

Inspector's Report ABP-310437-21

Development	House and wastewater treatment unit
Location	Knocknasuff, Blarney, County Cork
Planning Authority	Cork City Council
Planning Authority Reg. Ref.	21/40012
Applicant(s)	Aisling & Dean Foley
Type of Application	Permission
Planning Authority Decision	Refuse
Type of Appeal	First Party
Appellant(s)	Aisling & Dean Foley

Date of Site Inspection	21 st September, 2021
Inspector	Kevin Moore

1.0 Site Location and Description

1.1. The site of the proposed development is located in a rural area to the north of Blarney in County Cork. It is sited on the west side of a local road. It comprises an established residential plot, with a detached dormer house at its northern end and an extensive garden to the south / south-east of this house. The house has an established entrance onto the local road, located at the south-eastern end of the plot. The location for the proposed house consists of a substantial section of the garden area to the south of the established house. A stream runs along the western side of the site. There are substantial numbers of one-off houses along the local road in the immediate vicinity of the site.

2.0 **Proposed Development**

- 2.1. The proposed development would comprise the construction of a detached dwelling, the provision of a proprietary wastewater treatment system, and the relocation of an existing entrance. The house would comprise a three-bedroom, two-storey unit with a stated gross floor area of 199.15 square metres. The house would be served by a mains water supply.
- 2.2. Details submitted with the application included a Planning Report, supporting documentation, a letter of consent from the owners of the site, a Site Characterisation Form, a Part V Exemption Certificate, and a Planning Statement.

3.0 Planning Authority Decision

3.1. Decision

On 12th May 2021, Cork City Council decided to refuse permission for the proposal for two reasons relating to the creation of ribbon development and adverse impact on the greenbelt.

3.2. Planning Authority Reports

3.2.1. Planning Reports

The Planner noted the site's planning history, development plan provisions and planning guidance, and reports received. It was submitted that the applicant appears to meet the requirements set out in the development plan for new homes in the Metropolitan Greenbelt. The relocation of the proposed house and the entrance to address issues relating to a previous refusal of permission was noted. A grant of permission was recommended subject to a schedule of conditions.

The Senior Executive Planner recommended a refusal of permission in accordance with the recent refusal of permission by the Board under ABP-307755-20.

The Senior Planner concurred with the Senior Executive Planner's recommendation.

3.2.2. Other Technical Reports

The Environment Engineer had no objection to the proposal subject to the attachment of a schedule of conditions.

The Rural Water Operations Directorate had no objection to the proposal subject to the attachment of a schedule of conditions.

The Executive Technician in the Community, Culture & Placemaking Section had no objection to the proposal subject to the attachment of financial contribution conditions.

The Drainage Division Engineer had no objection to the proposal subject to the attachment of a schedule of conditions.

The Area Engineer had no objection to the proposal subject to the attachment of a schedule of conditions.

4.0 **Planning History**

P.A. Ref. 19/4743

Permission was refused for a house and treatment unit for one reason relating to lack of housing need.

P.A. Ref. 19/38762

Permission was refused for a house and proprietary treatment unit for two reasons relating to the erosion of the greenbelt and ribbon development.

ABP -307755-20 (P.A. Ref. 20/39192)

Permission was refused by the Board for the construction of a new house and proprietary treatment system for two reasons relating to ribbon development and the impact on the greenbelt.

5.0 Policy Context

5.1. Cork County Development Plan

Rural Housing

Objectives include:

RCI 2-1: Urban Generated Housing

Discourage urban-generated housing in rural areas, which should normally take place in the larger urban centres or the towns, villages and other settlements identified in the Settlement Network.

RCI 2-2: Rural Generated Housing

Sustain and renew established rural communities, by facilitating those with a rural generated housing need to live within their rural community.

<u>Greenbelt</u>

The site is located within the Metropolitan Cork Greenbelt. This is seen to be a rural area under strong urban influence. The objective relating to this area is as follows:

RCI 4-1: Metropolitan Cork Greenbelt

Objective RCI 41 should be read in conjunction with Chapter 13, Section 13.8 relating to 'Prominent and Strategic Metropolitan Cork Greenbelt Areas' including Objective GI 81 and Figure 13.3.

The Metropolitan Cork Greenbelt is the area under strongest urban pressure for rural housing. Therefore, applicants shall satisfy the Planning Authority that their proposal constitutes an exceptional rural generated housing need based on their social and / or economic links to a particular local rural area, and in this regard, must demonstrate that they comply with one of the following categories of housing need:

- a) Farmers, including their sons and daughters who wish to build a first home for their permanent occupation on the family farm.
- b) Persons taking over the ownership and running of a farm on a fulltime basis, who wish to build a first home on the farm for their permanent occupation, where no existing dwelling is available for their own use. The proposed dwelling must be associated with the working and active management of the farm.
- c) Other persons working fulltime in farming, forestry, inland waterway or marine related occupations, for a period of over seven years, in the local rural area where they work and in which they propose to build a first home for their permanent occupation.
- d) Landowners including their sons and daughters who wish to build a first home for their permanent occupation on the landholding associated with their principal family residence for a minimum of seven years prior to the date of the planning application.

In circumstances, where a family land holding is unsuitable for the construction of a house, consideration may be given to a nearby landholding where this would not conflict with Objective GI 81 and other policies and objectives in the plan. The total number of houses within the Metropolitan Greenbelt, for which planning permission has been granted since this plan came into operation on a family farm or any single landholding within the rural area, will not normally exceed two.

5.2. EIA Screening

5.3. Having regard to the nature, size and location of the proposed development, there is no real likelihood of significant effects on the environment. The submission of an EIAR is not required

6.0 The Appeal

6.1. Grounds of Appeal

The grounds of the appeal may be synopsised as follows:

- Based on the Board's previous refusal, revisions have been made to address the Board's concerns.
- The Council's Senior Planner's should have comprehensively stated why they rejected the Area Planner's decision to grant permission.
- The Board is asked to refer to the Planning Consultant's Report submitted with the planning application, which has made points in relation to how the application has satisfied the Board's previous reasons for refusal.
- The Board is also asked to acknowledge:
 - the development is not linear development as defined in the Plan,

the Area Engineer has recommended that permission is granted and that density is not a concern,

- the site is an infill site,
- the new development boundary is coming out towards the proposed site,
- the extent of mature landscaping,
- the dwelling is for a family with a young child,
- the future care for the applicant's mother in her family home is dependent on the applicant living close by,
- there is a housing crisis and it cannot be dismissed as a non-planning issue,
- the applicant Dean Foley is working locally,
- the joy for the grandparents having their grandchild living next to them, and
- Dean's father will be in a position to mind his grandchild.

The Board is asked to take into consideration the County Development Plan policies.

The appellants' submission also includes an extract from the last appeal.

6.2. Planning Authority Response

I have no record of any response to the appeal from the planning authority.

7.0 Assessment

7.1. Introduction

7.1.1. I consider that the principal planning issues are compliance with development plan provisions as they relate to rural housing, ribbon development and excessive density, and erosion of the greenbelt.

7.2. Compliance with Development Plan Provisions relating to Rural Housing

- 7.2.1. I first note for clarity for the Board that the site lies within the administrative boundary of Cork City Council following an extension of the city boundary in 2019. Until such time as a new Cork City Development Plan is adopted, the provisions of Cork County Development Plan apply to proposed development at this location.
- 7.2.2. I note that the appellants' submission refers to the issue of rural housing need, indicating how Dean Foley grew up in the area, went to school in the area and is a member of the sporting community. It is noted that he has a commercial flooring business and Aisling Foley is a mental health worker. The appellants submit that they have a genuine rural housing need and satisfy Criterion D of Objective RCI 4-1 of Cork County Development Plan.
- 7.2.3. Objective RCI 4-1 of Cork County Development Plan is as follows:

Objective RCI 4-1 should be read in conjunction with Chapter 13, Section 13.8 relating to 'Prominent and Strategic Metropolitan Cork Greenbelt Areas' including Objective GI 81 and Figure 13.3.

The Metropolitan Cork Greenbelt is the area under strongest urban pressure for rural housing. Therefore, applicants shall satisfy the Planning Authority that their proposal constitutes an exceptional rural generated housing need based on their social and / or economic links to a particular local rural area, and in this regard, must demonstrate that they comply with one of the following categories of housing need:

a) Farmers, including their sons and daughters who wish to build a first home for their permanent occupation on the family farm.

- b) Persons taking over the ownership and running of a farm on a fulltime basis, who wish to build a first home on the farm for their permanent occupation, where no existing dwelling is available for their own use. The proposed dwelling must be associated with the working and active management of the farm.
- c) Other persons working fulltime in farming, forestry, inland waterway or marine related occupations, for a period of over seven years, in the local rural area where they work and in which they propose to build a first home for their permanent occupation.
- d) Landowners including their sons and daughters who wish to build a first home for their permanent occupation on the landholding associated with their principal family residence for a minimum of seven years prior to the date of the planning application.

In circumstances, where a family land holding is unsuitable for the construction of a house, consideration may be given to a nearby landholding where this would not conflict with Objective GI 81 and other policies and objectives in the plan. The total number of houses within the Metropolitan Greenbelt, for which planning permission has been granted since this plan came into operation on a family farm or any single landholding within the rural area, will not normally exceed two.

- 7.2.4. My considerations on this issue are as follows:
 - The County Development Plan discourages urban-generated housing in rural areas, which should normally take place in the larger urban centres or the towns, villages and other settlements identified in the Settlement Network (Objective RCI 2-1: Urban Generated Housing).
 - The Metropolitan Cork Greenbelt is seen in the Development Plan to be a rural area under strong urban influence. Indeed, Objective RCI 4-1 clearly states that the Metropolitan Cork Greenbelt is the area under strongest urban pressure for rural housing.
 - An applicant seeking permission for a house in the greenbelt is required to demonstrate an exceptional rural generated housing need based on their social and / or economic links to a particular local rural area. It is understood that the site of the proposed development lies in a rural area just outside of the urban settlement of Blarney, an area which is under significant

development pressure for one-off housing. There is extensive new housing development in this urban settlement and in other nearby serviced locations. It is further understood that the appellants are not farmers and that their work is unrelated to farming and the use of rural lands.

- Having regard to the latter, it is evident that the appellants have no rural housing need which meet with Criteria a), b) or c) of Objective RCI 4-1.
- I note the provisions of Criterion d) expressly relate to landowners, including sons and daughters. It also refers to landholdings. I wish to observe that the landowner at this location is the landowner of a house and the associated curtilage of that house, i.e. its garden. I submit Objective RCI 4-1 presents itself as an objective seeking to control development of rural lands, with a strong emphasis on agricultural lands. I further submit that it is wholly unsustainable for the management of development within Cork City's metropolitan greenbelt (i.e. its rural area under greatest pressure for one-off housing) to be determining that the garden area forming part of an established house site constitutes a 'landholding' which can be determined to be suitable to facilitate another house in a rural location within the greenbelt. There is no chance of maintaining a greenbelt if this is to be the benchmark. This flies in the face of any rational attempt to control unnecessary urban-generated housing in this development pressure area. This issue is compounded by the site being located close to the urban settlement of Blarney where the appellants' needs can be ably accommodated and can allow for the appellants' to be in close proximity to their parents.
- 7.2.5. Having regard to the above, I do not accept that that the appellants meet any rural housing need at this location. I acknowledge that this lack of housing need was not a reason for refusal by the Board in its previous decision. However, it is my clear determination that such a proposal dilutes the purpose of Objective RCI 4-1 to the extent that it would be meaningless as a tool to control the significant pressure of one-off, urban-generated housing in Cork City's metropolitan greenbelt.

7.3. Ribbon Development and Excessive Density

- 7.3.1. The appellants have identified the Board's previous reason for refusal relating to this issue and seek to address it. Reference is made to how ribbon development is defined in the Cork County Development Plan. It is submitted that the proposal would result in 3 dwellings within a 250m stretch of road frontage, that it would not exacerbate or contribute to ribbon development, and it would not contravene policy RCI 6-3 of the County Development Plan. It is further submitted that the relocation of the proposed house north-westwards towards the existing house would result in a coalescence of the existing cluster development on this stretch of local road. The appellants also contend that the site is already in residential use and the proposal would not result in the loss of unspoilt greenbelt land. Two dwellings on the site are not seen as resulting in excessive density and it is contended that the pattern of development would not be prejudicial to public health, with the proposal including the installation of a wastewater treatment system.
- 7.3.2. I note the debate over what does and does not constitute ribbon development. I note the considerations on 'ribbon development' as set out in Appendix 4 of the "Sustainable Rural Housing Guidelines for Planning Authorities". These include the following:
 - The Guidelines recommend against the creation of ribbon development for a variety of reasons.
 - Other forms of development, such as clustered development, well set back from the public road and served by an individual entrance can be used to overcome these problems.
 - Areas characterised by ribbon development will on most cases be located on the edges of cities and towns and will exhibit characteristics such as a high density of almost continuous road frontage type development, for example where 5 or more houses exist on any one side of a given 250 metres of road frontage.
 - Whether a given proposal will exacerbate such ribbon development or could be considered will depend on:

- The type of rural area and circumstances of the applicant,
- The degree to which the proposal might be considered infill development, and
- The degree to which existing ribbon development would be extended or whether distinct areas of ribbon development would coalesce as a result of the development.
- 7.3.3. The provisions of Cork County Development Plan relating to ribbon development are set out in Paragraphs 4.6.7 and 4.6.8 and are as follows:
 - 4.6.7 "Ribbon development" is formed by the development of a row of houses along a rural road outside of settlement boundaries. The Sustainable Rural Housing Guidelines recommend against the creation of ribbon development for a variety of reasons relating to road safety, future demands for the provision of public infrastructure as well as visual impacts. Therefore, it is the policy of the Council to discourage development which would contribute to or exacerbate ribbon development (defined by Cork County Council as five or more houses on any one side of a given 250 metres of road frontage). Intending applicants are advised to consult with the Cork Rural Design Guide in relation to site selection.
 - 4.6.8 The Planning Authority will assess whether a given proposal will exacerbate such ribbon development, having regard to the following:
 - The type of rural area and circumstances of the applicant;
 - The degree to which the proposal for a single dwelling might be considered an infill development;
 - The degree to which existing ribbon development would be extended or whether distinct areas of ribbon development would coalesce as a result of the development;
 - Local circumstances, including the planning history of the area and development pressures; and
 - Normal Proper Planning and Sustainable Development Considerations.
- 7.3.4. The applicable objective in the County Development Plan is as follows:

RCI 6-3: Ribbon Development

Presumption against development which would contribute to or exacerbate ribbon development.

- 7.3.5. It is evident that Cork County Development Plan has taken its definition of ribbon development from the example given in the Rural Housing Guidelines and that the wider understanding of what it constitutes is directly derived from these Guidelines.
- 7.3.6. In making my submission to the Board I first note that the Board has previously determined that the proposal would contribute to ribbon development. The physical circumstances have not altered since that previous decision. The conditions remain the same and the Board, to be consistent, could repeat its conclusions on this issue.
- 7.3.7. Further to the above, I submit that much of the argument on this issue is academic debate and, in real physical planning and sustainability terms, this debate is futile. The issue of whether there are three houses in a line, whether one does or does not ignore the houses on the opposite side of the road, whether there is an opportunity to provide a coalescence of individual houses within a defined physical area at this rural location, etc. cloud the issue of the most evident outcome of development of this nature. What is definitive about this proposal is that it clearly contributes to haphazard, urban-generated housing in a rural area on an approach road close to the urban settlement of Blarney. It is disorderly. It is unnecessary. It is unsustainable. Such development should occur within the serviced settlement of Blarney. Such development denigrates the orderly definition of this settlement's boundary limits, brings with it additional independent vehicular movements onto the very narrow local road network which are known to add to traffic concerns, produces an unsightly visual sprawl into the rural area beyond Blarney, and unquestionably brings with it an increased demand for providing services to meet the needs of the urban-generated housing occupiers, which is wholly unsustainable and uneconomic to be pursuing.
- 7.3.8. The proposed development provides for no coalescence of any housing at this location. It increases linear development. The housing at this location is not grouped, is not set back as a group from the public road, and, as a line of houses, is not subject to the provision of a single access to serve all.

- 7.3.9. I note that the Rural Housing Guidelines give an 'example' of five houses or more as ribbon development. It appears that the County Development Plan has taken this as definitive when its own provisions on ribbon development appear at first sight to be premised upon the provisions of the Guidelines. The Guidelines ask that, whether a given proposal would exacerbate ribbon development, it would depend on the type of rural area and circumstances of the applicant, the degree to which the proposal might be considered infill development, and the degree to which existing ribbon development would be extended or whether distinct areas of ribbon development would coalesce as a result of the development. The proposed development fails in all counts when due regard is had to these provisions. The type of rural area in which this proposal seeks to be developed is County Cork's area of greatest pressure for one-off rural housing, i.e. in the city's greenbelt. The appellants have no ruralgenerated housing need to be accommodated at this location, when their urbangenerated needs can be met appropriately in nearby Blarney or elsewhere in the city area. The proposal is not infill development. It seeks to utilise the garden of a house and manages to exacerbate linear development on the approach to Blarney. I have already submitted that there is no coalescence of housing at this location. Notwithstanding the appellants' arguments on this issue, I submit that it is entirely reasonable for the Board to determine that this proposal constitutes 'ribbon development' in the understanding of what is provided for in the Rural Housing Guidelines, much of which appears to be the foundation of the provisions set out in Cork County Development Plan on this form of development. This linear, haphazard form of development in a rural area on the approach to Blarney is unsustainable, unnecessary and should be avoided in the management of this rural area.
- 7.3.10. In addition to the above, I note that the appellants have submitted that two dwellings on the site are not seen as resulting in excessive density. Such conclusions are misplaced, in my opinion. I put it to the Board that, if such a pattern and density of development was permitted to prevail in rural areas within the greenbelt of Cork City, a meaningful greenbelt would be lost in the Cork metropolitan area very quickly. This is a precedent to be avoided. Developing houses in gardens in rural areas without having any association with the primary function of a rural area is unsustainable. The appellants make reference to the provision of a wastewater treatment plant to serve the development. The reliance on individual private wastewater treatment systems,

their proliferation within this pressured confined area, and their siting adjoining an open stream, must be seen as a public health concern and must be viewed as unnecessary and unsustainable.

7.3.11. Finally, I note that the Board made reference to Objective RCI 5-8 in its first reason for refusal in the decision under ABP-307755-20. This Objective relates to the greenbelts for towns and settlements other than the Cork metropolitan greenbelt. The relevant objectives for the metropolitan greenbelt are Objective RCI 5-1 to RCI 5-7.

7.4. Erosion of the Greenbelt

- 7.4.1. I note that the appellants seek to address the Board's second reason for refusal set out in its decision under ABP-307755-20. The Board determined that the proposal would erode the greenbelt and would be contrary to greenbelt objectives, would militate against the provision of the rural environment, would injure visual amenities, and would result in over-concentration of residential development in the rural area.
- 7.4.2. The appellants, in addressing the Board's previous decision, submit the proposal would not further erode the greenbelt, that it has been designed to minimise visual impacts, and it provides a shared access. It is further submitted that the site is already in residential use. Reference is made to house relocation, landscaping, provision of adequate sightlines, drainage provisions, etc.
- 7.4.3. I note the relevant objectives relating to the Cork metropolitan greenbelt are as follows:

RCI 5-1: Metropolitan Cork Greenbelt Maintain the Metropolitan Cork Greenbelt (as shown on Figure 4.1 in this Plan) which encompasses the City and its suburbs together with the satellite towns, villages and countryside of Metropolitan Cork.

RCI 5-2: Purpose of Greenbelt

- a) Maintain a Green Belt for Metropolitan Cork with the purposes of retaining the open and rural character of lands between and adjacent to urban areas, maintaining the clear distinction between urban areas and the countryside, to prevent urban sprawl and the coalescence of built up areas, to focus attention on lands within settlements which are zoned for development and provide for appropriate land uses that protect the physical and visual amenity of the area.
- b) Recognise that in order to strengthen existing rural communities provision can be made within the objectives of this plan to meet exceptional individual housing needs within areas where controls on rural housing apply.

RCI 5-3: Land Uses within Metropolitan Greenbelt

Preserve the character of the Metropolitan Greenbelt as established in this Plan and to reserve generally for use as agriculture, open space, recreation uses and protection / enhancement of biodiversity of those lands that lie within it.

RCI 5-4: Sustainability of Exceptions to Greenbelt Policies Recognise that by reason of the number of people currently living within Greenbelt areas, the granting of regular exceptions to overall policy is likely to give rise over the years to incremental erosion of much of the Greenbelt

- 7.4.4. In addressing the issue of the greenbelt, I first note that I have already submitted that the appellants do not meet with Objective RCI 4-1 of the County Development Plan. I further submit that the proposal fails to meet with Objectives RCI 5-1, RCI 5-2, RCI 5-3, and RCI 5-4 for the following reasons:
 - The proposal does not maintain the Metropolitan Cork Greenbelt around the satellite settlement of Blarney. It would increase the sprawl in a rural area outside of the defined settlement boundary of Blarney. That physical impact would be a result of this development.
 - Such build up of linear development on the approach to this settlement undermines the retention of the open and rural character of lands between and adjacent to urban areas and undermines the maintenance of the clear distinction between the urban settlement of Blarney and the countryside. It

increases urban sprawl, it runs contrary to providing for the needs of such development on zoned and serviced lands, and it erodes the visual amenity of the rural area outside of Blarney due to the sprawl occurring. This is compounded by the development having no 'exceptional' housing need.

- The proposal has no link to the uses alluded to in Objective RCI 5-3 and to preserving the greenbelt character.
- Objective RCI 5-4 is directly applicable to the outcome of a proposal such as that now before the Board. Continuing to grant permission for developments such as that now before the Board as an 'exception' is entirely misplaced and unsustainable for the reasons I have set down earlier. Such development erodes a greenbelt to the extent that its function becomes meaningless.
- 7.4.5. I am wholly satisfied to concur with the Board's previous considerations on this issue and do not consider that the appellants have in any way addressed this issue in the appeal submission that warrants a reversal of the conclusions previously drawn by the Board.
- 7.4.6. Regarding the other related issues of militating against the provision of the rural environment, injuring visual amenities, and resulting in over-concentration of residential development in the rural area, I submit that this is what development of the nature proposed does. It adds to the unnecessary sprawl of linear housing in rural areas on approach roads to serviced settlements. It obscures the break between an urban settlement and the countryside. It undermines settlements within which development for housing is zoned for, serviced, and promoted. This is unsustainability in real terms. On the one hand, there are attempts to provide for housing in an orderly manner in serviced settlements where there is infrastructure, community facilities, services etc. On the other hand, with development of this nature being permitted, there is unnecessary disorderly development, spawling out beyond settlements boundaries, producing unsightly linear housing patterns on approaches to settlements, intensifying demands to bring services to such remote locations, and, as a consequence, undermining the rational and economic provision of services to the

established settlements. In my opinion, the Board's previous conclusions on this issue were correct and the appellants have not provided any rational argument to reverse the conclusions on this issue.

Appropriate Assessment

The site of the proposed development is located in a rural area at a significant distance from European sites, of which the closest is Cork Harbour SPA (Site Code: 004030). This site is separated from this European site by extensive areas of the city, the settlement of Blarney, by roads, residential and other properties. Having regard to the nature, scale, and location of the proposed development, the nature of the receiving environment, and the significant separation distances to the nearest European sites, it is concluded that no Appropriate Assessment issues arise as the proposed development would not be likely to have a significant effect individually or in combination with other plans or projects on a European site.

8.0 **Recommendation**

8.1. Overall, I am satisfied to conclude that the Board's previous decision was well founded, that the appellants have failed to rectify the concerns arising from the previous decision, and I consider that it is reasonable to refuse permission for the proposed development for reasons that are somewhat reflective of those previously given.

9.0 **Reasons and Considerations**

 Taken in conjunction with existing and permitted development in the area and specifically along this stretch of roadway, the proposed development together with the existing development to the north, the east, and the south of the site of the proposed development would add to an undesirable level of linear development along this short stretch of road, would constitute ribbon development, would contravene Objective RCI 6-3 as set out in the current Cork County Development Plan and would also constitute an excessive density of development in a rural area where there are no public sewerage facilities. The intensification of this pattern of development would be prejudicial to public health. The proposed development would, therefore, be contrary to the proper planning and sustainable development of the area.

2. Having regard to the substantial amount of one-off housing already existing in this rural area, which is not zoned for residential development, it is considered that the proposed development would give rise to erosion of the green belt, would militate against the preservation of the rural environment, would seriously injure the visual amenities of the area and would give rise to an over-concentration of residential development in a rural area. The proposed development would also be contrary to the green belt objectives in the current Cork County Development Plan. The proposed development would, therefore, be contrary to the proper planning and sustainable development of the area.

Kevin Moore Senior Planning Inspector

29th September 2021