

LIMERICK CITY COUNCIL



PROPOSAL FOR A CITY BOUNDARY EXTENSION

Prepared in accordance with the
Local Government Act, 1991
and Regulations made thereunder

October 2004

LOCAL GOVERNMENT ACT 1991

RESOLUTION

Resolved at a meeting of the Limerick City Council held on the _____ day of _____ 2004.

"That we, the Mayor and Members of Limerick City Council, hereby approve and adopt the proposal that the boundary of the City of Limerick be altered in accordance with the provisions of Part V of The Local Government Act, 1991 and we hereby propose pursuant to the provisions of Section 29 of The Local Government Act, 1991 that the boundary of the City of Limerick be altered in accordance with the said Proposal and in accordance with the provisions of Part V of The Local Government Act, 1991 by extending the Boundary of the City of Limerick so as to include in the said City the portions of the Counties of Limerick and Clare as set out in the Schedule hereto and as more particularly specified and shown on the Map marked Map 1 referred to in and forming part of the said Proposal and we direct that our Corporate Seal be affixed to the said Proposal and to the said Map".

SCHEDULE

The townlands which it is proposed to add to the area of the City are set out below. It is proposed to include these townlands in their entirety with the exception of Ballykeelaun in Co. Clare.

LIMERICK COUNTY

Limerick N. Rural ED

- Clonmacken
- Caherdavin
- Knock
- Shanabooley
- Ballygrennan
- Clonconane
- Clondrinagh
- Coonagh East
- Coonagh West

Ballysimon ED

- Ballysimon
- Newtown
- Kilbane
- Newcastle
- Dromroe
- Sreelane
- Garryglass
- Knockananty
- Ballysimon Staunton
- Towlerton

Limerick S. Rural ED

- Rathurd (Limerick S)
- Rosbrien
- Ballysheedy East
- Rathbane South
- Reboge Meadows
- Reboge
- Singland
- Banemore
- Bohereen
- Crossagalla
- Crabbes Lane
- Monaclinoe
- Inchmore

Ballyvarra ED

- Castletroy
- Rivers
- Roxborough ED*
- Ballysheedy West
- Routagh
- Rathurd (Rox)
- Bohereen (Rox)

Ballycummin ED

- Ballykeefe
- Gouldavoher
- Dooradoyle
- Sluggary
- Ballycummin
- Bunlicky
- Skehacreggaun
- Baunacloka
- Caheranardrish
- Castlemungret
- Conigar
- Dromdarrig
- Loughlanleagh
- Loughmore Common
- Lurraga
- Monteen
- Rathmale

CLARE COUNTY

Ballyglass ED

- Garraun (Ballyglass)
- Quinnspool South
- Parteen
- St. Thomas' Island
- Fairyhill
- Kilquane
- Knockballynameath
- Gortatogher
- Ballykeelaun (part)
- Athlunkard

Shannakyle

- Cloonoughter
- Quinnspool North
- Rosmadda East
- Rosmadda West

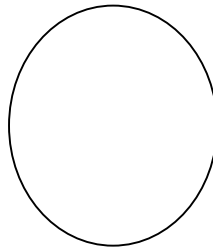
Cappavilla ED

- Clooncarhy
- Gilloge
- Garraun
- Srawickeen
- Killeely ED*
- Gortgarraun

Ballycannon ED

- Knockalisheen

Present when the Corporate Seal of the Mayor and Members of Limerick City Council was affixed hereto in the presence of



DIRECTOR OF SERVICES

MAYOR OF LIMERICK

ADMINISTRATIVE OFFICER

CITY MANAGER

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14 OCTOBER 1996**
- 2. LIMERICK CITY : HISTORY AND GOVERNMENT**
- 3. THE 1950 BOUNDARY EXTENSION**
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SUMMARY OF THE CASE FOR AN EXTENSION TO THE BOUNDARY OF LIMERICK CITY

INTRODUCTION

This summary presents the background to the proposal by Limerick City Council to extend the boundary of Limerick City. The summary outlines the essential arguments upon which the proposal is grounded.

The main body of the proposal document sets out that background and those arguments in detail and goes on to describe the implications of the proposal in terms of socio-economic, financial, administrative and organisational matters. The document concludes with a description of transitional measures and precedents.

EVENTS TO DATE

The present boundary of Limerick City, encompassing 2,086 hectares, was delineated in 1950. A petition to extend that boundary was made by Limerick City Council to the Minister for Local Government in 1974 for reasons that included a perception that the role of the city as a regional centre was being constrained and the size of the city was too small to meet the needs of its people and to function effectively as a local government unit. The 1974 petition was not determined.

A proposal, to incorporate 4,830 hectares of County Limerick and 1,621 of County Clare so as to give a total City area of 8,537 hectares, was made by resolution of Limerick City Council on 14 October 1996. Objections to the proposal were made by Limerick and Clare County Councils and by Ennis Urban District Council, Clare Against Boundary Extension, Clare Community Games and Mr. Patrick Hayes. A submission in favour of the proposal was made by Mr. Brian Downey.

The amended proposal was submitted to the Minister for the Environment on February 8th, 1999. No decision was made on the proposal by the Minister for the Environment but following representation by the Mayor of Limerick City, a letter was received from the Minister 's private secretary on July 8th 2002. In the letter, the Minister advised that due to the passage of time, the information on which the proposal was based had become obsolete and advised that a fresh proposal be made based on up-to-date information and in accordance with the 2001 Act.

This document comprises a revised proposal, updated to include financial and other information relevant to 2004. The relevant sections of the 2001 Act have not yet been commenced (October 2004) and so Limerick City Council has decided to prepare this revised proposal in accordance with the 1991 Act. The layout of the document is in accordance with the Local Government (Boundary Alteration) Regulations, 1996.

THE REASONS FOR THE CURRENT PROPOSAL

Alterations to local authority boundaries are made pursuant to the Local Government Act, 1991. The Act stipulates that the sole considerations upon which an alteration can be based are "effective and convenient local government", terms that are not defined in the Act.

Since the 1991 Act was commenced a number of boundary extensions have been granted, including, for example, the following:

	Area Pre Extension (in Ha)	Area Post Extension (in Ha)	% Increase In Area	Population 2002
Killarney	1,169	1,534	31.22	12,087
Castlebar	393	1,099	179.64	10,287
Ballina	433	1,451	235.10	9,478
Westport	813	821	0.98	5,314

The above extensions were granted in 2000, 2001 and later to extend urban administrative areas to encompass the suburbs of growing towns. These clearly demonstrate:

- That the extending of administrative boundaries is required in urban areas in order to achieve effective and convenient Local Government.
- That notwithstanding the passage of the Local Government Act of 2001, the extensions were granted under the Act of 1991.
- That the town of Killarney with a population of 12,087 persons encompasses an area 73% the size of the current Limerick City.
- That the town of Ballina with a population of 9,478 persons encompasses an area 69% the size of the current Limerick City.

The case of Limerick City Council is grounded squarely on the concept of effective and convenient local government, defined by the City Council as embracing aspects of quality, quantity and cost of service provision to the public. The concept also incorporates the principle of equity of provision to all consumers regardless of their location.

The reasons for the boundary extension are:

- Limerick City is the urban hub of the Mid-West Region. Three independent Local Authorities manage this hub. This partitioning of the hub is inimical to the effective and convenient maintenance and promotion of the wellbeing of the region.
- The promotion of Limerick requires a sense of vision for the city, the realisation of which requires an integrated set of direct and indirect strategies, best achieved by unitary governance.
- Duplication of services by the City and County Councils has led to a lowering of quality and efficiency in the delivery of these services.
- Services in the extended area, as presently administered by the County Councils, are under-resourced due to the higher priority accorded to the larger rural hinterland.
- The extended boundary will ensure that income raised in the extended area will be applied to services in the enlarged City of Limerick.
- There is insufficient land available within the current City boundary to accommodate the proper functioning and growth of the City.
- In terms of planning and development the entire Limerick city area performs as a single, complex entity. To ensure that needs and changes in the urban system are managed and directed in the most effective and convenient manner it is essential to have a single City authority.
- There is a serious social imbalance caused by the loss of population from the City to the extended area over the past thirty years, which is manifested by extreme social deprivation. Limerick City is the second

most deprived area in the country. This problem can be best addressed in a balanced way by a single local authority.

- Population aged over 65 has risen from 9% in the City to 11% and the number aged under 14 has almost halved in the past twenty years. This trend has been caused by unbalanced urban development and can only be addressed in a balanced way by a single local authority.
- In terms of enfranchisement, only the elected City Council can have the city as a whole as its sole policy focus, thus ensuring equity for and accountability to the electorate of the enlarged City.
- The provision of local services by three autonomous local authorities within a single, relatively discrete urban area militates against effective and efficient delivery of services to the citizens.
- The provision of local services by three autonomous local authorities within a single, relatively discrete urban area militates against economies of scale.
- The provision of local services by three autonomous local authorities within a single, relatively discrete urban area militates against equity in distribution.
- A single authority for the whole city will reduce delay and allow consistency in decision making by reducing the need for consultation (often prolonged), the need for consensus (not always achieved) as well as the need for co-ordination (not always effective) associated with a divided jurisdiction.
- The population of the added area is likely to lie somewhere between 54,000 and 67,000 by 2022. This could be an underestimate and the added area could be required to accommodate a population of up to 67,000 most probably exceeding that of the current City. Apart from demographic factors such as fertility and net migration, both now on the increase, the extent to which population levels in the proposed added area will grow will also be influenced by the success of policies aimed to promote balanced urban and rural development within the wider region.

FINANCIAL IMPLICATIONS

Section D sets out in detail the financial implications of this proposal on Limerick City Council, Limerick County Council and Clare County Council.

The key points are:

- Limerick City Council will have a net increase in expenditure as a result of the extension of €920,870.
- Limerick County Council will suffer a net loss of income of €535,220.
- It is proposed that a reasonable compensation will be paid to Limerick County Council to compensate them for this loss.
- Clare County Council will have a net expenditure saving of €555,749.
- It is proposed that no compensation will be sought from Clare County Council to cover the additional net expenditure.

The Needs and Resources Model is used by the Department of Environment, Heritage and Local Government to distribute general purpose grants from the Local Government Fund amongst the 88 Local Authorities in Ireland. In assessing the needs of Local Authorities the model uses target values to assess the amount of money required to provide a service by a particular Local Authority. These target values are considered “best practice” in the provision of Local Authority services and, where appropriate, they have been used in this proposal to assess the expenditure that will be required to provide the service in the added area.

It may be the case that Limerick County Council and Clare County Council will demonstrate that they are not spending the amounts of money that this proposal indicates for the added area. It is Limerick City Council’s view that should this be the case then it further proves the need for the boundary extension as it establishes that there is under investment in the provision of services in the added area by the two Local Authorities and that they are not providing services in line with best practice guidelines indicated by the Needs and Resources Model.

CONCLUDING REMARKS

The case of the City Council is well made in the DOEHLG report "Better Local Government, A Programme for Change" -

- *... a town and its built up environs need to be treated as a coherent unit*
- *... the prime concern at all times must be the effective organisation of services and convenient service to the public, to whom intra-organisational anomalies are simply a source of inconvenience*
- *... there are circumstances where boundary alterations will be necessary in the best interests of good organisational arrangements....*

The City Council submits that the proposed boundary extension will ensure effective and convenient local government for the entire Limerick urban area.

PREAMBLE

P.1 REVIEW OF RECENT EVENTS

- P.1.1 Limerick City Council (variously described as Limerick County Borough Council and Limerick Corporation) by resolution dated 14 October 1996 resolved to alter the boundary of Limerick City by extending it, so as to include certain portions of the Counties of Limerick and Clare, pursuant to the provisions of the Local Government Act, 1991 (see Appendix 1 attached hereto).
- P.1.2 The proposal, which was the subject of the resolution of 14 October 1996, passed through the statutory stages of notice, public display, etc.
- P.1.3 A submission in favour of the proposal was made by Mr. Brian Downey, Corbally.
- P.1.4 Responses opposing the proposal were made by Clare County Council and Limerick County Council, and submissions opposing the proposal were made by Ennis Urban District Council, Clare Against Boundary Extension (CABE), Clare Community Games and Mr. Patrick Hayes, Drombanna Branch of Fine Gael.
- P.1.5 Limerick City Council, following consideration of the responses to and submissions on the proposal received within the period specified, by resolution dated 8th February 1999 amended the proposal.
- P.1.6 The responses of Clare County Council and Limerick County Council were to oppose the proposal in principle. No revision to the proposal was suggested and there was no attempt at dialogue on the part of the respondents.
- P.1.7 The amended proposal was submitted to the Minister for the Environment on Feb 8th 1999.
- P.1.8 No decision was made on the proposal by the Minister for the Environment but following representation by the Mayor of Limerick City, a letter was received from the Minister 's private secretary on July 8th 2002. In the letter, the Minister advised that due to the passage of time, the information on which the proposal was based had become

obsolete and advised that a fresh proposal be made based on up-to-date information and in accordance with the 2001 Act.

P.1.9 The relevant sections of the 2001 Act have not yet been commenced (October 2004) and so the City Council has decided to prepare a revised proposal in accordance with the 1991 Act.

P.2 LIMERICK CITY : HISTORY AND GOVERNMENT

P.2.1 Limerick is said to have been founded as a settlement in the year 155 AD. As a city it is thought to have been founded by the Vikings in the 9th century. The city received its first charter in 1197. Thereafter the city grew steadily and prospered, becoming an administrative County in its own right in 1898, a status that it retains to this day. A detailed account of the administrative history of the city is set out in Appendix 2.

P.2.2 The current city boundary was determined in 1950 on foot of a petition by the City Council pursuant to the Limerick City Management Act, 1934 (see Appendix 3). The present City measures 2,086 hectares (5,155 acres).

P.2.3 In 1974 the City Council made a petition for a further boundary extension, again pursuant to the Limerick City Management Act, 1934. The 1974 application was not determined.

P.3 THE 1974 PETITION

P.3.1 The 1974 petition sought an extension of 3,822 hectares (9,440 acres) into County Limerick and 1,347 hectares (3,329 acres) into County Clare. Combined with the then current 2,086 hectares (5,155 acres), the extended City would have comprised 7,255 hectares (17,928 acres).

P.3.2 The 1971 population of the City was 57,160. The 1971 population of the extended City would have been 64,320.

P.3.3 The reasons for the 1974 petition included the following -

- (i) The role of Limerick City as a regional centre was being stifled.
- (ii) The City was too small in physical extent to meet the needs of its people.
- (iii) The area of the City was too small to function properly as a planning authority area.
- (iv) The area of the City was too small to meet then current and future needs of employment and housing.
- (v) Persons who were dependent upon services provided by Limerick City Council were without a franchise in that they were not in the electorate of Limerick City Council.

The reasons for the 1974 petition are set out in greater detail in Appendix 4.

P.3.4 It is the contention of the City Council that the reasons for the 1974 boundary extension petition have become more pressing in the interim and that the speed of change has been accelerating, to the detriment of the City as a whole.

P.4 RELEVANT DOCUMENTS AND EVENTS

P.4.1 Documents and events relevant to the subject proposal include the following -

- Report of the County and City Electoral Area Boundaries Commission, 1985.
- Report of the Advisory Expert Committee on Local Government Reorganisation and Reform, 1991.
- Statement of March 1991 on Local Government Reform and 1994 Revision of Boundaries for Local Election Purposes.
- Boundary Extensions to other Cities and Towns.

P.4.2 The documents and events listed above are discussed in Appendix 5.

P.5 LAYOUT OF PROPOSAL

P.5.1 The Local Government (Boundary Alteration) Regulations, 1996 set out in article 4 the required content of a proposal for a boundary extension. The requirements are itemised as paragraphs (a) to (g) of the said article 4. The proposal follows the same (a) to (g) sequence of topics in the form of Sections A to G below.