



Clare County
Development Plan
2023-2029

Draft Clare CDP 2023-2029 - Public Consultation Portal

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Submitted Time: March 28, 2022 2:31 PM

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Volume 1

Core Strategy, Settlement Strategy and Housing

Volume 3(a) Ennis Municipal District Written Statements and Settlement Maps

Ennis/Clarecastle

Volume 3(b) Shannon Municipal District Written Statements and Settlement Maps

Volume 3(c) Killaloe Municipal District Written Statements and Settlement Maps

Volume 3(d) West Clare Municipal District Written Statements and Settlement Maps

Associated Documents

Volume 8 Clare Housing Strategy

Environmental Reports

None of the above

Your Submission

Please note the following: The OS map attached is based on a current SHD application for the site, it includes a section of the public road way which is not relevant to the zoning submission attached.

Please see attached file.

Location Map



Upload Files

SUB_220324_Glenveagh Draft ClareCDP_TH.pdf, 1.9MB

21112_P_002A.pdf, 0.42MB

Submission to the Draft Clare County Development Plan 2022-2028

on behalf of Glenveagh Properties Ltd.

March 2022



McCutcheon Halley
CHARTERED PLANNING CONSULTANTS

Document Control Sheet

Client	Glenveagh Properties Ltd.	
Project Title	Draft Clare County Submission	
Document Title	Submission to the Draft Clare County Development Plan 2022-2028	
Document Comprises	Volumes	N/A
	Pages (Including Cover)	18
	Appendices	0
Prepared by	Aoife Browne	
Checked by	Tom Halley	
Office of Issue	Cork	
Document Information	Revision	1
	Status	Final
	Issue Date	March 2022

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1. Overview

This submission has been prepared by McCutcheon Halley Chartered Planning Consultants on behalf of Glenveagh Properties, in response to public notices inviting submissions from third parties and interested parties on the Draft Clare County Development Plan review in accordance with section 12(2)(b) of the Planning and Development Act 2000. Our client welcomes the publication of the Draft Clare County Development Plan (Draft Plan) 2022-2028 and the opportunity to participate in the plan making process which will inform the future development in the lifeline of the plan and beyond.

Our client is the owner of a strategic residential site in Ennis which has the benefit of an existing permission and is also currently the subject of a Strategic Housing Development (SHD) application for 298 residential units and is proposed for residential use in the draft CDP.

Overall, our client welcomes the provisions of the draft CDP, the following amendments to the draft CDP are proposed in this submission:

- Greater population/housing allocation for Ennis in the Core Strategy.
- Review of Residential Land Use Zoning strategy for Ennis and the need for a more sequential approach to residential density in line with the 2009 Sustainable Residential Development Guidelines.
- Remove the unnecessary prescriptive approach to residential density in specific zoning objectives, including in particular LDR7.
- Revise certain development management standards including the application of minimum car parking standards for residential development and excessive visitor car parking requirements.

2. Glenveagh Strategic Residential Lands - Site Context

Our clients are the owners of a key strategic site within the town of Ennis within the townland of Ballymacaula to the west of the N85 (Ennis By Pass) and just 1km from Ennis Town Centre. The total site area comprises 11.09ha (27.4 acres) hectares, as outlined in Figure 1 below – ‘Site A’ has a current planning permission for 98 no. residential units and a creche under Clare County Council Ref: 18/811 (ABP No, 306088-19, while the overall lands i.e. ‘Sites A and B’ are subject to a current Strategic Housing Development (SHD) proposal for 298 residential units and a creche.



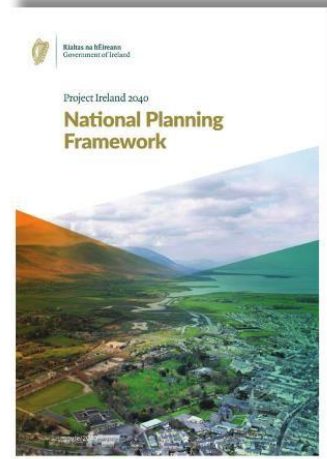
Figure 1 Site Location in Ballymacaula, Ennis

The site is within easy walking distance of Ennis Town centre and a number of local commercial, recreational and community facilities including local shops, Ennis golf course, Ennis Showgrounds and local schools. The site is bounded to the north by a new residential development, to the west and south by agricultural lands. A recent residential development under construction is located to the south of the site. The site is accessed via the Circular Road which runs to the southeast of the site.

3. Planning Policy Context

3.1 National Planning Framework – Project Ireland 2040

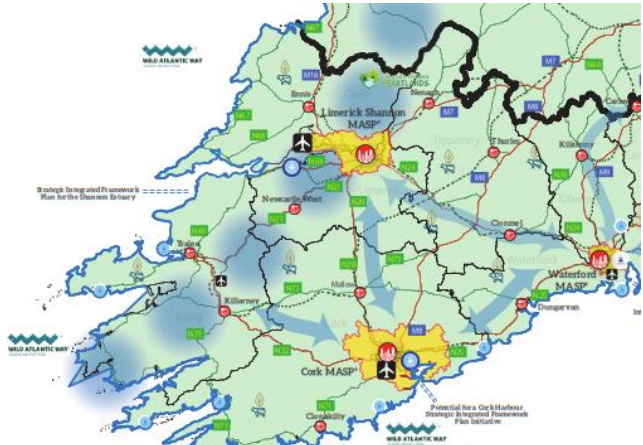
The National Planning Framework (NPF) was published in 2018 with the objective to achieve balanced regional development with a clear hierarchy and focus for residential and employment development in the main the urban centres, including Ennis. Strategic Objective 6 of the NPF states that it is an objective to “regenerate and rejuvenate cities, towns ... accommodate increased residential population and employment activity” while Objective 11 states that “there will be a presumption in favour of development that can encourage more people and generate more jobs and activity within existing cities, towns ...”.



In relation to development standards, Objective 13 states that in “urban areas, planning and related standards, including building height and car parking will be based on performance criteria that seek to achieve well-designed high-quality outcomes in order to achieve targeted growth. These standards will be subject to a range of tolerance that enables alternative solutions to be proposed to achieve stated outcomes, provided public safety is not compromised and the environment is suitably protected.”

3.2 Regional Spatial & Economic Strategy (RSES)

In the RSES, Ennis is identified as a ‘Key Town’ with a “significant zone of influence, synergy with Limerick, Shannon and Galway” functioning as a self-sustaining regional driver with a significant influence in a sub-regional context.



Regional Planning Objective (RPO) 11a states that Local Authorities are supported in targeting growth in Key Towns. RPO 13a states that it is an objective to support Ennis as a self-sustaining, regional economic driver and as a key location for investment choice in the region, to support its enhanced development based on its strategic location relative to Limerick and Galway Cities and Shannon International Airport, as well as its role as a

centre of employment and economic activity within the region.¹ Some of the key performance indicators in the RSES for Ennis (see Figure 2) show that in recent years, Ennis has performed poorly in terms of growth in population/housing, and has a very low rate of public transport/sustainable transport options. Ennis 2040 (referenced in the RSES) also acknowledges that Ennis has a disproportionate quantum of low-density housing with a very high proportion of detached dwelling houses and bungalows.

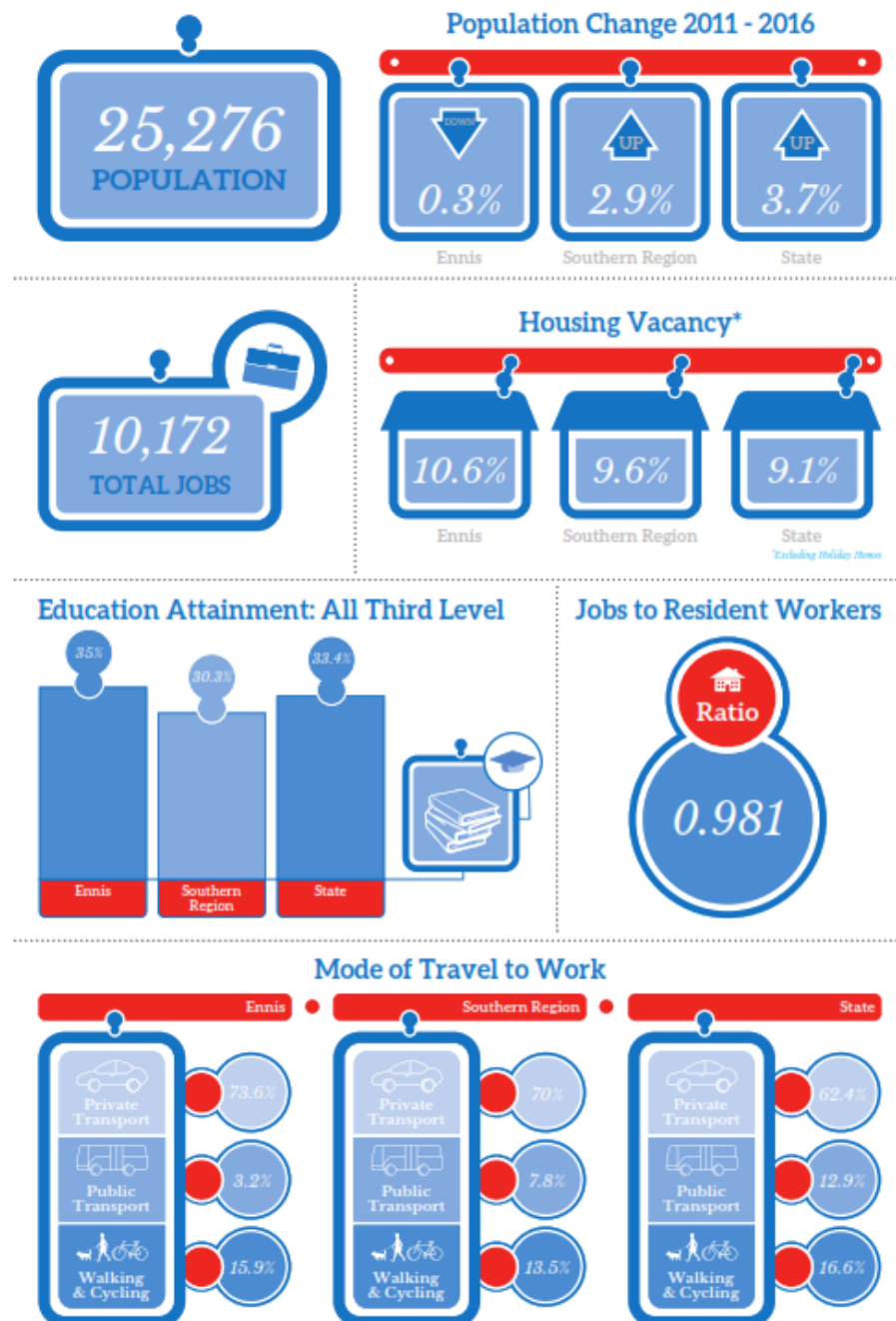


Figure 2 Extract from the RSES (p.34) – Ennis Performance Criteria

¹ RSES p.53

3.3 Sustainable Residential Development in Urban Areas (Cities, Towns & Villages)

The Guidelines for Planning Authorities on “Sustainable Residential Development in Urban Areas (Cities, Towns & Villages)” issued by the Department of the Environment, Heritage and Local Government in 2009, provides guidance in relation to the development of larger towns.

The Guidelines recommend a sequential approach to the zoning and density provisions when land is zoned for residential use in a development plan and state that planning authorities should encourage increased densities in appropriate locations such as larger towns with 5,000 or more people. This recommendation was based on three considerations which include the following:

- The trend towards smaller household sizes;
- The need to encourage the provision of affordable housing;
and
- The need to reduce CO² emissions by reducing energy consumption.

In relation to the appropriate locations for increased densities, the guidelines state that increased densities should be on residentially zoned lands in cities and towns. Section 5.11 of the Guidelines states that for ‘outer suburban/’Greenfield’ sites, a net residential density of between 35-50 dwellings per hectare should be encouraged and development at net densities less than 30 dwellings per hectare should generally be discouraged.

3.4 Clare County Development Plan 2017

The 2017 Clare County Development Plan (CDP) establishes a hierarchical network of settlements in the County, allocating related population and housing growth projections. In the 2017 CDP, Ennis is designated as a Hub Town and by far the largest settlement in County Clare. The strategic aim for Ennis is to ensure the ‘hub town’ is the driver of growth and development in both County Clare and the wider region.

The County development Plan establishes a population target of 33,497 for Ennis representing a growth of over 8,000 people on Census 2011 figures (25,360). In order to accommodate this level of population growth, it is estimated that an additional 3,166 housing units will be required during the period 2011-2023.

The Development Plan puts forward several policies which promote and support the future development of Ennis:

To ensure that Ennis, as the County Town and as a designated Hub Town in the NSS, is a driver of County and regional prosperity by harnessing its strategic location and access on the Atlantic Corridor; its strong

urban structure, existing retail, service and accommodation base and other competitive advantages'

Policy objective CDP4.7 (Housing Mix) aims to improve the range and choice of available housing throughout Clare County by ensuring developers secure a mix of house types and sizes to meet the needs of the likely future population. In response to this, the proposed housing mix has been influenced by a range of factors including:

- The desirability of providing for mixed communities and a range house types and tenures;
- The nature of existing stock in the area;
- The existing social mix in the area and the need to cater for groups such as the elderly and disabled; and
- The saleability of different types of housing having regard to the local housing market.

In the 2017 CDP, the majority of our clients' lands² are zoned 'Low Density Residential' (LDR66) to *'accommodate a low-density pattern of residential development, primarily detached family dwellings. The underlying priority shall be to ensure that the character of the settlement/area is maintained and further reinforced by a high standard of design. Proposed developments must also be appropriate in scale and nature to the areas in which they are located'*.

² A small portion to the north of the site is zoned as 'Open Space' which requires the area to be free of development and enhance the quality of the character of the area.

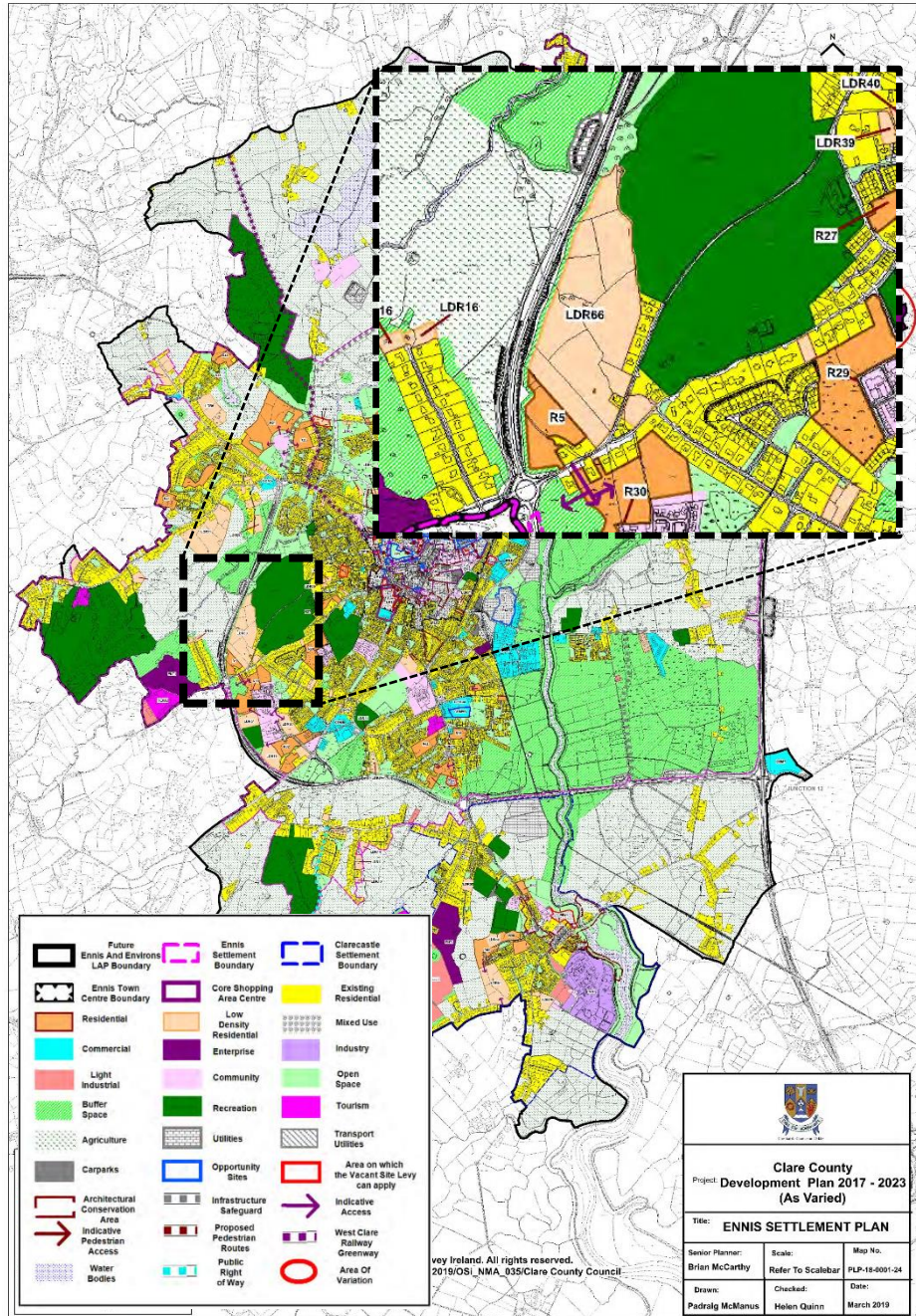


Figure 3: Extract from the 2017 CDP – Ennis Land Use Zoning

3.5 Draft Clare County Development Plan 2023-2029

The Core Strategy of the draft CDP provides a settlement hierarchy whereby Ennis is identified as a “Key Town” and by far the largest settlement within the County (Table 3.1). The Core Strategy for the County (Table 3.4 of the draft CDP) provides the overall Core Strategy for the County and identifies a population and housing allocation for Ennis of 2,705 and 1,550 respectively.

Settlement Typology	Settlement	2016 as a % of County	2016 Population	Core Strategy 2023-2029 Population Allocation	Housing Units	Brown Field (30%)	Density Units/ha	Housing Land Required in Ha	Zoning as per map in Ha	
Key Town Totals	Ennis	21.3	25,276	2,705	1,550	465	35/15	58.90	90.39	
		21.3	25,276	2,705	1,550	465		58.90	90.39	
Metropolitan Area	Shannon	8.3	9,899	1,060	552	166	35/15	20.98	N/a	
	SDZ			3,500	123+**	-	-	-	-	
	Sixmilebridge	2.2	2,669	357	186	56	35/15	7.07	7.26	
	Athlunkard	2.9	3,486	215	112	0	35/25	5.18	4.92	
	Bunratty	0.3	375	79	41	12	30/15	1.72	4.29	
	Clonlara	0.6	684	142	74	22	30/15	3.11	4.5	
	Parteen	0.7	834	50	26	0	30/15	1.56	2.6	
	Ballycannon North(Meelick)	0.8	917	50	26	8	30/20	1.00	1.73	
	Ardnacrusha	1.1	1,351	Part of unserviced rural area	Part of unserviced rural area					
	Cratloe	0.8	926							
	O'Briensbridge	0.3	325							
	Totals		18.1	21,466	5,453	1,140	342		158.42	57.48

Table 1: Core Strategy for the County - Table 3.4 from the draft CDP

In the Draft Clare County Development Plan (CDP) 2023-2029 our clients' site on the Circular Road is again proposed for 'Low Density Residential' development with the following 'LDR7' specific objective:

*"This site has the benefit of planning permission. Should future applications be made on site regard will be given to the following. Residential development on this site will be required to incorporate a buffer of sufficient width between the proposed development and the N85 to protect residential amenity. Development proposals on the site shall be accompanied by a Flood Risk Assessment to ensure that floor levels are set to an appropriate height (1-in-100 year flood event plus climate change allowance and freeboard). A Drainage Impact Assessment will also be required."*³

'Low Density Residential' zoning is defined in the plan as the "use of lands to accommodate a low-density pattern of residential development, primarily detached family dwellings. The underlying priority shall be to ensure that the character of the settlement/area is maintained and further reinforced by a high standard of design. Proposed developments must also be appropriate in scale and nature to the areas in which they are located."⁴

³ Draft Clare County Development Plan 2023-2029, p.57.

⁴ Draft Clare County Development Plan 2023-2029, p.429.

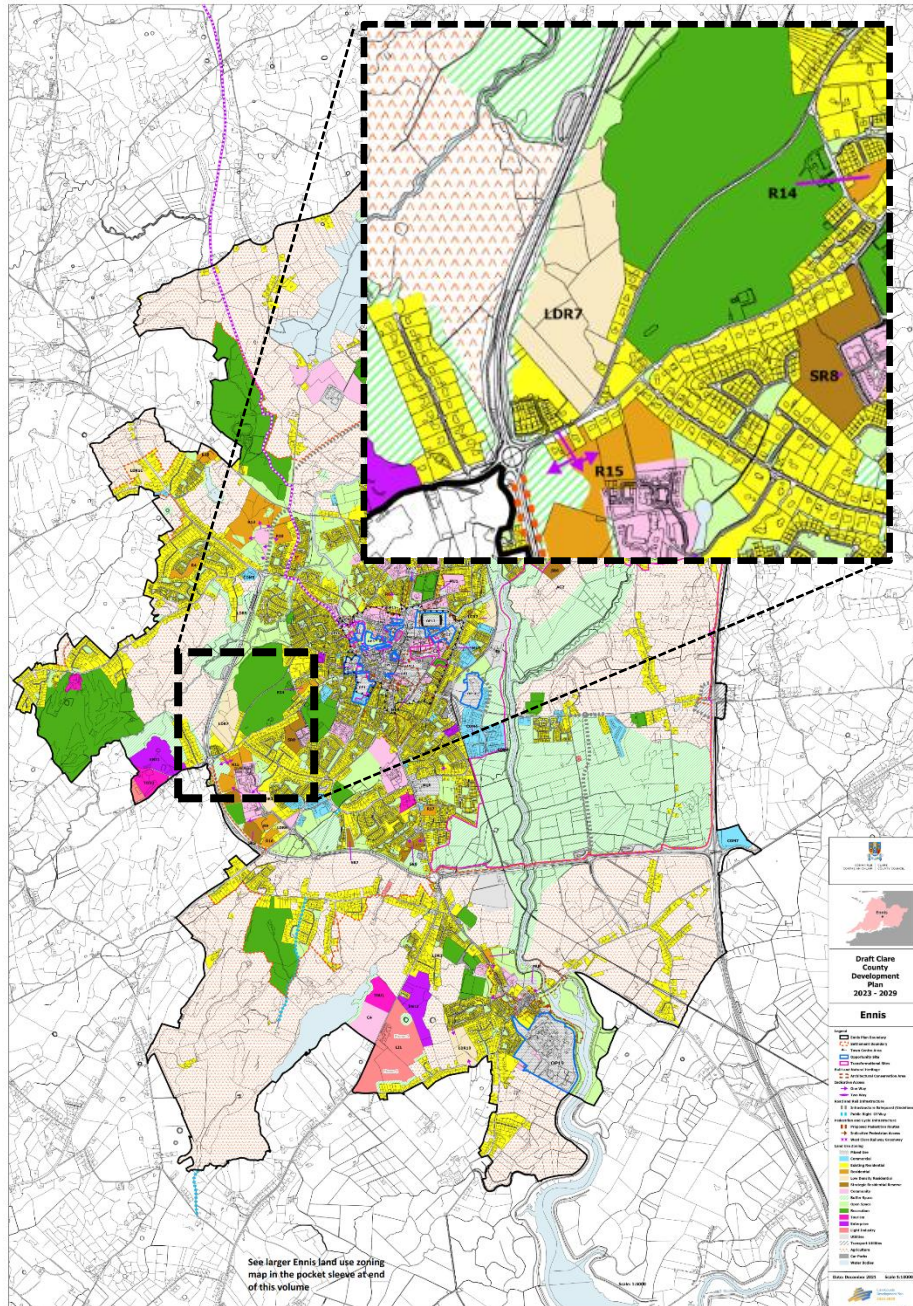


Figure 4: Extract from the Draft CDP Zoning (subject lands labelled LDR7)

Table A3 of the Draft CDP includes “Minimum” car parking standards of 1 space for 1 & 2 bed units and 2 spaces for ≥ 3 bed units. Residential developments also have a further visitor car parking requirement of 1 space per 3 residential units. Note no. 5 of Table A3 states that the “*parking requirement for residential developments is a minimum standard and can be exceeded at the discretion of the developer, based on house type, design and layout of the estate.*”

4. Planning History

Of particular relevance to the current development plan review process is the residential development submitted on our clients' lands under Clare County Council (CCC) Ref: 18/811 (ABP No. 306088-19) for 98 no. residential units, creche and ancillary development.

During their assessment of the development permitted by Clare County Council, An Bord Pleanála deferred their consideration of the case and issued a Section 137 notice stating that they considered the proposed development (as submitted to CCC) at this location with an overall net density of less than 19 units per hectare "would not be developed at a sufficiently high density to provide for an acceptable efficiency in serviceable land usage and would be contrary to the provisions of the Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas."

In response to the Board's notice, a revised, higher density scheme was submitted which the Board considered to be more appropriate and in accordance with the statutory national planning guidelines:

"The revised layout shows the dwelling units concentrated in within the area at the southern end of the site and overall masterplan area for the two-phase development and at a higher density, (for which a total number of 296 units is indicated) than the adjoining development permitted under P. A. Reg. Ref. 17/247... The dwelling mix and layout having regard to provision for sense of place and permeability with regard to cyclist and pedestrian connectivity and landscaping generally accords with the standards and recommendations within the statutory section 28 guidance: Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas and Design Manual for Urban Roads and Streets (DMURS) regarding dwelling mix, connectivity, sense of place. The density, calculated in the applicant's submissions at 30.4 units per hectare, is considered reasonable for the edge of settlement location although lower than the 35-50 unit density recommended in the Guidelines."

The Board considered that the revised proposal constituted a more acceptable residential density on the site.

5. Proposed Amendments to the Draft CDP

Overall, our client generally welcomes the provisions of the Draft CDP, including the continued residential zoning of their lands, however there are a number of important amendments to the Draft Plan, that we would ask the Council to consider as part of the review process. These are summarised as follows:

- Provide a greater population/housing allocation for Ennis in the Core Strategy.
- Revise the Residential Land Use Zoning Strategy for Ennis and the need for a more sequential approach to residential density in line with the 2009 Sustainable Residential Development Guidelines.
- Remove the unnecessary prescriptive approach to residential density in specific zoning objectives, including in particular LDR7.
- Revise certain development management standards including the application of minimum car parking standards for residential development and excessive visitor car parking requirements.

5.1 Core Strategy

As outlined in Section 3.5 of this submission, the Core Strategy of the draft CDP identifies a population and housing allocation for Ennis of 2,705 and 1,550 respectively. This is a significant reduction from the projections previously outlined in the 2017 CDP and are also modest when compared to the ESRI's (NPF Scenario) Housing Supply Targets where Appendix One Projects an annual Housing Demand for Clare County Council of 550 units per annum.

Table 16: Clare County Council		Annual Average	Total Households
A	ESRI NPF scenario projected new household demand 2017 to 2031	491	7,360
B	Actual new housing supply 2017-19	296	887
C	Homeless households, and estimated unmet demand as at Census 2016	N/A	123
D	Housing Demand 2020-31 =Total (A-B+C)/12	550	6,596

Table 2: Extract from Appendix One (Projected Housing Demand by Local Authority Area 2020-2031) of the ESRI's NPF Scenario Housing Supply Targets

Given Ennis' position as a Key town in the NPF and the RSES and given that Ennis has underperformed in terms of growth in population/housing under the 2017 CDP, we believe that there is scope to increase the housing/population allocation for the town in the forthcoming CDP.

Based on the ESRI's Housing Supply Targets, 3,300 housing units are to be completed in the County over the Plan period. While it is acknowledged that the majority of these units have been identified for Ennis in the draft CDP, given that Ennis is by far the largest urban centre in the County, it is submitted that the overall allocation should be increased for the town under the new plan i.e. greater than 50% of the County's allocation.

Proposed Amendment to the Draft Plan – Core Strategy

It is proposed that the Draft Plan should be amended so that the overall allocation for Ennis is increased above 50% of the County's allocation from 1,550 housing units (as per the draft CDP) to 1,900 units.

5.2 Residential Land Use Zoning Strategy & Density Provisions

The Guidelines for Planning Authorities on "Sustainable Residential Development in Urban Areas (Cities, Towns & Villages)" issued by the Department of the Environment, Heritage and Local Government in 2009, recommend a sequential approach to the zoning and density provisions when land is identified for residential development in a development plan.

Based on the provisions of the draft CDP including Table 3.4, it would appear that lands that are zoned 'Residential' and 'Low Density Residential' have assumed densities of 35 and 15 units per hectare respectively. While the density of 35 per hectare is in line with the 2009 Guidelines, it is submitted that the density provisions for lands zoned 'Low Density Residential' is not.

It is clear from the Board's decision under 306088-19, that any development proposal on our clients' lands that is less than 30 dwellings per hectare is not considered appropriate or in line with the 2009 Guidelines.

Furthermore, and as can be seen from Figure 5 below, the distribution of lands zoned 'Residential' and 'Low Density Residential' is not based on a sequential basis based on proximity to the town centre. As can be seen from Figure 5, the majority of the lands zoned 'Residential' are located greater than one kilometre from the town centre, while despite the fact that the entirety of our clients' lands is located less than one kilometre from the town centre, it is zoned 'Low Density Residential'.

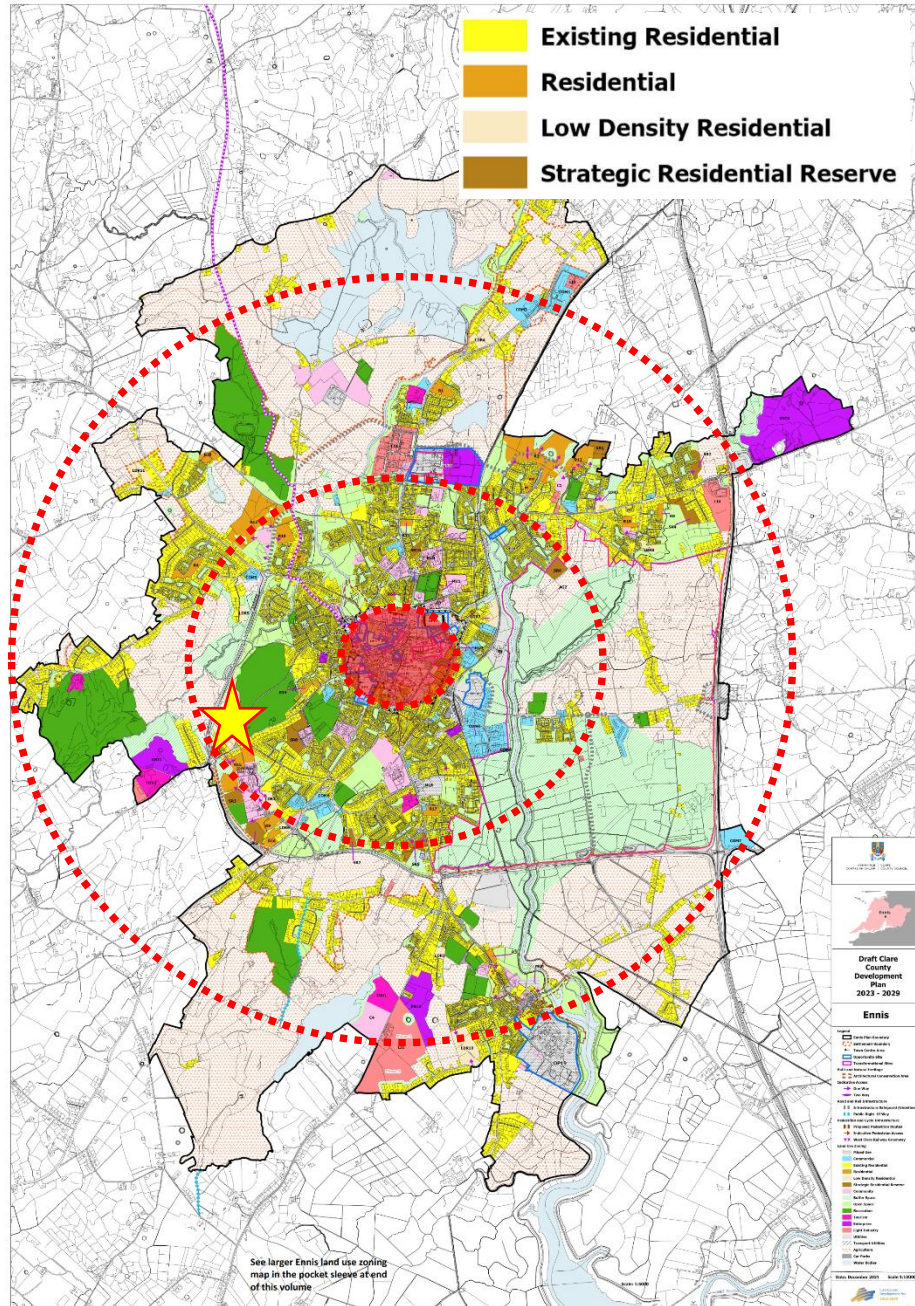


Figure 5: Draft CDP zoning for Ennis. Town centre shaded red and LDR7 site identified by a yellow star. Dashed red lines denote 1 and 2 kilometre distances from the town centre

This anomaly could easily be addressed by either by zoning our clients lands as 'Residential' or alternatively by replacing the two residential zoning categories i.e. 'Residential' and 'Low Density Residential', with one overall 'Residential' zoning with the overall density provisions being implemented on a site specific basis in line with the Guidelines on "Sustainable Residential Development in Urban Areas (Cities, Towns & Villages)".

Proposed Amendment to the Draft Plan – Zoning/Density

It is proposed that the Draft Plan should be amended his anomaly could easily be addressed by either:

- Rezoning our clients LDR 7 lands as 'Residential'

or

- Replacing the two residential zoning categories i.e. 'Residential' and 'Low Density Residential', with one overall 'Residential' zoning category with the overall density provisions being implemented on a site specific basis in line with the Guidelines on "Sustainable Residential Development in Urban Areas (Cities, Towns & Villages)".

5.3 Development Standards

As outlined in Section 3.5 of this submission, Table A3 of the Draft CDP, includes "Minimum" car parking standards of 1 space for 1 & 2 bed units and 2 spaces for ≥ 3 bed units. Residential developments also have a further visitor car parking requirement of 1 space per 3 residential units while Note no. 5 of Table A3 states that the "*parking requirement for residential developments is a minimum standard and can be exceeded at the discretion of the developer, based on house type, design and layout of the estate.*"

The draft CDP's approach to "minimum" car parking standards combined with the very onerous visitor car parking requirement of 1 space per 3 residential units is totally contrary to the encouragement of alternative/sustainable transport and national Guidelines, including Strategic Objective 13 of the NPF which states that in "*urban areas, planning and related standards, including building height and **car parking will be based on performance criteria** that seek to achieve well-designed high-quality outcomes in order to achieve targeted growth. These standards will be subject to a range of tolerance that enables alternative solutions to be proposed to achieve stated outcomes, provided public safety is not compromised and the environment is suitably protected*" (emphasis added). The continuation of such onerous car parking requirements will only exacerbate the town's current high level of private car usage (see Figure 2).

Proposed Amendment to the Draft Plan – Car Parking Standards

It is proposed to amend Table A3 of the Draft CDP, so that residential parking standards are based on site/development specific performance criteria and/or are "Maximum" standards with visitor car parking based on a Maximum requirement of 1 space per 10 residential units.

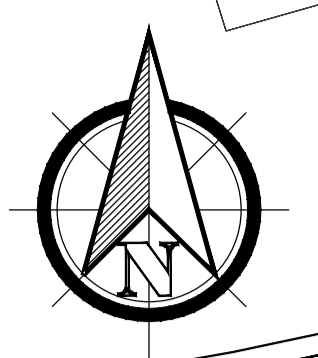
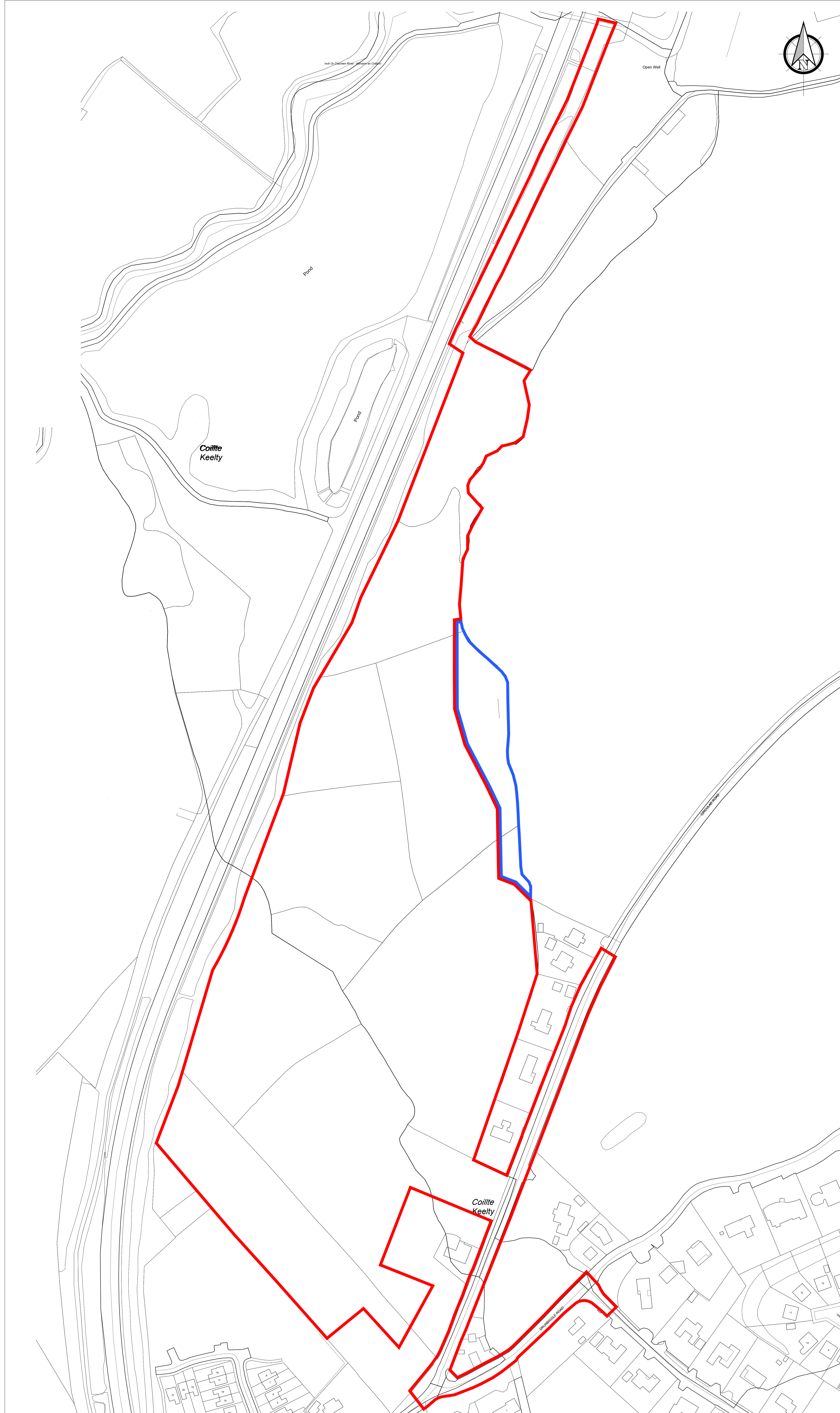
6. Summary

On behalf of our clients, we would be grateful if this submission could be given careful consideration during the preparation of the upcoming development plan.

The main points included in this submission are summarised as follows:

- Amend the Core Strategy so that the overall allocation for Ennis is increased above 50% of the County's allocation from 1,550 housing units (as per the draft CDP) to 1,900 units.
- Address the current zoning/density anomaly in the draft CDP by either rezoning our clients LDR 7 lands as 'Residential' or by replacing the two residential zoning categories i.e. 'Residential' and 'Low Density Residential', with one overall 'Residential' zoning category with the overall density provisions being implemented on a site specific basis in line with the Guidelines on "Sustainable Residential Development in Urban Areas (Cities, Towns & Villages)".
- Amend Table A3 of the Draft CDP, so that residential parking standards are based on site/development specific performance criteria and/or are "Maximum" standards, with visitor car parking also based on a Maximum requirement of 1 space per 10 residential units.

We respectfully request that the planning authority give careful consideration to the specific and strategic issues raised in this submission and we trust that our submission will be taken into account as part of the consultation process for the review of the upcoming Development Plan.



MAP DETAILS

MAP 1
 Description: Digital Cartographic Model (DCM)
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 Data Source / Reference: PRIME2
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 File Name: v_50230215_1.dwg

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Reference Index:
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Data Extraction Date:
 Date= 01-Nov-2021

Source Data Release:
 DCLMS Release V1.145.112

Product Version:
 Version= 1.3

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Project Name and Address
**PROPOSED RESIDENTIAL DEVELOPMENT
 AT BALLYMACAULA, DRUMBIGGLE,
 CIRCULAR ROAD, ENNIS, CO. CLARE.**

Drawing Title	Date
SITE LOCATION MAP	07.12.21
Drawing No.	Drawn
21112/P/002A	MP
Scale	Sheet No.
1:1000 @ A0	1 OF 2

SITE LOCATION MAP
 SCALE 1:1000

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