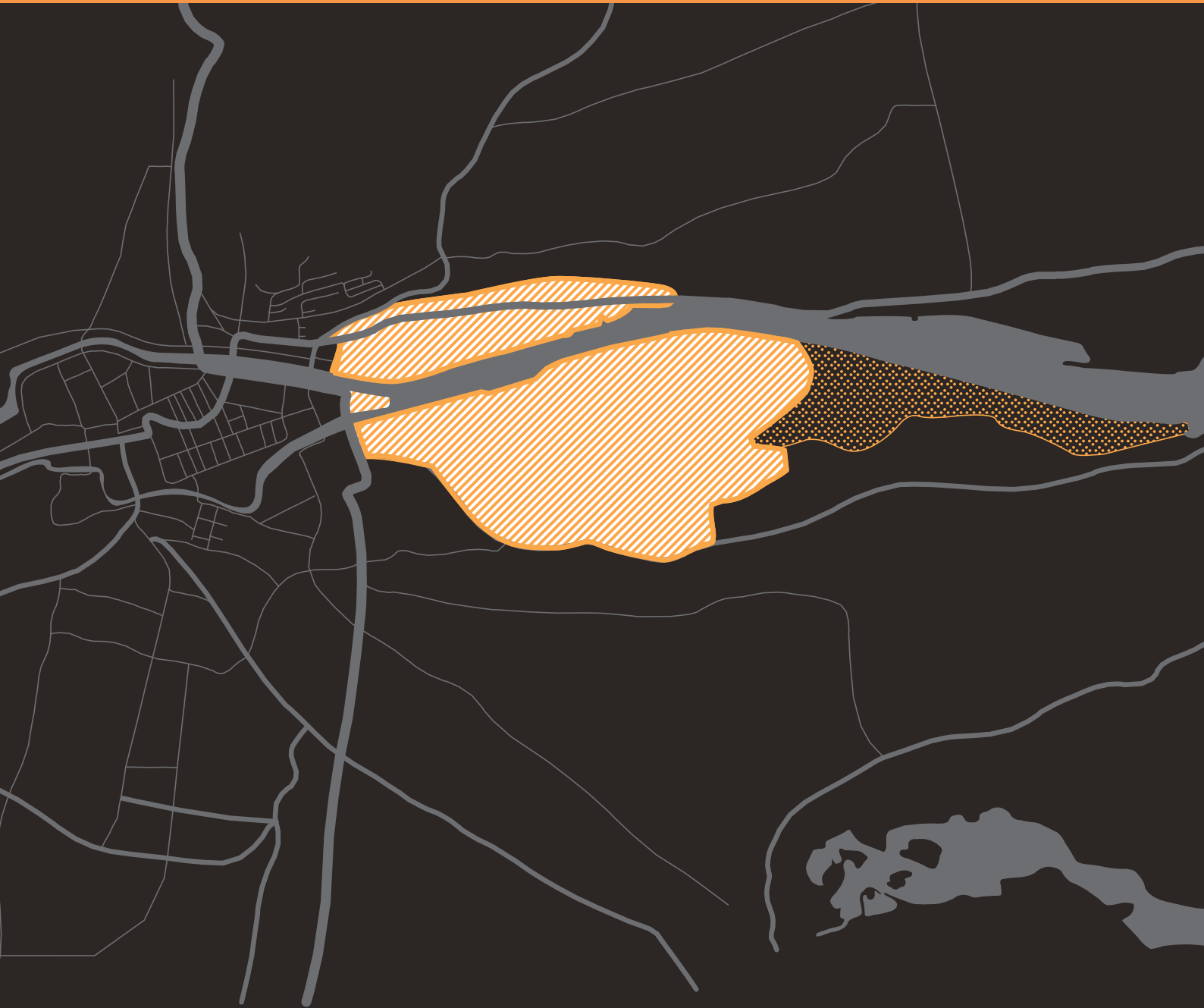


# CORK CITY DOCKS

ISSUES PAPER



Cork City Council  
Comhairle Cathrach Chorcaí

May 2017

# Contents

1.	<b>Introduction</b>	3
2.	<b>The Cork City Docks in 2017</b>	6
3.	<b>Cork City Docks 1998-2018:</b> Strategies, plans and projects	10
4.	<b>Strategic Planning Context</b>	14
5.	<b>Creating the long term Vision for the Cork City Docks: 2018-2050</b>	20
5.1	Housing	22
5.2	Employment	24
5.3	Place making	27
5.4	Infrastructure	29
5.5	Delivery Challenges	31
5.6	Climate Change and Sustainability	34
6.	<b>How you can shape the new Local Area Plan</b>	36





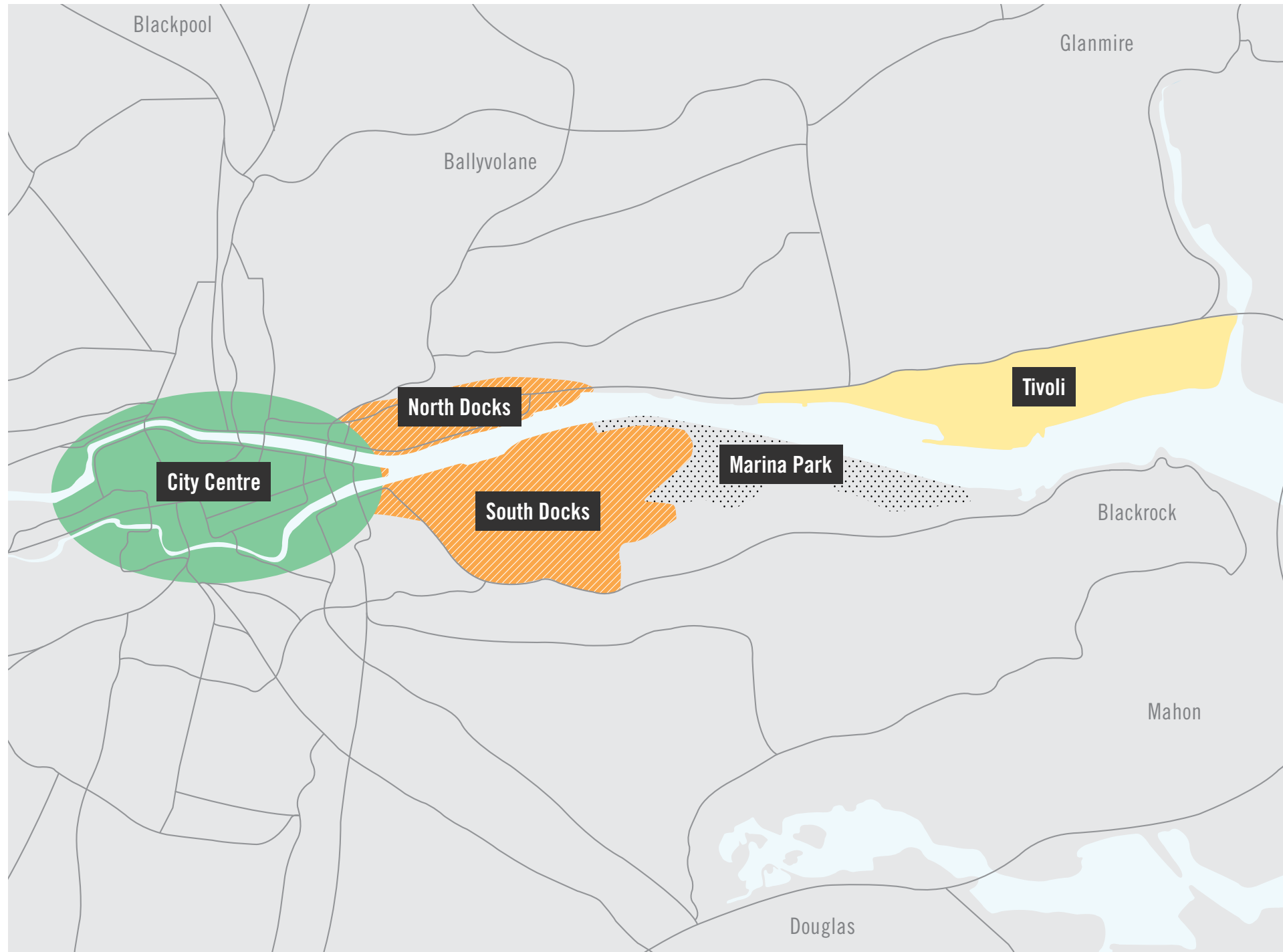
## 1. Introduction

Cork City Council has begun preparation of Local Area Plans (LAPs) for the Cork City Docks and for Tivoli Docks (see Figure 1, overleaf). The Council made the commitment to prepare an LAP for the City Docks in the *Cork City Development Plan 2015 - 2021*. This new plan will replace the North Docks Local Area Plan 2005 and the South Docks Local Area Plan 2008.

As a first step, the City Council is undertaking a pre-plan consultation issues exploration and inviting all stakeholders and interested parties to identify the issues that they feel need to be addressed in the plan, and how the area should be redeveloped.

The Cork City Docks is a 160 hectare development project of national significance that is unequalled in Munster and only equalled by Dublin Docklands in Ireland. The City Docks lies between Cork City Centre and Tivoli Docks and has a waterfront of 4 kilometres in length. To the north of the North Docks lies the Saint Luke's / Wellington Road area and to the south of the South Docks area lies the Blackrock Road area that connects Victoria Road to Blackrock Village.





**Figure 1**  
City Docks in context

## THE CITY DOCKS LOCAL AREA PLAN PROCESS

The legal requirements of the plan-making process are set out in national legislation and guidelines and in particular:

- *Planning and Development Act 2000* (as amended);
- *Planning and Development Regulations 2001* (as amended); and
- *Local Area Plan Guidelines (DECLG, 2012)* sets out the stages to a Local Area Plan process.

The City Council will prepare a report in the summer of 2017 summarising the issues raised in submissions to this pre-plan issues exploration stage of the plan process. The Draft Local Area Plan (DLAP) will be prepared taking issues raised by stakeholders and the general public into account. Publication of the DLAP in 2018 will see the start of the statutory plan-making process.

## ENVIRONMENTAL ASSESSMENT

It is important that the Local Area Plan is assessed to ensure that any potential environmental impacts are fully considered and the plan optimised to ensure that it is fit-for-purpose in economic, environmental and social terms. There are three processes required to ensure that the plan is appropriate:

- **Strategic Environmental Assessment (SEA)**

Strategic Environmental Assessment is a process for evaluating at the earliest appropriate stage, the likely environmental effects of implementing a plan or other strategic action in order to ensure that environmental considerations are appropriately addressed in the decision making process both during the preparation and prior to the adoption of the plan.

- **Strategic Flood Risk Assessment (SFRA)**

The Strategic Flood Risk Assessment forms part of the Strategic Environmental Assessment and are required to be carried out in accordance with the "The Planning System and Flood Risk Management," Guidelines for Planning Authorities (2009). Some of this work was carried out as part of the Strategic Environmental Assessment process for the City Development Plan 2015 – 2021. More detailed work will need to be completed in relation to the Local Area Plan as a prerequisite to any future development.

- **Appropriate Assessment (AA)**

Appropriate Assessment is an iterative process which runs parallel to and informs the plan making process to determine whether, or not, the implementation of plan policies could have negative consequences for the protected habitats (Natura 2000 sites) or plant and animal species for which these sites are designated. Appropriate Assessment is a requirement under the EU Habitats Directive (92/43/EEC) and EU Birds Directive (79/409/EEC) and Section 177U of the Planning and Development Acts 2000 (as amended).

## 2. Cork City Docks in 2017

The City Docks is made up of 162 hectares, of which 117 hectares is developable. Figure 2 illustrates the breakdown of the LAP area and Figure 3 illustrates the area in 1845. The key features of the City Docks LAP area are illustrated in Figure 4 (overleaf).

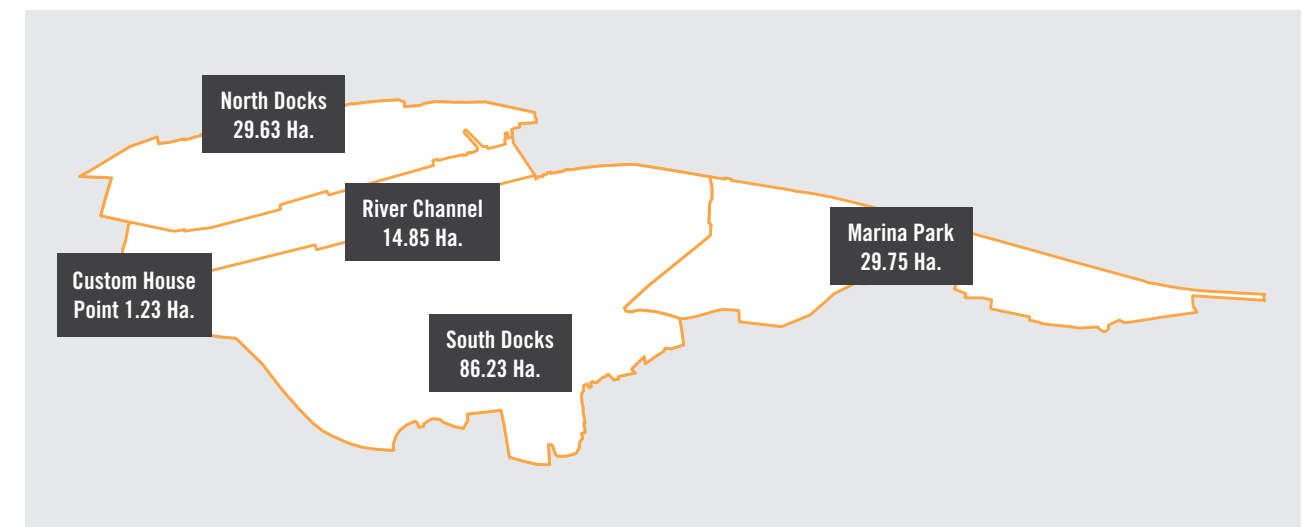
The City Docks LAP area currently accommodates 2,950 jobs approximately (Cork City Employment and Land Use Survey 2016) and includes a small residential population of approximately 1,100 people within the North Docks area.

The South Docks area is different to many docklands development areas in that it is situated adjacent and connected to areas populated by “Affluent / Very Affluent” people groups (as defined by Pobal on [www.http://maps.pobal.ie](http://maps.pobal.ie)). The North Docks area is adjacent to areas of “average / marginally above average / marginally below average” levels of prosperity / deprivation.

The proposed boundary of the North Docks area has been amended slightly to the *North Docks Local Area Plan 2005* boundary to exclude the Mahony’s Avenue triangle and the area west of Ship Street.

**Figure 2**

Breakdown of the Cork City Docks LAP Area



**Figure 3**

Cork City Docks in 1845





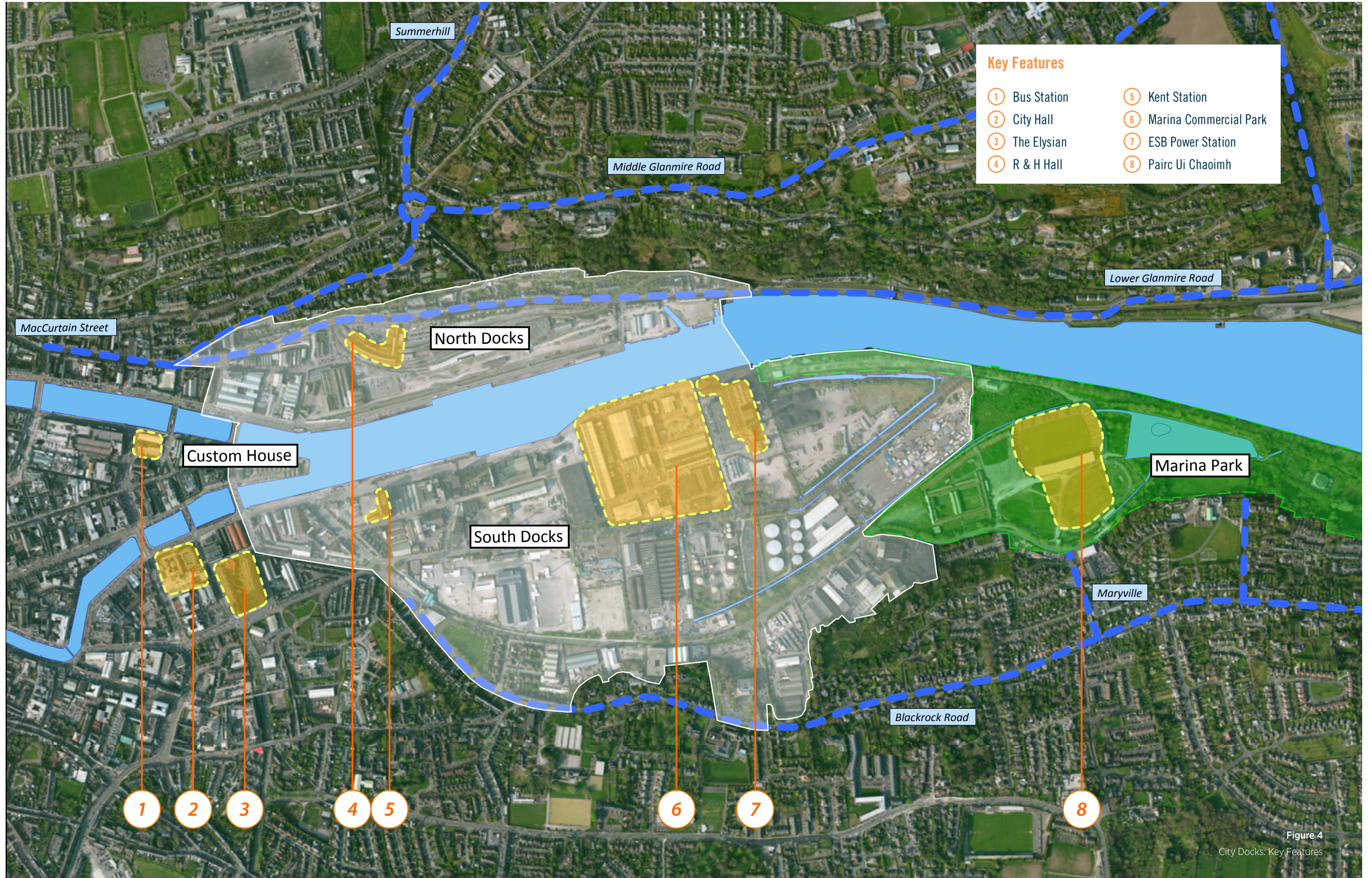
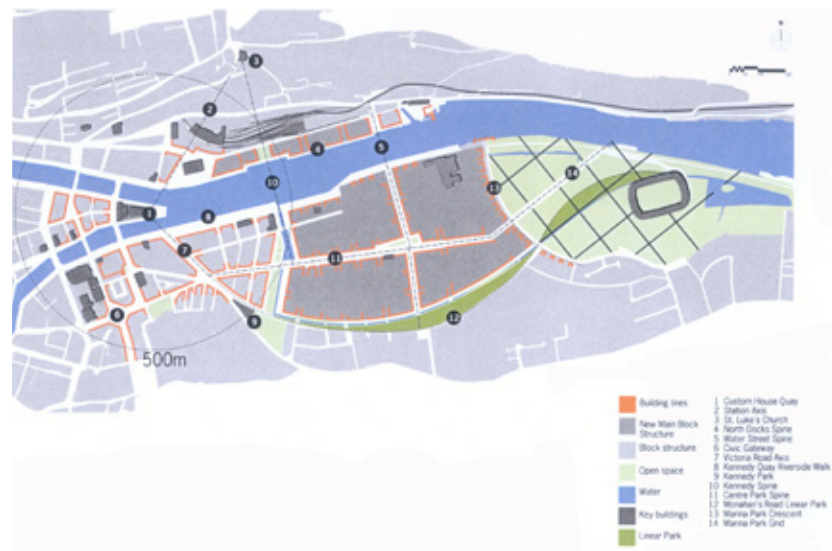


Figure 4  
City Docks: Key Features



# 3. Cork City Docks 1998-2018: Strategies, plans and projects

The potential of the Cork City Docks was first recognised by Cork City Council when it prepared the *City Docks Integrated Area Plan 1998* as a submission to central government for urban renewal tax incentives. *The Cork Area Strategic Plan 2001-2021* identified the potential of the City Docks as the largest brownfield development site in the Cork Area. In the twenty year period between 1998 and 2018 the City Council has created a number vision documents for the area.



**Figure 5**  
Cork Docklands  
Development Strategy 2001  
Urban Structure diagram

**Figure 6**  
South Docks LAP 2008 - South Docks Development Plan diagram



**Figure 7**  
Cork Docklands Public Realm Strategy 2012



**Lower Glanmire Road View 04:**  
View looking east along Lower Glanmire Road at the junction with Lower Grattan Hill.



Existing View



View Location

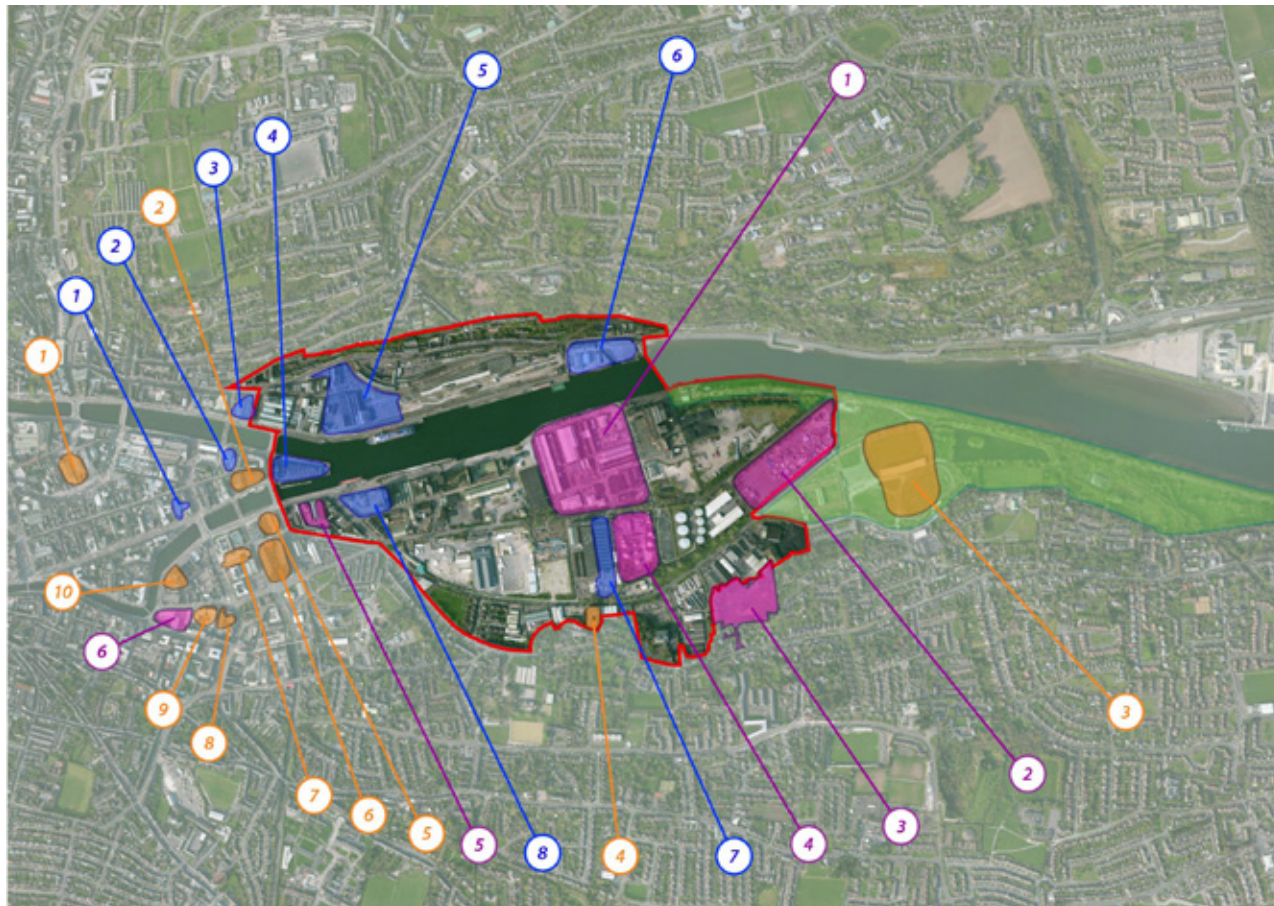
Metropolitan Workshop / Cork Docklands Public Realm / Civic Realm Views / May 2011



**CITY DOCKS PROJECTS:  
DEVELOPMENT AND INFRASTRUCTURE**

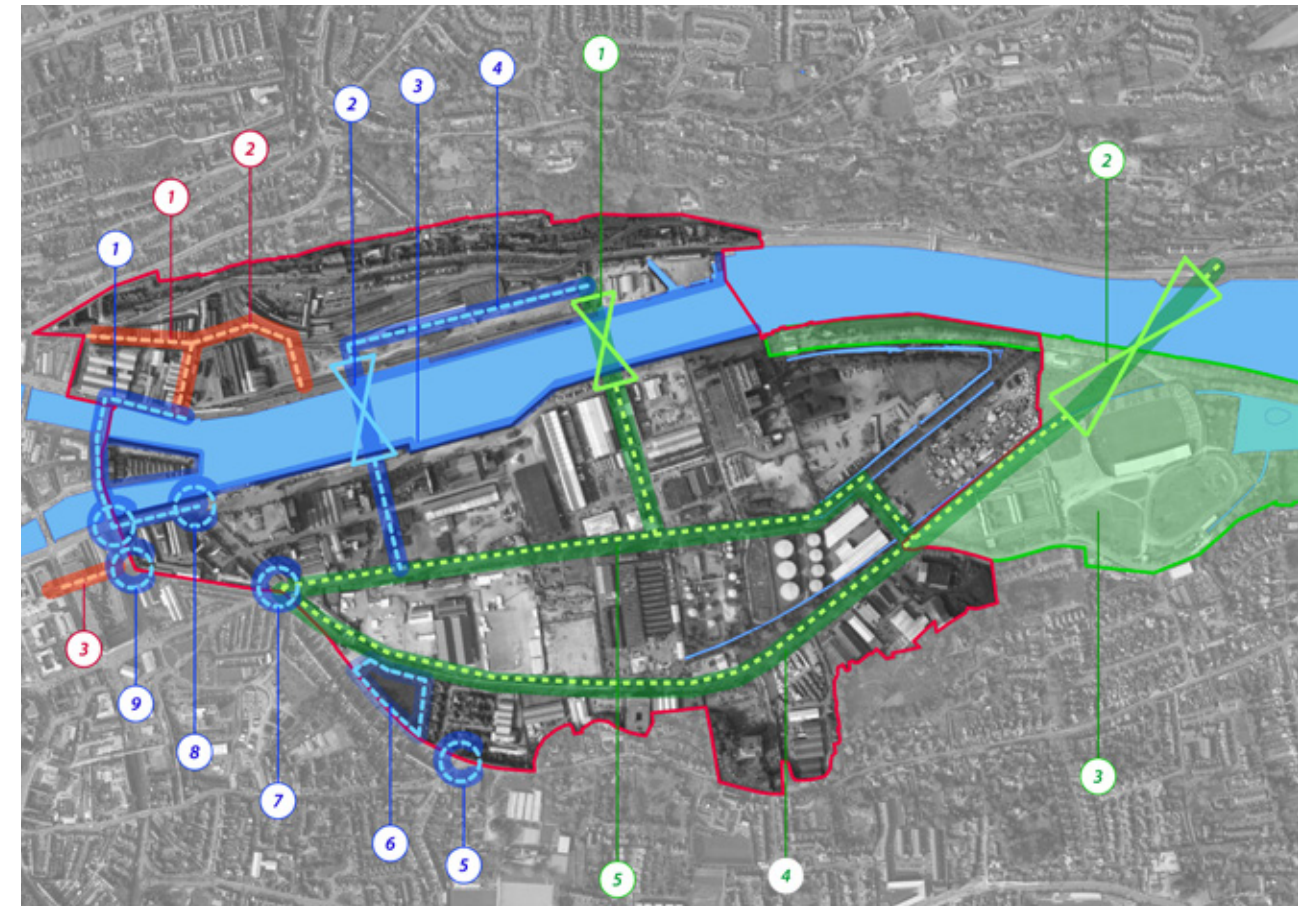
Figures 8 and 9 (below) illustrate progress in delivering change in the City Docks area and its immediate context.

**Figure 8**  
City Docks Development: 2005-2017



- |                              |                    |                             |                                       |                       |                |   |  |  |
|------------------------------|--------------------|-----------------------------|---------------------------------------|-----------------------|----------------|---|--|--|
| <b>Developed 2005 - 2017</b> |                    |                             | <b>Live Planning Permissions</b>      |                       |                | <b>Current Applications/Expired Permissions</b> |  |  |
| 1 Opera Lane                 | 6 The Elysian      | 1 Marina Commercial Park    | 5 Navigation Square, Albert Quay East | 1 South Mall          | 6 Water Street |   |  |  |
| 2 Lapps Quay                 | 7 City Hall        | 2 Former Ford Depot         |                                       | 2 Andersons Quay      | 7 Goldcrop     |   |  |  |
| 3 Pairc Ui Chaoimh           | 8 Cotter Street    | 3 Clevehill, Blackrock Road | 6 Former Brooks Haughton              | 3 Brian Boru Street   | 8 R & H Hall   |   |  |  |
| 4 Phoenix House              | 9 Copley Street    | 4 Topaz                     |                                       | 4 Custom House Quay   |                |   |  |  |
| 5 One Albert Quay            | 10 School of Music |                             |                                       | 5 Kent Station (West) |                |   |  |  |

**Figure 9**  
City Docks Infrastructure: 2005-2017



- |   |                          |                              |                                 |                                   |                                    |                                |  |  |
|---|--------------------------|------------------------------|---------------------------------|-----------------------------------|------------------------------------|--------------------------------|--|--|
| <b>Delivered Infrastructure</b>             |                          |                              | <b>Proposed with Permission</b> |                                   |                                    | <b>Proposed Infrastructure</b> |  |  |
| 1 Lower Glanmire Road/Alfred Street Upgrade | 1 Water Street Bridge    | 4 Monaghan's Road Upgrade    | 1 Lower Lee Flood Defence       | 4 New National Road               | 7 Monaghan's Road Junction Upgrade |                                |  |  |
| 2 Kent Station Re-configuration (on site)   | 2 Eastern Gateway Bridge | 5 South Docks Infrastructure | 2 Mill Street Bridge            | 5 Blackrock Road Junction Upgrade | 8 Albert Quay Junction Upgrade     |                                |  |  |
| 3 Port Lane                                 | 3 Marina Park            |                              | 3 Quayside Amenity Area         | 6 Kennedy Park Upgrade            | 9 Albert Road Junction Upgrade     |                                |  |  |



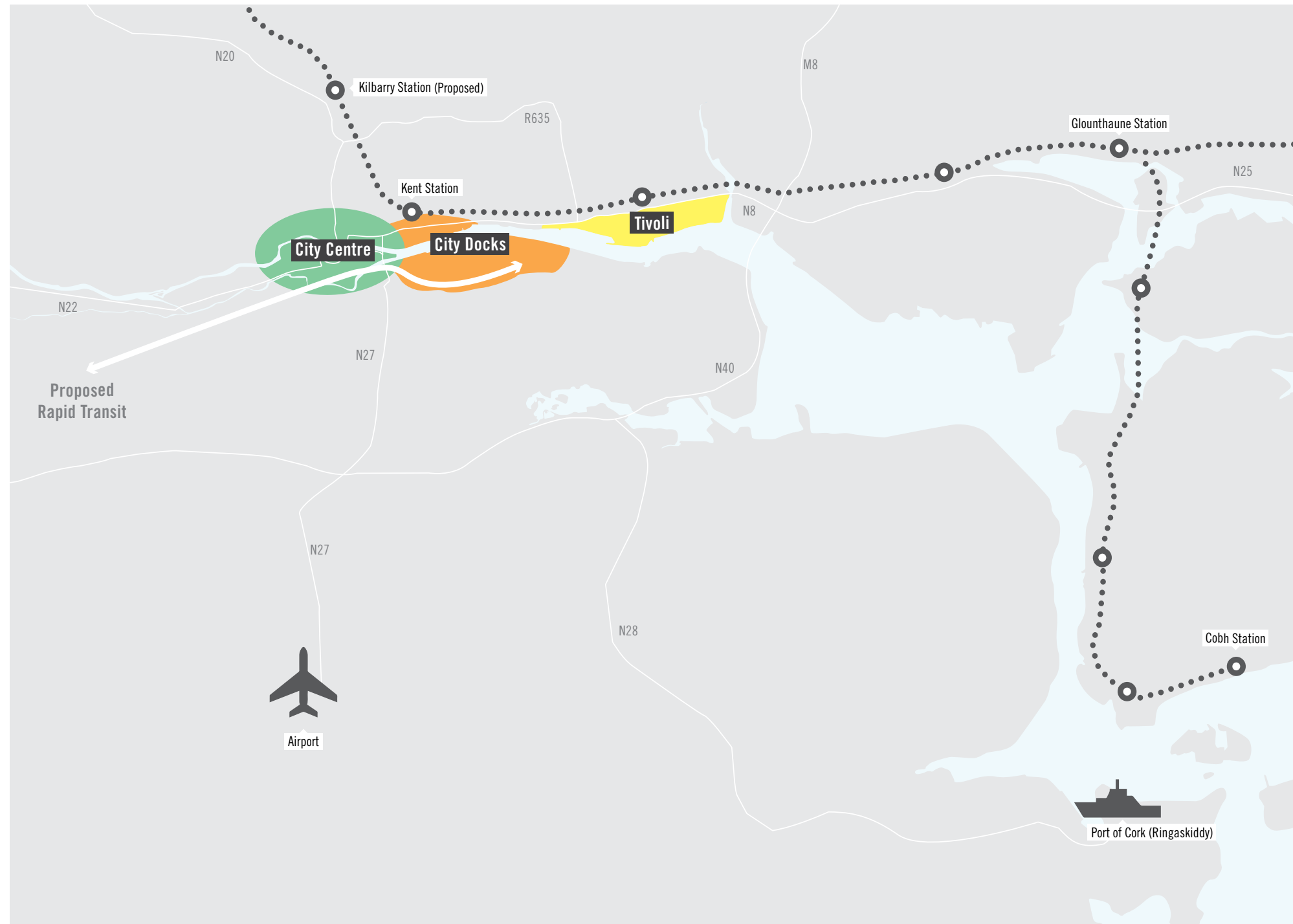
# 4. Strategic Planning Context

The *Cork City Development Plan 2015 - 2021* sets out Cork City Council’s policies for the development of Cork City to 2021 and beyond. The Plan is set within the strategic framework established by National and Regional plans, policies and guidelines. The *City Docks LAP* will also utilise the foundation provided by the *South Docks LAP 2008* and the expired *North Docks LAP 2005*.

## NATIONAL PLANNING FRAMEWORK

Cork is designated a Gateway city under the *National Spatial Strategy (NSS) 2002 - 2020*, a driver for population and employment growth in the Southern Region. The NSS will be replaced by the National Planning Framework (NPF) in 2017.

Ireland 2040 Our Plan: National Planning Framework will synthesise public policy and will establish principles upon which all planning frameworks in Ireland will be based.



**Figure 10**  
Strategic Context of the Cork City Docks



## RESPONDING TO CHANGE: NPF “IRELAND 2040 – OUR PLAN”

# 1,000,000

Around 1 million extra people,  
almost a quarter of whom will be over 65



At least

# 500,000



## extra homes

needing to be close to services and amenities

# 500,000

More than 500,000 additional people at work,



many in high skilled jobs in and around cities

### Major environmental challenges



such as protecting air, water quality, biodiversity and climate change, transforming our energy and transport systems towards green energy.

# 500,000

additional homes nationally



# 9,500

additional homes in the City Docks



*Cork 2050: Realising the Full Potential (March 2017)* is the joint Cork City Council / Cork County Council submission to the Ireland 2040 – Our Plan process. It seeks recognition of Cork as a counter-balance to the Greater Dublin Area and the primary driver of economic and population growth in the Southern Region. It puts forward a strategy for the consolidation of growth – both people and employment – in Cork City and Metropolitan Cork and proposes to focus development on rapid transit corridors. It sees Cork City Docks and Tivoli Docks as unique brownfield development assets with potential for creation of new sustainable urban communities.

### SOUTH WEST REGIONAL PLANNING GUIDELINES 2010 - 2022

The *South West Regional Planning Guidelines 2010 - 2022* set out the population targets for growth to 2022. The population target is 150,000 or an increase of 30,000 persons for the period. The Regional Planning Guidelines will be replaced by the Southern Regional Assembly's Regional Spatial and Economic Strategy (RSES) in 2018.

### CORK AREA STRATEGIC PLAN 2020 AND CASP UPDATE 2008

The Cork Area Strategic Plan and Update Report prepared by Cork City Council and Cork County Council provides a non-statutory planning framework for the greater city area/ metropolitan Cork. The Plan aims to secure the regeneration of Cork City as the engine for the region. CASP envisages that the forecast growth in population, employment and household for the period up to 2020, will only be realised with appropriate actions in the following areas:

- Realignment and reinforcement of spatial planning and land use policies;
- Refocusing of economic and investment strategy;
- Front-loading of infrastructure and implementation of integrated transport strategy;
- Specific initiatives to develop the Docklands;
- Implementation of labour force and skills strategy.

### CORK CITY DEVELOPMENT PLAN 2015 - 2021

The *Cork City Development Plan 2015-2021* sets out Cork City Council's policies for the development of Cork City to 2021 and beyond. The Plan is set within the provisions of the *Planning and Development Act 2000* (as amended) and the strategic framework established by national and regional plans, policies and guidelines. The Local Area Plan must be consistent with the objectives set out in the adopted development plan.

The development plan sets out seven interconnected Strategic Goals that permeate all policy for the planning and development of the City (see Chapter 2: Core Strategy). The development plan places a great significance on the regeneration of the City Docks as a "Key Development Area" of national, regional and City-wide significance (see Objective 13.25: Development of Docklands and Chapter 2: Core Strategy). The Core Strategy diagram that illustrates the strategic building blocks for Cork City is illustrated overleaf. At a strategic level the City Docks will provide invaluable ingredients for Cork City's development, including:

- **Housing:**  
9,500 housing units comprising 61% of the target for total new housing stock in Cork City;
- **Employment:**  
7,500 jobs in the City Centre / Inner Docklands for the 2015-2021 period;
- **Transport:**  
The commencement of development of the City Docks will bring focus to the need for the delivery of the proposed Metropolitan Cork Rapid Transit System and also provide invaluable green mode linkages to Tivoli Docks to facilitate its renewal; and
- **Landscape:**  
The City Docks will be a key building block in the provision of a continuous linear waterfront amenity corridor extending from the Lee Fields to the Lower Harbour.

*Chapter 13: City Centre and Docklands* sets out the objectives for the planning and urban design framework for the City Docklands.



**LEGEND**

-  City Centre
-  Northwest Regeneration Area
-  Key Development Areas
-  Future Development Areas
-  RAPID Areas
-  District Centres
-  Proposed District Centre
-  Commuter Rail
-  Indicative Rapid Transport Corridor
-  Existing Primary Roads

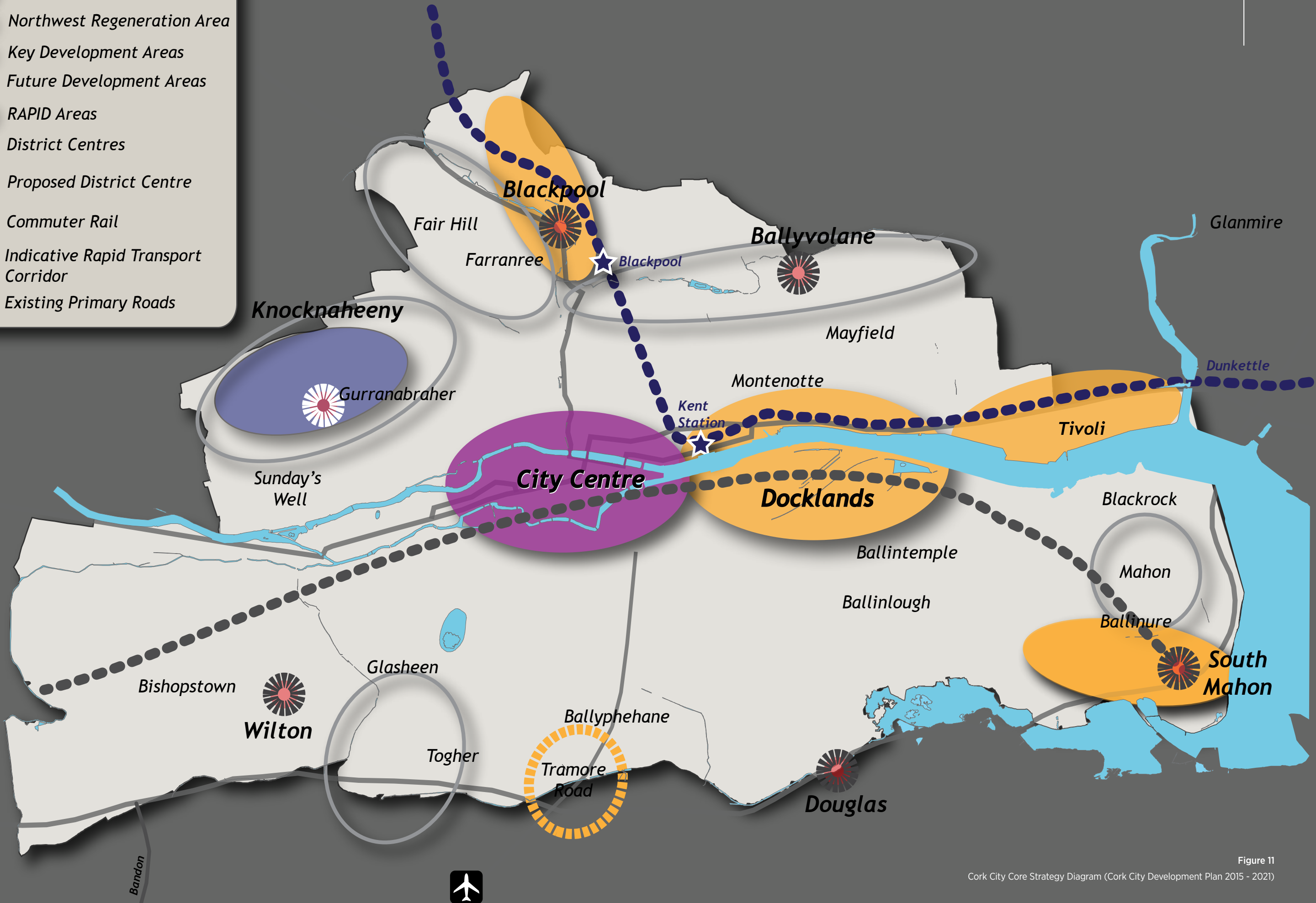


Figure 11  
Cork City Core Strategy Diagram (Cork City Development Plan 2015 - 2021)



## 5. Creating the long-term vision for the Cork City Docks: 2018-2050

This paper seeks to ensure that the Vision for the development of the Cork City Docks is appropriate, as it will provide the foundation for the development of the area for the coming decades, even though the statutory local area plan will have a finite lifetime (of 6 or 10 years from adoption).

The City Docks LAP is being prepared in the context of national policy, a plethora of national planning guidance, and an existing South Docks LAP and expired North Docks LAP. *Cork 2050: Realising the Full Potential (March 2017)* is the joint Cork City Council / Cork County Council submission to the *Ireland 2040 – Our Plan* process. It sees Cork City Docks and Tivoli Docks as unique brownfield development assets with potential for creation of new sustainable urban communities connected by transportation corridors.

As a brownfield development of national significance the Cork City Docks will need to meet stringent environmental standards and ensure value for money to the taxpayer. This is to the advantage of the City Docks as it helps to prioritise its development in the national planning and funding context, as it presents the opportunity to ensure that development is sustainable.

The vision for Docklands is that of a vibrant mixed use and socially inclusive urban quarter that will capitalise on the intrinsic advantages of the area (paragraph 13.60 of the City Plan, p202).

### THE EXISTING LOCAL AREA PLANS

The South Docks LAP 2008 vision for the City Docks reiterates the key objectives set out in the *Cork Docklands Development Strategy 2001*, which includes the development of;

- A new identity for the docklands;
- Places for people;
- Places that are inclusive;
- Places that have a mix of uses;
- Places for learning;
- New places for work;
- New places for play; and
- A sustainable place.

This is supplemented by the following Key Vision Principles based upon the planning policy context of the 2000s:

- The area will be developed to a scale that meets the needs of the wider City, presenting opportunities to expand the City population and to provide greater choice in housing and location of employment.
- Development will be primarily through mixed-use socially inclusive precincts that combine residential use with appropriate employment, and the provision of services.

The achievement of the full development capacity of the area will be dependent on the identification and delivery of a number of key elements including social and cultural infrastructure and third level educational facilities.

- Equitable provision of neighbourhood, community and social facilities including educational, medical and childcare services.
- Development will accord with the principles of sustainability, incorporating high standards of energy efficiency, and be to high standards of design.
- The density of development will be consistent with the principles of sustainability and will facilitate and support the provision of high quality public transport.
- Development will protect, enhance and maintain the heritage (archaeology, built, natural and cultural) of the area.
- The area will have enhanced accessibility and be well connected to the City Centre and other parts of the City through the provision of new links, including, as appropriate, new bridges.
- A very high level of urban environmental quality, including resolution of flooding and contamination issues, and the provision of an attractive public realm.
- Development will be phased in line with the provision of physical, economic and social infrastructure.

### KEY QUESTIONS:

Is the adopted vision still appropriate and how should it be updated and improved?

What are the best examples of docklands and new neighbourhood developments to learn from?

What are the catalyst developments that should be considered for Cork's City Docks?

What will make the City Docks more than a housing and commercial development, and ensure that it is a people place that is vibrant, socially inclusive and sustainable?

Are there objectives in the *Cork City Development Plan 2015-2021* that should be updated before the Local Area Plan can be adopted?

How should the development of the City Docks exceed best practice?

Who do you consider needs to be partners in making this major urban renewal project happen?



## 5.1 Housing

Cork City's population is growing, driven by higher numbers of people moving to live in the city. This population growth contrasts with the current shortage of housing provision. New residential development is under-supplied and a declining housing vacancy rate further reflects the demand for city living. The provision of housing is now a critical issue of national importance.

### A GROWING CITY

- A Fast Growing City in an increasingly Urbanised Ireland:**  
 Cork City's population has grown by 5.4% in the last five years, the third highest rate in the state. This trend is an urban phenomenon and has been experienced in all five cities and their surrounding areas.
- A Popular Place to Live:**  
 Migration is the main factor driving the city's population growth, with a lower than average birth rate and a higher than average death rate.
- Slow Growth in New Housing:**  
 Reflecting national trends, the housing stock in the city saw a very marginal increase of 0.6 % (316 units) since 2011, mainly in the City Centre, Blackpool and Pouladuff;
- Decreasing Housing Vacancy:**  
 Vacancy in the city has significantly decreased, dropping by over a quarter to 4,553 units, with the vacancy rate now 8.1% of the total housing stock. Highest rates remain in the city centre and surrounding areas, with lower levels in Bishopstown and Blackpool;
- At 117 hectares the City Docklands is the City Council's largest site to meet housing needs and it is imperative that its development is advanced to enable new homes to be delivered.

The challenge of resolving housing supply shortage issues at local level are complicated by how the housing market operates and the number of different stakeholders involved. The government has responded to this by launching Rebuilding Ireland – Action Plan for Housing (2016), a detailed set of actions designed to reinvigorate the housing market.

### THE EXISTING LOCAL AREA PLANS

The capacity of the City Docklands set out in the previous local area plans to provide new homes is set out in Table 2.

The development standards to be applied to housing schemes in the City Docks are set out in a combination of documents: Cork City Development Plan 2015-2021; Quality Housing for Sustainable Communities (DEHCLG, 2007) and Design Standards for New Apartments (DHPCLG, 2015).

The majority of housing in the City Docks is envisaged to be in the form of higher-density apartments to make efficient use of land and to support a range of services, in particular the proposed mass transit system. The area to the south of Centre Park Road is envisaged to have a slightly lower density of development, including own-door homes fronting onto streets.

TABLE 2: CAPACITY FOR NEW HOMES IN THE CITY DOCKS

	Key Development site areas	Floorspace for housing	Housing units
<b>North Docks</b>	7 hectares	81,000sqm	810
<b>South Docks</b>	90 hectares	870,000sqm	8700
<b>City Docks</b>		950,000sqm	9500

Source: North Docks LAP 2005 and South Docks LAP 2008

### KEY QUESTIONS:

What role can the City Docks play in the sustainable development of the city of Cork and the wider metropolitan area?

What are the ingredients that are needed to make the City Docks into a cluster of balanced and successful neighbourhoods and how should these elements be provided?

What are the housing markets that development should provide for and what is the right mix of home types, and density of development, in order to create balanced and sustainable communities and meet demand and need?

What is the appropriate model for social housing in the City Docks and if the area is to be socially inclusive what proportion of housing should be at below market-priced levels? If social housing is to exceed 10% of housing stock (Part V requirements) how will this be funded and managed effectively?



## 5.2 Employment

Cork City is attracting increasing numbers of new employment and businesses. With over 150 international companies employing 28,500 people within Cork City and its contiguous areas, the city is home to significant overseas employers including Apple, Johnson Controls and Amazon, adding to Cork's economic diversity. When compared to other places in Ireland Cork's current business sector strengths include: Administration and Support Services, Professional, Scientific and Technical Services; a major regional focus for health services; Public Administration and Defence; and ICT. The development of clusters such as it@cork and increased links between businesses and research centres such as UCC's National Tyndall Institute and CIT's NIMBUS research centre are all helping to enhance the performance of the innovation economy in the city. The majority of businesses in Cork (74%) are micro enterprises employing less than 10 employees.

### A GROWING ECONOMY

- A Growing Employment Base:**  
 There are 78,244 people currently employed in Cork City, a 9% increase between 2011 and 2016, exceeding 2006 employment levels by approximately 5%.
- Home to Increasing Numbers of New Businesses:**  
 The City is home to more than 635 new businesses since 2011, accounting for over new 5,200 jobs. While spread across several sectors, the majority of these new jobs were in accommodation and food service activities, retail, and IT;
- Cork's Business Sector Growth:**  
 Cork's largest growth in employment in the last five years has been in the Administration and Support Service Activities (e.g. Voxpro and ABTRAN) and the Information and Communication Sectors.
- Maintaining a Healthy Heart:**  
 Employment in the city centre has started to expand, accounting for over half (58%) of the total new jobs created citywide over the last five years. 51% of new businesses created in the last 5 years have located in the City Centre. While the City Centre maintains the largest employment numbers citywide its share has decreased over the past 20 years, from 40% (1996) to 32% (2016).

The Department of Jobs, Enterprise and Innovation's (DJEI) Action Plan for Jobs (APJ) 2015 seeks to bring overall national employment to 2.1 million people by 2018 with The Action Plan for Jobs for the South West (2015-2017) seeking to add a further 10 to 15% at work in the Cork-Kerry region by 2020. The IDA Horizon 2020 Strategy includes specific targets for inward investment to areas outside of Dublin, including a target of 30-40% increase in projects for Cork and Kerry region. These economic growth targets require the need to plan for new employment locations and modernised floor space within the city.

Future economic growth targets offer the opportunity for the City Centre to enhance

its role as the leading employment location for the City and the region, which retains the largest share of employment at 24,479 jobs (Cork City Employment and Land Use Survey 2016). The City Docks provides the location for the natural expansion of the City Centre office district eastwards.

The Department of Transport, Tourism and Sport's (DTTAS) strategy for tourism growth, People, Place and Policy: Growing tourism to 2025, emphasises the central role for Local Authorities in growing the local and tourism economy. The City Docks and Tivoli Docks are likely to have a role in expanding and defining the visitor experience for those coming to Cork, when developed.



### THE EXISTING LOCAL AREA PLANS

The estimated capacity for employment in the City Docks area is set out below:

TABLE 3: CAPACITY FOR NEW EMPLOYMENT IN THE CITY DOCKS

	Employment 2016	Employment floor-space estimate	Projected number of employees when developed
<b>North Docks area</b>	940 (133 businesses)	Not specified (est. 50,000sqm)	4,000 (estimate)
<b>South Docks area</b>	2000 (296 businesses)	870,000sqm	25,000
<b>City Docks</b>	3,000 (approx.)	920,000sqm	29,000 (approx.)

Source: Cork City Employment and Land Use Survey 2016, North Docks LAP 2005 and South Docks LAP 2008

## 5.3 Placemaking

The City Docks has the potential to be a waterfront development of international repute, with an urban quality that is exemplary in both its attractiveness and functionality. The City Docks will be based on the best examples of docklands developments in Europe and beyond. The City Council aims for some aspects to be exemplary and lead practice in urban regeneration and placemaking. These have yet to be identified and will need to be woven into the vision for the City Docks.

#### KEY QUESTIONS

What should the vision be for economic growth in the City Centre and wider City Docks area?

What will be the main drivers for employment growth in the City Docks?

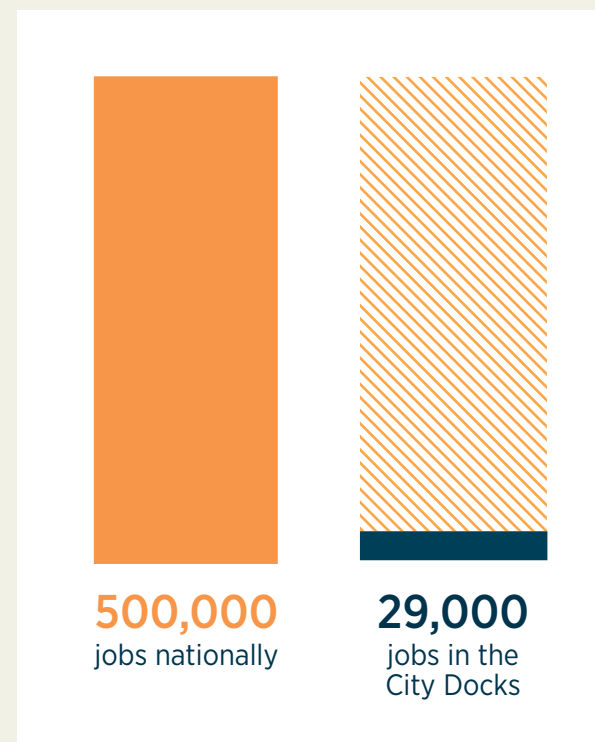
What scale of employment growth in the City Docklands should be provided for and what business sectors should we be planning to accommodate?

In addition to office space what are the other property products that are likely to be required to ensure a spread of business sectors and employment opportunities in the area?

Should Cork be working to ensure the relocation / expansion of any major institutional uses into the City Docks?

How can Cork's strong track record in attracting overseas investment be balanced with allowing for a similar growth in indigenous enterprise?

The LAPs are supplemented by the Docklands Economic Study 2008 and Cork City Harbour; Unlocking Cork Docklands: Economic Proposition Study – Location for Global Economic Investment (Cork City Council, 2012).



The importance of creating a high quality of place is reflected by the numerous national publications delivering a series of policies and guidance on how best to deliver high quality urban areas, neighbourhoods and sustainable communities. The Department of Environment, Community and Local Government has published a set of guidance documents including;

- *Sustainable Residential Development in Urban Areas (2009)*,
- *Urban Design Manual A Best Practice Guide (2009)*,
- *Government Policy on Architecture (2009)* and *Appropriate Assessment of Plans and Projects – Guidance for Planning Authorities (2009)*.

The Cork City Development Plan 2015-2021 is the spatial land use planning strategy that provides a framework for the city's development. Each of the plan's seven strategic goals directly relate to delivering a high quality of place within the city. Specific objectives focus on a city with inclusive neighbourhoods supported by high quality residential, transport, recreational and environmental infrastructure, the protection and enhancement of the city's archaeology, natural, cultural and built heritage and archaeology and the delivery of arts, culture, heritage and tourism infrastructure. Focus is given to the continued regeneration of the City Centre and the strategic renewal of Docklands and revitalising the city's neighbourhoods to ensure that they provide the services that people need within close proximity to their homes.

### THE EXISTING LOCAL AREA PLANS

The planning and urban design framework set out in the local area plans provide for a wide range of placemaking opportunities:

- The City Docks have a wealth of built heritage assets that bestow the potential to create a Docklands area with a real sense of place rooted in Cork;
- The urban structure of both areas is informed by existing assets, key proposals and the creation of precincts / character areas with supported by an indicative layout and specifications for density, building heights, layout and movement and access requirements.
- The Docks Public Realm Strategy 2012 provides a coherent masterplan for the detailed design of the public realm and key development areas, and for the creation of the glue that will hold the place together;
- The urban structure of the area is further informed by the creation of a new District Centre, two neighbourhood centres, key public spaces and non-commercial uses that provide a civic focus;
- The economic eco-system of the City Docks will build upon the very specific assets of the area and the wider City region.

### KEY QUESTIONS

What aspects of the City Docks development should be exemplary and set new standards?

What will make the City Docks area like the City Centre and what will make it different?

What will bring the people of Cork to the City Docks when it is developed and in the period before it is developed? What uses would make the City Docks an interesting place to be and bring life to it?

Are the character areas (“precincts”) specified in the plans still appropriate? If not – how could they be refined?

Which areas of Docklands are suited to a higher density and taller buildings?

What proportion of people living in the City Docks will be using non-car modes to get around?

What should the streets and spaces created be like? What will the influence of flood risk be on them?

What are the elements of Docklands that are critical to celebrate the identity of the City and the area itself?

What should people expect within close proximity to their place of residence / work?

Should the approach to providing car parking be different in the different City Docks character areas? What differences are appropriate?

### CORK CITY DOCKS PLACEMAKING METRICS

	Open Space			Employees 2016		Businesses 2016		
	Area (ha)	Waterfront (km)	ha	% of Total Land area	No.	% of Citywide	No.	% of Citywide
<b>City Centre Island</b>	59	6.4	2.5	1.5%	24,479	31.3%	1,706	41.0%
<b>City Docks</b>	117	4.0	incl. 32 ha Marina Park	>15%	2,950	3.8%	429	10.3%

Source: North Docks LAP 2005, South Docks LAP 2008 and Cork City Employment and Land Use Survey 2016

## 5.4 Infrastructure

At a national level, the €42 billion infrastructure investment framework plan for Ireland Building on Recovery: Infrastructure and Capital Investment 2016-2021 provides the current funding plan for critical transport, water, community and other infrastructure. The National Planning Framework, when finalised in late 2017, will set out the priorities for investment in Ireland to 2040. This will include the prioritisation of infrastructural investment in Cork City and the wider Metropolitan Area according to national funding priorities. Cork 2050 Realising the Potential (March 2017) outlines investment bundles in public transport (BRT / LRT), sustainable transport, national and lower-level roads that will be of relevance to the City Docks.

Significant investment in Cork City infrastructure will have benefits for the City Docks, including:

- **Cork City Centre Movement Strategy 2012 /Project Delivery:**  
Cork City Council aims to deliver this sequence of project bundles with a total investment of €20m (from the National Transport Authority) to promote green transport modes and improve City Centre streets to improve connectivity and place qualities;
- **Lower Lee Flood Defence Scheme:**  
The Office of Public Works (OPW) is advancing the scheme for flood defence works to protect the City Centre and river corridors upstream from it. This represents an investment of greater than €100m and will be delivered over the next 10 years.

- **Critical Communications Infrastructure:**  
The development of Tier 1 fibre optic connection to the region offers the opportunity to grow cloud computing, data analytics and other data intensive services in the city by linking it to the Docklands area.



## EXISTING CITY DOCKS LAPS

Table 5 outlines the estimated cost of City Docks infrastructure from the LAPs, which will be the subject of a review through the City Docks LAP process.

TABLE 5: CITY DOCKS INFRASTRUCTURE COST ESTIMATES

City Docks Infrastructure	Estimated cost (€ millions)
Horgan's Road (new national road in North Docks) including relocation of Main Sewer from quayside	3.5
Eastern Gateway Bridge	82
Monahan Road	46
Water Street Bridge	59
Water Street Link Road	4
Centre Park Road	29
Provision of Water Mains	11
Docklands Quays	39
Mill Road Bridge (Estimate)	25
Marina Park	12
Docks Transition Area Junction upgrades	5
<b>Total</b>	<b>315.5</b>

Source: Cork City Council

Planning for “must-have” physical infrastructure like transport, communications and recreational / sports facilities will also be balanced with the planned delivery of educational, health and community facilities that increasingly define quality of life and personal well-being.

### KEY QUESTIONS

Should infrastructure delivery be linked to specific trigger points for funding purposes?

What should the order of priority be in infrastructure delivery and why?

Can we find ways to reduce the cost burden of infrastructure and are there alternatives to that conceived as part of the 2005 / 2008 LAPs?

Should the ground plane be lowered below that set out in the South Docks LAP / Docks Infrastructure planning permission to enable phased delivery and reduce the cost of infrastructure delivery?

What proportion of the cost of proposed infrastructure should be met by the State?

There are three possible Rapid Transit routes through Docklands: Mill Road bridge (SDLAP 2008); Centre Park Road / Albert Quay / South Mall (Docks Public Realm Strategy 2012); and Water Street Bridge. Which is the best route and why?

If an expansion to the City Centre were to be the priority for development what infrastructure is essential to allow this to happen?

## 5.5 Delivery Challenges

Implementing the Local Area Plan will be as important as preparing it. The Local Area Plan will need to be clear on how it will be delivered, who will make it happen, what the key actions are and how they will be funded.

### THE EXISTING CITY DOCKS LAPS

The North and South Docks LAPs included Implementation Strategies with delivery to be led by Cork City Council. The funding package to enable infrastructure and development to be delivered requires further work to provide certainty.

### PHASING THE DELIVERY OF THE CITY DOCKS

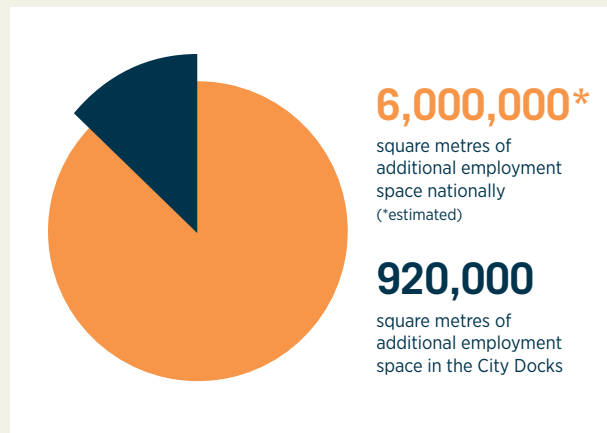
One of the biggest challenges for the new City Docks LAP process is to identify a phasing strategy that strikes the right balance between the creation of new City Quarters that complement the existing structure of Cork City Centre and its neighbourhoods AND, just as importantly, provide value for money to the tax payer who will be required to provide infrastructure and co-ordinate the release of land for development. Cork City Council has done some work around this in the form of *Cork City Harbour: Unlocking Cork Docklands (Colliers, 2012)*.

The City Docks area is 117 hectares in size, which is of a scale similar to Cork City Centre, and is therefore a development project of national significance. The delivery of the City Docks therefore needs to be firmly rooted in the National Planning Framework and the funding streams that it will provide over the next 25 years.

### KEY CHALLENGES

In order to release the capacity of Docklands there are many actions required to enable development to progress. In addition to the delivery of infrastructure (see previous section) the following key interventions will be essential:

- Cork City Council currently owns very little land in the City Docks area. This makes the phasing of development more difficult to achieve.
- Relocation of Port-related activity to other appropriate sites in Cork City, the Lower Harbour area (or elsewhere). Options include Tivoli Docks, Little Island, Marino Point, Ringaskiddy and Whitegate. Locations in the Lower Harbour are likely to require facilitation by Cork County Council to identify suitable locations for SEVESO uses in the Electoral Area Local Area Plans and to zone them for this purpose;
- Relocation of SEVESO uses to appropriate sites, including options in the Lower Harbour.
- Ownership and control of the City Quays will need to be transferred to Cork City Council. The rate of transfer could be gradual at a rate that makes sense for the renewal of the City Docks;
- Businesses within the City Docks will need to relocate to other suitable locations;



- State lands will need to be released for development (e.g. CIE lands and ESB lands);
- Environmental issues associated with remediation of sites with land contamination in the City Docks; and
- Determining Finished Floor Levels (FFL) and ground plane levels that make sense for the City Docks, phased delivery, developers, Cork City Council and the insurance industry.

### THE MARKET FOR PROPERTY IN THE CITY DOCKS

The rate of development will be strongly influenced by the market for new homes, workspace and other property products. Table 3 provides estimated market absorption rates as a context to the development of the Cork City Docks.

When compared to other docklands regeneration projects in Ireland it is clear that the public sector has a major role to play in funding site acquisition, catalyst developments and infrastructural delivery. Table 4 outlines some of the key public investments made in the Belfast Titanic Quarter and Dublin Docklands.

### KEY QUESTIONS

#### PHASING

Are the Precincts set out in the North and South Docks LAPs the right ones and how could their structure and objectives be enhanced to improve the implementation of the LAP?

Should Cork City Council give permission for development that exceeds the available infrastructure capacity on the basis that future infrastructure will follow development OR should development be infrastructure-led?

What should the development targets be for the City Docks per annum / tranche?

What are the appropriate mechanisms for the State to ensure that the right sites are brought forward for development at the right time?

#### FUNDING

What should the funding strategy be for the development of Docklands? What role should the State play in funding development?

What role should the private sector play in funding development? What proportion of the infrastructure cost burden should be borne by central government?

What role should the National Planning Framework play in locking this in? How much state funding per annum should Cork City Council seek from central government to enable a programme for investment in infrastructure (including land costs) for an accelerated delivery of this nationally significant development project?

Should the NPF make an allocation for land costs in Docklands to enable Cork City Council to incentivise locating educational, health and other key catalyst uses to be drivers of development and placemaking, and also to optimise public investment in transport infrastructure?

TABLE 3: MARKET ABSORPTION RATES

	Average output 2005-2016 per annum(pa)	Estimated market absorption rate per annum (p.a.) in 2017
<b>Offices</b>	30,000sqm pa across Metropolitan Cork (Cushman and Wakefield)	10,000sqm-20,000sqm p.a. in the City Centre / Docklands
<b>Residential</b>	3,800 units p.a. 2016-2021 demand Cork City and County (Cushman and Wakefield)	<ul style="list-style-type: none"> <li>• 300-500 units private rental;</li> <li>• Owner occupation rates to be defined.</li> </ul>

TABLE 4: PUBLIC INVESTMENT IN IRISH DOCKLANDS DEVELOPMENTS

Docklands	Catalyst / key infrastructure developments (€ public funding)
<b>BELFAST: Titanic Quarter</b>	<ul style="list-style-type: none"> <li>• Odyssey Centre (£45m)</li> <li>• Titanic Centre (£75m)</li> <li>• Digital Hub (£30m)</li> <li>• Belfast Metro College (£44m)</li> <li>• Public Record Office of NI (£29m)</li> <li>• Media Campus (unknown)</li> </ul>
<b>DUBLIN: North Lotts / Grand Canal Dock</b>	<ul style="list-style-type: none"> <li>• National Convention Centre (€715m)</li> <li>• National College of Ireland (€100m)</li> <li>• LUAS extension to 3 Arena (€90m)</li> <li>• CHQ (€35m)</li> <li>• Bord Gais Energy Theatre (€52m) / Martha Schwartz plaza (€8m)</li> <li>• Hanover Quay (€100m est);</li> <li>• Grand Canal Dock DART Station (unknown);</li> <li>• Samuel Becket Bridge (€60m);</li> </ul>

Various sources



## 5.6 Climate Change and Sustainability

The redevelopment of the City Docks presents the opportunity to create a development that conserves and enhances the environmental assets within the area and also to make a significant contribution to optimising the carbon footprint of Cork. The urban and green landscape of the City Docks will define its character and present a quality of environment and ambition that will be a key part of the identity of the place. The South Docks has considerable potential to bring best practice solutions to make the most of the quayside, Marina Park, Monahan's Road, Kennedy Park, natural drainage and ecosystems. The North Docks has the potential to create the best south-facing waterfront in the region to serve the City Centre, City Docks and the northern side of Cork City.

There is a requirement for every strategic plan to be subject to a Strategic Environmental Assessment (SEA), Appropriate Assessment of habitat issues (AA) and Strategic Flood Risk Assessment (SFRA). These issues have all been scoped as part of the Cork City Development Plan 2015-2021 plan preparation process and previous assessments relating to the LAPs.

The City Council is committed to exploring the potential to apply and develop best practice and will also actively seek state support for pilot projects that do this to meet strategic and project challenges.

### EXISTING CITY DOCKS LAPs

The LAPs address the range of environmental issues that need to inform the development strategy for the area and individual sites also. Key issues include:

<b>Climate change and energy security</b>	The plan is founded on a movement towards less reliance on fossil fuels in transport, building design, and green / local energy production.
<b>Flood Risk Management</b>	This issue has an evolving context that requires innovative solutions.
<b>Habitat protection</b>	The watercourses and green space will be integrated into the landscape design for the area to optimise protection and provision of new connections for the enhancement of habitats.
<b>Site Contamination</b>	The railway lands and some localised areas of the South Docks require remediation.
<b>Water Quality</b>	Ensuring that water is to a good standard and that nature-based drainage solutions are adopted are central to the Public Realm Strategy.
<b>Air Quality and Noise pollution</b>	These are principally related to transport corridors and require an appropriate landscape and built form design response.
<b>Environmental Protection (natural and built heritage)</b>	The City Docks has a strong built heritage and have great potential for enhanced natural heritage to provide access to nature as part of the public realm.

### KEY QUESTIONS

#### Climate change:

How do we plan for growth in such a way that supports a transition to a low carbon and climate resilient economy and environment, and what policy measures are needed to achieve this?

#### Flood risk design:

Can the South Docks be defended by a polder along the river's edge allowing the ground plane to drop and hence the amount of landfill and the cost of infrastructure to be reduced significantly?

What are the relevant strategic environmental issues that should be addressed by the SEA, AA and SFRA and what environmental objectives should be used?

## 6. How you can shape the new Local Area Plan

Cork City Council invites you to help shape the proposed *Cork City Docks Local Area Plan 2018*. This consultation process provides the opportunity for you to submit comments and suggestions on the issues raised by this paper and other themes that you consider relevant to the review of the existing planning framework for the Cork City Docks area.

Written submissions to this first stage of the Local Area Plan process can be made in one of the following ways between Monday 29 May 2017 and Friday 7 July 2017 (inclusive):

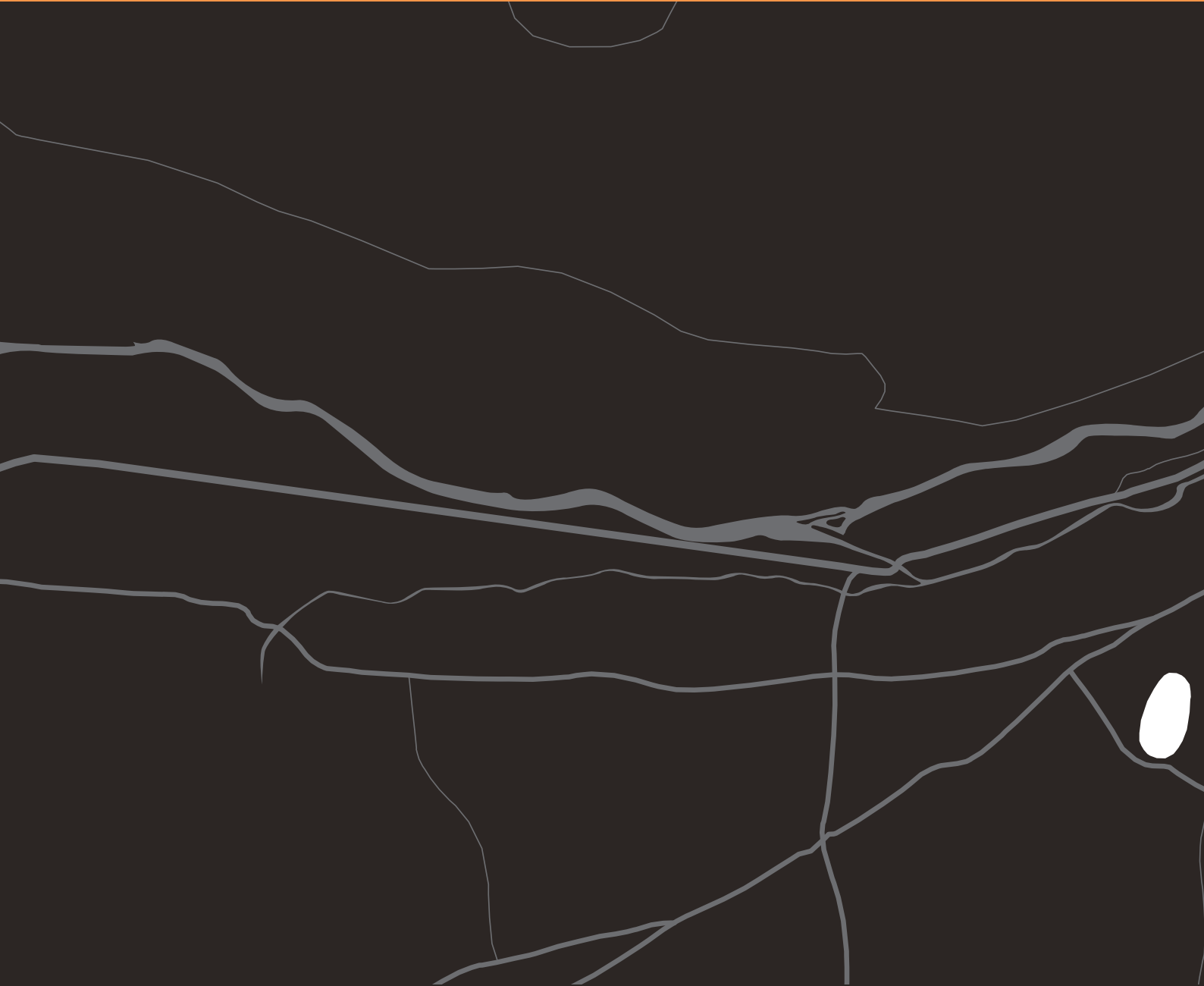
### WEBSITE:

[consult.corkcity.ie](http://consult.corkcity.ie)

### IN WRITING TO:

**Cork City Docks Local Area Plan Submissions**  
Planning Policy Section  
Strategic Planning and Economic Development Directorate  
Cork City Council  
City Hall  
Cork





Cork City Council  
Comhailre Cathrach Chorcaí