

County Development Plan

COUNTY AT LARGE

Comhairle
Chontae Chorcaí

Plean
Forbartha

1996

**CORK COUNTY
DEVELOPMENT PLAN
COUNTY AT LARGE VOLUME**

CORK COUNTY
DEVELOPMENT PLAN



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CHAPTER 1
Regional Development
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Summary of Development Plan: County at Large Volume

As County Cork is exceptionally large and diverse, this Plan (like the 1986 Plan) consists of four volumes. This first volume outlines the Council's general approach to issues common to the County as a whole, including regional development, employment, housing and settlement policy, infrastructure and the environment.

This volume also provides a framework, within which more specific policies are developed for the three divisions of the County (South, West and North Cork) in the other three volumes of the Plan.

Regional Development (Ch.1)

In the past, regional development has been seen as a possible result of development of the area around the City as a regional counterweight to Dublin, or of gradual economic convergence within the EU. Despite considerable progress in specific areas, there is little evidence that either are being achieved on a sustained basis.

Despite this, a stronger pattern of growth in the region could be achieved through:

(a) *Growth in the quality and quantity of **regional level services**, providing development in its own right, and making the region more attractive to other activities.*

(b) *Regional Development Policies, now effectively operated through the **Structural Funds** process*

(c) *More rapid and better integrated growth in the **key sectors or "clusters" in which the region specialises***

Real progress has been made in developing economically significant regional services such as third level education and international access transport. Regional development organisations are themselves an important regional service, and the 1988 South West Regional Strategy Study recommended the creation of a **regional development agency**.

This is not easy to achieve. There have been a number of institutional changes affecting regional development recently (the establishment of Forbairt, the Regional Authorities and the Local Enterprise Boards). The test of these changes is whether they can fully carry out the functions of a regional development agency, in terms of promotion of regional economic clusters, small industry and tourist infrastructure.

Around 1250 million was spent in the South West region in the 1989-93 **structural funds** round. Approximately twice this amount will be spent in the 1994-9 period.

The more central European economies have higher innovation rates, and larger and better integrated lead economic sectors. Remaining flexibility in the precise way structural funds are applied should be used where possible to promote **innovation and sector building**.

Population and Labour Force Projections (Ch.2)

Projections are necessary to guide the amount of land allocated for additional employment, housing and services. As the County consists of at least a dozen more or less separate housing and labour markets, these projections have been carried out at area level, but on the basis of a common range of assumptions.

The short term employment requirements of the County are large. The labour force is expected to grow by 10-16% in the period 1991-2001. Non agricultural employment will have to increase faster than this to compensate for the projected reduction in agricultural jobs, and to allow some reduction in unemployment.

Employment Issues (Ch.3)

Primary responsibility for employment creation rests with specialist agencies. This Plan aims to identify opportunities where the planning process can help. The main method used is to identify the economic activities in which areas specialise, and to see what planning, infrastructure and other policies are most likely to help these activities grow. In some areas this needs to be supplemented by diversification policies.

This approach is pursued at local area and divisional level in the divisional volumes. At County level, the main employment issues relate to its **key sectors**, which are producer and consumer services, pharmaceuticals, metals, electronics and textiles in the LUTS area, while the remainder of the County has above average specialisation in food processing, agriculture, timber products, and fishing.

To retain as well as attract employment, the key sectors in County Cork have to develop their competitive advantage. In manufacturing, this means better availability of the **skills and specialised services** needed by these sectors than in competing regions. Physical clustering of firms, and proximity of relevant training, educational and research facilities helps this process, but as density of population and businesses is much lower in Ireland than in many competing countries, it needs to be deliberately promoted.

The **clustering** approach was supported by the Culliton Report. One way the Council can help apply this is by providing well located accommodation for small businesses within key sectors. This is particularly important for the food industry, which has its largest focus in North Cork. Campus business centre(s) would help develop education based innovation, particularly in the electronics and pharmaceutical sectors.

Agriculture still provides nearly a third of the jobs outside the LUTS area, but is declining. Extractive activities other than conventional farming (eg market gardening, quarrying) seem to help stabilise employment in the sector. Vegetable production/processing/marketing operations have tended to break down: a study on how to avoid this in future is suggested.

Unlike agriculture and manufacturing, **service** employment has shown long term growth, regionally and internationally.

Tourism offers a way of expanding service employment, but is at present concentrated in the City area and on the coast, and often also at the less employment intensive end of the market (eg self catering rather than hotels). Increasing the spread and the employment content of tourism through policies which take account of the existing assets and level of tourism development of local areas is required.

Within County Cork, the level of service employment in an area seems to be related to the size of the largest town within it. The western half of the County suffers from small urban centres and low levels of service activity. Settlement strategy is also relevant to job prospects, in that small settlement size seems to make the attraction of industry more difficult.

Housing and Settlement Policy (Ch. 4)

The policy on housing and settlement in the 1986 Plan sought to

- * *control rural housing*
- * *encourage the development of settlements through provision of sites by the County Council*

These policies have been thoroughly reviewed in an attempt to achieve greater consensus and effectiveness. The main points to emerge are:

(1) Both trends and projections show a real danger of large rural areas converting to low density suburbs, particularly around the City, but to a lesser extent around the main towns and along the coast as well. Effective controls are needed to avoid this.

(2) However, in rural areas which are not close to urban areas or the coast, static or declining populations, leading to continuing decline in services, is likely to be the main problem.

(3) Town and village populations are also in many cases static or declining. County Council site provision in towns has not occurred on the scale intended in the 1986 Plan, and seems unlikely to resolve the problem by itself.

The main features of the proposed policy are to:

* **Broaden** policies in settlements to include reduction of development costs through "country lane" development, use of joint venture development (with the County Council providing estate roads and services in return for part of the site), more generous zoning, and use of option zoning which encourages landowners to bring their land forward for development

* **Narrow** controls on rural housing so that they apply mainly to the LUTS area, and areas within 3 miles of the main towns, where the pressures are greatest, and most likely to lead to ribbon development and demands for widespread investment in sanitary services, footpaths, lighting etc. An objection in principle **would no longer apply** to individual houses in the more remote rural areas

The objection in principle to new rural housing within 3 miles of the main towns will **also not apply** to applications by someone who has lived within 1.5 miles (but outside the town) for 7 years, or is a direct descendant/ancestor of the farmer. (This is to avoid disrupting community ties in rural areas close to towns, or prevent people from those areas from continuing to live there if they wish).

Survey data suggest that at least half the housing being built in the areas close to towns is built for local demand. The effect of the control will be to **slow down** the rate of growth in areas close to town, not to stop it. Controls are also necessary on the coast (particularly in relation to second homes).

Overall house construction in the period 1984-90 was slightly greater than the housing needs projected in the 1986 Plan, despite a steep fall in local authority construction. The abrupt shift from very high emigration in the late 1980s to slight net immigration in the early 1990s has greatly increased demand for public housing since then.

Infrastructure (Ch. 5)

The policies of the 1986 County Development Plan on infrastructure remain broadly relevant. However, since 1986 there has been an increase in:

* EU structural funding

* evidence that **sanitary services** is at a funding disadvantage, and that loss of economic opportunity may result. The backlog is greatest in West Cork, and may affect tourism potential

* the significance of previously minor types of infrastructure needs, such as coastal protection, piers, and traffic management

* the expectation that infrastructure will act as a **catalyst for economic development** and environmental improvement, as well as remedy existing deficiencies

In the area chapters of the Plan, infrastructure provision has been more closely linked with other policies to realise economic opportunities. Increased Government funding of sanitary services is needed, but this has to be complemented by cost effective use of funds at local level.

Current investment in the national road network and that of the LUTS area is welcome. However, a **strategic network of regional roads** is needed to promote linkages between local industries and suppliers, and the **lower cost transport recommendations of the LUTS Review** (rail, bus, cycling and walking) need to be funded to protect current road investment from being swamped by traffic growth.

Environment (Ch. 6)

A good environment is essential for tourism and an important factor in attracting industry. The main actions needed to achieve this are:

** the safe and economic disposal of **wastes**. The Council has recently commissioned a major waste management study in the South and West Cork area, covering waste minimisation, reduction, recycling and disposal.*

** the protection of **built heritage**. "Listing" of buildings is necessary but not sufficient, and is being supplemented by some active conservation measures*

** the preservation of **amenities**. Here again, listing in the Development Plan is not always sufficient by itself to protect areas from development pressures, and lands of high scenic amenity or ecological value but low agricultural value are under particular threat. Aquisition and management of such lands is sometimes necessary, and legislation at national level is needed to facilitate this*

** control of inappropriate development, advertising etc, particularly on the main road system and in towns. The Council is taking action to create a uniform signposting policy.*

Powers to control environmental pollution are being transferred to the Environmental Protection Agency, but local expertise and control mechanisms will continue to play a role.

While extensive afforestation, particularly with conifers, can have adverse effects on the environment, small broadleaf woods at the edge of the City and the main towns can help integrate new development into the landscape, and policies have been included in area chapters to promote this.

[Note: Separate summaries are provided for the South, West and North Cork volumes]

Users' Guide

The purpose of this guide is to make it easier for users to find their way around this Development Plan.

Plan Layout

The Plan is published in 4 volumes. The County at Large volume outlines the County Council's general approach to the main planning issues. In the other three volumes, which cover the three divisions of the County (South, North and West Cork):

Part 1 of each volume discusses key problems and opportunities special to that division, and indicates the divisional policy measures needed to respond to them

Part 2 in each volume consists of 6-7 area chapters. Each area chapter starts with an overview of the area as a whole, and then includes individual plans for the main towns and villages within the area.

The general policies outlined in the County at Large Volume, and in Part 1 of the divisional volumes, are applied mainly through the detailed local objectives in Part 2. Local objectives also take full account of varying local circumstances and needs.

Each volume has an Executive Summary at the beginning of the volume. This summarises the main proposals of the Plan, and includes one or two paragraphs on each of the area chapters, and on the main towns. It provides a quick overall idea on what each volume is about.

Using the Plan

People consult a Development Plan for various reasons. The sections below explain how to pursue some of the more usual types of inquiry:

A. ZONING INQUIRIES FROM THE GENERAL PUBLIC

Members of the public often wish to find out how a particular piece of land is zoned, either because they are considering building on it, or because it adjoins their property and they want to know how it may be developed in future.

If the land you are interested in is in, or very close to, a town or a substantial village, look up the settlement plan for the town or village, which will be listed in the contents page of the South, North or West Cork volume.

Each settlement plan has a map. This map will show

** whether the land is zoned, and if so, for what*

** whether the land is treated as being within the settlement or outside it*

A development boundary is often used to define the edge of the town or village. In some cases, the outermost zoned area represents the edge of the settlement for planning purposes.

If the land is within the settlement, the text accompanying the map comment on the zoning and other policies for the settlement. (In very small settlements, there may only be a map).

The meaning of some of the zoning terms used is explained in Chapter 5 of the North and West Cork Plans, and in Chapter 3.31-6 of the South Cork Plan

Settlement plans normally include some information on sewers, water supplies, and planned road and parking improvements. However, the situation in relation to these often changes over time, so those considering development may need to contact the area engineer at their local County Council office for up to date information.

If the land is outside any settlement, it will be subject to rural planning policies, particularly in relation to housing. These are explained in Chapter 4 of this volume). The figure at the beginning each area chapter in the divisional volumes (Figure 6.1, 7.1, 8.1 and so on) shows the physical area to which controls apply.

Those thinking of building a house themselves should also read Appendix III in one of the three Divisional volumes

B. BUILDERS AND DEVELOPERS

Those using the Development Plan to identify sites for specific types of development should bear the following points in mind:

- * the amount of land zoned has been increased, relative to the 1986 plan, but some of the extra zoning is "option zoning". This form of zoning is designed either to speed up development, or to encourage a very specific type of development, or both. The use of option zoning in relation to housing is explained at para. 4.12*
- * the Plan aims at a definite overall direction to the development of many of the larger towns. The text of the settlement plan explains the thinking behind this. Builders and developers in the area around the City should read paragraphs 5.2-5.8 and 6.2-6.7 of the South Cork Plan to get a clear idea of what is intended there.*
- * the Plan aims to encourage some types of development which are considered desirable and economically feasible, but which are not occurring at present. These development types are indicated in the sections at the beginning of area chapters, in individual settlement plans, and (in more general terms) in the first three chapters of the South, North and West Cork volumes. Option zoning is used to encourage these types of development in many cases.*
- * There are a number of appendices at the end of the South, North and West Cork volumes for the guidance of developers (including one on "country lane" type development, which is being encouraged as a way of making in depth housing development more economic in lower demand areas). They include references to advisory documents which are available from the County Council.*
- * Settlement plans normally include information on sewers, water supplies, and planned road and parking improvements. However, the situation in relation to these changes over time, and builders should always check the up to date situation with the County Council's area engineer before entering into any commitment*

C. ECONOMIC DEVELOPMENT AND LOCAL COMMUNITY ORGANISATIONS

The Plan places exceptional emphasis on the need for sustainable employment growth, and to maintain coherent communities.

In the North, West and South Cork volumes, the first three chapters outline how, in general terms, this might be done. The Council recognises that economic objectives in particular can only be achieved with the cooperation of many different interests, including the relevant state, regional, and local agencies, key local industries, and local community organisations. One purpose of these chapters is to set an initial agenda for discussion with these interests, which can be modified to take account of their inputs, and will hopefully promote consensus and joint action on as wide a basis as practicable.

A brief outline of the first three chapters of each volume is included in the Executive Summary.

The local parts of the Review are organised in "area chapters". These cover the main town in the area, together with its surrounding villages and small towns, and its rural hinterland. This way of organising the Review recognises the interdependence of town and countryside.

The County Council will be happy to arrange for offprints of area chapters or settlement plans, where this is requested by community organisations. Area chapters normally include some suggestions on local economic development, as well as policies on how the area and its settlements should develop physically.

1. REGIONAL DEVELOPMENT

Recent Experience

1.1. Regional development policies are judged partly in absolute terms (is the region in question growing at a reasonable rate?) and partly in relative terms (is the gap between more and less developed regions being reduced?). Table 1.1 provides some of the more accessible indicators, in relation to the South West (Cork+S.Kerry) region.

Table 1.1:

Percentage Growth in Population, Employment and Unemployment, Cork/S.Kerry region, Ireland, and EU, 1971-91

	1971-81	1981-86	1986-90/92*
Population			
Cork/S.Kerry	+12.8	+2.3	-0.8
Ireland	+15.6	+2.8	-0.5
EU (12)	+ 4.4	+1.4	+2.0
Employment			
Cork/S.Kerry	+4.8	-5.5	(+6.1)**
Ireland	+7.9	-4.1	(+3.2)**
EU (12)	-2.2	+1.2	+6.2
Unemployment			
Cork/S.Kerry	+110	+86	+17
Ireland	+106	+78	+17
EU (12)	+284	+55	+ 1

* population 1991, employment 1990, unemployment 1992.

** source 1990 Labour Force survey, based on sample survey and liable to margin of error.

Sources: Eurostat, Irish Censi, Labour Force Survey, Live Register.

1.2. Apart from the estimate of 6% employment growth in the region from 1986 to 1990, which requires confirmation, available indications show the economic difficulties of the 1980s greatly slowed development, and hit the region disproportionately hard. There is evidence of convergence in the region's position within the EU in the 1970s, but not in the 1980s.

1.3. Population growth in the LUTS area* has not been sufficient to prevent the population of the region as a whole from continuing to decline as a proportion of national population. The concept of Cork as a growth pole - one of a number of regional centres designed to act as a counterweight to Dublin - has worked in the more limited sense that the LUTS area's share of national population is growing. However, its share of national employment fell during the 1980s, and the exceptional concentration of unemployment in the LUTS area now presents a serious obstacle to it fulfilling a growth pole role in future. One of the principal aims of the recent LUTS Review (1992) is to reduce this obstacle.

1.4. The failure of Cork to emerge as a serious counterweight to Dublin, and the absence of real support for this objective from successive governments, is a recurrent theme in discussion of regional development in the South West, and a key unresolved issue for the County and for others in the region. Ways in which this might be resolved are discussed at para. 1.15 below.

1.5. The region is unlikely to be able to improve its relative position unless faster growth in the LUTS area is supplemented by real growth elsewhere in the region. A high level of dependence on agriculture (and on traditional industry in some of the larger towns) has always made this difficult. Within this somewhat unfavourable context, some specific areas within the County have performed surprisingly well, with local initiatives playing an important role in such success stories. This Review aims to extend this process.

Methods of Regional Development

1.6. A more solid and impressive pattern of development in the region could result from:

(a) *More rapid and better integrated growth in the key sectors or "clusters" in which the region specialises*

(b) *Growth in the quality and quantity of regional level services, providing development in its own right, and making the region more attractive to other activities*

(c) *Regional Development Policies, now effectively operated through the Structural Funds process*

*The Cork Land Use Transportation Study (LUTS) was a subregional plan for Cork City and Harbour, including the city suburbs and satellite towns (the "LUTS area"). The 1978 LUTS study involved all the main development agencies in the area. A Review carried out on the same basis was published in 1992. The South Cork Volume provides for a detailed application of LUTS policies.

1. REGIONAL DEVELOPMENT

A. KEY SECTORS

1.7. The primary impulse for regional development and employment growth has to come from what the 1988 Regional Strategy Study described as the engines of growth - the key sectors in which the region specialises. In Cork, these include three important manufacturing clusters - the food industry, pharmaceuticals and electronics - the extractive industries (agriculture, fishing/mariculture and forestry), and tourism. These sectors are discussed in Chapter 3 of this volume.

1.8. Supporting services and infrastructural investment are often essential conditions for development, and even for retention of existing economic activity, and good services and linkages can do much to magnify the benefits of growth. Planning policies can help focus such investment, and encourage appropriate service activities, in ways and locations that help the key sectors develop and make it easier to "capture the growth" they generate.

B. GROWTH AND REGIONAL SERVICES

1.9. Economically, regions are distinguished by special reliance on a particular set of key economic sectors, and by dependence on a common set of higher order services. The regions higher order services include international and long distance transport, third level education and associated research facilities, hospitals, specialised professional and business services, local and national government agencies, wholesaling, comparison shopping, and entertainment. The County Council has a general policy of cooperating with other regional bodies to develop these services. Some specific comments and suggestions are made below:

Access by Sea

1.10. The car ferry link to South Wales was restored by joint action by Cork, Kerry, and West Glamorgan County Councils, Cork Corporation and the Irish government. This could be a useful precedent for future inter authority cooperation. The link is very important to tourism, and will become more important when the channel tunnel opens, as Swansea is closer to the tunnel than any other UK port serving Ireland.

1.11. Cork is well placed for direct access to Europe, being as close by sea as the south eastern ports. It has at least seven freight sailings a week to north European ports, and a growing share (currently c. one sixth) of lift on/lift off traffic between Ireland and the continent. A recent consultancy report on Access Transport confirmed that existing/planned lift on/lift off facilities at Cork were satisfactory, with any remaining gaps being addressed. Proposals for canalisation of freight flows between Ireland and Europe need to take account of the facilities in Cork, and of the need to retain a competitive shipping market and a choice of ports at either end, so minimising the danger of disruption of service and getting users closer to their final destination.

Education

1.12. The region's educational institutions have already made a major contribution to employment creation, particularly in knowledge intensive sectors such as information technology, but there is considerable further scope for development of their role. Together with research and training organisations, they could play an important role in supporting innovation, quality and new business creation in some of the key sectors in the County. The Structural Fund proposals submitted by the South Western Working Group in March 1989 envisaged specialist centres dealing with optoelectronics, pharmaceutical process development, electronics and software design, and human resources, and the LUTS Review suggested an environmental innovation centre. Developing the sectoral role of education is likely to require provision of specialised technical resources and incubator space in focal locations.

Government and Regional Development Functions

1.13. The Council welcomes the policy of regionalisation of selected central government activities, and the recent decision to relocate the CSO in Cork. Some decentralisation has been to relatively small towns, though not in County Cork. A modestly sized project could be helpful in strengthening the service base in the western half of the County, where urban structure and services are weak. "Quality of life" attractions could offset perceived remoteness for staff.

1. REGIONAL DEVELOPMENT

1.14. Organisational devolution of central functions to regional or local bodies will promote regional development more effectively than their geographical decentralisation. This is particularly relevant to regional development functions. The case made by the 1988 Regional Strategy Study for increasing our capacity for economic initiative at a regional and local level - through a south west development agency or otherwise - remains valid. Our ability to deliver on policies in this plan will depend substantially on whether this capacity can be increased. The case for action at regional level has received some recent support from the Culliton Report, and from research on the importance of regional economic networks.

Options on the Unresolved Issues

1.15. The absence of an effective regional development organisation in the South West, and the lack of a real policy to promote Cork as a counterweight to Dublin, are unresolved issues which continually recur in discussions of regional policy. There is a range of specific, reasonably effective, development policies being implemented within the region, and good working relationships have been developed with other regional agencies, but what is in place at present is not a full substitute for these missing elements. To illustrate the range of possible responses, three options are outlined below:

(1) *accept the verdict of the last two decades, which is that successive national Governments have not been prepared either to fund a regional development agency in the South West, or to provide effective backing for the creation of regional counterweights to Dublin. One advantage of accepting constraints is that energies can be concentrated on the areas where real improvements are possible.*

(2) *seek some pooling of resources with the Mid West region for certain purposes. The Mid West already has a regional development agency. Measures to integrate the two regional markets would increase the range of specialist services which could be supported, making the combined region better able to compete with the Dublin region. The Cork/S. Kerry region has about 45% of the population of Dublin, and 35% of the old Eastern Region. However, if Cork/S. Kerry is combined with the Mid West region these ratios rise to 85% and 60%.*

However, a lot of conditions would have to be satisfied for this approach to work. Meaningful integration of the two regional services markets would require a good direct rail service between Cork and Limerick, as well as completion of current road improvements. If air access to North America was one of the regional services to be supported by a wider regional market, a rail or air connection from Cork to Shannon would be needed. (The business community in Cork has sought improved access to transatlantic flights for some time). A consensus would be needed, involving numerous bodies within both regions, for significant pooling of resources to occur.

(3) *rely on intended institutional changes. The proposal to create regional authorities would be meaningful and useful if the authorities have some executive functions not being carried out at local level already. Regional development agency functions are the most obvious possibility. Also, the Culliton Report recommended that the new agency for the development of indigenous industry should have regional boards. This would result in a high priority for potential indigenous industry clusters in the region, such as the food industry. The Culliton report's suggestion that SFADCO and Udaras na Gaeltachta should act as the regional boards for their areas implies the possibility of a combined regional development/regional indigenous industry agency. The Government has established County Enterprise Boards, based on the existing County Development Team structure, but covering the state comprehensively, and with access to the proposed EU cohesion fund.*

However, these institutional reforms are not likely to have much effect on higher order services (the area in which the dominance of the Dublin area is most pronounced). Also, in the past, such reforms have sometimes been abandoned, or implemented in token form only.

1.16. To gain the benefits of these options, avoid their potential drawbacks, and surmount the more obvious obstacles involved, the following programme will be pursued:

Table 1.2

EU Structural Funds Expenditure, SW Region, 1989-93

	1989-0	1991-3	1989-3	1989-93
	£m(actual)	£m(proj.)	£m.	(%)
Priority 1: Agriculture, Fisheries, Tourism and Rural Development				
Environmentally friendly farming	5.1	15.0	20.1	1.6
Forestry	7.3	18.2	25.5	2.0
Rural Development	0.4	15.4	15.9	1.3
Rural Development - Human Resources	4.8	8.5	13.3	1.1
Reg.1820/80 (Agric.in W. of Ireland)	1.8	8.3	20.1	1.6
Obj.5(a) (Speeding adjustment of agr.)	41.4	71.2	112.6	9.0
Tourism - Private Sector	4.8	26.9	31.7	2.5
Tourism - Public Works	1.8	10.3	12.2	1.0
Tourism - Human Resources	4.6	8.9	13.5	1.1
Sanitary Services	11.3	25.6	36.9	3.0
Subtotal	93.4	208.4	301.8	24.2
Priority 2: Industry and Services				
Industry & Services - Dev. Measures	85.6	214.8	300.4	24.1
Industry & Services - Human Resources	37.7	72.9	110.7	8.9
VALOREN (indigenous energy sources)	1.9	0.6	2.5	0.2
Subtotal	125.2	288.4	413.6	33.1
Priority 3: Measures to offset the effects of Peripherality				
Roads, Rail and Access Transport	78.7	107.4	186.1	14.9
STAR (Telecommunications)	4.4	4.6	9.0	0.7
Subtotal	83.1	112.0	195.1	15.6
Priority 4: Human Resources				
Art.1 (5&6) (primarily training of under 25s)	62.9	64.5	127.4	10.2
Occupational Integration of Disabled	14.1	19.2	33.3	2.7
Training	2.7	12.0	14.7	1.2
Obj.3 (Long Term Unemployed)	0.7	4.1	4.9	0.4
Obj.4 (Occ. Int. of Young People)	5.6	18.5	24.1	1.9
Subtotal	86.0	118.4	204.4	16.4
National Development Plan Only				
Energy Development - Bord Gais	5.6	12.7	18.3	1.5
Energy Development - ESB	12.9	29.4	42.3	3.4
Energy - INPC	0.0	25.0	25.0	2.0
Communications - Telecom Eireann	19.4	27.7	47.1	3.8
Communications - An Post	0.8	0.0	0.8	0.1
Subtotal	38.7	94.8	133.4	10.7
TOTAL	426.3	822.2	1,248.5	100.0

1. REGIONAL DEVELOPMENT

** the Council's input into the regional authority and implementation of the Culliton Report will seek a regional development agency active in its area*

** this agency should be capable of effective action to promote small industry (including measures to promote the development of industrial clusters) and develop tourist infrastructure*

** since cost is the most likely objection to this, a study to establish how far such an agency could be self funding, and what the likely net cost would be, is needed*

** a study to explore the benefits of closer integration of the South West and Mid West markets for higher order services would be desirable*

** these two studies would need the support and involvement of other relevant organisations within the region(s). The Council will seek to secure this.*

C. EU STRUCTURAL FUNDS

1.17. Regional inputs to central government on the application and management of EU Structural Funds have effectively become the principal channel for regional policy in Ireland. The results of the 1989-93 programme in practical expenditure terms for the South West region are summarised in Table 1.2

1.18. A Study of EU Structural Funds expenditure in the South West Region for the period 1989-93 was commissioned by the South West Sub Regional Review Committee. The Study contains analysis of the SW regions share of national structural fund expenditure. Overall, the regions share for 1989-93 is in line with its population (13% in each case), but the Study was concerned that the fall in expenditure from 5% above national per capita share in 1989 to 5% below in 1993, will result in a low "base" from which to start the next round of structural funds.

1.19. When expenditure shares were looked at on a sectoral basis, the results were:

Agriculture: (per person engaged) Above average funding for NW, W, and Mid West regions - SW and other regions well below

Tourism: (per person engaged) NW, W, SE above average, SW close to average, others below

Industry/
Services: (per manufacturing worker) W, MW, Dublin above average, SW + others below

Infrastructure: (per capita) Midlands/E well above, Dublin, SW average, western regions + SE below

Human
Resources (several programmes-per person affected) Dublin, MW, usually above average: SW + others usually below

The Study felt that the SW regions shares did not adequately reflect its potential as a counterweight to Dublin and so increase convergence within Ireland, or its peripherality, its dependence on agriculture and its competitive advantages.

The Economic Role of the Structural Funds

1.20. The overall purpose of the structural funds is to enable Ireland (and sub regions within it) to compete more effectively in an increasingly integrated European market, so that progress towards convergence with other EU economies can be achieved. The main methods by which the Irish Government has sought to achieve this objective are:

** infrastructure improvements*

** up to date, cost competitive energy, telecommunications*

** training*

** sectoral development policies, particularly for sectors well suited for Irish skills and resources*

** strengthening the technological and marketing capacity of Irish industry*

** adaption of agriculture to modern market conditions, and support for alternatives to agriculture in rural areas*

** taking full account of the environment in all developments*

1. REGIONAL DEVELOPMENT

1.21. The more central European economies have higher innovation rates, and larger and better integrated lead economic sectors. It is not easy for the structural funds process to help create these advantages in Ireland. Traditionally, government agencies are oriented towards low risk projects and investment tends to be channelled into well established and institutionally powerful programmes. A conscious effort needs to be made to ensure that projects which lack these characteristics but which could make an important contribution to innovation and sector building are not crowded out as a result.

Regional Development and other Review Policies

1.22. Chapter 3 of this volume, and economic chapters and economic sections in local chapters in the Divisional volumes of this Review have sought to identify sectors and places in which the local authority can provide effective assistance to the specialist agencies, or contribute directly, to innovation and sector building.

1.23. The County Council's principal role in the structural funds process lies in the provision of infrastructure. In generic terms, major road improvements, and in geographical terms, the LUTS area, have benefitted particularly from the growth in infrastructure spending made possible by the structural funds. Despite this, there is real danger of economic opportunities being missed through inadequate resources. For instance, sanitary service deficiencies (particularly water supply) are inhibiting tourist and other development in West Cork at present, and are liable to do so to a much greater extent in future. Given the importance of tourism at a national as well as regional level, this needs to be rectified.

1.24. Infrastructural investment is likely to be of greatest economic value where it opens up specific economic opportunities, and can act as a catalyst for the development of key sectors. The economic potential of infrastructural projects is often affected by how and when they are carried out, as well as whether they are carried out. At each level, from the County context (discussed in Chapter 5 of this volume) to the local level, this Review seeks to identify ways in which infrastructure and sectoral economic development can be made more mutually supportive.

1.25. County Cork is a predominantly rural County and its rural environment is an important asset. Management of the areas close to towns and under development pressure is important to protect areas suitable for industrial development, and to avoid committing future resources, unproductively, to resolve the environmental and servicing problems generated by uneconomic development patterns. In areas remote from towns, a combination of static or declining populations, a tendency to centralise provision of commercial services, and actual or threatened cut backs in publicly provided services are threatening the rural service base.

1.26. Chapter 4 outlines the Council's housing policies, which among other objectives, aim to protect the areas close to towns and under development pressure and to strengthen the population base in the more remote parts of the County. EU support for rural economic development needs to be supplemented by supporting policies at other levels. Chapter 6 outlines policies to protect and make sustainable use of the County's special environmental assets.

2. POPULATION AND LABOUR FORCE: OVERVIEW AND ASSUMPTIONS

2.1. Traditionally, development plans have projected population, and then derived estimates of labour force and job needs. For the last 10-15 years, labour market conditions in Ireland and in other countries to which Irish workers migrate have largely determined population trends.

County and Local Projections

2.2. Creating more positive labour market conditions is the principal objective of this Review. As many of the measures to achieve this objective are being pursued at subregional or local level, labour force and population projections have been carried at local labour market level. Rural Districts, which usually consist of the principal town in an area together with its commuting and service hinterland, approximate reasonably closely to these markets. Making projections at local level facilitates practical planning for local housing markets and services as well as employment.

2.3. Population and labour force projections at Rural District level for 1996 and 2001 are incorporated in the local chapters of each of the divisional plans. (For the LUTS area, projections are derived from the 1992 LUTS Review). This chapter provides a convenient overview of the common assumptions behind local projections, and the results at County and divisional level.

Assumptions on Population and Labour Force Growth

2.4. Future labour market conditions are reasonably predictable up to 1996, but not thereafter. At present there is no net emigration nationally, and there may even be net immigration. This reflects poor short term employment prospects in traditional migrant destination countries. These prospects will take time to improve, so net nil migration until mid 1994 is assumed. Given current Irish unemployment levels, some resumption of emigration is assumed for 1994-6, at one third of the (very high) 1986-91 rate.

2.5. Prospects for the 1996-2001 period are less certain. The international context is unpredictable, and local economic conditions could change substantially. There were large variations in emigration rates between local areas in the 1986-91 period, with areas like Dunmanway and Kinsale having only one fifth of the net emigration experienced by the worst affected areas.

2.6. To allow for this uncertainty, an upper and lower figure has been used for 2001. The upper figure assumes no net migration for the 1996-2001 period, while the lower assumes the same rate of emigration experienced in the 1986-91 period. Labour conditions which would lead to these outcomes are realistic possibilities, since both situations have actually happened since the 1986 Plan.

Summary of County and Divisional Projections

2.7. Table 2.1 summarises the populations implied by these assumptions. As in the past, significant population growth is only likely in the LUTS area. This is partly a result of age structure. The 1986 Census showed that the proportion of the population aged over 50 was 15% in Cork Rural District, 20-27% in other RDs in the eastern half of the County, and 27-37% in the western half. An older population will have higher death rates.

Table 2.1
Projected Population, Cork County,
1986-2001 ('000s)

	1986 actual	1991 actual	1996	2001 lower upper	
South Cork					
LUTS area	97.3	104.4	118.8	125.0	130.4
Remainder	59.0	59.0	59.8	58.9	60.8
North Cork	74.8	72.1	72.7	68.9	73.2
West Cork	48.4	47.6	47.5	45.9	47.6
Cork County	279.5	283.1	298.9	298.7	311.9

2.8. The wide variation between the upper and lower population projection for North Cork for 2001 reflects the impact migration could make there. The lower projection is based on the experience of 1986-91, when North Cork lost around over 5% of its 1986 population through emigration. A lot hinges on how effective local economic policies in North Cork are.

2. POPULATION AND LABOUR FORCE: OVERVIEW AND ASSUMPTIONS

2.9. The upper population projection for 2001 coincides with the projections of the Regional Strategy Study (both imply a combined City and County population of around 429,000 in 2001). For the LUTS area, the upper projection is the "plan" projection from the LUTS Review.

2.10. Table 2.2 indicates the changes in the size of the labour force implied by the assumptions. (Cork City is included in this projection because the calculation is otherwise distorted by the movement of population out of the City into the suburbs and satellite towns.)

	1986 (no in labour force)	%increases in labour force		
		1991-1996	1991-2001 lower upper	
South Cork LUTS area) (inc. City)	84970	+8.3	+11.9	+16.6
Remainder	21517	+8.9	+12.0	+17.6
North Cork	26804	+7.2	+4.6	+15.2
West Cork	17057	+7.6	+7.7	+14.1
Cork City and County	150348	+8.1	+10.2	+16.3

Summary of Employment Needs

2.11. Table 2.3 indicates the percentage growth in non agricultural employment needed to provide for projected labour force growth and to reduce the April 1991 unemployment rate by one quarter (i.e. from around 16% to 12% for the County as a whole) to one half (i.e. to 8%) by 2001. (Agriculture has a long term tendency to lose employment, and it has been assumed that net employment gains will be in non agricultural sectors).

Table 2.3
% Growth in Non Agricultural Employment
Needed, 1991-2001

	1991-1996	1991-2001	
		lower	upper
South Cork:			
LUTS Area	12-15	19-26	24-32
Remainder	15-17	21-27	29-34
North Cork	13-15	11-16	27-32
West Cork	13-15	16-21	26-32

Note: 1st figure assumes one quarter reduction in unemployment in the period 1991-2001, the second one half.

2.12. In the absence of significant emigration, employment needs to rise by around 3% per year. With large scale emigration, an increase of around 2% is still needed. These needs will be very difficult to meet. In the 1970s, growth in non agricultural employment in Cork City and County averaged around 1.7%. At the same time, the pattern of the 1980s, involving large scale losses of able and enterprising young people through emigration, and of demoralisation of whole sections of the community through long term unemployment, is capable of producing adverse effects for decades to come. This pattern has to be broken in the 1990s.

3. EMPLOYMENT: STRATEGIC ISSUES

3.1. To achieve the demanding employment objectives referred to in the previous chapter, we need:

** competitive advantage in Cork for as many sectors as possible. This will involve innovation, the improvement of specialist skills and resources and the provision of good quality infrastructure*

** to capture the wealth generated by the primary sector, manufacturing and tourism, through improved linkages with the rest of the local economy, and development of the local service sector*

Policy at County and Local Levels

3.2. The main responsibility for economic development rests with specialist sectoral agencies, but the County Council can make an important contribution. To do this it needs:

(i) an overview which identifies the key sectors in the economy of the County, and what actions the local authority can take to improve their prospects.

(ii) Policies designed to achieve these ends, using methods as directly relevant to planning and infrastructure decisions on the ground as possible.

The overview (i) is provided in this chapter. The resulting policies (ii) are included in an assessment of local economies and of possible local economic initiatives, provided in the chapters on individual local areas in the three divisional volumes of the Review.

3.3. The local element in economic policy reflects labour market realities. The average distance from home to work in County Cork was about 5 miles in 1986, and over 80% of workers lived within 10 miles of their work. Effectively, the County contains at least a dozen more or less separate labour markets. The Rural Districts (together with any urban districts within them) approximate fairly well to these local labour markets, and have been used to analyse the structure of local economies in the sections on each rural district in the divisional plans. The analysis highlights the differences between the Rural Districts, and the different economic functions, strengths and weaknesses which they have.

Employment Change since 1986

3.4. At a County level, trends in the late 1980s provided some encouragement. The 1990 Labour Force Survey suggested that regional employment rose by around 10,000 between 1986 and 1990, with the number of employed residents of Cork County increasing by perhaps 7000.

Table 3.1

Estimated Employment, Cork County and S.W. Region, 1981-90

	1981	1986	1990 (est)
County Cork			
Employment	86450	86075	92900
Unemployment	7923	14440	12800*
S.W. Region			
Employment	169397	160173	169900
Unemployment	19140	33943	31331*

Sources: Censi, 1990 Labour Force Survey, Live Register

3.5. To realise the employment objectives of the Regional Strategy Study, the region will require a net gain of around 3500 jobs per year to 2001. Around 2400 a year out of this 3500 may actually have been achieved in the period 1986-90, (though as the data is derived from sample surveys, this cannot be confirmed until 1991 census employment data becomes available).

* Calculated on Live Register basis. Labour Force Survey gives considerably lower figures. Labour Force Survey estimates are lower because some respondents who have lost their jobs may not describe themselves as unemployed (e.g. married women may describe themselves as "home duties", those near retirement age as "retired" etc.)

3. EMPLOYMENT: STRATEGIC ISSUES

3.6. This progress needs to be seen in context. Specifically:

- *The gain in the period 1986-90 occurred in an upturn in the economy, and thus overstates average progress over a complete economic cycle. During downturns, employment remains more or less static in the County, as in 1981-6 and (probably) 1990-93*
- *Agriculture and the Food Industry appear unusually vulnerable to job losses at present.*
- *By late 1991, regional unemployment had risen again to around 40,000 (on a live register basis). Unemployment fell in the period 1986-90 partly because of exceptionally high emigration, which was dependent on economic conditions in other countries, and which stopped in the period 1991-3.*

Economic Specialisation

3.7. Table 3.2 shows how specialisation patterns for the County differ from those for the State. Taking the County in a unit, it has above average numbers in agriculture, average numbers in manufacturing, and below average numbers in services.

Table 3.2

Percentage Employment by Sector: Co. Cork and the State, 1986

	Cork County	City & Cork R.D.	Remainder of County	State
Agriculture	24.5	3.8	31.2	16.1
Manufacturing	19.5	22.5	18.8	19.7
Construction	7.2	7.7	7.3	7.0
Consumer Services*	16.8	19.8	16.8	18.4
Industrial Services#	9.3	14.0	7.8	11.6
Offices/Professions**	22.6	32.3	18.3	27.3
Total	100	100	100	100

* = Retailing, Personal Services, Entertainment

= Utilities, Wholesaling, Transport

**= Finance, Public Administration, Professions.

Source: 1986 Census

3.8. The figures for Cork City and Rural District are cited to bring out the distinction between the area around the City (the LUTS area) and the remainder of the County. Outside the LUTS area, agriculture employs around double the national average proportion of the workforce, while industrial, office and professional services only employ two thirds of the national average, as these activities tend to be concentrated in regional centres and the capital. The proportion engaged in manufacturing industry is around normal, though this conceals differences between West Cork, which is well below normal, and North and East Cork, which are above. Within the LUTS area, above average proportions are employed in most service sectors, and dependence on agriculture is minimal.

Major Sectors:

A. AGRICULTURE

3.9. Specialisation in agriculture has less direct relevance to physical planning than in industry or services. It has major indirect relevance because of the effects of the continuing decline in agricultural employment on the need for employment growth elsewhere in the economy:

Table 3.3

Decline in Agricultural Employment, 1971-86

	1971	1981	% change '71-81	1986	%change '81-86
County					
Cork	30005	22319	(-26%)	20718	(-7%)
State	273079	188555	(-31%)	166937	(-11%)
(LUTS area)			-21%		-2%)

Source: Censi, 1971-86

3. EMPLOYMENT: STRATEGIC ISSUES

3.10. County Cork has lost agricultural employment less rapidly than the State as a whole. Above average farm size tends to slow the rate of loss of agricultural employment (see Table 3.4). Census data since 1971 confirms rural districts with above average farm size lose less agricultural employment on average. This implies we should avoid planning decisions likely to lead to the fragmentation of holdings.

Table 3.4.
Percentage Distribution of Farm Size, 1986

	State	Cork(excl Cork RD)	Cork RD
Under 30 acres	16.7	7.6	3.3
30-50 acres	22.2	17.2	8.9
50-100 acres	33.6	42.2	40.9
100+ acres	22.0	29.6	40.4
Not Stated	5.4	3.5	6.5
Total	100	100	100

Source: 1986 Census

3.11. The LUTS area/Cork Rural District, which has both large farm size and substantial primary activities other than farming, has had an exceptionally low rate of decline in primary sector employment, as Table 3.5 shows. This suggests that encouraging diversification into reasonably intensive primary activities other than conventional farming would be helpful. There have been a variety of operations in the County involving the production, processing and marketing of fruit and vegetables, but in the long term these have tended not to survive. The reasons for this need to be identified, and new and more robust operations need to be established. This is a key area from the point of view of maintaining rural employment.

Table 3.5.
Percentage Distribution of Employment in Primary Sector, 1986

	State	Cork (excl Cork RD)	Cork RD
Farming	88.8	91.9	86.4
Market Gardening	1.8	1.0	5.5
Other Agricultural Inds.	1.3	2.0	1.5
Forestry	1.9	2.0	0.9
Fishing	1.4	1.8	0.6
Mining/Quarrying	2.0	1.4	5.0
Turf	2.8	0	0
Total	100	100	100

Source: 1986 Census

Fishing and Aquaculture

3.12. Cork has a long coastline, one of the country's major fishing ports, a developing aquaculture industry, and a number of important fishing rivers. Despite these assets, these activities employed less than 2% of primary sector workers in 1986. Declining fish stocks and pressure on EU quotas are creating difficulties for conventional fishing. Aquaculture requires the development of landing and depuration facilities, and given the importance of management and disease control, a local research capacity needs to be developed further.

Rural Development

3.13. Loss of agricultural employment, and the growth of part time farming, are creating an acute need for diversification of employment opportunities in rural areas. In 1980-81, around 40% of landholdings in the State were held by those who did not regard farming as their principal occupation. Marginal holdings, which would not provide a reasonable living if farmed conventionally, may do so if combined with other rurally based part time employment. Rural Development Programmes are the usual method of encouraging such diversification, and additional resources are currently available under the EU Operational Programme on Rural Development.

3. EMPLOYMENT: STRATEGIC ISSUES

B. MANUFACTURING

3.14. Cork's principal specialisation is in the food industry, which has a particularly strong concentration in North Cork, and the chemical industry, which is focussed on the LUTS area. There is also a minor degree of specialisation in wood products and (within the LUTS area) drink. There has been substantial investment in electronics in the LUTS area, and there is also a significant textile sector, but the proportion of manufacturing employment in these sectors is not above the national average.

Table 3.6
Percentages Employed in Manufacturing
Subsectors: County Cork and the State, 1986

	Cork County	City & Cork R.D	Remainder of County	State
Food	31.9	13.4	41.4	18.2
Drink, Tobacco	3.1	5.4	2.8	4.2
Textiles, Clothing etc	7.8	12.2	7.8	14.4
Wood, Wood Products	7.7	5.6	9.2	6.9
Paper, Printing	3.0	6.2	2.4	7.7
Chemicals, Rubber etc	14.6	20.00	10.1	9.4
Glass, Pottery, Cement	4.2	3.3	4.0	6.1
Metals, Machinery	12.7	17.4	11.5	13.3
Electronics, etc	8.9	12.5	8.6	15.2
Other	2.7	4.0	2.4	4.6
Total	100	100	100	100

Source: 1986 Census

Clusters

3.15. Concentration of employment in particular sectors or subsectors can obviously be a source of vulnerability, but it also seems to be a precondition of a successful economy. The comments of the Culliton Committee on clustering are worth quoting:

Industrial development in successful economies has usually been preceded by the development of...clusters. Thus: first one industry emerges from the local environment; soon supplier industries develop to serve it. Investment in education, training, R. & D. and infrastructure reinforce the process. As expertise further develops, it is spread to other industries that require similar skills, technologies and infrastructure....

This approach is endorsed by international evidence on the process of industrial expansion, and by new insights on how economic growth comes about....The explicit identification of a limited number of promising niches and segments in which to build industrial clusters should be an important element guiding direct intervention by Government agencies.

The choice of markets niches and industry segments will build on existing successes and other sources of competitive advantage.... One can see the start of a clustering process, for example, in segments of the food industry in the Cork region and an emerging cluster related to aeronautical engineering centred in the Limerick region.

Making the Cluster Concept Work

3.16. A grouping of businesses in the same sector and geographical area does not necessarily constitute a cluster in the sense used above. The grouping needs a strong skills/technology/research base, good inter firm linkages, and the capacity to innovate and add on new activities. It needs some large firms (to support research and development, and to maintain a critical mass) and also smaller production and sub supplier firms (to encourage competitiveness, provide common services which will help attract new entrants, increase the range of products, and to develop local firms capable of taking over larger firms if they get into difficulties).

3. EMPLOYMENT: STRATEGIC ISSUES

3.17. One specific way in which the Council can support clustering is to provide specialised accommodation for new small firms in a potential cluster, which is centrally located relative to major existing businesses in the sector. This could be particularly effective if coordinated with the training, education/research and industrial support policies of other agencies.

3.18. Specialised small units will require funding. Since development of industrial clusters now plays a more central role in industrial policy, it should be easier to justify such funding.

The Food Sector

3.19. The most important potential cluster in County Cork is the food industry. This is principally focussed in dairy products in North Cork, but there are smaller groupings in other subsectors, and in West Cork:

Table 3.7

Spatial Concentration in the Food Industry, Co. Cork, 1986

Activity/RDs	No. Employed 1986
Dairy Products: Mallow/Mitchelstown/Kanturk	1242
Dairy Products: Clonakilty/Dunmanway/Skibbereen	432
Meat Products: Mitchelstown/Mallow/Fermoy	404
Sugar/chocolate: Mallow/Fermoy/Millstreet	378
Source: 1986 Census	

The Chemical/Pharmaceutical and Electronics Sectors

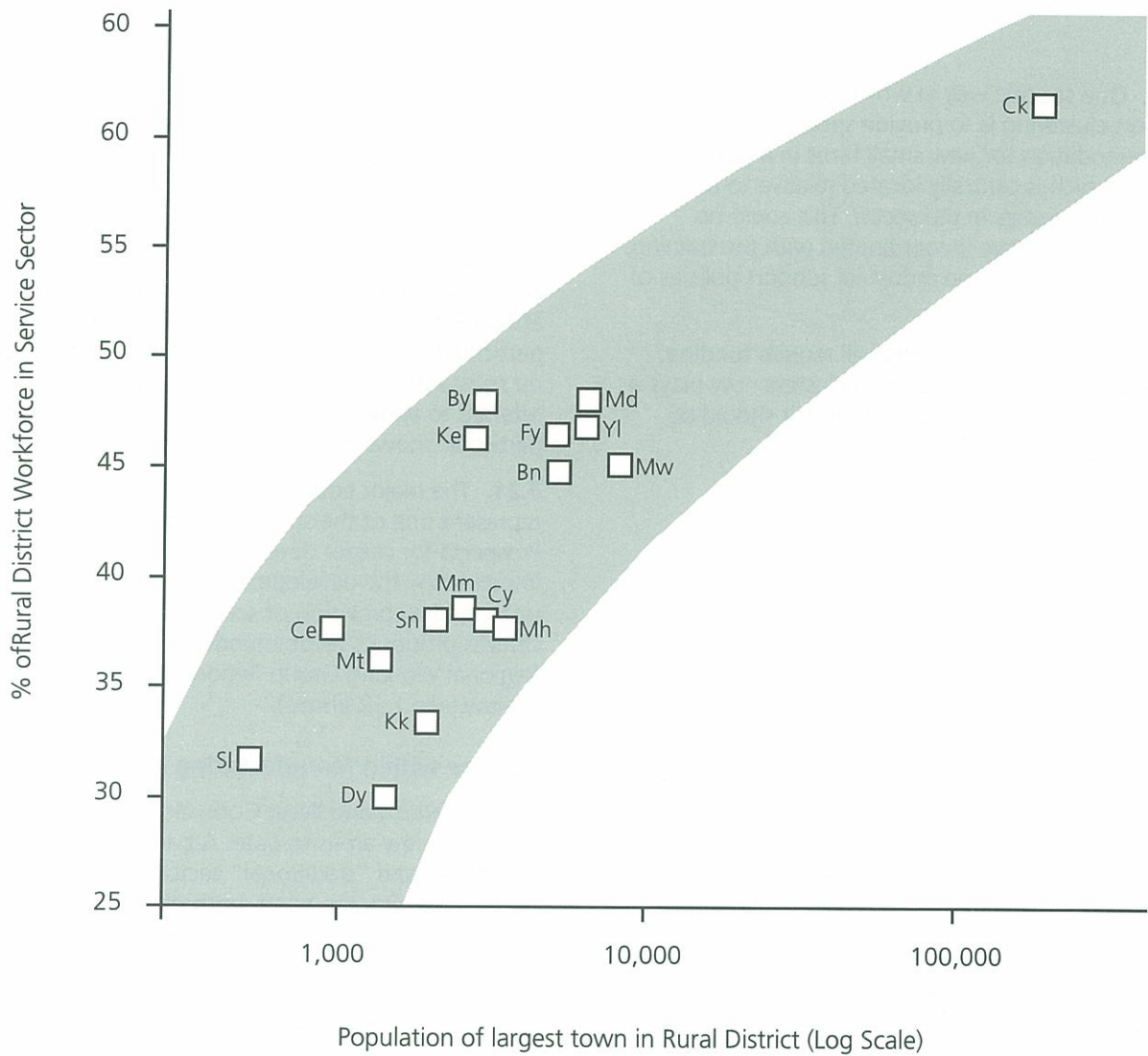
3.20. The Culliton Report is quite critical of past concentration on electronics and pharmaceuticals, on the grounds that Ireland does not have special advantages in these sectors, and that sectors which are growing rapidly internationally are bound to attract extensive competition. This criticism is not particularly applicable to South Cork, which has built up substantial advantages in both the sectors referred to above. The computer/electronics sector in particular shows indications of cluster development.

3.21. The major educational institutions in Cork City represent one of the strengths of these sectors. Prospects for cluster development would be improved by the development of a campus business units, and by provision of some of the specialist centres proposals recommended by the 1989 SW Regional Working Group Report and the LUTS Review (see 1.12 above).

Balance within Manufacturing Industry

3.22. In North and West Cork, electronics has only affected a few areas to date. A balance between "modern" and "traditional" sectors is needed for these areas. On one hand, both divisions appear to have many of the ingredients of a developing cluster in the food industry, which already has good linkages, and is fairly employment intensive. On the other hand, there have been many examples of traditional industries with both characteristics, which have developed only slowly and shed a lot of labour in the process. The food industry may be more progressive than many traditional industries, but it also faces definite problems.

Fig. 3.1.
Relationship Between Service Employment
and Size of Largest Town in Area



Bandon	Bn
Bantry	By
Castletownbere	Ce
Clonakilty	Cy
Dunmanway	Dy
Fermoy	Fy
Kanturk	Kk
Kinsale	Ke
Macroom	Mm
Mallow	Mw
Midleton	Md
Millstreet	Mt
Mitchelstown	Mn
Skibbereen	Sn
Schull	Sl
Youghal	Yl
Cork (incl. City)	Ck

3. EMPLOYMENT: STRATEGIC ISSUES

3.23. There is very considerable variation between Rural Districts in both North and West Cork, in economic terms. Some RDs clearly lend themselves to cluster based strategies around long established local specialisations. Others have already established a reputation as a successful location for foreign hi tech industry. Both types of job are very obviously needed, and the presence of different industrial strategies in adjoining local labour markets reduces the overall risks and increases local employment choice.

3.24. Smaller clusters based on more modest niches also need to be pursued. Possible clusters include forestry-sawmills-joinery and tourism-tourist/consumer services-craft oriented manufacturing.

3.25. The western third of the County does not contain the main foci of either the agricultural processing or the hi tech industries, and thus does not fit very well into the a policy based on a balance between the two. It has advantages in fishing based employment and mariculture, which could perhaps be developed into "clusters". It also has tourism.

3.26. An important spin off from the tourist assets - scenery, way of life, etc. - of West Cork in particular is their capacity to attract smaller European businesses, because the owners like living and working there. Of the various inflows into West Cork (holiday homes, retirement homes, etc), this is the one most likely to provide sustainable, non seasonal employment. It is demanding in planning terms, as this inflow would be endangered by any erosion of its attractions.

C. SERVICES

3.27. Unlike agriculture and manufacturing, services have been growing steadily both in absolute terms and as a proportion of total employment. Ireland has a lower proportion of the workforce in service than most EU countries, and this is another reason for expecting them to grow in future. The capacity to attract service uses is likely to be critical.

3.28. The Regional Strategy Study used a triangular symbol to represent the three interdependent elements in its growth strategy - building on the engines of growth, capturing the wealth, and providing the supporting infrastructure. Most services cannot act as engines of growth, but they are essential for capturing the wealth generated by those engines.

3.29. Towns - particularly larger towns - are most likely to be able to provide the services and linkages which will capture more of the wealth generated by the engines of growth, and improved services and linkages will in their turn make it easier to attract new engines of growth to the town and its hinterland. The engines of growth themselves may be in the main towns, or in their rural hinterlands, depending on their character and requirements.

3.30. The importance of towns in capturing the growth is illustrated in Figure 3.1. The figure shows the percentage of employment in services in each of the 17 Rural Districts in County Cork (the RDs being treated as including the urban areas within them). As the population of the largest town within the RD (shown on the horizontal axis) rises, so does the percentage employed in services. There are certainly significant variations between RDs with main towns of roughly similar size, but the upward overall tendency of the graph is unmistakable.

Tourism

3.31. Tourism, like other international services, is an engine of growth in its own right, and one which is particularly suitable for rural areas. The benefits of tourism are nevertheless likely to be greater where the local towns have a significant role in the provision of tourist services. It will normally be possible to provide a greater variety of such services in towns, which can be supported by both tourist and consumer demand, and which are likely to provide less seasonal employment. This implies a "hub and spoke" approach, particularly in the more developed tourist areas.

3. EMPLOYMENT: STRATEGIC ISSUES

Levels of Tourist Development

3.32. The level of tourist development varies widely within the County, as Table 3.8 illustrates. If one takes total tourist accommodation, measured in bedrooms, as a crude indicator of the location of tourist activity, 80% is either in the LUTS area or within 2 miles of the coast.

Table 3.8.
Distribution of Tourist Bedrooms in Cork City and County, 1991/2

	No of rooms	%
LUTS Area	2092	42
Centres within 2 miles of coast	1861	38
Remainder of County	962	20
Total	4915	100

Sources: Bord Failte "Guest Accommodation" (1991) and "Self Catering Guide" (1992).

3.33. Attractive and well established tourist locations have better prospects of securing more employment intensive and less seasonal types of tourist activity, and of developing the critical mass necessary to support specialist tourist services. In such areas, planning policy should give priority to the tourist development types likely to have the greatest economic benefits for the local community.

3.34. In the tourist accommodation market, for instance, the demand for local services depends on the type of accommodation: a privately owned second home, for instance, may be occupied for only a few weeks in the year, a house in a tourist housing complex may be occupied for perhaps six months, and a retirement home for ten. Guest accommodation - hotels, guest houses, bed and breakfasts - should be of more economic benefit than any form of self catering accommodation.

3.35. Planning policy should make sure that higher benefit types of tourist development are given priority in terms of good quality sites and are not "crowded out" by lower priority development. In many coastal locations, the need for priorities is increased, because potential demand for tourist facilities and second homes exceeds the capacity of infrastructure and landscape. (The second home issue is addressed in the next chapter).

3.36. Much of County Cork is not well developed in tourism terms. Such areas can try to secure "freestanding" higher benefit tourist developments such as country house hotels or hotels with a special reputation for their restaurants, or organisations offering special interest holidays, as these can operate successfully outside well developed tourist areas. Local communities, with suitable support from the relevant agencies, are well placed to encourage the latter, and projects aimed at specialised types of tourism often form important elements in Rural Development programmes. Alternatively, less developed areas may develop fairly basic facilities to build up numbers, with the intention of progressing to more specialist tourist facilities when numbers make this economic.

3.37. Tourist strategies will thus need to vary from area to area. For this reason, specific proposals are primarily discussed at local level in the three Divisional volumes of this Review. Common general principles include the need to develop the attractions of an area, even though this often cannot be done on a commercial basis, so as to balance development of accommodation and services and ensure that there is enough for tourists to do. In developing attractions, commercial or otherwise, it makes long term sense to emphasise what is distinctive and special about an area.

Agri-Tourism

3.38. Agri-tourism is both a means of achieving agricultural diversification, and of encouraging tourism in less developed areas. The Council will be supportive of agri-tourism developments which are in scale with the farming activity to which they relate, and can be readily accommodated by the local environment and local infrastructure.

4. HOUSING AND SETTLEMENT POLICY

4.1. The 1986 County Development Plan contained housing objectives, aimed at ensuring enough houses are built and social housing needs are met, and a settlement policy, aimed at controlling the increasing trend toward housing in the countryside, and strengthening settlement structure.

The 1986 Plan's Housing Objectives

4.2. The 1986 Plan indicated housing needs for the period 1984-90, and these needs are compared with actual construction in Table 4.1.

Table 4.1
Projected Housing Needs and Actual Construction, 1984-90

	Projected	Actual
Private	8762	10019
Local Authority	2190	1420
Total	10952	11439

Sources: County at Large Vol, Table 8, DoE Annual Bulletin of Housing Statistics.

4.3. The actual 1991 population was approximately 15,000 below that implied by the 1986 plan, so the overall level of construction seems to have been fully adequate up until 1990.

4.4. Since 1990, migration patterns have been reversed, and recent indications suggest substantial net in migration during 1991-2. This reversal has been accompanied by a rapid rise in unemployment, and no rise in overall employment. Renewed population growth is likely to be disproportionately concentrated in groups likely to have difficulty housing themselves. By now, the impact of the change in migration patterns is causing lengthening housing lists in many areas.

4.5. Social housing is planned separately through the 5 year assessment of housing need process, and assessments for the three divisions were carried out for March 1993.

4.6. The Council's policy is to provide for travelling people in a humane and responsible manner, bearing in mind inter alia the travellers own preferences, and servicing requirements. The accommodation needs of travelling families vary, and the intention is that policy should be responsive to such variations in need. Priority will be given to the provision of appropriate accommodation for indigenous families, including conventional housing, small group housing schemes or residential sites, and rural cottages. Accommodation needs have been identified on the S and NE edges of the City, Mallow, Fermoy/ Mitchelstown, Charleville, Clonakilty, Bantry, Skibbereen, Bandon, Macroom, Carrigtwohill/ Middleton, and Glenville. Provision will also be needed for transient families, though this should not be such as to encourage unregulated road side trading.

Settlement Policies

4.7. The main purpose of this chapter is to look at ways in which the settlement policies of the 1986 County Development Plan can be remodelled, so as to result in greater consensus and effectiveness.

4.8. The settlement policies in the 1986 Plan were primarily concerned with the increasing trend towards building in the countryside. They sought to control this trend by various measures, including developing a stronger private sites provision role for the County Council, and controlling ribboning in rural areas.

A Broadly Based Approach

4.9. A number of factors are relevant to settlement policy, including consumer preferences and needs, housing market conditions, social and economic factors, and community needs, as well as the more straightforward physical planning considerations which local authorities are most directly involved in. There is a better chance of achieving consensus if policy takes account of a wide range of factors, providing, of course, that these factors are relevant to planning and the public good.

4. HOUSING AND SETTLEMENT POLICY

A. LAND AVAILABILITY IN TOWNS

4.10. In much of the County, it has proved difficult to encourage a sufficient proportion of new private housing to locate in towns and villages. Part of the reason for this is that the availability of housing land and sites is often poor, and what land is available may be overpriced.

4.11. Except in very active property markets (such as those in the south and west of the LUTS area, and coastal towns with strong tourist demand), zoning is not a very effective way of ensuring that land is made available for development. There are a variety of reasons why owners, while happy to have the value of their land increased by zoning, often tend not to put it on the market.

4.12. Suggested measures to improve land availability in towns include

(1) **Use of Zoning "Options"**. This involves identifying some of the agricultural zone at the edge of a town as having the option for housing development, but only for a limited period and for specified types of housing or housing sites, which were not available in the town at present. The owner would know that the opportunity could be lost if not taken up quickly, and he would therefore have a greater incentive to secure development on realistic terms than under a conventional zoning system. As the options would be intended to fill gaps in the local property market, choice of house type, price range etc should be improved. Where an option lapses (e.g. because the need is being met on other land) the land reverts to agricultural zoning, and suffers loss of its position in the order of priority for development. Planning permissions giving effect to options will need to indicate the terms of the option to the landowner.

(2) **Encouragement of Housing Site provision by:**

** keeping site development costs for the private sector reasonable, for instance by use of "country lane" type layouts for lower density developments. The acceptable variants on this concept are outlined in Appendix [II?].*

** joint ventures between the local authority and landowners, by which the local authority takes responsibility for roads and services in return for a portion of the site.*

** more effective use of existing site availability measures, including the establishment of an effective housing sites group coordinating the actions of the relevant departments.*

(3) **Closer co-ordination with Urban District Council Plans.** In the case of towns with Urban Districts having substantial undeveloped areas within their boundaries, the task of ensuring adequate availability of housing land is shared between the UDC and the County Council. The Council is willing to co-operate with the UDCs during the round of reviews of UDC plans due in 1996 onwards, in jointly examining land availability in the relevant towns, and will make necessary variations to this plan consequent on this.

B. RURAL HOUSING PROJECTIONS

4.13. Figure 4.1 shows actual housing densities in 1966 and 1986, and Figure 4.2 projected densities for 2006 and 2026. (The projections indicate what would happen if policy and the housing market continued in roughly the same direction as in the 1980s. They are not an indication of what is desirable, or inevitable). The maps show that rural densities are already high, and likely to become much higher, in an extended version of the LUTS area, extending westwards to Macroom and eastwards to Youghal. To lesser extent, high densities are also likely around the main towns, and along the coast (partly because of second homes).

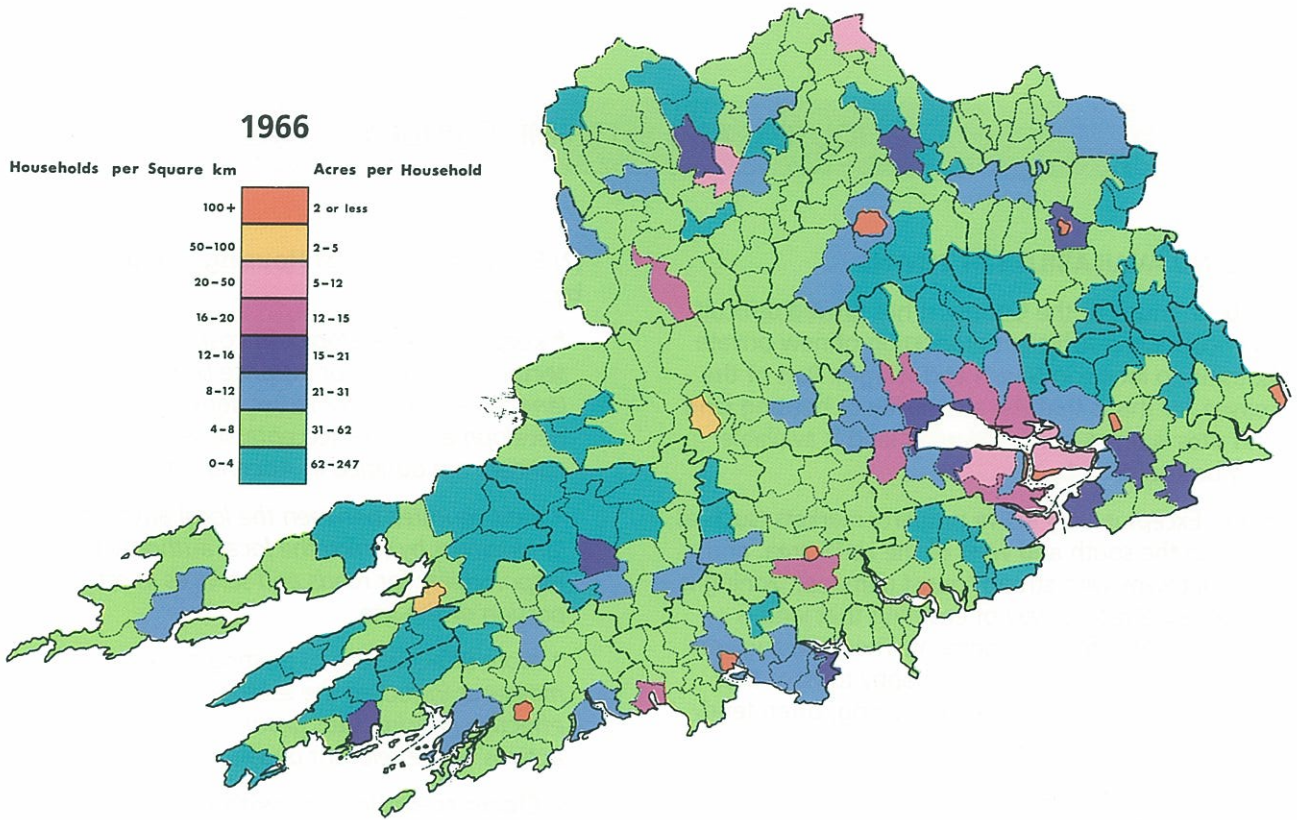
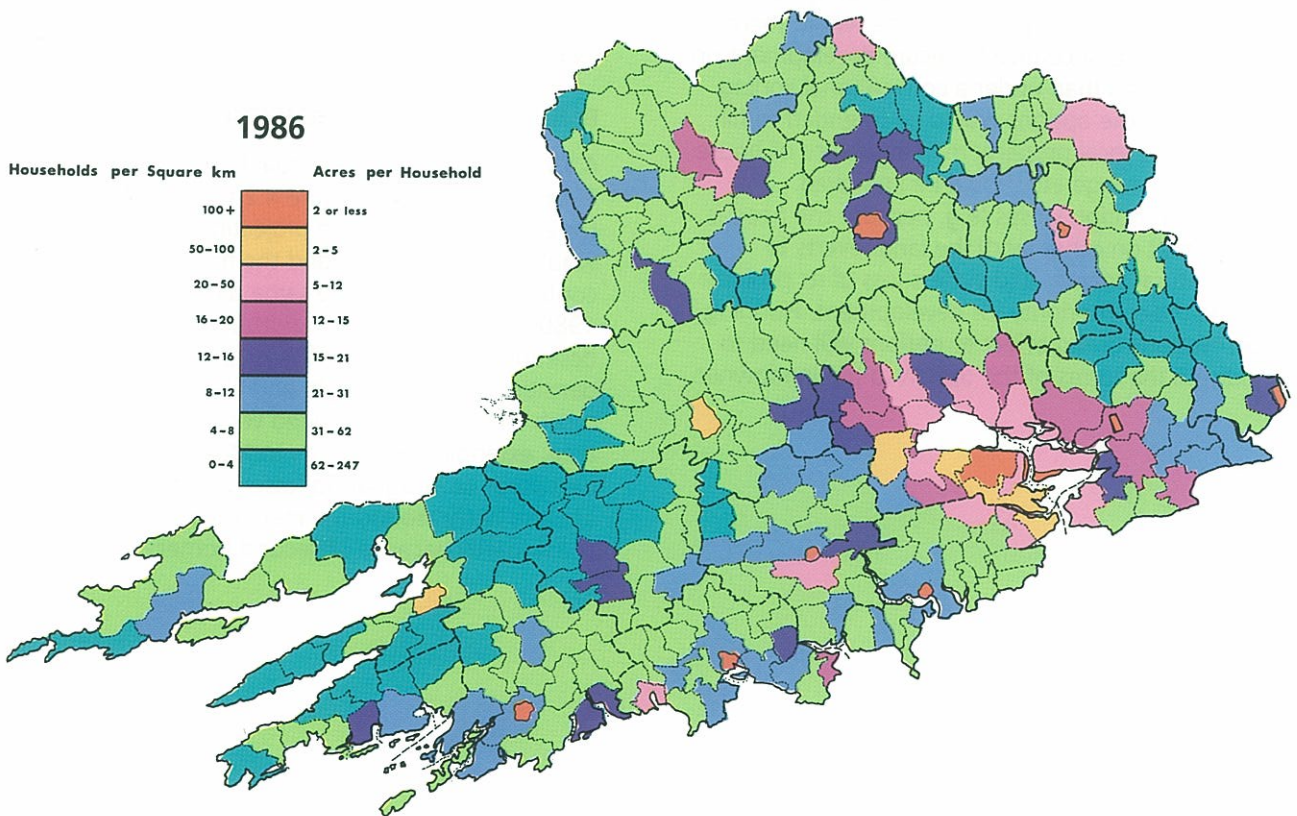


Fig.4.1.
Household Densities 1966 and 1986



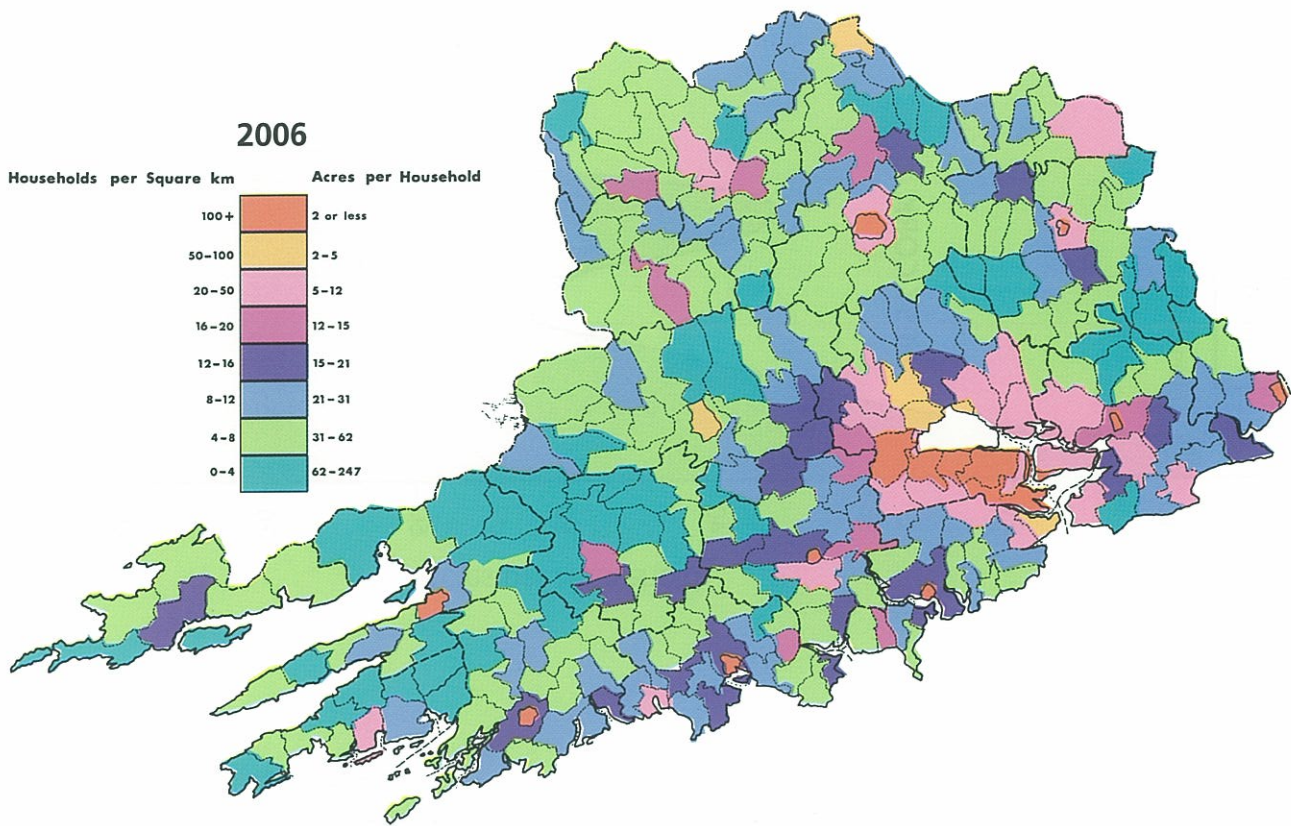


Fig.4.2.
Household Densities 2006 and 2026

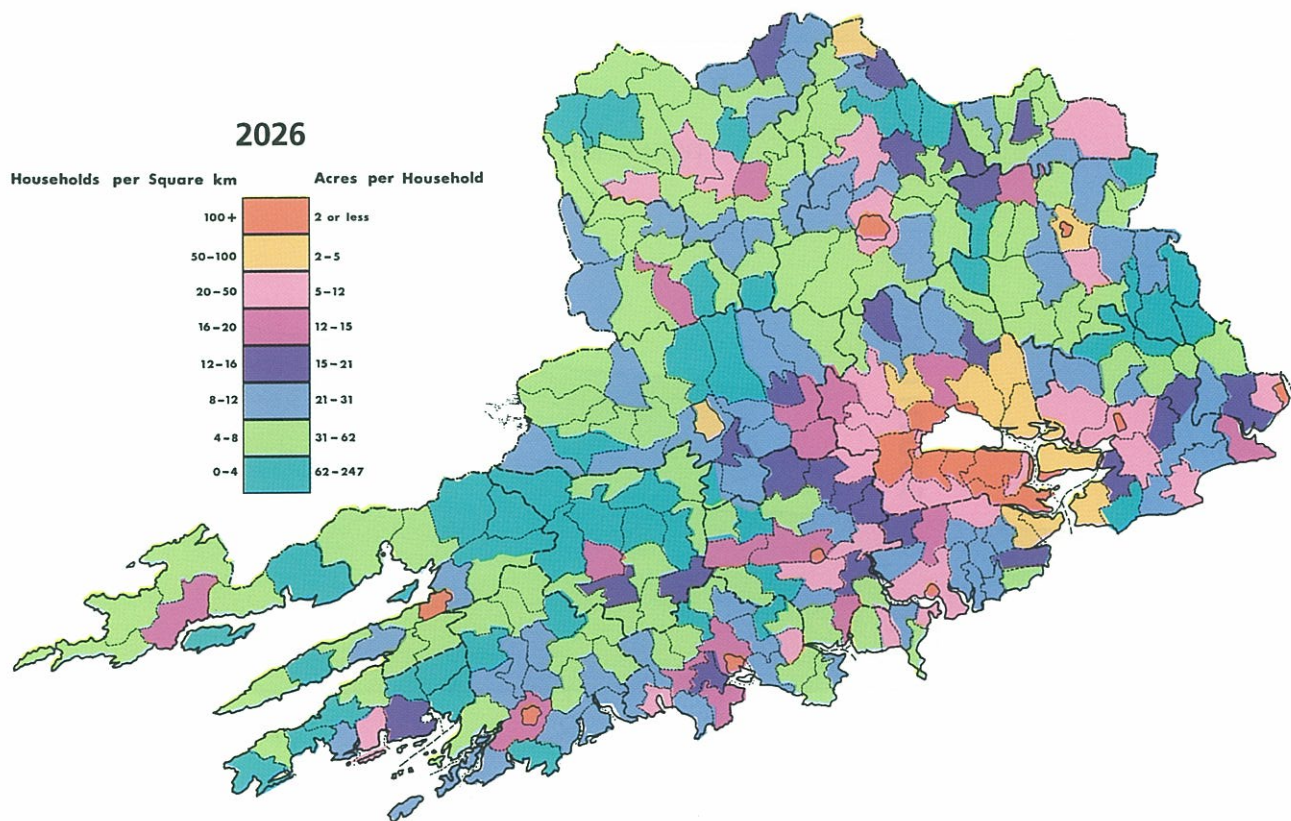
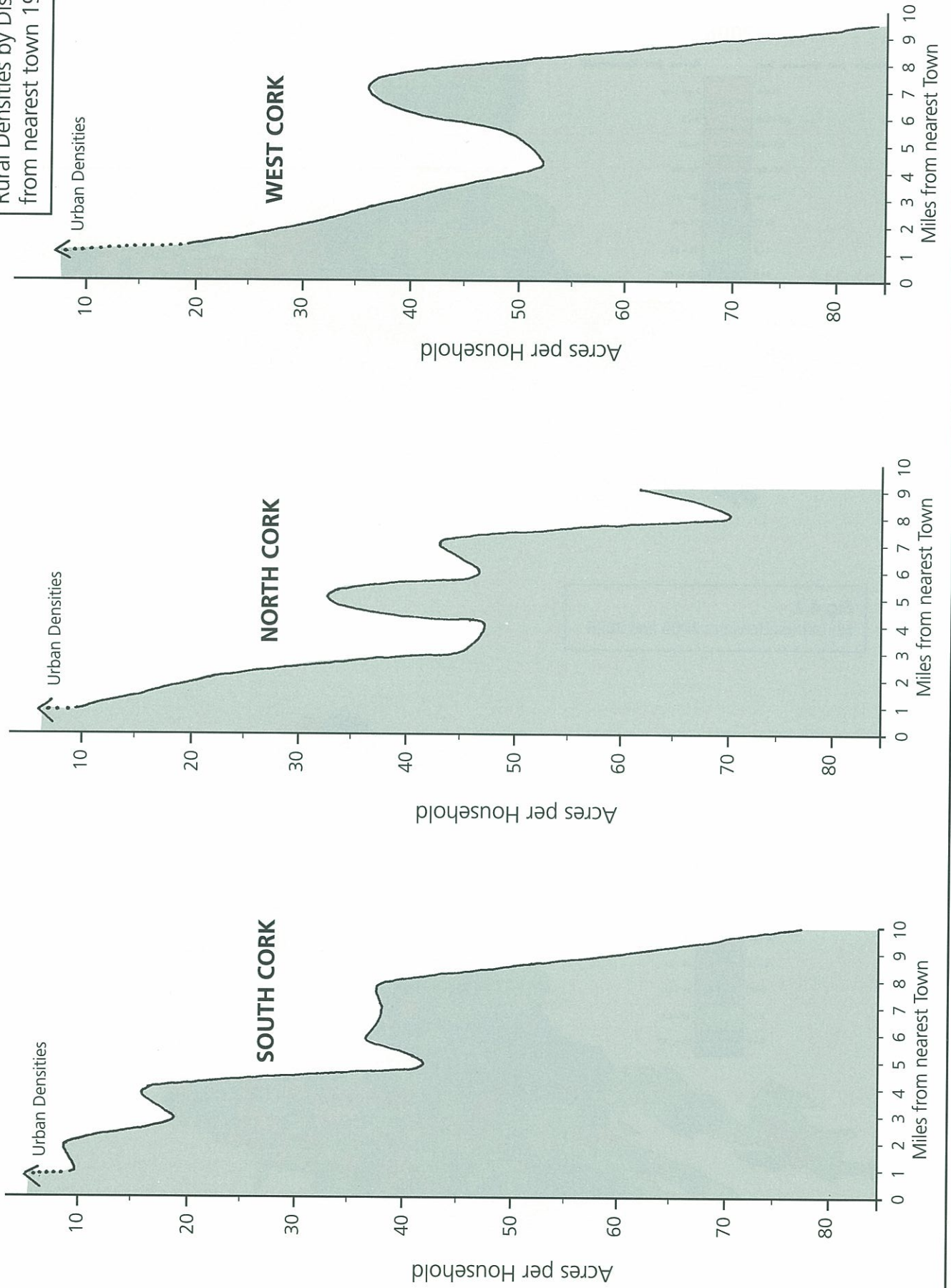


Fig. 4.3.
Rural Densities by Distance
from nearest town 1986



4. HOUSING AND SETTLEMENT POLICY

Effects of Rising Densities Close to Towns

4.14. Densities are already high in rural areas close to towns and the further rises likely in the absence of a clear policy would lead to acute problems. Rural housing involves low development costs at low densities, but as they rise, it is no longer possible to rely on the spare capacity of the “agricultural” services which are there anyway. Instead, high costs occur as most of the standard urban investments become necessary. Road widening, lighting and footpaths become necessary for safety reasons, and pollution of groundwater by septic tanks requires new water schemes and sewers. These investments will be spread over a smaller number of houses than usual in an urban area, and will have higher unit costs. Unplanned development may be expensive to sewer even on a per acre basis, and further development which would make fuller use of sewer capacity when it is provided may be undesirable for other reasons.

4.15. One result of allowing such trends to continue would be to reinforce the existing lack of balance in the development of the County. Development would continue to be concentrated close to the main urban areas, where densities and growth rates are already high, and as it would be difficult to service efficiently, large amounts of additional funding would be absorbed. This expenditure would frequently be defensive - i.e. spent on rectifying past deficiencies rather than opening up new opportunities.

4.16. At present, most local residents seem unworried by the environmental effects of ribboning and low density suburb formation. However, the areas affected are still relatively small, relative to the scenario for 2026 shown in Figure 4.2. People may react differently to very large areas of high density rural/low density suburban development.

Areas Remote from Towns

4.17. In rural areas remote from towns the opposite situation applies. Figure 4.3 illustrates the sharp drop in densities which occurs at 3-5 miles outside the nearest town. Beyond this point, the existing infrastructure can normally absorb housing growth without extra investment, and even visual impact is much less likely to be a problem, because of the low densities involved.

4.18. Economically, some additional population is desirable to maintain basic rural services. This is partly because of changing consumption patterns. For instance, it is more difficult for small local shops to survive if main shopping occurs mostly in the nearest town, leaving them with top up shopping only, and population growth would be needed to compensate for this. Similarly, the declining birth rate means local populations have to increase if pupil numbers at local schools is to remain constant.

C. MATCHING RURAL HOUSING POLICIES TO PROSPECTIVE DEMAND PRESSURES

4.19. The projections suggest a case for modifying the standard interpretation of “proper planning and development” to create two policies for rural housing. One would be designed to control the quantity of demand and rate of development in areas near towns, while the other would involve a more positive approach on rural housing in more remote areas.

4.20. In order to respond to these differences in prospective intensity of demand, different policies will apply to rural areas in different parts of the County. Rural areas under significant pressure, and at or in danger of reaching densities which typically lead to infrastructure and amenity problems and ribboning will form one category. In these areas, planning control policies designed to rate of new housing construction, while taking account of the economic and social implications, need to be put in place. The majority of rural areas in the County are in a different situation, being some distance from significant towns or major tourist areas, with fairly low housing densities and not subject to serious development pressures. A more liberal policy can be followed in such areas without undue risk.

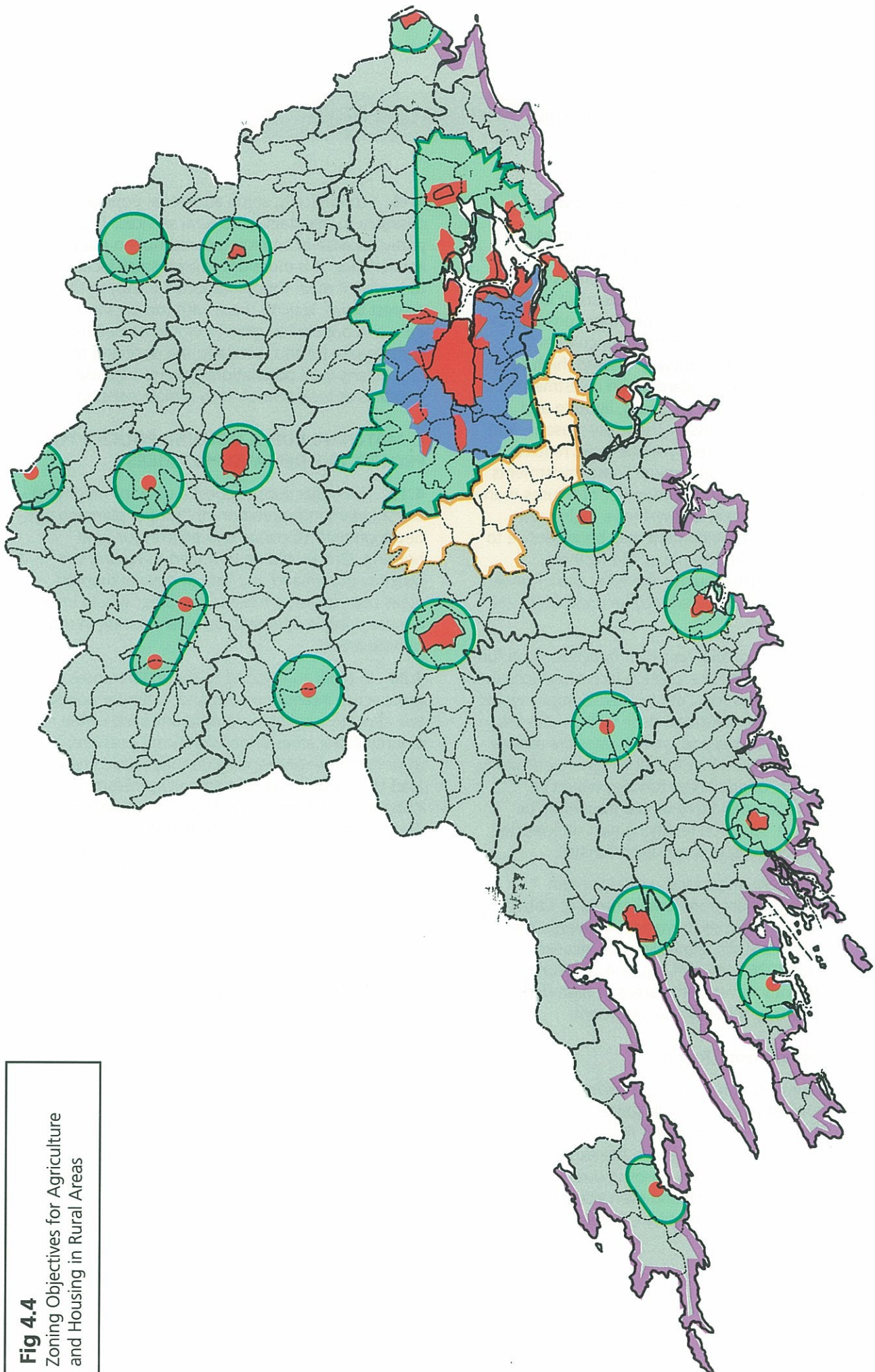








Fig 4.4
Zoning Objectives for Agriculture
and Housing in Rural Areas

Key/Policy Summary

Zoning Objectives

	Method by which Objectives Pursued
	(A) Maintain Agricultural Uses and Control rise in housing densities
	(B) Maintain Agricultural Uses and prevent Erosion of Green Belt
	(C) Maintain Agricultural Uses and control quality and quantity of additional coastal housing
	(D) Positive Approach to Individual Rural Houses
	(E) SW Transitional Area (as A, allowance made for housing generated by rural employment)
	Towns

Notes:

1. Only the main urban areas can be shown on a map of this scale. Controls do not apply in settlements or clusters for which there are plans, whether shown on this map or not.)
2. All housing Applications in rural areas will be assessed on both (1) acceptability of additional housing in principal (on above basis) and (2) acceptability of specific features of the application (e.g. sanitary services/road safety implications,siting and impact on amenity, design etc.)
3. More detailed definition of the zones shown on this map is given in the divisional volumes.

4. HOUSING AND SETTLEMENT POLICY

I. POLICIES FOR MAINLY AGRICULTURAL AREAS CLOSE TO TOWNS

4.21. In areas within 3 miles of towns, and in an area roughly the same size as the LUTS area (but differing in detail to take account of observed housing pressures), there will be an intention to maintain agricultural uses and an objection in principle to new housing proposals, which will be subject to the relaxations outlined in paragraphs 4.22-27. The relevant areas are shown in Figure 4.4. The objection is based on the need to avoid the problems characteristic of high density rural areas, including problems with septic tanks, a need for expensive public investment in sanitary services, road widening, footpaths and lighting, the tendency to ribboning and the constraints created for agriculture and in some cases new industry.

4.22. This objection in principle will be relaxed in cases where the County Council is satisfied that a proposal for an individual house is being made by the farmer of the land, his direct descendant or ancestor, or a person who has lived outside the town and within 1.5 miles of the site for 7 years or more, for their own use.

4.23. The purpose of this relaxation is to strike a balance between the need to control the volume of new housing built in the rural areas close to towns, and the need to recognise that a substantial proportion of those wishing to live in these areas have strong reasons for doing so. A UCC survey of ribbon development close to towns carried out for the County Council in 1987 showed that one third of the occupants of new houses had been brought up within 1 mile of the site and a further fifth had previously lived in this area. Around a quarter had obtained their site from a relative. On the other hand, almost half had no previous connection with the area.

4.24. Sites acquired from parents are particularly likely to be acquired free, and as it is an objective of public policy to minimise the cost of access into the housing market, a relaxation in this respect makes sense. The issue is more marginal in relation to other local demand, but maintenance of local community ties in areas which are usually subject to quite rapid change is helpful.

4.25. A tendency for local people to be priced out of their immediate housing market is a recognised planning problem in higher cost rural housing markets within commuting distance of towns or cities (e.g. in many parts of the UK) and is starting to affect parts of County Cork (e.g. coastal towns like Kinsale, Schull and Glengariff, parts of East Cork and other areas close to the City) The approach outlined should help avoid this.

4.26. A market for sites in rural areas close to towns will continue, but demand is likely to be more limited, as some of it will be diverted to clusters or to rural areas further out (see below). This will tend to moderate prices in the areas close to towns, and a less commercial approach will often apply in any case to disposals to close relatives and neighbours.

4.27. The "relaxations" approach will need an effective system through which applicants wishing to benefit can demonstrate that they are eligible.

4.28. There are some towns very close to the County boundary (e.g. Charleville, Youghal, Mitchelstown) where distortions may arise within the 3 mile area because of different policies in adjoining Counties. Compatibility of policies in such areas will be pursued through discussions with adjoining local authorities.

4.29. If private housing (or development of sites for private housing) is not being provided in a specific town, and site availability is also poor in adjoining villages, permissions for non local demand within 3 miles of that town may be granted in cases where household circumstances make other options impracticable, and where the application is otherwise satisfactory. Generally, the Council recognises that no policy can provide for every eventuality, and that occasional departures from the specific provisions of paras 4.21-4.22 may be necessary to allow for cases where there are other compelling reasons for persons seeking to live in a specific rural location.

4.30. The net effect of the policy described in this section should be to substantially reduce the rate at which densities increase in areas close to towns.

4. HOUSING AND SETTLEMENT POLICY

Small Settlements Close to Towns

4.31. To balance the controls on new housing in rural areas close to towns, potential cluster(s) are indicated in the area chapters of the divisional volumes of this Plan, where conditions in the town housing market suggest that they would be needed. In assessing which existing small settlement or housing group is most suitable for this, the conditions for septic tanks, availability of local services, and suitability of road access are relevant considerations.

II. HOUSING POLICY AND RURAL DEVELOPMENT

4.32. In areas outside the commuting pressure areas defined in Figure 4.4, there will not be an objection in principle to individual rural houses. Particular difficulties specific to the site or proposal may however result in refusal of an application, since the planning authority has to consider the detail of the individual application as well as the general question of whether additional housing is acceptable in a given area.

4.33. Controls in the rural areas close to towns will tend to displace housebuyers who did not need to live there inwards to the towns, or outwards to lower density rural areas. It is in the latter, more remote and lower density areas that rural services are under threat, and where additional population could be positively beneficial. Such areas are in a quite different situation to areas close to the towns which normally already have good access to services, and a stronger population base to support them.

4.34. The Council will support housing proposed on an equity sharing basis in the more remote areas, as conventional local authority housing is less likely to be available there, and identification of the user before construction starts more necessary. Some households from the main cities are now opting to resettle in rural areas in the west of Ireland, and this could also be a source of additional rural population in County Cork.

Advantages of Proposed Approach

4.35. The approach described should minimise uncertainty for applicants and the delays that may result from it. The Development Plan needs to give clear guidance on how particular planning issues are to be dealt with, as otherwise they have to be decided solely on the basis of the proper planning and development of the area. It is not easy to apply or communicate the positive aspects of a policy through individual "proper planning and development" decisions, and the danger is that planning comes to be seen as something largely reactive and negative. By contrast, by having a definite policy, the intention to have as positive an effect as possible on rural communities can be expressed and given effect.

III. COASTAL AREAS AND THE LUTS AREA

4.36. Special pressures exist for homes on the coastline, and in relation to the area between Cork City and the inner ring of satellite towns, and special adaptations of the above approach are necessary to respond to this.

4.37. There is strong demand in many coastal areas for second home development. This helps support the construction industry, but there are potential drawbacks:

** in a single market of 300 million+, such areas could be swamped*

** control measures in response to such pressures can exclude local people/permanent residents from the local housing market*

** the coastline is a vital asset of limited capacity, which should be used in ways that support permanent jobs.*

** Permanent residents, or self catering complexes, create more service jobs than 2nd homes.*

4. HOUSING AND SETTLEMENT POLICY

4.38. Because of this, new individual houses in coastal areas outside zoned development areas will only be permitted where sufficiently sympathetic to its environment, well designed and located to be likely to positively enhance the local environment (site specific design by a fully qualified architect would normally be a necessary if not sufficient condition), and to be unlikely to contribute significantly to infrastructure deficiencies. Some relaxation, where the Council is satisfied that the applicant will reside in the house as a year round resident will apply. The dominant existing use - agriculture - will be maintained. For the purposes of the above policy, coastal areas are defined as areas within sight of the sea, inlets or lakes.

4.39. In South Cork, the danger of swamping of coastal locations arises from commuter housing as well as second/weekend homes. Given the much higher population within reach, relaxation of the criteria for coastal homes should apply to local needs, as defined in 4.22 above.

4.40. At the edge of Cork City, development between the City and the nearest satellite towns is in danger of destroying the separateness of the latter. The CSO already treats the City suburbs as including Ballincollig, Glanmire and Glounthaune, and as coming within a few hundred yards of Blarney, Passage, and Carrigtwohill. If much more development in the gaps occurs, the satellite towns will cease to be separate settlements in the psychological sense.

4.41. The remaining gaps between the City suburbs and the nearest settlements need to be identified and protected. Chapter 5 of the South Cork volume outlines policies for the creation of an explicit green belt incorporating and linking such gaps within 3 miles of the City edge, in which only agricultural dwellings would be allowed, and agriculture is the zoned use. Elsewhere within the green belt area, a more restrictive version of the principles outlined in para. 4.22 above will apply: this is also outlined in Chapter 5 of the South Cork volume.

4.42. As direct contact between high density housing and farmland at the edge of the City can be a problem, the LUTS Review suggested an urban edge policy, involving holding onto existing "buffer" uses, and adding in new ones where practical. This policy is also outlined in Chapter 5 of the South Cork volume.

5. INFRASTRUCTURE

Infrastructural Investment

5.1. The general thrust of the policies of the 1986 County Development Plan on infrastructure remain relevant, but some circumstances have changed in the intervening period. These are:

- * changes in the funding situation as a result of increases in the scale of EC structural funds*
- * increasing evidence that funding for sanitary services is at some relative disadvantage, and that loss of economic opportunity is likely to result*
- * the increased significance of previously minor types of infrastructure need*
- * an increased expectation that infrastructure will act as a catalyst for economic development and environmental improvement, as well as remedy existing deficiencies*

These changes are discussed at the end of the chapter.

5.2. The programme for investment in roads, water supply and drainage during period of the 1986 Plan has been updated. The infrastructure chapters in the three divisional volumes of this Review describe the needs in each division and the programmes designed to meet them.

5.3. Much of this investment is centred in the major development areas, where infrastructure is either seriously deficient and consequently hinders development or, where the advance provision of facilities is desirable in the interests of promoting development.

5.4. On the basis of the LUTS strategy, the Council is committed to improving the sanitary and road systems in the urban/industrial areas around Cork City and harbour. Many of the areas in question have, or are currently having, substantial improvements in these networks. The Council will continue to up-grade facilities in line with the strategic plan as resources permit. The ancillary re-modelling of footpaths and provision of public lighting is also proposed.

5.5. Elsewhere in the County, major improvements are planned in the infrastructure of many of the principal County towns and on the arterial road system which serves them. Details of these are given in the Divisional Plans.

Energy Networks & Services

5.6. The Bord Gais Eireann natural gas trunk network has been extended to the main industrial centres in North Cork. The potential to establish combined heat and power servicing of the main port-side industrial areas in Cork Harbour will be supported by the Council.

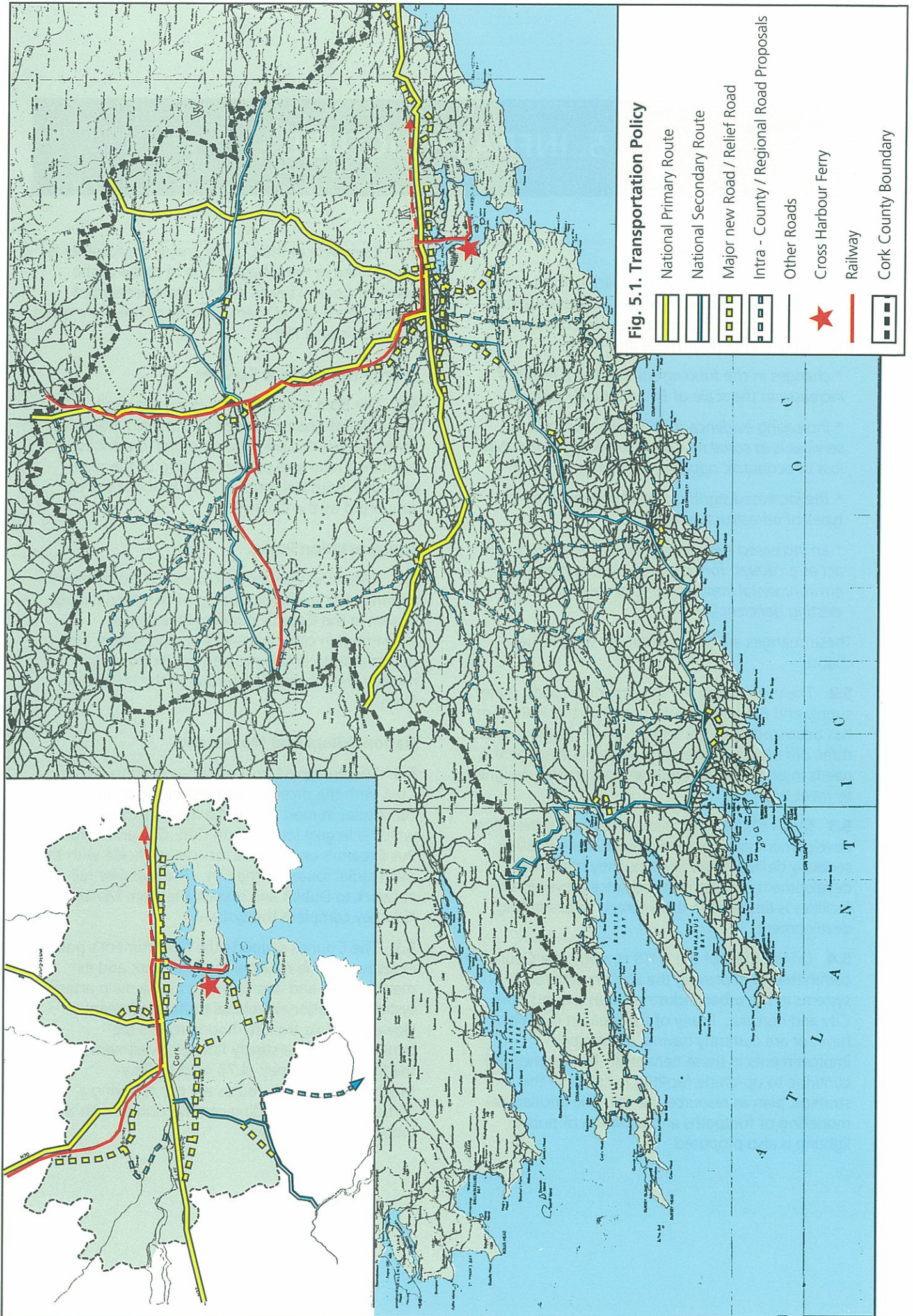
Transportation Policy

5.7. While the Council welcomes the Government's commitment to the upgrading of the arterial road system in the County, it regards the lack of investment in other parts of the road system as detrimental to economic activity. Proposals to remedy this are detailed further in the Divisional Plans.

National/Regional Movements

5.8. The principal transportation corridors linking Cork with the province and rest of the country constitute, in road terms, the national road network which is largely focussed on Cork City and harbour. Bus Eireann's express bus services co-incide with the main radial routes to the City. The mainline rail network to Dublin and branch line from Mallow-Killarney complete the system.

5.9. The Council supports the Government's policy in respect of the national road network and its maintenance and improvement as the main arterial system for national/regional traffic movement. However, while the City-bound routes are benefitting from a steady flow of investment, both the Rosslare-Killarney, N.72, and Mallow-Mitchelstown, N.73, routes are not receiving a sufficient level of funding commensurate with their intra-regional function.



5. INFRASTRUCTURE

5.10. It will be the Council's policy to secure an appropriate level of investment for both the N.72 - as a tourism corridor for the Blackwater Valley and as a connector road to Rosslare for industrial traffic - and the N.73 - as an essential industrial link road catering for movements between Killarney/Mallow and the Dublin, N.8, road. Similarly, financing of the coastal road, N.71, to Bantry will be sought on the grounds that it serves both tourism/recreational and industrial needs. Intra-regional linkages, between North Cork and the North Kerry/Shannon Estuary area are also considered to be in need of improvement in order to facilitate industrial/commuter traffic. Relief routes or by-passes will also be required for towns on arterial routes, when through traffic volumes either congest or environmentally degrade the town.

5.11. Maintenance and expansion of Bus Eireann's express bus services along the existing routes will be supported by the Council in its efforts to promote the main development centres in the County.

5.12. The Council accepts Iarnród Eireann's mainline rail emphasis on Cork and Mallow as the main factor points for both commuter and industrial traffic. However, the Council supports the retention of existing facilities capable of meeting industrial/commuter needs at Charleville and Millstreet. The LUTS Review's proposal for a through passenger service from North Cork to Cobh, with the possibility of serving other parts of East Cork in the longer term, should improve access to employment and services.

Intra-County Movement

5.13. The Council in its efforts to promote development of the County, and in particular the remoter western area, has adopted a development strategy based on the attraction of industry to selected centres in co-operation with the I.D.A. An essential part of this strategy is the maintenance of adequate transportation linkages.

5.14. Good road links between the main food industry centres will help create favourable conditions for subsuppliers and specialist services, by providing them with as extensive a local market as possible. Improving the regional routes linking North and West Cork (e.g. via Charleville- Kanturk- Millstreet- Macroom- Enniskeane-Clonakilty) would help unite the North and West Cork food sectors as a market for specialist services. It could also have benefits for tourism.

5.15. Fig. 5.1 shows the main development centres and areas within the County, and the non-national road linkages which the Council considers appropriate for carrying industrial/commuter traffic to/from these locations.

5.16. The Councils will press for a recognition of the importance of a strategic network of regional routes and a related level of investment in them.

5.17. Cork County possesses a wide and diverse range of recreational amenities, attractive to both resident and visitor. Those nearer the city accommodate both day-trip and touring or holiday based traffic; the remoter areas rely more on the latter user categories.

5.18. The Council considers the promotion of tourism a fundamental part of its County development strategy. In this context essential road improvements are required in a number of specific locations within these activity areas if the full benefit of the strategy is to be realised.

5.19. In particular, the Ring of Beara route, the Lee Valley Lake road, the Blackwater Drive east of Fermoy and a number of coastal roads east and west of Cork Harbour are deemed suitable for improvement (Fig. 5.1). It will be an objective to secure an adequate level of funding to exploit these particular resources by obtaining Government support.

Public Transport

5.20. In relatively under populated areas of the County, the level of public transport is inevitably weak. The Council regards this as a further element inhibiting its development strategy for such areas and is concerned at its continuation.

5. INFRASTRUCTURE

5.21. The weakness of public transport is part of a wider problem. At present the various rural services are in danger of being run down in a piecemeal fashion. This could lead to a domino effect, in the sense that the loss of one local service is liable to reduce the base for others. Given current unemployment levels, many of the savings achieved might be apparent rather than real. A more integrated approach could quantify and suggest ways of reducing these dangers, including perhaps ways of combining services which were difficult to sustain individually, or applying new technology or smaller vehicles to produce more cost effective solutions. A study of rural services in general is needed to explore ways in which this can be done.

Cork Land Use Transportation Study Area

5.22. This rapidly developing sub region received particular attention in the 1978 Study, which has been updated by the 1992 LUTS Review. The substantial progress made in developing the infrastructure of the LUTS area is fully documented in the LUTS Review.

5.23. The Review put forward a small number of additional infrastructure proposals, such as the Ballincollig bypass, and the upgrading and extension of the Cobh line rail service. It also emphasises the need for balanced implementation of the LUTS strategy, with road investment being balanced by measures to encourage alternative methods of transport, for instance by provision of cycleways and extension of City bus services to some satellite towns. The need to achieve a better balance between growth to the south and west of the City, and the more static East Harbour Area, was also an important theme in the Review, and one which implied a need to eliminate remaining infrastructure obstacles to development rapidly. The Council will fully support efforts to improve balance between different methods of transport, and between the two sides of Cork Harbour.

5.24. To an even greater extent than the original study, the Review sought to integrate infrastructure and economic development policies. An inter authority implementation structure has been established to ensure that this integrated approach is applied in practice.

Infrastructure Expenditure Trends in County Cork

5.25. Investment in Road Improvement and Sanitary Services increased from £18 million in 1987 to £31 million in 1991, largely as a result of increased funding from the EC.

5.26. Table 5.1 shows that the majority of infrastructure investment during the 1987 - 1991 period was on roads. Despite the major increase in infrastructure funding during the period, actual expenditure was about half that proposed in the 1986 Plan:

Table 5.1

Comparison of actual Investment 1987-91 with Programmes in 1986 County Development Plan (£m)

	1986 Plan	Actual 1987-91
Road Improvement	163	85
Sewerage	27	11
Water Supply	28	12
Total	218	108

5.27. Table 5.2 gives 1992 estimates of prospective needs. They are derived from the ERU Water and Sewerage Needs Study (1992) and (for road needs) from the 1992 County Council submission on EC Structural Funds. In the right hand column, an estimate of the number of years it would take to meet these needs, if overall funding continued at 1991 levels in real terms, and the split between the main infrastructural services was as in the 1987-91 period.

5. INFRASTRUCTURE

Table 5.2

Comparison of Estimated 1992 Needs with 1991 Rate of Investment (split as 1987-91)

	1992 Est. Needs (£m)	Years needed to satisfy
Road Improvement	330	14
Sewerage	76	25
Water Supply	81	23
Total	487	

5.28. A comparison of Tables 5.1 and 5.2 shows that estimated needs are tending to rise over time. The main reasons for this are

- * Higher EC standards in relation to sanitary services
- * Increased need for "remedial" sanitary schemes arising from development in rural areas close to towns
- * Increased expenditure plans for national primary routes
- * The need for a strategic network of regional roads

Funding of Sanitary Services

5.29. Table 5.2 shows it would take 14 years to meet current roads needs, and c. 25 to meet sanitary service needs, on the assumptions given in 5.28 above. The implied queue for sanitary service projects in particular is worrying, because of the danger that improvements which are critical for economic development, and are intended to serve locations with real potential, can get stuck in this queue for quite long periods. Table 5.3 shows that the problem is particularly acute in West Cork:

Table 5.3

Years needed to satisfy 1992 Sanitary Needs by Division with 1991 Rate of Investment (split as 1987-91)

	Water	Sewerage
South Cork	20	19
North Cork	15	26
West Cork	30	59

5.30. The County Council is already responding to this issue through a major increase in investment in water schemes, affecting all three divisions. Other desirable measures include:

- * a higher priority for sanitary services at national level
- * identification in the Divisional volumes of economically critical schemes
- * continuing monitoring of schemes to identify any scope for economies as a result of changed circumstances or where benefits, while real, are low in relation to cost.
- * identification of areas where substantial new development is not very likely (or is not very desirable), but where minor additional development could involve crossing expensive infrastructure thresholds.

5. INFRASTRUCTURE

Secondary Infrastructure Needs and Economic Development

5.31. A number of needs which have not traditionally represented a major element in infrastructure expenditure are likely to increase in importance:

* **Coastal and Flood Protection:** Significant increases in sea levels and the incidence of violent storms are among the projected effects of global warming. Sea level changes will be reinforced by slow sinking of land levels on the south coast. The report of the National Coastal Erosion Committee estimates coastal protection costs for County Cork at 26.5m. - much the highest estimate for any County, and around 20% of the estimate for the State. (County Cork has 19% of the State's coastline). The cost estimates are largely based on traditional "hard" solutions, but the report recognises that in future "soft" solutions, involving management and accepting coastline movement, will be required in many cases. Substantial costs are likely to arise in future in response to the problem in Cork.

* **Industrial Access:** The continuing crisis in the labour market makes it very important that major industrial areas have good access to the road network

* **Environmental Improvements in Commercial/Tourist Centres:** The environmental quality of the main service centres is likely to become more and more important from the point of view of employment. This is partly because mobile industry is becoming more image and environment conscious, and partly because the prospects for getting non seasonal employment from tourism depend mainly on tourists supporting service growth in towns. They are not going to do this unless towns are attractive. This means more expenditure on paving and planting, more support for restoration of key buildings, and more measures to ensure that focal areas of towns are not dominated by motor vehicles.

* **Traffic Management:** Town bypasses and new parking areas are often necessary, but rarely by themselves sufficient conditions for the achievement of pleasant and attractive town centres. It is usually necessary to take some measures to discourage vehicle use in the areas where environmental improvement is necessary, as well as to provide new facilities. This is particularly the case in relation to parking, where existing parking locations, legal or otherwise, are usually slightly more convenient than new ones. Where existing parking is a source of problems, control and enforcement measures should be introduced in parallel with new parking provision, and this should be a condition of funding.

* **Piers and Harbours:** This is an increased infrastructure requirement arising directly out of the needs of the fisheries sector. It includes development of the main fishing ports, as well as numerous small piers, which have a new role and renewed importance as mariculture access points. Road access improvements to piers with a fisheries/mariculture function are also becoming more necessary

* **Beach Facilities:** Higher standards are being provided for in response to EC standards and the blue flag scheme. This again has funding implications.

5.32. The net effect in the growth in importance of subsidiary areas of infrastructure is that evolution towards a more diverse and flexible funding pattern will be needed. This is partly a matter of convincing central government and the EC. However, there are also opportunities for more effective use of the available resources:

* A more integrated approach to definition and design of key infrastructure proposals can build in economic and environmental objectives more fully.

* There is probably some further scope for recovery of costs from project beneficiaries, by agreement or through the planning contribution system.

* Demonstration projects can sometimes be used to get the private sector interested in participating in similar projects and/or strengthen the case for funding

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Environmental Protection

6.1. Protection of the County's attractive and diverse physical environment is a necessary pre-condition for tourism development. More recently, the importance of a good environment has been accepted as a contributing factor in attracting foreign industry. For the residents of the County, and the contiguous City, an attractive physical environment is now widely perceived to be an integral component of everyday life.

6.2. Some of the most noticeable problems arise from widespread littering, shoddy or second-rate treatment of public places or amenities and the proliferation of undesirable developments along the main approaches to towns and villages and on arterial routes. The advent of improved legislative controls in the 1990 and 1992 Planning Acts, the 1990 Derelict Sites Act and the Roads Act, 1993 will strengthen planning authority's ability to deal effectively with such impacts.

6.3. The safe and economic disposal of both domestic and industrial/trade wastes is a major objective of the Council. This is essential if the County is to maintain a pollution-free environment and simultaneously accommodate the development needs of the urban centres and industrial areas. The Council has commissioned a major waste management study in the South and West Cork areas, which will cover all aspects of waste minimisation, reduction, recycling and disposal. Treatment of toxic wastes is currently being addressed at national level and a resolution to this question is of direct relevance to both existing and new process industrial developments in the Cork Area. Provision of an adequate number of suitable and well located sites through the County coupled with rigorous use of legal measures for unauthorised littering or dumping is proposed. Included in the Council's waste disposal programme are plans to develop a prototype digester for animal wastes.

6.4. The introduction of Environmental Protection legislation in the late 1980s and the establishment of an Environmental Protection Agency will entail changes in the current system of industrial controls. It is the Council's view that local expertise and control mechanisms will continue to play an important part in the regulation of industrial impacts on the environment through advice, monitoring and by assisting the new agency.

6.5. The Council's ability to maintain public amenities at a satisfactory level is dependent on community involvement. Where feasible, local communities will be encouraged and, where possible, assisted, in the task of caring for such areas. It is hoped that this will ensure a greater level of commitment by communities to the protection of amenities. Some employment opportunities, albeit of a part-time nature, are capable of being generated in this way.

6.6. A new strategy* aimed at curbing the proliferation of illegal signs alongside roads has been adopted by the Council. Its aim was to regularise the placement of essential signs and was accompanied by a drive to remove illegal signs and advertisements, particularly along main roads. The results have been partially successful due, inter alia, to changes in national tourism sign-posting standards and lack of uniformity of application. Efforts will be made to streamline the system and separate standard directional and licenced signs.

6.7. Stringent controls** will continue to be exercised on advertising both on the approaches to and within towns and villages as well as along roads in the countryside regard being had to the protection of amenities and the avoidance of traffic hazard. The scale of advertising in towns and villages will be related to the urban environment and oversized poster panels will not be permitted where they adversely affect urban amenities.

* Refer to 'Fingerpost Memo' on Local Advertising, Cork County Council

** Refer to 'General Advertising Memo', Cork County Council.

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6.8. Frontage development along the main approaches to large towns, major industrial areas and the City, where permitted, will be required to have a standard of design and landscaping appropriate to the importance of these routes. In the case of designated touring routes, other than the main arterial network, a similar standard of design will be required.

6.9. Casual trading activities along arterial routes have both diminished the aesthetic qualities of these roads, and given rise to traffic hazard. The Council will use what means are possible to prevent this happening. The Casual Trading Act, 1980 has had some beneficial effects in regulating street trading in towns.

Conservation of Built Heritage

6.10. Protection of the County's historic buildings/streetscapes and sites is a difficult task, given the available financial resources. 'Listing' of heritage items is insufficient in itself. The Council has tried to tackle the matter in three ways, namely 'listing', active conservation measures - including the granting of limited financial assistance in special circumstances - and education, by high-lighting the importance of heritage features in selected areas. Additionally, the Finance Act, 1983 allows for tax incentives to owners of historic buildings open to the public and in which investment is made in restorative works.

6.11. A sites and monuments record (SMR) of the County has been published by the Office of Public Works. Details of this have been integrated into the planning register with a view to maintaining a close check on potentially adverse impacts. It is proposed to undertake a systematic evaluation of heritage artefacts in the County in order to identify firstly individual monuments of major heritage importance, and secondly, whether clusters of monuments in the landscape of particular areas of the County have potential for enhancing tourism development.

6.12. Selective investment by the Council in remedial works on important monuments will continue. Furthermore, where monuments are in Council ownership and have a prospect of becoming major tourist attractions, efforts will be made to obtain supplementary funding or assistance from both private interest and other public bodies as in the case of Ballincollig Gunpowder Mills. The Council has also supported other groups e.g. in relation to Barryscourt Castle, to restore important heritage buildings.

Preservation of Amenities

6.13. Cork County contains a wide spectrum of natural amenities ranging from its scenic coastline to mountainous inland areas and wooded river valleys. Included are important areas of scientific interest. As previously, the County Plan 'lists' these sites and features e.g. scenic views and landscape which will require a continued protection in order to provide an attractive environment for recreational demands and the generation of tourism revenue.

6.14. Over the years there has been no diminution in the threats to these amenities and reliance solely on controls has not been as effective as the circumstances would merit. Active involvement by the State, the Council and other interested parties will be necessary to ensure an adequate level of protection. Where feasible, the Council will promote the acquisition and management of important amenities in the public interest. The Bord Failte National Plan for 1993-1997 acknowledges this in its reference to "Scenic Parks". Commercial pressures have also focussed on lands of high scenic amenity/ecological value that are of little agricultural use. The Council considers that such threats be balanced against the resultant loss of environment or amenity and the consequent overall impact on diminishing natural/scenic resources. The Council considers that legislative changes are required to address the matter. This should be supplemented by an adequately funded acquisition policy for threatened areas of importance, and measures to ensure that counter raising public funds are not available to damaging uses.

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Forestry and the Landscape

6.15. Prospects for new planting and regeneration of older woodlands have improved since 1986 as a result of the introduction of generous afforestation grants. While very extensive planting, particularly of conifers, can have environmental disadvantages, small scale deciduous woods can help integrate recent development into the landscape. In hilly areas at the edge of towns, the appearance of slopes which have already experienced some development can be improved by planting. Planting above and to the side of such development is often desirable. Specific measures to encourage this are included in a number of settlement plans.

6.16. Forestry is also one of a number of possible urban edge uses, which can help provide a buffer between higher density urban development and the countryside. The LUTS Review drew attention to positive effects of forestry around urban areas, and cited the examples of Blarney and Glanmire. Chapter 6 of the South Cork volume includes measures to encourage afforestation in appropriate locations in the LUTS area.

6.17. Many of the existing attractive and well established woodlands in the County were planted in the last century. The proportion of such woods which is now composed of trees which are reaching the end of their natural life varies, depending on species, and on how well the wood has been managed, but it is often quite high. While selective felling may be necessary in particular cases, it is desirable to avoid clearfelling, or felling on a scale where the remaining trees become unduly exposed to windthrow.

6.18. The Council has a consultative role in the felling licence process, giving it some influence on practice in this area. Replanting is usually a condition of felling licences, and the Council will support the principle that previously afforested areas should be replanted in the exercise of its planning powers.



County Council Laboratories, Inniscarra

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6.19. The procedure for making Tree Preservation Orders (TPOs) is separate from that for Development Plans, and has been used by the Council on a few occasions. The procedure normally involves mapping the trees, and is subject to appeal. Tree Preservation powers are therefore used selectively, where a strong case for its use is evident. More resources need to be put into this area to make more pro-active policy possible.

Rights of Way

6.20. The Council will seek to ensure that rights of way be maintained and protected, particularly where they have a continuing function for local access or tourism.

Coastal Zone Management

6.21. The coastal zone includes both coastal land areas and coastal waters. At present, planning authorities normally have little or no control of what happens in coastal waters, and so are not in a position to apply integrated coastal zone policies. It could only do this in conjunction with a number of other public bodies, in accordance with an agreed strategy.

6.22. The Department of the Marine is currently carrying out a Review of coastal zone policy. This may create the conditions for a more integrated approach. The Council would welcome this, and would be interested in having a strong input and involvement in coastal zone management in these circumstances.

Renewable Energy

6.23. The Council strongly supports national and international initiatives for limiting emissions of greenhouse gases and encouraging the development of renewable energy sources. The Council has taken an important step in setting up a Renewable Energy Centre in Mallow for research into, and the promotion of, renewables. It has permitted a number of smallscale hydroelectricity developments in the County and is working closely with researchers at UCC and with promoters of projects using biogas and other renewable sources.

The recently published government paper entitled "Renewable Energy - A Strategy for the Future" provides a blueprint for its development.

6.24. Wind Energy however, which is one of the technologies included in the governments' alternative energy incentive scheme, has the potential to present a number of planning difficulties. While there may be potential for small, locally based projects (of less than 1 MW) on certain carefully selected sites, the potential for larger commercial windfarms is much more limited due to scale and the nature of the landscape.

6.25. There is currently a lack of data on many aspects of wind energy in the County (eg wind speeds, landscape quality, visual impacts, technical feasibility etc.) and this would preclude the proper consideration of large scale wind farms at present. The Council will become actively involved in appropriate studies such as coastal zone management or upland management initiatives which would facilitate a detailed and integrated planning approach to windfarms. One such study into the renewable energy potential (including wind energy) of certain areas is currently being carried out under the EU APAS programme through the Council's renewable energy centre in Mallow.

6.26. Until more detailed policies in the context of the above studies are developed, therefore, the Council will be reluctant to sanction large scale windfarm developments in the County. However, it may be possible in some secluded areas where its visual impact could be minimised, to consider larger scale proposals. In any event all proposals for wind energy development will have to show that the issues of visual impact, noise, environmental and ecological impact are satisfactorily answered by the developer. For projects larger than 1MW, a formal EIA will be requested. There will be a presumption against windfarms in areas designated as scenic or visual amenity, in areas close to designated scenic routes, in wilderness areas or in areas of historical, archaeological or ecological interest.

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Telecommunications

6.27. The Council recognises the importance of telecommunications, and in particular modern mobile phone systems, for development of the economy. As required by guidelines issued by the Minister for the Environment, the Council, when considering the locational requirements of such systems, will also take into account the settlement pattern and road network, including new road proposals, in the County.

6.28. The Council will, however, only consider granting planning permission where it is satisfied the following criteria are met:

(i) In highly scenic areas eg. exposed coastal, mountain or upland areas, proposals should not significantly detract from visual amenities.

(ii) In other locations, the Council will require that local views from public roads are not unduly affected.

(iii) Proposed developments should not impinge on sites/structure of heritage value.

(iv) The developer will have to satisfy the Council, where relevant, that every reasonable effort has been made to share (co-locate) with other existing or proposed sites/masts in the vicinity of this proposal.

Where these criteria cannot be met, the Council will need to be satisfied that there are strategic considerations to justify the granting of planning permission.

