

Inspector's Report ABP-322596-25

Development Application for consent for compulsory

acquisition of a derelict site in

accordance with Section 14 of the Derelict Sites Act 1990, as amended

Location 'Holly Tree House', 21 Keating Street,

Dungarvan, County Waterford

Local Authority Waterford City and County Council

Notice Party Margaret Maye

Date of Site Inspection 01st July 2025

Inspector Bernadette Quinn

1.0 Introduction

1.1. This case relates to a request by Waterford City and County Council for the consent of An Bord Pleanála to the compulsory acquisition of the subject site at 21 Keating Street, Dungarvan, Co. Waterford in accordance with the provisions of the Derelict Sites Act 1990, as amended.

2.0 Site Location and Description

- 2.1. The property which is the subject of this application for consent for compulsory acquisition (referred to hereafter as the 'subject property'), is located within the settlement boundary of Dungarvan town, approx. 300 metres west of Dungarvan Town Centre in a mature residential housing development comprising terraces of two storey dwellings.
- 2.2. The subject property is located on the east side of Keating Street and has a stated area of approx. 0.0142 hectares and comprises of an existing two storey mid terrace dwelling, with pedestrian access off Keating Street through a front garden and also pedestrian access to the rear off a laneway. There is a public footpath adjacent to the front of the dwelling and on-street car parking is available along the public road. The boundaries of the site consist of a low wall and pedestrian access gate to the front and high walls to the rear.

3.0 Application for Consent for Acquisition

- 3.1. Waterford City and County Council applied to the Board for consent to compulsorily acquire the site under Section 16 of the Derelict Sites Act, 1990, as amended. I note that this application is subsequent to the serving of notices as follows:
 - Section 8(2) Notice on 25th May 2023 (advising of the Local Authority's intention to enter the site on the register of derelict sites).
 - Section 8(7) Notice on 1st February 2024 (advising of the Local Authority's decision to enter the site on the register of derelict sites).
 - Section 15(1)(b) Notice on 21st of March 2025 notifying of the Local Authority's intention to acquire the site compulsorily.

 Section 15(1)(a) Notice published in a local newspaper dated 28th March 2025 notifying of the Local Authority's intention to acquire the site compulsorily.

4.0 Application and Objection

- 4.1. Notice of Intention to Acquire
- 4.1.1. Notice of Waterford City and County Council's intention to acquire the site compulsorily was served on the owners/occupiers/lessee Margaret Maye on the 21st March 2025 and was published in the Dungarvan Leader newspaper dated 28th March 2025. The site was described as follows in the notice:
 - The property known as Holly Tree House, 21 Keating Street, Dungarvan, Co.
 Waterford covering an area of 0.352 acres or thereabouts, in the District
 Electoral Division of Dungarvan, Lismore as more particularly delineated on
 Map Ref. CPA 2025-05.
- 4.1.2. I consider that the notice was in accordance with the requirements of Section 15(1)(a) and (b) of the Derelict Sites Act, 1990, as amended.
 - 4.2. Objection to Acquisition
- 4.2.1. An objection to the proposed compulsory acquisition was submitted to Waterford City and County Council by the owner/occupier Margaret Maye dated 21st April 2025. The objection can be summarised as follows:
 - Concerns around the current condition of the property are acknowledged.
 - A grant has recently approved to carry out essential repairs and renovations to bring the property up to standard to improve the condition of the house and make the CPO unnecessary.
 - The grant approval demonstrates the owners commitment and financial ability to rehabilitate the property.
 - Engagement of contractors is underway and work will commence shortly.
 - Evidence of the grant and planned works can be provided if required.
 - Given the progress and clear intention to restore the property it is requested that the CPO process be halted to allow completion of the necessary improvements.

- 4.2.2. The Local Authority responded to the submission on 29th April 2025 requesting evidence of the approval of the grant by the 9th May so that the CPO process can be halted and advising that if this has not been received by 9th May the matter shall be referred to An Bord Pleanala. No reply is attached to the documents on file.
 - 4.3. Local Authority's Application for Consent
- 4.3.1. The Local Authority requests the consent of the Board to the compulsory acquisition of the derelict site. The application for consent was submitted on 23rd May 2025 and was accompanied by the following:
 - Local Authority Derelict Sites Report dated 15th May 2023.
 - Copy of Section 8(2) notice of intention to make an entry on the Derelict Sites
 Register to Margaret Maye dated 25th May 2023.
 - Copy of Chief Executive's Order dated 1st February 2024 regarding entry of the property at 21 Keating Street onto the Derelict Site Register and Notice of same to Margaret Maye dated 01st February 2024.
 - Copy of Chief Executive's Order in relation to valuation of the property dated 15th August 2024 and Notice of same to Margaret May dated 15th August 2024.
 - Copy of Chief Executive's Order in relation to Derelict Site Levy Demand dated 14th January 2025 and Notice of same to Margaret May dated 07th February 2025.
 - Local Authority Compulsory Acquisition Report (i.e. Derelict Site report) which sets out the Local Authority's strategic approach to the derelict sites in the county, a description of the site, the background to the case and the details of correspondence to the owner. The report included photographs and a site location map.
 - Copy of Derelict Site Location Map.
 - Copy of cover letter to the Notice Party Margaret Maye dated 21st March 2025.
 - Copy of the Section 15 Notice served on the owners/ occupiers/ lessee of the site dated 21st March 2025.

- Copy of the newspaper notice published in the Dungarvan Leader newspaper dated 28th March 2025.
- Copy of the objection made by the Notice Party Margaret Maye.
- Copy of letter to Margaret Maye dated 29th April 2025 requesting evidence of approval of grant.

4.3.2. The derelict site report can be summarised as follows:

- The Urban Regeneration and Development Fund (URDF) aims to deliver compact and sustainable growth and development with the third round specifically designed to address long-term vacancy and dereliction in URDF cities and towns to accelerate the provision of residential accommodation. This complements the Housing for All plan which seeks to ensure existing vacant homes are brought back into productive use and is a key priority in sustainable development within communities.
- In line with the identified need to bring existing derelict and long-term vacant properties into use for residential and other purposes, WCCC seek to compulsory acquire the derelict and vacant property at 21 Keating Street, Dungarvan, Co. Waterford.
- The condition of the site, which contains a two-storey mid-terrace property, is described as follows:
 - painted rendered walls of the front façade are in a state of significant disrepair
 - o the central window on the first floor is broken
 - a small porch has been added to the front elevation and the window to the left of the porch is broken and smashed in
 - the front yard of the property is in poor condition, characterised by overgrown vegetation and substantial accumulations of rubbish, litter, and other waste materials.
 - The rear of the property is similarly deteriorated with several extensions that lack roofs and have missing windows, and there is an extensive amount of vegetation in the back yard.

- The downpipes at the front and the rear of the property require repair or replacement.
- The report outlines ongoing engagement with the owner since May 2023 and details of discussions in relation to an application for a Vacant Property Refurbishment Grant Application. This includes correspondence from the Vacant Homes Office to Margaret Maye requesting further information to be submitted by 4th March 2025 and the report notes that no response to the FI was received by the Vacant Homes Office.
- The report concludes that the site is considered to materially detract from the character and amenity of the surrounding area and falls within the definition of a derelict site as set out by The Act.
- The site is zoned existing residential and is within the Dungarvan and Ballinroad settlement boundary.
- The relevant Economic Policy Objectives of the Development Plan include Policy Objective ECON 04 City and Town Centre First Approach and Policy Objective ECON 07 relating to Active Land Management; Regeneration Policy Objectives H 06 and General Placemaking Policy Objective Place 01.
- The recommendation of the report states that having regard to the observed condition of the property at 21 Keating Street, in particular its neglected and unsightly state, it is considered that the site materially detracts from the amenity, character and appearance of land in the neighbourhood and is, therefore, a derelict site within the meaning of the Act.
- The report states that it is considered reasonable that the local authority seeks to compulsorily acquire the land to render the site non-derelict and to prevent it continuing to be a derelict site.
- 4.4. Objectors Submission
- 4.4.1. None received.
 - 4.5. Oral Hearing
- 4.5.1. No request has been received for an Oral Hearing.

5.0 Planning History

No recent relevant planning history.

6.0 Policy and Legislation Context

- 6.1. Development Plan
- 6.1.1. The Waterford City and County Development Plan 2022 to 2028 is the operative plan:
 - The subject property is located within the settlement boundary of Dungarvan town and the functional area of the development plan.
 - Dungarvan is designated as a 'Class 2 Key Town' in the Settlement Hierarchy and stated as a 'strategically located urban centre with accessibility and significant influence in a sub regional context'.
 - The site is zoned 'RS Existing Residential RS with the stated objective 'Provide for residential development and protect and improve residential amenity'.
- 6.1.2. The site is lies outside the Dungarvan Architectural Conservation Area, and the building is not on the Record of Protected Structures. The rear garden of the property lies within the Zone of Notification for the Records of Monuments and Places and the Sites and Monuments Record R131279.
- 6.1.3. The following policies and objectives are relevant:
 - Chapter 4 refers to Economic Development and includes Policy Objective ECON 04 City and Town Centre First Approach which states 'We will support national policy as stated in Town Centre First: A Policy Approach for Irish Towns (DHLG&H/ DRCD) 2022 across Waterford City and County. When considering advancing local authority initiatives, and submitted development proposals, we will adopt a city and town and city centre first approach in a manner consistent with the principles of compact growth and mixed-use development, as committed to in 'Town Centre First'.' This policy objective also states that the Council will promote, facilitate, and undertake works and initiatives aimed at incentivising the regeneration, upgrading and reuse of underused and vacant building stock.
- 6.1.4. Policy Objective ECON 07 Active Land Management states: To carry out the functions of the local authority in a co-ordinated manner in order to assist in the

proactive targeting of underutilised, vacant and derelict lands and buildings, and general building stock, in pursuing the achievement of the policy objectives of this Development Plan), and in order to facilitate an Active Land Management approach to the sustainable growth and development of Waterford City and County. This will be achieved/assisted by The acquisition by agreement or compulsory purchase, of vacant, derelict or underutilised sites or buildings, in order to address incidents of urban decay and vacancy, ensure revitalisation and conservation of our built heritage; regeneration of underutilised sites/ buildings, and bring about long-term economic and social/ community development and sustainability.

- 6.1.5. Chapter 7 deals with Housing and Sustainable Communities. Section 7.1 Regeneration and Active Land Management contains the following text:
 - The National Planning Framework and the Southern Regional Spatial and Economic Strategy identify 'Compact Growth' as the means to deliver sustainable growth in our urban settlements. The Council is committed to consolidation, redevelopment and regeneration of infill, brownfield, underused, vacant and/or derelict sites within the existing urban footprints, rather than the continued sprawl of urban development into the open countryside.
- 6.1.6. Policy Objective H06 'we will utilise legislative power under the Derelict Sites Act 1990, The Urban Regeneration and Housing Act 2015, as amended and general CPO powers to prevent anti-social behaviour and remove dereliction and vacancy where appropriate.'
- 6.1.7. Chapter 8 deals with Placemaking and Policy Objective Place 01 contains the following of relevance:
 - identify obsolete and potential opportunity sites within the City and County and encourage and facilitate the reuse and regeneration of derelict land and buildings in the urban centres:
 - work with landowners and development interests to pursue the potential of suitable, available and viable land and buildings for appropriate development/renewal;
 - use specific powers, such as the compulsory purchase orders (CPO's) and statutory powers under the Derelict Sites Act 1990 and the Urban Regeneration and

Housing Act 2015, as amended, to address issues of dereliction, vacancy and underutilisation of lands in settlements across Waterford.

6.2. Derelict Sites Act 1990 (as amended)

- 6.2.1. The Derelict Sites Act 1990, as amended, makes provision to prevent land being or becoming a derelict site. Amongst other things, it enables local authorities to require landowners or occupiers to take measures on derelict sites and, in certain circumstances, to acquire derelict sites compulsorily.
- 6.2.2. Section 3 of the Act defines 'derelict site' as:
 - "Any land...which detracts, or is likely to detract, to a material degree from the amenity, character or appearance of land in the neighbourhood of the land in question because –
 - (a) the existence on the land in question of structures which are in a ruinous, derelict or dangerous condition, or
 - (b) the neglected, unsightly or objectionable condition of the land or any structures on the land in question, or
 - (c) the presence, deposit or collection on the land in question of any litter, rubbish, debris or waste, except where the presence, deposit or collection of such litter, rubbish, debris or waste results from the exercise of a right conferred by or under statute or by common law."
- 6.2.3. Other relevant provisions of the Act are summarised below:
 - Section 8 of the Act requires Local Authorities to establish a register of derelict sites in their functional area and to serve notices on occupiers/ owners of their intention to do so.
 - Section 9 of the Act places a duty on every owner and occupier of land, to take all reasonable steps to ensure that the land does not become or does not continue to be a derelict site.
 - Section 10 of the Act places a similar duty on Local Authorities to take all reasonable steps, including the exercise of any appropriate statutory powers, to

- ensure that any land in their functional area does not become or continue to be a derelict site.
- Section 11 of the Act enables Local Authorities to serve a notice on an owner or occupier of land, requiring them to take specified measures to prevent land becoming or continuing to be a derelict site.
- Section 14 provides that a local authority may acquire by agreement or compulsorily any derelict site situated in its functional area.
- Section 15 sets out arrangements for giving notice if the local authority intends to acquire a derelict site compulsorily.
- Section 16 sets out arrangements if the owner/occupier wishes to object to the
 acquisition and it provides that if an objection is made, then the derelict site shall
 not be acquired compulsorily by the local authority without the consent of the
 Board.

7.0 Assessment

7.1. Site Inspection

- 7.1.1. Internal access and rear access to the property was not possible on the date of my site inspection on 01st July 2025, however I was able to view the subject property from the front garden / public road and from the laneway to the rear of the property through an door opening from the laneway.
- 7.1.2. My observations of the subject property on the day of site inspection include the following:
 - The house appeared vacant.
 - The front garden was overgrown with vegetation and contains debris and waste including what appears to be building materials, internal doors, a pvc pipe, a curtain rail, and other debris.
 - Windows at ground and first floor on the front elevation contain broken glass and a ground floor window frame is broken. Windows and the front door are in need of repainting.

- o Downpipes appear to be missing.
- o The front door appears to be secured.
- The front façade addressing the public road was dirty.
- There was some growth of vegetation on the boundary walls and over the front door.
- A door from the rear access laneway to the rear yard was removed from its frame and lying against the wall on the laneway
- The rear yard is overgrown and contains a significant amount of waste material.
- The paintwork on the rear façade is in poor condition with areas of paint missing.
- A rear first floor window is broken.
- o There is an unkempt and neglected appearance to the site.
- 7.1.3. The subject property is not a Protected Structure, is not listed on the National Inventory of Architectural Heritage (NIAH) and is not located within an Architectural Conservation Area (ACA).
- 7.1.4. The subject property is located in a mature residential area close to Dungarvan Town Centre. The front façade of the existing dwelling requires attention to improve its appearance, with window panes and a window frame are broken. The front garden is overgrown and contains material which appear to be related to construction and demolition. The front garden requires maintenance to manage growth. The rear garden contains what appears to be construction and demolition waste and substantial vegetation overgrowth. Overall, I am satisfied that the subject property unduly detracts from the character of the streetscape and unduly impact on the visual amenities of the area. The adjoining dwellings in the neighbourhood overall were noted to be well maintained.
- 7.1.5. The site is littered with debris which appears to be from within the house. The house appears to be secured, with the front door in place and noting vegetation grown over the door it does not appear to have been used in some time, however windows are broken.

7.1.6. I have considered the images in the planning report of the Local Authority and found no evidence of improvements or positive alterations on my site visit.

7.2. Category of Dereliction

- 7.2.1. Category of Dereliction
- 7.2.2. I note that the Local Authority considered that the site, in particular its neglected and unsightly state, is considered to materially detract from the amenity, character and appearance of land in the neighbourhood and is, therefore, a derelict site within the meaning of Section 3 of the Derelict Sites Act 1990, as amended.
 - Based on the condition of the subject property which I observed during my site inspection I do not consider that the subject property falls within category (a) of Section 3 of the Act, which relates to structures which are in a ruinous, derelict or dangerous condition. Having inspected the site and reviewed the material on the file, I do not consider that the structure(s) are likely to be in a dangerous condition, or that they could be considered ruinous. Other than broken glass in windows and a broken window frame, the walls and roof were intact. Therefore, on balance I do not consider that the condition of this structure results in the wider property being considered to fall under category (a) of Section 3 of the Act.
- 7.2.3. In respect of category (b) of Section 3 of the Act, I note the condition of the dwelling which has paintwork in poor condition on the front and rear elevations and on the window surrounds and the windowsills; window frames are in poor condition; and a number of windows on the front and rear elevation contain broken glass. The front and rear gardens are overgrown with vegetation. I note that the general appearance of the property has a neglected, unsightly and objectionable condition and I consider that the site falls within category (b) of Section 3 of the Derelict sites Act, 1990. I particularly note that the subject property is located in an established residential area and is located alongside dwellings which are for the most part attractive and well maintained.
- 7.2.4. There was clear evidence of rubbish and litter within the site with debris from the property located in the front and rear gardens. I therefore consider that the site also falls under Category (c) of the Derelict Sites Act 1990, as amended.

- 7.2.5. Having regard to the categories of dereliction as set out under Category (b) and Category (c) of Section 3 of the Derelict Sites Act 1990, as amended, it is my view that the structure and lands are detracting to a material degree from the amenity, character, and appearance of land in the neighbourhood of the land in question which in my view renders it derelict under Section 3 of the Act.
- 7.2.6. It is my consideration that the appearance of the subject property has not changed or improved since the Section 15 Notice was issued. I consider that the subject property and lands are detracting to a material degree from the amenity, character and appearance of land in the neighbourhood in question.

7.3. Action of Local Authority

- 7.3.1. I note the actions of the Local Authority, including their efforts to ascertain the owner and contact same as outlined in the planning report. The report refers to the serving of a Section 8(2) notice on the owner on 25th May 2023 and that the notice was sent to the owner and affixed to the property. The report notes the Planning Authority received a letter from the owner on 22nd June 2023 and a phone call from a family member of the owner indicating discussions were underway with the Vacant Homes Officer. Follow up correspondence was issued to the owner in December 2023 and a Section 8(7) notice issued in February 2024 and correspondence from family members in April 2024 and July 2024 indicated on going discussions with the Vacant Homes Office. The Vacant Homes Office requested further information from the owner and requested a reply be submitted by 04th March 2025. No response was received to this request.
- 7.3.2. The subsequent Compulsory Purchase Acquisition notice dated 21st March 2025 served on the owner noted that an objection could be lodged on or before 29th April 2025.
- 7.3.3. I note that Local Authorities have a duty (under section 10) "to take all reasonable steps (including the exercise of any appropriate statutory powers) to ensure that any such land does not become/continue to be a derelict site." The Local Authority have engaged with the owners/occupiers since 2023 with regards to the derelict state of the property. Having regard to the above, I am satisfied that the local authority complied with the requirements of Section 8(2), Section 8(7) and Section 15 of the

- Derelict Sites Act 1990, as amended. In my view, the Local Authority has been fair and reasonable, giving the owner the time and opportunity to address the dereliction.
- 7.4. Compliance with Development Plan
- 7.4.1. I note that the Waterford City and County Development Plan 2022-2028 specifically Policy Objectives ECON 04, ECON 07, H06 and Place 01 and Section 7.1 and that a compulsory purchase order in this instance would comply with these policies and the zoning of the site.
- 7.4.2. Therefore, I consider that the subject property and proposed compulsory acquisition would be consistent with the policies and objectives of the development plan and will ensure that the lands do not continue to be in a derelict condition.
 - 7.5. Actions by the owner to address dereliction
- 7.5.1. There is no evidence on the file, and no evidence from the site visit, that the owner or any agent of hers has undertaken any actions to address the dereliction. Notwithstanding the objection to the Compulsory Purchase noting that a grant has been approved to carry out works to the property, no evidence of this has been provided.
 - 7.6. Actions of the Owner to Address Dereliction
- 7.6.1. I note that the objection to the proposed acquisition of the subject property made to Waterford City and County Council by the owner on 21st April 2025 outlines that a grant has been approved and that the owner is currently arranging contractors and repair work is due to commence shortly. No evidence or further details of the grant have bene submitted. At the time of my inspection of the subject property (July 2025), I noted no evidence of measures to address the condition of the property with the front and rear gardens still overgrown and containing waste material and the condition of the house unchanged with broken windows and paintwork in poor condition and the property continues to have a neglected appearance and be in a derelict state.
- 7.6.2. I note that owner/occupiers have obligations (under section 9 of the Act) to "take all reasonable steps to ensure that the land does not become or does not continue to be a derelict site". It is my opinion that a significant time has passed since the Correspondence first issued to the owner regarding the subject property and its

upkeep in May 2023 and correspondence to Waterford City and County Council by, and on behalf of, the owner in relation to discussions with the Vacant Homes Office. Having inspected the site, there is no evidence of any attempt to render the site non-derelict and the property remains in a neglected and unsightly condition. I am satisfied the proposed compulsory acquisition is proportionate given the circumstances of this particular case.

8.0 Conclusion

- 8.1. I am satisfied that the process and procedures undertaken by Waterford City and County Council have been fair and reasonable, that the Local Authority has demonstrated the need for the lands and that all the lands being acquired are both necessary and suitable to ensure that the lands do not continue to be a derelict site.
- 8.2. Having regard to the Constitutional and Convention protection afforded to property rights, I consider that the proposed acquisition of the Derelict Site comprising the site and premises situate at 'Holly Tree House', 21 Keating Street, Dungarvan, Co. Waterford covering an area of 0.0142ha or thereabouts, as set out in the Derelict Site Notice issued under Section 15(1)(b) of the Derelict sites Act 1990, (as amended) and dated 21st March 2025 and on the deposited map ref. DS23112, pursues, and was rationally connected to, a legitimate objective in the public interest, namely, to ensure that the lands do not continue to be in a derelict condition.
- 8.3. I am also satisfied that the acquiring authority has demonstrated that the means chosen to achieve that objective impair the property rights of affected landowners as little as possible. In this respect, I have considered alternative means of achieving the objective referred to in the submissions to the Board and I am satisfied that the acquiring authority has established that none of the alternatives are such as to render the means chosen and the compulsory acquisition by the acquiring authority unreasonable or disproportionate.
- 8.4. The effects of the compulsory acquisition on the rights of affected landowners are proportionate to the objective being pursued. I am further satisfied that the proposed acquisition of these lands would be consistent with the policies and objectives of the Waterford City and County Development Plan 2022-2028, and specifically Policy Objectives Policy Objectives ECON 04, ECON 07, H06 and Place 01, which seek to

actively address instances of dereliction and decay in the urban and rural environment and bring properties back into active re-use and to revitalise towns and villages. Accordingly, I am satisfied that that the grant of consent to compulsorily acquire these lands is clearly justified by the exigencies of the common good.

9.0 **Recommendation**

- 9.1.1. Having regard to the observed condition of the application site, in particular the neglected, unsightly and objectionable state of the land and the structure thereon and the presence, of waste and debris on the site, I consider that the site materially detracts from the amenity, character and appearance of land in the neighbourhood and is therefore a derelict site within the meaning of Section 3 of the Derelict Sites Act, 1990, as amended.
- 9.1.2. I consider it reasonable that the Local Authority seeks to compulsorily acquire the land, as provided by Section 14 of the Act. I recommend that the Board grant consent to Waterford City and County Council to compulsorily acquire the site.

10.0 Reasons and Considerations

- 10.1.1. Having regard to the neglected, unsightly and objectionable state of the land, having considered the objection made to the compulsory acquisition, and also:
 - a) the constitutional and convention protection afforded to property rights,
 - b) the public interest, and
 - c) the provision of the Waterford City and County Development Plan 2022-2028 it is considered that the site detracts to a material degree from the amenity, character and appearance of land in the neighbourhood and, therefore, comes within the definition of a derelict site as defined in Section 3 b) and 3 c) of the Derelict Sites Act, 1990, as amended, and that the compulsory acquisition of the site by the Local Authority is necessary in order to render the site non-derelict and to prevent it from continuing to be a derelict site. It is also considered that the objection made cannot be sustained, having regard to that said necessity and that the compulsory acquisition and its effects on the property rights of affected landowners are proportionate to that objective and justified by the exigencies of the common good.

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.

Bernadette Quinn Planning Inspector

22nd July 2025