

### **3. PHASING AND IMPLEMENTATION**

#### **3.1 Introduction**

This chapter examines how the Waterford PLUTS might be managed over time. The first part of this chapter is concerned with the phasing issues that need to be addressed to ensure a timely and coordinated delivery of the strategy. The second part deals with implementation issues such as the co-operation and co-ordination required between the relevant local authorities including Waterford City Council, Kilkenny County Council and Waterford County Council as well as the role of Waterford PLUTS within the NSS and the organisational structures and processes required to ensure that the maximum funding can be attracted and that key strategy components can be put in place on time.

#### **3.2 Phasing – General Approach**

The phasing approach considers how in particular the development of Waterford, including the provision of housing and jobs, may be co-ordinated with the provision of new strategic infrastructure in the most efficient and economical way. The phasing proposals outlined here should be regarded as an indicative framework rather than a rigid timetable. Flexibility will be required in order to reflect changes in market conditions, which can happen suddenly and cannot be foreseen with any precision. In particular, housing targets will change as a result of the rate of job generation (or job losses), and the targets estimated here should be used for long-term strategic planning. Continuous monitoring will be an essential requirement in order to ensure that the provision of serviced development land matches requirements in terms of location, quantity, and quality.

The phasing programme has been devised as three successive phases corresponding approximately to the Development Plan periods 2003-2008, 2009-2014 and 2015-2020. Phase 4 (post 2020) has also been developed to indicate the direction and implications of growth beyond the Study period.

This is judged at this time to be the best development path that can be achieved and one that will reach a position of balanced development, whilst taking on board all relevant constraints.

This approach recognises the current direction of the housing market, the momentum of development to the south as well as in the north and the existing zoning. In the medium to longer term, the approach will allow for a gradual shift in emphasis to the Northern Suburbs.

The dates assigned to each development phase are indicative only. Each phase is intended to be self contained so, should population growth be slower than anticipated, then investments intended to facilitate Phase 2 would not be made until Phase 1 is largely completed. In a low growth scenario, the completion dates for Phase 1 would, therefore, slip by a number of years. Conversely, should demand for housing be higher than expected, development would need to be brought forward. This would mean that the release of land would be accelerated and, for example, Phase 2 would be brought forward by one or more years.

Phase 4 is not included in the proposed strategy described and quantified in **Chapter 2**, but has been included here to demonstrate that there is flexibility to increase overall provision in the PLUTS Study Area within the time span of the Plan.

*Existing Zoning and Planning Situation*

There is a substantial bank of land currently zoned residential in the current development plans for Waterford City and Environs. This includes approximately 480 hectares of relatively undeveloped residentially zoned lands located north and south of the River Suir. It is estimated, with regard to the Residential Density Guidelines, that over 13,000 dwellings could be accommodated on such lands in the Waterford City Council area of the City alone. This is in excess of predicted demand for the entire City and Environs area, which is estimated to amount to 11,508 new dwellings under the proposed strategy.



**3.3 Phasing Programme for Waterford City and Environs**

**Phasing Principles**

*Overall Strategy*

The phasing programme for Waterford City and Environs, shown in **Table 3.1** below, is designed to deliver the proposed Strategy in the most efficient and cost effective manner. Although there is a steady growth in population in each successive phase of development, it can be seen that the emphasis gradually shifts from south to north as the plan progresses. The priorities of the early part of the phasing programme are the consolidation of existing development areas and development in areas with existing or planned infrastructure. New strategic infrastructure such as drainage, water and transport will be put in place in a timely manner in advance of the development of new areas in the proceeding phases of the PLUTS. The provision of infrastructure led development is a key principle of PLUTS and will mean that development will not take place without suitable infrastructure facilities and will optimise the costs and lead in times of infrastructure provision.

**Phase 1**

Development in this phase should be concentrated on currently zoned areas south of the River Suir, particularly along existing radial roads and in Gracedieu Neighbourhood 1. The Waterford Technology Park and associated WIT campus

activities should be developed in support of this residential emphasis. Infill “brownfield” housing development on the edge of the urban core should also be actively pursued.

North of the River, Stage 1 of the North Quays redevelopment should be completed by the end of this phase along with associated infrastructure including relocating a rail passenger platform in the North Quays, the new pedestrian bridge and transport links which will support strong commercial links with the existing city centre. Currently zoned lands in Co. Kilkenny should be developed on an ongoing basis.

The following key road improvement schemes should be completed in this phase to facilitate the proposed development:

- N25 Waterford Bypass including Upstream River Crossing;
- Southern section of the Outer Ring Road.

A comprehensive package of public transport and traffic management improvements should be launched and initiated including the development of a high quality cross city public transport corridor, the first phase of which will include linking WIT/USE with the city centre and the development of a Park 'n' Ride site on the southside. The implementation of the proposed network of cycle and pedestrian routes should commence.

The implementation of the Green Route, incorporating Quality Bus Lanes (QBCs) and bus priority measures and improvements to enhance the level of bus services in Waterford should be implemented with urgency. The extension of the SCATS urban area traffic control system along with selective junction improvements should also commence early in this phase in order to bring immediate operational relief to the road traffic network in the City in advance of the completion of the N25 Bypass.

City Centre environmental initiatives should also be undertaken in the short-term so as to confer a greater sense of spatial identity to the historic core of the City.

There will also be potential to develop a retail park south of the River during this phase in an appropriate location to be determined by the Joint Retail Strategy.

It should be noted that the proposed phasing programme shown in **Table 3.1** was based on available knowledge and data at the time of drafting of the strategy. Recent developments particularly to the north of the Suir indicate that the targets for Phase 1 may be exceeded earlier than anticipated. In line with the overall strategy, this strengthens the argument for bringing forward the infrastructure investment required to bring Phase 2 on stream at an earlier date.

#### Phase 2

Redevelopment of the North Quays should be well advanced in this phase. There should be a steady build up of residential development north of the River as employment relating to office and retail developments in the North Quays accelerates and as significant industrial development comes on stream in the Belview area.

Extension of the Outer Ring Road, including the construction of the Downstream River Crossing, should commence in this phase to complement development to the north of the River.

South of the River, residential development will continue using the same pattern as in Phase 1.

The continued development of a high quality cross city public transport corridor will include the linking of the new northern suburbs with the North Quays and the City Centre as well as the development of a second Park 'n' Ride site on the northside.

Promotion of bus services and improvements to bus operations should continue on the same scale as in Phase 1. Improvements to the bus network infrastructure should be complete by the end of this phase. The development of a network of cycle routes around the City should continue.

#### Phase 3

Increased emphasis will be placed on residential development north of the River. This will be linked to improved transport links to Kilkenny and Dublin (construction of M9), the build up of employment at Belview and the completed North Quays redevelopment.

South of the River, residential development should continue in the same vein as in the previous phases and the development of Gracedieu Neighbourhood 2 should commence. There should however be a marked easing off in the numbers of new dwellings being developed south of the River.

#### Phase 4

As the final push towards a truly balanced city, the majority of development in this phase will take place north of the River on lands not yet zoned for development in County Kilkenny. This will be accompanied by the development of district shopping and support facilities. All lands currently zoned for development will have been built out by the commencement of the phase, with the exception of Gracedieu Neighbourhood 2.

The allocation of the growth in population, dwellings, workforce and employment in the three periods is summarised in **Table 3.1**.

**Table 3.1: Phasing Programme - Waterford City and Environs**

	Additional Growth Proposed			
	Phase 1 2002-2008	Phase 2 2009-2014	Phase 3 2015-2020	Total
<b>Population</b>				
North of River Suir	1332	4407	6247	11,986
South of River Suir	8360	5118	3305	16,783
<b>Total</b>	<b>9691</b>	<b>9525</b>	<b>9552</b>	<b>28,769</b>
<b>Dwellings <sup>(1)</sup></b>				
North of River Suir	533	1763	2499	4795
South of River Suir	3344	2047	1322	6713
<b>Total</b>	<b>3877</b>	<b>3810</b>	<b>3821</b>	<b>11,508</b>
<b>Workers</b>				
North of River Suir	668	1882	2502	5,052
South of River Suir	4195	2186	1324	7,705
<b>Total</b>	<b>4863</b>	<b>4068</b>	<b>3826</b>	<b>12,757</b>
<b>Jobs</b>				
North of River Suir	100	970	2071	3,041
South of River Suir	4763	3098	1755	9,716
<b>Total</b>	<b>4863</b>	<b>4068</b>	<b>3826</b>	<b>12,757</b>

(1) These figures do not take account of building to replace obsolescent stock. Obsolescence probably runs at 0.5% annually, or about 100 dwellings per year. This will amount to 2000 dwellings in the 20-year Study period. It is assumed that these are built on "brownfield" sites at densities, which match the densities of the obsolescent dwellings. No additional land provision has therefore been made for them.

### 3.4 Implementation

#### National Spatial Strategy

The NSS envisages that the regional authorities will commence preparing reviews of the existing regional strategies in 2003. This process will be supported and assisted by the regional assemblies. The NSS requires regional guidelines to be produced as one of the first key implementation steps of the strategy. The mid-term review of the NDP is scheduled to take place in 2003 and this will provide a first opportunity at national level to align the requirements of the NSS with the existing development programmes of the NDP.

Under the NSS, local authorities will have the primary responsibility to drive the preparation of integrated spatial frameworks for land use planning, urban design, transport and public service delivery. The City Development Board



(CDB) strategies will support this process by putting the elements of the spatial plan in a social and economic context.

The Waterford PLUTS will demonstrate the practical application of many of the concepts that are emerging from the NSS. Notable amongst these are the creation of critical mass, the integration of land use and transport, the efficient use of existing and planned investments in infrastructure and the provision of a high quality environment for people and inward investment. The success of Waterford will in turn help the NSS to realise its aim of balancing regional development for the benefit of the whole country.

### **Key strategic issues**

A number of issues raised by the proposed Strategy must be addressed at the implementation phase. These include the following:

- **Co-ordination and co-operation between local authorities.** The relevant local authorities include Waterford City Council, Kilkenny County Council and Waterford County Council.
- **Integration of Plan and Policies:** Integration of housing, retail and office development policies across City and County boundaries.
- **Drawing up local plans at a local level:**
  - (a) Comprehensive local plans will need to be prepared which define new roads, landscape, infrastructure, sites for schools, shops, clinics, employment areas etc. as well as housing by type; (b) Phasing and co-ordination of all the numerous inter-related actions will need to be managed; and (c) Serviced land must be delivered in a timely, assured and predictable way. Many of these issues have already been dealt with in the short and medium term, through the latest City Development Plan and the Kilkenny Waterford Environs Plan.
- **Levering public and private finance:** Advance infrastructure as well as superstructure, land delivery, etc. must be financed in a timely and co-ordinated way.
- **Marketing, Inward Investment and Location:** The successful development of Waterford is predicated on achieving inward investment at an unprecedented level. For the strategy to be successful, the required marketing and promotional effort must be integrated with other policies and programmes.
- **Integration of transport and land use planning initiatives:** Projects and policies for all modes, public and private, must be integrated with each other and with land use decisions and local layouts.
- **Plan Monitoring Revision:** Plan monitoring and revision process will require a consistent approach. A robust and practical framework for plan monitoring and revision will be required which can be applied consistently across all aspects of the PLUTS process.

## **PLUTS Implementation Model**

### **Principles and Tasks**

It is important to establish clearly some overall principles that will assist in choosing the appropriate implementation model. The tasks to be achieved must also be established, for the same purpose.

The implementation of the PLUTS plan should in particular focus on:

1. Agreeing a joint implementation and monitoring structure that facilitates efficient cooperation and co-ordination between the relevant local authorities;
2. Ensuring that all relevant agencies and major stakeholders commit to the plan;
3. Co-ordination across a range of capital projects as well as in management.
4. Providing the staff, technical and financial resources for rapid implementation of specific flagship projects in order to demonstrate the vitality of the PLUTS and the plan process;

### **General principles**

The following general principles for all areas of strategy implementation are based on the prevailing administrative and legislative environment. It is proposed that these should form the guiding principles for the implementation of the Waterford PLUTS.

- Utilise all possible aspects of existing legislative powers but avoid requirements for new legislation;
- Regard the process of establishing ownership of, and commitment to, the plan by all parties as a fundamental and on-going element of the implementation process;
- In general, choose the most efficient methods of operation;
- Choose structures and approaches which will maximise the possibility of draw-down of funds from the State and the private sector;
- Choose structures and approaches which will maximise the speed of implementation;
- Reduce uncertainty in the development process as far as possible.

### **Summary**

The local authorities in Waterford City Council, Kilkenny County Council and Waterford County Council will agree on how best to co-operate and co-ordinate on implementation issues and to agree on appropriate joint monitoring and review structures. The overall implementation process will be designed to achieve the objectives set out above in the areas of: authority/agency commitment to the plan;

providing staff, technical and financial resources for rapid implementation; and on-going management, co-ordination and review.

It is proposed that a dedicated in-house team should be set up comprising staff of all the local authorities involved for implementing and monitoring the PLUTS. This office could be staffed full-time by local authority officers and by staff from other agencies as and when required.