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SUBMISSION TO DRAFT KILDARE COUNTY DEVELOPMENT PLAN 2023-29

CONCERNING

PROPOSED SERVICED SITES

AT

CLONUFF, BROADFORD, CO. KILDARE

7th May 2022

EXECUTIVE SUMMARY

The applicant was advised at a pre-planning meeting on the 22nd of November 2018 concerning a proposal for 15 dwellings on lands in Clonuff (4.52Ha) that it would be best to make a submission when the new county development plan was being prepared (Reference PP 4231).

The purpose of this submission is to:

1. have the settlement of Clonuff designated as a **Rural Settlement as part of Broadford Rural Settlement**.
2. have lands owned by Mr. Knowles (4.52ha) designated for **Serviced Sites** within the rural settlement **to provide an alternative to one-off housing**.

Currently the **settlement of Clonuff consists of 41 dwellings** including a small local authority housing estate of 16 no. dwellings (Mill Race Lawns) along with 25 one-off dwellings, some located along the L1002 and some in a more organic pattern on lands to either side of this road. The overall total of dwellings in the settlement of Clonuff is 41.

Clonuff also has its own wastewater treatment system and Mr. Knowles is prepared to fund a new modern wastewater treatment plant with increased capacity and efficiency in line with the sustainability objective of the County Development Plan.

The designation of Clonuff as a Rural Settlement would provide an alternative opportunity for local people to build houses in an established settlement connected to a wastewater treatment plant, rather than one-off houses in the surrounding countryside.

Clonuff is strategically located in terms of proximity to the M4 motorway, the train station in Enfield and Kilcock and shopping, education and healthcare facilities in the towns of Enfield and Kilcock with third level education available in Maynooth.

1.0 INTRODUCTION

David Mulcahy Planning Consultants Ltd have been engaged by **Mr. Liam Knowles** ('the client') to prepare a submission to the Draft Kildare County Development Plan 2023-29 concerning lands at Clonuff, Broadford, Co. Kildare.

The purpose of this submission is to firstly seek to have the settlement of **Clonuff designated as a Rural Settlement as part of Broadford Rural Settlement** and secondly to have **lands owned by Mr. Knowles designated as Serviced Sites** as an optimum infill site within the rural settlement.

The aim of the client is to provide a low density housing development that would act as a viable alternative to the further spread of one-off housing in the countryside.

The submission should be read in conjunction with the maps and drawings prepared by **Demesne Architects (MRIAI)** and the engineering report prepared by **Conor Furey & Associates, Consulting Engineers**.

Note: All maps are orientated north. All underlined italics is the author's emphasis.

2.0 SITE LOCATION AND DESCRIPTION

2.1 Location

The settlement of Clonuff is located at the north end of County Kildare, south of the M4 motorway and Broadford village. It consists of dwellings on the east side of the L1002.

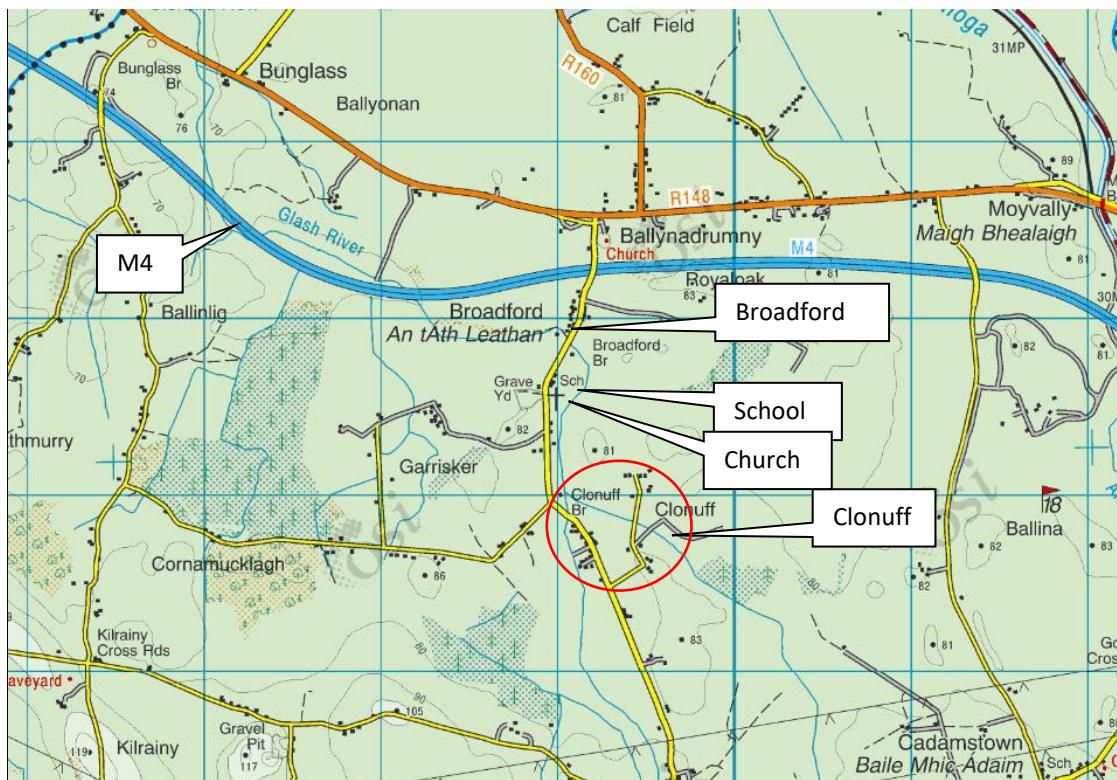


Fig No.1: Site Location Map (source: Myplan.ie - OSI Licence No.EN 0080915).

2.2 Clonuff and Hinterland

The settlement of Clonuff consists of 41 dwellings including a small housing estate of 16 no. dwellings (Mill Race Lawns¹) along with 25 one-off dwellings, some located along the L1002 and some in a more organic pattern on lands to either side of this road.

¹ Described as a local authority housing estate in the Planner's Report under Reg. Ref. 13/649

The **waste water treatment works** and network serves a development of 16 existing houses at Clonuff in County Kildare. Sewage from the houses reaches the treatment plant by gravity. Waste water is domestic in origin and flows to Clonuff Septic Tank. The treatment plant, was constructed some decades ago, and comprises a septic tank only. Treated effluent from the plant is discharged to the catchment of the River Boyne via an outfall pipe to the Glash River which flows along the western site boundary. The effluent is tested at least six times a year. The treatment plant is inspected twice weekly to monitor its performance. The Council is considering plans to upgrade this septic tank system to a small treatment plant².

Mr. Knowles is prepared to fund a new modern wastewater treatment plant with increased capacity and efficiency in line with the sustainability objective of the County Development Plan.

It is important to note that there has been no new residential development in Clonuff or Broadford since Millrace Lawns was constructed over 40 years ago and lack of housing provides local with little other alternative than one-off housing. The nearest developments have been in Longwood, Clonard, Clogherinka and Kishanroe which are quite some distance away and therefore results in a large area where one-off housing is the only option in order to remain in the local community.

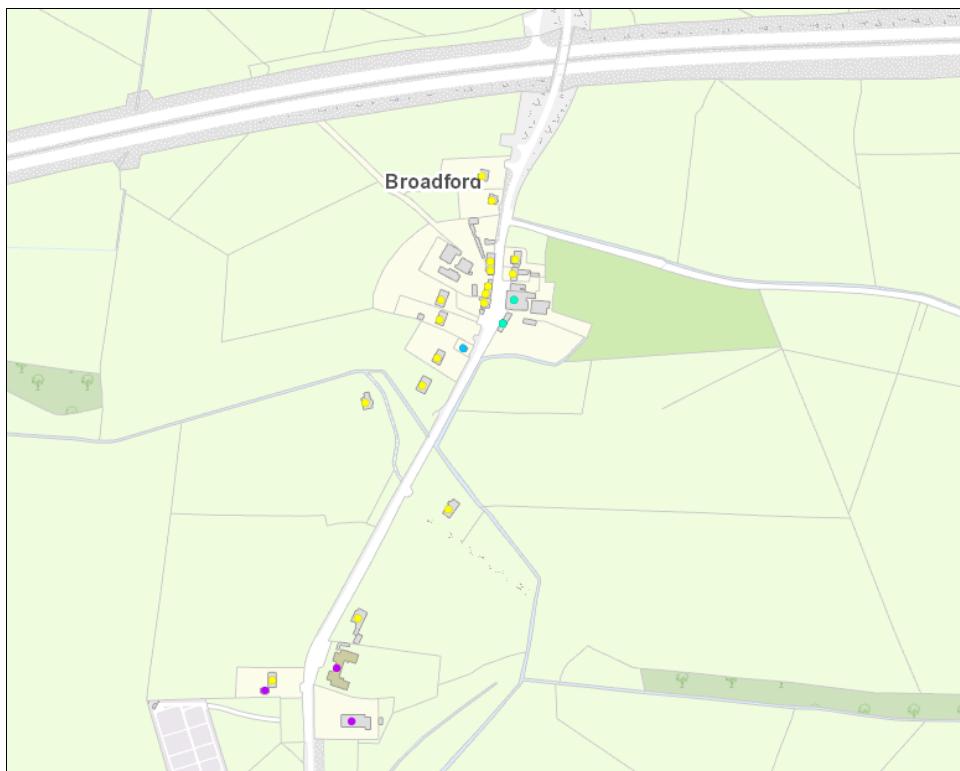
There is a **church** (St. Mary's) and **primary school** (St. Mary's National School) located approximately 920m to the north of Clonuff. The school had an enrollment of 79 students in the 2017/18 academic year.

² Source: Appropriate Assessment Screening Report Prepared by Golder Associates, dated 2011.



Fig No. 2 & 3: 41 no. residential units in Clonuff and 17 no. residential units in Broadford (source: Myplan.ie address points).

Broadford village is located approximately 1.4km to the north of Clonuff. It contains fewer dwellings than Clonuff (17 dwellings in a relatively tight cluster).



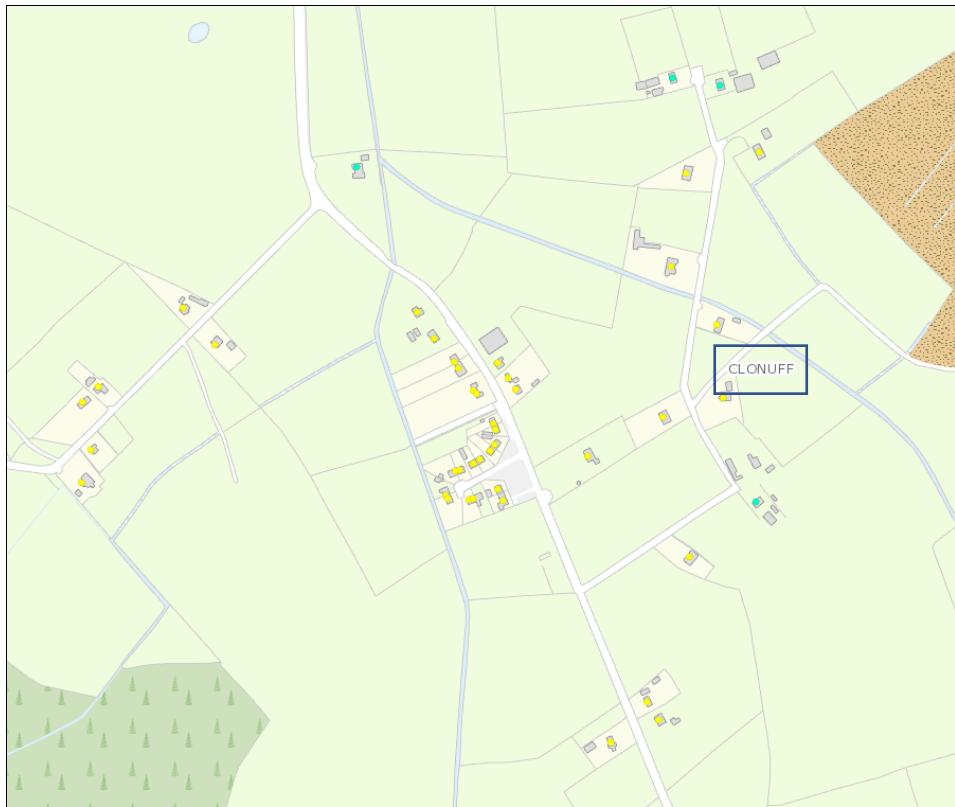


Fig No. 4 & 5: 41 no. residential units in Clonuff and 17 no. residential units in Broadford (source: Myplan.ie address points).

Strategic Location

Clonuff is strategically located in close proximity to the M4 (approximately 1.6km) to the north with access to same via the interchange at Enfield (via the R148).

There is a train station in Enfield approximately 12km from the site with direct access via the M4 motorway.

Education, healthcare, religious and shopping facilities are available in the nearby towns of Carbury, Longwood, Johnstown Bridge are all within 10km and Enfield which is just over 10km from Clonuff. Kilcock is just outside 20km.

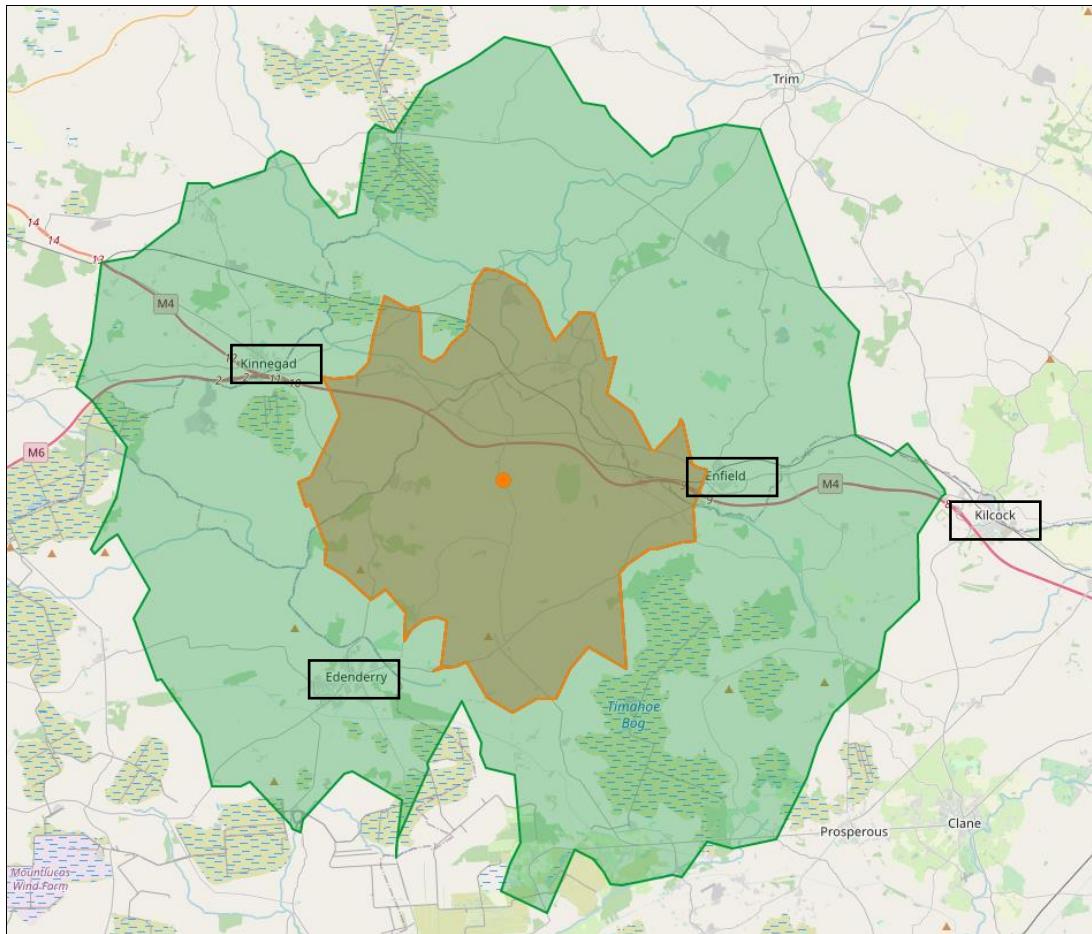


Fig No.6 10km and 20km travel distance by car from the site (source: iso4app.net).

2.3 Site Description

The lands owned by Mr. Knowles measure 4.52 Ha and are comprised of 2 no. greenfield sites east of the L1002. There is a local access road running through the site in an easterly direction which has been taken in charge by the Council.

The lands are situated immediately beyond the 60kph posted speed limit.

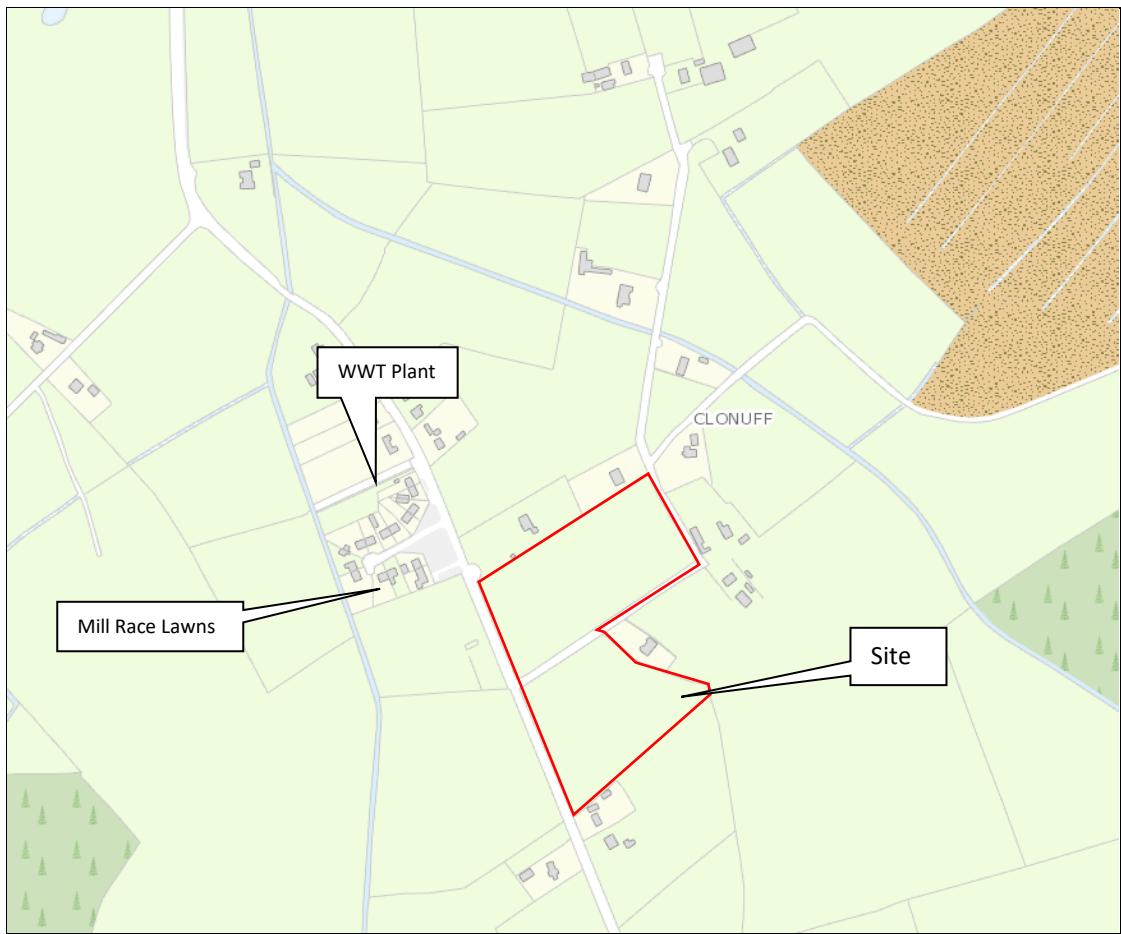


Fig No.7 Site Context source: Myplan.ie - OSI Licence No.EN 0080915).



Fig No.8 Aerial photograph of the subject lands (including insert image of existing laneway access to the subject lands).



Fig No.9 Image of subject lands as approached from the north

2.3 Ownership

The client has freehold ownership over the lands in their entirety and has been in family ownership since the 1970s.

2.4 Adjoining Lands

- North: There are 3 no. residential dwellings to the north.
- East: A farmyard complex and 2 no. dwellings.
- West: The L1002 runs along the western boundary of the site.
- South: The majority of the lands to the south is comprised of an agricultural field, along with a dwelling.

4.6 Flood Risk

The OPW website www.floodinfo.ie was launched in 2018 and shows all records of flood risk. There is no record of any flood risk pertaining to the subject lands, or lands nearby.

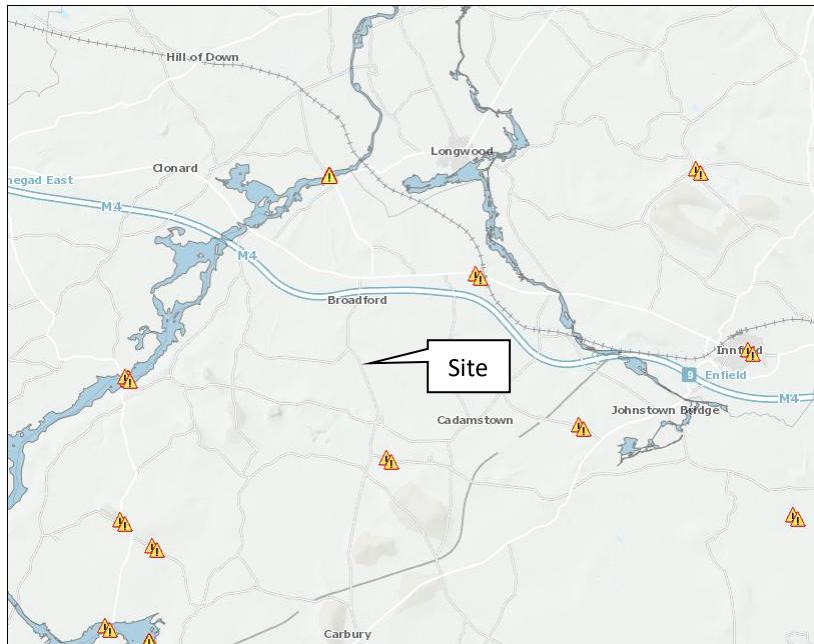


Fig No. 16 Location of site relative to areas identified as being subject to flood risk

3.0 PLANNING HISTORY

3.1 Introduction

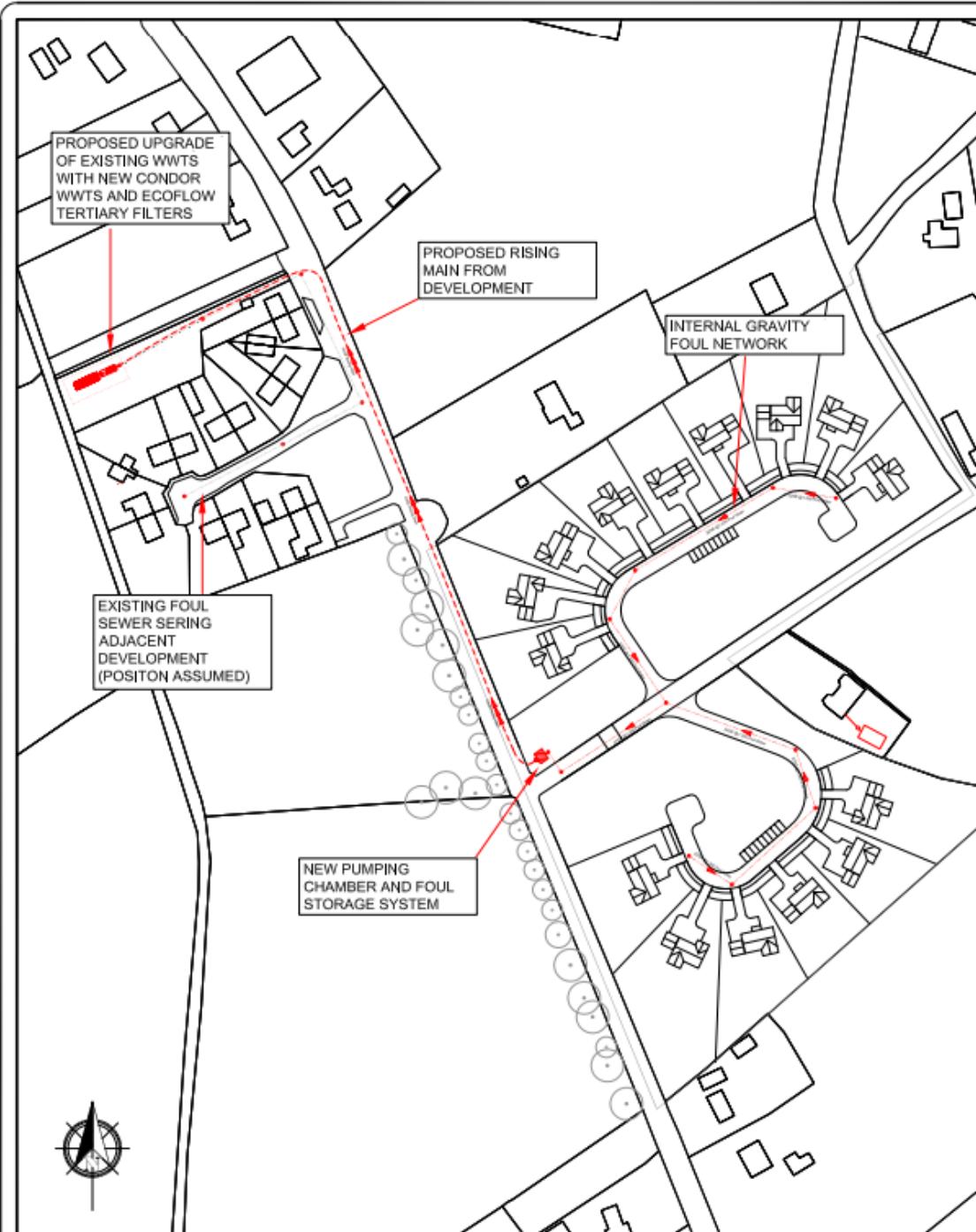
This section deals with the planning history for the lands and the surrounding area in order to determine if there are any relevant planning issues which have previously been raised and need to be addressed as part of the current application.

3.2 Planning History

Pre-Planning Meeting, PP4231, November 2018

A pre-planning meeting was held on the 22nd of November 2018 concerning a proposal for 15 dwellings on lands in Clonuff (4.52Ha) that it would be best to make a submission when the new county development plan was being prepared (Reference PP 4231).





Row	Description	Date	By	Check	App'd	
1	Conor Furey & Associates Ltd.	Project No:	Proposed Development at Clonuff, Co. Kildare			
2	Design & Project Management	Client:	Liam Knowles			
3		Drawing No:	Preliminary Foul Layout			
4		Date:	Ref:	Job No:	15407	Ordnance Ref:
5		EF	OF	Start:	15408-10	Rev:
6		Checklist:	Approved:	Prepared:		
7						

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Fig No.10 Indicative layout for the lands prepared by Demense Architects.

Reg. Ref. 08/35 Clonuff

Permission was granted on 25th March 2009 to Mr. Liam Knowles for a **two storey house**, garage for domestic use and installation of Septech 2000 effluent treatment system on the southern portion of the subject lands. This application was not acted on and is now expired. It was a condition of the planning permission that 50m of hedgerow be removed to facilitate sightlines along the local access road.

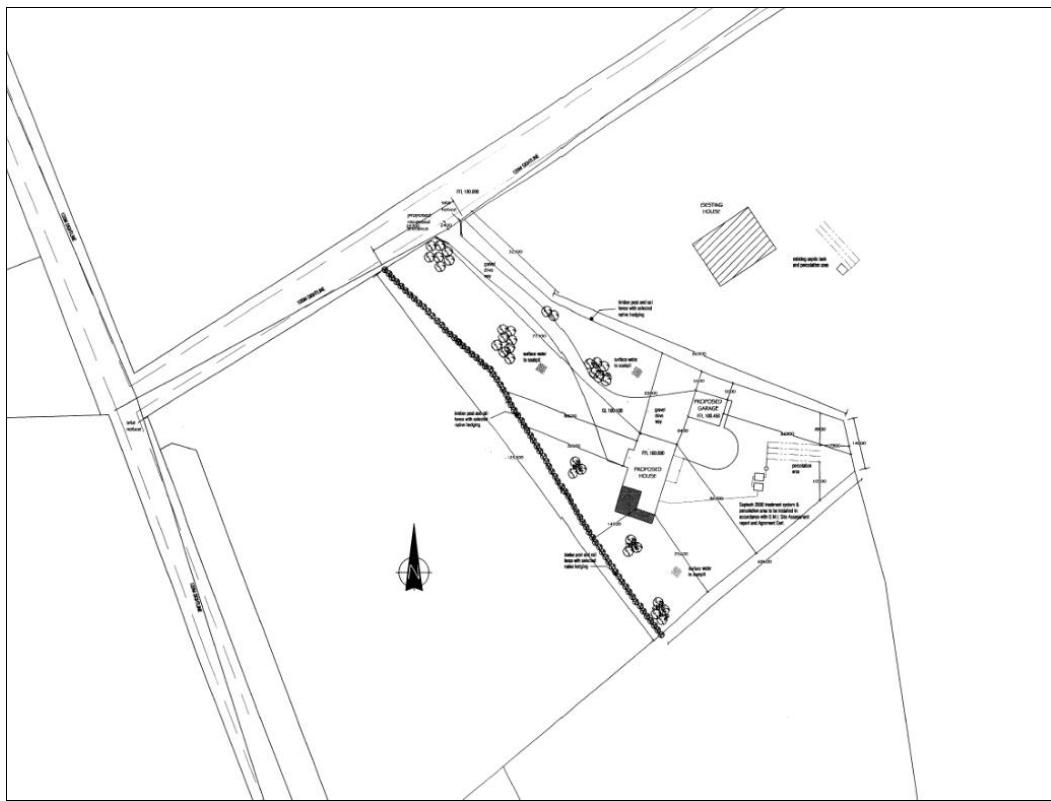


Fig No.11 Permitted layout for house on southern part of subject lands.

4.0 PLANNING CONTEXT

4.1 National Framework Plan 2040

The NPF is based on a projection of a 5.7 million people population by 2040 which is used as a benchmark against which the strategy is placed. This benchmark provides for one million additional people, 660,000 additional jobs and 550,000 new homes by 2040 (or **25,000 per annum**).

50% of the national population growth should happen in the Eastern and Midlands (EMRA) Region and 50% of this population growth should happen within the City of Dublin and its suburbs. This represents significant housing growth in the EMRA Region up to 2040 which includes Co. Kildare.

National Policy Objective 11

In meeting urban development requirements, there will be a presumption in favour of development that can encourage more people and generate more jobs and activity within existing cities, towns and villages, subject to development meeting appropriate planning standards and achieving targeted growth – emphasis added.

One-Off House Alternatives

The NPF notes that in rural Ireland, many people seek the opportunity to build their own homes but find it difficult to do so in smaller settlements because of a lack of available sites and services. In order to assist this, local authorities will be supported in undertaking the necessary land acquisition, site preparation and local infrastructure provision to deliver self-build development options in smaller towns/villages. This would also apply in respect of private developers.

National Policy Objective 18b

Develop a programme for 'new homes in small towns and villages' with local authorities, public infrastructure agencies such as Irish Water and local communities to provide serviced sites with appropriate infrastructure to attract people to build their own homes and live in small towns and villages.

This aspect of the policy supports my client's proposal for a rural settlement at Clonuff.

4.1.1 Regional demographics and structural housing demand at a county level, December 2020

The ESRI in conjunction with the Department of Housing, Local Government and Heritage published this research paper in December 2020 in recognition of the fact that previous projections of future housing demand did not take account of all of the relevant criteria when making assumptions. This report provides estimates of structural housing demand at a local authority level out to 2040, based on regional demographic projections and projections for rates of household formation. These estimates are based on a new regional demographic model that explicitly incorporates the economic mechanisms that determine internal migration, and projections for headship rates. As international migration is the key driver of population change in Ireland, scenarios are explored that incorporate higher and lower international migration assumptions than in the 'business as usual' scenario.

At a national level, in the baseline scenario, the population is expected to increase by around 926,000 people between 2016 and 2040 resulting in a total population of over 5.665 million people by the end of the period. This represents significant population growth (average of 0.7 per cent per annum), which "*has clear implications for planning in many areas including housing*". These projections are highly sensitive to international migration flows and in a high

international migration scenario the total population would reach almost 6 million people by 2040, whereas in a low international migration scenario, the population would stand at around 5.554 million people by 2040.

In the baseline scenario, the level of housing demand is around **28,000 per annum** over the medium term, although it is higher in the short-run given recent net international migration inflows. Housing demand in the high international migration scenario is close to **33,000 per annum** and is around **26,000 per annum** in the low international migration scenario:- *“Our baseline scenario results suggest, relative to population shares, higher levels of housing demand in Dún Laoghaire-Rathdown, Cork City, Meath and Kildare and relatively lower levels of demand in Mayo and Fingal”.*

The paper notes that *“At a regional level, in the baseline scenario, the Eastern and Midlands region is expected to experience the fastest population growth and to capture the majority (55.6 per cent or 514,000 people) of the total expected population growth over the 2016 to 2040 period. Within this region, Dublin is expected to continue have the highest population share, although the Mid-East region, the area surrounding Dublin, is likely to experience the fastest population growth”.*

International net migration in Kildare is the fourth highest in the country:

Dublin 43.6%

Cork 10.9%

Galway 5.8%

Kildare 3.7%

For County Kildare, the paper notes that the baseline annual population increase would increase from 0.7% to 1.2% if the high migration model is followed (the highest in the country, along with County Carlow and County Laois).

4.2 Sustainable Urban Residential Development in Urban Areas Guidelines ('SURDUA') 2009

The Guidelines advise that smaller towns and villages are defined as those with a population ranging from 400 to 5,000 persons. The Guidelines advise for these smaller towns that:

- Development of acceptable "green-field" sites at suitable locations within the immediate environs of the small town is encouraged.
- Increased densities of development can be acceptable as long as they contribute to the enhancement of town or village form by reinforcing the street pattern or assisting in the redevelopment of backlands. In all cases, special care will be required to protect the architectural and environmental qualities of small towns and villages of special character.

In section 6.3 'general advice', subsection (d) deals with 'Offering alternatives to urban generated housing'. It states that "*In some limited circumstances, notably where pressure for development of single homes in rural areas is high, proposals for lower densities of development may be considered acceptable at locations on serviced land within the environs of the town or village in order to offer people, who would otherwise seek to develop a house in an unserviced rural area, the option to develop in a small town or village where services are available and within walking and cycling distance*".

This aspect of the policy supports the clients proposal for a rural settlement at Clonuff.

4.3 Regional Spatial and Economic Strategy for the Eastern and Midland Region, ('RSES') 2019 - 2031

At its core, the RSES sets out a settlement and economic growth strategy that seeks to ensure that the needs of the Regions' citizens such as access to employment opportunities and services, ease of travel and overall well-being are met.

Clonuff is located in the Core Area. The following recommendations in the Strategy are relevant:

Settlement Strategy-Small towns, villages and rural areas

Support the sustainable growth of rural areas by promoting the regeneration and revitalisation of rural towns and villages coupled with investment where required to support local employment and services and targeted rural housing policies to be determined by local authorities.

Regional Strategic Outcome

Compact growth and Urban regeneration

Promote the regeneration of our cities, towns and villages by making better use of under-used land and buildings within the existing built-up urban footprint and to drive the delivery of quality housing and employment choice for the Region's citizens (NSO 1).

This aspect of the policy supports the client's proposal for a rural settlement at Clonuff.

4.4 Analysis of Rural Housing in Kildare

This analysis was carried out on behalf of Kildare County Council by All-Island Research Observatory (AIRO), Maynooth University. The report found, *inter alia*, that:

- In 1998, there were 10,464 rural one-off houses in County Kildare.
- In 2015 (Q4), there were 19,371 rural one-off houses in County Kildare.
- In 1998 a total of 3 EDs had more than 250 rural one-off dwellings and no ED has more than 400 rural one-off dwellings.
- In 2015 a total of 34 EDs had more than 250 rural one-off dwellings and of these 7 EDs had more than 400 rural one-off dwellings.

This report ultimately affected the 2017-2023 Kildare County Development Plan requiring a stricter approach in the north of the county (Zone 1) where there is more pressure in terms of one-off housing.

This pressure for one-off houses has continued during the lifetime of the plan to date and anecdotally it is becoming more difficult to obtain permission for a one-off houses, particularly in the north of the county. There is a need therefore to provide alternative options within established village and rural settlements in the county.

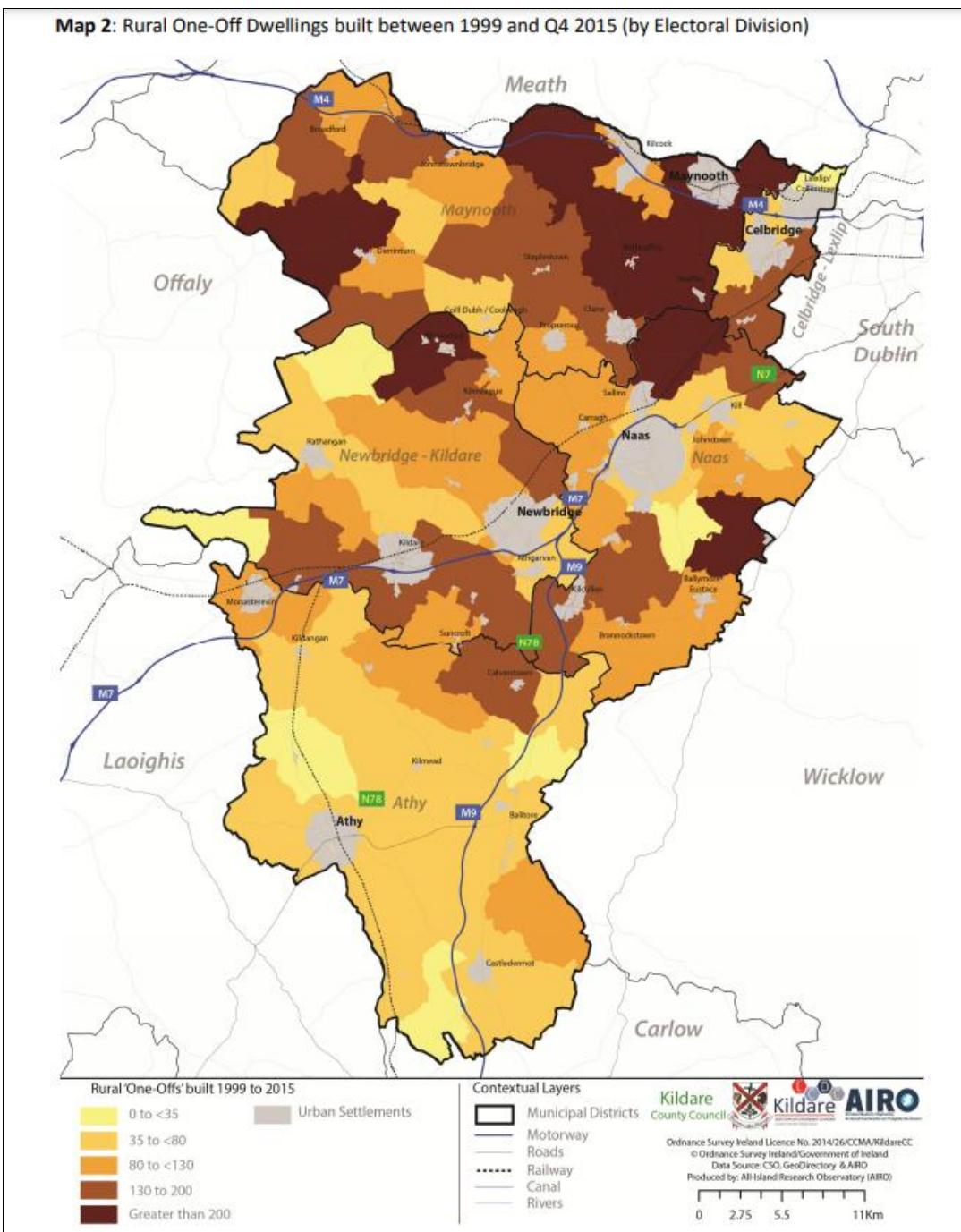


Fig No.12 Rural one-off housing built from 1999 to 2015.

The AIRO report highlights Broadford and surrounding area as one of the worst locations in the county for one-off housing.

5. Statistical Profile of occupants of urban and rural One-Off Dwellings

The development of a statistical profile of those residing in rural one-off housing in Kildare resulted in the development of a very detailed analysis of the Small Area (SA) population data from the 2011 Census. This was a difficult process as the underlying CDP Settlement boundaries supplied by Kildare County Council did not correspond with the SA boundaries (the basic building blocks for a statistical analysis) available from the CSO. As a result of this the project team were required to split many of the SAs across Kildare as they were either a) only partially within a Settlement boundary or b) intersected with two or more Settlement boundaries (e.g., Naas and Sallins).

This process was guided by the use of GeoDirectory. For instance, if we look at the Rural Settlement of Broadford (see Map 4 below) we know that it sits within the Small Area '087007002'. This Small Area has a population of 261. We also know from GeoDirectory that there is a total of 100 residential addresses within the Small Area and only 20 residential addresses within the Settlement boundary. Using this information we then assign 20% of the population (and all other indicators) of the Small Area total to Broadford i.e., a population of 52.

Map 4: Broadford Settlement within Census Small Area.

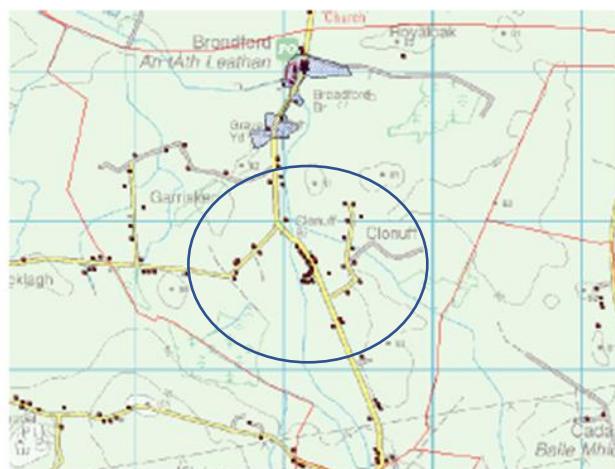


Fig.No.13 Extract from AIRO report with the majority of one-off dwellings highlighted being located in Clonuff and clustered together.

This aspect of the policy supports my clients proposal for a rural settlement at Clonuff. The report also supports the recommendation that the rural settlement of Broadford should be expanded to include Clonuff as a rural node with the majority of the dwellings

4.5 Kildare County Development Plan ('CDP') 2017 – 2023

4.5.1 Clonuff

The settlement of Clonuff is **not** identified as one of the 74 settlements in the Settlement Hierarchy contained in the Kildare County Development Plan 2017-23 ('CDP'). This is considered to be something of an **anomaly** given the number of houses within the settlement, including a housing estate.

4.5.4 Broadford

The settlement of Broadford is identified as a Rural Settlement in the CDP, the second lowest rank of settlement, above rural nodes. The Rural Settlement Map for Broadford in the CDP shows the settlement to consist of two separate areas, Broadford village to the north and the church/school to the south. Lands are identified beside the church/school for future settlement expansion.

The inclusion of Broadford as a Rural Settlement above Clonuff, which is not even recognized as a Rural Node (lowest rank in the hierarchy), is unusual given that Clonuff has more dwellings than Broadford.

This aspect of the policy supports my clients proposal for a rural settlement at Clonuff. Refer to Fig Nos.4 and 5 above which shows the houses in each settlement, with 17 in Broadford and 41 in Clonuff.

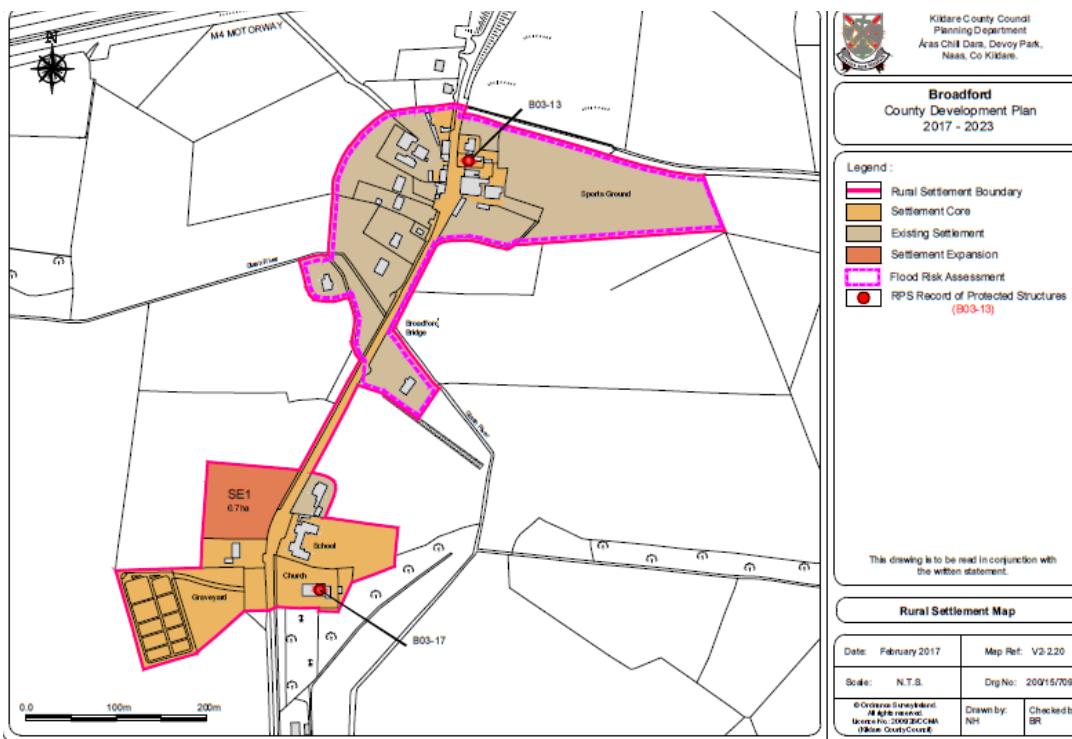


Fig No.14 Extract from Kildare CDP showing Rural Settlement Map for Broadford (note how church and school to the south are separate from the settlement).

5.0 DEMOGRAPHICS

5.1 Population Growth

Kildare has a rapidly growing population. Over a 20-year period (1996 to 2016), Kildare experienced a 64.8% (+87,512) increase in its population base - the second highest rate in the State.

The more recent growth rate (2006 to 2016) of 19.4% is the fourth highest in the State. This is explained by high levels of natural increase (birth rate) and a strong performance in estimated net migration. In comparison, growth rates between 2011 and 2016 has been much slower for all areas across the country. During this period, Kildare increased its population by 5.8% - the third highest rate of all local authorities.

5.2 Young Population

Kildare has the highest rate of young people aged 0 to 24 years in the State. According to the 2016 Census, the population aged 0 to 24 years residing in Kildare was 81,517 and represents 36.6% of the total population - the highest rate in the State.

Source: Kildare Census 2016 Profile Demographics, AIRO

It is reasonable to conclude that a combination of the rapid growing population in the county and the high number of young people in the county who will reach 'house buying' age over the lifetime of the new plan will increase pressure on housing demand in the county into the future.

6.0 DRAFT KILDARE COUNTY DEVELOPMENT PLAN 2023-29

6.1 Clonuff

Clonuff is not given any designation under the draft KDCP.

Instead, Broadford is recognized as a Rural Settlement and 0.7Ha are designated for serviced sites. This is despite the fact that we are informed by our client that there are no public drainage services in Broadford in terms of foul treatment.

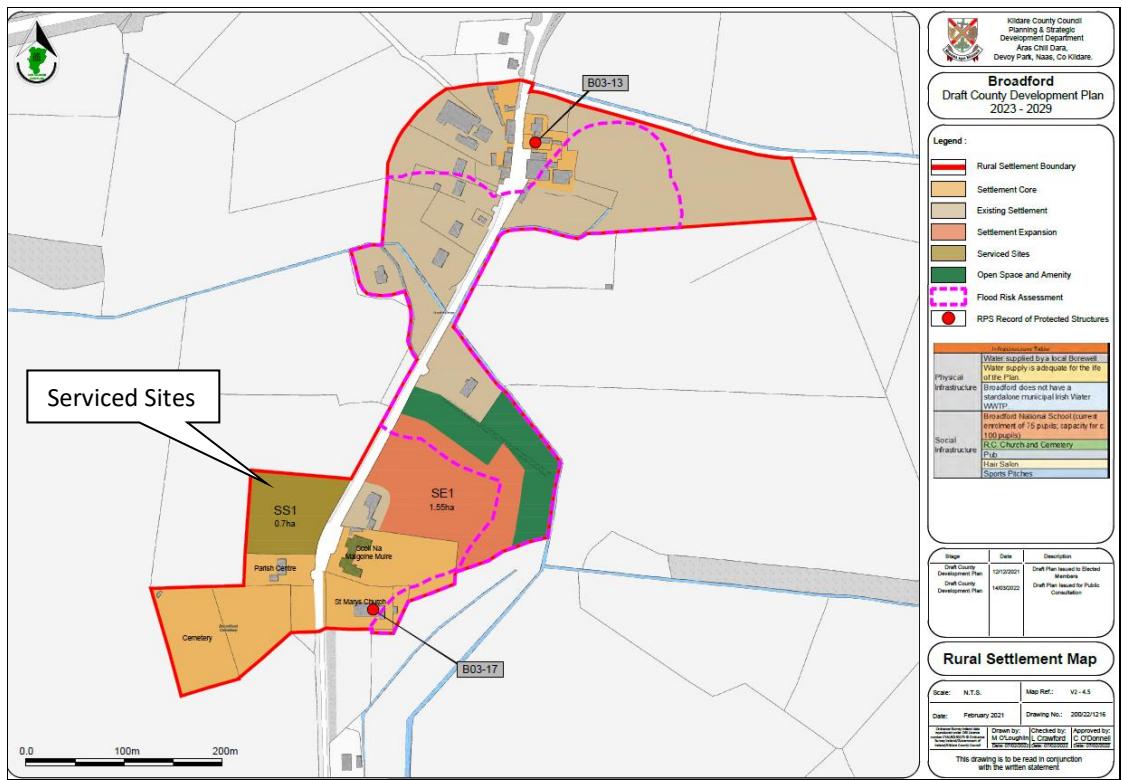


Fig No.13 Rural Settlement Map for Broadford dKCDP 2023-29 - subject lands are outside the rural settlement boundary.

Serviced Sites

Sustainable alternative to One Off Housing

Section 3.13.7 of the draft CDP deals with 'Providing a sustainable alternative to One Off Housing'

It states that it is "**a priority of this plan**" to put the policy provisions in place to implement this objective, by providing a **model for serviced sites** in established communities, as a sustainable alternative to one off housing in the open countryside. It is envisaged that the establishment of a "**County Kildare Serviced Sites Initiative**" will attract new residents in to live in our villages and sustain the communities and economies of these areas.

Policies

It is the policy of the Council to:

HO P22 Promote and facilitate the provision of sustainable alternatives to one off housing through the designation of lands specifically for serviced sites across a series of villages and rural settlements in County Kildare.

HO P23 notes that no development shall take place on sites designated "Serviced Sites" until such time as the KCC Serviced Sites Initiative Scheme is agreed by the Elected Members of Kildare County Council.

HO O55 seeks to ensure that that the development of any serviced sites;

- Adequately addresses infrastructural requirements, including water, wastewater and surface water drainage as well as footpaths and lighting which shall link with the respective town/village/rural settlement
- Provide for small scale housing developments (no more than 10 units per hectare)
- Include a Design Statement for the overall site to inform the design, mix and type of the proposed dwellings
- Include a clear timeframe for the delivery of the required infrastructure to service the development proposed

HO A8 Prepare a Kildare County Council Serviced Sites Scheme Policy Document to guide the development of serviced sites, no later than 6 months after the adoption of this Plan.

7.0 SUBMISSION

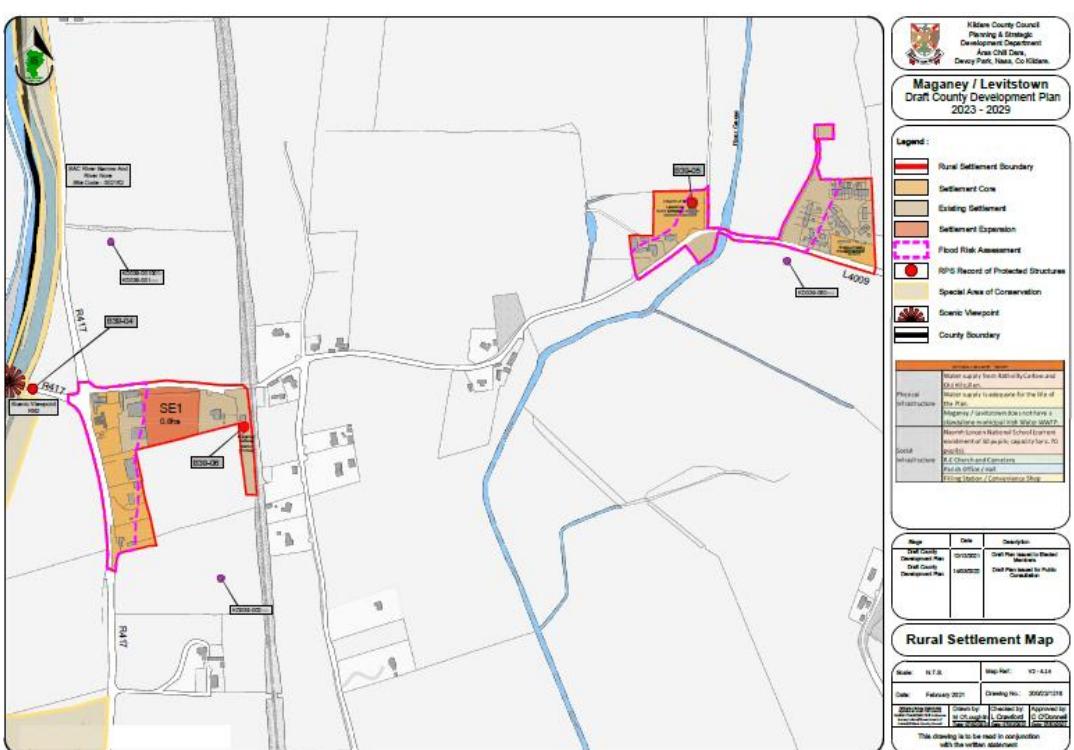
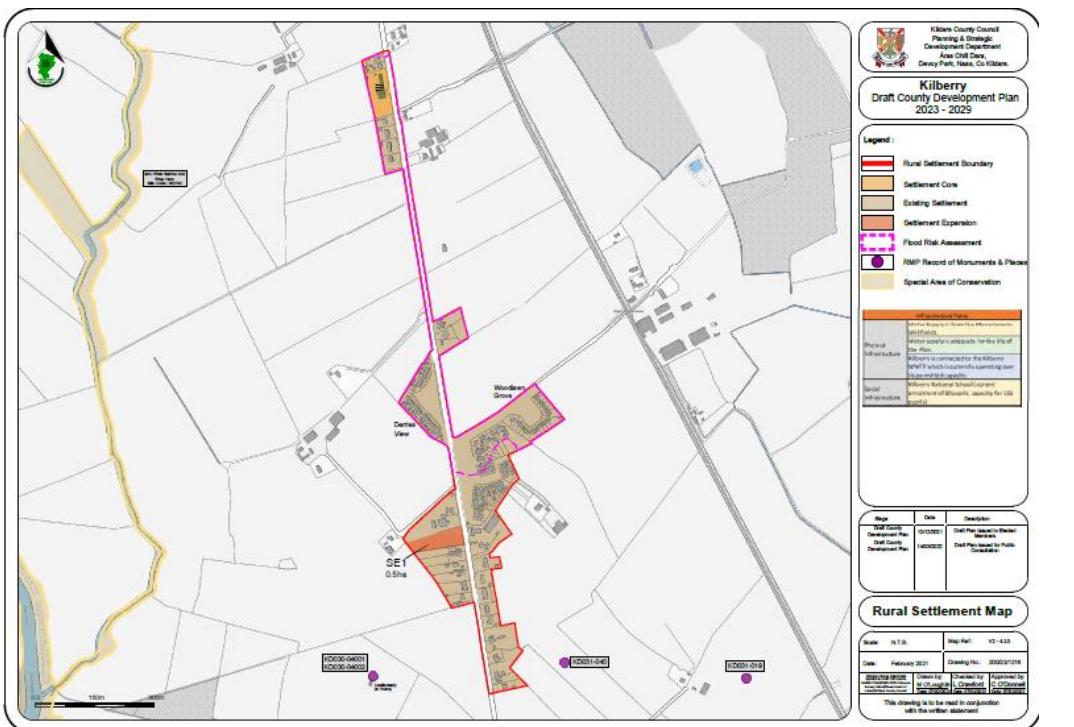
7.1 Rural Settlement

This submission firstly seeks for the settlement of Clonuff to become a **Rural Settlement** as part of the Broadford Rural Settlement under the new KCDP 2023-29.

As outlined above Clonuff has a total of 42 residential units.

We note that **Maganey-Levittstown** and **Kilberry** are **examples of where two physically separate settlements within close proximity have been combined together** under the CDP and recognized as a Rural Settlement and this would appear to be a more logical approach in respect of **Broadford/Clonuff**.

The fact that Clonuff has an established waste water treatment facility makes this approach logical from a planning perspective.



7.2 Serviced Sites

The area around Broadford and Clonuff is experiencing a high volume of planning applications for one-off housing and many are being refused on account of the absorption capacity of the area having been reached.

The draft Plan recognizes that there is a need for a Serviced Sites Zoning or designation to provide an alternative to one-off housing at the edge of established settlements.

The submission seeks for the lands owned by Mr. Knowles to be designated for **Serviced Sites**.

These lands could provide approximately 15 no. dwellings in a low-density development allowing for family sized dwellings on generous sized plots. The aim is to attract families who otherwise would build one-off houses in the countryside by providing them with a community type environment which forms part of an established settlement close to a school and church.

The applicant has engaged Demense Architects (MRIA) to prepare an indicative type layout of the proposed residential development – **separate enclosure No.1**. Vehicular access can be provided off the L1002.

The proposed development could be served by an **upgrade of the existing waste water treatment facility** in Clonuff and Mr. Knowles is **happy to finance same**. Please refer to the report prepared by Conor Furey Consulting Engineers and Demense Architects – **separate enclosure No.1, 2 and 3**.



Fig No.18 Dowdingstown Wood, Two Mile House, Co. Kildare

8.0 CONCLUSION

The applicant seeks to have the settlement of Clonuff designated as a **Rural Settlement in conjunction with Broadford** in the same manner as other physically separate, but close, settlements around the county. He also seeks to have land in his ownership designated for **Serviced Sites**.

The subject lands are located in Clonuff, a small settlement which contains a local authority housing estate and a total of 41 dwellings. This settlement is not identified in the Kildare County Development Plan as one of the settlements

within the settlement strategy. This is considered very surprising given it contains more dwellings than Broadford village to the north, which is an identified settlement (only 17 dwellings) and the fact that Clonuff has a waste water treatment system that could be improved in order to allow for more capacity as required.

The subject lands are located within close proximity of a school and church less than one kilometer to the north. The lands are also located in relatively close proximity to the M4 and the town of Enfield.

There are no known planning constraints associated with development of the subject lands for a housing development.

There is an existing Council-owned wastewater treatment facility in Clonuff and consulting engineers engaged by our client have determined that this could potentially be replaced and funded by my client to accommodate additional dwellings.

The development has been screened for Appropriate Assessment and it is considered that a stage II Appropriate Assessment would not be required to accompany any future planning application.

The submission makes eminent sense from a planning perspective in terms of:

- Expanding the established settlement of Clonuff (which is in close proximity to a school and church).
- Providing high quality private housing during the current housing crisis.
- Providing a viable alternative to one-of houses in the countryside.
- Helping to bolster the settlement of Clonuff from a social and economic perspective.
- Helping to sustain the local school in terms of pupil enrollment.
- Improve environmental compliance to future standards

Therefore, it is considered that the proposed development accords with proper planning and sustainable development of the area.

Signed:



David Mulcahy

David Mulcahy Planning Consultants Ltd
CHARTERED PLANNING CONSULTANTS

1. Drawings from Demense Architects showing indicative scheme for the subject lands.
2. Engineering report from Conor Furey Consulting Engineers
3. Drawings from Conor Furey Consulting Engineers