Youghal Town Council

Variation concerning lands zoned for neighbourhood centre uses at Seafield Youghal.

Part A: Adopted Variation to the Youghal Town Development Plan 2009: Variation No.2

Part B: SEA Screening Statement

Part C: Habitats Directive Screening Report

Youghal Town Council



March 2014

Document Verification Page 1 of 1

Job Title

Variation No. 2 to the Youghal town Council Town development Plan 2009

Document Title:

Variation to the Youghal Town Council Development Plan 2009

Part A: Variation to the Youghal Town Development Plan 2009: Variation

No.2

Part B: SEA Screening Statement

Part C: Habitats Directive Screening Report for Variation No. 2

Revision	Date March 2014	Filename: Variation No 2					
			Prepared by	Drawn by	Checked by	Approved by	
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1.1 Introduction

1.1.1 On the 11th of March, 2014, Youghal Town Council amended the text and zoning objectives for <u>part of</u> the Seafield Textiles site at Seafield in Youghal in order to clarify the nature of development considered appropriate on the portion of the site zoned for a neighbourhood centre.

1.2 Background.

1.2.1 Under the <u>Youghal Town Plan 2009</u> the Seafield site is zoned for two separate uses:

C-01: Existing leisure facilities and miscellaneous commercial enterprises. Development complementary and consistent with such existing usage and respecting the residential amenities of residences in the vicinity.

and

NC-01 – Neighbourhood centre: Small scale neighbourhood centre servicing the local community only and of such a scale as to avoid competing with or detracting from the services provided by the town centre and its environs. The neighbourhood centre may also include third generation office facilities in addition to other services that have been included in stated objectives.

1.2.2 In 2011 Youghal Town Council granted permission for a mixed retail and commercial development on part of the site but this was later refused on appeal by An Bord Pleanála. The board decided that the scale of convenience retail floor space proposed, in addition to the proposed commercial units, at a location removed from the core of the town, would constitute an excessive scale of development at this site, would be contrary to the NC-01 zoning objective for the site, and would adversely affect the vitality, viability and cohesiveness of the town centre.

1.3 Scope of Variation

1.3.1 This variation deals only with the portion of the site which is subject to the Neighbourhood Centre zoning objective and clarifies the intention of the Council with regard to the development of that portion of the site.

1.4 Planning Considerations

1.4.1 Youghal Town Plan 2009: The existing Youghal Town Plan 2009 sets out a detailed strategy for the development of Youghal town centre, seeking to maintain the old town centre as the primary commercial, retail, civic, social and symbolic centre of the town and to maintain the dynamic mix of uses within it. The Plan also recognises the unique historical and heritage character of the town and that certain modern uses, due to their scale or requirements, may no longer be appropriate to the town centre. The plan has identified new areas for town centre expansion—TC-01 to TC -05, makes provision for significant retail uses within the MU-01 site at the mudlands, and zones part of the Seafield site for a small scale neighbourhood centre.

- 1.4.2 The Retail Planning Guidelines 2012 emphasise that enhancing the vitality and viability of town centres in all their functions, through sequential development, is an overarching objective in retail planning. The Guidelines state that edge-of-centre / out-of-centre sites can only be considered where there are no sites or potential sites within a town centre and that retailing in locations outside of a town centre should not be of a scale that it acts as a retailing destination in its own right as this would undermine the vitality of the central area of the town.
- 1.4.3 The Council envisage that a 'mid-sized' convenience store could be suitable for this site which would meet the objectives of the neighbourhood centre zoning. Mid-sized supermarkets can comprise supermarket formats similar to those adopted by discount retailers. The onus will be on the applicants to justify the scale of the store through the submission of a Retail Impact assessment accompanying any future application"
- 1.4.4 **Urban Design**: The site occupies a prominent position on the main approach to the town from the west and is adjacent to residential development. The housing development to the immediate north of the site is accessed by a public road running through the site. Any development on the site will need to be designed to a high standard and enhance the amenities of the area.

1.5 Environmental Considerations

1.5.1 The site has not been identified as being at risk of fluvial or coastal flooding.

1.6 Adopted Variation:

- 1.6.1 The adopted variation concerns section 3.5 of Volume 2 of the Town Plan and the zoning map and consists of the following 3 elements:
 - a) A text change to section 3.5 which deals with 'Consumer Retail and Commercial Services Development' comprising the insertion of a new paragraph dealing with Neighbourhood Centres.
 - b) Alterations to Objective NC-01 Neighbourhood centre.
 - c) Alterations to the Zoning Map to adjust the boundaries between the areas zoned for neighbourhood centre uses and residential uses, to reflect the boundary of the housing development built to the north of the site. This will reduce the area zoned residential and enlarge the area zoned for neighbourhood centre uses, bringing the map in line with the situation as it exists on the ground.

1.6.2 Section 3.5 of the plan is amended by **inserting new text as follows**:

3.5 CONSUMER RETAIL AND COMMERCIAL SERVICES DEVELOPMENT AND ZONING OBJECTIVES

Strategic Objectives

It shall be an objective of this Plan to implement a niche retail strategy for the town centre and adjoining areas acknowledging the limitations of the old town centres ability to provide sufficient floor space for a population in excess of 10,000, and a larger population within 30 minutes travelling distance, while at the same time acknowledging the need to maintain the economic vibrancy of the old town centre.

It shall be an objective of the Plan that the Town Council works with the County Council

in ensuring that Youghal has an adequate retailing infrastructure commensurate with its population and aspirations.

It shall be an objective to have regard to any county wide retail strategy produced by Cork County Council, while at the same time paying particular attention to the special retail needs of Youghal town.`

It shall be an objective of the plan to ensure that petrol/diesel filling stations be distributed geographically about the town in an appropriate and convenient manner to ensure the distribution of a satisfactory number of ancillary convenience shops and filling stations about the town for the overall benefit of the local communities involved. It shall be an objective to resist the consolidation of petrol distribution services in one location or in one retailer category should such consolidation be likely, in the opinion of the Town Council, to undermine the viability of the above appropriately dispersed community filling stations/convenience stores. In the assessment of the applications for new petrol filling facilities or stations, either stand alone or ancillary to a supermarket or for the change of use of existing filling stations to non filling station usage, regard will be had to the above objective.

Development Control Objectives

A strong ethos of preserving the traditional architectural character of the town centre pervades the majority of buildings therein. It shall be an objective of the Plan to ensure that all retail functions in the old town centre maintain and enhance the existing traditional architecture of the town centre.

Retail Planning Guidelines 2000-2012

It shall be an objective of the Plan to take cognisance of the Retail Planning Guidelines 2000 2012 and any other directive or guidelines issued by the Minister in deciding applications affecting the retail function of the town.

Car Showrooms and Petrol Filling Stations/ Convenience Shops

Because of their particular spatial requirements and because of their unsuitability for location in the town centre, applications for extensions to existing facilities or for the provision of new facilities will be considered on a case-by-case basis. A key consideration will be the effect of such developments on the long-term viability of the retail function of the town.

Entertainment, Hospitality and Tourism

The Council recognises the crucial role that entertainment, hospitality and tourism plays in town centre land use and of its effect on Town Centre functions. It shall be an objective of the Plan to maintain a proper balance of retail functions and to moderate the effects of commercial competition so as to ensure that the needs and interests of all stakeholders in the town centre receive the attention and weight that they deserve.

Subject to the provision of residential accommodation for the family of the proprietor above retail premises in the Town Centre, the Council may, at its absolute discretion, assist the development.

Industrial and commercial developments shall be levied in accordance with the Development Contribution Scheme adopted by the Council.

Neighbourhood Centre:

The Council recognises that convenience retail facilities are presently concentrated at the northern side of the town centre and that there is a need to provide better facilities to serve the local needs of the southern end of town, of a scale that will not detract from viability or vitality of the town centre.

1.6.3 The original objective NC-01 is deleted and replaced with a new objective as follows:

Delete this objective:

NC-01: Neighbourhood Centre: Small scale neighbourhood centre servicing the local community only and of such a scale as to avoid competing with or detracting from the services provided by the town centre and its environs.

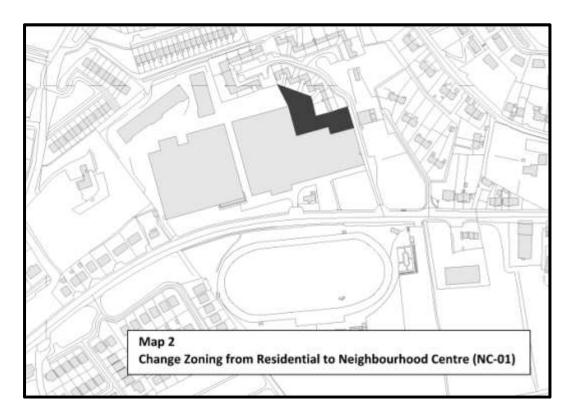
The Neighbourhood Centre may also include third generation office facilities in addition to other services that have been included in stated objectives.

And replace it with the following:

NC-01 Neighbourhood Centre: Neighbourhood centre primarily serving the convenience shopping needs of the local catchment area with a mid sized convenience store, that will not detract from the viability or vitality of the town centre. Development shall be designed to a high standard and shall protect the residential amenities of the area.

The Neighbourhood Centre may also include third generation office facilities, and residential uses.

1.6.4 The zoning map is amended to change the zoning of the area highlighted from residential to neighbourhood centre uses.



Part B: SEA Screening Statement

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1 Introduction

- 1.1.1 The purpose of carrying out this screening statement is to consider whether the Variation No. 2 to the 2009 Youghal Town Plan requires a Strategic Environment Assessment under the Planning and Development (Strategic Environmental Assessment) Regulations, 2004 and SEA (Amendment) Regulations 2011.
- 1.1.2 Article 13K 12) of the Planning and Development (Strategic Environmental Assessment) (Amendment) Regulations 2011 states that "Where a planning authority proposes to make a variation of a development plan under Section 13 of the Act, it shall, prior to giving notice under section 13 (2) of the Act, consider whether or not the proposed variation would be likely to have significant effects on the environment, taking account of relevant criteria set out in Schedule 2A."
- 1.1.3 "Screening" is defined as "the process for deciding whether a particular plan, other than those for which SEA is mandatory, would be likely to have significant environmental effects, and would thus warrant SEA" (Assessment of the Effects of Certain Plans and Programmes on the Environment, 2004, Guidelines for Regional & Planning Authorities, pg 12).
- 1.1.4 The purpose of this screening report is to determine whether the proposed variation to the Youghal Town Development Plan will or will not have any likely significant environmental effects in terms of the SEA requirements and thus whether the Variation requires a full Strategic Environmental Assessment (SEA). The criteria for determining whether an SEA is required are set out in Schedule 2A of the Planning and Development (Strategic Environmental Assessment) Regulations 2004.
- 1.1.5 SEA Screening involves formal consideration of:
 - a) the characteristics of the Plan; and
 - b) the characteristics of the environmental effects of the Plan and the area likely to be affected.
- 1.1.6 An assessment of the proposed variation in terms of the criteria set out in Schedule 2A of the Regulations will be determined once the pre screening consultation with the environmental authorities has been completed.

2 Variation to the Plan

- 2.1.1 The variation concerns part of the former Seafield Textiles site at Seafield, Youghal, section 3.5 of Volume 2 of the Town Plan and the zoning map and consists of the following 3 elements:
 - a) A text change to section 3.5 which deals with 'Consumer Retail and Commercial Services Development' comprising the insertion of a new paragraph dealing with Neighbourhood Centres.
 - b) Alterations to Objective NC-01 Neighbourhood centre.
 - c) Alterations to the Zoning Map to adjust the boundaries between the areas zoned for commercial / neighbourhood centre uses and residential uses, to reflect the boundary of the housing development built to the north of the site. This will reduce the area zoned residential and enlarge the area zoned for commercial and neighbourhood centre uses, bringing the map in line with the situation as it exists on the ground.

2.1.2 The variation will amend section 3.5 of the plan, inserting new text as follows:

3.5 CONSUMER RETAIL AND COMMERCIAL SERVICES DEVELOPMENT AND ZONING OBJECTIVES

Strategic Objectives

It shall be an objective of this Plan to implement a niche retail strategy for the town centre and adjoining areas acknowledging the limitations of the old town centres ability to provide sufficient floor space for a population in excess of 10,000, and a larger population within 30 minutes travelling distance, while at the same time acknowledging the need to maintain the economic vibrancy of the old town centre.

It shall be an objective of the Plan that the Town Council works with the County Council in ensuring that Youghal has an adequate retailing infrastructure commensurate with its population and aspirations.

It shall be an objective to have regard to any county wide retail strategy produced by Cork County Council, while at the same paying particular attention to the special retail needs of Youghal town.`

It shall be an objective of the plan to ensure that petrol/diesel filling stations be distributed geographically about the town in an appropriate and convenient manner to ensure the distribution of a satisfactory number of ancillary convenience shops and filling stations about the town for the overall benefit of the local communities involved. It shall be an objective to resist the consolidation of petrol distribution services in one location or in one retailer category should such consolidation be likely, in the opinion of the Town Council, to undermine the viability of the above appropriately dispersed community filling stations/convenience stores. In the assessment of the applications for new petrol filling facilities or stations, either stand alone or ancillary to a supermarket or for the change of use of existing filling stations to non filling station usage, regard will be had to the above objective.

Development Control Objectives

A strong ethos of preserving the traditional architectural character of the town centre pervades the majority of buildings therein. It shall be an objective of the Plan to ensure that all retail functions in the old town centre maintain and enhance the existing traditional architecture of the town centre.

Retail Planning Guidelines 2000-2012

It shall be an objective of the Plan to take cognisance of the Retail Planning Guidelines 2000 2012 and any other directive or guidelines issued by the Minister in deciding applications affecting the retail function of the town.

Car Showrooms and Petrol Filling Stations/ Convenience Shops

Because of their particular spatial requirements and because of their unsuitability for location in the town centre, applications for extensions to existing facilities or for the provision of new facilities will be considered on a case-by-case basis. A key consideration will be the effect of such developments on the long-term viability of the retail function of the town.

Entertainment, Hospitality and Tourism

The Council recognises the crucial role that entertainment, hospitality and tourism plays in town centre land use and of its effect on Town Centre functions. It shall be an objective of the Plan to maintain a proper balance of retail functions and to moderate the effects of commercial competition so as to ensure that the needs and interests of all stakeholders in the town centre receive the attention and weight that they deserve.

Subject to the provision of residential accommodation for the family of the proprietor above retail premises in the Town Centre, the Council may, at its absolute discretion, assist the development.

Industrial and commercial developments shall be levied in accordance with the Development Contribution Scheme adopted by the Council.

Neighbourhood Centre:

The Council recognises that convenience retail facilities are presently concentrated at the northern side of the town centre and that there is a need to provide better facilities to serve the local needs of the southern end of town, of a scale that will not detract from viability or vitality of the town centre.

2.1.3 The Variation will delete existing objective NC-01 and replace it with a new objective as follows:

Delete this objective:

NC-01: Neighbourhood Centre: Small scale neighbourhood centre servicing the local community only and of such a scale as to avoid competing with or detracting from the services provided by the town centre and its environs.

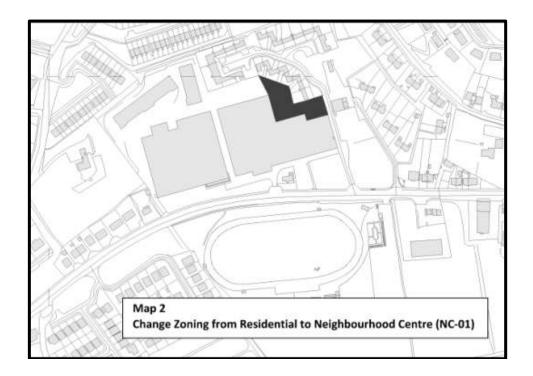
The Neighbourhood Centre may also include third generation office facilities in addition to other services that have been included in stated objectives.

And replace it with the following:

NC-01 Neighbourhood Centre: Neighbourhood centre primarily serving the convenience shopping needs of the local catchment area with a mid sized convenience store, that will not detract from viability or vitality of the town centre. Development shall be designed to a high standard and shall protect the residential amenities of the area.

The Neighbourhood Centre may also include third generation office facilities and residential uses.

2.1.4 The mapping change is as follows:



3 SEA Screening -

3.1 Evaluation of effects.

3.1.1 This section evaluates the need to SEA having regard to the criteria set out in Schedule 2A of the Planning and Development (Strategic Environmental Assessment) Regulation 2004 and the findings of the Habitats Directive Assessment Screening Statement.

Criteria for determining the likely significant effects in the environment	Likely to have significant environmental effects? (Negative)	Comment/Summary of significant environmental effects
The characteristics of plans or p	programme having re	gard, in particular, to
The degree to which the plan or programme sets a framework for activities, either with regard to the location, nature, size and operating conditions or by allocating resources.	No.	It is not considered that there is any particular significant resource allocation issues associated with the proposed variation to the Plan:
The degree to which the plan or programme influences other plans and programmes including those in a hierarchy,	No.	The Youghal Town Council Development Plan is at the lower end of the hierarchy of land use plans in the county. It is not considered that the proposed variation to the Plan would have a significant influence on other plans.
The relevance of the plan or programme for the integration of environmental	No.	It is considered that the proposed variation would have a positive effect on

Criteria for determining the likely significant effects in the environment	Likely to have significant environmental effects? (Negative)	Comment/Summary of significant environmental effects
considerations, in particular with a view to promoting sustainable development.		the redevelopment potential of this brownfield site and promote sustainable development:
Environmental problems relevant to the Plan or Programme.	No.	At present Youghal has no waste water treatment plant. It is considered that the variation would not give rise to any significant increased loading in terms of waste water.
The relevance of the plan or programme for the implementation of European Union legislation on the environment (e.g. plans and programmes linked to wastemanagement or water protection).	No.	Not relevant
2. Characteristics of the Effe particular to:	cts and of the Area	likely to be affected, having regard in
the probability, duration, frequency and reversibility of the effects,	No.	No effects likely
the cumulative nature of the effects,	No.	No effects likely
the transboundary nature of the effects,	No.	No effects likely
the risks to human health or the environment (e.g. due to accidents),	No.	Not relevant
the magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected),	No.	Not relevant
The value and vulnerability of the area likely to be affected due to: (a) Special natural characteristics or cultural heritage, (b) Exceeded environmental quality standards or limit values (c) Intensive land use.	No.	Not relevant
The effects on areas or landscapes which have recognised national, European Union or international protection status.	No.	Not relevant

4 Statutory Consultation

4.1 Consultation with Environmental Authorities

- 4.1.1 On the basis of the initial assessment outlined in Section 3, Youghal Town Council formed the view that the Variation did not have the potential to cause significant effects on the environment on the basis that adequate safeguards have been included in the Variation to mitigate against such effects.
- 4.1.2 On completion of the initial assessment in relation to SEA, Youghal Town Council consulted with specified environmental authorities as required under Article 13A (4) of the Regulations, namely :
 - a) The Environmental Protection Agency (EPA);
 - b) The Department of the Environment, Community and Local Government (DECLG);
 - c) The Department of Arts, Heritage and the Gaeltacht.
 - d) Cork County Council (as an adjoining Planning Authority)
- 4.1.3 In response, a number of submissions were received and the mains issues raised are detailed below.

Issues raised by the Department of Environment, Community and Local Government

4.1.4 The submission from the Department of Environment, Community and Local Government considered the variation to be consistent with the Retail Planning Guidelines. However, it also stated that, in determining individual planning applications arising as a result of this Variation, the Planning Authority should satisfy itself that such application is consistent with the overall approach of the Retail Planning Guidelines.

Issues raised by the Office of Public Works

4.1.5 The submission from the OPW notes that Variation documents indicate that the site is not at risk of fluvial or coastal flooding and suggests that this should be illustrated. The submission indicates that the Youghal Town Development Plan 2009 requires a stage 2 Flood Risk Assessment, including the application of the guidelines planning principles and sequential approach in relation to flood risk and the Justification Test as appropriate.

Issues raised by the Environmental Protection Agrency

4.1.6 The submission from the Environmental Protection Agency raises a number of points in relation to referencing the latest SEA legislation, the availability of infrastructure to service any development proposed and authorised during the lifetime of the plan, the environmental authorities that should be consulted as part of the process and the need to notify the EPA of the planning authorities final determination in relation to need for a SEA.

4.2 Response to the submissions

4.2.1 The contents of all the submissions were noted. In relation ot he submissions fromthe DECLG and the EPA it is considered that no further changes to the Variation are required. In relation to the Flood Risk issues rasied by the OPW, flood mapping prepared by the OPW as part of the National Preliminary Flood Risk Assessment shows that the site is not at risk of flooding although Youghal is identified as a area where further study is required (the town centre is at risk). Preliminary Flood Risk Mapping prepared by Cork County Council in 2010, and used in the preparation of the Local Area Plans, also indicates that the lands are not at risk of flooding (See maps on page 4). The site the subject of the Variation is already zoned as a neighbourhood centre. The Variation simply seeks to clarify the nature of the development considered appropriate within this existing zoning objective. On this basis, it is not intended at this time to undertake a full FRA of the Youghal Town Development Plan 2009. A full FRA will be completed during the next substantive review of the Youghal Plan.

4.3 Final Determination.

4.3.1 Based on the assessment set out in Section 3, the submissions from the Environmental Authorities and the findings of the Natura Impact Assessment, the Council has determined, in accordance with Section 13k (4) of the Planning and Development (Strategic Environmental Assessment) Regulations 2004 (SI No. 436 of 2004), as amended by the Planning and Development (Strategic Environmental Assessment) (Amendment) Regulations 2011, (SI No. 201 of 2011), that the likely effects on the environment of the variation are not such as to require a full Strategic Environmental Assessment.

Part C: Habitats Directive Screening Report for Variation No. 2 to the Youghal Town Development Plan, 2009.

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1 Introduction

1.1 Context

1.1.1 Youghal Town Council proposes to vary the Youghal Town Development Plan for part of the Seafield Textiles site at Seafield in Youghal in order to clarify the nature of development considered appropriate on the portion of the site zoned for a neighbourhood centre.

1.2 Background

1.2.1 Under the Youghal Town Plan 2009 the Seafield site is zoned for two separate uses:

C-01: Existing leisure facilities and miscellaneous commercial enterprises. Development complementary and consistent with such existing usage and respecting the residential amenities of residences in the vicinity.

and

- **NC-01** Neighbourhood centre: Small scale neighbourhood centre servicing the local community only and of such a scale as to avoid competing with or detracting from the services provided by the town centre and its environs. The neighbourhood centre may also include third generation office facilities in addition to other services that have been included in stated objectives.
- 1.2.2 In 2011 Youghal Town Council granted permission for a mixed retail and commercial development on part of the site but this was later refused on appeal by An Bord Pleanála. The board decided that the scale of convenience retail floor space proposed, in addition to the proposed commercial units, at a location removed from the core of the town, would constitute an excessive scale of development at this site, would be contrary to the NC-01 zoning objective for the site, and would adversely affect the vitality, viability and cohesiveness of the town centre.

1.3 Scope of the Variation

1.3.1 This variation seeks to clarify the intention of the Council with regard to the development of that portion of the site which is subject to the Neighbourhood Centre zoning objective. The Council envisage that a 'mid-sized' convenience store could be suitable for this site which would meet the objectives of the neighbourhood centre zoning. Mid-sized supermarkets can comprise supermarket formats similar to those adopted by discount retailers. The onus will be on the applicants to justify the scale of the store through the submission of a Retail Impact assessment accompanying any future application. The full background to this variation and text of same is set out in a document titled Youghal Town Council, Proposed Variation to the Youghal Town development Plan 2009, Variation No. 2, January 2014.

1.4 Habitats Directive Assessment

1.4.1 In accordance with requirements under the EU Habitats Directive (43/92/EEC) and EU Birds Directive (79/409/EEC), the impacts of the policies and objectives of all statutory land use plans and proposed variation to these, on certain sites that are

designated for the protection of nature (Natura 20001 sites), must be assessed as an integral part of the process of drafting, amending or varying a land use plan. This is to determine whether or not the changes being made to the plan could have negative consequences for the habitats or plant and animal species for which any of these sites are designated. This assessment process is called a Habitats Directive Assessment (HDA) and must be carried out for all stages of the process of making a variation to a land use plan.

- 1.4.2 The variation has been assessed in accordance with this requirement and the results of that assessment are presented in this report.
- 1.4.3 Habitats Directive Assessment is a process which involves the evaluation of the potential impacts of plans and projects on Natura 2000 sites and the habitats and species that they support and, where necessary, the development of mitigation measures to avoid any such impacts. It is an iterative process which runs parallel to and informs the plan making process, involving analysis and review of draft policies, or variations/amendments, as they emerge during each stage of plan making process. Within this process, regard must also be had to the potential for policies or variations to policies, to contribute to impacts which on their own may be acceptable, but which could be significant when considered in combination with the impacts arising from the implementation of other plans or policies.
- 1.4.4 Articles 6(3) of the Directive sets out the requirement for the assessment of plans and projects affecting Natura 2000 sites as follows:
 - 6(3) Any plan or project not directly connected with or necessary to the management of the site but likely to have a significant effect thereon, either individually or in combination with other plans or projects, shall be subject to appropriate assessment of its implications for the site and subject to the provision of paragraph 4, the competent national authorities shall agree to the plan or project only after having ascertained that it will not adversely affect the integrity of the site concerned and, if appropriate, after having obtained the opinion of the general public.
- 1.4.5 Article 6(4) of the Directive deals with derogation procedures, where it is decided to proceed with a plan/project despite a finding that negative impacts are likely.
 - 6(4) If, in spite of a negative assessment of the implications for the site and in the absence of alternative solutions, a plan or project must nevertheless be carried out for imperative reasons of overriding public interest, including those of social or economic nature, the Member State shall take all compensatory measures necessary to ensure that the overall coherence of Natura 2000 is protected. It shall inform the Commission of the compensatory measures adopted.

¹ Natura 2000 sites include Special Areas of Conservation designated under the Habitats Directive and Special Protection Areas designated under the Birds Directive. Special Areas of Conservation are sites that are protected because they support particular habitats and/or plant and animal species that have been identified to be threatened at EU community level. Special Protection Areas are sites that are protected for the conservation of species of birds that are in danger of extinction, or are rare or vulnerable. Special Protection Areas may also be sites that are particularly important for migratory birds. Such sites include internationally important wetlands.

- 1.4.6 Where the site concerned hosts a priority natural habitat type and/or a priority species, the only considerations which may be raised are those relating to human health or public safety, to beneficial consequences of primary importance to the environment, or further to an opinion from the Commission, to other imperative reasons of overriding public interest.
- 1.4.7 The European Union has provided guidance as to how to complete a Habitats Directive Assessment for land use plans which identifies four main stages in the process as follows:

Stage One: Screening

The process which identifies what might be likely impacts arising from a plan on a Natura 2000 site, either alone or in combination with other projects or plans, and considers whether these impacts are likely to be significant.

Stage Two: Appropriate assessment

Where the possibility of significant impacts has not been discounted by the screening process, a more detailed assessment is required. This is called an appropriate assessment and involves the consideration of the impact of the plan on the integrity of the Natura 2000 site, either alone or in combination with other projects or plans, having regard to the site's structure and function and its conservation objectives. Additionally, where there are adverse impacts, it involves an assessment of the potential mitigation of those impacts.

Stage Three: Assessment of alternative solutions

Should the conclusion of the appropriate assessment be that there are likely to be impacts which will affect the overall integrity of the Natura 2000 site, then it is required to examine alternative ways of achieving the objectives of the plan that avoids such impacts. Stage three of a Habitats Directive Assessment involves the assessment of alternative solutions.

Stage Four: Assessment where no alternative solutions exist and where adverse impacts remain.

Should it be found there are no viable alternative solutions to avoid adverse impacts on the Natura 2000 site, and should it be agreed that the plan can proceed despite such impacts (which can only be for overriding reasons of public interest), and then compensatory measures must be put in place in advance of the implementation of the plan/project. The fourth stage of the habitats directive assessment process involves the assessment of the proposed compensatory measures.

- 1.4.8 The assessment may stop at any of the above stages if significant impacts on Natura 2000 sites can be ruled out.
- 1.4.9 The requirement to carry out Habitats Directive Assessments on development plans and proposed variations and amendments to these, and the process by which this

must be completed, is set out in Section 20 (3)(e) of the Planning and Development Act 2010. Development plans including County Development Plans, Local Area Plans, Town Plans and variations to these may only be adopted where it has been shown through this process that impacts affecting the integrity of Natura 2000 sites have been ruled out. Where these have not been ruled out, the plan / variation may only proceed where it has been demonstrated that there are no reasonable alternative solutions, that there are imperative reasons of overriding public interest to proceed with the plan, and that compensatory measures have been designed, assessed, and approved by the Minister and have been put in place in advance of the adoption of the plan. In every case in which a local authority envisages approving or proceeding with a plan or project on the grounds of overriding public interest, the Minister must be consulted.

- 1.4.10 This report presents the first phase of the Habitats Directive Assessment process, being the screening of the proposed variation No. 2 to the Youghal Town Plan. The proposed modification to a zoning has been reviewed to determine whether it has the potential to give rise to significant negative impacts on any Natura 2000 sites.
- 1.4.11 The screening of the proposed variation to the Youghal Town Plan, has ruled out the potential for the changes to give rise to significant impacts on the Natura 2000 network for reasons set out below.

2 Methodology

2.1 Data Sources

2.1.1 The appropriate assessment of potential impacts on the integrity of Natura 2000 sites in this study is based on a desktop review of information relating to these sites and to the habitats and species that they support. References and data used are cited in the back of this report.

2.2 Consultation

2.2.1 This report will go on public display and be referred to Government Departments and other statutory consultees for further consideration during the consultation process. Submissions on same will be taken into consideration in the drafting of the final variation.

2.3 Approach

2.3.1 The approach taken in the making of this assessment follows European Communities, Assessment of plans and projects significantly affecting Natura 2000 sites, Methodological guidance on the provisions of Article 6(3) and (4) of the Habitats Directive 92/43/EEC, 2002, and on Local Government and Appropriate Assessment of Plans and Projects in Ireland, Guidance for Planning Authorities, 2009.

3 Variation Details

3.1 Context for Proposed Variation

3.1.1 This proposed variation deals only with the portion of the site which is subject to the Neighbourhood Centre zoning objective and seeks to clarify the intention of the Council with regard to the development of that portion of the site.

3.2 Planning Considerations

3.2.1 The existing Youghal Town Plan 2009 sets out a detailed strategy for the

development of Youghal town centre, seeking to maintain the old town centre as the primary commercial, retail, civic, social and symbolic centre of the town and to maintain the dynamic mix of uses within it. The Plan also recognises the unique historical and heritage character of the town and that certain modern uses, due to their scale or requirements, may no longer be appropriate to the town centre. The plan has identified new areas for town centre expansion – TC-01 to TC -05, makes provision for significant retail uses within the MU-01 site at the mudlands, and zones part of the Seafield site for a small scale neighbourhood centre.

- 3.2.2 The Retail Planning Guidelines 2012 emphasise that enhancing the vitality and viability of town centres in all their functions, through sequential development, is an overarching objective in retail planning. The Guidelines state that edge-of-centre / out-of-centre sites can only be considered where there are no sites or potential sites within a town centre and that retailing in locations outside of a town centre should not be of a scale that it acts as a retailing destination in its own right as this would undermine the vitality of the central area of the town.
- 3.2.3 The Council envisage that a 'mid-sized' convenience store could be suitable for this site which would meet the objectives of the neighbourhood centre zoning. Mid-sized supermarkets can comprise supermarket formats similar to those adopted by discount retailers. The onus will be on the applicants to justify the scale of the store through the submission of a Retail Impact assessment accompanying any future application.
- 3.2.4 Urban Design: The site occupies a prominent position on the main approach to the town from the west and is adjacent to residential development. The housing development to the immediate north of the site is accessed by a public road running through the site. Any development on the site will need to be designed to a high standard and enhance the amenities of the area.

3.3 Variation

- 3.3.1 The variation concerns section 3.5 of Volume 2 of the Town Plan and the zoning map and consists of the following 3 elements:
 - d) A text change to section 3.5 which deals with 'Consumer Retail and Commercial Services Development' comprising the insertion of a new paragraph dealing with Neighbourhood Centres.
 - e) Alterations to Objective NC-01 Neighbourhood centre.
 - f) Alterations to the Zoning Map to adjust the boundaries between the areas zoned for neighbourhood centre uses and residential uses, to reflect the boundary of the housing development built to the north of the site. This will reduce the area zoned residential and enlarge the area zoned for neighbourhood centre uses, bringing the map in line with the situation as it exists on the ground.

It is proposed to amend section 3.5 of the plan, inserting new text as follows:

3.5 Consumer Retail and Commercial Services Development and Zoning Objectives

Strategic Objectives

It shall be an objective of this Plan to implement a niche retail strategy for the town centre and adjoining areas acknowledging the limitations of the old town centres ability to provide sufficient floor space for a population in excess of 10,000, and a larger population within 30 minutes travelling distance, while at the same time acknowledging

the need to maintain the economic vibrancy of the old town centre.

It shall be an objective of the Plan that the Town Council works with the County Council in ensuring that Youghal has an adequate retailing infrastructure commensurate with its population and aspirations.

It shall be an objective to have regard to any county wide retail strategy produced by Cork County Council, while at the same paying particular attention to the special retail needs of Youghal town.`

It shall be an objective of the plan to ensure that petrol/diesel filling stations be distributed geographically about the town in an appropriate and convenient manner to ensure the distribution of a satisfactory number of ancillary convenience shops and filling stations about the town for the overall benefit of the local communities involved. It shall be an objective to resist the consolidation of petrol distribution services in one location or in one retailer category should such consolidation be likely, in the opinion of the Town Council, to undermine the viability of the above appropriately dispersed community filling stations/convenience stores. In the assessment of the applications for new petrol filling facilities or stations, either stand alone or ancillary to a supermarket or for the change of use of existing filling stations to non filling station usage, regard will be had to the above objective.

Development Control Objectives

A strong ethos of preserving the traditional architectural character of the town centre pervades the majority of buildings therein. It shall be an objective of the Plan to ensure that all retail functions in the old town centre maintain and enhance the existing traditional architecture of the town centre.

Retail Planning Guidelines 2000-2012

It shall be an objective of the Plan to take cognisance of the Retail Planning Guidelines 2000 2012 and any other directive or guidelines issued by the Minister in deciding applications affecting the retail function of the town.

Car Showrooms and Petrol Filling Stations/ Convenience Shops

Because of their particular spatial requirements and because of their unsuitability for location in the town centre, applications for extensions to existing facilities or for the provision of new facilities will be considered on a case-by-case basis. A key consideration will be the effect of such developments on the long-term viability of the retail function of the town.

Entertainment, Hospitality and Tourism

The Council recognises the crucial role that entertainment, hospitality and tourism plays in town centre land use and of its effect on Town Centre functions. It shall be an objective of the Plan to maintain a proper balance of retail functions and to moderate the effects of commercial competition so as to ensure that the needs and interests of all stakeholders in the town centre receive the attention and weight that they deserve.

Subject to the provision of residential accommodation for the family of the proprietor above retail premises in the Town Centre, the Council may, at its absolute discretion, assist the development.

Industrial and commercial developments shall be levied in accordance with the Development Contribution Scheme adopted by the Council.

Neighbourhood Centre:

The Council recognises that convenience retail facilities are presently concentrated at the northern side of the town centre and that there is a need to provide better facilities to serve the local needs of the southern end of town, of a scale that will not detract

from the viability or vitality of the town centre.

It is proposed to delete existing objective NC-01 and replace it with a new objective as follows:

Delete this objective:

NC-01: Neighbourhood Centre: Small scale neighbourhood centre servicing the local community only and of such a scale as to avoid competing with or detracting from the services provided by the town centre and its environs.

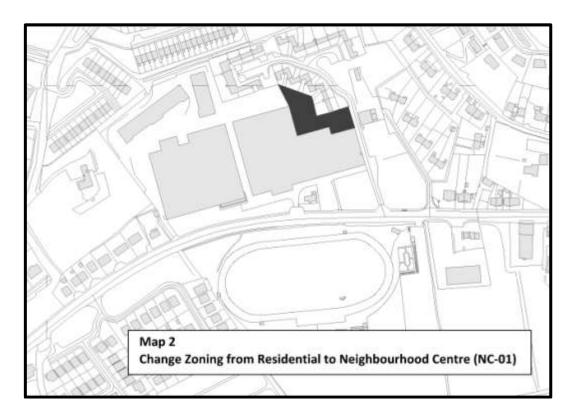
The Neighbourhood Centre may also include third generation office facilities in addition to other services that have been included in stated objectives.

And replace it with the following:

NC-01 Neighbourhood Centre: Neighbourhood centre primarily serving the convenience shopping needs of the local catchment area with a mid sized convenience store, that will not detract from the viability or vitality of the town centre. Development shall be designed to a high standard and shall protect the residential amenities of the area.

The Neighbourhood Centre may also include third generation office facilities, and residential uses.

It is proposed to amend the zoning map to change the zoning of the area highlighted from residential to neighbourhood centre uses:



4 4 Screening for Appropriate Assessment

4.1 Identification of Natura 2000 Sites to Be Screened for Impacts

4.1.1 In accordance with national guidance, Natura 2000 sites within 15km of the proposed variation have been identified to determine whether the proposed variation would be likely to give rise to negative impacts on same. Three Special Areas of Conservation and four Special Protection Areas were identified as part of the screening process. These are shown in Figure 1 and information regarding these is contained in the attached Table 1.

	Table 1: Natura 2000 Sites Identified for Screening in Relation to Proposed Variation No. 2, Youghal Town Development Plan						
Site Code	Site Name	Qualifying Interests	Features of biodiversity note and links to site data	Key planning requirements to protect / restore site integrity			
0077	Ballymacoda (Clonpriest and Pillmore) SAC (Approx. 4km from site of proposed variation).	Estuaries; Mudflats and sandflats not covered by seawater at low tide; Salicornia and other annuals colonising mud and sand; Atlantic salt meadows	This site is also designated as a Special Protection Area. It is an important site for coastal and estuarine habitats as well as wintering wetland bird species. Ballymacoda (Clonpriest and Pillmore) SAC Site Data	Maintain or restore a high standard of water quality in discharging rivers and transitional coastal zones in bay area; Prevent direct loss of estuarine habitats within the SAC; Prevent drainage of wetland habitats; Prevent contamination or deterioration of estuarine habitats.			
2123	Ardmore Head SAC (Approx. 11km from site of proposed variation).	Vegetated sea cliffs of the Atlantic and Baltic coasts; European dry heaths	This is a small headland east of Ardmore Co. Waterford. It is of conservation importance for its coastal heath habitat, and for the range of seabirds that breed here.	Prevent direct loss of terrestrial habitats within the SAC; Prevent drainage of wetland habitats;			

	Table 1: Natura 2000 Sites Identified for Screening in Relation to Proposed Variation No. 2, Youghal Town Development Plan					
			Ardmore Head SAC Site Data	Regulate visitor access / human use with potential to cause path erosion on heathland habitats within SAC.		
2170	Blackwater River (Cork/Waterford) SAC (Approx. 1km from site of proposed variation)	Mudflats and sandflats not covered by seawater at low tide; Perennial vegetation of stony banks; Salicornia and other annuals colonising mud and sand; Atlantic salt meadows; Mediterranean salt meadows; Water courses of plain to montane levels with the Ranunculion fluitantis and Callitrichobatrachion vegetation; Alluvial forest with Alnus glutinosa and Fraxinus excelsior; Old sessile oak woodlands with Ilex and Blechnum; Taxus baccata woods. Freshwater pearl mussel; White-clawed crayfish; Sea lamprey; Brook lamprey; River lamprey; Twaite shad; Atlantic Salmon; Otter	This is a very large Special Area of Conservation which extends from the western to the eastern boundaries of the north of the Cork. It has been designated for the conservation of a range of freshwater, terrestrial (woodland) and coastal and estuarine habitats and species. It overlaps with two Special Protection Areas, the Blackwater Callows downstream of Fermoy, and the Blackwater Estuary. It supports three protected plant species, Starved Wood Sedge, Killarney Fern and Pennyroyal as well as other species listed in the Irish Red Data Book, Bird's –nest Orchid, Golden Dock and Bird Cherry, as well as many native Irish animal species including mammals, birds and amphibians. Blackwater River SAC Site Data	Restore a high standard of water of water quality in surface waters in SAC; Maintain open channels to allow the free passage of fish in freshwater habitats; Maintain stable hydrological regime in surface waters in SAC; Prevent direct loss of freshwater habitats within SAC; Prevent drainage of wetland habitats; Prevent contamination or other deterioration of freshwater habitats in SAC;		

	Table 1: Natura 2000 Sites Identified for Screening in Relation to Proposed Variation No. 2, Youghal Town Development Plan				
				disturbance to Otter and Otter habitat.	
4022	Ballycotton Bay SPA (Approx. 13km from proposed SPA).	Teal: Ringed Plover: Golden Plover; Grey Plover; Lapwing; Black- tailed Godwit; Bar-tailed Godwit; Curlew; Turnstone; Common Gull; Lesser Black-backed Gull; Wetlands and Waterbirds	This site comprises two sheltered inlets which receive the flows of a number of small rivers. It supports a range of estuarine habitat types including a formerly lagoonal lake, saltmash, sand and mudflats and some shallow marine water. It supports an excellent diversity of wintering waterfowl species, and it is well known location for passage waders in the autumn. Ballycotton Bay SPA Site Data	Prevent disturbance to wintering birds; Maintain a high standard of water quality in discharging rivers and transitional coastal zones in bay area; Prevent direct loss of estuarine habitats within the SAC; Prevent drainage of wetland habitats; Prevent contamination or deterioration of estuarine habitats.	
4023	Ballymacoda Bay SPA (Approx. 2.5km from site of proposed variation)	Wigeon; Teal; Ringed Plover; Golden Plover; Grey Plover; Lapwing; Sanderling; Dunlin; Blacktailed Godwit; Bar-tailed Godwit; Curlew; Redshank; Turnstone; Black-headed Gull; Common Gull; Lesser Black-backed Gull; Wetlands and Waterbirds	This site comprises the estuary of the Womanagh River. It supports mudflats and saltmash habitats as well as wet fields, all of which are of importance for a range of wintering bird species that use this site. The site regularly supports >20,000 wintering waterfowl. It has internationally important numbers of Bar-tailed Godwit, supports large flocks of Golden Plover. It has nationally and regionally important numbers of a	Prevent disturbance to wintering birds; Maintain a high standard of water quality in discharging rivers and transitional coastal zones in bay area; Prevent direct loss of estuarine habitats within the SAC;	

	1: Natura 2000 Sites Development Plan	Identified for Screening in F	Relation to Proposed Variat	ion No. 2, Youghal
			range of other species including Brent Goose. This site overlaps with Ballymacoda (Clonpriest) Pillmore SAC. Ballymacoda Bay SPA Site Data	Prevent drainage of wetland habitats; Prevent contamination or
			<u>Site Buta</u>	deterioration of estuarine habitats.
4028	Blackwater Estuary SPA (Approx. 1km from site of proposed variation)	Wigeon; Golden plover; Lapwing; Dunlin; Black- tailed godwit; Bar-tailed godwit; Curlew; Redshank; Wetlands and Waterbirds	This is a sheltered south-facing estuary, located on the eastern boundary of Co. Cork. The principle habitat types are mudflats and sandflats, with saltmarsh fringing the estuarine channels. The site is of high ornithological importance for its variety and numbers of wintering waterfowl, in particular its internationally important population of Black-tailed Godwit, as well as a range of other species. This site overlaps with the Blackwater River SAC. Blackwater Estuary SPA Site Data	Prevent disturbance to wintering birds; Maintain or restore a high standard of water quality in discharging rivers and transitional coastal zones in bay area; Prevent direct loss of estuarine habitats within the SAC; Prevent drainage of wetland habitats; Prevent contamination or deterioration of estuarine habitats.
4192	Helvick Head to Ballyquin SPA (Approx 15km from site of proposed variation.)	Cormorant; Peregrine Falcon; Herring Gull; Kittiwake; Chough	This site which runs along the SW coast of Co. Waterford. The site includes sea cliffs which are used by breeding sea birds, and coastal heath behind the cliffs. The site supports a population of Chough, as	Prevent disturbance to breeding birds; Prevent disturbance to breeding birds; Maintain Chough

Table 1: Natura 2000 Sit Town Development Plan	dentified for Screening in Relation to Proposed Variation No. 2, Youghal
	well an in important breeding seabird population which includes Cormorant, Gull spp., Kittiwake, Razorbill, Fulmar, Shag, Guillemot and Black Guillemot. It also supports a population of breeding Peregrine Falcon. Helvick Head to
	Ballyquin SPA Site Data

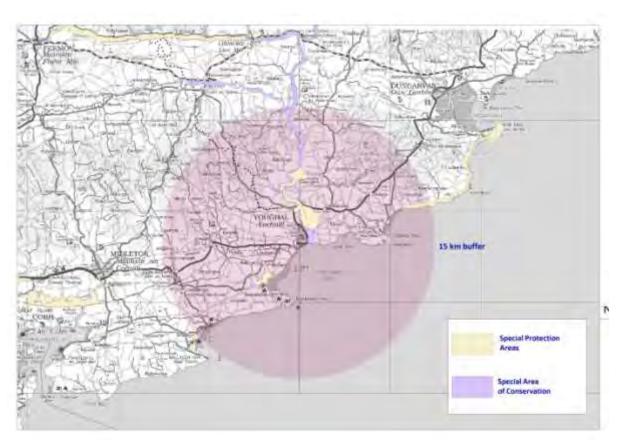


Figure 1: Natura 2000 Sites within 15km buffer

4.2 Screening Requirements

- 4.2.1 The National Parks and Wildlife Service is in the process of preparing Conservation Management Plans for all Natura 2000 sites in the country. These plans will have a range of conservation objectives which relate to the protection and enhancement of habitats and populations of species for which these sites are designated. In relation to appropriate assessment, regard must be had to potential impacts arising from the plan on the conservation objectives for all Natura 2000 sites.
- 4.2.2 The primary objective which applies to all Special Protection Areas is as follows:
 - To maintain the bird species of special conservation interest for which the SPA has been listed, at favourable conservation status.
- 4.2.3 The primary objectives which apply to Special Areas of Conservation are as follows:
 - To maintain Annex I habitats and Annex II species for which the cSAC has been selected at favourable conservation status;
 - To maintain the extent, species richness and biodiversity of the entire site.
- 4.2.4 Favourable conservation status of a habitat can be described as being achieved when its natural range, and the area it covers within that range, is stable or increasing, and the ecological factors that are necessary for its long-term maintenance exist and are likely to continue to exist for the foreseeable future, and the conservation status of its typical species is favourable as defined below.
- 4.2.5 The favourable conservation status of a species can be described as being achieved when 'population data on the species concerned indicate that it is maintaining itself, and the natural range of the species is neither being reduced or likely to be reduced for the foreseeable future, and there is and will probably continue to be, a sufficiently large habitat to maintain its populations on a long-term basis'.

4.3 Analysis of Variation

- 4.3.1 The variation was examined to identify whether the modifications being made to the zonings and text would be likely to cause significant impacts on any Natura 2000 site listed in Table 1 above, having regard to their qualifying features, their conservation objectives and the key requirements to maintain site integrity.
- 4.3.2 There is no hydrological connection between the Seafield site and any of the above listed Natura 2000 sites, and it is considered unlikely that the proposed variation would give rise to any increased pressure on water or wastewater infrastructural services in the Youghal area. Having regard to the nature of the proposed variation, the distance of the site from any of the above listed Natura 2000 sites, and the lack of hydrological connection to any Natura 2000 site, I consider that the potential for the variation to give rise to negative impacts on any of the above listed Natura 2000 sites can be ruled out.

Sito Codo	Site Name	Habitat Loss	Habitat	Disturbanc	Reduction in	Changes in
Site Code	Site Name		Fragmentation	e to Key Species	Species Richness and Density	key indicators of conservation value
0077	Ballymacoda (Clonpriest and Pillmore) SAC	X	X	X	X	X
	(Approx. 4km from site of proposed variation).					
2123	Ardmore Head SAC (Approx. 11km from site of proposed variation).	X	X	х	X	X
2170	Blackwater River (Cork/Waterford) SAC (Approx. 1km from site of	X	X	х	X	х
	proposed variation)					
4022	Ballycotton Bay SPA (Approx. 13km from proposed SPA).	X	X	X	X	Х
4023	Ballymacoda Bay SPA (Approx. 2.5km from site of proposed variation)	X	X	X	X	X
4028	Blackwater Estuary SPA (Approx. 1km from site of proposed	х	х	х	х	х

	variation)					
4192	Helvick Head to Ballyquin SPA (Approx 15km from site of proposed variation.)	Х	х	х	х	х

5 Finding of No Significant Effects Matrix

Variation Ref	Proposed Variation		
Variation No. 2, Youghal Town Development Plan, 2009	Variation concerning lands zoned for neighbourhood centre uses at Seafield Youghal.		
Natura 2000 sites within potential impact zone of the plan	Ballymacoda (Clonpriest and Pillmore) SAC Ardmore Head SAC Blackwater River (Cork/Waterford) SAC Ballycotton Bay SPA Ballymacoda Bay SPA Blackwater Estuary SPA Helvick Head to Ballyquin SPA		
Description of the variation	5.1.1 This proposed variation seeks to clarify the intention of the Council with regard to the development of that portion of the site which is subject to the Neighbourhood Centre zoning objective. The Council envisage that a 'mid-sized' convenience store could be suitable for this site which would meet the objectives of the neighbourhood centre zoning. Mid-sized supermarkets can comprise supermarket formats similar to those adopted by discount retailers. The onus will be on the applicants to justify the scale of the store through the submission of a Retail Impact assessment accompanying any future application. It is proposed to delete existing objective NC-01 and replace it with a new objective as follows: Delete this objective:		
	NC-01: Neighbourhood Centre: Small scale neighbourhood centre servicing the local community only and of such a scale as to avoid competing with or		

	detracting from the services provided by the town centre and its environs. The Neighbourhood Centre may also include third generation office facilities in addition to other services that have been included in stated objectives. And replace it with the following: NC-01 Neighbourhood Centre: Neighbourhood centre primarily serving the convenience shopping needs of the local catchment area with a mid sized convenience store, that will not detract from the viability or vitality of the town centre. Development shall be designed to a high standard and shall protect the residential amenities of the area. The Neighbourhood Centre may also include third generation office facilities, and residential uses.
Is the proposed plan directly connected with or necessary to the management of the Natura 2000 sites identified above Assessment of Signific	No ant Effects
Describe how the plan (alone or in combination is likely to affect Natura 2000 sites)	The site subject to this variation is >1.5km from any Natura 2000 site. There is no hydrological linkage between the development site and any Natura 2000 site. Having regard to the location of the development site, and the nature of the proposed variation, no potential for impacts on any of the above listed sites has been identified arising from the proposed variation.
Are there other projects or plans that together with the plan being assessed could affect the site (provide details)	No increased risk arising from the modification to the zoning has been identified, therefore no potential for the change to the zoning to contribute to increased risks to any Natura 2000 site identified.
Explain why these effects are not considered significant Appropriate Assessment Conclusion	n/a It is considered that potential negative impacts on any Natura 2000 site arising from the modification of the zoning can be screened out.

List of agencies	This report will be attached to the proposed variation
consulted	documents and will be referred to statutory consultees and
	made available to the general public during the public
	consultation process. All comments or submissions relating
	to this document, or to the proposed variation will be
	considered after consultation process and will inform the
	final variation and AA Screening Report.

6 References and Data Used

Environment, Heritage and Local Government, National Parks and Wildlife Service. 2008. The Status of EU Protected Habitats and Species in Ireland.

Environment, Heritage and Local Government, National Parks and Wildlife Service. Various Years. Natura 2000 Site Synopses.

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European Communities. 2002. Assessment of plans and projects significantly affecting Natura 2000 sites. Methodological guidance on the provisions of Article 6(3) and (4) of the Habitats Directive 92/43/EEC. Luxemburg.

