



An
Bord
Pleanála

Inspector's Report

ABP-304576-19

Development	Demolition of existing single storey extension to side & construction of a new part two storey extension to side, part single storey to side and rear single storey extension to include all site and ancillary works.
Location	1, Grange Park Road, Raheny, Dublin 5
Planning Authority	Dublin City Council North
Planning Authority Reg. Ref.	2479/19
Applicant(s)	Donal and Marie Hurley
Type of Application	Permission
Planning Authority Decision	Refusal
Type of Appeal	First Party
Appellant(s)	Donal and Marie Hurley
Date of Site Inspection	8 th September 2019
Inspector	Suzanne Kehely

1.0 Site Location and Description

- 1.1. The subject site of 556-sq.m fronts onto Grange Park Road at its junction with Raheny Road occupying a prominent corner location corner site in this low-density suburban location. The site backs on the front garden of No. 108 Raheny Road.
- 1.2. The existing house is one of a pair of matching two storey houses with single storey side garage/extension. Grange Park Road forms part of a larger residential development of similar semi-detached 2-storey dwellings with render finish. existing circa 2-meter high concrete block and plastered wall painted on its roadside frontage extends from the single storey converted garage to where it meets with the low front southern boundary of No. 108 Raheny Road. The garden area between this 2m wall enclosing the private garden and road side boundary is enclosed substantially by a mature hedge which also extends along the front garden wall of no. 108.

Vehicular access to the site is off Grange Park Road (to the south of the site). There is also a pedestrian gate onto Raheny Road.

2.0 Proposed Development

- 2.1. It is proposed to
 - demolish the previously extended and converted flat roofed garage and replace with a two-storey extension and additional single storey extension to the side and rear.
 - reconfigure the house internally by relocating the staircase to more central position.
 - provide a family flat accessed internally
 - provide a total floor area of 299 sq.m. comprising
 - the principal family accommodation of 4 bedrooms, nursery, sitting room open plan kitchen living and ancillary utility storage and bathrooms
 - Ancillary accommodation of en-suite bedroom kitchen dining and lounge area.
 - Plant additional trees along the existing boundary along Raheny Road and adjacent to no. 108 Raheny Road.

- The design incorporates recessing of the building line as set along Grange Park Road and stepping down of the ridge height of the two-storey element.
 - Finishes to match existing housing. No change to vehicular access is proposed.
- 2.2. Plans also illustrate an alternative use of the ancillary independent living area as part of the principal house as an entire single unit.
- 2.3. The applicant is accompanied by a cover letter setting out the design rationale by reference to the planning history, precedence of additional houses in similar corner site in the vicinity as compared to an extension in this case and the approach to reduce the apparent scale of the proposed extension.

3.0 Planning Authority Decision

3.1. Decision

The planning authority decided to refuse permission for the development for the following reason:

- Having regard to the Z1 residential zoning for the site and section 16.10.12 of the Dublin City Development Plan 2016-2022, it is considered that the proposed development would constitute an incongruous and visually obtrusive form of development due to its prominent location within the streetscape and the significant breach of the clear building line along Raheny Road. It is considered that the proposed development would be out of character with the established pattern of development and would seriously injure the visual amenities of the residential area, would have a negative impact on the scale and character of the existing dwelling and set an undesirable precedent for other such developments. The proposed development would therefore seriously injure the amenities of property in the vicinity by contrary to the provision of the development plan 2016-2022 and the proper planning and sustainable development of the area.

3.2. Planning Authority Reports

- 3.2.1. The Planning Report refers to:

- The Development Plan –Chapter 16 (sections 16.2.2.3 and section 16.10.12 and Appendix 17) regarding extensions and section 16.10.14 regarding ancillary family accommodation.
- The frontage along Raheny Road
- Adequate provision for ancillary family accommodation and justified need.
- Incongruity of half hipped roof compared to adjoining semi-detached house gable treatment
- The 7m projection from the side elevation as compared to the refused projection of 8.3m and the composite width of 16.65

3.2.2. It is considered that:

- The scale massing and design of the proposed extensions and combination of roof profiles and proportions is incoherent and creates a visual imbalance and have a negative impact on the scale of the existing dwelling and character of the area.
- Given the proximity to Raheny Road it is considered to have a negative impact.
- While acknowledging the acceptable nature of use it considered that the reason for refusal has not being adequately address and given its visual prominence along Raheny Road. Having particular regard to the visual prominence along Raheny Road that the proposed development significantly breaks the building lone and would have a negative visual impact on the character of the area .consistencies with the prevailing form the development is out of character due to building line breach along 'Foxfield Park roof profile incorporating a very large dormer to the rear that is visible in the front elevation.

3.2.3. Other Technical Reports

3.2.4. Drainage Division: No objection

3.2.5. Roads and Traffic Planning Division: no report.

3.2.6. Third Party Observations

Four different parties including adjacent and adjoining neighbours submitted letters of support.

3.3. **Prescribed Bodies**

Irish Water: No report

4.0 **Planning History**

- 4.1. An Bord Pleanála ref: 236288 refers to a refusal of permission for an additional dwelling in the side garden of the subject site.
- 4.2. The site of the proposed development is located on a prominent side/corner garden site that defines the entry into Grange Park Road at its junction with Raheny Road and is located in an established residential area which is zoned Z1 to protect, provide and improve residential amenities in the Dublin City Development Plan 2005-2011. The proposed development would constitute an incongruous visually obtrusive form of development due to its prominent location within the streetscape and the breach of the clear building line along Raheny Road. It is considered that the proposed development would be out of character with the established pattern and layout of buildings and spaces within this townscape setting, would diminish the character of what is largely intact and coherent streetscape scene, would result in the overdevelopment of the site and would seriously injure the visual amenities of the residential area. The proposed development would therefore be contrary to the proper planning and sustainable development of the area.

5.0 **Policy Context**

5.1. **Development Plan**

- 5.1.1. The objective for the site is 'To protect, provide and improve residential amenities'.
- 5.1.2. Section 16.10.9 of the plan sets out the requirements with regard to the development of houses in side gardens .
- 5.1.3. Section 16.10.12 of the plan sets out the requirements with regard to extensions and alterations of houses in side gardens .
- 5.1.4. Extension should integrate in terms of form and finishes and be subordinate in terms of scale. Overall the proposal should not have an adverse impact on the scale and

character of the dwelling and not adversely affect the amenities enjoyed by the occupants of adjacent building in terms of privacy , access to daylight and sunlight.

- 5.1.5. Section 16.10.14 refs to ancillary family accommodation and advises that the proposal is not a separate detached dwelling and shall be integral to the principal family house.

5.2. **Natural Heritage Designations**

Not relevant

5.3. **EIA Screening**

- 5.3.1. Having regard to the nature and scale of the proposed development and the nature of the receiving environment, there is no real likelihood of significant effects on the environment arising from the proposed development. The need for EIA can, therefore, be excluded at preliminary examination and a screening determination is not required.

6.0 **The Appeal**

6.1. **Grounds of Appeal**

- It is acceptable in principle in context of zoning and national land use policy on efficiency.
- The ancillary family accommodation allows continuity of residency in the area with family and community.
- The basis for the refusal is strongly refuted.
- The proposed extension has been substantially reduced in scale and mass from the previously refused two storey house. This would be less significant in terms of impact on streetscape.
- The proposed extension is subordinate and does not undermine prevailing building lines and is in fact a successful turning at the end of building lines.

- Appended drawings and 3D images illustrate the proposal in context of existing development and in comparison, with that previously refused.
- Revised roof plans proposed which replace part of the pitched roof with a flat roof.
- The plan format exaggerates the perceived impact particularly in relation to the single storey elements. It is not so visually prominent due to mature trees and hedges along street and in front garden
- The massing has been broken down into three parts – two storey hipped, single storey ridge roof and single storey flat roof.
- The finishing and materials will match existing.
- The two storey element is not incongruous or out of character with the original structure being similar in mass and scale / the single storey will not be prominent due to screening
- Particular cognisant of right turning view from Raheny Road.
- The hip softens the gable impact but could be amended.
- The two-storey extension to side is only 3.8m wide.
- The design would not have any impact on amenities of no 108 by reason of overlooking or loss of privacy. Scope for additional planting. Letter of support from neighbours underlines this.
- The hedge at a height of 1.8 to 2.2m encloses the site and acts as a buffer when viewed from Raheny Road.
- As the design is respectfully demonstrated to not detract from the streetscape, the issue of precedence is not relevant.

6.2. Planning Authority Response

No further comments.

7.0 **Appropriate Assessment**

- 7.1. Having regard to the location of the development within a serviced built up area, the nature of the development and the separation distance from any European Sites, I consider that the proposed development either alone, or, in combination with other plans or projects, would not be likely to have significant effects on a European site, in view of the sites' conservation objectives and that, therefore, a Stage 2 Appropriate Assessment and the submission of a Natura Impact Statement is not required.

8.0 **Assessment**

- 8.1. This appeal relates to a proposal for a large extension to a semi-detached house on a large corner site to provide for ancillary family accommodation which will be internally accessed within the house, in addition to an extended principal house. In view of the zoning objective 'to protect, provide and improve residential amenity', such development is acceptable in principle. There is no dispute with the provision of ancillary accommodation in terms of the provision of such on site and the general manner in which it is proposed. The salient issue in this case relates to visual impact by reason of design and scale of development and impact on streetscapes of both frontages.
- 8.2. The planning authority, by reference to its development plan and to the previous decision of the Bord to refuse a separate dwelling, has concerns about the overall scale of development and breach of building lines particular as viewed from Raheny Road - a major thoroughfare.
- 8.3. In the first instance, I note this is a particularly large site and while backing onto a front garden it is fairly well screened from the street and this can be easily reinforced by further planting. Accordingly, there is I consider good scope to extend. I do accept that a large two storey in the existing format would be overbearing. However, in this case the design incorporates the use of a dropped ridge and eaves, hipping of roof and single storey ridged roof. The applicant in his response, plots the footprint of the previous proposed detached two storey house and clearly illustrates that the proposed footprint and form is quite different. It is pointed out that the two-storey extension is considerably more set back from the Raheny Road boundary than previous. I note that the two storey element is only 3.8m wide and is recessed from

the original façade thereby retaining its prominence. In the rear elevation there only a rooflight at first floor level in the sloped roof. The single storey element is, by its nature, lower again and its visual presence is played down by the use of a flat roof to the front and ridge roof to the rear - elements that can be screened by existing hedging which is to be further augmented.

- 8.4. I also note that the extension to the side omits the need for a two-storey extension along or near the party wall with the adjoining house – the occupants who notably support the proposal.
- 8.5. The design in my judgement adopts principles of subordination and is respectful of the character of the area and the streetscape and has adhered to the guidance in section 16.2.2.3 of the development plan. I do not consider the replacement of the pitched roof with the flat roof to enhance the aspect as I consider it the pitch to soften the impact of the gable. The use of the hip is similarly justified in my view. The omission of roof lights at attic level would however reduce the visibility of the roof level and one at least should be omitted.
- 8.6. On balance I consider the proposed development to successfully address the issues of concern in relation to the previous proposal and visual incongruity in the streetscape and that it accords with the objective to protect, provide and improve residential amenities.

9.0 Recommendation

- 9.1. Having considered the contents of the planning application, the decision of the planning authority, the planning history, the provisions of the development plan, the grounds of appeal and the responses thereto, my inspection of the site and my assessment of the planning issues, I recommend that permission be granted for the proposed development based on the following reasons and considerations set out below.

10.0 Reasons and Considerations

Having regard to the provisions of the Dublin City Development Plan 2016-2022 and the zoning for residential purposes, to the location of the site in an established residential area and to the nature, form, scale and design of the proposed development, it is considered that, subject to compliance with the conditions set out below, the proposed development would not seriously injure the residential or visual amenities of the area. 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 12th March 2019 except as may otherwise be required in order to comply with the following conditions. Where such conditions require details to be agreed with the planning authority, the developer shall agree such details in writing with the planning authority prior to commencement of development and the development shall be carried out and completed in accordance with the agreed particulars.

Reason: In the interest of clarity.

2. The development shall be amended as follows:
One of the pair of roof lights at attic level proposed in the rear elevation of the original house shall be omitted. Revised plans retaining only the roof light nearest the party boundary shall be submitted for prior written agreement with the planning authority.

Reason: In the interest of the visual amenity.

3. The proposed family flat as part of the extension shall be used solely for that purpose and shall revert to use as part of the main dwelling in

accordance with the submitted plans on the cessation of such use.

Reason: To protect the amenities of property in the vicinity .

4. Site development and building works shall be carried out only between the hours of 0800 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.

5. The applicant or developer shall enter into water and/or waste water connection agreement(s) with Irish Water, prior to commencement of development.

Reason: In the interest of public health.

Suzanne Kehely

Senior Planning Inspector

11th September 2019