



Development

Permission is being sought for a new development in the grounds of the former Cillghrian Glebe, a Protected Structure (RPS No. 208) in the Architectural Conservation Area. The development comprises 22 no. two storey townhouse units with an additional attic bedroom and a tourist accommodation block of two and three floors containing 36 no. bedroom suites. The intended use of the townhouses is for sale or long-term letting as dwellings and/or for short-term/holiday letting. A temporary coach and car park will be provided on site during the building works. Access to the development is from Chapel Street using the existing entrance reformed and existing pedestrian entrances are available from Main Street and Chapel Street. The application includes for new site drainage works, roads and parking together with associated landscape works to protect the integrity and

	setting of Cillghrian Glebe and Mount Charles Lodge.
Location	Chapel Street, Cillghrian Glebe, Slane, Co. Meath.
Planning Authority	Meath County Council
Planning Authority Reg. Ref.	LB/170270
Applicant(s)	Land & Heritage Properties Holdings Ltd.
Type of Application	Permission.
Planning Authority Decision	Grant Permission.
Type of Appeal	Third Party
Appellant(s)	1. Brian B. Taylor. 2. Emer and Karen Maloney.
Observer(s)	None.
Date of Site Inspection	5 th February 2018.
Inspector	Karen Kenny

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1.0 Site Location and Description

- 1.1. The site is located in the centre of the historic village of Slane on the grounds of the former Slane Glebe House (Cillghrian). It is positioned to the north of Main Street (N51) and west of Chapel Street (N2).
- 1.2. The site, with a stated area of 1.54 hectares, is accessed by way of an existing entrance from Chapel Street. Cillghrian House (Protected Structure), a two storey over basement Georgian dwelling (c. 1807), is positioned at the northern end of the site and orientated in a southerly direction. The house and its immediate curtilage are excluded from the site, with the site comprising lands directly to the south and east. Lands to the south of the house were part of the front garden area of the property and slope steeply southward towards Main Street. These lands are grassed and include mature tree planting and a pedestrian path from Main Street to the house. Lands to the east of the house comprise a tree lined avenue that runs east-west from Chapel Street towards the house and a garden area to the north of the avenue. Mount Charles Lodge (Protected Structure), a two storey Georgian dwelling (c.1750), is situated to the north of the site. This dwelling is orientated in a southerly direction towards the garden area and is separated from the subject site by a timber fence and hedge planting. Historic maps suggest that the garden area was originally associated with Mount Charles Lodge. The site also incorporates a rectangular plot of land to the rear of properties on Chapel Street.
- 1.3. The site is mainly bounded by rubble stone walls supplemented with a mature tree planting and outbuildings associated with adjoining properties. A line of high mature evergreen trees and a stone wall delineates the southern boundary to Main Street and a double line of mature evergreen trees and a rubble stone wall delineating the eastern boundary to Chapel Street. A wooden panel fence marks the western boundary with the 'Chruchlands' housing estate. A wooden fence and hedgerow mark the northern boundary with Mount Charles Lodge, while a hedgerow marks the western boundary of this section of the site. There are also a number of mature trees within the site.

2.0 Proposed Development

2.1. Permission was sought for a 36 no. bedroom tourist accommodation block and 22 no. two storey dwellings. The development description states that the intended use of the townhouses is for sale or long-term letting as dwellings and/or for short-term/holiday letting.

2.2. Revised details received by the Planning Authority at further information stage amended the development. The revised proposal can be described as follows:

- A 36 no. bedroom two to three storey tourist accommodation block located between Cillghrian House and the southern boundary. This block maintains a setback of over 20 metres from the southern site boundary and a separation distance of over 50 metres from Cillghrian House.
- 4 no. two storey dwellings (inc. attic accommodation) are proposed the rear of properties on Chapel Street and to the east of the tourist accommodation block.
- 15 no. two storey dwellings (inc. attic accommodation) are proposed in the garden area to the east of Cillghrian House (Protected Structure) and south of Mount Charles Lodge (Protected Structure).
- A total of 87 no. car parking spaces (Drawing WS_02_00 refers) are proposed in shared parking bays distributed throughout the site.

2.3. The application is accompanied by the following Reports:

- Archaeological Assessment of a Proposed Residential Development at Cillghrian, Slane, Co. Meath.
- Conservation Assessment Report.
- Arboricultural Assessment (Tree Survey) submitted in response to the appeal.

3.0 Planning Authority Decision

3.1. Grant permission subject to conditions. The following conditions are of note:

Condition no. 3: The tourism accommodation shall remain as one entity and shall not be sold or otherwise transferred / leased separately. Each

single accommodation entity shall be used for short stay holiday accommodation only.

Condition no. 5: Prior to occupation, the developer shall submit details of a management company for management of public areas.

Condition no. 10: Prior to commencement of development the applicant shall submit details of the flat roof section of the tourist accommodation block for agreement.

Condition no. 12: The developer shall retain a Conservation Architect for detailed design and specification of the works and to carry out periodic inspections of the works.

Condition no. 13: Pre-development archaeological testing.

3.2. Planning Authority Reports

3.2.1. Planning Reports

The Planning Officer's Report reflects the decision to grant permission and includes the following assessment:

- The initial assessment notes that the site is zoned A2 'New Residential' and B1 'Town Centre' and that residential and guest house / hotel uses are permitted in principle or open for consideration.
- Following an initial assessment further information was sought in relation to architectural and archaeological heritage impacts, water services and transportation issues.
- Revised details received by the Planning Authority at further information stage included a revised site layout that relocates the tourist accommodation block northward away from the site boundary, omits 4 no. semi-detached dwellings directly to the south of the Protected Structure, and increases the number of dwellings to the east of the Protected Structure from 14 no. dwellings to 15 no. dwellings.
- The Planning Officer's Report concludes that the application is acceptable, subject to compliance with conditions.

3.2.2. Other Technical Reports

Transportation:	No objection subject to conditions.
Public Lighting:	No objection.
Conservation Officer:	No objection.
Fire Officer:	No objection.
Water Services:	No objection.
Housing:	No objection.

3.3. Prescribed Bodies

DAHG:	No objection.
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3.4. Third Party Observations

A total of 54 third party submissions were received and considered by the Planning Authority. The issues raised that are additional to the issues raised in the grounds of appeal set out below, can be summarised as follows:

- Density.
- Water and wastewater constraints.
- Contravention of Slane Written Statement and Slane Village ACA Character Appraisal.
- Need for Masterplan.
- Focus on tourism.
- Impact on Protected Structures and designed landscapes of attendant grounds.
- Haphazard layout, poor provision of functional and private open space and poor urban form.
- Inappropriate building materials.
- Support for the development.

- Development in accordance with zoning, is an improvement on previous schemes, is sympathetic to the ACA and will contribute positively to character and amenities of Slane.
- The increase in population living and working in Slane positive.
- Community engagement welcomed and community gain will arise from new open space.

4.0 Planning History

4.1.1. Planning history pertaining to the site can be summarised as follows:

Reg. Ref. LB/160913:

Application for extension to former Cillghrian Glebe (Protected Structure) to facilitate use of structure as a guest house. Permission granted.

Reg. Ref. LB/160719:

Application for retention of refurbishment works to former Cillghrian Glebe (Protected Structure) and for change of use of house and coach house to guest accommodation. Permission granted.

Reg. Ref. LB/160060:

Application for retention and refurbishment works to former Cillghrian Glebe (Protected Structure), for change of use to guest accommodation and for 22 no. dwellings and a self-catering accommodation block (16 suites and 4 no. single bed units). Application withdrawn.

Reg. Ref. PL17.234836 / SA/901008:

Application for 24 no. dwellings, refurbishment of Cillghrian House and conversion of coach house into 2 no. dwellings, restoration of no. 3 Chapel Street to include 2 no. retail units and dwelling above. Permission granted by the Planning Authority. This decision was subject to a third party appeal to An Bord Pleanála. An Bord Pleanála overturned the decision of Meath County Council and refused planning permission. The reason for refusal can be summarised as follows:

- Cillghrian House and Mount Charles Lodge are listed for protection and it is an objective and policy, to preserve and protect protected structures and to

protect elements of designed landscapes of special interest located within the attendant grounds of protected structures. This objective and policies are considered reasonable. It is considered that the proposed development, by reason of its layout, configuration and design, would impact adversely on the character and setting of the protected structures and would be detrimental to the designed landscape within their attendant grounds.

Reg. Ref. SA/802258:

Application for 29 no. dwellings and to restore former Cillghrian Glebe (Protected Structure), to convert stable block to residential use and to restore and refurbish no. 3 Chapel Street to include retail at ground level and 2 no. apartments above. Application withdrawn.

Reg. Ref. SA/70275:

Application for 60 no. dwellings on lands including former Cillghrian Glebe (Protected Structure) and no. 3 Chapel Street including the conversion of Cillghrian House into apartments, conversion of stables for residential use and for the provision of 2 no. apartments at no. 3 Chapel Street. Permission refused. The reasons for refusal can be summarised as follows:

- Premature pending determination of the order of priority for development set out in the Meath County Development Plan 2007-2013.
- Excessive density and impact on the architectural character and setting of the Protected Structure on site and Mount Charles Lodge to the north, due to the proximity of residential units. The proposal to convert Cillghrian House to apartments would have an undue negative impact on the character and fabric of the structure.
- Development by reason of its density, haphazard layout and the poor provision of functional public and private open space would represent a poor urban form.
- Water supply constraints in the area.

5.0 Policy Context

5.1 Development Plan

The Meath County Development Plan 2013 – 2019 is the relevant Statutory Plan. The following objectives of the Development Plan are considered to be relevant:

- The lands to south and east of Cillghrain House are zoned A2 'New Residential' with an objective "to provide for new residential communities with ancillary community facilities, neighbourhood facilities and employment uses as considered appropriate for the status of the centre in the Settlement Hierarchy". Residential and B&B/Guest House uses are permitted in principle in this zone, while hotel uses are open for consideration.
- A small section of land to the east of Cillghrian House is zoned A1 'Existing Residential' with an objective "to protect and enhance the amenity of developed residential communities". Residential and B&B/Guest House uses are permitted in principle in this zone.
- Lands to the rear of No. 3 Chapel Street and the avenue from Chapel Street to the Glebe House are zoned B1 'Town Centre' with an objective "to protect, provide for and / or improve town and village centre facilities and uses". Residential development, B&B/Guest House and Hotel uses are permitted in principle in this zone.
- Section 2.9.5 of the Plan states that in certain limited cases, to ensure the long-term viability of a Protected Structure, it may be considered appropriate not to stringently apply generic zoning restrictions, including site development standards, provided the Protected Structure is being restored to the highest standard, the special interest, character and setting of the building is protected and the use and development is consistent with conservation policies and the proper planning and sustainable development of the area.
- Section 3.4 of the Plan seeks to ensure that development in villages caters for a local catchment and that it is balanced and does not lead to unsustainable commuting patterns (Objectives SSOBJ15, SSOBJ16 and SSOBJ17 refer).

- ED POL 30: To promote the development of sustainable tourism and encourage the provision of a comprehensive range of tourism facilities, subject to satisfactory location, siting and design criteria, the protection of environmentally sensitive areas and areas identified as sensitive landscapes in the Landscape Character Assessment for the county.
- ED POL 31: To encourage new and high quality investment in the tourism industry in Meath with specific reference to leisure activities (such as golf, equestrian, walking, cycling, angling, outdoor pursuits and family orientated activities) and accommodation in terms of choice, location and quality of product.
- ED POL 32: To protect and conserve those natural, built and cultural heritage features that form the basis of the county's tourism attraction and to seek to restrict development which would be detrimental to scenic and identified natural and cultural heritage assets.
- ED POL 35: To facilitate, where appropriate, the conversion of former demesnes and estates and their outbuildings into resort type developments subject to good planning and architectural conservation practice.
- CH POL 10: To conserve and protect the architectural heritage of Meath.
- CH POL 11: To require that all planning applications relating to Protected Structures contain the appropriate accompanying documentation in accordance with the Architectural Heritage Protection Guidelines for Planning Authorities (2011) or any variation thereof, to enable the proper assessment of the proposed works.
- CH POL 12: To encourage the retention, sympathetic reuse and rehabilitation of Protected Structures. In certain cases, land use zoning restrictions may be relaxed in order to secure the conservation of the protected structure.
- CH POL 18: To require that all development proposals within an ACA should be appropriate to the character of the area, inclusive of its general scale and materials, and are appropriately sited and sensitively designed having regard to the advice given in the Statements of Character for each area.

- CH OBJ 21: To ensure that any new development within or contiguous to an ACA is sympathetic to the character of the area and that the design is appropriate in terms of scale, height, plot density, layout, materials and finishes.
- Chapter 11 sets out Standards for Residential Development.
- Slane Land Use Zoning Map – The site is located in the Slane Architectural Conservation Area. Cillighrian Glebe and Mount Charles Lodge are identified as Protected Structures. Trees in the south eastern section of the site are identified for preservation.

5.2 Slane Written Statement, Volume 5, 2016

Variation no. 2 of the Meath County Development Plan, 2016, introduced written statements, objectives and maps for urban centres that were previously subject to a Local Area Plan, including Slane. The following provisions of the Slane Written Statement are considered to be relevant:

- The statement states that Slane is a village of rich heritage and its location at a pivotal point on the Boyne River Valley creates strong opportunities for tourism related development as Slane is an ideal base for accessing the many historical, architectural and archaeological interests in the surrounding area. The statement states that despite this, the provision of tourism facilities within the village is relatively poor.
- CER POL 2: To consolidate the central area of the village for commercial uses.
- CER POL 4: To promote, encourage and facilitate the development of sustainable tourism in Slane through the conservation, protection and enhancement of the built and natural heritage, in order to maximise upon the economic benefits arising from the industry.
- CER POL 6: To encourage the reuse of Slane’s historic buildings where they lie vacant or underused and recognise the contribution that they can make to economic development, tourism, education and the aesthetic qualities of Slane’s landscape and village centre.

- UD POL 1: To promote the development of a high quality, sympathetically designed, well landscaped and appropriately scaled environment that is in keeping with the existing character, amenity, environment, heritage and landscape of the village. Please refer to the Design Guidelines in this Development Framework & ACA Character Appraisals (where available) for more details on development within ACAs.
- UD POL 2: To encourage the sympathetic re-use or rehabilitation of any attractive and historic vacant, abandoned or derelict buildings within the Framework Plan area and encourage their sensitive conversion to residential or tourist accommodation or other appropriate use.
- UD POL 3: To consider infill and other developments within the confines of the Architectural Conservation Area for Slane Village in the context of their contribution towards the protection of architectural heritage, streetscape and the visual amenities of the central part of Slane.
- UD POL 5: To support and encourage development that either re-uses brownfield development land, such as sites in or adjoining the village centre, or appropriately located backland sites. Development of such sites will be subject to the relevant design standards and safeguards outlined in this Development Framework, where the protection of existing residential amenity and architectural conservation will be paramount.
- HER POL 1: To require that any new works in the village contribute positively to the architectural and historic character of the area.
- HER POL 2: To discourage development that would lead to a loss of, or cause damage to, the character, the principal components of, or the setting of the special historic interest of Slane Castle Demesne and Slane's many other important protected structures including the four houses on Slane Square and the Architectural Conservation Areas and features contained therein.
- HER POL 9: To ensure that development, particularly in sensitive landscapes adheres to tailored design guidelines. Sensitive landscapes include the designated views and prospects in Slane, the three Slane ACA's and close to the River Boyne & River Blackwater Natura 2000 network.

- HER POL 10: To provide adequate protection of the views and vistas that contributes to the appreciation of Slane's unique landscape character and to maintain the visual integrity of its sensitive and exceptional landscape value.
- HER POL 12: To seek the retention of mature trees/significant planting (those in good condition) which contribute to the character of each ACA where appropriate.

5.3 Natural Heritage Designations

None.

6.0 The Appeal

6.1. Grounds of Appeal

Two third party appeals have been received from adjoining resident's / property owners. The issues raised, that are relevant to the appeal, can be summarised as follows:

- Impact of development on amenity of residents in the area during the construction phase and following completion due to overlooking, overshadowing, noise and disturbance.
- Layout received by the Planning Authority at further information stage omits access and views to open space and Mount Charles House and closes access to the space.
- Mature trees within and on the perimeter of the site make a positive contribution to the landscape, heritage and ambiance of Village. The removal of mature trees along eastern and southern boundary will be seriously detrimental.
- The impact of parking on trees is exacerbated by the provision of 19 no. spaces to meet the requirements of the Conyngham Arms Hotel.
- Inadequate detail in relation to surface water drainage / flooding.
- The proposal remains unsuitable for a core heritage site and contravenes many of the objectives of the Development Plan, the Slane Written Statement

and the Character Appraisal for Slane Village Architectural Conservation Area.

- Tourism potential of Slane must be balanced with needs and benefits for the community. Recent planning determinations and pending proposal unduly favour commercial use and tourism.
- Intended use is for short-term / holiday letting. No intention to supplement housing stock or to make provision for social housing. PA should have placed a strict restraint on this use and favoured the provision of a lower number of high quality units for permanent residential use with enhanced private amenity.
- Traffic congestion arising from car parking and service vehicles entering onto the N2 close to the crossing with the N51, on a steep gradient which is already regularly contested. The increase in traffic cannot be sustained and will constitute a major hazard for vehicles trying to gain access to the busy national route and into the adjoining property to the south.
- Siting of waste bins close to no. 34 Churchlands will result in nuisance.
- Request for a 2-meter high masonry boundary wall to the east of the existing hedgerow along the shared boundary with No. 34 Churchlands. The hedge should be retained to ensure protection from traffic noise on Chapel Street.
- Area to front of the gated entrance to Cillghrian from Chapel Street has been used by adjoining landowners for parking, receipt of commercial deliveries and access to properties (pedestrian and vehicular) since 1927. Applicant claims ownership despite not providing any deed maps in evidence. No arrangement in place for a Right of Way to adjoining property / yard.
- Specific details for a new footpath close to the Pump House at entrance are not included in the plans and could preclude access to yard area to the south of access avenue.
- No future provision to guarantee continuity of access to Cillghrian for the purpose of maintaining adjoining dwelling houses and outbuildings (abutting to the south), as had been enjoyed with previous owners.

6.2. Applicant Response

Reid and Associated Charter Town Planners have submitted a response to the appeals on behalf the applicant. The response can be summarised as follows:

- The site is located on land zoned for residential and town centre uses where residential development is permitted in principle or open for consideration. The site is on Phase 1 Residential lands and other uses permitted within the zoning include B&B, Community Facility, Guest House, retirement homes and shop local. Uses open for consideration include residential institution, hostel and motel / hotel.
- Applicant has acquired this strategically important site which has the capacity to contribute to the physical and economic renewal and vitality of Slane Village.
- Sensitive approach to development by initially restoring and reusing the Cillghrian Glebe, which was vacant and deteriorating prior to restoration. Cillghrian Glebe now operating as a guest house, thereby functionally and aesthetically anchoring the development.
- The design approach for the subject development has been driven by the location of the property within Slane Village ACA and by the importance of the associated protected structures, Cillghrian Glebe and Mount Charles Lodge.
- No buildings are proposed in the front garden areas of Cillghrian Glebe or Mount Charles House, thus protecting the setting and integrity of these structures.
- The view of Cillghrian Glebe and Coach House along the access avenue is not impacted by any proposed structures.
- The tourism block (as revised) is located at a sufficient distance from the southern site boundary to allow for the retention of trees that are deemed to be historically relevant and visually important. The trees will be supplemented with additional planting. There is a separation distance of 53 metres from Cillghrian Glebe and the block is at a significantly lower level, which will maintain the dominance of the protected structure within the site and provide for a front garden area to the protected structure.

- 4 no. houses proposed to the front of Cillghrian Glebe were omitted in response to the request for further information to protect the integrity of the protected structure.
- The layout of houses in the northeast part of the site follow the building line northwards, on Chapel Street and another line of houses leads to Cillghrian Glebe. The 'terrace' approach is in keeping with the layout of buildings in the village.
- The development retains the predominance of the historic house and follows the rectilinear pattern of the historic urban grain.
- The design follows the existing architectural language of the village buildings, being quiet and simple in design and as well-proportioned as possible in terms of solid and void.
- The open space area in the north east section is designed to a high visual standard, to function as a shared zone which is easily accessible to all and is overlooked by the surrounding dwellings. The original application included a gap in the access road on an axis, to frame Mount Charles Lodge and to allow sufficient space and respect the setting of the protected structure. The width of the gap was reduced in the revised layout. However, if there are concerns in this regard, we refer the board to the previous layout and pergola feature.
- The tourist accommodation block is located adjacent to the existing village civic space, opposite the Conyngham Arms Hotel and proximate to the existing guest accommodation at Cillghran Glebe and is an appropriate use in this village Centre location
- Dwellings are suitable for sale as standard residential units. The flexibility in tenure proposed is appropriate and is consistent with the provisions of the Department of Housing Circular PL8/2016 APH 2/2016 in relation to Build to Rent.
- Overall development will be managed by applicant through a Management Company.
- Trees along southern boundary will be retained. The double row of Lleyland cypress trees along the eastern site boundary are in a poor condition. It is

proposed to replace same with semi-mature extra heavy nursery stock specimen trees on a phased basis, consistent with the recommendation of the conservation officer.

- Car parking is provided in accordance with Development Plan Standards. Car parking is conveniently and discreetly located in suitable locations where it does not dominate the layout of the scheme and will not for the most part be visible from outside. The provision of 19 spaces to serve the Conyngham Arms Hotel extension will ensure that these developments will not be competing for scarce on street parking in Slane Village.
- The applicant owns the entire site, including the area at the proposed entrance and bell mouth and there is no need for any declaration for right of way, as the entrance is open to the public. The matters raised in relation to parking and access arrangements are civil legal matters which are outside of the scope and remit of the planning process.
- Details submitted at further information stage show provision for 'smooth' vehicular movements to and from the appellant's yard. The footpath levels and road levels can be kerbed and dished to facilitate access.
- In response to claims of overshadowing and overlooking of properties on Chapel Street the response refers to the footprint, location, massing and design of houses, and contends that overlooking or overshadowing would not occur. Parking spaces 18-21 have been omitted from the scheme.
- In response to the request for a wall along the boundary with no. 34 Churchlands the response states that the appellant's site is at a higher level and there is an existing chain-link fence and established mature hedgerows which provides adequate screening and separation from the subject site and as such the wall is not warranted or desirable.
- In response to the request for the relocation of the bin store, it is submitted that the location was chosen for the convenience of residents and is one of 3 no. shared bin stores on site.
- The issue of surface water drainage has been addressed and considered by the PA and is subject to conditions.

- The site is within the village centre, with adequate sightlines in both directions and would not give rise to a material concerns regarding traffic safety or be premature pending the provision of a bypass for Slane. This is supported in the report of the Planning Inspector under Ref. PL17.2348936.

6.3. Planning Authority Response

PA determined the application was valid in the context of the Planning and Development Regulations. The proposed development was considered to be consistent with the policies and objectives outlined within the Meath County Development Plan 2013-2019.

6.4. Observations

None.

7.0 Assessment

7.1.1. I consider that the issues arising in the case can be summarised as follows:

- Compliance with Development Plan Provisions
- Impact on Architectural Heritage
- Amenities of Adjoining Property
- Site Access and Traffic
- Other Issues
- Appropriate Assessment

7.2. Compliance with Development Plan Provisions

7.2.1. The Meath County Development Plan 2013-2019 is the relevant statutory plan. The lands to south and east of Cillghrian House are zoned A2 'New Residential' with an objective "*to provide for new residential communities with ancillary community facilities, neighbourhood facilities and employment uses as considered appropriate for the status of the centre in the Settlement Hierarchy*". A small section to the east of Cillghrian House is zoned A1 'Existing Residential' with an objective "*to protect*

and enhance the amenity of developed residential communities". The access avenue and 'backland' section to the rear of Chapel Street are zoned B1 'Town Centre' with an objective "*to protect, provide for and / or improve town and village centre facilities and uses*". Residential and B&B/Guest House uses are permitted in principle under the zoning objectives pertaining to the site, while Hotel uses are open for consideration in the A2 zone and permitted in principle in the B1 zone. The A2 zoned lands are identified as Phase 1 development lands and as such, no phasing restrictions apply. I am satisfied on the basis of the foregoing that the proposed development accords with the zoning provisions of the Development Plan.

- 7.2.2. The Slane Written Statement contained in Volume 5 of the Development Plan sets out design guidance in Appendix B. In relation to development within the grounds of larger residences (in Slane) the Plan states the following:

"In the case of buildings with large gardens or grounds, special consideration must be given to the impact of any new development on the buildings, and on their respective existing boundaries. Within Slane Village ACA this is most relevant in the attendant grounds of the larger residences such as the four landmark houses on the square, and Mount Charles Lodge and Cill Ghrian on Chapel Street. The gardens of the latter two properties (which are protected structures) were strategically placed to the front of the houses rather than to the rear due to their geographical location on the slope and in order to take advantage of their southern aspect. The key features in the attendant ground of the two residences are their attached outbuildings, courtyards, landscaped gardens and respective follies. Both properties have large mature trees which form part of the boundary to the village streets with limestone rubble walls, in particular on Chapel Street and Church Street. All these elements are an integral part of the streetscape and the special historical character of the village of Slane and must therefore be preserved. Appropriate extensions and restoration work to the outbuildings of these residences may be considered by the council. In the interest of protecting and conserving these key sites within the ACA and considering the impact future development would have on the ACA, it is recommended that these two protected structures remain as they were originally intended, as private residences within their own grounds".

- 7.2.3. The provisions of the design guidance are in clear conflict with the zoning provisions of the Development Plan. This conflict has been in place over a number of

Development Plan and LAP periods (as highlighted in the Inspectors Report under PL17.234836) and has been carried forward to the current Development Plan. The lands have been zoned for residential purposes as far back as 2001. The design guidance is unclear in relation to what is meant by 'retention within its own grounds' namely, whether the grounds as they exist are to be retained or whether development could be accommodated within some sections of the site subject to certain safeguards in relation to curtilage.

- 7.2.4. I would draw to the Boards attention that fact that national guidance contained in the Architectural Heritage Protection Guidelines, 2011 does not seek to prohibit development within the curtilage of a Protected Structure, but instead cautions that any such proposals should be carefully scrutinised as inappropriate development will be detrimental to the character of the structure (Section 13.5 refers). I am of the opinion that the appeal site is a strategic site within Slane Village and that it presents a significant opportunity for sustainable infill development for residential or tourism purposes. The proposed development accords with Development Plan policies that seek to consolidate development within villages and to promote the provision of tourism infrastructure. In view of the fact that the majority of the lands have been zoned for residential purposes since 2001, and bearing in mind that fact that the above statement is guidance only and is not a specific policy or objective, I am satisfied that the principle of development within the grounds of Cillghrian House is acceptable, subject to certain safeguards in relation to curtilage. The density of development proposed, while low by reference to the standards set out in The Sustainable Residential Development in Urban Areas, Guidelines for Planning Authorities 2009 is appropriate in my opinion given the historic context.

7.3. Impact on Protected Structures

- 7.3.1. Cillghrian House (Slane Glebe House) is a detached three-bay two-storey over basement Georgian dwelling that has been recently restored by the applicant and converted for use a guest house. The House is positioned in the northern part of the landholding (outside of the site boundary) on high ground that has a southerly orientation and overlooks the village. The section of the site to the south of Cillghrian House is part of the original garden area and it retains a large number of significant mature trees that would have formed part of the setting of the original

structure. Mount Charles Lodge bounds the site immediately to the north and has a southerly orientation over the north-eastern corner of the site. The shared boundary is delineated by a timber fence. Historic maps suggest that the north eastern portion of the appeal site was originally part of the Mount Charles Lodge property. The Conservation Report submitted with the application states that the garden areas associated with Cillghrian House and Mount Charles Lodge, were not part of a 'designed' landscape in conservation terms. Notwithstanding this, there is no doubt that the curtilage and attendant grounds of the protected structures make a significant contribution to the character of these structures. It is clear that any development on the application site would have an impact on the visual context and setting of both structures. In both instances it is the degree or significance of the impact which is of prime importance. In addition to its position relative to the protected structures, the site is within the Slane Architectural Conservation Area (ACA). It is an objective of the Development Plan to consider infill and other developments within the ACA in the context of their contribution towards the protection of architectural heritage, streetscape and the visual amenities of the central part of Slane (UD POL 3).

South of Cillghrian House

- 7.3.2. A tourism accommodation block (2-3 storey) is proposed to the south of Cillghrian House and north of the southern boundary. I consider that the main potential for impacts relate to Cillghrian House to the north and the streetscape to south. The block is set back from the southern boundary by over 20 metres and from the protected structure by over 50 metres. The block is broadly rectangular in shape and sits into the natural slope of the site. It has a simple architectural language and is designed to read as a series of linked pitched roof blocks, thereby reducing the visual massing of the structure. The applicant's response highlights the fact that the block is setback from the southern site boundary and from Cillghrian House and is at a significantly lower level to the House. The response also highlights the fact that it is proposed to create a formal garden area to the front of the protected structure. I consider that the tourist accommodation block by reason of its siting and design is sympathetic to the historic setting and that the dominance of Cillghrian House will be maintained. I also consider that an appropriate set back is maintained and that the block would not be visible to any significant extent from the street to south. On this

basis I consider that the tourist block will not impact unduly on the setting and integrity of the protected structure or on the ACA.

- 7.3.3. An infill terrace comprising 4 no. dwellings is proposed to the rear of Chapel Street, accessed from and fronting into the grounds of Cillghrian House. I consider that this proposal represents a desirable and appropriate form of infill development within the village core and that the development by reason of its siting and scale would not impact unduly on the character of the ACA or on the amenities of properties in the vicinity.

East of Cillghrian House

- 7.3.4. The development incorporates housing blocks (two storey with attic accommodation) in the north eastern section of the site, east of Cillghrian House and to the south of Mount Charles Lodge. The blocks are set on a north south and east west orientation. The east facing dwellings follow the building line northwards on Chapel Street. The south facing dwellings front onto the access avenue to Cillghrian House. I would concur with the applicant's submission that the dwellings are of simple design and that they would conflict with the architectural language of buildings in the village.
- 7.3.5. A substantial open space is proposed to the rear of the dwellings, to provide a landscape buffer to Mount Charles Lodge to the north and a shared amenity area for the development. The original layout included a gap of 12 metres in the building edge along the access avenue to open up views of Mount Charles Lodge and of the open space. The gap was reduced to 1 meter in the revised layout received by the Planning Authority at further information stage, through the addition of a dwelling. The grounds of appeal argue that the revised layout omits access to and views of the open space and Mount Charles House. I would concur with the appellant's views. The applicant's response to the appeal states that if there are concerns in this regard, the applicant would accept a condition reverting to the original design. Overall, I consider that the original block represents a more sympathetic design response to Mount Charles Lodge and protects the integrity of the open space and views of the house.
- 7.3.6. While I would have some concerns in relation to the proposal to back dwellings onto the open space, I note that the design response to this site seeks to maintain an

open landscape character. The dwellings are designed with living areas orientated to the rear (dual aspect) to overlook the open space and with low boundary walls bounding the open space. I consider that the proposal to provide reduced private gardens that directly interface with the open space to rear is acceptable in this instance, particularly in the event that the end use is for tourism. Should the dwellings be used as permanent residence, I consider that the extent of open space to the north would offset any shortfall in private garden space. In this regard, Policy CH POL 12 of the Development Plan specifically allows for a relaxation of standards to secure the long-term viability of a Protected Structure, including where the special interest, character and setting of the building is being protected.

- 7.3.7. I consider that the provision of a rendered wall along the northern boundary with Mount Charles Lodge is inappropriate and at odds with the established open character and setting of that structure. Supplementary hedge planting would be more appropriate. I would also have concerns in relation to the boundary treatments to the rear gardens in Block 2, 2A, 4 and 5 and consider that railings black planted with hedging would be a more appropriate solution within this sensitive historic setting. Having regard to the design of the residential elements, to the sensitivity and open character of the site, I consider it appropriate that all communal areas are managed by a single management company and that the exempted development provisions under Class 1, Class 3 and 5 of the Planning and Development Regulations are excluded by condition. In the event that the Board is minded to grant permission I recommend that these issues are addressed by way of condition.

7.4. Amenities of Adjoining Property

- 7.4.1. In terms of the impact of the proposed scheme on the residential amenities of adjoining properties I note the concerns of the third party appellants to the north / west and south / east. Having regard to the nature and scale of the proposed development, which is primarily two storey, the pattern of development in the area and the set back from adjacent residential properties, I would agree with the view of the Planning Authority, that the proposed development would not seriously injure the residential amenities of property in the vicinity and would not be injurious to the visual amenity of the area.

- 7.4.2. No. 34 Churchlands backs onto the site to the north and is on higher ground. The issue of the site boundary at this point has been raised as a concern. There is no development proposed directly to the rear of No. 34 Churchlands, save parking and bin storage areas to the south and I do not consider that the development would impact on the boundary of that property or that the provision of a new boundary is warranted. I would recommend that bin store no. 4 is omitted from the development due to its proximity to the adjoining property and its prominence.
- 7.4.3. The owners of the property which bounds the site entrance to the south raised concerns regarding impact on its existing parking provision and access for deliveries etc. I noted during inspection that the property avails of side access from the bell mouth entrance. The issues of right of way and parking and indeed access through the site to allow for maintenance of the buildings is a matter for resolution between the parties and in my opinion is not a matter for consideration by the Board. In terms of roadside drainage, I note that the existing access slopes down from the road. The Engineering drawings and details submitted with the application and in response to the request for additional information, are considered to satisfactorily address surface water drainage, foul drainage and water supply.

7.5. Other Issues

Nature of Occupancy

- 7.5.1. The development description states that houses would be for sale or long-term letting as dwellings and/or for short-term/holiday letting. The response to the appeal states that the preferred end use is for short-term holiday letting and this is reflected in the design of the scheme. Notwithstanding this, I consider that the dwellings are suitable for permanent occupation and meet most development plan standards (with the exception of public open space as discussed in Section 7.3 above) and as such, I would not seek to restrict this option for the dwellings. I recommend that the use of the tourism accommodate block is restricted to short-term tourist accommodation only, as this element would not meet the relevant internal space and open space standards. i

Landscaping

7.5.2. The applicants appeal response includes a tree survey that details the condition of existing mature trees on site. It is proposed to retain the majority of trees and stone walls with some to be removed to facilitate the development or where the condition is deemed to be poor. In this regard, it is proposed to replace the double row of mature evergreen trees along the Chapel Street boundary, which are considered to contribute to the streetscape within the ACA due to their poor condition. A phased replacement is proposed based on the recommendations of the Local Authorities Conservation Officer. While I consider the broad landscaping approach to be acceptable, in the event that the Board are minded to grant permission I would recommend that a condition is attached requiring the applicant to agree a more detailed and comprehensive landscaping plan with the Planning Authority prior to the commencement of development.

Site Access and Traffic

7.5.3. The adequacy of the site access has been raised in that it is contended that the proposal would be premature pending the realisation of the village by-pass. I note that Road Design has no objection subject to conditions. In view of the site's position in the village centre and the site lines afforded in both directions I consider that the proposal would not give rise to material concerns regarding traffic safety.

Car Parking

7.5.4. The details submitted with the application refer to a car parking requirement of 103 no. car parking spaces on the basis of 10 no. spaces to serve the 10 no. bedroom guest accommodation in Cillghrian Glebe and Coach House, 19 no. spaces to serve 19-bedroom extension to the Conyngham Arms Hotel, 36 no. spaces to serve the 36-bedroom tourist accommodation block, and 38 no. spaces to serve the 19 no. dwelling units. The site layout plan received by the Planning Authority at further information stage details a total of 87 no. spaces (Drawing No. WS_02_00). I consider that in the context of the existing and proposed development and the village centre location that there is adequate car parking provision proposed within the site, and that any further provision on site would have a negative visual impact and detract from the landscape setting.

7.5.5. I note that at time of inspection that the site was secured by an electric gate from Main Street and a gated entrance from Chapel. I consider that in the interest of

permeability, place making and social integration, that the development, which includes a residential component, should remain open to the public and should not be gated. If the Board are minded to grant permission, I recommend that this issue is addressed by condition.

Archaeology

- 7.5.6. Having regard to the archaeological potential of the area and in line with the approach of the planning authority (Condition No 13 of the notification of decision to grant permission refers) it is recommended that a condition be attached to any grant of permission requiring that pre-development archaeological testing of the site.

7.6. Appropriate Assessment

- 7.6.1. Having regard to the nature and scale of development proposed and to the nature of the receiving environment, in particular its location in a serviced village, no appropriate assessment issues arise and it is not considered that the proposed development would be likely to have a significant effect individually or in combination with other plans or projects on a European site.

8.0 Recommendation

I recommend that permission is granted, subject to the conditions set out below.

9.0 Reasons and Considerations

- 9.1.1. Having regard to the zoning objectives for the area and the provisions of the Meath County Development Plan 2013-2019; the central location of the site within Slane and the pattern, character and appearance of existing and permitted development in the area it is considered that the proposed development, subject to compliance with the conditions set out below, would constitute an appropriate development at this location which would not seriously injure the amenities of the area or of property in the vicinity and would be acceptable in terms of its urban design and impact on protected structures and designated conservation areas that are proximate to the appeal site. The proposed development would, therefore, be in accordance with the proper planning and sustainable development of the area.

10.0 Conditions

1. The development shall be carried out and completed in accordance with the plans and particulars lodged with the application as amended by the further plans and particulars submitted on the 28th day of August 2017, except as may otherwise be required in order to comply with the following conditions. Where such conditions require details to be agreed with the planning authority, the developer shall agree such details in writing with the planning authority prior to commencement of development and the development shall be carried out and completed in accordance with the agreed particulars.

Reason: In the interest of clarity.

2. The proposed development shall be amended as follows:
 - (a) The housing blocks and site layout plan to the east of Cillghrain House and north of the access road from Chapel Street shall be in accordance with the details submitted to the Planning Authority on the 16th March 2017. Blocks 2, 2A, 4 and 5 as detailed on drawing WS_02_00 dated 28th February 2017 shall be reinstated.
 - (b) The rear boundary treatment to the dwellings in Blocks 2, 2A, 4 and 5 shall consist of railings of not more than 1 metre in height back planted with suitable hedging.
 - (c) The proposed rendered wall along the northern boundary adjoining Mounty Charles Lodge shall be omitted from the development and the existing boundary shall be supplemented with hedge planting.
 - (d) The bin store no. 4 shall be omitted from the development.
 - (e) Unrestricted pedestrian access shall be maintained to the development at all times and the pedestrian gateway and vehicular entrances shall not be locked or obstructed.

Revised drawings showing compliance with these requirements shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: In the interests of visual and residential amenity and to ensure permeability within the urban environment.

3. The proposed tourism accommodate suites shall be used for short-term tourist accommodation only, and shall not be used as a place of permanent residence.

Reason: The occupation of the proposed dwelling(s) on a permanent basis is unsustainable having regard to its/their layout and servicing.

4. Notwithstanding the exempted development provisions of the Planning and Development Regulations, 2001, and any statutory provision replacing or amending them, no development falling within Class 1, Class 3 or Class 5 of Schedule 2, Part 1 of those Regulations shall take place within or on the curtilage of the houses, without a prior grant of planning permission.

Reason: In the interest of the amenities of the area.

5. The management and maintenance of the proposed development following its completion shall be the responsibility of a legally constituted management company. Detailed proposals in this regard shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: To ensure the satisfactory completion and maintenance of this development.

6. Details of all external finishes to the proposed development together with external lighting, landscaping and public realm finishes shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: In the interest of visual amenity.

7. The developer shall facilitate the preservation, recording and protection of archaeological materials or features that may exist within the site. In this regard, the developer shall -

- (a) notify the planning authority in writing at least four weeks prior to the commencement of any site operation (including hydrological and geotechnical investigations) relating to the proposed development,
- (b) employ a suitably-qualified archaeologist who shall monitor all site investigations and other excavation works, and
- (c) provide arrangements, acceptable to the planning authority, for the recording and for the removal of any archaeological material which the authority considers appropriate to remove.

In default of agreement on any of these requirements, the matter shall be referred to An Bord Pleanála for determination.

Reason: In order to conserve the archaeological heritage of the site and to secure the preservation and protection of any remains that may exist within the site.

8. The site shall be landscaped in accordance with a comprehensive scheme of landscaping details of which shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development and shall reflect the landscaping details set out in Drawing L-04-17-02. This scheme shall include the following:
 - (a) A plan to scale of not less than 1:500 showing:
 - (i) Existing trees, hedgerows, specifying which are proposed for retention as features of the site landscaping,
 - (ii) The measures to be put in place for the protection of these landscape features during the construction period,
 - (iii) The species, variety, number, size and locations of all proposed trees and shrubs which shall comprise predominantly native species,
 - (iv) Details of the proposed replacement tree planting along the Chapel Road and a phasing scheme for the provision of same,
 - (v) Hard landscaping works, specifying surfacing materials, furniture and finished levels.
 - (b) Specifications for mounding, levelling, cultivation and other operations associated with plant and grass establishment
 - (c) A timescale for implementation including details of phasing.

All planting shall be adequately protected from damage until established.

Any plants which die, are removed or become seriously damaged or diseased, within a period of five years from the completion of the development, shall be replaced within the next planting season with others of similar size and species, unless otherwise agreed in writing with the planning authority.

Reason: In the interest of residential and visual amenity.

9. The internal road network serving the proposed development including turning bays, junctions, parking areas, footpaths and kerbs shall comply with the detailed standards of the planning authority for such road works.

Reason: In the interest of amenity and of traffic and pedestrian safety.

10. Public lighting shall be provided in accordance with a scheme, details of which shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development. Such lighting shall be provided prior to the making available for occupation of any house.

Reason: In the interests of amenity and public safety.

11. All service cables associated with the proposed development (such as electrical, telecommunications and communal television) shall be located underground. Ducting shall be provided by the developer to facilitate the provision of broadband infrastructure within the proposed development. All existing over ground cables shall be relocated underground as part of the site development works.

Reason: In the interests of visual and residential amenity.

12. Water supply and drainage arrangements, including the disposal of surface water, shall comply with the requirements of the planning authority for such works and services details of which shall have submitted to, and agreed in writing by the Planning Authority prior to commencement of development.

Reason: In the interest of public health and to ensure a proper standard of

development.

13. Prior to commencement of development, a Construction Management Plan shall be submitted to, and agreed in writing by, the Planning Authority. This shall include a construction programme for the works, car parking, a traffic management plan, noise and dust mitigation measures, groundwater monitoring, wheel washing facilities and details of construction lighting. The Construction Management Plan shall indicate the measures proposed to mitigate the impact of the construction activities (and associated activities including vehicle movements) on the amenities and operation of premises in the vicinity at all times during each phase of the construction of the proposed development.

Reason: In the interests of the amenities of the area and of property in the vicinity.

14. Prior to commencement of development, the developer shall submit, and obtain the written agreement of the Planning Authority, to a plan containing details for the management of waste (and in particular, recyclable materials) within the development, including the provision of facilities for the storage, separation and collection of the waste and, in particular, recyclable materials, and for the ongoing operation of these facilities.

Reason: To provide for the appropriate management of waste and, in particular recyclable materials, in the interests of protecting the environment and in the interests of the amenities of the area.

15. Site development and building works shall be carried out only between the hours of 0800 to 1900 Mondays to Fridays inclusive, between 0800 to 1400 hours on Saturdays and not at all on Sundays and public holidays.

Deviation from these times will only be allowed in exceptional circumstances where prior written approval has been received from the planning authority.

Reason: In order to safeguard the residential amenities of property in the vicinity.

16. Prior to commencement of development, the developer shall lodge with the planning authority a cash deposit, a bond of an insurance company, or other security to secure the provision and satisfactory completion of streets, footpaths, watermains, drains, open space and other services required in connection with the development, coupled with an agreement empowering the planning authority to apply such security or part thereof to the satisfactory completion of any part of the development. The form and amount of the security shall be as agreed between the planning authority and the developer or, in default of agreement, shall be determined by An Bord Pleanála.

Reason: To ensure the satisfactory completion of the development.

17. Prior to commencement of development, the applicant or other person with an interest in the land to which the application relates shall enter into an agreement in writing with the planning authority in relation to the provision of housing in accordance with the requirements of section 94(4) and section 96(2) and (3) (Part V) of the Planning and Development Act 2000, as amended, unless an exemption certificate shall have been applied for and been granted under section 97 of the Act, as amended. Where such an agreement is not reached within eight weeks from the date of this order, the matter in dispute (other than a matter to which section 96(7) applies) may be referred by the planning authority or any other prospective party to the agreement to An Bord Pleanála for determination.

Reason: To comply with the requirements of Part V of the Planning and Development Act 2000, as amended, and of the housing strategy in the development plan of the area.

18. The developer shall pay to the planning authority a financial contribution in respect of public infrastructure and facilities benefiting development in the area of the planning authority that is provided or intended to be provided by or on behalf of the authority in accordance with the terms of the Development Contribution Scheme made under section 48 of the Planning

and Development Act 2000, as amended. The contribution shall be paid prior to commencement of development or in such phased payments as the planning authority may facilitate and shall be subject to any applicable indexation provisions of the Scheme at the time of payment. Details of the application of the terms of the Scheme shall be agreed between the planning authority and the developer or, in default of such agreement, the matter shall be referred to An Bord Pleanála to determine the proper application of the terms of the Scheme.

Reason: It is a requirement of the Planning and Development Act 2000, as amended, that a condition requiring a contribution in accordance with the Development Contribution Scheme made under section 48 of the Act be applied to the permission.

Karen Kenny

Senior Planning Inspector

13th February 2018