

## Inspector's Report ABP-320179-24

Development Location	Construction of 7 houses, all ancillary works and connections to public services. Westfield Access Road, Bective Street, Kells, Co. Meath, A82 HD32
Planning Authority	Meath County Council
Planning Authority Reg. Ref.	2460189
Applicant(s)	Kenny Timmons Developments Ltd.
Type of Application	Permission.
Planning Authority Decision	
Type of Appeal	Third Party
Appellant(s)	The Boyle Anglers Catchment Association.
Observer(s)	None.
Date of Site Inspection	6 <sup>th</sup> November 2024.
Inspector	Lucy Roche

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#### 1.0 Site Location and Description

- 1.1. The proposed development site is in Kells, Co. Meath on a cul-de-sac to the west of Bective Street (R164), c. 500m southwest of the town centre. Bective Street leads to the N3/M3 to the south at Cloverhill via the R941.
- 1.2. The cul-de-sac serving the site, referred to in the application documentation and in this report as the Westfield Access Road, is mapped as Bective Road. It currently serves a large modern commercial building to the north, occupied by the HSE and Westfield, a residential scheme of c. 40 semi-detached, two storey dwellings to the south. Footpaths extend along both sides of the access road, while a grass verge and cycle lane extend along its southern and eastern edge, bounding the proposed development site.
- 1.3. The site with a stated area of 0.219 Hectares, comprises an area of greenfield that on the date of inspection was used for the keeping of horses. The site is roughly triangular and is relatively level. The northern and western boundaries are formed by a 2m high concrete post and timber panel fence with deciduous trees located at regular intervals in the grass verge. The southern boundary is partially formed by an overgrown hedgerow with a section of concrete wall and railing at its western end. The southern boundary backs onto a row of period properties which front onto Bective Street.

#### 2.0 **Proposed Development**

2.1. The proposal is for the erection of 7 no. two-storey residential units, comprising 3 no. detached and 4 no. semi-detached houses, ranging in size from 120.19 sq. m to 128.27 sq. m. The dwellings are arranged in a 'L' shape with each unit orientated to face onto the public road. Each dwelling is to be served by an individual entrance off the Westfield access road, off-street parking for two cars and private amenity areas of between 102.74 sq. m to 157.40 sq. m. The boundaries between private amenity areas are to be formed by a 2.0m high block wall. The development was amended at further information stage, to include for a 1.5m high brick wall along the northern roadside boundary.

- 2.2. Stormwater is to be disposed of onsite to soakaway / /infiltration areas to the front and rear of each housing plot with permeable paving to parking / hard surfaced areas.
- 2.3. The proposal will necessitate the removal of 5no. trees from the grass verge bounding the site. The scheme includes proposals to replant / replace these trees at alternate locations along the verge.

Table 2.1 – Key Development Details			
Site Area	0.219ha (as stated)		
No. of Residential units	7		
Housing Mix / unit size	3 no. three-bed detached (120.19sqm to		
	128.27sqm)		
	4 no. three-bed semi-detached (120.19sqm)		
Floor Area	855.22sqm		
Car Parking	2 spaces /unit (in-curtilage)		
Density	c. 32units / ha		
Public Open Space	0		
Materials	External walls to be finished with a mix of brick		
	and a smooth plaster which is to be painted. The		
	roof will be clad in concrete tiles (colour to be		
	determined). Front door canopies will be metal		
	standing seam. Fascia's, barge boards and		
	soffits will be clad in black uPVC. Gutters and		
	downpipes will be black, round uPVC.		
Services	Connection to public mains and water supply.		
	Surface water runoff from the proposed		
	dwellings will be directed to individual		
	soakaways within the curtilage of each unit.		
	Permeable paving to be installed in all parking		
	areas. Roof water will be partially captured in		
	water butts.		

2.4. Table 2.1 below provides a schedule of the key development details:

#### 3.0 **Planning Authority Decision**

#### 3.1. Decision:

Following an initial further information request, Meath County Council decided to grant permission for the proposed development (as amended) subject to 15no. conditions. The conditions are standard for a development of the nature and scale proposed.

#### 3.2. Planning Authority Reports

#### 3.2.1. Planning Reports

- The initial report of the Local Authority Case Planner (April 2024) has regard to the third-party submission and departmental reports received.
- The case planner raised no objection to the principle of the development.
- Regarding the report from the Transportation Department and their request to amend the layout of the development in order to omit direct accesses onto the L28131, the case planner was satisfied that the layout of the development as proposed was appropriate and the issue was not raised with the applicants by way of further information request or by way of condition.
- The case planner carried out an Appropriate Assessment screening exercise and concluded with a finding of no likely significant effects on European Sites. The need for a Natura Impact Statement and Appropriate Assessment was ruled out. The need for EIA was excluded at preliminary examination stage.
- The report concluded with a recommendation that further information be sought on various issues. These issues and the applicant's response to same can be summarised as follows:
  - Details requested in relation to the height and design of the roadside boundary wall. The applicant responded with revised proposals for the construction of a 1.5m high wall with brick finish.

- The applicant was requested to confirm that the open space areas along the public road are to be incorporated as part of the residential plots. The applicant confirmed same.
- The applicant was requested to assess the adequacy of existing street lighting. The applicant's response confirmed that existing street lighting in the area is adequate to cater for the proposed development.
- The applicant was requested to engage with Uisce Eireann to assess the feasibility of connecting to public mains water and wastewater infrastructure. The applicant submitted Uisce Eireann's response to the Pre-connection Enquiry confirming that connection to existing services is feasible without upgrades.
- The applicant was requested to comment on the submissions from the 3<sup>rd</sup> party submission and Inland Fisheries Ireland. The applicant's response to the further information request included commentary on issues raised by the Third-party.
- The second report of the Case Planner (June 2024) considers the further information received on the 28<sup>th</sup> of May 2024. The Case Planner was satisfied with the details submitted and concluded with a recommendation to grant permission subject to condition as per final decision.

#### 3.2.2. Other Technical Reports

- **Transportation Department**: Report dated 25<sup>th</sup> April 2024 requests further information on the proposed access arrangements. The report notes that the proposal includes for the provision of three direct accesses onto the L28131 which will form part of the access to the Kells Front Lands (MP 26). This access will be a link road as defined in DMURS and as such direct access cannot be facilitated.
- Public Lighting: Initial report requests that the applicant demonstrate that existing street lighting is adequate to cater for the proposed development. Subsequent report confirms that the lighting submission made under F.I (that no additional public lighting is required) is satisfactory.

- *Housing*: Part V requirements to be met by the delivery of housing on site
- Architectural Conservation: No architectural conservation objections not in an ACA and not relevant to any RPS

#### 3.3. Prescribed Bodies

- **Uisce Eireann**: Report dated 8<sup>th</sup> April 2024 requests that the applicant engage with Uisce Eireann through a PCE to assess the feasibility of a connection to the public water / wastewater infrastructure.
- Inland Fisheries: Concerns raised regarding the capacity of the sewer network and the wastewater treatment plant at Kells. The report states that one of the most notable issues with the sewer network in Kells is the stormwater overflow (SWO) SWO03, which is located on the Newrath Stream, a tributary of the Kells Blackwater River. Reports of overflows from this SWO have been reported on many occasions to the EPA. The EPA has opened a Compliance Investigation in relation to the SWO to track Uisce Eireann's resolution of the issue. Details of this can be accessed on the EPA website at *https://leap.epa.ie/licence-profile/D012*. It is imperative to establish that there is sufficient capacity in the sewer network and at the wastewater treatment plant to ensure that this or any other proposed development in Kells does not have a negative impact on the valuable fisheries habitats in the Kells Blackwater River.

#### 3.4. Third Party Observations

The planning authority received one third party submission from The Boyne Catchment Anglers, the appellants in this case. The issues raised can be summarised as follows:

- The adequacy of the Kells WWTP to cater for the proposed development
- Inadequacy of the water supply.
- Lack of environmental screenings
- Previous refusal on site

- No green area for this site
- Density is not in line with national policy

#### 4.0 **Planning History**

#### 4.1. Appeal Site

No relevant planning history on site.

#### 4.2. Lands in the Vicinity of the Appeal Site:

The following planning applications are of note:

ABP-304799-19 Construction of a new distributor road and junction to the southwest of Kells town centre. Approved with conditions 15/06/2020.

The new distributor road will connect with a section of the Westfield access road serving the proposed development site. The approved works also include a junction upgrade of Westfield access road and Bective Street to the east of the proposed development site.

MCC PI.Ref: 2154 Permission refused (Sept. 2021) for the construction of 34 no. two-storey dwellings etc on lands c75m to the northwest of the proposed development site.

> The proposal was refused for four reasons as follows: 1) Flood risk; 2) Possible significant adverse impact on Natura 2000 sites having regard to the proximity of the site to the River Boyne and River Blackwater SAC and SPA, the direct hydrological link to same via the Newrath Stream and the lack of adequate information regarding same. 3) Lack of an Archaeological Impact Assessment and 4) the potential for the development to prejudice the delivery of the Kells Front Lands access road and its potential to prohibit / restrict the development of the remaining lands.

#### 5.0 Policy Context

#### 5.1. Meath County Development Plan 2021-2027 (MCDP)

The Meath County Development Plan 2021-2027 (incl. Variations 1 & 2) (MCDP) is the operative plan for the area.

<u>Settlement Hierarchy</u>; The MCDP designates Kells as a Self-Sustaining Growth Town

<u>Zoning</u>: The proposed site is zoned C1 Mixed- use. The objective for this area is to provide for and facilitate mixed residential and employment generating. Residential / Sheltered Housing is listed as a permitted use within this zone.

#### Public open space:

*DM OBJ 27:* Standalone residential developments comprising of 9 residential units or less shall be exempt from the requirement to provide 15% open space. In all such cases the private amenity space serving each dwelling shall exceed the minimum requirement.

#### 5.2. Kells (Written Statement and Maps for Kells, Volume 2)

The MCDP incorporates in Volume 2, a written statement for Kells which is accompanied by a land use zoning map and a Cultural and Natural Heritage Map. The following is noted:

<u>Population / Core Strategy</u>: Kells had a recorded population of 6,135 in 2016, the population of the settlement is expected to increase to 7,135 by 2027. The settlement has a Core Strategy allocation of 452units which includes the unbuilt extant units which at the date of publication was stated at 391.

<u>Vision:</u> The stated vision is for Kells to be recognised as a strategic economic centre for north Meath with a vibrant mix of employment, businesses, retail, services

and tourism opportunities, intrinsically linked to its rich historical and cultural heritage and character."

<u>Kells 'Frontlands'</u>: The 'Frontlands' area consists of c. 15 ha of land to the west of Bective Street/Bective Square/Suffolk Street. The area, which is to be the subject to a Masterplan (MP 26) incorporates lands zoned for residential, commercial, white land and open space/recreational uses. The development of the 'Frontlands' area is reliant upon the construction of new link road between Bective Street and the Cavan Road, granted permission by An Bord Pleanála in 2020.

As detailed on the Land Use Zoning Map for Kells (Sheet No.18), the appeal site is located outside of the masterplan area and as such does not form part of the 'Frontlands'.

#### Infrastructure:

*Water*: Water supply for Kells is sourced from the Kells/Oldcastle Supply. There is capacity in this water supply to accommodate growth during the lifetime of the Plan. However, there are localised network constraints.

*Wastewater:* Wastewater is discharged to a Treatment Plant on the Headfort Road. Spare capacity at this Treatment Plant is currently limited. Irish Water plans to upgrade this treatment plant from its present capacity of 8,000 PE. to 13,500 PE. It is anticipated that this will upgrade will be completed during the lifetime of this Plan.

#### Noted Policy / Objectives:

It is the policy of the Council:

KEL POL 1 To continue to support the sustainable growth of Kells by encouraging high quality development in appropriate locations that enhances the built environment, meets the needs of all sections of the community, respects the heritage status of the town, and allows the town to fulfil its designation as an important employment and service centre in the north of the County. It is an objective of the Council:

KEL OBJ 1 To support and encourage residential development on underutilised land and/or vacant lands including 'infill' and 'brownfield' sites, subject to a high standard of design and layout being achieved.

#### 5.3. Natural Heritage Designations

The subject site is not located within or adjacent to any European Site. The closest European Sites, part of the Natura 2000 Network, are the River Boyne and River Blackwater SAC and the River Boyne and River Blackwater SPA which lie c1.5km to the northeast. There are no direct pathways between the site and the Natura 2000 network.

#### 6.0 The Appeal

#### 6.1. Grounds of Appeal

This is a third-party appeal lodged by against the decision of Meath County Council to grant permission for the construction of 7 no. two-storey dwellings at Westfield Access Road, Bective Street, Kells, Co. Meath. It is contended in the grounds of appeal (GoA) that Meath County Council overlooked a number of facts in their assessment of the application and that their decision to grant permission contradicts the reasons cited for refusal under MCC Planning Ref: No. 2154, which relates to the same land registry folio. It is contended that these omissions / contradictions merit a review of the decision-making process. The making of the decision five days in advance of the decision due date is also noted.

The grounds of appeal can be summarised under the following headings:

- Land ownership: The applicants claim of ownership over the appeal site is disputed. Reference is made in the GoA to Land Direct Records Folio: MH5875, which indicates that the lands are owned by a third, unrelated party.
- **Planning history**: Reference is made in the appeal to a previous planning application, Meath County Council Planning Ref: 2154, which relates to the

same land registry folio. MCC PI. Ref: 2154 was refused in 2021, and it is argued that the current proposed development should have been refused on similar grounds (refer to planning history for details). MCC PI. Ref: 2154 was not referred to by the applicants in section 18 - Planning History of the planning application form.

- Kells Frontlands Masterplan: It is noted in the GoA that lands registered under Folio MH5875 are included as part of the Kells Frontlands Master Plan. It is contended that the proposed scheme is not in keeping with the Masterplan and that no reference to the masterplan was made in the application or in the decision.
- **Rights-of-way**: The site is subject to two existing rights-of-way with adjacent property owners (as per land registry folio). No mention to these rights-of-way is made in the planning application.
- Planned connection to Frontlands distributor road: No reference is made in the application or drawings to the proposed Front Lands Distributor Road, granted by An Bord Pleanála in 2020 under ABP JP17.304799. This road is intended to link Bective Street to the Oldcastle Road and will serve the proposed development.
- **Application documentation:** Documents requested by the planning authority in their assessment of MCC PI. Ref: 2154 were not requested as part of the current application, including a report on compliance with the Kells Frontlands Masterplan; a detailed flood risk assessment and screening statement for Appropriate Assessment.
- False statement on SAC/SPA location and EIS: The applicants in section 17 of the planning application form, confirmed that the application did not relate to work within or close to a European Site or NHA and did not require the preparation of an EIAR despite the fact that the site is directly adjacent to the Newrath Stream which is hydrologically connected to the Blackwater River SAC / SPA.
- Lack of a flood risk assessment: much of the Folio in which the application is located is within Flood Zone A and Flood Zone B, however the applicant

claims in section 18 of the planning application form that there is no flooding history at the site. The area is a natural flood plain drained by the Newrath Stream and has a long history of flooding.

- **Omission of data re: connection to services:** the applicants have failed to provide any information / documentation from Uisce Eireann regarding a connection agreement. MCC failed to consider water supply / was water collection in their deliberation of the application.
- Inadequacies in the Kells Wastewater Treatment Plant: concerns are raised regarding the condition of the Kells WWTP and sewage collection system with reference to reports commissioned by Meath County Council and Uisce Eireann (not included with the appeal). Reference is also made to sections on the Kells WWTS and collection system contained in the 2007-2013 and 2013-19 Kells Development Plans and in current Meath Development Plan.
- It is contended that the Kells WWTP is overloaded and has been overloaded since 2010 with increasing volumes of untreated raw sewage directed into Blackwater River via storm water outlets.
- The upgrade of the Kells WWTP and sewage collection system was to have been completed by 2013, this was not carried out and no plant capacity increase has taken place.
- Uisce Eireann failed to notify the Local Government Authority, ABP and the EPA of any plan to carry out a capacity increase and have failed to provide any evidence of the claimed capacity increase.
- All recent investigative reports commissioned by MCC and Uisce Eireann state storm water outlets, SW2 and SW3, continue to be used to divert the large raw sewage excess away from the already full WWTP, and into a protected SAC/SPA. This is evidenced by the ongoing decline of the receiving waters to "poor" water quality status on the Blackwater around the WWTP's storm water outlets.

#### 6.2. Applicant Response

The applicant's response to the issues raised in the third-party grounds of appeal is set out in correspondence received on the 8<sup>th</sup> of August 2024. The response can be summarised as follows:

- **Validity of appeal**: It is contended that the appeal should not be considered valid to 'erroneous claims' made by the appellant.
- Land ownership: The appellant repeatedly states that the applicant is not the owner of the proposed development site, which is not the case. The applicant is the owner of the land and was the owner at the date of lodgement. The response documentation includes a copy of the Deed of Transfer, dated 7<sup>th</sup> of November 2023 and lodged with Tailte Eireann (registration pending).
- Planning History: The appeal refers to MCC Planning Ref: No. 2154 which is on the same land folio as the proposed development site. The applicant states that MCC Planning Ref: No. 2154 relates to a completely different site and the fact that both sites form part of the one folio is irrelevant.
- *Kells Front Lands Master Plan*: The applicants states that the proposed development site is outside the Kells Front Lands Master Plan area.
- *Flood risk*: as detailed on the strategic Flood Risk Assessment map contained within the Meath County development Plan 2021-2027, the proposed development site is located outside of potential flood risk designated areas. It is contended that the appellant is confusing the proposed development site with the site associated with MCC Planning Ref: No. 2154.
- Omission of data re: connection to services: A Pre-connection Agreement with Uisce Eireann was submitted to the Council as part of the applicant's response to the further information request. The letter confirms that proposed wastewater connection is feasible without infrastructure upgrade.
- Adequacy of the Kells WWTP: Uisce Eireann, the company responsible for the operation of all public water and wastewater services in the country and for all capital investment decisions and the implementation of capital programme delivery, have confirmed that a connection to the existing wastewater treatment system is feasible. Uisce Eireann have also confirmed that since 2010, six

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separate and substantial investment programmes have contributed to the improved compliance of the Kells WWTP and have significantly increased the biological treatment capacity of the plant.

- False Statement on SAC/SPA location and EIS: the applicant did not make false statements in the application in relation to SAC/SPA location and EIS. These matters were considered by the planning authority in their assessment of the application.
- The proposed site is perfectly suited for this small-scale residential development. The scheme will uplift the long access road to Westfield and the dwellings will overlook the road to enhance the safety of both the road and houses. Every effort has been made to provide architecture and design which compliments and reinforces the existing character of the urban landscape.

#### 6.3. Planning Authority Response

• No further comment

#### 6.4. Observations

None

#### 7.0 Assessment

#### 7.1. Introduction

7.1.1. Having examined the application details and all other documentation on file, including all of the submissions received in relation to the appeal, the reports of the local authority, and having inspected the site, and having regard to the relevant local/regional/national policies and guidance, I consider that the substantive issue raised in the appeal relates to the adequacy of the Kells Wastewater Treatment Plant and sewage collection system to cater for the proposed development. The grounds of appeal also raise issues relating to the ownership of the subject site, its connection to Land Registry Folio MH5875 and its connection to the Kells 'Frontlands' masterplan area. Conversely, the applicants have queried the validity of the appeal.

- 7.1.2. I intend to address the issues raised under the following headings:
  - Validity of Appeal
  - Adequacy of the Kells wastewater treatment plant and sewage collection system to cater for the proposed development
  - Land Ownership
  - Planning History and Connection Land Registry Folio MH5875
  - Connection to the Kells 'Frontlands' Masterplan
  - Rights-of-way
  - Flood Risk

#### 7.2. Validity of Appeal

- 7.2.1. In the first instance, I note that the applicant has argued that this third-party appeal should be deemed invalid on the grounds that the appellant has made what they describe as 'erroneous' claims in relation to the ownership of the site and its location of the site within the 'Frontlands' Masterplan. It is contended that the appellants are confusing the proposed development site with a separate site, the subject of a previous unsuccessful planning application, MCC Ref: 2154.
- 7.2.2. Following consideration of the grounds of grounds of appeal and the relevant sections of the Planning and Development Act 2000 (as amended) I am satisfied that the documentation submitted is sufficient to form the basis of a valid appeal and that legitimate material planning considerations have been raised, therefore I do not recommend that the appeal be dismissed.

#### 7.3. Adequacy of the Kells Wastewater Treatment Plant

7.3.1. Wastewater arising from the proposed development is to drain via the public sewer to the wastewater treatment plant at Kells with discharge of treated wastewater from the WWTP to the Kells Blackwater River. The Blackwater River is part of the River Boyne and River Blackwater SAC and SPA.

- 7.3.2. It is the contention of the third-party appellant that the Kells WWTP is overloaded and has been since 2010 resulting in increased volumes of untreated raw sewage being directed away from the plants treatment tanks and into the Blackwater River via Storm Water Outlets to the Newrath Stream, a tributary of the River Blackwater, resulting in deterioration of the stream and posing a risk to human health. Concerns regarding the capacity of the sewer network and the wastewater treatment plant at Kells were also raised by lascach Intíre Éireann (Inland Fisheries Ireland) in their report to the planning authority dated the 23<sup>rd</sup> of April 2024. The report states that "*it is imperative to establish that there is sufficient capacity in the sewer network and at the wastewater treatment plant to ensure that this or any other proposed development in Kells does not have a negative impact on valuable fisheries habitats in the Kells Blackwater River"*.
- 7.3.3. The Kells WWTP is operated by Uisce Éireann (Irish Water). The applicants in their response to the issues raised in the grounds of appeal have included details of a pre-connection inquiry with Uisce Éireann's which confirms that a connection to the existing wastewater treatment system in Kells is feasible without infrastructure upgrade. The applicant's response documentation also includes a list of investment projects which they state have been undertaken by Uisce Éireann since 2010 to improve the compliance of the Kells WWTP and to increase the biological treatment capacity of the plant. The upgrades listed include the installation of a ferric dosing system to control Orthophosphate levels in final effluent and to meet Wastewater Discharge Licence ELV (2017) and the upgrading of the aeration system to a Fine Bubble Diffused Air (FBDA) aeration system (2020). In accordance with the details provided, the upgrades listed have increased the capacity of the treatment plant from 8,000 PE in 2010 to 9, 800 PE in 2021.
- 7.3.4. Regard is had to Uisce Éireann's 2023 Annual Environmental Report (AER2023) on the Kells WWTP which can be accessed at the following link: <u>AER2023.pdf</u> and which confirms a plant capacity of 9,800 PE of which the collected load is 8,347 PE. Uisce Éireann indicate in section 2.1.4.2 of AER 2023 that the remaining capacity of the plant (1,453 PE) will not be exceeded in the next three years.

- 7.3.5. In accordance with AER 2023, the annual mean hydraulic loading of 3,495 m³/day of the plant is less than the peak hydraulic capacity (5,400 m³/day) but that the annual maximum hydraulic loading at 6,775 m³/day, is greater. The AER caveats this identified exceedance by stating that "nominal design capacities can be based on conservative design principles. In some cases, the assessment of existing plants has shown organic capacities significantly higher than the nominal design capacity. Accordingly, plants that appear to be overloaded when comparing a collected peak load with the nominal design capacity can be fully compliant due to the safety factors in the original design." It is further stated that the design of the Kells WWTP "allows for peak values and therefore the peak loads have not impacted on compliance with Emission Limit Values". As per the AER 2023, the Kells WWTP was fully compliant with its wastewater discharge license emission limit values.
- 7.3.6. AER 2023 notes that Uisce Éireann received eight complaints of an environmental nature relating to the discharges to water from the WWTP, all of which were reported to the EPA and all of which relate to a stormwater overflow (SO3) located on the Newrath Stream, a tributary of the Kells Blackwater River. AER2023 confirms that while SW3 does not meet with DoEHLG Guidance, it is included in the Programme of Improvements with plans to upgrade the stormwater overflow currently at planning stage. A time frame for the upgrade works is not provided. Notwithstanding, I note AER 2023 records the Water Framework Directive Ecological Status of the Kells Blackwater River as "Good" both upstream and downstream of the WWTP, this is opposed to a 'Moderate' Status recorded in the AER 2021 (<u>AER2021.pdf</u>). Regard is also had to the latest River Q Values recorded by the EPA in Q4 of 2024 (Source: <u>EPA Maps</u>) which again assign a 'Good' status to the Kells Blackwater both upstream and downstream of the overflows from SW3, the discharge from the Kells WWTP, does not have an observable negative impact in water quality.
- 7.3.7. The proposed development comprises a small-scale residential scheme of 7 houses and includes proposals for the on-site disposal of surface water. A development of the nature and scale proposed would not generate significant demands on the Kells WWTP. In accordance with the AER 2023, the Kells WWTP has a design capacity of 9,800 PE with a spare capacity of 1,453 PE. I am satisfied that the proposed

development, can be adequately accommodated by the existing Kells WWTP with adequate capacity for existing permitted developments in the area.

7.3.8. I conclude that the proposed development is acceptable in terms of proposals for foul water discharge.

#### 7.4. Land Ownership:

7.4.1. It is noted in the grounds of appeal that the proposed development site forms part of a larger land holding which is registered under Land Registry Folio MH5875. It is the contention of the third-party appellant that as the applicants are not the registered owners of Folio MH5875, they are not the owners of the proposed development site, contrary to the information contained in the planning application form. The applicants dispute this claim, stating in their response to the grounds of appeal that they are owners of the land and were the owners at the time the application was lodged with the Meath County Council (MCC). To support this claim, the applicants have submitted a copy of the Deed of Transfer for part of the property comprised in Folio MH5875 and lodged with Tailte Eireann on the 7<sup>th</sup> of November 2023. This is I consider sufficient to support, at least, the validity of the application.

#### 7.5. Planning History and Connection to Land Registry Folio MH5875:

- 7.5.1. Land Registry Folio MH5875 also incorporates lands which were subject of a previous planning application (MCC PI. Ref: 2154), under which planning permission was refused by Meath County Council for 34 no. two-storey dwellings (refer to section 4.0 Planning History for details). It is the contention of the third-party appellant that planning permission for the proposed development, also within Folio MH5875, should have been refused on similar grounds.
- 7.5.2. While I note that the proposed development site forms / formed part of Folio MH5875, the lands the subject of this application are otherwise separate and removed from the lands the subject of MCC PI. Ref: 2154. In my opinion the development proposed under MCC PI. Ref: 2154 and the planning authority's

decision in respect of same, bears no relevance to the application currently before the Board, which should be assessed on its own merits.

#### 7.6. Connection to the Kells 'Frontlands' Masterplan and the new Link Road:

- 7.6.1. The proposed development site is currently served by a cul-de-sac, the Westfield access road. The section of the Westfield access road that extends along the northern boundary of the site is intended to form part of a new road linking Bective Street to the west and the R163 (Cavan Road) to the north. This new road is intended to facilitate the development of adjacent zoned lands, referred to in the MCDP as the Kells 'Frontlands'. Development within 'Frontlands' is to be subject to a Masterplan (MP 26). The masterplan boundary and the indicative route for the new link road is shown on the Land Use Zoning Map for Kells, Sheet No. 18 (a) of the MCDP. It is evident from the land use zoning map that the proposed development site is not within the masterplan boundary; therefore, in my opinion the proposed development.
- 7.6.2. Works to facilitate the construction of the new link road were permitted under APB-311784-21. When constructed, the proposed development would be served by and directly accessed from this new link road. It is my opinion, based on the information available, that the proposed development would not prejudice the delivery of the road or restrict or inhibit the development of the masterplan lands. Therefore, I do not recommend that planning permission be refused on this basis.

#### 7.7. Rights-of-way

7.7.1. It is the contention of the third-party appellant that the proposed development site is subject to two pre-existing rights of-way under Folio MH5875 and that no mention of this was made in the application. I have reviewed the information on file and consulted 'landdirect.ie', Tailte Éireann's on-line search application that provides access to land registry services. In accordance with the information available a right-of-way does exist over the Westfield access road. The applicants in their response to the grounds of appeal have included a letter from Meath County Council which

confirms that the Westfield access road is in the charge of Meath County Council. Also included with the response documentation is a copy of a Deed of Grant of Easement between the landowners and the applications regarding the use of the access road to serve the proposed development. On the basis I am satisfied that the proposed development would not impede on a right-of-way.

#### 7.8. Flood Risk:

In relation to flood risk, I note that a Strategic Flood Risk Assessment (SFRA) for the area was undertaken as part of the Meath County Development Plan 2021-2027 and is included in Volume 4 of the plan. The SFRA included detailed modelling for Kells which was used to create flood zones which were identified on a flood zone map. Unlike other lands within Land Registry Folio MH5875, the lands the subject of this application have not been identified as being at risk of flooding and I note that the lands in question are removed from the Newrath Stream. In my opinion a Flood Risk Assessment is not required in respect of the proposed development.

#### 7.9. AA Screening

- 7.9.1. I have considered the proposed mixed development in light of the requirements of Sections 177S and 177U of the Planning and Development Act 2000 as amended.
- 7.9.2. The subject site is not located within or adjacent to any European Site. The closest European Sites, part of the Natura 2000 Network, are the River Boyne and River Blackwater SAC and the River Boyne and River Blackwater SPA which lie c1.5km to the northeast. No direct pathways between the site and the Natura 2000 network have been identified.
- 7.9.3. Having considered the nature, scale and location of the proposed development I am satisfied that it can be eliminated from further assessment because it could not have any appreciable effect on a European Site. The reason for this conclusion is as follows:
  - The nature and small-scale of the development.

- The location of the development on serviced lands within the settlement of Kells
- The distance from European Sites, the urban nature of intervening habitats and the absence of direct ecological pathways to European Sites and
- Taking into account the screening determination of Meath County Council
- 7.9.4. I consider that the proposed development would not be likely to have a significant effect individually, or in-combination with other plans and projects, on a European Site and appropriate assessment is therefore not required.

#### 8.0 EIA Screening

8.1. See completed Form 2 on file. Having regard to the nature, size, and location of the proposed development and to the criteria set out in schedule 7 of the regulations I have concluded at preliminary examination that there is no real likelihood of significant effects on the environment arising from the proposed development. EIA, therefore, is not required.

#### 9.0 Recommendation

9.1. I recommend that permission for the proposed development be granted subject to condition as outlined below.

### 10.0 Reasons and Considerations

Having regard to the provisions of the Meath County Development Plan 2021-2027 (as varied), to the location of the proposed development within the development boundary of Kells, to the nature and scale of the proposed development and to the pattern of development in the vicinity of the site, 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 properties in the vicinity, would not have significant effects on the environment or endanger public health and would be acceptable in terms of traffic safety and convenience. The proposed development would, therefore, be in accordance with the proper planning and sustainable development of the area.

#### 11.0 Conditions

1. The development shall be carried out and completed in accordance with the plans and particulars lodged with the application on the 14<sup>th</sup> of March 2024 and as amended by further plans and particulars received by the planning authority on the 28<sup>th</sup> of May 2024 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. In default of agreement the matter(s) in dispute shall be referred to An Bord Pleanála for determination.

Reason: In the interest of clarity

 Prior to the commencement of development details of the materials, colours and textures of all the external finishes to the proposed buildings, boundary walls and surface materials shall be submitted for written agreement of the planning authority.

Reason: In the interest of visual amenity.

3. Proposals for a naming and numbering scheme and associated signage shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development. Thereafter, all signs, and numbers shall be provided in accordance with the agreed scheme.

Reason: In the interests of amenity.

4. 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 overground cables shall be relocated underground as part of the site development works.

Reason: In the interests of visual and residential amenity.

 Prior to the commencement of development, the developer shall enter into water and waste-water connection agreements with Uisce Eireann (Irish Water).

Reason: In the interest of public health.

 Drainage arrangements, including the attenuation and disposal of surface water, shall comply with the requirements of the planning authority for such works and services.

Reason: In the interests of public health

7. Site development and building works shall be carried out only in daylight hours and between the hours of 0700 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 and to avoid any potential harmful effects to designated European Sites

8. 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.

9. 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 roads, footpaths, watermains, drains, open space and other services required in connection with the development, coupled with an agreement empowering the local 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 development or, in default of agreement, shall be referred to An Bord Pleanála for determination.

**Reason:** To ensure the satisfactory completion of the development.

10. 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 or

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.

I confirm that this report represents my professional planning assessment, judgement and opinion on the matter assigned to me and that no person has influenced or sought to influence, directly or indirectly, the exercise of my professional judgement in an improper or inappropriate way.

Lucy Roche Planning Inspector

24th March 2025

## Form 1

#### **EIA Pre-Screening**

	An Bord Pleanála320179-24Case Reference320179-24				
Propo Devel Sumn	opment		Residential development of 7no. Houses		
Devel	Development Address         Westfield Access Road, Bective Street, Kells, Co. Meath           HD32		o. Meath, A82		
	-	posed dev	elopment come within the definition of a es of FIA?	Yes	Х
		• •	tion works, demolition, or interventions in	No	
,		rroundings)			
			pment of a CLASS specified in Part 1 or Panent Regulations 2001 (as amended)?	art 2, S	chedule 5,
			b) of Schedule 5 Part 2 of the Planning and		
		Development Regulations 2001 (as amended)		Proceed to Q3.	
Yes		provides that mandatory EIA is required for the			
	following classes of develop				
Construction of more than 500 dwelling units					
No	No				
3. Does the proposed development equal or exceed any relevant THRESHOLD set out in the relevant Class?					
				EIA	Mandatory
Yes				EIA	R required
No	x			Pro	oceed to Q4
			pment below the relevant threshold for the shold development]?	Class	s of

Yes	x	The proposed development of 7no dwelling units falls	Preliminary
103		significantly below the threshold of 500 dwelling units	examination
			required (Form 2)

5. Has Schedule 7A information been submitted?		
No	x	Pre-screening determination conclusion
		remains as above (Q1 to Q4)
Yes		Screening Determination required

Inspector: \_\_\_\_\_ Date: \_\_\_\_\_

## Form 2

An Bord Pleanála Case Reference	ABP-320179-24		
Proposed Development Summary	Construction of 7 houses, all ancillary works and connections to public services.		
Development Address	Westfield Access Road, Bective Street, Kells, Co. Meath, A82 HD32		
The Board carried out a preliminary examination [ref. Art. 109(2)(a), Planning and Development regulations 2001, as amended] of at least the nature, size or location of the proposed development, having regard to the criteria set out in Schedule 7 of the Regulations. This preliminary examination should be read with, and in the light of, the rest of the Inspector's Report attached herewith.			
Characteristics of proposed development (In particular, the size, design, cumulation with existing/proposed development, nature of demolition works, use of natural resources, production of waste, pollution and nuisance, risk of accidents/disasters and to human health).	The proposed development comprises the construction of 7 no. dwelling units (houses) and all associated infrastructure on a site of c. 0.219 ha.		
	The development comes forward as a standalone project, does not require the use of substantial natural resources or give rise to significant risk of pollution or nuisance.		
	The development by virtue of its type, does not pose a risk of major accident and / or disaster, or is vulnerable to climate change. It presents no risks to human health.		
Location of development (The environmental sensitivity of geographical areas likely to be affected by the development in particular existing and approved land use, abundance/capacity of natural resources, absorption capacity of natural environment e.g. wetland, coastal zones, nature reserves, European	The site is not within or immediately adjacent to any designated site. The site is served by public mains water and sewerage.		

sites, densely populated areas, historic, cultural or archaeologic	-	the grounds the condition and sewage its ability to c additional loa the proposed potential imp	ave been raised in of appeal regarding n of the Kells WWTP collection system, cater for the ading generated by d project and bacts on the River designated SAC
		Uisce Eirean via a PCE th feasible with upgrade. I an issues relatin proposal for treatment an on designate can be addre	nd potential impacts ad European site
Types and characteristics of potential impacts (Likely significant effects on environmental parameters, magnitude and spatial extent, nature of impact, transboundary, intensity and complexity, duration, cumulative effects and opportunities for mitigation).		Having regard to the nature of the proposed development, its location removed from sensitive habitats / features, likely limited magnitude and spatial extent of effects and absence of in combination effects, there is no potential for significant effects on the environmental factors listed in section 171A of the Act	
Likelihood of Significant Conclusion in respect of E Effects		ect of EIA	Yes or No
There is no real likelihood of significant effects on the environment.		Yes	
There is significant and realistic doubt regarding the likelihood of significant effects on the environmentSchedule 7A Information required to enable a Screening Determination to be carried out		No	

There is real likelihood of	EIAR required	No
significant effects on the		
environment		

Inspector:	Date:
DP/ADP:	Date:

(only where Schedule 7A information or EIAR required)

# Appendix 3: Appropriate Assessment Screening Determination (Stage 1, Article 6(3) of Habitats Directive)

I have considered the proposed residential development in light of the requirements of S 177S and 177U of the Planning and Development Act 2000 as amended.

A screening report for Appropriate Assessment was not submitted with this planning appeal case. However, Appropriate Assessment Screening was undertaken by Meath County Council (MCC) as part of their planning assessment and a finding of no likely significant effects on a European Site was determined. MCC concluded the proposed development would not require the preparation of a Natura Impact Statement and Appropriate Assessment was not carried out.

A detailed description of the proposed scheme is presented in Section 2 of my report. In summary, this is a greenfield site in the settlement of Kells, in County Meath. It is proposed to develop the site for residential use, comprising 7no residential units each with individual access off the adjoining road referred to as the Westfield access road. The development proposal includes connection to public mains water and sewerage. As detailed in the Engineering Services Report submitted with the application, surface water runoff for each house is to be managed via soakaways in the garden areas with permeable paving allowing for infiltration. Individual soakaways have been designed for each house based on BRE365 infiltration test results obtained during site investigation works (no water table encountered).

There are no watercourses or other ecological features of note on the site that would connect it directly to European Sites in the wider area.

#### **European Sites**

The subject site is not located within or immediately adjacent to any designated European Site, comprising a Special Area of Conservation or Special Protection Area (SPA).

The closest European Sites, part of the Natura 2000 Network, are the River Boyne and River Blackwater SAC and The River Boyne and River Blackwater SPA which lie c1.5km to the northeast.

Applying, the source-pathway-receptor method, I am satisfied that there is no potential for connectivity between the appeal site and any other European designated site.

European Site	Qualifying Interests and	Distance	Connections
	conservation objectives		
	M: maintain favourable conservation		
	condition		
	R: restore favourable conservation		
	condition		
River Boyne and	• Alkaline fens (M)	c. 1.4km	Yes - Indirect
River Blackwater	<ul> <li>Alluvial forests with Alnus</li> </ul>		During the
SAC	glutinosa and Fraxinus		operational phase
Site code 002299	excelsior (Alno-Padion, Alnion		hydrological
	incanae, Salicion albae) <i>(R)</i>		connection to the
	<ul> <li>Lampetra fluviatilis (River</li> </ul>		River Blackwater
	Lamprey) <i>(R)</i>		via the Kells
	• Salmo salar (Salmon) (R)		WWTP
	• Lutra lutra (Otter) <i>(M)</i>		
River Boyne and	• Kingfisher (Alcedo atthis) (M)	1.5km	Yes - Indirect
River Blackwater			During the
SPA. Site code			operational phase
004232			hydrological
			connection to the
			River Blackwater
			via the Kells
			WWTP

The River Boyne and River Blackwater SAC (002299) comprises the freshwater element of the River Boyne as far as the Boyne Aqueduct, the Blackwater as far as Lough Ramor and the Boyne tributaries including the Deel, Stoneyford and Tremblestown Rivers. These riverine stretches drain a considerable area of Meath and Westmeath, and smaller areas of Cavan and Louth. The River Blackwater is the element of the site located within the vicinity of the subject site. The Blackwater is a medium sized limestone river which is still recovering from the effects of the arterial drainage scheme of the 1970s. Salmon stocks have not recovered to the numbers that existed pre-drainage. The Deel, Riverstown, Stoneyford and Tremblestown Rivers are all spring fed, with a continuous high volume of water.

The River Boyne and River Blackwater SPA (004232) is a long, linear site that comprises stretches of the River Boyne and several of its tributaries; most of the site is in Co. Meath, but it extends also into Counties Cavan, Louth and Westmeath. The SPA is of high ornithological importance as it supports a nationally important population of Kingfisher, a species that is listed on Annex I of the E.U. Birds Directive.

#### Likely impacts of the project (alone or in combination)

As the proposed application site is not located within or adjacent to a European site there will be no direct impacts and no risk of habitat loss, fragmentation or any other direct impact.

Given the nature, scale and location of the proposed development, the distance from European Sites and the urban nature of intervening habitats any potential indirect impacts on designated Sites from the development would be restricted to the discharge of surface or foul water from the site, in particular:

 Construction phase impacts include: – Deterioration of water quality due to the release of silt and sediment from the site / development area during site clearance/preparation and construction and the release of construction related compounds such as hydrocarbons to surface water. • Operational phase: Foul and surface water discharge from the development resulting in changes to environmental conditions such as water quality/ habitat degradation.

#### Consideration of Potential Impacts:

Construction works typically generate a range of pollutants (suspended sediments, concrete residues, hydrocarbons etc.) which could be harmful to aquatic and marine habitats and species if there is a pathway by which such substances can reach them. In this instance, no pathway between the subject site and designated sites within the Natura network have been identified. In light of this and given the separation distances available between the subject site and identified European Sites (>1.4km), the potential for significant effects on the qualifying interests of the SAC / SPA during construction, can be ruled out.

During the operational phase, storm water runoff is to be disposed of onsite via individual soakaways located in the garden areas of each unit. As detailed in the Engineering Services Report submitted with the application, each soakaway has been designed for based on BRE365 infiltration test results obtained during site investigation works (no water table encountered). The proposed surface water drainage system also uses permeable paving to hard surfaced areas, water butts and raingardens / bioretention areas. the implementation of the proposed surface water drainage system is unlikely to have any impact on the qualifying interests of the SAC / SPA.

Foul discharge from the proposed development is to drain via the public sewer to the wastewater treatment plant at Kells and ultimately to the River Blackwater (part of the River Boyne and River Blackwater and SAC and SPA). The Kells WWTP operates under licence by the EPA. Uisce Eireann have through a pre-connection inquiry confirmed that a connect to the wastewater system is feasible without upgrade.

The latest River Q Values recorded by the EPA in Q4 of 2024 (Source: <u>EPA Maps</u>) assign a 'Good' status to the Kells Blackwater River both upstream and downstream of the WWTP indicating that the treatment plant is operating effectively. In any event, given its small scale and residential nature, the proposed development is unlikely to generate a significant demand on the Kells WWTP.

#### In combination effects

In relation to in combination effects, I have consulted Meath County Councils online planning system, Geohive - Ireland's National geospatial data hub, and An Bord Pleanála's in house mapping system and I note that there are a number of extant grants of planning permission in Kells. Noted (recent) grants of permission within the vicinity of the site include: an extension to St. Ciarán's Community School granted in March 2024 under MCC Ref: 2360335 and a residential scheme of 66no houses granted in September 2024 under MCC Ref: 2360401.

All new developments in the area will have been screened for or have been subject to appropriate assessment. All new development in the area that is reliant upon public water and wastewater services will require a connection agreement with Uisce Eireann. As detailed under section 7.3 of this report, the Kells WWTP is operating effectively and has capacity to cater for additional loading.

I am satisfied that the proposed development will not result in any effects that could contribute to an additive effect with other developments in the area.

No mitigation measures are required to come to these conclusions.

#### **Overall Conclusion - Screening Determination**

Having carried out Screening for Appropriate Assessment of the project in accordance with Section 177U of the Planning and Development Act 2000 (as amended), I conclude that that the project individually or in combination with other plans or projects would not be likely to give rise to significant effects on any European Sites, in view of the sites Conservation Objectives, and Appropriate Assessment (and submission of a NIS) is not therefore required.

The reason for this conclusion is as follows:

- The nature and scale of the development
- The location of the development on serviced lands within the settlement of Kells
- The distance from European Sites, the urban nature of intervening habitats and the absence of direct ecological pathways to European Sites.
- Taking into account the screening determination of Meath County Council

No mitigation measures aimed at avoiding or reducing impacts on European sites were required to be considered in reaching this conclusion.