



An
Bord
Pleanála

Inspector's Report ABP-301402-18

Development	Demolition of the existing ground floor extension to the side and rear and existing boundary walls, and the provision of 2 no., semi-detached, 2-storey, 3-bedroom houses (103.5 sq.m & 107.5 sq.m), with off-street parking for each dwelling and existing dwelling, and rear gardens with associated boundary treatments, and ground and landscaping works.
Location	45, Grangemore Crescent, Donaghmede, Dublin 13
Planning Authority	Dublin City Council Nth
Planning Authority Reg. Ref.	3881/17
Applicant(s)	Louise Clarke
Type of Application	Permission
Planning Authority Decision	Grant permission
Type of Appeal	First Party
Appellant(s)	Louise Clarke
Date of Site Inspection	16 th August 2018
Inspector	Donal Donnelly

1.0 Site Location and Description

- 1.1. The appeal site is located at No. 45 Grangemore Crescent in Donaghmede approximately 8km north-east of Dublin city centre. Grangemore Crescent forms part of a sprawling residential area comprising Clarehall, The Donahies and Ard na Gréine enclosed by Malahide Road to the west, the R139 to the north, Grange Road to the east and Tongalee Road to the south.
- 1.2. Grangemore Crescent has a 'H' shaped layout and is accessed from the south off Grangemore Road. Dwellings are of similar design comprising mostly of semi-detached 2-storey units with pitched roofs. A number of newer infill dwellings have been constructed in corner and side garden sites.
- 1.3. No. 45 is situated at the northern end of the estate at the corner of the eastern cul de sac. The existing dwelling has been extended to include a single storey porch and a lean-to side extension. There is a large garden to the side and rear and parking to the front. The site area is given as 872 sq.m.

2.0 Proposed Development

- 2.1. Planning permission is sought for the following:
 - Demolition of existing ground floor extension to the side and rear and existing boundary walls;
 - Provision of 2 no. semi-detached 2-storey 3 bedroom houses (103.5 sq.m. and 107.5 sq.m.);
 - Off street parking for existing and proposed dwellings;
 - Rear gardens with associated boundary treatments and ground and landscaping works.

3.0 Planning Authority Decision

3.1. Decision

- 3.1.1. Dublin City Council issued notification of decision to grant permission subject to 12 conditions. This appeal relates to Condition 7 only which states as follows:

3.1.2. 7. *The development shall be revised as follows:*

- a) *The 2-storey southern projection shall be omitted from the proposed western dwelling with its amended southern 2-storey elevation to extend no further south than the primary front line established by Nos.45 and 46 Grangemore Crescent.*
- b) *An opaque glazed top-hung only opening window, similar in dimensions to either of No.45 Grangemore Crescent's front 1st floor opes, shall be inserted into the front 1st floor of the now recessed southern elevation of the western proposed dwelling. A 1st floor bathroom may be relocated to be served by this ope. The proposed southern ground floor window to the proposed western dwelling shall be inserted back into the recessed southern elevation as required.*
- c) *The depth of the proposed eastern dwelling's 2-storey rear return shall be reduced by 1.0m southwards from its revised northern elevation, with the northern 2-storey rear return also differentiated from the primary span with a slight step back westwards from the primary house block by not less than 300mm. The rear store shall be reattached to the revised footprint as required.*
- d) *The proposed front rooflight shall be omitted and may be replaced by a rear rooflight and/or a permanently opaque glazed modest-sized landing light with vertical emphasis on the western gable elevation.*
- e) *Following on from the all of the above amendments the resultant proposed two dwellings shall be combined and used as a single dwelling only with pitched roof and gable; with the primary front and rear building lines aligning with the primary front and rear building lines of Nos.45 and 46 Grangemore Crescent as well as matching these dwellings' roof pitch and ridge height.*
- f) *The combined block shall be accessed by a single front entrance which can be repositioned as required with the internal layout also amended as required. Development shall not commence until revised plans, drawings and particulars showing the above amendments have been submitted to, and agreed in writing by the Planning Authority, and such works shall be fully implemented prior to the occupation of the buildings.*

Reason: *In the interests of orderly development and visual amenity.*

3.2. Planning Authority Reports

- 3.2.1. Further information was sought from the applicant on matters of design, overlooking, obstruction of habitable space, presence of a portocabin on site, access and car parking.
- 3.2.2. In response, the applicant stepped the proposed eastern house forward in line with the parent dwelling and also brought the proposed western dwelling forward from 4.4m to 2.7m to the southern boundary. Zinc roofs are to be applied to the front and rear projections, with the western dwelling's southern elevation to be finished with timber cladding.
- 3.2.3. It is recommended, however, that the front gable projection should be omitted in line with previous concerns over impacts upon the streetscape. It is also recommended that the rear 2-storey return is differentiated with a slight step back from the primary house block.
- 3.2.4. The Roads and Traffic Planning Division recommended further information omitting one dwelling because of over-intensification of use of the existing vehicular entrance.

3.3. Third Party Observations

- 3.3.1. A third party observation was submitted from the adjoining dwelling to the east regarding off-street parking, bin collection and drainage.

4.0 Planning History

- 4.1. No planning history on the appeal site.

5.0 Policy Context

5.1. Development Plan

- 5.1.1. The appeal site is zoned "Z1" where the objective is "to protect, provide and improve residential amenities."
- 5.1.2. Development standards for corner/ side garden sites and infill housing are set out in Sections 16.10.9 and 16.10.10.

- 5.1.3. Policy QH22 seeks *“to ensure that new housing development close to existing houses has regard to the character and scale of the existing houses unless there are strong design reasons for doing otherwise.”*

6.0 The Appeal

6.1. Grounds of Appeal

- 6.1.1. Condition 7 of the notification of decision is appealed for the following reasons:

- Proposed development is consistent with the criteria set out for corner/ side garden sites in Section 16.10.9 of the Development Plan;
- Proposed development will have an indiscernible impact on the level of amenity currently experienced by no. 45’s kitchen – daylight to the kitchen window is currently compromised;
- Appeal accompanied by revised drawings and 3D images that include roof pitch and ridge height matching the existing dwelling at no. 45.
- Provision of 2 dwellings is appropriate from a zoning perspective;
- Construction of significant additional dwellings in corner sites and side gardens have been carried out at a number of locations in the Grangemore Estate and surrounding area (examples included).
- Appeal site at 872 sq.m. is considerably larger than nearby sites with infill developments on sites with areas ranging from 360 sq.m. to 554 sq.m.
- Proposed dwellings exceed minimum sizes in Guidelines and Development Plan.
- Only oblique views of the proposed dwellings will be available from Grangemore Crescent.
- Amendments made in response to further information request appropriately addressed concerns raised regarding the established building line.
- Requirement to omit 2-storey projection is onerous and unwarranted – projection is compatible in terms of design and scale with adjoining dwellings.

- Ridge height of 0.77m lower than existing and surrounding dwellings and zinc and timber cladding materials makes the projection appear subordinate.
- Precedent exists in regards to the construction of new dwellings forward of the existing building line at No's. 39 & 50 Grangemore Road, and No's. 64 & 85 Ardara.

7.0 Assessment

- 7.1. This is a first party appeal against Condition 7 only attached to Dublin City Council's decision to grant permission for development described in planning notices as the *“demolition of the existing ground floor extension to the side and rear and existing boundary walls, and the provision of two, semi-detached, two-storey, three-bedroom dwelling houses (House 1 - 103.5 sq.m, House 2 - 107.5 sq.m), with off-street parking for each dwelling and existing dwelling, and rear gardens with associated boundary treatments, and ground and landscaping works.”*
- 7.2. Under Condition 7, the applicant is required to omit the 2-storey southern projection and combine the two new dwellings into a single dwelling with pitched roof and gable. Other amendments are proposed under Condition 7 relating to revised fenestration; reduction of the rear return of the eastern dwelling; and repositioning of the single front access.
- 7.3. I concur with the Planning Authority's evaluation of the proposal in respect of accommodation standards, access to daylight and sunlight, overlooking and private open space provision. I would also be satisfied that the proposed development will not have any other adverse impacts on adjoining residential amenity.
- 7.4. Having regard to the above, I am satisfied that an assessment of the case *de novo* would not be warranted, and that the Board should determine the matters raised in the appeal only, in accordance with Section 139 of the Planning and Development Act, 2000 (as amended).
- 7.4.1. Section 16.10.9 of the Development Plan recognises that development of a dwelling in a side garden of an existing house is a means of making the most efficient use of serviced residential lands. However, it is also stated that *“some corner/side gardens are restricted to the extent that they would be more suitable for extending an existing*

home into a larger family home rather than to create a poor quality independent dwelling, which may also compromise the quality of the original house.” Among the criteria to be considered when assessing proposals for development of corner/garden site are the following:

- The character of the street;
- Compatibility of design and scale with adjoining dwellings, paying attention to the established building line, proportion, heights, parapet levels and materials of adjoining buildings;
- The provision of landscaping and boundary treatments which are in keeping with other properties in the area;
- The maintenance of the front and side building lines, where appropriate;
- the provision of appropriate car parking facilities, and a safe means of access to and egress from the site.

7.5. From the outset, it should be noted that the appeal site is significantly larger than any other residential site in the vicinity. At approximately 872 sq.m., the site is more than three times larger than many of the plots in this cul de sac. The adjoining site at No. 46 is one of the larger sites in the estate at approximately 340 sq.m. It should also be noted that the appeal site is in a hidden corner rather than a prominent open corner and therefore views towards the site are limited to the upper part of the cul de sac. The site is further concealed by trees and landscaping to the property to the south.

7.6. Clearly, there is scope within the appeal site for two sensitively designed additional dwellings. I would be in agreement that the proposed juxtapositioning of the two new dwellings represents the best approach to addressing this corner location and the dimensions of the site. The stepping forward of the building line for the western dwelling introduces a degree of enclosure at the corner and this is emphasised by the contrasting materials of the frontal projection. The eastern dwelling continues the established building line of the existing dwelling on site.

7.7. The contemporary approach introduces a new design idiom to the estate; however, I would consider this to be more of an appropriate intervention at a concealed corner location. The new projecting dwelling is not overly dominant and the semi-detached

pair of new dwellings are well proportioned and consistent with the scale and character of the street. The reduced ridge height of the projecting western dwelling also helps it to remain sub-ordinate and less obtrusive in the streetscape.

- 7.8. I note that part (c) of Condition 7 requires the depth of the proposed eastern dwelling's 2-storey rear return to be reduced by 1m southwards and stepped back westwards on its eastern side by no less than 300mm. I consider this to be appropriate in the interests of the residential amenity of the existing dwelling to be retained.
- 7.9. Part (d) of Condition 7 also requires the omission of the front rooflight and its possible replacement with a rear rooflight and/ or a permanently opaque glazed modest-sized landing light with vertical emphasis on the western gable elevation. I would have no objection to this part of Condition 7. A landing window in particular would help to break up the massing of the western elevation above ground level.
- 7.10. Finally, I do not consider that the issue of access and car parking in this case is sufficient to warrant refusal of the proposed development. Having regard to the small floor area of the three dwellings on site, I consider that a single parking space to serve each dwelling is acceptable.

Appropriate Assessment

- 7.11. Having regard to the nature and scale of the development proposed and to the nature of the receiving environment, namely a suburban and fully serviced location, no appropriate assessment issues arise.

8.0 Recommendation

- 8.1. Having regard to the nature of Condition 7 the subject of the appeal, the Board is satisfied that the determination by the Board of the relevant application as if it had been made to it in the first instance would not be warranted and directs the said Council under subsection (1) of section 139 of the Planning and Development Act, 2000 (as amended) to AMEND Condition 7 for the reasons and considerations hereunder.

9.0 Reasons and Considerations

Having regard to the location of the site at a concealed corner of a cul de sac, and to the proposal for 2 no. additional dwellings at an appropriate density and comprising an appearance and that is well-proportioned and consistent with the scale and character of the streetscape, together with the proposed internal layout and floor areas, quantum of private amenity space, car parking and access arrangements, it is considered that the proposal represents an appropriate form of development and that Condition 7 should be AMENDED in the interests of visual amenity and to maximise the development potential of the site.

10.0 Condition

7. The development shall be revised as follows:

- The depth of the proposed eastern dwelling's 2-storey rear return shall be reduced by 1.0m southwards from its revised northern elevation, with the northern 2-storey rear return also differentiated from the primary span with a slight step back westwards from the primary house block by not less than 300mm. The rear store shall be reattached to the revised footprint as required.
- The proposed front rooflight shall be omitted and may be replaced by a rear rooflight and/or a permanently opaque glazed modest-sized landing light with vertical emphasis on the western gable elevation.

Development shall not commence until revised plans, drawings and particulars showing the above amendments have been submitted to, and agreed in writing by the Planning Authority, and such works shall be fully implemented prior to the occupation of the buildings.

Reason: In the interests of visual and residential amenity.

Donal Donnelly

Planning Inspector
21st September 2018