood events. The following past flood events in the surrounding area are shown in Figure 3-1.

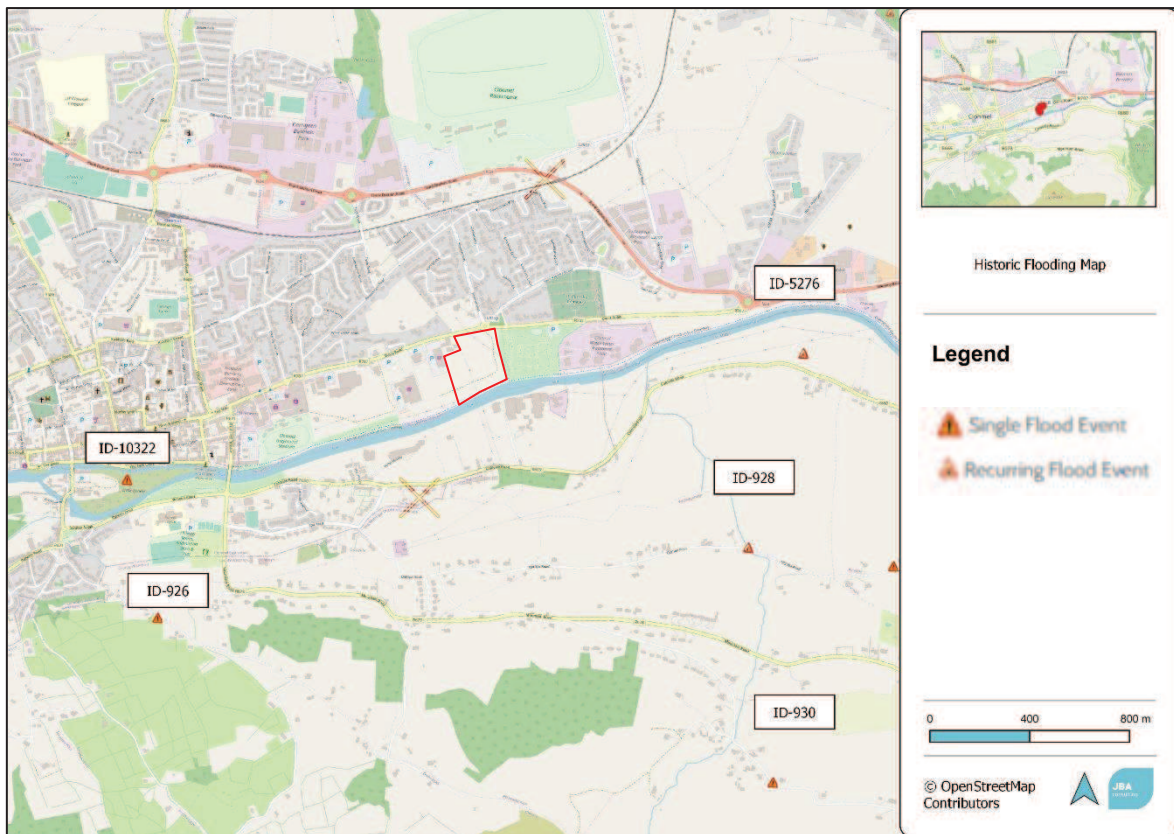


Figure 3-1: Historic Flooding Map

Review of the historic flooding record hasn't identified any flood events on site, however there are several flood events within 2km of the site boundary. Many of these flood events relate to flooding in November 2000. Flood locations recorded in the area for November 2000 are listed below:

- ID-5276 - Single flood event - Suir Kilgainy Clonmel
- ID-930 - Single flood event - Poulhagunogue, Clonmel
- ID-928 - Single flood event - Kilgainy Clonmel
- ID-926 - Single flood event - Scrothea C44

Flooding related to other events are listed below:

- ID-10322 - Single flood event - 30/09/2004 - Suir Clonmel

### 3.1.2 General Internet Searches

There were numerous reports of flooding in Clonmel from general internet searches. The largest flood event seems to have occurred in November 2000, when the River Suir reached its highest levels in over a century. This event resulted in extensive damage to properties, infrastructure, and agricultural lands. The water level inside of some resident's homes was greater than a metre, according to the Irish Times.

Flood defences were completed in the town in November 2012, which appear to be effective in containing flood waters. In February 2014, many towns along the River Suir saw extensive flooding after heavy rainfall. According to the Irish Times, the "completion of flood defence walls and installation of demountable barriers along the town's quays appear to have done their job, so far at least, as the river Suir was clearly travelling above road level this morning but remained below the top of the new walls".<sup>1</sup>

Flooding was reported again in 2021, forcing the Convent Road and a road at the Old Bridge to be closed. However, no properties were affected according to RTE.

---

<sup>1</sup> 'The streets turned into a river' – The Irish Times

### 3.2 Predicative Flooding

The subject area has been a subject of several predicative flood mapping or modelling studies and other related studies and plans:

- Suir Catchment Flood Risk Assessment and Management (CFRAM) Study

#### 3.2.1 Suir CFRAM Study

The primary source of data with which to identify flood risk to the site is the Suir CFRAM Study. The CFRAM consists of detailed hydraulic modelling of rivers and their tributaries. The River Suir has been modelled and flood extent maps for the fluvial scenario have been generated. The relevant flood maps are available through the CFRAM website (<http://www.floodinfo.ie/map/floodmaps/>).

Flood water spills from the River Suir and flow onto the site from the west. Flood depths on site during the 0.1% AEP event are up to 1m in depth, refer to Figure 3-3. These flood extents and depths are based on the undefended scenario. As shown in Figure 3-2, walls and embankments have been built along the banks of the River Suir, to contain flood water in extreme events. This is discussed further in Section 4.

Review of Figure 3-2 confirms that flood water partially enters the north-western corner of the site. The floodwaters flow in a general easterly direction through the site, flow back onto the R707 and continue east. The flood depths during the 0.1% AEP event are generally <0.5m.

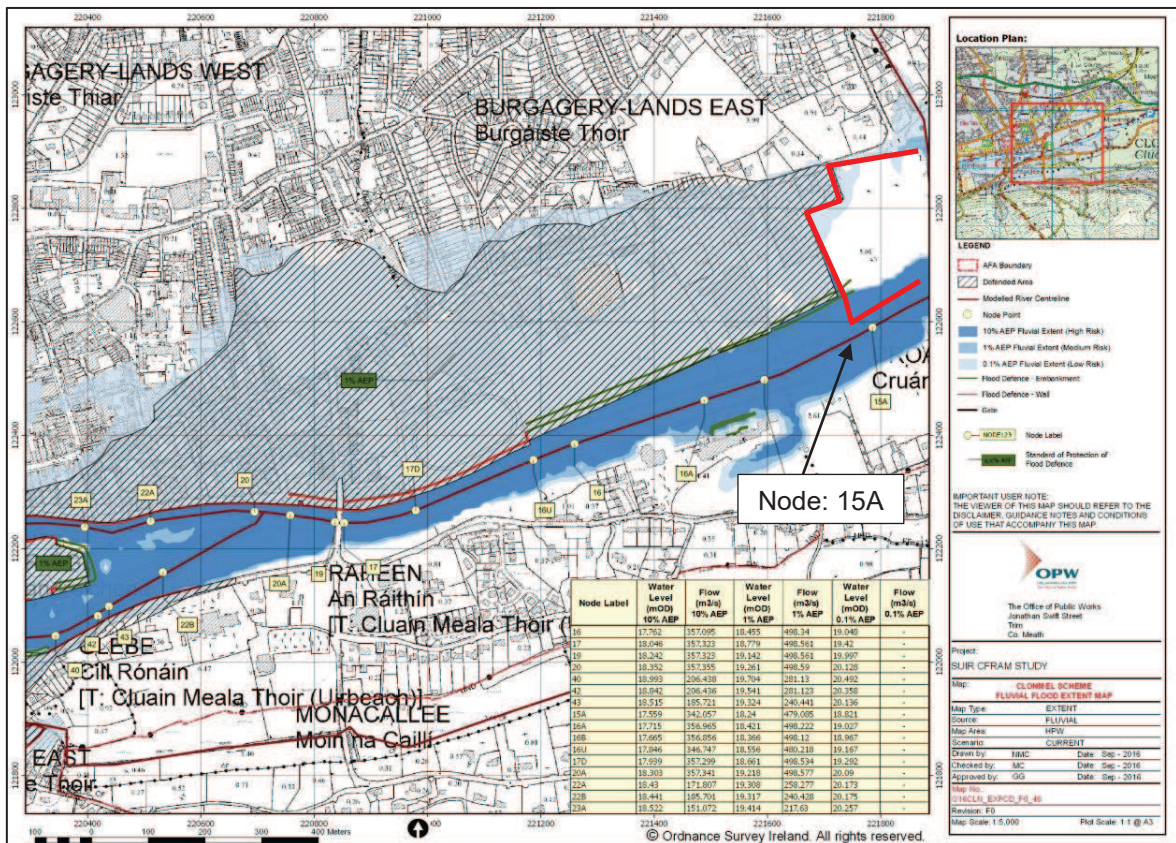


Figure 3-2: CFRAM Flood Extent Map 46

Table 3-1: CFRAM Node 15A

Node	Water Level (mOD) 10% AEP	Flow (m <sup>3</sup> /s) 10% AEP	Water Level (mOD) 1% AEP	Flow (m <sup>3</sup> /s) 1% AEP	Water Level (mOD) 0.1% AEP	Flow (m <sup>3</sup> /s) 0.1% AEP
15A	17.56	342.06	18.24	479.09	18.82	---

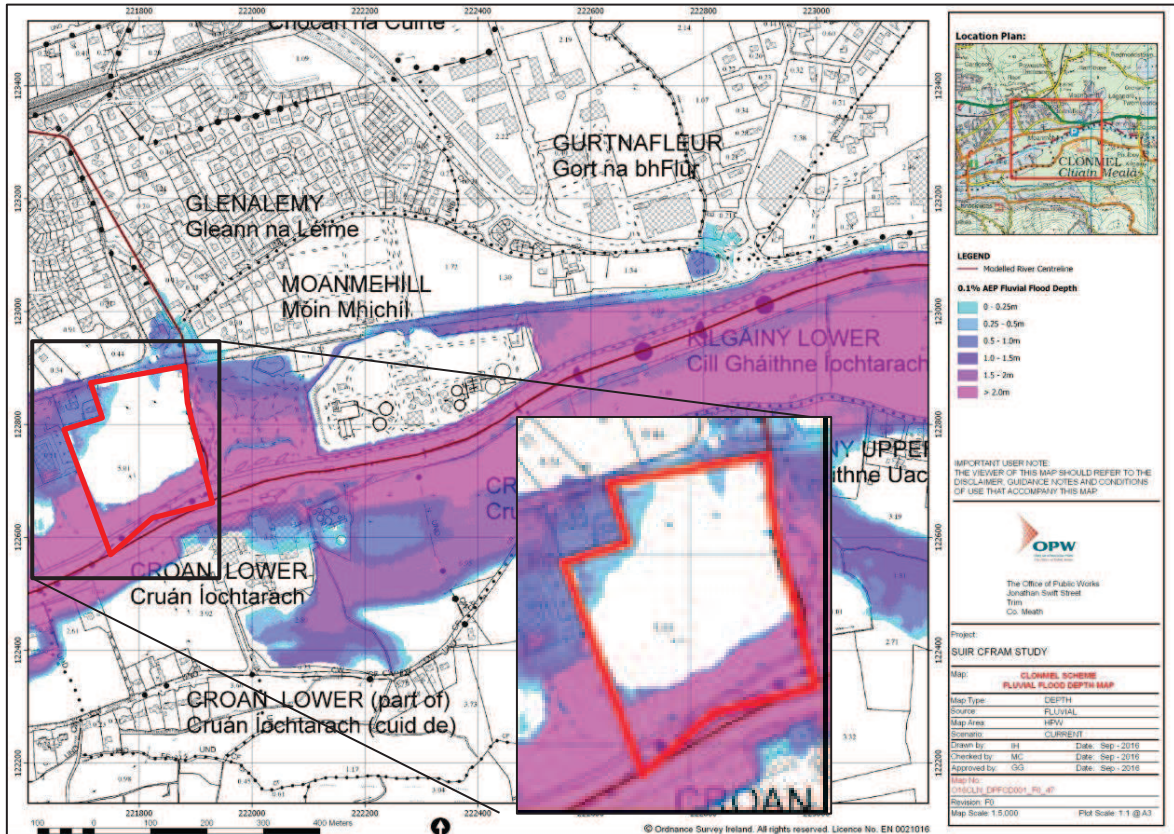


Figure 3-3: CFRAM 0.1% AEP Depth

### 3.3 Clonmel Flood Relief Scheme

The Office of Public Works, along with South Tipperary County Council, Clonmel Borough Council, and Water County Council worked on a steering group which was formed to develop and implement a flood relief scheme for Clonmel Town. The flood relief scheme aimed to offer the standard of protection against a flood with 1% probability of occurring each year, and to accommodate a 20% increase in design flow in future flood events. The scheme has been completed since November 2012.

Flood defence measures included tree felling, reinforced concrete walls, building of embankments and pumping stations, alterations and improvements to the drainage system, the placing of a contract for demountable defences and other ancillary works. In later phases of defence development new culverts, some channel widening, the replacement of two bridges and repairs to a further bridge, pumping stations and alterations and improvements to the drainage system were implemented. Again, provision was made for the erection of demountable defences. The overall scheme for Clonmel has benefitted approximately 500 properties. The effectiveness of the scheme depends on the erection of the demountable defences by Clonmel Borough Council staff upon receipt of a flood warning from the Flood Forecasting System developed by the OPW.

Several of the existing flood defences near the site can be seen in Figure 3-5.

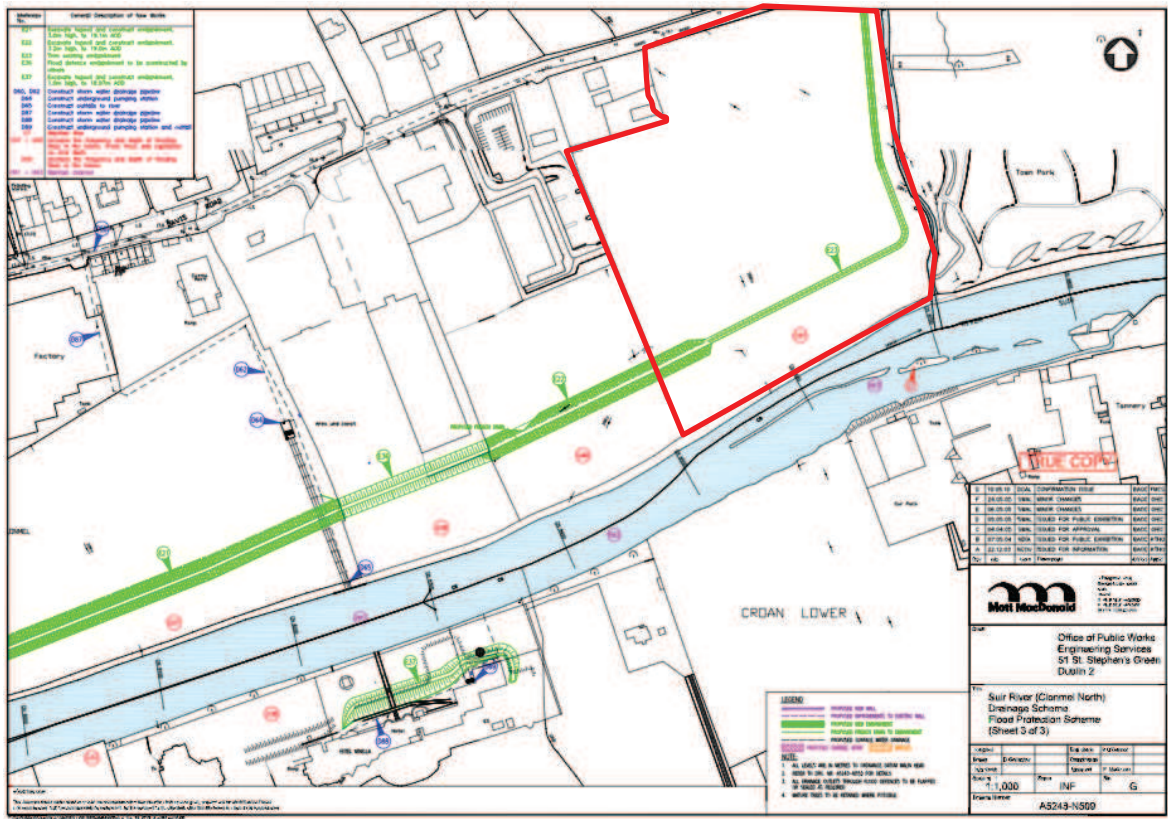


Figure 3-4: Clonmel Flood Defences



## 3.4 Flood Sources

The initial stage of a Flood Risk Assessment requires the identification and consideration of probable sources of flooding. Following the initial phase of this Flood Risk Assessment, it is possible to summarise the level of potential risk posed by each source of flooding. The flood sources are described below.

### 3.4.1 Fluvial

Fluvial flooding is the result of river levels rising and flowing out of bank, across lands that are usually dry. The fluvial map from the Suir CFRAM has been reviewed and the site appears to be at risk from fluvial sources. Flood water spills from the River Suir and flows onto the site from the west.

Flood defences such as walls and embankments have been built along the banks of the River Suir, to contain flood water in extreme events. This is discussed further in Section 4.

The development will be mixed health care and retail, therefore has a classification of highly vulnerable/less vulnerable. The purpose of the report is to confirm the level of flood risk across the site.

### 3.4.2 Coastal

The site is located far from the coastline and therefore has no risk of tidal flooding. The risk of tidal flooding has been screened out at this stage.

### 3.4.3 Pluvial / Surface Water

Pluvial flooding is the result of rainfall-generated overland flows that arise before run-off can enter a watercourse or sewer. Review of the past flood events information doesn't indicate that the site experienced historic flooding, the site is a greenfield and the surface water will be attenuated to the river or infiltrated into the ground. Based on review of the available information, the site is not at risk of pluvial flooding.

### 3.4.4 Groundwater

Groundwater flooding results from high sub-surface water levels that impact upper levels of the soil strata and overland areas that are usually dry.

Groundwater flood risk is confirmed to be low by the GSI mapping and there is no known risk of groundwater flooding in the area, thus it has been screened out at this stage.

## 4 Flood Risk Assessment

This section of the report will assess the likelihood of flooding at the site. This information will then be used to recommend master planning site options in line with the Tipperary County Development Plan 2022-2028, and the Planning System and Flood Risk Management Guidelines.

### 4.1 Flood Risk

Figure 4-1 below shows the existing flood risk to the development from the River Suir from the Suir CFRAM Study. The site is primarily in Flood Zone C, with portions of the proposed development located in Flood Zone B.

As shown in Figure 4-1, areas along the northern and western site boundary in within Flood Zone B as defined by the CFRAM Study.

Figure 4-1 outlines the post-development flood extents in proximity to the site once the proposed mitigation measures have been adopted. An embankment was constructed along the eastern boundary of the site and to the south and west of the site along the River Suir. The scheme has been complete since 2012, and the embankment can be seen in satellite imagery. This embankment had a proposed elevation of 19mOD. This sufficiently protects the site from the 1% AEP and 0.1% AEP events, refer to Table 3-1. The embankment and walls will contain water within the river channel in both the 1% AEP and 0.1% AEP event from direct inundation from its southern boundary. As previously noted, floodwaters enter the site from its north-western boundary and ultimately flow through the narrow section of the site and onto the R707.

It is recommended that the site layout is reviewed in the context of the development strategy outlined below. For the purpose of the FRA, the Health Care Centre and nursing home is classified as "highly vulnerable". All new mixed use/retail development can be placed within Flood Zone B, as defined by the baseline flood study - which would be the CFRAM Study.

The strategy for the car parking located within Flood Zone B to be retained as close to the existing ground level to maintain the flow pathway through the site to minimise the impact elsewhere. All FFLs are located above the 0.1% AEP flood event.

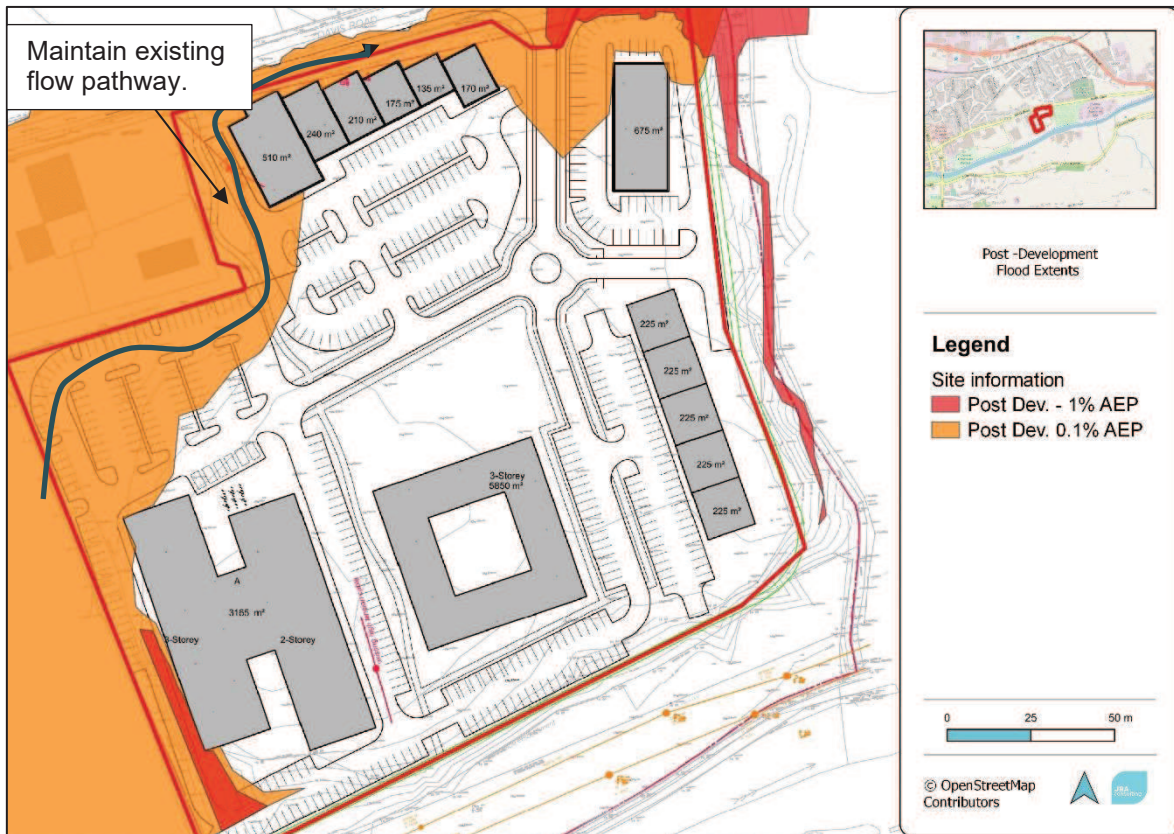


Figure 4-1: Existing Flood Risk and Proposed Development

## 4.2 Site Layout/ Finish Floor Level

The proposed mixed-use developments may be in Flood Zone B provided it passes the Justification Test, as they are classified as less vulnerable. The bottom floor of the development will be retail, while the top floor will contain the medical administration offices. A significant proportion of the site is at low probability of flooding however, it must be ensured that the proposed development infrastructure is located above the selected design event.

Minimum FFL of the development should be set to 19.12mOD to account for the 0.1% AEP event plus a freeboard of 300mm. Review of Figure 4-1 confirms that Buildings A, C and D are partially or fully within Flood Zone B, therefore a Justification Test for Development Management has been undertaken in Section 5. These buildings are proposed to be retail developments, which are classified as less vulnerable developments. Therefore, they are appropriate for Flood Zone B.

The retirement/nursing home is located in Flood Zone C, and the minimum FFL will be set at 19.12mOD. This will protect the nursing home from the predicted 1% AEP and 0.1% AEP flood levels.

It is noted that the R707 public road that provides access to the development is located in Flood Zone B, however it is recommended that all internal roads are set at a minimum level of 18.82mOD.

Table 4-1: Site Design Recommendations

AEP	Water Level (mOD)
1%	18.24
0.1%	18.82
Appropriate Freeboard	300mm
Recommended min. FFL	18.82mOD + 300mm = 19.12mOD
Recommended Road Levels	18.82mOD

#### 4.2.1 Access

Access to the site is maintained in the 0.1% AEP event along the Davis Road, should also drain away via the surface water system. Flood depths have been modelled as >500mm therefore emergence access can be maintained during a 0.1% AEP event. With the implementation of the early warning system, it is envisaged that the campus will be closed during a flood event.

### 4.3 Residual Risks

Residual risks are the risks remaining after all risk avoidance, substitution and mitigation measures have been taken. Two residual risks have been identified and are discussed in detail below.

#### 4.3.1 Drainage System Design Exceedance

The surface water system should be designed to ensure flood waters will be directed towards low-lying sections of the site in the event of a drainage system design exceedance or failure event.

#### 4.3.2 Flood Defence Failure

Residual risk is present from the embankment at the south of the site, and the flood defence wall at the western boundary. During a flood event, these may be at risk of breach or overtopping. However, these have been built specifically to cope with flood events, therefore failure is unlikely. There is a low residual risk of flood defence failure.

It should be noted that the majority of the site is located in Flood Zone C and all FFLs have been placed above the 0.1% AEP flood level plus freeboard. Therefore, if complete failure of the flood defences were to occur, the proposed development will not be impacted.

## 5 The Justification Test for Development Management

### 5.1 Strategy

As the development is partially located in Flood Zone B, the Justification Test (JT) has been undertaken to confirm the site is appropriate for development. The development is highly vulnerable development so the JT is required, as indicated in Table 3.1 of The Planning System and Flood Risk Management.

The planning guidance appropriate to this development is, "The Planning System and Flood Risk Management" and sets out a framework within which the planning authority should consider proposals for new development in areas of flood risk. This framework is called the Justification Test for Development Management.

In the following text, each of the criteria within the JT is responded to as they relate to the proposed development. For ease of reading, where the responses are supported by technical detail, which is contained in this report, an appropriate chapter has been referenced.

### 5.2 Justification Test: Part 1

**The subject lands have been zoned or otherwise designated for the particular use or form of development in an operative development plan, which has been adopted or varied taking account of the planning guidelines.**

According to the Clonmel & Environs Development Plan, the land use zoning is to provide for 'Commercial' use. The site is also included in Opportunity Site 3 within the SFRA which details the requirements for appropriate development in this area. It is considered that the proposed development complies with the land use zoning at the site and the SFRA guidance document.

The proposed involve the development of a Medical Campus, Nursing Home and Retail units which is considered to be compliant with the zoning for the site.

Conclusion: It has been outlined that the proposed development which comprises medical/retail properties is compatible with the current zoning. Any new development must be placed above the relevant 1% AEP and 0.1% AEP flood levels and SFRA requirements.

### 5.3 Justification Test: Part 2

**The proposal has been subject to an appropriate flood risk assessment that demonstrates:**

**(i) the development proposed will not increase flood risk elsewhere and, if practicable, will reduce overall flood risk**

All development will be placed above the 1% AEP and 0.1% AEP flood levels. Less vulnerable development, such as retail, may be placed within Flood Zone B, as the existing flood defences minimise flood risk. Mitigation measures have been outlined in Section 4, which ensure that the development will not increase the risk of flooding on site or elsewhere. The main strategy is to raised all FFLs above the 0.1% AEP plus freeboard while also maintaining the existing flow path through the site.

Conclusion: Although the majority of the development is located in Flood Zone C, it is proposed to partially place retail/medical day care within Flood Zone B. The nursing home is located in Flood Zone C. The site is located on the edge of a large flood cell that encompasses the town centre of Clonmel town. Mitigation measures have been included to maintain the minor flow path through the site which will ensure that the development will not increase flood risk elsewhere.

**(ii) the development proposal includes measures to minimise flood risk to people, property, the economy, and the environment as far as reasonably possible**

A large proportion of the proposed development will be located in Flood Zone C. Any development located in Flood Zone B will be raised above the 0.1% AEP events and will not be impacted by the predicted flood events.

Conclusion: All medical/retail and nursing home areas will be located above the 1% and 0.1% AEP flood levels plus appropriate freeboard.

**(iii) The development proposed includes measures to ensure that residual risks to the area and/or development can be managed to an acceptable level as regards the adequacy of**

**existing flood protection measures or the design, implementation and funding of any future flood risk management measures and provisions for emergency services access**

The proposed development has been designed with sufficient freeboard to account for any uncertainty. Flood defences also protect the site against the 1% AEP and a 20% increase in flow from climate change. Access to the site can be maintained during a flood event, however it is envisaged that all develop will be closed following the implementation of the early warning system.

Residual risks (flood defence failure) have also been considered in the development of the mitigation measures.

**(iv) The development proposed will addresses the above in a manner that is also compatible with the achievement of wider planning objectives in relation to development of good urban design and vibrant and active streetscapes.**

The proposed development has been designed for a green fields site and is compatible with good urban design.

## 6 Conclusion

JBA Consulting has undertaken a detailed Flood Risk Assessment for the proposed development located in Clonmel, Co. Tipperary. The proposed development will consist of the construction of an Healthcare Campus, Retail Units, Nursing home and associated 300 car parking spaces.

From reviewing the available sources of flooding some of the site has been shown to be at risk of inundation from the 0.1% AEP fluvial flood event from the River Suir approx. 60m south of the site boundary. No historic flooding was identified at the site, however flooding occurred in the surrounding area prior to the completion of the Clonmel Flood Relief Scheme.

It is now recommended that the site layout is designed to ensure that a flow path can be maintained for the 0.1% AEP flood event. This will ensure that there is no negative impact on flood risk to the surrounding properties post-development. The FFL will also be raised above the 0.1% AEP flood level with appropriate freeboard. This will ensure that Healthcare Campus, Retail Unit and nursing home will not be impacted by the 0.1% AEP event.

It is noted that the nursing home is identified as being located within Flood Zone C by both the CFRAM and current draft LAP flood maps. Therefore, the nursing home is compliant with the FRA guidelines.

The Flood Risk Assessment and strategic development recommendations were undertaken in accordance with 'The Planning System and Flood Risk Management' guidelines and agrees with the core principles contained within.

# Appendices

## A Appendix - Understanding Flood Risk

Flood Risk is generally accepted to be a combination of the likelihood (or probability) of flooding and the potential consequences arising. Flood Risk can be expressed in terms of the following relationship:

Flood Risk = Probability of Flooding x Consequences of Flooding

### A.1 Probability of Flooding

The likelihood or probability of a flood event (whether tidal or fluvial) is classified by its Annual Exceedance Probability (AEP) or return period years, a 1% AEP flood 1 in 100 chance of occurring in any given year. In this report, flood frequency will primarily be expressed in terms of AEP, which is the inverse of the return period, as shown in the table below and explained above. This can be helpful when presenting results to members of the public who may associate the concept of return period with a regular occurrence rather than an average recurrence interval and is the terminology which will be used throughout this report.

Table: Conversion between return periods and annual exceedance probabilities

Return period (years)	Annual exceedance probability (%)
2	50
10	10
50	2
100	1
200	0.5
1000	0.1

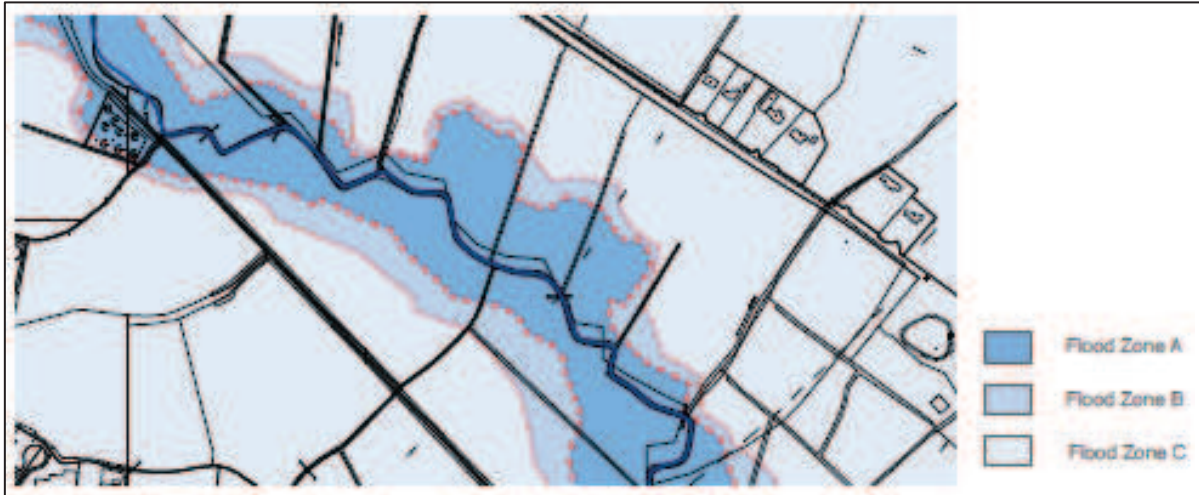
### A.2 Flood Zones

Flood Zones are geographical areas illustrating the probability of flooding. For the purpose of the Planning Guidelines, there are 3 types of levels of flood zones, A, B and C.

Zone	Description
<b>Flood Zone A</b>	Where the probability of flooding is highest, greater than 1% (1 in 100) from river flooding or 0.5% (1 in 200) for coastal/ tidal Flooding
<b>Flood Zone B</b>	Moderate probability of flooding, between 1% and 0.1% from rivers and between 0.5% and 0.1% from coastal/ tidal.
<b>Flood Zone C</b>	Lowest probability of flooding, less than 0.1% from both rivers and coastal/ tidal.

It is important to note that the definition of the flood zones is based on an undefended scenario and does not consider the presence of flood protection structures such as flood walls or embankments. This is to allow for the fact that there is a residual risk of flooding behind the defences will be maintained in perpetuity.





### A.3 Consequences of Flooding

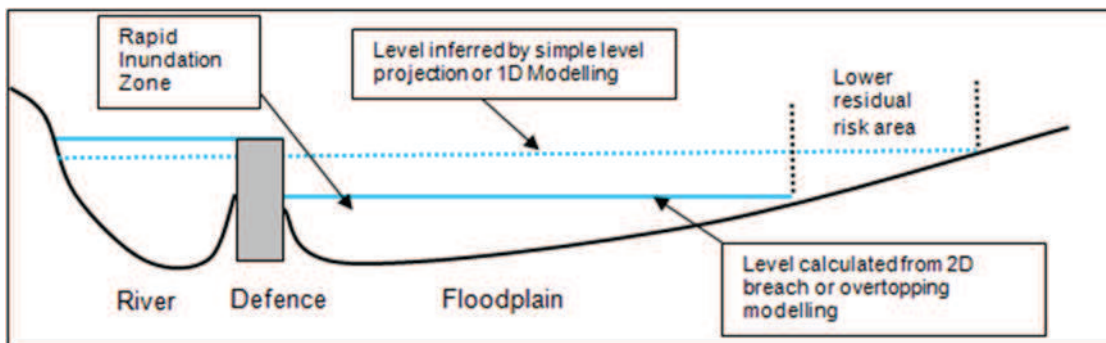
Consequences of flooding depend on the Hazards caused by flooding (depth of water, speed of flow. Rate of onset, duration, wave-action effects, water quality) and the vulnerability of receptors (type of development, nature, e.g., age-structure of the population, presence, and reliability of mitigation measures etc.)

The 'Planning System and Flood Risk Management' provides three vulnerability categories, based on type of development, nature, which are detailed in Table 3.1 of the Guidelines, and are summarised as:

- **Highly vulnerable**, including residential properties, essential infrastructure, and emergency service facilities.
- **Less vulnerable**, such as retail and commercial and local transport infrastructure, such as changing rooms.
- **Water compatible**, including open space, outdoor recreation and associated essential infrastructure, such as changing rooms.

### A.4 Residual Risk

The presence of flood defences, by their very nature, hinder the movement of flood water across the floodplain and prevent flooding unless river levels rise above the defence crest level, or a breach occurs. This known as residual risk:



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