



An
Bord
Pleanála

Inspector's Report ABP-300876-18

Development	7 houses
Location	Castle Manor, Lissnacroggy or Gallowstown, Racecourse Road, Roscommon
Planning Authority	Roscommon County Council
Planning Authority Reg. Ref.	17/470
Applicant(s)	Tommie Mullaney
Type of Application	Permission
Planning Authority Decision	Refuse
Type of Appeal	First Party
Appellant(s)	Tommie Mullaney
Observer(s)	None
Date of Site Inspection	4 th May 2018
Inspector	Una O'Neill

Contents

1.0 Site Location and Description	3
2.0 Proposed Development	3
3.0 Planning Authority Decision	3
3.1. Decision	3
3.2. Planning Authority Reports	4
3.3. Prescribed Bodies	4
3.4. Third Party Observations	4
4.0 Planning History.....	4
5.0 Policy Context.....	5
5.1. Roscommon County Development Plan 2014-2020	5
5.3. Natural Heritage Designations	6
6.0 The Appeal	6
6.1. Grounds of Appeal	6
6.2. Planning Authority Response	7
6.3. Observations	7
6.4. Further Responses.....	7
7.0 Assessment.....	7
8.0 Recommendation.....	11
9.0 Reasons and Considerations.....	11
10.0 Conditions	12

1.0 Site Location and Description

- 1.1. The subject site is located northwest of Roscommon Town Centre, in an existing residential development, known as Castle Manor, accessed from the northern side of the N60.
- 1.2. The site, which has a stated area of 0.2ha, comprises a greenfield site, located at the end of a cul-de-sac within an existing residential development. The site is temporarily fenced off from the existing residential development with building materials appearing to be temporarily stored on the site. The site is partially bounded to the south by the cul-de-sac street of the adjoining residential development, opposite which is a greenfield area, also used temporarily for storage of building materials. To the east is an undeveloped site for a detached dwelling adjoining which is a linear street of detached dwellings. The northern boundary to the site comprises a hedgerow beyond which are unzoned greenfield lands. The western boundary also comprises a hedgerow adjoining undeveloped greenfield industrial zoned lands.

2.0 Proposed Development

- 2.1. The proposed development comprises the following:
- Construction of seven, two storey, three-bed dwellings, of which six are semi-detached and one is detached.

3.0 Planning Authority Decision

3.1. Decision

REFUSED permission for 4 reasons, which are summarised hereunder:

R1: The overall design, layout and density is considered excessive relative to its surroundings and would have a negative impact on the character and setting of the existing development and fails to adhere to the applicable land use zoning objectives.

R2: Insufficient level of private open space and communal open space.

R3: The proposal is contrary to policy 105, as it fails to provide a high standard of design, has the potential to give rise to traffic problems, would damage the visual amenity of the established area and would represent inappropriate infill development on a confined site.

R4: The proposal has the potential to endanger public safety by reason of a traffic hazard.

3.2. Planning Authority Reports

3.2.1. Planning Reports

The Planning Officer's report generally reflects the decision of the Planning Authority.

3.2.2. Other Technical Reports

Roads Section: No objection.

Housing Section: No objection.

3.3. Prescribed Bodies

TII: The application is at variance with official policy in relation to control of development on/affecting national roads. It is recommended a road safety audit is carried out.

3.4. Third Party Observations

Third party observations were received which raised concerns in relation to design and density, traffic generation and management, lack of amenity space, overshadowing and overdevelopment of the area.

4.0 Planning History

PD16/486 – Permission REFUSED for eight dwellings for reasons related to overdevelopment of the site, negative impact on character and setting of existing residential development, unacceptable standard of residential amenity, contrary to policy 105 and potential traffic hazard.

PD16/504 – Permission GRANTED for one dwelling on site no. 31.

PD99/711 – Permission GRANTED for sixty dwellings – an extension of duration permission was granted in 2014 for four years.

5.0 Policy Context

5.1. Roscommon County Development Plan 2014-2020

Chapter 9: Development Management Guidelines and Standards.

5.2. Roscommon Town Local Area Plan 2014-2020

- Zoning objective: Existing Residential
- Roscommon Town: Tier 1 County Town
- Chapter 8: Development Management and the Built Form
- Section 8.2.8: Design Guidelines for Residential Estates
- Section 8.3.5: Infill Developments
- Section 8.3.10: New Residential Development

The following policies are relevant:

- Objective 103

Assess and ensure that all proposals for housing developments comply with the Sustainable Residential Development in Urban Areas, DEHLG, May 2007, and the Urban Design Manual: A best practice guide, December 2008, as well as the Development Management Guidelines and Standards included in this Chapter and in Chapter 9 of the Roscommon County Development Plan 2014-2020.

- Policy 105

Require that new residential accommodation meets the following:

High standards of design and necessary standards of energy consumption, sanitation and;

Avoids developing on floodplains;

Avoids traffic or environmental problems or damage to visual amenity;
Incorporates suitable infill development on appropriate sites; and
Avoids further ribbon development along roads within the development envelope and immediately contiguous thereto.

- **Policy 129**

Ensure that future housing layouts and design must be adaptable to change over time with a variety of accommodation types, sizes and tenures, as well as being designed for future transportation links. Accessibility of public facilities and public transport will determine whether the site is appropriate for higher density development.

5.3. Natural Heritage Designations

The nearest Natura 2000 site is Lough Ree SAC (000440) located approx. 4.9km southeast of the site. Ballinturly Turlough SAC (000588) and River Suck Callows SPA (004097) are approx. 6km southwest of the site. Corbo Bog SAC (002349) is approx. 7km northeast of the site.

6.0 The Appeal

6.1. Grounds of Appeal

The grounds of appeal is summarised as follows:

- Proposed development is on a fully serviced site.
- The council considers there to be no open space provision and the site has a density of 39 units per hectare. However, this is an amendment to the overall residential scheme of Castle Manor, where there are two large tracts of landscaped public open space. The density of the overall scheme is 16.5 units per hectare, which is below 20 units per hectare in accordance with objectives of the LAP.
- Proposed development is an infill section of Castle Manor. The applicant is working with Roscommon County Council to ensure scheme is completed and

taken in charge as soon as possible, including the landscaping of the public open space, as conditioned under 16/445.

- All private open space meets national policy or the relevant CDP/LAP. The depth of gardens is greater than the existing units and those originally permitted on sites 32-35.
- TII have recommended a road safety audit. This is considered onerous as this is an existing scheme within the designated speed limit of Roscommon Town.
- An additional 3 units would not constitute a traffic hazard.
- The proposed design is mindful of the existing character of Castle Manor.
- No flooding has ever occurred on the site.
- Overshadowing is not an issue. 4 detached houses were previously permitted on this site.
- In an effort to address concerns raised by the council, a revised site layout plan is submitted for consideration by the Board. This proposes high quality landscaping to enhance visual and residential amenity and pedestrian environment, as advocated by DMURS.

6.2. **Planning Authority Response**

None.

6.3. **Observations**

None.

6.4. **Further Responses**

None.

7.0 **Assessment**

Zoning

- 7.1. The subject site is located within the development boundary of Roscommon Town and is governed by zoning objective 'Existing Residential' in the Roscommon Town Local Area Plan 2014-2020. I consider the development as proposed to be acceptable in principle and in compliance with the zoning objective for the area.
- 7.2. The primary issues for assessment include:
- Density and Design
 - Residential Amenity
 - Open Space Provision
 - Road Layout and Traffic Impact
- 7.3. The applicant has submitted a revised site layout plan. This plan differs from that originally submitted as part of the application in terms of the front garden layout and identification of accesses for the dwellings onto the existing permitted cul-de-sac street.

Density and Design

- 7.4. The proposed development is located in the northwest corner of an existing residential development known as Castle Manor. Four detached two storey dwellings were previously permitted on this site as part of the overall permission for the development, which was for sixty dwellings. This site at the end of the estate has not yet been developed. The applicant proposes to construct six two storey semi-detached dwellings and one detached dwelling in place of the four previously permitted dwellings. The street as permitted is in place and is located within the southern boundary of the site.
- 7.5. The proposed development increases the number of dwellings on this part of the site by three. The provision of three additional dwellings will result in an overall density of 16 units per hectare (previously 15 units per hectare). In my view it is reasonable to consider the density of this plot of land in the context of the entire site, of which it forms a part. The overall density of 16 units per hectare on this outer suburban/greenfield site is considered low when viewed in context of the national Guidelines for Planning Authorities on Sustainable Residential Development in Urban Areas (2009) where net densities on such sites in larger towns in the range of 35-50 dwellings per hectare is considered appropriate. The increase in the number

of units proposed is in my view acceptable, is in the interests of greater efficiency of land usage, and does not result in overdevelopment of the site.

- 7.6. The Roscommon Town Local Area Plan highlights the need for a suitable mix of house types and requires that development provide for units in a range of formats, including detached, semi-detached and terraced. The proposed development introduces semi-detached dwellings into this development, where all the other dwellings are detached. I consider the introduction of semi-detached units can be incorporated within the existing development without undue impact on the visual amenity and character of the existing residential development. As per the Local Area Plan for Roscommon Town and national guidance, it is appropriate to allow for a range of unit types within a development and while this may not have been designed into the scheme from the outside, the provision of a variety of house sizes/types within the northwestern corner of the development does not in my view negatively impact on the design of the overall scheme.
- 7.7. The proposed dwellings generally accord with the building line on this street. The dwellings differ in their roof profiles, with the proposed dwellings comprising a pitched roof with projecting hipped feature, versus the hipped roof form of the existing dwellings. The dwellings are also higher, with an overall height of 8.5m versus the existing height of 7.6m. I do not consider the variation in the semi-detached format to be so visually significant as to detract from the visual amenity of the street, however, given the dwellings are higher than what exists, should the Board be minded to grant permission I am of the view that a hipped finish to the dwellings would be visually more appropriate and would aid in the mitigation of the height difference.
- 7.8. Overall, subject to condition, I consider the density and design appropriate to the area and the proposed development will in my view integrate satisfactorily with the existing dwellings within Castle Manor and will not detract from the visual amenity of the area.

Residential Amenity

- 7.9. I have considered the design of all the dwellings with regard to the residential amenity of future residents and reference to the DoEHLG Guidelines on 'Quality Housing for Sustainable Communities – Best Practice Guidelines for Delivering

Homes Sustaining Communities' (2007). The dwellings in terms of floor areas and room sizes meet the guidance within this document. The minimum floor area for a 3 bed 4 person house is 83 sqm. The detached dwelling has a stated gross floor area of 96.1sqm and the semi-detached dwellings have a stated gross floor area of 98.4 sqm. While specific storage space of 4sqm has not been indicated, I am satisfied that having regard to the layout and availability of attic space that the proposed dwellings can cater adequately for the residential amenity of future residents. Overall, the proposed dwellings are of a scale and design appropriate to the site area.

Open Space Provision

7.10. The level of public open space serving the Castle Manor residential development equates to approx. 15% of the overall residential development (3.93 ha in area), which is in accordance with section 9.6.7 of the Roscommon Town Local Area Plan 2014-2020. In my view the three additional houses proposed will not generate additional public open space requirements. Given the small infill nature of the site, which is part of the overall development, I do not consider it practical or sustainable to provide for public open space within this site. The site was included in the design of the overall development, which allowed for the provision of public open space in identified locations to serve the entire scheme. The proposal is in my view in compliance with the Local Area Plan policy in relation to open space.

7.11. The level of private open space for each dwelling ranges from 68sqm to 109 sqm. Rear garden depths range from 8.6m to 12.7m. The Roscommon County Development Plan does not indicate the level of private open space required per dwelling, but states back to back distances of 22m shall apply as a rule. Given the land to the north is unzoned agricultural land, this standard is not applicable. I consider the garden depths to be adequate and the level of open space sufficient to provide for quality private amenity space for each dwelling.

Road Layout and Traffic Impact

7.12. The location and extent of the street bounding the site is as permitted previously under the parent permission. The number of accesses onto the cul-de-sac has increased with the addition of three dwellings.

- 7.13. Having regard to the existing permitted street layout, the relatively modest scale of the proposed development and the low speed environment expected within a cul-de-sac arrangement, in addition to the report from the Roads Section of the planning authority, I conclude that the proposed development will not endanger public safety by reason of traffic hazard or result in congestion. Should the Board be minded to grant permission, a condition in relation to the accesses onto the cul-de-sac and compliance with the standards of the planning authority in relation to this is recommended.
- 7.14. I note the report from the TII requesting a road safety audit. In my opinion, the addition of three dwellings to a permitted scheme of 60 dwellings will not result in such a significant increase in traffic movements accessing the site from the N60 as to warrant a road safety audit.

Appropriate Assessment

- 7.15. Having regard to the minor nature of the development, its location in a serviced urban area, and the separation distance to any European site, 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

- 8.1. It is recommended that permission is granted.

9.0 Reasons and Considerations

- 9.1. Having regard to the provisions of the Roscommon County Development Plan 2014-2020, the Roscommon Local Area Plan 2014-2020, and the existing pattern of development in the area, in addition to the nature and scale of the proposed development, it is considered that subject to compliance with the conditions set out below, the proposed development would not seriously injure the amenities of the area or of property in the area. 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 received by An Bord Pleanála on the 9th day of February 2018, 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 dwellings shall comprise a hipped roof profile.

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

Reason: In the interests of visual amenity.

3. Details of the materials, colours and textures of all the external finishes to the proposed dwellings shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: In the interest of visual amenity.

4. The developer shall comply with the requirements of the planning authority in relation to the design of the individual access points onto the cul-de-sac and footpath design.

Reason: In the interest of the proper planning and sustainable development of the area.

5. 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.

Reason: In the interest of public health.

6. Site development and building works shall be carried out only between the hours of 0700 to 1800 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.

7. The site development works and construction works shall be carried out in such a manner as to ensure that the adjoining streets are kept clear of debris, soil and other material and if the need arises for cleaning works to be carried out on the adjoining public roads, the said cleaning works shall be carried out at the developer's expense.

Reason: To ensure that the adjoining roadways are kept in a clean and safe condition during construction works in the interest of orderly development.

8. 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. The application of any indexation required by this condition 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.

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.

Una O'Neill
Senior Planning Inspector

15th May 2018