



**Comhairle Contae Thiobraid Árann**  
Tipperary County Council

# **Draft Clonmel and Environs Local Area Plan 2024-2030**

**July 2023**



## **Non-Technical Summary**

This is the Draft Clonmel and Environs Local Area Plan 2024-2030 (LAP). Its publication presents an opportunity for the planning authority, stakeholders and the community to collaborate in the preparation of a new land use strategy and development objectives for Clonmel. Its function is to act as a framework for sustainable investment, to enable employment and homes, to protect the environment and heritage and to help deliver a good quality of life for everyone. The LAP when made, will replace the Clonmel and Environs Development Plan 2013 (as extended).

The LAP sits at the 'local' tier of planning policy and is consistent with the objectives of national and regional level planning policies, as well as the Tipperary County Development Plan 2022-2028. The LAP is comprised of the following documents:

- A Written Statement with specific policies and objectives laid out across ten sections.
- Maps including land-use zoning with flood risk areas, and built and natural heritage
- Appendices as follows:
  1. Serviced Land Assessment
  2. Draft Local Transport Plan
  3. Regeneration Sites
  4. Strategic Environmental Assessment Environmental Report and Non-Technical Summary
  5. Appropriate Assessment Natura Impact Statement
  6. Strategic Flood Risk Assessment

The Draft LAP is supported and underpinned by a detailed assessment of infrastructure and services available in the town, referred to as a Serviced Land Assessment (Appendix 1), a Draft Local Transport Plan (Appendix 2), and a schedule of underused and vacant sites suitable for regeneration (Appendix 3). Appendices 4, 5 and 6 set out the detailed environmental, ecological and flood risk assessments carried out.

The LAP is focused on a renewed and targeted approach to compact growth and regeneration, with the town centre as the heart and focal point of Clonmel, and with clear consideration of climate change mitigation and adaptation measures and modal shift change in terms of how we get around. At the centre of this LAP is consideration of quality of life for the community in the form of housing, jobs, education and amenities.

In recent times, the town has benefited from new investment, and commitments for future investment in the form of regeneration funding, particularly noteworthy being the

redevelopment of the Kickham Barracks site and development of the Regional Sports Hub, both initiated through “Clonmel 2030–Transformational Regeneration”.

These projects could not be realised without the critical contribution of the local communities, businesses, heritage, sport and environmental groups and the direction and guidance of the elected council members, all of whom added significant value to the project concepts which were devised. More recently, the endorsement by the Clonmel elected members of the ‘Town Centre First Clonmel: Action Plan’ provides one coherent placemaking strategy focused on the strategic regeneration and compact, sustainable development of the town centre, and will support and strengthen capital funding applications.

The goal and purpose of the Clonmel LAP is to connect and enable such initiatives, and ensure, with the support of the Local Economic and Community Plan, that a framework and funding strategy is set out to enable the delivery of their visions. The LAP will also help enable, inform and activate private sector investment in the town.

Public participation is important to the process of plan preparation, and after the public consultation period for the Draft LAP has ended, the Council will consider all submissions received. At this time, the Council may either adopt the Draft LAP in late November 2023 or make recommendations for changes to the Draft LAP. If proposed changes are materially different to the Draft LAP, a further round of public consultation may take place, specifically on those changes proposed. Any further submissions received at this stage would again be considered by the Council and the LAP would, in this case take effect in Spring 2024.

## **List of Abbreviations**

AA	Appropriate Assessment
ACA	Architectural Conservation Area
CARO	Climate Action Regional Office
CCMA	County and City Management Association
DAP	Drainage Area Plan
DCEDIY	Department of Children, Equality, Disability, Integration and Youth
DECC	Department of Environment Climate and Communications
DECLG	Department of the Environment, Community and Local Government
DEHLG	Department of Environment Heritage and Local Government
DHLGH	Department of Housing Local Government and Heritage
DOE	Department of Education
DRCD	Department of Rural and Community Development
EEC	European Economic Community
HSE	Health Services Executive
LAP	Local Area Plan
LCDC	Local Economic Development Committee
LDS	Local Development Strategy
LECP	Local Community and Economic Plan
NIAH	National Inventory of Architectural Heritage
NPF	National Planning Framework
NTA	National Transport Authority
PE	Population Equivalent
PPN	Public Participation Network
PRA	Primary Retail Area
RMP	Record of Monuments and Places
RSES	Regional Spatial and Economic Strategy
RZLT	Residential Zoned Land Tax
SEA	Strategic Environmental Assessment
SEAI	Sustainable Energy Association of Ireland
SEC	Sustainable Energy Community
SFRA	Strategic Flood Risk Assessment
SLA	Serviced Land Assessment
SPC	Strategic Policy Committee
SUDS	Sustainable Urban Drainage Systems
TCC	Tipperary County Council
TCDP	Tipperary County Development Plan 2022 – 2028
TFI	Transport for Ireland
The Act	Planning and Development Act 2000, as amended
URDF	Urban Regeneration and Development Fund

# Table of Contents

Non-Technical Summary .....	2
List of Abbreviations.....	4
Table of Contents .....	5
1.0 Introduction .....	7
1.1 Background to this Local Area Plan.....	7
1.2 Environmental Assessments .....	8
1.3 How to read the Policies and Objectives of the Plan .....	9
1.4 Clonmel Town and Socio-Economic Profile.....	9
1.5 Policy .....	12
2.0 Planning and Development Strategy .....	13
2.1 Tipperary County Development Plan 2022 – 2028.....	13
2.2 A Climate Resilient, Sustainable and Low-Carbon Town .....	15
2.3 A Framework for Investment.....	16
2.4 Spatial Development Strategy .....	17
2.5 Policy and Objectives .....	24
3.0 Town Centre Strategy .....	26
3.1 Town Centre First.....	26
3.2 Consolidation, Regeneration and Compact Growth.....	28
3.3 Land Activation and Strategy for Vacancy and Regeneration.....	29
3.4 Public Realm and Way-Faring.....	31
3.5 Retail and the Town Centre .....	31
3.6 Protecting and Enhancing the Historic Core.....	32
3.7 Policy and Objectives .....	33
4.0 Economic Development Strategy .....	36
4.1 Employment and Enterprise Strategy .....	37
4.2 Clonmel Strategic Employment Site.....	39
4.3 Tourism Strategy.....	41
4.4 Policy and Objectives .....	44
5.0 Sustainable Communities .....	47
5.1 Clonmel Low-Carbon and Sustainable Energy Community.....	47
5.2 Residential Development.....	48
5.3 Open Space and Amenities .....	52
5.4 Education and Learning in Clonmel .....	53
5.5 Age Friendly Town .....	56
5.6 Digital Connectivity and Telecommunications .....	56
5.7 Policy and Objectives .....	58

6.0	Transport and Connectivity.....	61
6.1	Movement and Accessibility.....	62
6.2	Public Transport.....	62
6.3	Demand Management.....	65
6.4	Roads Strategy .....	66
6.5	Safeguarding the Strategic Road Network.....	68
6.6	Policy and Objectives .....	69
7.0	Recognising our Local Heritage .....	72
7.1	Natural Heritage.....	72
7.2	Our Built, Social and Cultural Heritage.....	73
7.3	Policy and Objectives .....	77
8.0	Infrastructure, Energy and Utilities.....	79
8.1	Energy Demand and Renewable Energy .....	79
8.2	Water and Wastewater .....	79
8.3	Sustainable Surface Water Management .....	80
8.4	Circular Economy and Waste Management.....	81
8.5	Flood Risk Management.....	81
8.6	Policy and Objectives .....	83
9.0	Land Use Zoning Framework.....	86
10.0	Monitoring and Evaluation .....	91
10.1	Introduction .....	91
10.2	Monitoring and Evaluation.....	91

## Appendices

1. Serviced Land Assessment
2. Local Transport Plan
3. Regeneration Sites
4. Strategic Environmental Assessment Screening Report (Separate Document)
5. Appropriate Assessment Natura Impact Report (Separate Document)
6. Strategic Flood Risk Assessment (Separate Document)

## Maps

- |         |   |
|---------|---|
| Map 1A: | Land use Zoning and Flood Risk                |
| Map 1B: | Land use Zoning and Flood Risk (Western Area) |
| Map 1C: | Land use Zoning and Flood Risk (Eastern Area) |
| Map 1D: | Land use Zoning and Flood Risk (Central Area) |
| Map 2A: | Built Heritage                                |
| Map 2B: | Built Heritage (Central Area)                 |
| Map 3A: | Natural Heritage and Amenity                  |
| Map 3B: | Natural Heritage and Amenity (Central Area)   |
| Map 4:  | Town Centre and Regeneration                  |

# 1.0 Introduction

## 1.1 Background to this Local Area Plan

This Draft Clonmel and Environs Local Area Plan 2024 – 2030 (LAP) has been prepared in accordance with the provisions of the Planning and Development Act 2000, as amended (“the Act”). LAPs are required for towns with a population over 5,000, therefore a new LAP is mandatory for Clonmel. When made, this LAP will replace the Clonmel and Environs Development Plan 2013-2019 (as extended).

This LAP complies with the ‘Core Strategy’, policies and objectives of the **Tipperary County Development Plan 2022 – 2028 (TCDP)**, and the provisions of the TCDP will apply to all new development in conjunction with this LAP.



Figure 1: Tipperary County Development Plan 2022 -2028 sets out the strategic planning framework for Clonmel

This LAP outlines the local spatial planning framework for Clonmel with planning policies and objectives unique to the town set out at the end of each chapter. Planning policies will inform private and public sector local development proposals, and planning objectives represent the key local objectives of the Council to be achieved over the lifetime of the LAP.

This LAP has been prepared having consideration to Local Area Plans – Guidelines for Planning Authorities (DHLGH, 2013) and their accompanying best-practice manual and the Development Plan Guidelines for Planning Authorities (DHLGH, 2022).

## 1.2 Environmental Assessments

### 1.2.1 Strategic Environmental Assessment

Strategic Environmental Assessment (SEA)<sup>1</sup> is the formal systematic evaluation of the likely significant environmental effects of implementing a plan before a decision is made to adopt the plan. It is iterative and informs the plan-making process of the likely environmental impacts of alternative actions, and contributes to the integration of environmental considerations into plan-making. The findings of the SEA are set out in the Environmental Report and Non-Technical Summary (Appendix 4). This Report provides a clear understanding of the likely environmental consequences of decisions regarding the location of development in the LAP area. The mitigation measures needed to offset potential adverse effects of the LAP and future monitoring proposals are integral to the LAP.

### 1.2.2 Habitats Directive Assessment

The requirements for Habitats Directive Assessment (also referred to as ‘Appropriate Assessment’ or ‘AA’) of plans or projects, are outlined in Article 6(3) and (4) of the European Communities (1992) Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (the ‘Habitats Directive’). The emerging Local Area Plan is being subject to an AA process, the current findings of which are contained in the accompanying AA Natura Impact Report (see Appendix 5).

Considering measures already in force through the Tipperary County Development Plan 2022-2028 and having incorporated mitigation measures into the Draft Local Area Plan, the AA Natura Impact Report demonstrates that the Draft Plan is not foreseen to give rise to any significant adverse effects to designated European sites, alone or in combination with other plans or projects<sup>2</sup>.

### 1.2.3 Strategic Flood Risk Assessment (SFRA)

A SFRA carried out to support the preparation of the LAP is attached as Appendix 6. The SFRA is required to be prepared in accordance with the requirements of ‘the Planning System and

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<sup>1</sup> Required by European Directive 2001/42/EC (‘the SEA Directive’). This Directive is transposed into Irish law by Statutory Instrument (S.I.) No. 436 of 2004 (the Planning and Development (Strategic Environmental Assessment) Regulations 2004), as amended by S.I. No. 201 of 2011 (the Planning and Development (Strategic Environmental Assessment) (Amendment) Regulations 2011).

<sup>2</sup> Except as provided for in Article 6(4) of the Habitats Directive, viz. There must be:

- (a) no alternative solution available,
- (b) imperative reasons of overriding public interest for the plan to proceed; and
- (c) Adequate compensatory measures in place.



Flood Risk Assessment Guidelines for Planning Authorities' (DEHLG and OPW 2009) and Circular PL02/2014 (DEHLG, August 2014).

### **1.3 How to read the Policies and Objectives of the Plan**

The Draft LAP includes policies and objectives at the end of each Chapter. The policies of the Plan seek to manage and guide new development of the town in a sustainable way. The objectives of the Plan are included to provide clarity on the active role of the Council in managing, supporting, and implementing the vision for the Plan. To aid ease of use of the Plan, where practicable and to avoid repetition planning policy elsewhere, the policies of the NPF, RSES and TCDP have not been repeated within the Plan.

### **1.4 Clonmel Town and Socio-Economic Profile**

#### **1.4.1 Location and Character**

Clonmel is situated in the Suir River valley with a wide agricultural hinterland and with the foothills of the Comeragh Mountains directly to the south. The town is situated on the N24 national primary route and the national rail line between the metropolitan areas of Waterford City and Limerick City. The Southern Regional Spatial and Economic Strategy (RSES), has identified this strategic route network as the 'Limerick-Waterford Transport and Economic Network', noting also the location of Carrick-on-Suir to the east and Cahir and Tipperary Towns to the west.

The town centre itself is defined by its medieval heritage, with distinctive historical buildings in the town centre including the Main Guard and the West Gate which provide focus and form to O'Connell Street. The picturesque River Suir flows through the centre of the town in a west to east direction on its way to the coast at Waterford City, the Suir Blueway Tipperary is a significant amenity and tourism asset linking Clonmel to Carrick on Suir.

#### **1.4.2 Socio-Economic Profile**

##### **Demographic Profile**

Census 2022 identified that the Built-up Area (BUA<sup>3</sup>) of Clonmel had population of 18,369. This compares to the Census 2016 'Settlement' population figure of 17,140. Though a direct comparison with the 'Settlement' area in Census 2016 and the 'BUA' area in Census 2022 cannot be drawn, the geographical areas of the 4no. Electoral Divisions that cover the urban

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<sup>3</sup> In Census 2022, the CSO introduced a new geographic area to replace the 'Settlements' geographic area in previous Censuses. Detail on the methodology of the BUA can be seen on the CSO website at <https://www.cso.ie/en/census/census2022/census2022urbanboundariesandbuiltupareas/>

area of Clonmel, namely Clonmel East Urban, Clonmel West Urban, Clonmel Rural and Inishlounaght, have not changed in the intercensal period. The Clonmel Rural and Inishlounaght EDs both comprise a large rural hinterland therefore in the absence of Small Census Area data for Census 2022, it is considered most practical to use the Clonmel East Urban and Clonmel West Urban EDs for analysing demographical changes in period between Census 2016 and 2022.

The data shows that, combined, the Clonmel East Urban and Clonmel West Urban EDs grew by 4.6%, lower than the State average of 8.1% and marginally lower than the county average of 5.2%. Population growth in the town is partially driven by an increase in the density of the urban population, increasing from 1,797 persons per square km in 2016 to 1,881 in 2022, a 4.7% increase in density.

### Age Profile and Dependency

The average age of the state population was 37.4 in 2016 and 38.6 in 2022. For County Tipperary, the average age in 2022 was 38.6, consistent with the state average, and representing an increase of 1.2 years over the 2016 county average age. For the 4no. EDs which cover the urban area of Clonmel, Census 2022 shows that the 2no. urban EDs, namely Clonmel East Urban and Clonmel West Urban, the average age was 42 and 45, respectively. Whereas, for the 2no. peripheral EDs, namely, Clonmel Rural and Inishlounaght, the average age was 41 and 36, respectively. The Clonmel Rural ED includes the majority of the housing developments north of the N24 bypass while the Inishlounaght ED includes a large quantum of housing developments north and south of Poppyfields, areas comprising of relatively newer family sized homes, which may be reflective of the lower average age. Combined, the 4no. EDs comprising the urban area of Clonmel, the average age in 2016 was 39.03. In 2022, it was 40.95, higher than the national trend, which indicates that the average age of the population increased by approximately 1.5 years over the inter-census period.

The age profile of Clonmel and age dependency ratios for Clonmel depict a similar picture – Clonmel is a relatively young town, with a high proportion of working age adults. Old age dependency is relatively high and above the national and county average, while young age dependency is lower than both the national and county average.

Age Dependency	2016	2022
<b>Young Age Dependency</b>		
State	32.3	30.1
Tipperary	33.7	31.6
Clonmel Settlement	30.9	
Clonmel Built-Up Area		28.8
<b>Old Age Dependency</b>		

State	20.4	23.1
Tipperary	24.1	27.9
Clonmel Settlement	23.3	
Clonmel Built-Up Area		28.6

Table 1: Age Dependency in Clonmel

## Employment Profile

### *Principle Economic Status*

Clonmel has a diverse employment type profile, with significant numbers of people employed in manufacturing, retail, food and education / social work. Comparative to the other key towns, Clonmel has a high percentage of ‘Semi-skilled’ workers in the town, reflecting the high employment yield of the pharma sector.

The national Live Register<sup>4</sup> is compiled from returns made directly to the CSO by each of the local offices<sup>5</sup> of the Department of Social Protection (DSP), including Clonmel. The Live Register is not specifically designed to measure unemployment as it includes part-time and seasonal workers. However, it provides a valuable short-term trend indicator. Numbers on the live register in Clonmel dropped from 3,073 persons in May 2013 to 932 persons in May 2023.

### *Jobs Profile and Commuting*

Jobs ratio is a good indication of community vitality, employment base and a measure of sustainability, the higher ratio the better jobs choice and lower need for commuting out of the area for employment. Clonmel has a very strong jobs ratio of 1.39, and is the strongest employment base in the county. In terms of employment it has a strong pharmaceutical, manufacturing and services base with many people commuting to the town daily for employment.

Jobs to resident workers ratio in the Key Towns (CSO 2016)	
Town	Number of jobs to resident workers
Clonmel	1.39
Nenagh	1.22
Thurles	1.01

Table 1: Source – Tipperary Commuting Profile 2018

### 1.4.3 Transport Profile

Clonmel is strategically located on the Waterford-Limerick road (N24) and rail corridor with onward linkages to the mid-west and south-west. Clonmel is the main centre in a linear

<sup>4</sup> <https://data.cso.ie/table/LRM07>

<sup>5</sup> Individuals registered at specific DSP local offices may not necessarily reside within their immediate environs

network of towns in the south of the county, including Carrick On Suir, Cahir, and Tipperary Town, that form part of the strategic inter-regional transport and economic corridor between Waterford and Limerick, with excellent access to Cork, Dublin, Shannon and Waterford airports and connectivity to the ports of Waterford, Rosslare, Limerick-Foynes and Cork. The strategic location of Clonmel opens a number of opportunities to improve linkages both within the region and the county and should be exploited where possible.

The town is relatively compact, with most of the town accessible within a 10-minute cycle, and the town centre readily accessible in a 10-minute walk time. However, the town has spread from the central area and many residential areas are located peripherally with under use of active travel modes to education and employment destinations in the town, resulting in over-reliance on the private vehicle for short journeys. This is further discussed under Chapter 6.

The town is located on the Waterford/Limerick Junction rail route, with connections available to Limerick City, Dublin and Cork. However, the town is currently poorly served by existing train services, particularly in relation to morning and evening train times.

The town has national, regional and local bus connections. The Town Bus service is at an advanced stage of planning by the National Transport Authority, with a service to commence in 2023.

## 1.5 Policy

### It is the policy of the Council to:

<b>Policy 1.1</b>	Assess all new development proposals within the boundary of the Clonmel and Environs Local Area Plan 2024-2030 in accordance with the policies, objectives and requirements of the Tipperary County Development Plan 2022-2028 (and any review thereof), and this Plan. Where conflicts arise, the Tipperary County Development Plan 2022-2028 (and any review thereof) shall have primacy in decision-making <sup>6</sup> .
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<sup>6</sup> Provisions from the County Development Plan identified as mitigation in the SEA Environmental Report and Natura Impact Report shall apply regardless of whether the County Development Plan is varied and/or reviewed and/or expires.

## 2.0 Planning and Development Strategy

In 2030, Clonmel will continue to be a vibrant and self-sustaining community with a strongly performing employment base. The community will benefit from a high quality of life, quality housing choices, improved access to employment options and an improved range of services in the town. The town will benefit from re-balanced growth, the regeneration of central areas of the town and an increasing town centre residential population, in turn supporting local businesses and services.

### 2.1 Tipperary County Development Plan 2022 – 2028

The TCDP is the strategic planning framework for the county and sets out a framework for development of the county’s towns and villages in line with the National Planning Framework 2018 (NPF) and the Southern Regional Spatial and Economic Strategy 2020 (RSES). In guiding new development and investment in Clonmel, the TCDP should be consulted along with the local planning framework as set out in this LAP.



The TCDP Chapter 2 Core Strategy, underpinning Southern RSES RPO 17, identifies Clonmel as a ‘Key Town’ and ‘Self-Sustaining Regional Driver’ with a unique strategy for the growth of Clonmel set out in Volume 1, Section 4.4.2. The key socio-economic considerations for the area, and a town profile plan (including walking and cycling proximities to the town centre, compact growth area, key infrastructure and areas at flood risk) are also outlined. This LAP builds on the TCDP town profile plan (Figure 2) in setting out a local spatial development strategy for the town.

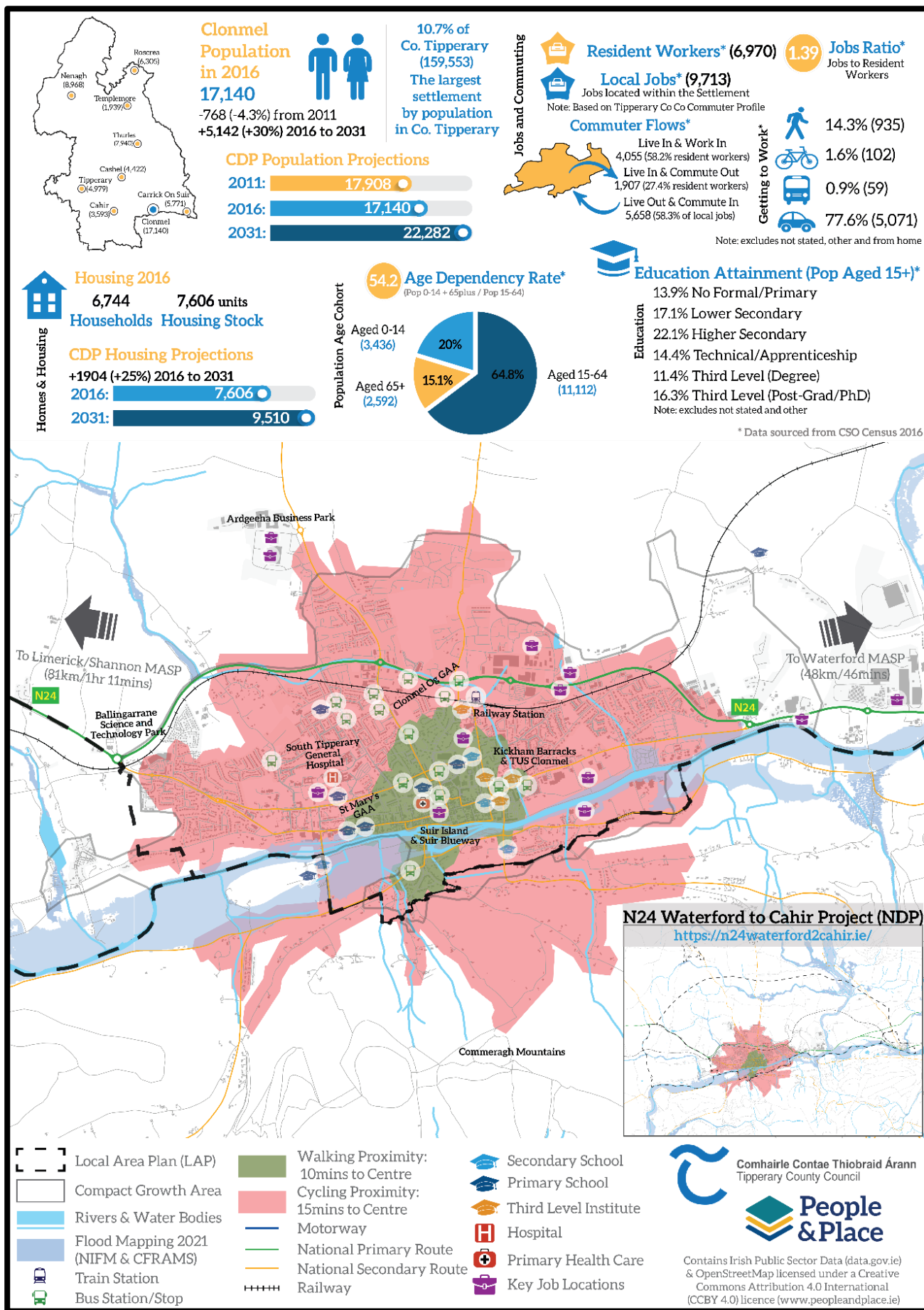


Figure 2: TCDP Town Profile Plan for Clonmel

## 2.2 A Climate Resilient, Sustainable and Low-Carbon Town

The National Climate Action Plan 2023 provides a detailed plan for taking decisive action to achieve a 51% reduction in overall greenhouse gas emissions by 2030 and setting us on a path to reach net-zero emissions by no later than 2050, as committed to in the Programme for Government and set out in the Climate Action Plan (DECC, 2023).

It is a Core Ambition of the TCDP to enable a 'Climate Resilient, Sustainable and Low Carbon County' and to support a 51% reduction in greenhouse gases by 2030 in line with the National Climate Action Plan. The National Climate Action Plan and the TCDP sets out a schedule of actions. This LAP has incorporated those actions as they relate to spatial planning locally in Clonmel including those that influence the following; compact growth and sustainable mobility, sustainable transport measures, town-centre first, nature-based solutions, and flood risk and water management. A new 'Climate Action Plan' for Tipperary County Council will be prepared by the Council in 2023/24, and will also seek to support the roles of communities and other sectors in achieving their climate adaptation and mitigation targets.

Delivering Climate Action 2030 (CCMA, 2021) is the strategy for local authorities for delivering on the Climate Action Charter. It sets out "*to deliver transformative change and measurable climate action across our cities and counties and within our own organisations, through leadership, example and mobilising action at a local level.*" The Council, in partnership with the SEAI, will seek to work alongside communities and businesses to drive the change needed, create pathways for climate action and ensure the continued development of our cities and counties as sustainable places to live, work, visit and invest in. Existing structures such as the Climate Action Regional Offices (CAROs), Public Participation Networks (PPNs), Local Community Development Committees (LCDCs), Strategic Policy Committees (SPCs) and other statutory and non-statutory consultation and engagement can help enable this.

The construction process can account for a large quantum of the lifecycle carbon of a building or development. Therefore, the most carbon effective method of development is often to refurbish existing buildings and structures to support new development. The redevelopment of existing buildings and structures can also have cultural or social benefits associated with the preservation of historic buildings and the evolution of their functions within the community. The retrofitting of existing structures will therefore be the preferred approach to brownfield development, unless it is demonstrated that retrofitting is unfeasible, or redevelopment would provide positive carbon impact through the re-design, construction and use stages of a new building, compared with retrofitting.

## 2.3 A Framework for Investment

It is a function of this LAP to provide a framework that will inform proposals/bids for funding and investment, also supported by the Tipperary Local Economic and Community Plan and the Tipperary LEADER Local Development Strategy. There are many public national investment/funding programmes. A non-exhaustive summary of these is set out below, noting that these many change over the lifetime of the LAP

<b>Funding Programme</b>	<b>Purpose of Fund</b>
<b>Urban Regeneration and Development Fund (URDF)</b>	Supports compact and sustainable development, through the regeneration and rejuvenation of Ireland's five cities and other large towns. The URDF applies to larger towns with a population of more than 10,000 people and to a number of smaller towns with fewer than 10,000 people but with more than 2,500 jobs and which function as significant centres of employment.
<b>Town Centre First Funding</b>	A co-ordinated, whole-of-government policy framework to proactively address the decline in the health of towns across Ireland and support measures to regenerate and revitalise them.
<b>Croí Cónaithe</b>	To attract people to build their own homes and refurbish properties to live in small towns and villages
<b>European Regional Development Fund</b>	To support the Town Centre First approach, address dereliction and vacancy – managed by the Regional Assemblies
<b>Historic Towns Initiative</b>	To regenerate urban centres through heritage-led regeneration for significant buildings, streetscape conservation and enhancement and public realm work.
<b>Historic Structures Fund</b>	To conserve and enhance heritage structures and historic buildings in public and private ownership
<b>Built Heritage Capital Grant</b>	To provide smaller grants for works to historic buildings and repair historic structures
<b>Repair and Lease Scheme</b>	To provide upfront funding for any works necessary to bring privately owned property up to the required standard and in return the property owner agrees to lease the dwelling to the Local Authority to be used as social housing.
<b>Buy and Renew Scheme</b>	To support Local Authorities and Approved Housing Bodies in purchasing and renewing housing units in need of repair and makes them available for social housing use.



<b>Sustainable Mobility Investment Programme</b>	To support the roll out of new and improved active travel infrastructure in towns and villages.
<b>Climate Action Fund</b>	To aid and provide financial support to projects to help Ireland achieve its climate and energy targets. At least €500 million in government funding up to 2027 will be provided for specific sectors (such as electricity, transport, heat or agriculture) or specific areas (such as capacity building, innovation or community participation).

Table 3: Funding Programmes (noting these may change over the lifetime of the LAP)

## 2.4 Spatial Development Strategy

### 2.4.1 Strategic Vision and Aims

This LAP sets out a strategic vision for Clonmel town and has been informed by collaboration and consultation with stakeholders and the general public. Key local supporting documents and frameworks that have influenced this LAP include:

- Clonmel 2030 – Transformational Regeneration
- Town Centre First Clonmel: Action Plan (December 2022)
- Clonmel Town Parking Strategy 2013- 2020
- Tipperary Transforming – Tourism Product Development Plan 2020-2030
- Local Transport Plan (Appendix 2)
- Relevant plans, strategies and funding programmes at the national, regional and county level as outlined in the TCDP.

Clonmel is located in the Southern Region, sharing its southern boundary with County Waterford. The town has close economic, cultural and social links with the Waterford Metropolitan Spatial Plan (MASP) area but also maintains its own distinct function, catchment area and influence. In this LAP, particular consideration has been given to funding programmes under Project Ireland 2040 (DPER) as set out in Section 2.3 that support the regeneration and revitalisation of larger towns.

This LAP has been prepared to underpin the Core Strategy of the TCDP and its Core Ambition to deliver ‘Vibrant, Living Towns driving the Regional and Local Economy’. The 10 Strategic Objectives of the TCDP each comply with the United Nations Sustainable Development Goals and are reflected in the local spatial planning framework outlined.

### 2.4.2 Population Growth and Housing

The population of Clonmel in 2016 was 17,140, while at Census 2011, the population was 17,908, indicating that the population fell by 4.2% during the intercensal period. However, there was a boundary change at Census 2016 to take account of a revised methodology for boundary

alignment. As such, a review of the population change at ED level indicates that the population of the Clonmel town settlement area increased by 3.45% during the 2011 and 2016 intercensal period.

In line with the NPF and the TCDP, it is planned to deliver a population growth of 30% by 2031, a population increase of 5,142 persons bringing the projected population of the town to 22,282 persons<sup>7</sup>, resulting in a need for 1,904 new homes (2.7 persons average occupancy).

It is projected that by 2030, it will be necessary to cater for a population of approximately 21,928<sup>8</sup>, an additional 4,788 persons over 2016 population. This projected population growth would result in an estimated requirement for approximately **1,773** additional housing units (2.7 persons average occupancy) to 2030.

Population 2016	Projected Population 2031	Projected Population 2030	Housing requirement 2030
17,140	22,282	21,928	1,773 units (approx.)

Table 4: Population Growth and Housing Need

### Housing Delivery over the Lifetime of the Clonmel & Environs Development Plan 2013

Since 2013 there has been moderate housing growth in the plan area. New development has consisted primarily of some new development, infill developments and minor extensions to existing housing estates, with those most noteworthy as follows:

- 9 units on Glenconnor Road (Pl. Ref. 18600816 / Clúid Housing)
- 31 units on Glenconnor Road (Pl. Ref. 19601108)
- 9 units within Ard na Sidhe (Pl. Ref. 20892)
- 13 units at Powerstown Way (Pl. Ref. 15600495)

### Dwelling Completions at Settlement Level

The CSO maintains a database for dwelling completions at Settlement level. Table 5 shows the completion figures for the three key towns in Tipperary, showing 117 house completions in the period 2016 to 2022.

<sup>7</sup> Refer to Table 2.4 Core Strategy Table, Volume 1, Chapter 2 TCDP 2022

<sup>8</sup> The Core Strategy of the Tipperary CDP 2022-2028 sets out projected population of 22,282 persons in 2031 for Clonmel. This equates to 5,142 or 342 additional persons per annum i.e.  $5,142 / 15 = 342$ . As the Clonmel LAP period will cover the period 2024 to 2030, the projected population is reduced by 1 year i.e.  $17,140 + 4,788 (342 \times 14) = 21,928$

Town	2016	2017	2018	2019	2020	2021	2022	2016-2022
Clonmel	8	10	9	7	33	6	44	117
Nenagh	3	8	5	9	9	20	28	82
Thurles	0	4	6	12	1	21	25	69

Table 5: New Dwelling Completions by Settlement (CSO Stat NDA06)

However, there has been a number of significant planning permissions granted in recent years, and housing delivery is expected to significantly increase during the Plan period. There are a number of notable planning permissions, as follows.

- 183 units at Crann Ard, Fethard Road – ABP305770 / 21515 / 21636
- 108 units on Coleville Road – ABP311290
- 84 units on Glenconnor Road (31 completed) – 19601108 / 211350 / 2260123
- 38 units at Wheatfields – 201062 / ABP311876-21
- 10 units at Ard na Sidhe, Cashel Road – 20892 / ABP308509-20
- 10 units on Abbey Road – 18601464
- 52 units at Glenconnor – 2260146
- 38 units at Glenconnor – 06550050 / 17600904 / 211566 (2 completed)
- 7 units at Moangarriff – 15600943 / 211864
- 60 units on Thomas Street – 20283
- 22 units at Gort na Manach – 19600097
- 41 units on Priory Park Road (under construction) – 06550157 / 22282

This equates to planning permission in place for 653 units, of which 36% are north of the N24, 18% on the eastern end of town, 37% on the western end of town and 9% in the town centre, demonstrating a fair distribution around the town.

There are also live planning applications for a further 106 units in the town, as follows:

- 4 units on the Dungarvan Road – 211621 / ABP314224
- 20 units on Coleville Road – 21654 / ABP312611
- 68 units at Moangarriff – 2260353 / ABP315331
- 18 units on Silversprings Road – 2360148
- 86 units on Abbey Road / Convent Road – 2260538

A grant of permission for these applications would result in a balancing out across the north and east of the town, 27% and 26%, respectively.

### Social Housing Demand and Delivery

There are 607 applications for social housing support that have identified Clonmel as their first choice with the following breakdown of housing requirements:

Unit size	Number 1 <sup>st</sup> Choice Housing Applicant
1-bedroom unit	286
2-bedroom unit	169
3-bedroom unit	142
4 or greater bedroom unit	10
<b>Total</b>	<b>607</b>
<b>Total Number currently accommodated through HAP</b>	303

Table 6: Social Housing Support – First Choice Place of Application

Since 2016, there have been 75 social houses constructed in Clonmel, all through SHIP<sup>9</sup> Construction Turnkey, and a further 9 were developed by Clúid (AHB), via CAS<sup>10</sup> Construction.

There are construction projects underway, and it is expected that by 2026 an additional 20 approx. 219 new social homes shall be been constructed in Clonmel, comprising developer-built turn key units and Part V provision.

### Traveller Accommodation

The Tipperary Traveller Accommodation Programme 2019-2024 sets the following requirements over this period for the county and Clonmel:

Area	Standard Housing Incl. RAS/Leased	Group Housing	Halting site	Single Rural Dwelling/ Acquisition	TOTAL
County Tipperary	58	15	8	9	90
Clonmel	8	4	1	1	14

Table 7: Traveller Accommodation Requirements 2019-2024

As of December 2022, a total of 10 units have been delivered in the town.

### Third Level Students

The TCDP Housing Strategy identified that the total number of registered students in Clonmel TUS Campus for the academic year 2020/2021 was 165. In 2021, Clonmel was designated as a university town following the establishment of TUS through the merger of LIT and Athlone Institute of Technology. On this basis, consideration should be given to the need for increased supply of student accommodation, particularly on-campus, for any increased student numbers that may arise.

### Tipperary County Housing Strategy

The Tipperary County Housing Strategy (Volume 3 of the TCDP) highlights the following issues:

<sup>9</sup> Social Housing Capital Investment Programme

<sup>10</sup> Capital Assistance Scheme

- At the county level at least 21.2% of new households will experience affordability challenges.
- Analysis<sup>11</sup> indicates moderate affordability across unit types in Clonmel. Only the top 20% of households by income in Clonmel can comfortably meet market prices to purchase a home. When only new build units for purchase are considered, analysis shows a poor affordability for purchasers in Clonmel, with only 12% of existing households (excluding those falling within social housing thresholds) able to purchase.
- At the county level, smaller units (1 and 2 bedroom) must be delivered to ensure that this specific household demand is met, and that more affordable units are provided. It is estimated that 59% of new units should fulfil this type.
- At the county level, new housing developments should fulfil the definition of compact, near zero energy rated and well connected with the town centre area in compliance with the Sustainable Residential Development in Urban Areas, Guidelines for Planning Authorities (DEHLG, 2009).

### **Residential Vacancy**

Vacancy is collected by the GeoDirectory on a quarterly basis. According to CSO 2022 Preliminary Data, housing vacancy is approximately 2.6% nationally. Furthermore, a vacancy rate of between 2.5% and 6% is considered normal.

Most recent (Q4 2022) GeoDirectory vacancy figures for Clonmel town show a residential vacancy rate of 1.5% and a commercial vacancy rate of 11.3%, and averaging out at a total building vacancy rate of 2.6%.

In June 2022, Tipperary County Council carried out a comprehensive walkaround survey of Clonmel town, analysing residential and commercial vacancy at individual floor levels. This survey found a total residential vacancy rate of 2.1%. An examination of the town centre area only (Urban Core zoning), showed a residential vacancy of 4.78%, within the accepted norms.

### **New Housing Demand**

In summary, while records indicate that 75 social units were delivered since 2016, by 2030 it is identified that there is a need for approximately 607 new social units in Clonmel. There is a need for 607 social units (notwithstanding the 303 already accommodated in the town as supported by HAP). The Council targets a delivery of up to 219 new social units by 2026, or average of 73 per annum over 3 years, which, if extended out pro rata to 2030 (additional 4 years), equates to another 292 units, totalling 511 social units. This indicates a short fall of 96

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<sup>11</sup> Sub-County Housing Market Analysis Clonmel, Nenagh and Thurles Prepared for County Tipperary, June 2022 (KPMG)

new social units that will need to be delivered by private development (including for up to 20% social units).

### 2.4.3 Land Use Zoning Framework

The land use zoning framework is set out in Chapter 9. The framework comprises 12 no. zoning types, which are identified and described in detail in Table 14.

#### Residential Land Use Zoning

Land use zoning provision must accord with the Core Strategy of the TCDP. The LAP timeline is 2024-2030. Therefore, the LAP land use zoning requirement was adjusted by considering the TCDP 2028 framework and applying 2 additional years (2030)<sup>12</sup>. This results in a requirement for approximately 85.3ha of serviced/serviceable residential lands. New residential use is permitted on lands zoned for 'Urban Core', 'Regeneration', 'Mixed Use' and 'New Residential', as set out below:

Land zoning	Area (ha)	Maximum Housing Delivery Capacity
<b>New Residential</b>	96.04	Calculated at 100% Residential = 2,401 units
<b>Urban Core</b>	56.17	Calculated at 30% Residential Share = 421 units
<b>Mixed Use</b>	20.91	Calculated at 30% Residential Share = 157 units
<b>Regeneration</b>	6.79	Calculated at 50% Residential Share = 85 units

Table 8: Land use zoning that can accommodate new residential growth

After consideration in the SLA (Appendix 1) excess lands that were previously designated for 'New Residential' use (as well as other appropriate lands) have been designated as 'Strategic Reserve' (43.15ha), and where appropriate, lands previously zoned for new residential use have been rezoned for uses other than 'New Residential', including land on which new housing development has been constructed. Maps 1A, 1B, 1C and 1D set out the proposed land zoning map for the Town.

Consolidation and infill development underpin the development strategy in this LAP in line with achieving Strategic Objective No. 1 (Compact Growth) of the NPF. National Policy Objective (NPO 3c) of NPF requires that at least 30% of all new housing units (532) must be delivered within the existing built-up footprint/compact growth area of the town.

#### Serviced Land Assessment (SLA)

The NPF has provided a detailed methodology for local authorities to apply in developing a zoning framework, informed by the population targets and based on an assessment of

<sup>12</sup>  $76.5\text{ha} - 51.8 = 24.7/3 = 8.2\text{ha} \times 2 \text{ (years)} = 16.5\text{ha}$  plus  $51.8\text{ha} = \mathbf{68.3ha}$  2024 – 2030.

Density applied was 25/ha, with 'additional capacity' was applied at 25%, this equates to a minimum requirement of **85.3ha** new residential lands.

available serviced land and infrastructure. This process is outlined in Appendix 1. The Council, in the preparation of the zoning framework, has considered the provisions of the SLA, the Development Plan Guidelines (DHLGH, 2022), and the need to support compact growth. Through this process, the Council has sought to ensure that a sufficient choice of land for development is provided to support the sustainable residential, economic and social growth of the town. The quantum of land use zoning by the primary land uses is set out.

Land zoning	Area (ha)	Description
<b>New Residential</b>	96.04	For New Residential use
<b>Strategic Reserve</b>	43.15	Long-Term Strategic and Sustainable Development Site. Sites that will deliver housing within the subsequent development plan period (i.e. more than 6 years). (4.4.4 of the Development Plan Guidelines)
<b>Mixed Use</b>	20.91	Mixed use, including Residential
<b>Regeneration</b>	6.79	Mixed use, including Residential
<b>Urban Core</b>	56.17	Mixed use, including Residential

Table 9: Land Use Zoning Areas (Ha)

As outlined in the Land Use Zoning Objectives in Chapter 9, the purpose of the Strategic Reserve is to ensure the availability of “long-term strategic and sustainable development sites” for the future growth of Clonmel. The development of these areas in a piecemeal or discordant way would prejudice the sustainable future development of the town. New development in lands zoned strategic reserve will not therefore generally be permitted. Where exceptional circumstances apply that would justify the development of these lands within the lifetime of the Plan, the applicant will be required to demonstrate how the remaining lands within the ‘Strategic Reserve’ land use zoning could be developed sustainably and cohesively.

#### 2.4.4 Non-Conforming Uses

The Council will support the continued operation and expansion of authorised long-established activities that are in operation at locations that are not compatible with current planning objectives, provided that it does not result in loss of amenity to adjoining properties, adverse impact on the environment, visual detriment to the area or creation of a traffic hazard.

## 2.5 Policy and Objectives

Planning and Development Policy	
It is the policy of the Council to:	
<b>Policy 2.1</b>	Require the retrofitting of existing structures on brownfield sites, unless it is demonstrated that retrofitting is unfeasible, or redevelopment of the site would provide positive carbon impact through the re-design, construction and use stages of a new building, compared with retrofitting.
<b>Policy 2.2</b>	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.
<b>Policy 2.3</b>	Require new development to incorporate best practice in low-carbon and energy efficient planning and techniques as reflected by the policies and objectives of the TCDP and this LAP and in accordance with the forthcoming Climate Action Plan for Tipperary 2023 (and any review thereof).
<b>Policy 2.4</b>	Support and permit compact residential growth in Clonmel through the sustainable intensification and consolidation of the town centre and established residential areas to meet identified housing targets and requirements in line with the Sustainable Residential Development in Urban Areas, Guidelines for Planning Authorities (DEHLG, 2009) and any review thereof.
<b>Policy 2.5</b>	Facilitate development of existing but non-conforming and long-established uses, to support their continued operation and expansion, provided such does not result in loss of amenity to adjoining properties, adverse impact on the environment, visual detriment to the character of the area or creation of a traffic hazard.

Local Planning and Development Objectives	
It is an objective of the Council to:	
<b>Objective 2A</b>	Support the local community to identify and implement measures and actions to reduce energy consumption, produce renewable energy from



	local resources and to adapt to a changing climate, in accordance with the Tipperary Climate Action Plan 2023 (when complete).
<b>Objective 2B</b>	Support and facilitate the development of lands in collaboration with landowners and service providers for residential and employment development over the lifetime of the LAP.
<b>Objective 2C</b>	Actively respond to the specific need in Clonmel for affordable housing and the identified demand for one, two and three-bedroom units, through the delivery of local authority social and affordable housing programmes and through the implementation of funds and programmes available from central government to support the delivery of new homes.
<b>Objective 2D</b>	Monitor the scale, type, tenure and location of constructed and permitted developments in Clonmel to ensure compliance with the Core Strategy and to achieve the delivery of strategic plan-led and coordinated balanced development within the town.
<b>Objective 2E</b>	Support the provision of third level student accommodation in appropriate locations in Clonmel, including on-campus, and of appropriate design (including adequate communal facilities and external communal space), to meet demand for student housing generated by TUS Clonmel Campus, and in accordance with the National Student Accommodation Strategy.
<b>Objective 2F</b>	Implement the Tipperary County Council Traveller Accommodation Programme 2019-2023 (and any superseding programmes agreed by the Council) in accordance with the principles of proper planning and sustainable development.
<b>Objective 2G</b>	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.
<b>Objective 2H</b>	Engage with the Tipperary Energy Agency, and other relevant energy agencies, to develop targeted energy and climate action measures within the geographic area of the local area plan.

## 3.0 Town Centre Strategy

The Town Centre Strategy for Clonmel will seek to ensure that the vibrancy and vitality of the town is maintained and enhanced. The town centre will be a place which attracts, enables and facilitates immersive & interactive experiences for residents and visitors through festivals, events, & activities on its streets and public spaces. This will be achieved by increasing the residential population of the town centre, regenerating town centre brownfield lands, implementing and delivering the local town centre focused strategies for the town, and providing a high-quality, pleasant and enjoyable town centre environment focussed on active modes of travel.

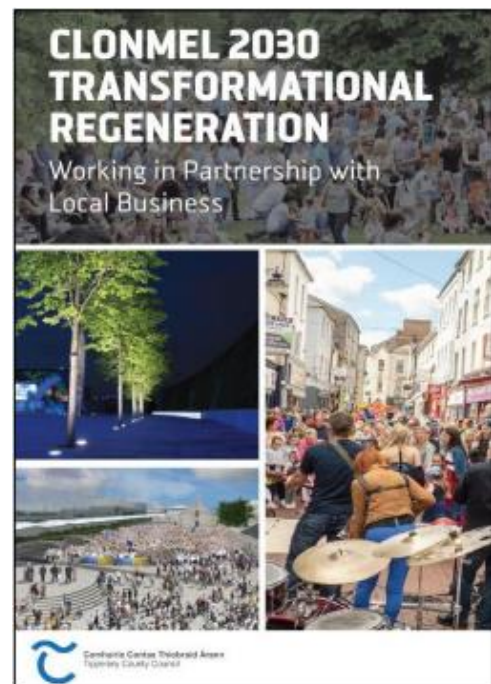
The Council and its partners have already successfully attracted funding to the town from sources including the URDF and will seek to ensure that the spatial planning frameworks are in place to continue to enable this approach.

### 3.1 Town Centre First

It is the vision of this LAP to support the town centre as a place to work, live, visit and do business, by delivering a co-ordinated regeneration strategy, promoting the re-development of underused sites, enhancing town centre services, enabling residential development and protecting and showcasing the historic core of the town.

A vision for the town centre – “Clonmel 2030– Transformational Regeneration” – was created encompassing and focusing on transforming the town centre into a space that would meet, accommodate and grow with the changing needs of its 21<sup>st</sup> century population. The vision comprised the following 4no. pillars:

- Kickham Barracks Regeneration
- Clonmel Regional Sports Hub
- Clonmel Flights of Discovery
  - Dowd’s Lane Vat House
  - Suir Island
  - West Gate
  - County Museum



o Clonmel Public Realm Enhancement

A significant number of projects and initiatives have been undertaken in recent years, improving the town centre and encouraging increased footfall and spend in the area, including:

- Preparation of the Kickham Barracks Masterplan;
- Implementation of elements of the Masterplan with the completion of a new public plaza and public realm at Kickham Barracks;
- Redevelopment of the existing County Museum into a more experiential and immersive “Museum of Hidden Histories” experience;



- Completion of the canoe slalom course on the River Suir at Suir Island and the delivery of a 56km canoe/ kayak trail and 26km Blueway on the River Suir;
- Construction of the Regional Sports Hub, incorporating a top-class international-level athletics track, cycle pump trail, skate board park and playground;
- Preparation of the Suir Island Masterplan;
- Suir Island car park; and
- Davis Road car park.

The LAP supports the following projects which fall under the vision of the Clonmel 2030 – Transformational Regeneration, a number of which have already received the appropriate planning consent.

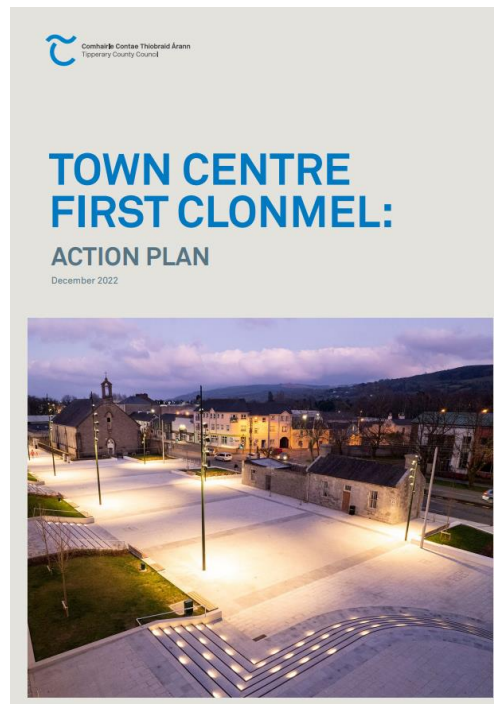
- Dowd’s Lane Bulmers Vat House
- Suir Island Amenity Park
- West Gate Interpretative Centre
- Kickham Barracks Phase 2
- Suir Island Cycle and Pedestrian Bridge and Plaza
- New Garda Station at Kickham Barracks.

### 3.1.1 Town Centre First Clonmel: Action Plan (December 2022)

The ‘Town Centre First Clonmel: Action Plan’ was adopted by the elected members of the Clonmel MD in December 2022. The Action Plan focuses on strategic regeneration and compact development, with a town centre first ethos that celebrates the town’s heritage, encourages town centre living, supports the development of a night time economy, and positions Clonmel Town Centre for current and future generations.

Together with this LAP, and the various projects and strategies already being progressed for Clonmel, the Action Plan will aid the delivery of the town centre vision as well as creating a pipeline of key projects. The Action Plan will assist in targeting appropriate funding streams, maximising state investment and opportunities for the delivery of a co-ordinated programme of investment.

The Council supports the implementation of the ‘Town Centre First Clonmel: Action Plan’ and any variations or updates to same including any variation provided for under the National Town Centre First Policy (DRCD, 2022).



## 3.2 Consolidation, Regeneration and Compact Growth

Underused and poorly consolidated sites and areas are important to provide opportunities for residential and town centre development, and to ensure that people can live, work and socialise in the town thereby reducing the need for reliance on the private car for short journeys. This LAP has set out appropriate land use zonings for the town, identified underused sites suitable for regeneration (Appendix 3) and has identified the compact growth area.

### Regeneration Sites and Regeneration Areas

Sites in the town centre area and adjoining areas that are suitable for residential/mixed use development have been identified as ‘Regeneration Sites’. These are described in Appendix 3, along with key planning considerations for the development of these sites. The Council will seek to work with, and support the landowners of sites in the town centre with potential for regeneration and development.

A number of the 'Regeneration Sites' comprise land in more than one ownership. While redevelopment in partnership is the preferred approach, individual projects on part of a site is equally encouraged.

There are 2no. Regeneration Sites identified in Appendix 3 on which the Council will place particular emphasis due to their scale, location and relationship to the retail core. These are:

- Former Clonmel Arms Hotel (part of Regeneration Site 3)
- Market Place (Regeneration Site 5)

In addition to the regeneration sites, there are 3no. significant areas in Clonmel zoned specifically for 'Regeneration' use, as follows:

- Former Fair Oaks meat processing facility on Abbey Road
- Land south of the train station
- Land on Suir Island / Stretches Island

These are specific areas of the town identified for significant redevelopment, consolidation and regeneration activity, and it will be a key focus of the Council to collaborate with the owners of these sites to enable their redevelopment and use for enterprise and/or residential led regeneration. The sites also present potential synergy with active travel measures set out in the Draft Local Transport Plan (Appendix 2).

### **3.3 Land Activation and Strategy for Vacancy and Regeneration**

#### **3.3.1 Enabling and Supporting Regeneration**

It is a first principle of the Council to collaborate with, and support landowners in using their vacant property thereby reducing vacancy and dereliction. There are a number of statutory provisions designed to activate the development of underused or vacant sites. The Council will continue to offer support to landowners through its planning, housing and local enterprise services and offer regeneration schemes such as the Commercial Vacancy Incentive Scheme, the Croí Cónaithe Scheme, the Repair and Lease Scheme, Buy and Renew Scheme, URDF, etc.

The Council and the local community have already engaged with the URDF, and have received funding for projects in Clonmel town centre. Funding was



received for proposed Category A works in 2019 relating to Kickham Barracks Regeneration Phase 1 and Clonmel Regional Sports Hub. The LAP will seek to maximise support under the ‘Town Centre First’ policy for further progression of projects under Clonmel 2030 – Transformational Regeneration. The LAP will also support appropriate new development proposals, particularly on lands zoned ‘Regeneration’ or lands identified in Appendix 3.

### **3.3.2 Statutory Land Activation Provisions**

#### **The Residential Zoned Land Tax**

The Finance Act 2021 introduced the Residential Zoned Land Tax (RZLT). The RZLT is applicable to lands zoned and serviced for residential development and for mixed-use including residential development. The key principles of the Urban Regeneration and Housing Act, 2015, such as the need to include the regeneration of areas as a key part of the development plan process, and the inclusion of objectives for areas in need of regeneration are outlined in this LAP and will be supported by the Town Centre First approach. The Council will seek to support and assist landowners, subject to the RZLT, in development of their lands for residential use.

#### **Derelict Site Levy**

The Council maintains a register of derelict sites and dangerous structures in line with the Derelict Sites Act 1990 and the Local Government Sanitary Services Act 1964.

The Council will engage with landowners of derelict sites and seek to utilise active land management measures in order to incentivise development of these sites.

#### **Commercial and Upper-Floor Vacancy**

This LAP seeks to refocus attention on the town centre including town centre living (e.g. over the shop apartments) and the array of benefits this brings from an economic, social and environmental perspective. Encouraging and facilitating people to live in town centre locations presents challenges. It must balance with other commercial and operational needs that the town centre serves.

There is scope in the town centre to better use existing vacant space, particularly at upper floors of buildings. A vacancy survey carried out in June 2022 by Tipperary County Council for Clonmel town centre (Urban Core zoning) found the following:

Ground floor commercial vacancy	22.2%
First floor commercial vacancy	26.1%
Second floor commercial vacancy	24.7%
Third floor commercial vacancy	39.1%
Fourth floor commercial vacancy	50.0%

The survey found a higher concentration of first-floor vacancy in the vicinity of the junction between Gladstone Street and Kickham Street, particularly Market Place, also sections of Parnell Street and Irish Town in the vicinity of Westgate. Vacancy, particularly at first floor level, indicates the potential for repurposing of upper floor levels for new uses, including residential, helping to breathe life back into the town centre and contributing to the evening and night time economy.

There are a number of costly and time-consuming barriers to the refurbishment of existing town centre premises. One such barrier is the uncertainty, cost, and delays associated with the multiple, separate statutory permissions needed to bring a building back into use. The Council will, in conjunction with its Town Centre First programme, work with owners to support the occupation of upper floors and commercial vacancy.

### **3.4 Public Realm and Way-Faring**

The local community of Clonmel recognise that high quality public realm, that is easy and safe to navigate is important to the character of the town. Tipperary County Council's *Clonmel Public Realm Enhancements*, as envisioned under Clonmel 2030 – Transformational Regeneration, seeks to support active travel, rejuvenate and enliven the public realm, and to integrate the key elements of Clonmel 2030 – Transformational Regeneration, including the new civic plaza already completed as part of the Kickham Barracks regeneration masterplan. Under the Public Realm Enhancement schemes walking and cycling movements are prioritised, footpaths are widened, crossing points are improved and new connections are established. Widened footpaths seek to enable greater commercial use of the streets by retailers (outside dining, etc) and also for street festivals and events to help re-energise the town centre. In addition, new amenity and recreation spaces of quality for the town will be developed all of which contribute to the town's liveability, quality of life and wellbeing. Private developments, such as the redevelopment of Lidl on Queen Street, have also contributed to provide public space in the town.

### **3.5 Retail and the Town Centre**

Clonmel performs an important convenience and comparison role in the county and the region. It provides high quality comparison and convenience retail choice in the town with a dedicated shopping centre and retail warehouse parks.

The Council, in accordance with the Retail Planning Guidelines for Local Authorities (DECLG, 2012) will continue to support the viability of the town centre, including applying a 'town centre first approach' and 'sequential test' for development. This LAP has defined the Town

Centre area and within that the 'Primary Retail Area' (PRA) for Clonmel. The PRA of the town is primarily defined by the following streets:

- O'Connell Street
- Gladstone Street
- Mitchell Street
- Market Place

Clonmel is a Key Town and Self-Sustaining Regional Driver, and in line with the county retail hierarchy, the Council will seek to support and acknowledge the role of Clonmel as the primary retail centre of Tipperary and particularly in the south of the county, and to support its role in the southern region. The Council will seek to support an appropriate range of retail choice to serve the needs of the town, environs and rural catchment, protect the vitality of the town centre and support an appropriate mix of daytime and night-time uses. Within the PRA, the Council will seek to ensure that ground floor uses promote a high level of daytime footfall, activity and animation and avoid and over-proliferation of inappropriate uses, in accordance with Policy 7-2 of the TCDP.

New retail warehousing and convenience retailing may be facilitated but only where it is demonstrated that there is a need for additional floor space and where it will support the town centre in accordance with Policy 7-4 of the TCDP.

### **3.6 Protecting and Enhancing the Historic Core**

Clonmel town has a rich heritage dating back to medieval times and remnants of architecture and archaeology can be found throughout the town reflecting the town's history including its defences, military, industrial, social and sporting history.

Traditional shopfronts are an important built fabric of the urban core and proposals for new development where existing shopfronts are present will be required to retain and refurbish shopfronts, in accordance with the requirements of Policy 13-2 of the TCDP and Chapter 12 of the Architectural Heritage Protection – Guidelines for Planning Authorities (2011).

In tandem with the preparation of this LAP, and associated review of the Clonmel and Environs Development Plan 2013, the Record of Protected Structures for Clonmel will be updated and provisions and objectives for their protection will be incorporated into the TCDP. This process will be undertaken in accordance with Section 55 of the PDA Act, in parallel with the adoption of this LAP. The historic core of the town and Architectural Conservation Areas are further addressed in Chapter 7.



### 3.7 Policy and Objectives

<b>Planning and Development Policy</b>	
<b>It is the policy of the Council to:</b>	
<b>Policy 3.1</b>	Support compact growth through: <ul style="list-style-type: none"> <li>(a) the collaborative redevelopment and reuse of vacant and underused sites and areas in the ‘Urban Core’ and ‘Compact Growth Area’,</li> <li>(b) the development of sites identified through the URDF; and</li> <li>(c) the redevelopment of Town Centre ‘Regeneration Sites’ and areas zoned ‘Regeneration’.</li> </ul>
<b>Policy 3.2</b>	Support new development proposals for regeneration sites which accord with the Key Planning Criteria for these sites set out in Appendix 3.
<b>Policy 3.3</b>	Support new development proposals that accord with the county retail hierarchy and policy and support and underpin the vibrancy and vitality of the town centre area and the PRA, in line with the Retail Planning Guidelines for Planning Authorities (DEHLG, 2012).
<b>Policy 3.4</b>	Require new development proposals within the Primary Retail Area to provide active uses on the ground floor, and resist the proliferation of takeaways and betting shops with the Primary Retail Area.
<b>Policy 3.5</b>	Support new town centre development and regeneration proposals which align with the vision of ‘Clonmel 2030 – Transformational Regeneration’, with continued emphasis and support for Kickham Barracks Regeneration, Clonmel Flights of Discovery and Clonmel Public Realm Enhancement.
<b>Policy 3.6</b>	Support new development which respects and enhances the built and natural heritage of Clonmel town centre.
<b>Policy 3.7</b>	Support new development which delivers high quality urban design, compact growth, and facilitates connectivity and permeability as opportunities arise.
<b>Policy 3.8</b>	Support the regeneration and development of Suir Island for town centre and amenity uses.
<b>Policy 3.9</b>	Require traditional shopfronts to be retained or refurbished, in accordance with the requirements of Policy 13-2 of the TCDP and Chapter 12 of the Architectural Heritage Protection – Guidelines for Planning Authorities (2011).

<b>Planning and Development Objectives</b>	
<b>It is an objective of the Council to:</b>	
<b>Objective 3A</b>	Support the Town Regeneration Officer and Town Team to prepare and implement a collaborative Town Centre First Plan for Clonmel that will build on collaborate work, including the Town Centre First Clonmel: Action Plan (2022), and successful funding applications to date, and to provide a framework for which further funding will be sought.
<b>Objective 3B</b>	Support the implementation of the Town Centre First Clonmel: Action Plan (2022), and any variations or updates to same.
<b>Objective 3C</b>	Support landowners with potential sites for regeneration and development through the Council’s planning, housing and local enterprise services and offer regeneration schemes such as the Commercial Vacancy Incentive Scheme, the Croí Cónaithe Scheme, the Repair and Lease Scheme, Buy and Renew Scheme etc. as part of a Town Centre First programme.
<b>Objective 3D</b>	Offer support to landowners and planning agents, to help overcome planning obstacles to the occupation and reuse of vacant upper floors and commercial units in the town centre; and develop best practice guidance in the re-use of upper floors.
<b>Objective 3E</b>	Develop and improve areas in need of regeneration, renewal and redevelopment and to apply, where appropriate, the provisions of the Finance Act, Urban Regeneration and Housing Act, Derelict Sites Act, and use Compulsory Purchase Orders, including support for the CPO Activation Programme, to enable regeneration, reduce vacancy, increase housing supply, employment opportunities and provide community facilities.
<b>Objective 3F</b>	Support the development of a Suir Island Pedestrian & Cycling Bridge, to provide a safe connection for communities both sides of the River Suir, and through the proposed Suir Island Amenity Park.
<b>Objective 3G</b>	Support delivery of the Clonmel Public Realm Enhancement project.

<b>Objective 3H</b>	Support initiatives, such as the Town Enhancement and Painting Scheme, which seek to improve the streetscape and public realm of the town centre.
<b>Objective 3I</b>	Support the reimagination of laneways and small pockets of underused urban spaces in the town centre and to bring them back to life/ use through the medium of public realm and/or art enhancements.
<b>Objective 3J</b>	Promote the delivery of the Suir Island Amenity Park project as outlined in the Suir Island Masterplan.
<b>Objective 3K</b>	Support the further regeneration of Kickham Barracks, including the refurbishment of the former Military Chapel for use as a Performance & Arts Venue, the provision of a third level & further education level campus facility, and civic uses.
<b>Objective 3L</b>	Support the OPW in the delivery of a new Garda headquarters at the Kickham Barracks site.
<b>Objective 3M</b>	Support the implementation of the Delahunty Square Public Realm project.

## 4.0 Economic Development Strategy

By 2030, Clonmel will have consolidated its existing employment base with enhanced employment opportunities for local residents. This will be achieved by supporting existing businesses to diversify and expand, supporting the development of existing business parks in the town, promoting the strategic employment lands for employment intensive industry, enabling tourism development and by improving the town centre experience through the delivery of new infrastructure and a Town Centre First approach.

The Southern Region RSES and Tipperary County Development Plan 2022-2028 designates Clonmel as a 'Key Town' and 'Self-Sustaining Regional Driver', with strong capacity for enterprise and employment growth building on its strengths and specialties.

According to Census 2016, there are 9,499 jobs located within the settlement area of Clonmel, representing 22% of all Tipperary jobs, with strengths in pharma, life science and technology, food production and services. 58% of the workforce of Clonmel are employed in the town, with a further 5,658 persons coming to the town every day for work.



The town is host to a range of blue chip indigenous and international companies, collectively employing over 4,000 people in manufacturing facilities in Clonmel and its immediate hinterland, of which just over 3,000 are employed between Abbot Vascular and Boston Scientific manufacturing facilities on the Cashel Road.

The town has a 'Strategic Employment' serviced landbank of 121ha at Ballingarrane Strategic Business, Science and Technology Campus available for investment opportunities. This landbank is identified in the Southern RSES as a key attribute of the town. The 'Ballingarrane Masterplan' sets out the vision and physical framework for the development of this Business, Science and Technology Campus and provides a blueprint as to how this vision can be achieved. The 'Questum', a Research, Development and Enterprise Centre developed by Tipperary County Council in 2014 in partnership with Limerick Institute of Technology (LIT) is located at the main entrance to the site. The Questum facility has been very successful, with a proposed extension going through the Part 8 process in 2023, comprising the construction of 10no. modular multi-purpose buildings (laboratories / office & ancillary spaces).

Additionally, the planning and design stage for a new 10,000sq.m. Advanced Building Solution at Ballingarrane Science and Technology Park is progressing on behalf of both IDA Ireland and Tipperary County Council, with the project being led by a consultant through Pratum Business Science and Technology (BST).

The new Technological University of Shannon: Midlands Midwest (TUS) has a significant presence in the town giving Clonmel a prestigious technological university town status.

There are a number of serviced business parks in the town including the Carrigeen Business Park, Gurtnafleur Business Park and Ard Gaoithe Business Park. Employment is also provided in a wide range of services in the town including, retail, agriculture, sports, nursing homes, education and tourism.

## **4.1 Employment and Enterprise Strategy**

This LAP sets out a local spatial planning framework to enable enterprise and employment. This will be further supported by a new Local Community and Economic Strategy (LCEP)<sup>13</sup>, currently being prepared for the county under the Local Government Reform Act 2014. The new LCEP will set out objectives and actions to be provided, for example, through the work of the Local Enterprise Office and through available funding supports, to promote and support the economic, local and community development of the county, both by itself directly, and in partnership with other economic and community development stakeholders.

### **4.1.1 Land Use Zoning and Development Management**

This LAP has considered the location of existing employment sites in the town centre and elsewhere in the town, and supporting infrastructure such as water services and roads in setting out a land use zoning framework for employment and enterprise. The town centre is a key employment location and in addition, lands have also been zoned for employment use (see Chapter 9 for further details).

The 'Urban Core' zoning allows for employment generating uses suitable for a town centre environment, including 'Offices'. The development of brownfield sites and reuse of existing buildings for employment uses supports the town centre first ethos. The LAP supports and encourages increased numbers of jobs in the town centre, which in turn strengthen the viability and vibrancy of the urban core. The LAP therefore supports and encourages new enterprise uses in the town centre, including shared working spaces and facilities for start-up business and enterprises, while also seeking to protect ground floors of premises in the Primary Retail Area for uses which promote daytime footfall and town centre vibrancy.

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<sup>13</sup> The LCEP 2015-2020 is currently being reviewed, the new LCEP will be dated 2023 - 2028

The 'Employment' zoning designation is sufficiently robust to cater for many types of enterprise and employment in Clonmel, and is supplemented by the designation of 'Strategic Employment Sites' (See Section 4.2). In considering new employment proposals on lands zoned for 'Employment', the Council 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.

The main tracts of available land zoned 'Employment' are located on the west side of the town, comprising c. 107ha of land within the Ballingarrane Masterplan Area and a further c. 132ha of land immediately west of Abbot Vascular and Boston Scientific Campuses and the Ard Gaoithe Business Park.

The Ballingarrane Masterplan lands are identified as the 'Strategic Employment Site' for Clonmel town, and as noted above, identified in the Southern RSES as a key attribute of the town, with access to the N24 for regional and national connectivity, targeting high-tech, employment intensive industry to support the town as the key regional driver.

The landbank which adjoins the Abbot Vascular and Boston Scientific Campuses and the Ard Gaoithe Business Park will safeguard the expansion of these employment centres, noting in particular, proposals in the planning system for expansion at Ard Gaoithe Business Park and an announcement in May 2023 for the expansion of Boston Scientific that will create more than 400 additional jobs.

The strategic importance of Clonmel for local and regional employment is based on the following attributes:

- Identified as a 'Self-Sustaining Regional Driver' in the Southern Region RSES and Tipperary County Development Plan 2022-2028;
- Very strong jobs ratio of 1.39, and the strongest employment base in the county;
- 22% of all Tipperary jobs, with strengths in pharma, life science and technology, food production and services;
- 58% of the workforce of Clonmel are employed in the town, with a further 5,658 persons coming to the town every day for work;
- Over 4,000 people work in manufacturing facilities in the town, of which just over 3,000 are employed by Abbot Vascular and Boston Scientific;

- The town supports other nearby industries, including MSD manufacturing facility at Ballydine, which employs over 400 people;
- Third level town with TUS campus, with plans for relocation to town centre site at Kickham Barracks.

Considering the designation of the town as a 'Self-Sustaining Regional Growth Driver', it is the ambition of this LAP that the employment function of the town would continue to improve, building on and exceeding the current jobs ratio. This can only be achieved by ensuring that there is a sufficient quantum of 'employment' zoned land in the town.

The Draft Local Transport Plan (Appendix 2) seeks to build on the existing active travel infrastructure already serving these strategic lands in Clonmel.

Furthermore, Uisce Éireann has committed to significant improvements to water supply for the town, a key infrastructural requirement identified in the Southern RSES. This comprises an upgrade to the Monroe source north of Clonmel town, an upgrade that will provide an improved supply of water to employment zoned lands at Ballingarrane, while also addressing deficiencies in supply to existing parts of the town, including residential properties.

Other available 'Employment' zoned land is concentrated along the N24 Inner Relief Road, specifically land within the Powerstown Centre, land within the Gortnafleur Business Park on the eastern side of the town, and land at Powerstown Road, Knockauncourt, all of which are suitable for an array of employment generating uses.

'General Industry' zoning is to provide for heavier industry, with available land located on the eastern end of the town, benefiting from good access to the N24, comprising land adjacent to Bulmers and Medite MDF facilities.

## **4.2 Clonmel Strategic Employment Site**

Section 8.3.1 of the TCDP sets out the requirement to identify 'Strategic Employment Locations' for towns within the County. Clonmel already supports the Ballingarrane Business, Science & Technology Campus as a strategic employment area zoned for employment uses, and the Council will seek to consolidate and strengthen this existing strategic site.

Referring to the Ballingarrane Masterplan, proposed uses at Ballingarrane Business, Science & Technology Campus will include strategic enterprise, knowledge intensive industry, technology-based industry and large-scale employers, focused on those which match the profile of a high-quality environment. Proposed uses should also be clean (both in terms of appearance and emissions), compatible and complimentary of high environmental and amenity qualities envisioned by the Ballingarrane Masterplan, and should be of high-quality contemporary architecture (promoting renewable energies and other green technologies where

possible) and suitable for integration into a campus style layout. Uses which require external outdoor storage, low quality architectural buildings or produce extensive airborne emissions will not be favourably considered.

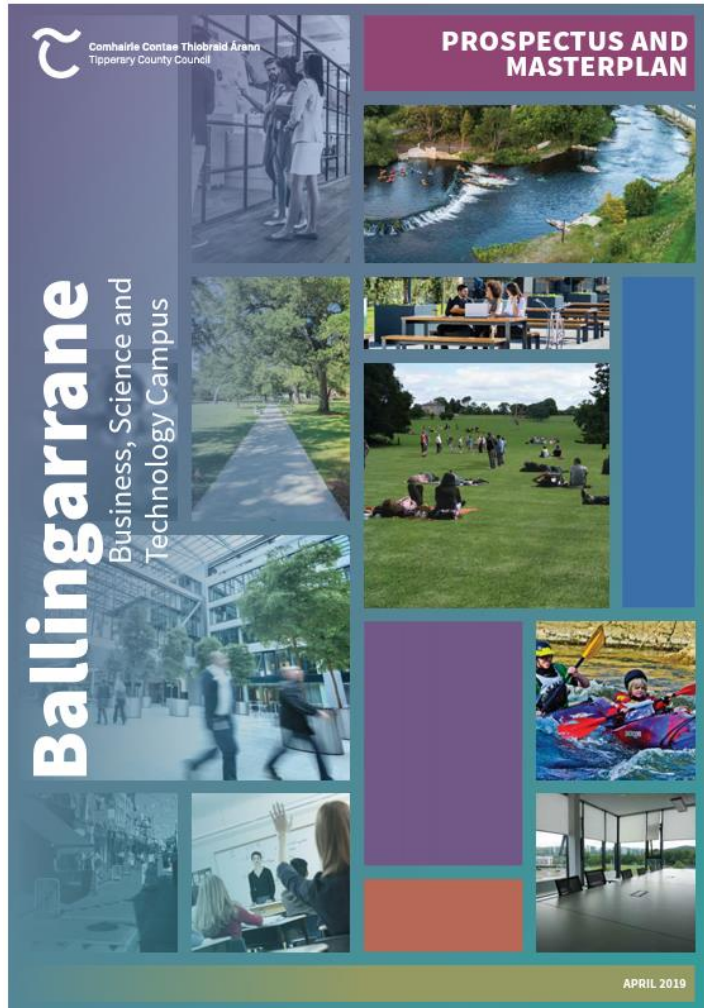
#### 4.2.1 Ballingarrane Business, Science & Technology Campus

The Ballingarrane site commands a high-profile location of approximately 120 hectares immediately to the north of the N24 Waterford to Limerick national primary route on the outskirts of Clonmel.

In 2019, Tipperary County Council produced the ‘Ballingarrane Masterplan’ for these lands. The purpose of the Masterplan is to set out the vision and physical framework for the development of the Masterplan lands and provide a blueprint as to how this vision can be achieved. The Masterplan will be used by the Planning Authority to assess planning applications and by developers and stakeholders to guide future development.

The Masterplan outlines the following vision and principles for the lands:

- To establish a framework for the sustainable development of Ballingarrane as a Strategic Business, Science and Technology Campus.
- To cater for the full spectrum of organisation size – from start-ups and spin outs, second stage funded companies through to the largest multinational organisations.
- To provide for a high quality inspiring and human scale environment underpinned by the existing natural and built heritage of the estate.



Key Attributes	Description and Guidance
<b>Access</b>	The site is served from the N24 Cahir Road Roundabout by an existing 620m long; 7.5m wide access road with public lighting, footpaths, cycle lanes and internal



	distributor roundabout. Ballingarrane House is accessed from the N24 by way of its historic entrance and avenue.
<b>Services</b>	<p><u>Water Supply</u>: The Masterplan site is served by the Ardfinnan Water Supply Scheme via the watermain on the N24. There is currently limited spare capacity in this scheme. Uisce Éireann is currently carrying out hydrogeological studies to increase the capacity of the Monroe Wellfields, North of Clonmel. It is anticipated that the project will include an improved water supply to the Ballingarrane lands.</p> <p><u>Wastewater</u>: There is capacity in the Clonmel WWTP for development of the masterplan lands. Sections of the sewer network may need to be upgraded depending on the requirements of developments in Ballingarrane.</p> <p><u>Surface Water</u>: The site is served by an existing 450mm concrete surface water sewer. Proposals for new development will be required to be supported by SuDS plan.</p>
<b>Existing uses</b>	Ballingarrane is currently occupied by Ballingarrane House, a historic residence in public ownership. “Questum”, a Research, Development and Enterprise Centre is located at the main entrance to the site. Tipperary County Council also occupies an incubation support unit within the site.
<b>Proposed Uses</b>	As per the Ballingarrane Masterplan.
<b>Consolidation &amp; Expansion</b>	<p>Apart from the abovementioned uses on the site, the remaining land remains undeveloped.</p> <p>The planning and design stage for a new 10,000sq.m. Advanced Building Solution at Ballingarrane Science and Technology Park is progressing.</p>
<b>Development Guidance</b>	<p>The Masterplan sets out general development guidelines in addition to 7 no. precincts for which there are specific guidelines / requirements. Development guidelines seek to deliver the vision of providing a high quality inspiring and human scale environment underpinned by the existing natural and built heritage of the estate.</p> <p>Active travel interventions to be provided in accordance with the Clonmel LTP.</p>

### 4.3 Tourism Strategy

The Tipperary ‘Marketing, Experience & Destination Development Plan’, 2016 – 2021 sets out a development strategy for tourism in County Tipperary. This is supported by ‘Tipperary Transforming – Tourism Product Development Plan 2020 – 2030’ (Tipperary Tourism and Tipperary County Council), a 10-year vision statement for tourism development. These promote Tipperary as national leader in ‘Responsible Tourism’.

Clonmel is on the Suir Blueway, comprising a 56km canoe/ kayak trail and 26km walking blueway, along with a canoe slalom course at Suir Island. Southern RSES RPO 17 supports the continued development of Clonmel as a Tourist Centre in Irelands Ancient East and Munster Vales.



The location of Clonmel within the River Suir valley at the foot of the Comeragh Mountains, along with its medieval and industrial heritage, contribute to the tourism potential of the town. This LAP also supports the vision of the Clonmel Flights of Discovery, particularly delivery of development at Dowd’s Lane Vat House, Suir Island and West Gate, seeking to harness the potential of important historic, industrial, recreational and ecological aspects of Clonmel as part of the tourism and recreational product of the town.

The Council recognises the economic, social and environmental value of developing tourism initiatives in Clonmel and will support new tourism-related development proposals including a new hotel within the town centre.

#### **4.3.1 Night Time / After Dark Economy**

This Plan recognises the opportunity to build a post-5pm economy in the town embracing food, activity, recreation, and entertainment such as theatre, music, outdoor performances, night time tours and events. In so doing, the Council will facilitate increased bed nights supply in accordance with the 2025 targets set out in ‘Tourism: An Industry Strategy for Growth to 2025’ by The Irish Tourism Industry Federation.

#### **4.3.2 Active Town Centre Streets**

The town plays host to nationally recognised festivals celebrating street theatre, art and music, and is a natural location to support outdoor and adventure sports and activities. It has a well-established culture and arts scene, with the Clonmel Junction Arts Festival in July, Apple Festival in September, South Tipperary Art Centre, The Narrow Space, South Tipperary Art Group and many local seasonal events coordinated by local communities in association with Tipperary County Council. The town is situated in the heart of the ‘Munster Vales’ tourism destination and is an important identified access gateway. Fáilte Ireland has identified Clonmel as a Destination Town in their Castles and Conquests Visitor Experience Development Plan within Ireland’s Ancient East tourism proposition.

The town centre lacks external usable public urban meeting spaces of scale with capability to host events of various sizes and purposes such as music, artistic and food festivals, celebratory homecomings, etc. This LAP supports the arts industry and further supports regeneration opportunities which seek to revitalise streets and public spaces.

## 4.4 Policy and Objectives

<b>Planning and Development Policy</b>	
<b>It is the policy of the Council to:</b>	
<b>Policy 4.1</b>	Support and direct new development proposals that generate high densities of employment towards lands zoned ‘Urban Core’, ‘Mixed Use’ and ‘Regeneration’.
<b>Policy 4.2</b>	Support new employment proposals on lands zoned for ‘Employment’, having regard to the nature of the proposed use, the availability of space within existing serviced employment areas, and the following: <ul style="list-style-type: none"> <li>a) New office-based development with a high number and density of employees shall be located on sites with easy employee access i.e. supporting existing or proposed public transport/active travel accessibility between home and work.</li> <li>b) New office, research and development and high technology / manufacturing type employment shall include provision for high quality built and landscaped environment.</li> </ul>
<b>Policy 4.3</b>	Facilitate and provide for the sustainable development of strategic enterprise, knowledge intensive industry, technology-based industry and large-scale employers in the Ballingarrane Business, Science & Technology Campus, a ‘Strategic Employment Site’, in accordance with the Ballingarrane Masterplan, and to encourage the provision of Research and Development/Innovation facilities to support enterprise and employment at this location. The Council will continue to work with existing and future strategic partners to deliver the Masterplan as a driver of sustainable economic growth in Clonmel, the County and the Region.
<b>Policy 4.4</b>	Support tourism related development and new visitor accommodation, arts and cultural development, orientation and signage to support the tourism industry and the development of tourism linkages/clusters with neighbouring areas and towns in line with current national and local tourism programmes including ‘Tipperary Transforming – Tourism Product Development Plan 2020 – 2030.
<b>Policy 4.5</b>	Support the development of a new hotel in the town centre, to promote and facilitate tourism in the town and region.

<b>Planning and Development Objectives</b>	
<b>It is an objective of the Council to:</b>	
<b>Objective 4A</b>	Support Clonmel's role as a Key Town and Self-Sustaining Regional Driver and strategic employment location.
<b>Objective 4B</b>	Enable enterprise and employment development in Clonmel, through the spatial planning framework of this LAP and the economic support frameworks of the LECP, Leader LDS and provided by the Local Enterprise Office of the Council.
<b>Objective 4C</b>	Strengthen the local employment base including through the development of Ballingarrane Business, Science & Technology Campus (Strategic Employment Site), existing business parks and regeneration of underutilised sites in the town centre.
<b>Objective 4D</b>	Support the development of a further Digital Hub in the town centre.
<b>Objective 4E</b>	Support the development of a digital smart town centre by working with technology infrastructure providers to deliver high-spend broadband connectivity and facilities throughout the town centre.
<b>Objective 4F</b>	Support the development of an enterprise start-up Incubation Hub in the town centre for new business ventures.
<b>Objective 3G</b>	Promote events, festivals, activities etc. on the streets and public spaces to increase and improve the tourism, cultural and lifestyle profile of the town.
<b>Objective 3H</b>	Support the night-time / after dark economy of the primary retail area of Clonmel town and to increase the number of visitor overnight stays in the town.
<b>Objective 4I</b>	Support the delivery, with key stakeholders / partners, of the planned tourism projects for the town centre under the "Flights of Discovery" banner, including the development of the Dowd's Lane Bulmers Visitor Experience Centre on the former production site for Bulmers cider.
<b>Objective 4J</b>	Support the redevelopment of the historic West Gate as part of the immersive Interpretative Experience linked in with the Museum of Hidden Histories, Dowd's Lane Visitor Experience and Suir Island activity elements, and increase footfall and experiences in the town

	centre, in accordance with the “Flights of Discovery” tourism proposition.
<b>Objective 4K</b>	Support the expansion and improvement of the existing Butler Heritage Trail.

## **5.0 Sustainable Communities**

Over its lifetime, this Clonmel LAP, as part of a larger multi-stakeholder social and economic framework, will help facilitate the development of sustainable and socially inclusive communities, where high-quality and age friendly housing is provided consistently, and integrated with the delivery of community and social infrastructure to support a high quality of life for the residents of the town.

Clonmel benefits from all the facilities expected for a town of its size including opportunities for recreation, sport and leisure and offers a perfect base for the exploration of the surrounding natural landscape, including the Comeragh Mountains and River Suir, in addition to the advantage of having a TUS university campus.

Clonmel is strategically located on the Waterford-Limerick N24, has a strong economic base with a highly skilled workforce of 6,970, with 58% of these employed in the town. The town offers an attractive location as a place to live.

This LAP, as a local land use strategy will support quality of life, including issues such as strong inclusive community, quality and affordable housing, physical infrastructure, pride of place, recreation and open space, sustainable travel, public realm etc. This will work hand-in-hand with the social and economic framework as set out in the Tipperary LECP.

### **5.1 Clonmel Low-Carbon and Sustainable Energy Community**

The feasibility of 'district heating' and 'combined heat and power' systems is dependent on spatial and urban planning related factors such as heat demand density and zoning of building uses, which reinforces the need to consider spatial planning and energy planning together. It is envisaged that such local renewable energy systems will become a feature of towns such as Clonmel with support under the national Climate Action Plan. The Sustainable Energy Authority of Ireland provides supports/funding to communities in mapping their energy demands and potential energy resources in a 'Energy Master Plan'.

At the local level in Clonmel, through the provisions of the current Climate Action Plan and Delivering Climate Action 2030 (CCMA, 2021), the Council will seek to support the local community and relevant sectors in engaging in programmes such as the 'SEAI Sustainable Energy Community' (SEC) programme, sectoral adaptation plans and sustainable energy and climate action initiatives.

## 5.2 Residential Development

The ‘Development Strategy’ for the town has established a framework to facilitate compact residential development on lands zoned within the town centre area and areas close to existing services. The Council will also seek to promote compact growth through the re-use and re-development of vacant properties, regeneration sites, brownfield and infill sites. In particular, the Council will seek to reverse the decline of the town centre as a living neighbourhood, encourage and direct new development to the town centre and adjoining areas and support compact growth and the revitalisation of town centre neighbourhoods.

### 5.2.1 Residential Neighbourhoods

A population density map for Clonmel is set out in Figure 3. Having regard to this, together with the national policy direction for compact development and town centre growth, it is possible to plan for neighbourhood development in the town.

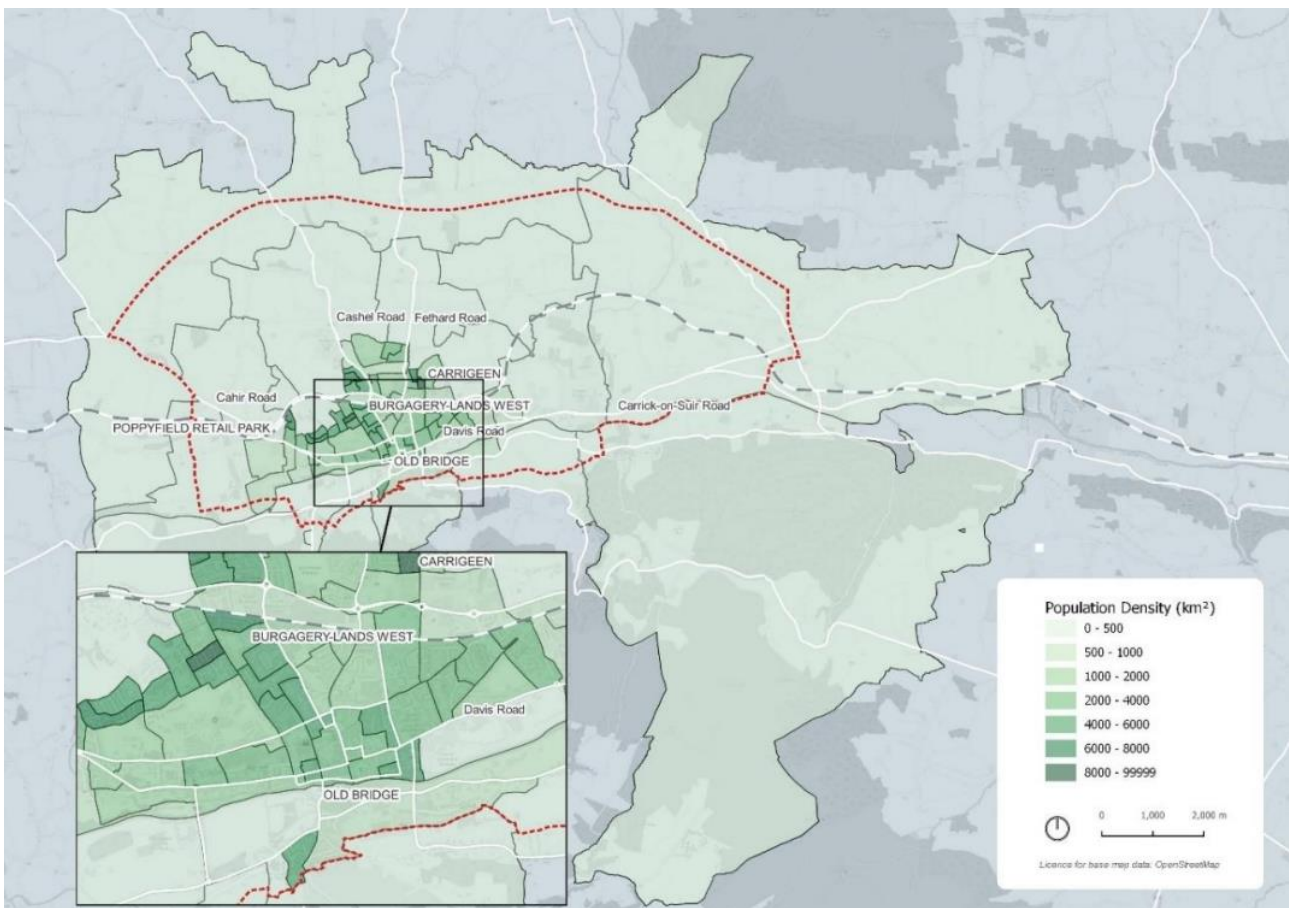
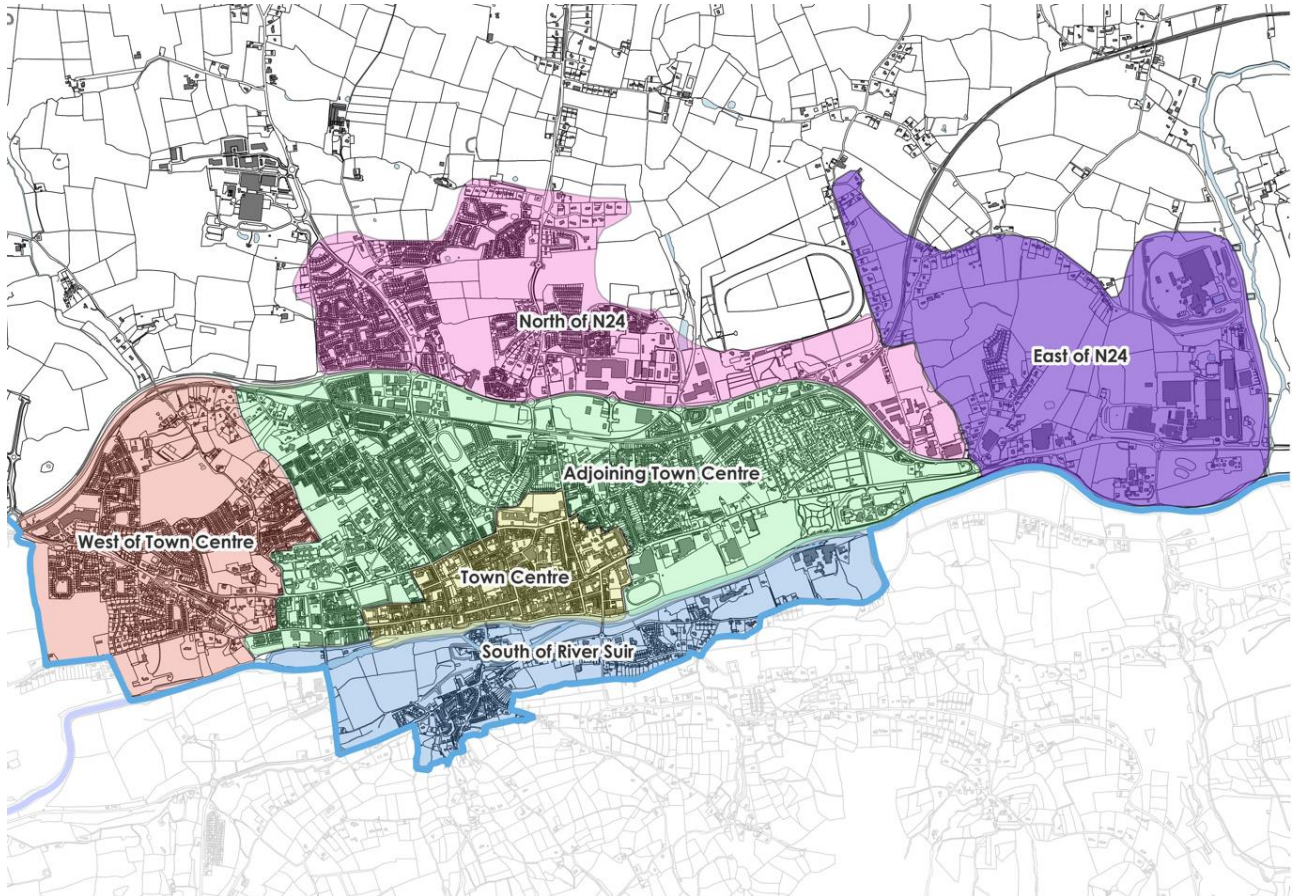


Figure 3: Population Density per km<sup>2</sup> (LTP – Appendix 2)

The historical alignment of railway line (north of the centre), N24 bypass (north and east of the centre) and the River Suir (south of the centre) have influenced the residential growth pattern in the town, and consequently, the town is divided into six distinct sections in terms of location



and accessibility, namely 1) the town centre, 2) areas adjoining the town centre, 3) areas south of the river, 4) areas north of the N24 Bypass, 5) the area east of the N24 on the east side of the town, and 6) neighbourhoods west of Glenconnor Road on the west side of the town (see Figure 4).



*Figure 4: Residential Neighbourhoods of Clonmel*

## **1. Town Centre**

The historical town centre is zoned as ‘Urban Core’ and ‘Regeneration’ and is vital to the character and quality of life for people of Clonmel. This LAP seeks to encourage compact development and will actively seek the regeneration and reuse of all vacant areas, within and proximate to the town centre area. It is expected that more than 30% of new population growth will occur in this area (and the neighbourhoods adjoining the town centre) with a focus on higher density, well connected and high-quality urban housing. This Plan also recognises the opportunity to build a post-5pm / night time economy within the town, focused on the primary retail area, embracing food, activity, recreation, and entertainment such as theatre, music, outdoor performances, night time tours and events.

## **2. Neighbourhoods adjoining the town centre area**

To the west, north and east of the town centre are a number of distinctive areas. These areas are inter-connected with each other and with the central area via the many streets, lanes and roads that define the town centre area. These are the optimal parts of the town for a community to live sustainably with easy access to services, shopping and employment without being car-dependant. The Council will actively seek to enhance the potential for connectivity in these areas in terms of active travel modes and in particular, will seek the consolidation of existing vacant or underused areas in these parts of town, where feasible. It is expected that more than 30% of new population growth will occur in this area (and the town centre) with a focus on higher density, well connected and high-quality urban housing.

## **3. South of River Suir (south of the town centre)**

The established communities on the south side of the river, which includes part of administrative area of County Waterford, is very much part of the social and historical fabric of Clonmel town. Services and facilities on the south side of the river include Loreto Secondary School, Raheen College and Hotel Minella, in addition to the Presentation Primary and Secondary Schools (both within County Waterford). In terms of active travel, the alignment of the river and car focused nature of the 3 no. bridges form a disincentive to walking and cycling.

The LAP supports the Local Transport Plan for the town in putting in place walking and cycling options from this area to the town centre. The LAP also supports the implementation of the Masterplan for Suir Island and the provision of a pedestrian and cycle bridge connecting the main retail area on the north side of the river through Suir Island and onto the south side of the river, a project which would significantly improve modal share of trips north – south in favour of walking and cycling. The Council will seek to consolidate development within the existing built footprint on the south side of the river.

## **4. North of the N24 Bypass**

From the early 1990s onward, the town has expanded north of the N24 bypass, flanking both sides of the R688 Cashel Road and R689 Fethard Road, the two main arterial routes into the town from the north. More recent development, along with extant permissions, has merged development between the two regional roads. In terms of active travel, the alignment and nature of the N24 bypass along with the topography of the area, rising steeply north out of the town, has created car-dependency in terms of getting to and from town centre, creating a disincentive to walking and cycling.

The LAP supports the Local Transport Plan in putting in place walking, cycling and public transport options from this area to the town centre. In particular, the Council will seek interconnectivity and linkages between the R688 Cashel Road and R689 Fethard Road. There

is capacity for further development of greenfield lands within this area, and further land identified as 'Strategic Reserve' for development beyond the lifetime of this LAP.

### **5. East of the N24 Bypass on the east side of the town**

The alignment of the N24 bypass on the east side of the town, sweeping southeast to meet Davis Road at the Moangarrif Roundabout has created a distinct neighbourhood to the northeast, which includes the Meadowlands Estate and sections of linear housing east of Clonmel Racecourse. This has created car-dependency in terms of getting to and from town centre, and the larger service and employment locations in the town. In terms of active travel, the Moangarrif Roundabout on the N24 bypass forms a disincentive to walking and cycling.

The LAP supports the Local Transport Plan in putting in place walking and cycling options from this area to the town centre.

### **6. West of Glenconnor Road on the west side of the town**

The natural growth pattern of the town has been to the west, with the alignment of the railway line forming a natural development boundary. A significant proportion of new residential development to be delivered in the lifetime of this LAP will be in this neighbourhood, specifically on the western side of Glenconnor Road, lands east of Wheatfields and land southwest of Poppyfields. Considering topography and road network, this area is more accessible to the town centre compared to the areas north and east of the N24 bypass or south of the River Suir.

In terms of active travel, all residential areas in this neighbourhood feed into the R707 Cahir Road, the main arterial road into the town centre from the west. The LAP supports the Local Transport Plan in putting in place walking, cycling and public transport options from this area to the town centre. This LAP also identifies the need for neighbourhood facilities in the Glenconnor area to cater for the growing population.

#### **5.2.3 Neighbourhood Centres**

Local shops and services located in neighbourhood centres, such as crèches, local scale shopping, medical centre/pharmacy etc perform an important function in residential areas. They can provide a valued service catering particularly for the daily or casual needs of nearby residents, those passing by, the less mobile (elderly and disabled etc) and those without access to a car. The Council will consider proposals aimed at meeting local retailing needs as and when required and has identified that the development of residential lands at Glenconnor Road will require a neighbourhood centre for local shopping and services to be provided for as part of development.

## **5.2.4 One-off Housing in the Town and Town Environs**

Single housing units will be facilitated throughout the town on serviced and infill sites and assessed on a case by case basis. However, lands zoned 'Town Environs' are under urban pressure and have an important role in the long-term growth of Clonmel, particularly in the context of Clonmel's designation as key regional driver and strategic employment location. Whilst they are not required for town growth and expansion at present, in due course the town may grow and additional lands may be required, and haphazard development of one-off housing will impact negatively on future use of lands. The primary use of these lands shall be agriculture in line with the land use zoning matrix as set out in Chapter 9. In exceptional circumstances, with consideration on a case by case basis, a single house may be permitted for a person with an economic need directly associated with agriculture, where there is no alternative site available.

## **5.3 Open Space and Amenities**

The town is well-served in term of open space and amenities, with clubs including GAA, rugby, soccer, tennis, swimming, horse and greyhound racing, and others, all located within the town. Mulcahy Park and Denis Bourke Park provide residents and visitors with high quality public open space and amenity. The town is now also home to a Regional Sports Hub, incorporating a top-class international-level athletics track, cycle pump trail, skate board park and playground.

Clonmel is the starting point for a number of recreational walking routes including the Heritage Trail and River Suir Blueway mentioned above. Clonmel features a Slí na Sláinte walk and is also located on the route of the Butler Trail linking the medieval towns of Cahir, Clonmel and Carrick on Suir.

Community groups in the town have secured funding and improved a number of amenity spaces around the town. The redevelopment of public spaces and opportunity sites will be required to provide well-designed public spaces accessible to all. Provision of dedicated playground spaces will be supported, where required, as well as the provision of allotment space.



## 5.4 Education and Learning in Clonmel

In 2016, it was found that for Clonmel, in the population aged 15 and over, 1.6% had no formal education, 12.3% had primary, 17.1% had lower secondary, 22.1% had upper secondary, 14.4% had a technical/apprenticeship, 15.9% had a third level degree and 7.3% had an education to post graduate/PhD level. Clonmel has a relatively high level of third level educational attainment (23.2%) compared to the county figure of 21.2%.

The LAP identifies the key education and training locations and services in Clonmel as part of its land use strategy. The locations of these facilities are zoned primarily for 'Community Services and Infrastructure' and the consideration of such premises is a key aspect of sustainable transport planning.

### 5.4.1 Primary and Secondary schools

Clonmel Town is served by primary schools and post-primary schools. It is projected that by 2031 the population of Clonmel will have grown to 22,282, and increase of 5,142 persons. This equates to a need to accommodate at least an additional 591 primary students and 385 post primary students in the town<sup>14</sup> (this figure does not include additional student demand that will arise in the hinterlands of the town).

National Schools	
<b>Presentation National School</b>	Dungarvan Rd, Greenan, Clonmel
<b>St. Mary's National School</b>	Irish Town, Clonmel
<b>St. Peters &amp; Pauls National School</b>	Kickham Street, Clonmel
<b>St. Mary's Parochial National School</b>	Western Road, Clonmel
<b>St. Oliver Plunketts National School</b>	Mountain View, Elm Park
<b>Gaelscoil Chluain Meala</b>	An Baile Gaelach, Cluain Meala
<b>Coláiste Shliabh na mBan</b>	Ferryhouse, Clonmel
Secondary Schools	
<b>Presentation Secondary School</b>	Dungarvan Rd, Greenan, Clonmel
<b>Árdscoil na mBráithre</b>	Kickham Street, Clonmel
<b>Loreto Secondary School</b>	Coleville Road, Clonmel
<b>Raheen College</b>	Raheen Road, Clonmel
<b>Gaelcholáiste Chéitinn</b>	The Mall, Clonmel

Table 10: Existing Schools within the Plan area

<sup>14</sup> According to the Department of Education school place requirements are calculated as follows: Primary level equates to 11.5% of population and 25 students per classroom, and Post-primary are assessed at 7.5% of population numbers.

## Adequacy of existing school places

The Department of Education has set out the following considerations in relation to Clonmel:

- At both primary and post primary level, the maintenance of buffers around existing school sites to enable expansion is critical, including for the provision of play space / physical exercise, and land zoning should be used to enable schools to expand.
- At primary level, the projected scale of population increases to 2031 should be possible to meet through the expansion of existing schools.
- At post primary level the level of additional potential requirements arising from the projected population increase might require the provision of a new school, or best-case scenario, could be met at existing schools through expansions.

This LAP has identified the existing schools in the LAP area and, where practical, has applied a land use zoning to enable expansion. In addition, a tract of greenfield land zoned 'Community Services and Infrastructure' has been identified north west of the junction of the N24 bypass and Heywood Road. The LAP supports the Local Transport Plan in putting in place walking and cycling options to connect this area to the town centre and residential neighbourhoods in the town. The Provision of Schools and the Planning System Code of Practice (DoE, 2008) was applied in considering land zoning requirements for the existing schools.

### 5.4.2 Third Level Education

The new Technological University of Shannon: Midlands Midwest (TUS) has a significant presence in the town giving Clonmel a prestigious technological university town status.



The other TUS campuses are located in Limerick, Thurles and Ennis. The Clonmel campus is branded as the Clonmel Digital Campus providing innovative degrees in Game Art & Design, Digital Animation, Creative Media and Design and also Visual Effects for Film, TV and Animation.

Clonmel, being the self-sustaining regional driver, has the capacity to build on the opportunity this institute provides to the town in order to grow and thrive as a bustling and energetic Third Level Town. Southern RSES RPO 17 recognises the potential economic benefits of higher education activity in Clonmel and supports existing higher education providers.

### 5.4.3 Further Education

Clonmel CTI Senior College of Further Education is located in The Mall in Clonmel. The college offers courses in the areas of Arts, Craft & Media; Business and Administration; Education,

Health and Welfare; Engineering & Manufacturing; and Sport & Physical Education, including QQI Level 5 and 6 courses.

The Adult Education Office located at Prior Park and the Back to Education Initiative located at the renovated buildings at the Old Army Barracks, Dillon Street, provide training and courses under the Tipperary Education and Training Board.

With the high percentage of 'semi-skilled' workers in the town, the Council supports the continued delivery of adult education through the Tipperary Education and Training Board (ETB), to provide a pathway for adult learners to move to further education and onto third level. In this respect, the Council supports the delivery of a co-located education campus facility at Kickham Barracks.

#### **5.4.4 Community and Health Facilities**

Clonmel has community and social facilities and has many active community groups, and public and social enterprises located in the town. These groups have been very successful in delivering a number of projects. Clonmel public library is located on Emmet Street in the centre of town, with facilities to host many community events all year round. The Council recognises that the current library building in Clonmel is no longer fit for purpose and that the development of a new flagship branch Library in Clonmel, to provide multifaceted functions and services for the community, represents a major goal for Tipperary County Council.

The Clonmel Citizens Information Centre is located in Market Place and offers vital information, advice and advocacy services. The Clonmel Community Resource Centre is situated on Kickham Street, an independent, charitable organisation that provides family support and social enterprise for the community. The Barnardos Clonmel Family Support Project is based in the community and provides support and advice to families experiencing difficulties. Place4u, located on Gladstone Street, provides offices, meeting rooms and other support facilities for use by the community and voluntary groups in the region.

According to Census 2016, just over 13% of the population of the Clonmel settlement area identified as a 'non-Irish national'. This was significantly higher than the county figure of 8.9% and one of the highest proportions recorded in the settlement areas in the county. In-migration of Ukrainian refugees has contributed to the non-Irish cohort. The Council will seek to support educational, community-led and cultural projects which enhance the well-being of all residents of the town.

Clonmel is served by a number of HSE funded facilities, including Tipperary University Hospital on Western Road, which provides acute general and maternity services. The HSE facility also provides a range of services for people with disabilities, including Haywood Lodge which provides care and treatment in the area of psychiatry, rehabilitation and recovery.

Construction of a new 50 bed community nursing unit commenced in early 2023, also on the HSE site.

Policies 6-1, 6-2, 6-3 and 6-5 of the TCDP support and facilitates the provision of community, health and childcare facilities

## 5.5 Age Friendly Town

ESRI projections indicate that the number of people over the age of 65 in Ireland will reach 1.3 million by 2040 or about 23% of the total population, compared to 13.5% in 2016. According to Census 2016, there were 24,398 people over 65 living in County Tipperary in that year, representing 15.29% of the county's population, comparable with Clonmel town, results for which showed 2,592 persons over the age of 65, or 15.1% of the settlement's population. ESRI's projections<sup>15</sup> show that by 2040, 26.5% of the population of County Tipperary will be over the age of 65 years.

Tipperary is an age friendly county where the inclusion of older people is promoted, valued and actively encouraged in all areas of community life, where they are supported to live independently with confidence, security and dignity in their homes for as long as possible and where they are actively encouraged to maintain, improve and manage their health and wellbeing. Tipperary County Council is one of nine local authorities in Ireland to participate in the Healthy Age Friendly Homes Programme, a new initiative aimed at supporting older adults to remain living in their own homes and communities. The Healthy Age Friendly Homes Programme is a Sláintecare and Age Friendly Ireland joint programme.

Public realm projects in Clonmel will have regard to and implement the principles of Age Friendly Ireland's 'Age Friendly Towns' and 'Being Age Friendly in the Public Realm', where feasible. The Council will also seek to ensure, where possible, that homes in new residential developments are universally designed to the Lifetime Homes standard set out in Quality Housing for Sustainable Communities (DEHLG, 2007).

## 5.6 Digital Connectivity and Telecommunications

In the 2016 Census, 70.7% of the households in the Clonmel area had access to the internet through broadband, a further 22.4% said they had no access. Objective i1 of the Tipperary Digital Strategy 2018 – 2023 is to, *'To facilitate the provision of high-quality, high-speed broadband access to as many people (at home, work and leisure) as possible across County*

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<sup>15</sup> ESRI Population Projections by Local Authority (Published by Department of Housing, Local Government, and Heritage)



*Tipperary. To ensure that any logistical challenges with regard to deployment of broadband technologies across the county are addressed as expeditiously as possible'.*

In line with policy 6-6 of the TCDP, the Council will facilitate the development of telecommunications and digital connectivity infrastructure, where it can be demonstrated that there will be no significant adverse impact on the surrounding areas, the receiving environment, the character and built heritage of the town.

## 5.7 Policy and Objectives

<b>Planning and Development Policy</b>	
It is the policy of the Council to:	
<b>Policy 5.1</b>	Support new development and growth in the town and within the identified ‘Neighbourhoods’, in accordance with the principles for each ‘Neighbourhood’ as set out in Section 5.2.1, ensuring appropriate residential densities on central areas in accordance with the relevant Section 28 planning guidelines.
<b>Policy 5.2</b>	Require the preparation of a masterplan for the landbank of ‘New Residential’ zoned land on the west side of Glenconnor Road, north of the Glenoaks housing estate. A masterplan must provide 1) for a coordinated approach to delivery and sequencing of residential development, a neighbourhood centre, public open space, playground / play spaces, road access, active travel and permeability; and 2) an evidence-based assessment to demonstrate that there is adequate capacity in the existing road network to accommodate traffic impact from further proposed development. Any identified road upgrade requirements, including footpaths and cycle paths, are to be provided as part of the proposed development.
<b>Policy 5.3</b>	Support new dwellings on lands zoned for ‘Town Environs’ where the applicant meets an ‘Economic Need’ (see TCDP Table 5.3 and Planning Policy 5 – 11), and there is no availability of alternative sites. An existing and/or shared domestic dwelling entrance of the applicant’s family dwelling should be used, where practicable, and it will meet sightline requirements set out in TCDP Volume 3, Appendix 6, Section 6.1 Road Design and Visibility at a Direct Access.
<b>Policy 5.4</b>	Require new development proposals relating to housing, public realm, amenity, accessibility and public transport etc. to be designed in accordance with ‘Universal Design’ and ‘Age Friendly’ principles, in particular in relation to the provision of rest and dwell spaces in the town centre.
<b>Policy 5.5</b>	Support the development of new educational facilities, or the expansion, refurbishment or redevelopment of existing facilities where there is a demonstrable and identified need for such facilities.

<b>Policy 5.6</b>	Support community-led and cultural projects which enhance the social and economic well-being of residents of the town and improve the quality of the environment in the town.
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## Planning and Development Objectives

It is an objective of the Council to:	
<b>Objective 5A</b>	Support the local community and relevant sectors in engaging in programmes such as ‘the SEAI Sustainable Energy Community’ through the provisions of the Tipperary Climate Action Plan and Delivering Climate Action 2030 (CCMA, 2021). In preparing sectoral adaptation plans and sustainable energy and climate action initiatives, including in the preparation of an Energy Master Plan and in the identification and use of local renewable energy sources.
<b>Objective 5B</b>	Provide opportunities for Clonmel residents to engage in food production through allotments, community gardens and the provision of food foraging areas in new parks and green Infrastructure proposals, where appropriate.
<b>Objective 5C</b>	Support the continued expansion of third level institutions and their associated supporting residential requirements within Clonmel.
<b>Objective 5D</b>	Support and promote the development of Clonmel as an attractive Third Level Town for the wider region.
<b>Objective 5E</b>	Continue to work with TUS and the ETB to deliver a co-located third and further education campus facility on Kickham Barracks. In particular, facilitate TUS Clonmel to re-locate from their current location on Frank Drohan Road to the new co-located campus facility in Kickham Barracks.
<b>Objective 5F</b>	Develop, in conjunction with the Council’s Active Travel Team, interconnectivity and linkages within, and between the neighbourhoods as identified in Section 5.2.1 and the town centre, the train station, employment areas and local schools.
<b>Objective 5G</b>	Ensure the continued operation and expansion of schools in Clonmel on lands zoned for ‘Community Services and Infrastructure’, in line with the Provision of Schools and the Planning System Code of Practice (DoE, 2008).
<b>Objective 5H</b>	Actively engage with the Department of Education in the identification and delivery of a second level school site to address the emerging demands.

<b>Objective 5I</b>	Support and facilitate the construction of a new Central Library for Clonmel, subject to the availability of resources and finance, and compliance with proper planning and environmental considerations.
<b>Objective 5J</b>	Work with Age-Friendly Ireland in implementing the strategies and objectives of Tipperary Age-Friendly Strategy.
<b>Objective 5K</b>	Consult with local community groups, including the PPN and broad-based organisations such as Comhairle na nÓg, as part of the development of local policies and strategies.
<b>Objective 5L</b>	Work in partnership with community groups in the regeneration and revitalisation of Clonmel and to actively seek and secure funding and investment under available national and regional investment and funding programmes in line with the development strategy as set out.
<b>Objective 5M</b>	Support and facilitate the provision of telecommunications infrastructure in Clonmel, subject to safety and amenity requirements.
<b>Objective 5N</b>	Support digital technology in line with the Tipperary Digital Strategy 2018 – 2023.

## 6.0 Transport and Connectivity

By 2030, Clonmel will achieve a modal shift to sustainable transport with more people choosing to walk, cycle and use public transport as an alternative to the car. This will be achieved by investing in sustainable transport infrastructure, provision of a high-quality public realm and the facilitation and activation of new development close to the town

Clonmel is strategically located on the Waterford-Limerick road (N24) and rail corridor with onward linkages to the mid-west and south-west. Clonmel is the main centre in a linear network of towns in South Tipperary (including Carrick On Suir, Cahir, and Tipperary Town) that form part of the strategic inter-regional transport and economic corridor between Waterford and Limerick, with excellent access to Cork, Dublin, Shannon and Waterford airports and connectivity to the ports of Waterford, Rosslare, Limerick-Foynes and Cork. The strategic location of Clonmel opens a number of opportunities to improve linkages both within the region and the county and should be exploited where possible. However, the over reliance on the private car for both short local journeys, and longer journeys in the region is apparent. Key infrastructural requirements to benefit the town identified in the Southern RSES include investment in infrastructure on the Limerick - Waterford rail line to enable increased line speeds and frequency of services, and enhanced provision of bus services to enable improved inter-regional connectivity. A Draft Local Transport Plan (LTP) for Clonmel been developed, and is appended to the Plan<sup>16</sup> to facilitate a modal shift away from private vehicles, to give back public space in the town to the citizens and visitors to the town, and to provide a sustainable and safe transport environment. The LTP sets out four key areas for intervention areas to improve sustainable transport and mobility around the town:

1. Active Travel – Walking and Cycling
2. Public Transport Options
3. Demand Management & Supporting Measure Options
4. Roads & Traffic Management Options

The identification of transport infrastructure proposals in this Plan, including locations and any associated mapping, that is not already permitted or provided for by existing plans/programmes/etc. is non-binding and indicative.

New transport infrastructure will be considered subject to environmental constraints, including those related to habitats and potential impacts (e.g. disturbance from lighting). This will

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<sup>16</sup> RPO 157 of the Southern RSES sets out a requirement for Key Towns to have Local Transport Plans.

include minimising river crossings, avoiding sensitive habitats, not increasing barriers to flood waters and sustainable design and construction techniques.

As per Chapter 12 of the County Plan (under '12.5.1 Investment in Strategic Road Infrastructure'), new transport infrastructure projects contained within this Plan, including greenways and blueways, that are not already provided for by existing plans/programmes or are not already permitted, will be subject to feasibility assessment, considering need, environmental sensitivities and objectives relating to sustainable mobility. Where feasibility is established, a Corridor and Route Selection Process will be undertaken, where appropriate, in two stages: Stage 1 – Route Corridor Identification, Evaluation and Selection; and Stage 2 – Route Identification, Evaluation and Selection.

By contributing towards a reduction in the use of the private car for trips, the Local Transport Plan provides for an overall reduction in the numbers of people exposed to pollution from emissions to air, including unacceptable noise levels from traffic, in particular within the town centre. The Area Based Transport Assessment has considered the potential for displacement of traffic to lead to localised potential impacts in terms of increased population exposure to air pollutants and/or elevated noise levels and identified that such impacts are unlikely to be significant. Proposed interventions shall ensure that they are consistent with all relevant legislative requirements.

## **6.1 Movement and Accessibility**

Clonmel has a well-defined central area generally supported by easily accessible retail facilities, services and amenities. The town is relatively compact, with most of the town accessible within a 10-minute cycle, and the town centre readily accessible in a 10-minute walk time (see Clonmel Town Profile Plan in Figure 2). However, the town has spread from the central area and many residential areas are located peripherally with under use of active travel modes to education and employment destinations in the town. Census 2016 showed that 73.1% of the population aged 5 or over travel to work or school/college in a private vehicle (car, van or motorcycle/scooter). In addition, 5,452 (55.5%) travel for under 15 minutes to get to work, college or school, this demonstrates the very high reliance on private vehicles for short journeys within the town and environs.

## **6.2 Public Transport**

### *Rail*

Clonmel is located on the Waterford/Limerick Junction route, with connections available to Dublin, Cork, Limerick and Galway. The town is currently poorly served by existing train

services. There are only four services daily, two in each direction, Monday to Saturday, with no services on Sundays.

Table 11 outlines the departure times for trains serving Clonmel, indicating a poor service for residents of the town who commute to Waterford, Cork or Limerick cities for work or college.

Origin	Destination	Departure Time from Clonmel	Arrival Time
<b>Waterford City</b>	Limerick City	8.08am	10.06am (includes 1 change at Limerick Junction)
<b>Waterford City</b>	Cork City	8.08am	10.40am (includes 1 change at Limerick Junction)
<b>Limerick Junction</b>	Waterford City	10,39am	11.30am

Table 11: Clonmel Train Station Departures

Clonmel station itself is located conveniently 850 meters from the town centre, however there are limited cycle facilities at the station in addition to poor cycle routes connecting the town to the station. It is an objective of the Council, through the Local Transport Plan and Active Travel Team, to provide an active travel route between the train station and the town centre.

### Bus

There are currently three bus routes connecting Clonmel Town to Cork, Limerick and Waterford, stopping at between two and four existing stops located through the town. All of these bus routes serve Clonmel Train Station, and with various daily frequencies as shown in Table 12.

Route No.	Origin	Destination	No. Services Daily
<b>55</b>	Limerick Bus Station	Waterford Bus Station	9
<b>55</b>	Waterford Bus Station	Limerick Bus Station	8
<b>245</b>	Clonmel Train Station	Cork Bus Station	5
<b>245</b>	Cork Bus Station	Clonmel Train Station	5
<b>355</b>	SETU Waterford / Waterford Bus Station	Cahir	6
<b>355</b>	Cahir	SETU Waterford / Waterford Bus Station	7

Table 12: Clonmel Bus Services

A private bus company currently operates a daily return service from Clonmel to Kilkenny/Dublin/Dublin Airport.

### Town Bus

A town bus service is to recommence in the town in 2023. The service will be publicly funded through the National Transport Authority.

*Local Link*

Transport for Ireland (TFI) provide a number of Local Link bus services in the Clonmel area as part of the public transport network. Generally, there are two different types of Local Link services available. These are Regular Rural Bus Services and Door-to-Door Bus Services. In Clonmel only the Door-to-Door Bus Service is provided. The door-to-door bus services work along fixed routes but can divert to collect and drop off passengers at their home, where possible. Table 13 shows the settlements which are connected to Clonmel via the existing Local Link Bus Service.

<b>Ardfinnan</b>	<b>Cloneen</b>	<b>Killusty</b>
<b>Ballingarry</b>	Coalbrook	Knocklofty
<b>Ballyporeen</b>	Drangan	Mullinahone
<b>Ballylooby</b>	Goatenbridge	Newcastle
<b>Burncourt</b>	Grange	The Commons
<b>Clogheen</b>	Kilcoran	

Table 13: Settlements connected to Clonmel via Local Links

A number of private coach operators also provide local, regional and national bus connections to Clonmel.

The Connecting Ireland Rural Mobility Plan<sup>17</sup>, developed by the National Transport Authority, has identified the need to enhance public transport across rural Ireland to improve connectivity between villages and towns by linking these areas with a network connecting regional centres and cities nationwide. Within the plan a number of proposed regional and local public transport improvements have been outlined for Tipperary, several of which concern Clonmel town directly:

*Regional Corridor Proposal*

- Bus route 16 – provision of new bus corridor from Athlone to Clonmel via Birr, Nenagh Thurles, Cashel, Cahir and other places (1-hour minimum service frequency)
- Bus route 5 – provision of new bus corridor from Limerick to Waterford via Tipperary Town, Clonmel, Carrick-on-Suir and other places (2-hour minimum service frequency)

*Local Route Proposals*


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<sup>17</sup> <https://www.nationaltransport.ie/connecting-ireland/>



- Bus route 393 – Thurles to Clonmel via Two-Mile-Borris, Urlingford, Fethard, Lisronagh and other places en-route. It is proposed to increase the frequency of this route from Thurles to Clonmel via Fethard. Minimum service of 3 return trips a day.
- Bus route 394 – Thurles to Clonmel via Holycross, Boherlahan, Cashel and other places en-route. It is proposed to increase the frequency of this route from Thurles to Clonmel via Cashel. Minimum service of 3 return trips a day.

In June 2023, the NTA commenced bus route 356 connecting Clonmel to Dungarvan, a new route delivered under the Implementation Plan for Bus Connects.

Options relating to the location or relocation of bus stops would be considered in consultation with the NTA and on the basis of the following:

- Bus routeing requirements and local traffic management;
- Proximity to the town centre;
- Distance between adjacent stops;
- Provision for fully accessible facilities; and
- Potential for high quality passenger facilities.

## **6.3 Demand Management**

In addition to the physical measures proposed to support an increase in active travel, the LTP identifies a number of demand management measures which would seek to improve the pedestrian and cycle environment. These include the implementation of a 30kph speed limit zone within the town centre and residential areas; safe routes to schools; and Park & Stride at key routes; and school and workplace Mobility Management Plans. Such measures will complement the active travel and public transport proposals within the LTP encouraging a mode shift towards sustainable mode

### **6.3.1 Active Travel Grants Programme**

The national Active Travel Grants Programme (NTA) funds projects supporting strategic pedestrian and cyclist routes, access to schools, permeability links, urban greenways and some minor public transport improvement projects. The Clonmel LTP will enable the Council, through its active travel team, to seek funding for investment in the town under the annual Active Travel Grants Programme for projects identified through the LTP.

## **6.4 Roads Strategy**

The TCDP recognises that a key regional transport priority for Tipperary, the southern region and nationally, as supported by the Southern RSES (RPO 17, RPO 30, RPO 166(b) and RPO 167(b)) and NPF is to strengthen the Limerick to Waterford connectivity and the N24 upgrade project (N24 Cahir to Limerick Junction and N24 Waterford to Cahir).

The proposed N24 upgrade project is of significant importance to Clonmel and the wider region. The project, which is included in the National Development Plan 2021-2030, is being developed through Kilkenny County Council, in partnership with Tipperary County Council, Transport Infrastructure Ireland (TII) and the Department of Transport (DoT). One of the key objectives of this project is to provide a reliable and sustainable transport solution for the N24 corridor between Cahir and Waterford and contribute to efficient connectivity between Limerick and Waterford. The project also recognises that the existing road is economically inefficient and detracts from the development and growth of the region whilst also detracting from the opportunities for place making in the towns and villages on the route, including Clonmel.

The N24 road upgrade project also identifies four road links as part of a transport solution for Clonmel. These are aimed at providing connections for local trips to relieve existing congestion identified on the Clonmel Bypass. The link roads are as follows:

### Road Link 1

Connects the R688 Cashel Road via Longfield Avenue east to an existing roundabout (south of the Paddocks housing estate) on the R689 Fethard Road;

### Road Link 2

Continues Road Link 1 in an easterly to south-easterly direction to connect to the Carrigeen Roundabout on the N24 via the existing internal road serving the Carrigeen Business Park.

### Road Link 3

Connects the R688 Cashel Road at the existing roundabout at Ard Gaoithe Business Park east to the R689 Fethard Road;

### Road Link 4

Connects the R689 Fethard Road east through Powerstown to the L2506 at Redmondstown, directly between the Medite and Bulmers production sites.

The Council supports the delivery of the N24 project, identified as strategically important in the National Development Plan and is a key piece of infrastructure in terms of the town traffic management and the provision of sustainable transport measures in the town. The Council

also supports the delivery of the 4no. road links identified as part of the transport solution for Clonmel.

### *Permeability*

A permeable street network is a key component in supporting walking and cycling environments. The NTA's Permeability Best Practice Guide sets out guidance to assist Local Authorities and other stakeholders to address the legacy of severance within existing built-up areas and to facilitate enhanced permeability within these areas. The Design Manual for Urban Roads and Streets 2019 (DMURS) and the DMURS Interim Advice Note – Covid 19 Pandemic Response 2020 also includes permeability objectives. Both the implementation of the NTA's guidance in conjunction with DMURS addresses permeability in both new and existing areas. This Plan seeks to ensure that all development areas are permeable for pedestrians and cyclists and opportunities to improve permeability for these modes in existing developed areas will be sought.

In assessing new planning applications, and on a case-by-case basis, the Council may require the maintenance of a corridor to provide for future connectivity with adjoining lands that may be zoned for development at a future date. Council will also seek to increase permeability within existing development, where such an opportunity exists. Such future interconnecting routes should be integrated within the urban fabric in line with the Design Manual for Urban Roads and Streets 2019 (DMURS) and Advice Notes, so that a sense of place is maintained and to prevent severance between adjoining areas.

The Council will seek to facilitate the sequential development of lands zoned for development, and to ensure that provision is made for the orderly expansion into areas that, though they may not be zoned at present, may be zoned in the future.

### *Cycling*

Cycle Connects: Ireland's Cycle Network<sup>18</sup> is operated by the National Transport Authority and consultation was undertaken from September to November 2022 on proposed cycle networks for cities, towns and villages in Ireland.

All towns over 5,000 persons, including Clonmel are provided with a Draft Urban Cycle Network Map for consultation. The plan is to put in place a framework for a cycle network for the entire country that will act as a guide for investment and funding. It is envisaged that the infrastructure, funding and implementation phase will commence in April 2023.

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<sup>18</sup> <https://consult.nationaltransport.ie/en/consultation/cycleconnects>

## **6.5 Safeguarding the Strategic Road Network**

It is a key aim of the Council to maintain and protect the safety, capacity and efficiency of national roads and associated junctions. Proposals for new development on or affecting national roads within the LAP area, including the implementation of specific objectives in the LAP and Local Transport Plan, shall take account of the requirements of TII and the following publications:

- DoECLG Spatial Planning and National Roads Guidelines 2012.
- The Treatment of Transition Zones to Towns and Villages on National Roads' (TII Publications DN-GEO-03084)
- Design Phase Procedure for Road Safety Improvement Schemes, Urban Renewal Schemes and Local Improvement Schemes (TII Publications DN-GEO-03030).
- TII Traffic & Transport Assessment Guidelines (2014)
- Publications GE-STY-01024 Road Safety Audit

## 6.6 Policy and Objectives

Planning and Development Policy	
<b>It is the policy of the Council to:</b>	
<b>Policy 6.1</b>	Support new development that will improve accessibility and movement within Clonmel, reduce dependency on private car transport, increase permeability in the town, and encourage the use of energy efficient forms of transport through the promotion of walking, cycling and public transport.
<b>Policy 6.2</b>	Support the implementation of the active travel and demand measures identified in the Local Transport Plan (Appendix 2) and require proposals for new development to compliment and demonstrate how they will integrate with the provisions of the Local Transport Plan.
<b>Policy 6.3</b>	Require that new developments are designed to comply with Design Manual for Urban Roads and Streets (DoT, 2019) and supplementary Advice Notes including making provision for pedestrian and cycle infrastructure, enhancing connectivity and accessibility to the town and providing universal access (in particular for persons with disabilities, reduced mobility and older people) where a whole journey approach is considered.
<b>Policy 6.4</b>	Support the sequential development of lands zoned for development, and to ensure that provision is made for the orderly expansion into areas that may be zoned in the future. In assessing new planning applications, and on a case-by-case basis, the Council may require the maintenance of a corridor to provide for future connectivity with adjoining un-zoned lands.
<b>Policy 6.5</b>	Preserve the study area and option corridors, or, when it emerges, the preferred transport solution, for the proposed N24 Waterford to Cahir Road Project as part of the upgrade of the N24 National Route linking Limerick and Waterford (Major Roads Project), including the proposed Road Links.
<b>Policy 6.6</b>	Require that the proposed Road Links, which form part of the preferred transport solution, once finalised, as part of the N24 Waterford to Cahir Road Project, are provided for as part of new developments to a standard which is to the satisfaction of the planning authority and TII.
<b>Policy 6.7</b>	Support the provision of an active travel river crossing between the R707 Davis Road and R680 Coleville Road, linking through Mulcahy Park or greenfield land west of Mulcahy Park.

<b>Policy 6.8</b>	Require new development proposals on or affecting national roads within the Plan area to have regard to national, regional and local policies and guidelines as set out in Section 6.5.
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<b>Planning and Development Objectives</b>	
<b>It is an objective of the Council to:</b>	
<b>Objective 6A</b>	Actively seek funding for investment in active travel and public transport in the town in line with the provisions of the LTP as outlined in Appendix 2 (and any review thereof).
<b>Objective 6B</b>	Collaborate with the NTA and Irish Rail to consider how the rail service, including in terms of frequency and times of services, together with infrastructure and facilities, can be better tailored to the needs of the community, including workers and students commuting to Limerick, Cork and Waterford cities for work or college.
<b>Objective 6C</b>	Collaborate with the NTA, national and local bus service providers to consider how the bus service, infrastructure and facilities can be better tailored to the needs of the community, including for a consideration of the nature and location of public bus stops.
<b>Objective 6D</b>	Collaborate with the NTA to investigate the feasibility of providing a centrally located public transport interchange in the town.
<b>Objective 6E</b>	Achieve the modal shift target as set out in the LTP and its Sustainable Travel Plan (Appendix 2) through collaboration with the community and transport sectors over the life time of this LAP.
<b>Objective 6F</b>	Control the proliferation of non-road traffic signage on and adjacent to national roads within the LAP area in accordance with TII Policy on Provision of Tourist & Leisure Signage on National Roads (March 2011).
<b>Objective 6G</b>	Work in partnership with TII and regional stakeholders to deliver the proposed N24 Waterford to Cahir Road Project as part of the upgrade of the N24 National Route linking Limerick and Waterford.

<b>Objective 6H</b>	Protect the line of a future river crossing linking Mongariff roundabout on the N24 to lands at Kilainy Lower, County Waterford. <sup>19</sup>
<b>Objective 6I</b>	Seek opportunities to improve permeability in existing developed areas in accordance with NTA's Permeability Best Practice Guide, and where the opportunity exists, including those identified in the Local Transport Plan (Appendix 2), require that new development incorporates pedestrian and cycle routes to increase permeability for walking and cycling within the neighbourhoods identified in Figure 4 and the wider area. An evidence-based justification, to the satisfaction of the planning authority, must be provided with a planning application where the opportunity for increased permeability for the wider area exists but is not being delivered through the application site.

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<sup>19</sup> Referring to Appendix C of the Local Transport Plan (LTP), whilst the immediate delivery of this eastern river crossing is not included as a measure in the LTP, it is recommended that the corridor is preserved for a potential link in the future to support the expansion of Clonmel beyond the lifetime of this LTP. This will be of particular importance if Clonmel expands further to the south in the future.

## 7.0 Recognising our Local Heritage

By 2030, Clonmel will have an enhanced built heritage amenity offer, and green and blue infrastructure, which showcases the best of the natural and built heritage of the town; enhancing amenity and providing a high-quality environment for locals, visitors and future generations. This will be achieved by ensuring that new development contributes to urban greening and local ecology, and by sensitive investment in the built heritage in the town.

The natural and built heritage of Clonmel is a key element of its character and enriches our lives on a daily basis. This LAP (and its Strategic Environmental Assessment) and the provisions and objectives of the TCDP seeks to identify these assets, recognise their roles and sensitivities, and ensure that adequate protection and support is incorporated in the spatial planning framework.

### 7.1 Natural Heritage

Clonmel is situated in the valley and on the banks of the River Suir in the northern foothills of the Comeragh Mountains and to the south west of Slievenamon. These natural assets provide a striking backdrop on approaches to, from and within Clonmel.

#### 7.1.1 Watercourses and Riparian Zones

Clonmel is situated on the River Suir, one of the main rivers of Ireland, rising in the Devil's Bit just north of Templemore, flowing through Thurles, Cahir, Clonmel and into Waterford harbour.

The River Suir in Clonmel is a wonderful natural asset, lending a unique character to the town centre. In order to protect the riparian zone, an undisturbed edge or buffer zone shall be required between new developments and watercourses, to maintain the natural function of existing ecosystems and to enable sustainable public access.

#### 7.1.2 Nature Based Solutions, Biodiversity and Urban Greening

The Council will seek to encourage nature-based surface water management solutions, biodiversity and urban greening measures as a natural part of new development and as a measure to support a low-carbon society and build resilience to climate change. These techniques will be required to be detailed at planning application stage by both public and private sector development and as part of public realm enhancement.

#### 7.1.3 Blue and Greenways

The Council will continue to support investment and collaboration, feasibility studies and the design and planning process in the investigation of opportunities for new green and blueways



in Tipperary. A Green and Blue Infrastructure Masterplan Roadmap for Tipperary Waterways (TCC, 2018) is in place and it is proposed to prepare a 'Greenway and Trail Strategy' for Tipperary. These provide a framework for opportunities across the county and the Council will consider local opportunities over the lifetime of the LAP. The Council will also support the improvement and upgrade of existing green and blueways where necessary and feasible, including the widening of the 26km walking blueway on the River Suir to facilitate better use by all members of the community.

#### **7.1.4 Trees**

Trees form a valuable part of the environment by enhancing visual amenity, improving air quality, adding to the diversity of the landscape and wider environment, and providing habitats for a wide variety of wildlife. The LAP will seek to protect existing trees where possible and to promote urban greening in town centre developments.

The Council is progressing the preparation of a tree strategy for the town. The strategy will provide guidance on the appropriate type of trees to be planted in different locations and will also advise on tree pruning activity.

The Council may also request that a tree survey is completed as part of a development proposal, to ensure that proposals for development will not damage or result in the loss of important mature hardwoods.

## **7.2 Our Built, Social and Cultural Heritage**

### **7.2.1 Built Heritage and Record of Protected Structures**

The town has a rich heritage dating back to medieval times and remnants of architecture and archaeology can be found throughout the town reflecting the town's history including its defences, military, industrial, social and sporting history.

There are a number of iconic structures in Clonmel that define the character of the town including:



- Westgate, O'Connell Street – Arch of 1831. Gothic arch of sandstone ashlar with limestone dressings
- Main Guard, Sarsfield Street – Five bay, two-storey building Mid-17<sup>th</sup> Century building with tower

- Bridge Street, South Oldbridge – Triple arched bridge c 1750 with break waters and arches of cut wedge shaped voussoirs, renovated and widened c 1900
- Franciscan Church RC c1600 incorporating fabric of earlier external walls and square town.
- Franciscan Friary detached five-bay three-storey over basement Franciscan Friary with dormer attic, built 1891
- Kickham Barracks – Military barracks complex, c.1820; and arched limestone gateway c. 1815
- St. Peters and Pauls Church, Lombardo-Romanesque essay with tower
- St. Mary's Church – Detached cruciform church c.840 with portico and tower
- Old St. Mary's Church – Detached single cell triple height late medieval Fortified church c.1400 with octagonal bell tower; renovated 1805, extensively renovated, 1857; extended to north, 1864 to accommodate transept.; Remains of town wall and towers, pre 1700 with memorial headstones c1700 – c 1900; Graveyard of St Marys Church c 1700 – c 1900; Cut limestone pillars with iron gates and railings c 1860; Church Hall, mid-19<sup>th</sup> Century hall, 1885, of rubble stone with brick dressings to windows

Suir Island is important in terms of industrial heritage. A naturally occurring island within the River Suir comprising Little Island, Suir Island, Willow Island and Stretches Island. The island has been an important crossing point since medieval times and in the 18th and 19th century the town was a prosperous transportation and industrial hub in the midlands, with records of extensive milling operations on the river and on Suir Island.

A review of the Record of Protected Structures (RPS) for Clonmel and its environs will be carried out in accordance with Section 55 of the Act and thereafter the TCDP, Volume 4, will set out an RPS for Clonmel including provisions and objectives for their protection.

### **7.2.2 Architectural Conservation Areas**

In order to preserve the character and identity of Clonmel, a number of Architectural Conservation Areas (ACAs) are designated in the town centre.

1. Old St. Mary's ACA – Old St. Mary's Church forms an axis around which a distinctive residential area has been formed on Anne Street, Wolfe Tone Street, Gordon Place, Grattan Place, Mary Street (part of) Morton Street and William Street (part of). Several of the streets in the area were laid out in relation to the church, date from the early 19<sup>th</sup> Century and are two or three storeys in height. A number of these streets terminate with gates adjoining the grounds of the church. It is the layout, design, character and form that are of particular interest in this area.
2. O'Connell Street and Gladstone Street ACA – This ACA contains fine terraces of three/four storey buildings that relate to the focus of the Main Guard building at the axis of the two

principle streets and the West Gate at the western end. The distinctive townscape within this ACA contains numerous buildings of social, cultural, historical and architectural interest.

Normal planning exemptions for works do not apply in an ACA as set out in Section 82(1) of the Act. This means that development to the exterior of a building in an architectural conservation area may require planning permission. The owner of a protected structure or structure/feature located within an ACA should seek advice before making any alteration to the interior or exterior. The Council will support new development that is sensitive to the special character and amenity of the relevant ACAs.

### 7.2.3 Archaeology

There are various entries to the Record of Monuments and Places (RMP) established under Section 12 of the National Monuments (Amendment) Act 1994 within Clonmel Town and its environs. Sheet No. 83 (Archaeology RMP Tipperary SR) relates to the town centre, and comprising the following entries:

- 19 (Town, including Burgagery-Lands West and Oldbridge)
- 20 (Church and Graveyard, Glebe)
- 31 (Church and Graveyard, Toberaheena)

The National Monuments Service applies different levels of protection to a monument depending on its significance. Universal protection is afforded to all monuments listed in the RMP. All entries on the list are known as 'Recorded Monuments'. In addition, certain monuments are accorded a higher level of protection, and are recorded on the 'Register of Historic Monuments'. The highest level of protection is afforded to 'National Monuments', i.e., monuments deemed to be of national significance. There are numerous sites and monuments found within the town's Zones of Archaeological Potential <sup>20</sup>.



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<sup>20</sup> Archaeological Survey Database, National Monuments Service

## 7.2.4 Respecting Views/Streetscapes as part of new development

The consolidation and revitalisation of the compact growth area is a key focus of this LAP. However, new development should have consideration for how it can positively integrate with, and enhance the built fabric of the town. Clonmel's location at the foothills of the Comeragh Mountains provides the town with a very picturesque setting with views and prospects of value from many directions and locations. Views of the Knockmealdown Mountains and Slievenamon are also available from within the plan area. Within the built-up area there are also vistas and framed views that are of value and add greatly to the urban environment. Development proposals will be required to have regard to views of built and natural heritage, and enhance the setting of built and natural heritage where feasible.



The following views and streetscapes should be given due consideration as part of the design process for new development:

- 1) Views into and out of the ACAs.
- 2) View of the Main Guard east from O'Connell Street
- 3) View of the Main Guard south from Gladstone Street
- 4) View of Westgate, including turret, east from the R678, Irishtown.
- 5) View of Westgate, including turret, west from O'Connell Street
- 6) View of Old St. Mary's Church east from Anne Street
- 7) View of Old St. Mary's Church north from Wolfe Tone Street
- 8) Views from Comeragh Mountains from within the town centre
- 9) View of the Comeragh Mountains from Oldbridge bridge

## 7.3 Policy and Objectives

<b>Planning and Development Policy</b>	
It is the policy of the Council to:	
<b>Policy 7.1</b>	Protect and conserve the integrity and ecological and biodiversity value of the River Suir as it runs through the town. Ensure that any development proposals within or adjacent to the river are appropriately assessed to ensure the protection of water quality and river access.
<b>Policy 7.2</b>	<ol style="list-style-type: none"> <li>1. Support the retention of trees of significant amenity value and require public realm proposals to include for urban greening that is appropriate to the character of the area, provides for urban shading, supports biodiversity and provides an appropriate visual setting.</li> <li>2. Permit the removal of mature trees, or trees of significant amenity value, only where it can be demonstrated that the loss of the tree(s) is outweighed by the wider public benefits of the proposal.</li> <li>3. Require development proposals which affect trees of significant amenity value to identify trees to be retained, and methods for the protection of those trees to be retained during and post-construction to be set out within development proposals.</li> <li>4. Require new development proposals to incorporate the provision of trees, in accordance with the requirements of Section 3.7 of the Development Management standards of the TCDP.</li> </ol>
<b>Policy 7.3</b>	Require new development proposals to have regard to the architectural character and special value of the Clonmel ACAs, in accordance with the Architectural Heritage Protection, Guidelines for Planning Authorities (DEHLG, 2004).
<b>Policy 7.4</b>	Require that the views and streetscapes as listed in Section 7.2.4 shall be given due consideration as part of the design process for new development to the satisfaction of the Council. A Heritage Impact Assessment (HIA) or Landscape Value and Impact Assessment (LVIA) may be required to demonstrate development proposals accord with this policy.

<b>Planning and Development Objectives</b>	
It is an objective of the Council to:	
<b>Objective 7A</b>	Support and work with the local community in the development of blue and green infrastructure in the town and in the enhancement of the biodiversity and conservation value of the River Suir corridor.
<b>Objective 7B</b>	Work in partnership with stakeholders and the local community in the delivery of green and blueway projects for Clonmel Town including those in the Green and Blue Infrastructure Masterplan Roadmap for Tipperary Waterways (TCC, 2018) and the proposed Tipperary Greenway and Trail Strategy and seek funding opportunities as they arise.
<b>Objective 7C</b>	Support the widening of the 26km walking Blueway to facilitate better use by all members of the community.
<b>Objective 7D</b>	Support the delivery of a greenway between Convent Road and Marlfield Village.
<b>Objective 7E</b>	Support the extension of a river side linear park between the Clonmel Greyhound Stadium and Mulcahy Park.
<b>Objective 7F</b>	Support the preparation and implementation of a Tree Strategy for the town.

## 8.0 Infrastructure, Energy and Utilities

Over the lifetime of this LAP, there will be continued investment in a sustainable network of physical strategic infrastructure and utilities to support sustainable socio-economic growth, and to protect the quality of the environment of Clonmel. This will be achieved through the identification of required infrastructure in collaboration with infrastructure providers, and continued investment in the right locations, and at the right time.

### 8.1 Energy Demand and Renewable Energy

As a town of over 17,000 persons (Census 2016), Clonmel has significant energy demands for heating, electricity and transport. Clonmel is supplied with natural gas through the Bord Gáis network, and is otherwise reliant on electricity, solid fuel and oil for heating demand. In line with the objectives of the national Climate Action Plan (DECC, 2023), the Council and its stakeholders will support the transition to renewable energy for heating and transport and will encourage and support the transition to renewable energy generated locally in tandem with the energy efficiency upgrading of built fabric throughout the town.

The Council recognises the role of domestic scale renewables and appropriately scaled renewable energy development in meeting local demand and supports the principle of on-site energy generation for self-consumption.

### 8.2 Water and Wastewater

Water services in towns are maintained and provided by Uisce Éireann and the Council will require new developments to be served by existing waste water treatment facilities and public water supplies, where possible.

In considering new development proposals and in developing masterplans for specific sites and lands as required under the LAP consideration shall be given to:

- The servicing of adjoining sites/ development lands (where feasible); and
- The protection / diversion of existing Uisce Éireann infrastructure and maintenance of services.

#### 8.2.1 Clonmel Public Water Supply

The town is currently supplied by three water sources, at Glenary (Waterford), Poulavanogue (Waterford) and Monroe (Tipperary). Upgrades are required to cater for the projected growth within the lifetime of the LAP. Uisce Éireann is progressing a project to expand the Monroe supply, with a programme completion date of Q4 2026 / Q1 2027.

The Monroe project is intended to allow decommissioning of the Poulavanogue Water Treatment Plant and will, in combination with the Glenary Water Treatment Plant, provide additional capacity to allow growth for Clonmel beyond the LAP period. Whilst yield investigations are continuing at Monroe Wellfield, it is anticipated that the project will also provide an improved water supply to the strategic employment lands at Ballingarrane.

### **8.2.2 Clonmel Public Wastewater System**

The Wastewater Treatment Plant (WWTP) for Clonmel town is located approximately 1.7km east of Clonmel town centre on a 6.5ha site opposite St. Patrick's cemetery on the Davis Road. The WWTP has a design capacity of 80,000pe.

Based on Uisce Éireann's 2022 capacity registers it was found that there is wastewater treatment capacity available to support 2031 population targets for Clonmel.

Local network upgrades may be required in some areas to provide capacity to individual sites. These will be customer driven/funded in accordance with the requirements of the Uisce Éireann Connections Charging Policy<sup>21</sup>.

Uisce Éireann is due to commence the preparation of a Clonmel Drainage Area Plan in Q1 2024.

The LAP identifies 2no. Regeneration Sites (see Appendix 3 and Map 4) and also 'Regeneration' zoning on Suir Island, recognising regeneration opportunities and the island's strategic location proximate to the town centre. However, Suir Island is not connected to the town's sewerage mains. The Council will support the provision of a sewerage connection to the Island to facilitate regeneration opportunities.

### **8.2.3 Water Framework Directive**

Applications for development under this Plan must demonstrate that the proposal for development would not adversely affect a water body's ability to meet its objectives under the Water Framework Directive, individually, as a result of the proposed development, or cumulatively, in combination with other developments.

## **8.3 Sustainable Surface Water Management**

The Council and Uisce Éireann are responsible for the on-going maintenance and monitoring of sustainable drainage systems and will seek to maintain drainage having consideration to Water Sensitive Urban Design and application of a nature-based Sustainable Urban Drainage Systems (SUDS) approach. It is the policy of Uisce Éireann to maximise the capacity of

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<sup>21</sup> <https://www.water.ie/connections/information/charges/>



existing collection systems for foul water. Therefore, the discharge of additional surface water to combined (foul and surface water) sewers is not permitted. The removal of stormwater from combined sewers as part of roads, public realm, residential or other developments must be incorporated in new developments where feasible.

The Council will require new development in Clonmel to provide separate foul and surface water drainage systems and to incorporate water sensitive urban design and nature-based SUDS. The provisions of 'Nature-Based Solutions to the Management of Rainwater and Surface Water Runoff in Urban Areas' (water sensitive urban design) Best Practice Interim Guidance Document (DHLGH, 2001) and any review thereof, will apply.

The Buolic and Frenchman's Streams have routes through the urban area of Clonmel. The Buolic Stream enters the town from the north-west at Glenconnor, before merging with the Frenchman's Stream in the vicinity of Davis Road, and draining into the River Suir. Substantial sections of these watercourses have been undergrounded / culverted to facilitate development. Separately, the River Anner flows through the environs east of the town and drains into the River Suir east of the WWTP. The Council recognises important function of these watercourses for land drainage in the wider hinterland.

## **8.4 Circular Economy and Waste Management**

There is a municipal Recycling Centre/Civic Amenity Site located in the town at the Carrigeen Business Park. There are approximately 135 Bring Banks in Tipperary with 9 of these located in Clonmel.

It is a key objective of the Council to support the sustainable management of waste and the reduction in the production of waste in Clonmel in line with the National Waste Management Plan for a Circular Economy (Government of Ireland, 2022) and associated guidance across the delivery of its services and in the management of new development.

## **8.5 Flood Risk Management**

A Strategic Flood Risk Assessment (SFRA), as required by 'The Planning System and Flood Risk Management Guidelines for Planning Authorities' (Department of the Environment, Heritage and Local Government and Office of Public Works, 2009) and Circular PL 2/2014 (Department of Environment, Community and Local Government), has been undertaken alongside the preparation of the SEA and the preparation of the Draft LAP. Flood risk from fluvial sources informed the land use zoning provided for by the Plan.

The SFRA is focused on land use zoning as well as flood risk management policy and has considered available, and emerging information on flood risk indicators, including the OPW's

Flood Hazard and Risk Mapping and any flood defences. In line with the Guidelines, this demonstrates that Tipperary County Council have considered such climate change impacts in the preparation of this Plan, by avoiding development in areas potentially prone to flooding in the future. Overlays Land Use Zoning and National CFRAM potential future scenario mapping have been included in the SFRA. Various flood risk management provisions from the County Development Plan and the Local Area Plan explicitly integrate climate change considerations. This includes Policy 8.4(d) outlined below. In line, with the requirements of the Flood Risk Guidelines, Flood Zones A and B have been identified for Clonmel and are outlined below. (also shown on Map 1).

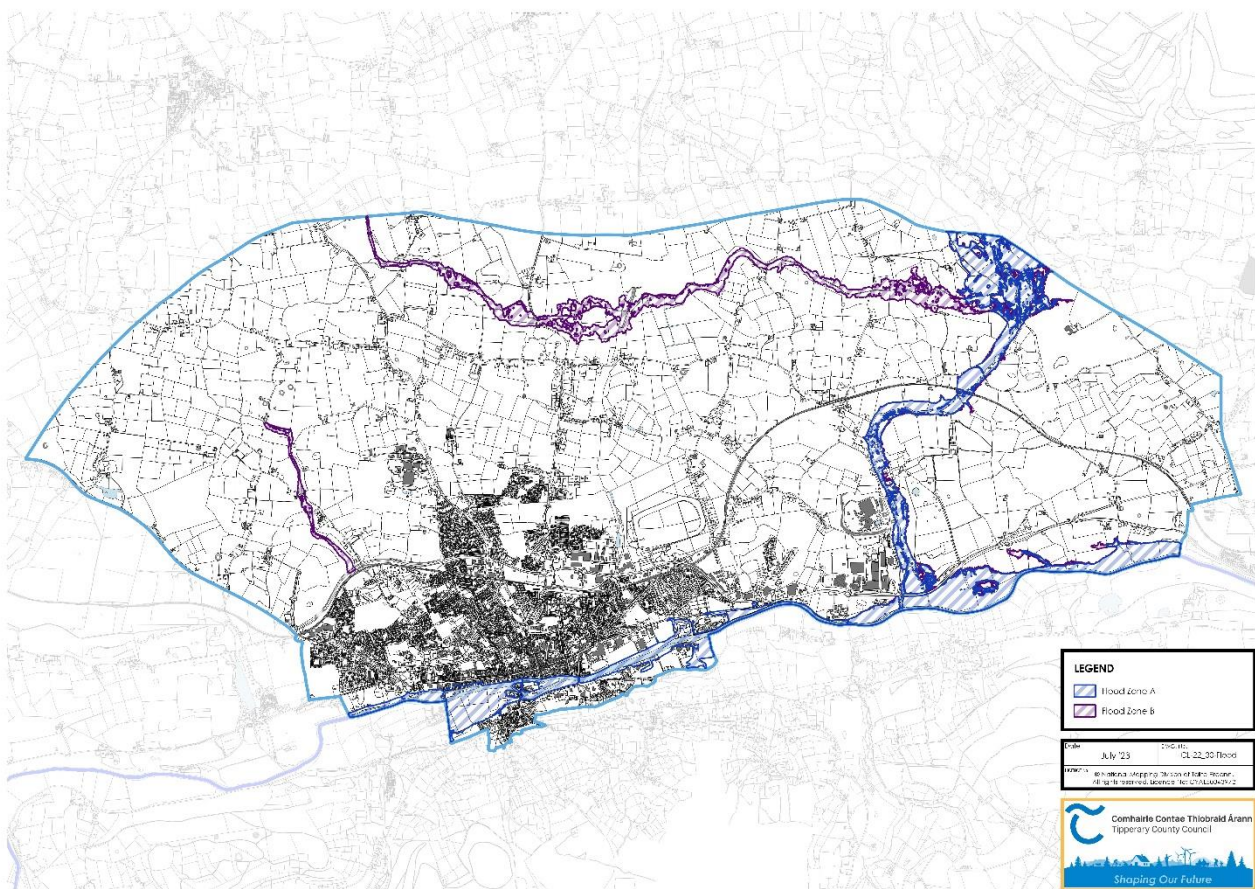


Figure 5: Flood Zones in Clonmel

Areas that are located in flood risk areas are generally not zoned for uses that are vulnerable to flooding. In cases where a site is zoned for use in an area at flood risk, a 'Justification Test' was carried out as part of the SFRA (Appendix 7).

In addition to the Flood Zones A and B as identified, there are areas in Clonmel, due to its underlying geology, that may be subject to intermittent ground water and pluvial flooding. Therefore, the Council will require that groundwater and pluvial risks are considered by any site-specific flood risk assessment undertaken at project level, in compliance with the Planning System and Flood Risk Assessment Guidelines (DEHLG, 2009).

## 8.6 Policy and Objectives

<b>Planning and Development Policy</b>	
<b>It is the policy of the Council to:</b>	
<b>Policy 8.1</b>	Support the use of renewable energy technologies at appropriate scales in residential, commercial and community developments and support the principle of on-site energy generation for self-consumption, subject to other planning and design criteria.
<b>Policy 8.2</b>	Enable the sustainable and efficient use of existing capacity in water services and permit new connections to the Clonmel public water and waste water supply. Where local network upgrades are required, to ensure that capacity is provided to individual sites in accordance with the Uisce Éireann Connections Charging Policy and Uisce Éireann's Connections and Developer Service.
<b>Policy 8.3</b>	Require new development to ensure it would not adversely affect a water body's ability to meet its objectives under the Water Framework Directive, individually, as a result of the proposed development, or cumulatively, in combination with other developments.
<b>Policy 8.4</b>	Require that all development proposals in Clonmel integrate SUDS, and nature-based solutions to SUDS, as part of an overall sustainable urban drainage and urban greening approach, unless they are demonstrated to be operationally unfeasible to the satisfaction of the Council.
<b>Policy 8.5</b>	<p>Require proposals for development to comply with requirements of the Planning System and Flood Risk Assessment Guidelines (DEHLG, 2009) and any update thereof) including providing detailed design specifications as may be required to facilitate the impact of development. The following provisions apply:</p> <ul style="list-style-type: none"> <li>a) Extensions of existing uses or minor development within flood risk areas will be supported, provided they do not: obstruct important flow paths; introduce a number of people into flood risk areas; entail the storage of hazardous substances; have adverse impacts or impede access to a watercourse, floodplain or flood protection and management facilities; or increase the risk of flooding elsewhere.</li> <li>b) Applications for development on previously developed lands within Flood Zones A or B, shall be subject to site specific flood risk</li> </ul>

	<p>assessment and shall provide details of structural and non-structural flood risk management measures, such as those relating to floor levels, internal layout, flood-resistant construction, flood-resilient construction, emergency response planning and access and egress during flood events.</p> <p>c) Where a ‘Justification Test’ applies, it must be demonstrated to the satisfaction of the planning authority that the flood risk can be adequately managed, and that the use and the development of the lands will not cause unacceptable impacts elsewhere.</p> <p>d) Require the submission of site-specific Flood Risk Assessments for developments undertaken within Flood Zones A &amp; B and on lands subject to the mid-range future scenario floods extents, as published by the Office of Public Works. These Flood Risk Assessments shall consider climate change impacts and adaptation measures including details of structural and non-structural flood risk management measures, such as those relating to floor levels, internal layout, flood-resistant construction, flood-resilient construction, emergency response planning and access and egress during flood events. Flood Risk Assessments shall apply the precautionary approach recommended in the Guidelines and shall be informed by the advice on the expected impacts of climate change and the allowances to be provided for future flood risk management provided in the OPW’s (2019) Flood Risk Management Climate Change Sectoral Adaptation Plan and the guidance on potential future scenarios contained therein.</p> <p>e) Groundwater and pluvial flood risks shall be considered by any site-specific flood risk assessment undertaken at project level, in compliance with the Planning Systems and Flood Risk Management Guidelines (DEHLG, 2009). For the avoidance of doubt, the Office of Public Works’ Preliminary Flood Risk Assessment indicative pluvial maps (2012) are not considered to be reliable for assessing pluvial risk.</p>
<p><b>Policy 8.6</b></p>	<p>Require new development proposals to safeguard the strategic function of the Clonmel Waste Water Treatment Plant.</p>

<b>Planning and Development Objectives</b>	
<b>It is an objective of the Council to:</b>	
<b>Objective 8A</b>	Work in conjunction with Uisce Éireann to promote and facilitate the provision of adequate water and wastewater infrastructure, to ensure that development land, both residential and commercial, is effectively serviced to serve the needs of the existing and future population of Clonmel.
<b>Objective 8B</b>	Support Uisce Éireann in progressing and preparing a Clonmel Drainage Area Plan.
<b>Objective 8C</b>	Integrate a Nature-Based Solutions approach to SUDS, with a focus on biodiversity as part of new public realm and public sector development.
<b>Objective 8D</b>	Safeguard the biodiversity and drainage function of the Buolic and Frenchman's Streams.
<b>Objective 8E</b>	Support the sustainable management of waste and enable a significant reduction in the production of waste in Clonmel, in line with the principles of the Waste Action Plan for a Circular Economy (DECC, 2021).
<b>Objective 8F</b>	Facilitate and work with Uisce Éireann to progress a wastewater connection to Suir Island.

## 9.0 Land Use Zoning Framework

The purpose of the land use zoning framework is to guide development to the right location and ensure that development takes place in a co-ordinated and coherent way, while protecting the built and natural environment of the town. The land use framework is underpinned by the SLA with a tiered approach to zoning in accordance with the NPF requirements and is informed by the Development Plan Guidelines for Planning Authorities (DHLGH, 2022).

Whilst the land use zoning framework will give an indication of the acceptability or otherwise of a particular use in particular areas, proposed development will also be assessed in terms of compliance with the policies set out in the TCDP and Development Management Standards<sup>22</sup> set out therein, the Planning Guidelines and local planning objectives of this LAP.

A general guideline of acceptability or otherwise of new development is provided, although the listed uses are not exhaustive. Factors such as density, height, massing, traffic generation, public health, design, visual amenity, potential nuisance by way of noise, odour and pollution etc. are also significant and relevant to the proper planning and development of the area and will be considered by the planning authority at planning application stage.

Zoning	Objective	Description
UC	<b>Urban Core:</b> Provide for the development and enhancement of urban core uses including retail, residential, commercial, civic and other uses	Consolidate the existing fabric of the core/central areas of settlements by densification of appropriate commercial and residential developments ensuring a mix of commercial, recreational, civic, cultural, leisure, residential uses and urban streets, while delivering a quality urban environment. The zoning emphasises compact growth objectives and priority for public transport, pedestrians and cyclists.
RE	<b>Regeneration Zone:</b> Provide for targeted enterprise and/or residential-led regeneration within the consolidation area on underused sites.	Specific underused areas of the town centre-built fabric with close physical links with the centre and targeted for significant redevelopment, consolidation and regeneration activity. New development shall be broadly in line with 'Urban Core' in nature with a focus on connectivity and linkages with the Urban Core.
MU	<b>Mixed Use:</b> To support the role of the town centre and enable	Provide for mixed uses and services, that may include retail, civic and commercial development. Policy 7-4 of

<sup>22</sup> Volume 3, Appendix 6 Development Management Standards

	primarily; retail, commercial, civic and other uses.	the Tipperary County Development Plan 2022 will apply to planning application for retail development.
<b>RS</b>	<b>Existing Residential:</b> Provide for residential development and protect and improve residential amenity.	Existing predominately residential areas allowing for the protection of existing residential amenity balanced with new infill development.
<b>R1</b>	<b>New Residential:</b> To provide for new residential development.	New residential areas/town extensions to ensure the provision of high quality and connected new residential environments. Provide an appropriate mix of house sizes, types and tenures in order to meet household needs and to promote balanced communities.
<b>SR</b>	<b>Strategic Reserve:</b> Long-term strategic and sustainable development sites.	Sites that may deliver housing within the subsequent plan period (unless a review of the current plan identifies a need for additional lands). (4.4.4 of the Development Plan Guidelines).
<b>E</b>	<b>Employment:</b> 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.	<p>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.</p> <p>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.</p>
<b>GI</b>	<b>General Industry:</b> Provide for heavy/specialised industrial development.	Facilitate industry that may be associated with environmental emissions, including noise and odour (e.g. waste processing, aggregate processing, etc) and with intensive processing.

<b>CSI</b>	<b>Community Services and Infrastructure:</b> To provide and improve social and public facilities and infrastructure.	Provide for and protect: <ul style="list-style-type: none"> <li>• civic, religious, community, health care and social infrastructure</li> <li>• educational and associated services/facilities such as leisure and sports facilities, start-up and incubations enterprises etc.</li> <li>• transport and utilities infrastructure.</li> </ul>
<b>A</b>	<b>Amenity:</b> To provide, preserve and enhance open space, biodiversity and amenity uses.	Protect sensitive, biodiverse, riverine and scenic locations from development that would adversely affect the environmental quality/sensitivity of these areas.
<b>OSR</b>	<b>Open Space and Recreation:</b> Preserve and provide for open space, sports and recreational amenities.	Preserve and provide for general open space and open space associated with sporting and recreational amenities and services. Commercial services e.g. food and retail services shall be directly associated with and directly related to on-site sports and recreation facilities.
<b>TE</b>	<b>Town Environs:</b> To provide for agricultural needs and to protect and enhance the rural environment and setting of the settlement.	Prioritise the protection of rural amenity and avoid harmful impacts of urban sprawl. Provide for and protect agricultural activities and rural -related business activities which have a demonstrated need for a rural location and will not conflict with the future growth of the town.

Table 14: Land-Use Objectives

The Zoning Matrix below lists examples of key land-use activities under each zoning objective. It is a guide (in principle) of the acceptability or otherwise of the specified land-uses in each zone:



Table 15: Zoning Matrix												
	√: Permitted in Principle			O: Open for Consideration			X: Not Normally Permitted					
Use Types	UC	RE	MU	RS	R1	SR	E	GI	CSI	A	OSR	TE
Abattoir	X	X	X	X	X	X	O	√	X	X	X	O
Agricultural Buildings/Structures	X	X	X	X	X	O	X	X	X	X	O	√
Betting Office/Amusement Centre	O	O	O	X	X	X	X	X	X	X	X	X
Caravan Park/Camping	X	O	O	X	X	O	O	X	X	O	O	O
Cash and Carry Wholesale	O	X	O	X	X	X	O	X	X	X	X	X
Community Facility	√	√	O	O	O	O	√	X	√	O	O	O
Childcare	√	√	O	O	√	X	O	X	√	X	X	X
Night Club	√	O	O	X	X	X	O	X	X	X	X	X
Cinema	√	O	O	X	X	X	O	X	X	X	X	X
Doctor/Dentist/Healthcare Practitioner	√	O	O	O	O	X	O	X	O	X	X	X
Educational/School	√	O	O	O	O	X	X	X	√	X	O	X
Funeral Home	O	O	O	X	X	X	O	X	X	X	X	X
Crematorium	X	X	X	X	X	X	O	O	X	X	X	X
Garden Centre	X	O	O	X	X	X	O	X	X	X	X	O
Halting Site/Traveller Group Housing	X	O	O	O	O	X	X	X	O	X	X	X
Haulage/Bus/Truck Park	X	X	X	X	X	X	√	O	X	X	X	X
Health Centre (public)	√	O	O	O	O	X	O	X	√	X	X	X
Hotel	√	O	O	O	O	X	O	X	X	X	X	X
Industrial – General	X	X	X	X	X	X	O	√	X	X	X	X
Industrial - Light	X	X	X	X	X	X	√	O	X	X	X	X
Motor Sales Outlet	X	X	O	X	X	X	O	X	X	X	X	X
Office	√	√	O	X	X	X	O	O	X	X	X	X
Parks/Playgrounds	√	√	O	√	√	O	O	X	√	√	√	O
Petrol Station	X	X	O	X	X	X	O	O	X	X	X	X
Places of Worship	√	√	O	O	O	X	X	X	√	X	X	X
Public House	√	√	O	X	X	X	X	X	X	X	X	X
Sports/Leisure Facilities	√	√	O	O	O	O	O	X	O	O	√	O
Student Accommodation	√	√	O	O	O	X	X	X	O	X	X	X
Refuse Transfer Station	X	X	X	X	X	X	O	O	X	X	X	X
Residential	√	√	O	√	√	X	X	X	X	X	X	O
Restaurant	√	√	O	O	O	X	O	X	X	X	O	X
Retail Warehouse	X	O	O	X	X	X	O	X	X	X	X	X
Retirement/Nursing Home	√	√	O	O	√	X	X	X	O	X	X	X
Shop – Neighbourhood	√	√	O	O	O	X	O	X	X	X	O	X
Supermarket (circa 1500sqm)	√	O	O	X	X	X	X	X	X	X	X	X
Take-Away	O	O	O	X	X	X	X	X	X	X	O	X
Veterinary Surgery	O	O	O	O	O	X	O	X	X	X	X	O
Warehousing and Logistics	X	X	X	X	X	X	√	X	X	X	X	X

**Note on Land Use Zoning Objectives and Matrix:**

The limitation described in this note applies to a relatively small number of instances where Flood Risk Zones A and B overlap with certain Land Use Zoning objectives. Uses under all Land Use Zoning Objectives (apart from where the Justification Test outlined in the Flood Risk Management Plan has been passed) shall be limited to water-compatible uses in Flood Zone A, and less vulnerable or water compatible uses in Flood Zone B (as per the Flood Risk Management Guidelines), and detailed site-specific Flood Risk Assessment will be required in these areas. This limitation shall take primacy over any other provision relating to these land use zoning objectives.

The Justification Test has been passed for the following Land Use Zonings:

- Various parts of the town centre; mixed uses (zoned Urban Core)

## 10.0 Monitoring and Evaluation

### 10.1 Introduction

The implementation and delivery of the LAP is a key objective of the Council. This monitoring programme will be supported by procedural, information technology and operational supports that will enable ease of measurement. The Council places an emphasis on monitoring, and it is a key objective of this Plan to carry out effective, cross-sectional monitoring and evaluation of the policies and objectives contained in this LAP.

### 10.2 Monitoring and Evaluation

Monitoring procedures are being developed in line with Section 16.3 and Policy 16-1 of the TCDP 2022. It is proposed that the monitoring regime implemented for the TCDP is extended to include for the policies and objectives of the LAP to ensure a consistent monitoring methodology is used.

#### Planning and Development Objectives

##### It is an objective of the Council to:

<b>Objective 10A</b>	Undertake a programme of monitoring and evaluation of the LAP over its lifetime in accordance with the monitoring framework and methodology prepared for the TCDP 2022.
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