

Inspector's Report ABP-318534-23

Development Construction of a single storey

extension to front, attic conversion

with dormer extension rear, Velux roof

light and all associated site works.

Location 24 Charnwood Park, Clonsilla, Dublin

15

Planning Authority Fingal County Council

Planning Authority Reg. Ref. FW23A/0275

Applicant Stefan Pascaniuc

Type of Application Planning Permission

Planning Authority Decision Grant Permission with Conditions

Type of Appeal Third Party

Appellants 1 no. Appeal:

Tania Doyle and Derek Doyle

Observer None

Date of Site Inspection 03 July 2024

Inspector Sinéad O'Connor

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1.0 Site Location and Description

1.1. The site of 320 sq.m. is situated in the residential area of Charnwood Park, located circa 900 metres west of Coolmine Industrial Estate and circa 1.5 km southwest of Blanchardstown Shopping Centre. Development in the immediate vicinity of the site comprises 2-storey semi-detached and detached housing. The site comprises a 2-storey semi-detached house with in-curtilage car parking and a rear garden.

2.0 **Proposed Development**

- 2.1. The subject development comprises the provision of a pitched roof storm porch of circa 5.4 sq.m. at the front of the house and an attic conversion, which will include amendments to the profile of the roof, a 3-metre-wide rear dormer window and a front roof light.
- 2.2. I note that the submitted drawings show works that are not described in the Site Notice, Newspaper Notice or Application form. These works include a circa 39 sq.m. single storey rear extension and ancillary amendments to the rear of the house, and reconfiguration of the internal walls on the 1st floor. These works do not form part of the proposed development as defined by the description of development in the statutory notices and, therefore, I have not included any appraisal of these works in this assessment.

3.0 Planning Authority Decision

3.1. Decision

On the 01 November 2023 Fingal County Council issued a notification of their decision to grant planning permission for the development subject to 6 no. conditions. Conditions of note are summarised below as follows:

- Condition 2. Use of the premises as a single dwelling.
- Condition 4. a) Surface water runoff shall be discharged to a soakaway or other SuDS feature.
- Condition 4. b) Surface water shall not discharge to the foul water system.

3.2. Planning Authority Reports

3.2.1. Planning Reports

The Planning Report dated 01 November 2023 forms the basis of the Planning Authority (PA) decision. I consider that the following matters raised are of relevance.

- The development is acceptable in principle and is significantly reduced from the extension refused permission under PA Reg. Ref. FW22B/0105.
- The proposed front porch is minor in nature and will not impact negatively on the streetscape or surrounding residential amenity.
- There is precedent in the area for similar works to amend the roof profile.
- The dormer window meets the development standards under Section 14.10.2.5 of the Development Plan and will not cause overshadowing of adjoining properties as it does not project above eaves level.
- Only the works listed on the statutory notices form part of the proposed development.
- The works noted as "exempted development" on the submitted drawings do
 not form part of the assessment. The onus is on the applicant to ensure that
 future works accord with the criteria in Schedule 2 Class 1 of the Planning and
 Development Regulations 2001, as amended.

3.2.2. Other Technical Reports

Water Services Department: Report dated 19 November 2023. No objection subject to conditions in respect of surface water runoff and discharge.

3.3. Prescribed Bodies

None

3.4. Third Party Observations

2 no. observations were made in respect of the application. All issues raised in the observations are contained in the observation to the appeal.

4.0 Planning History

The recent planning history of the site can be summarised as follows:

- PA Ref. FW22B/0105: On 26 June 2023 planning permission was refused to Stefan Pascaniuc for the construction of a 2-storey extension to the side and rear of the house and an attic conversion including changes to the roof profile, the provision of a rear dormer window and a rooflight to the front. 1 no. reason for refusal was given as follows:
 - 1. Having regard to its scale of the proposed two storey extension, the Planning Authority is not satisfied, based on the information submitted, that the proposed development by virtue of overshadowing and loss of light, would not give rise to adverse impacts on the amenities of adjoining property depreciating the value of same. The proposed development would be contrary to the RS zoning objective, be contrary to Section 14.10.2.4, and would contravene Policy SPQHP41 and Objective SPQHO45 of the Final Development Plan 2023-2029, set an inappropriate precedent for other similar development and would therefore be contrary to the proper planning and sustainable development of the area.

Relevant planning history in the vicinity of the subject site:

- PA Ref. FW20B/0013: On the 17 June 2020 planning permission was granted to change the roof profile from a hipped roof to a gable roof, and to provide a rear dormer window and a side window at No. 38 Charnwood Grove
- PA Ref. W22A/0306: On the 24 May 2023 planning permission was granted for the division of the site and the erection of an additional single storey detached dwelling and works to provide a porch on the front of the existing dwelling at No. 27 Charnwood Heath.
- PA Ref. FW24A/0092: On the 07 June 2024 planning permission was granted to change the roof profile from a hipped roof to a gable roof, and to provide a rear dormer window and side window at No. 42 Charnwood Grove.

5.0 Policy Context

5.1. **Development Plan**

The Fingal Development Plan 2023-2029 is the relevant Statutory Plan. Policies and objectives of relevance to the proposal include the following:

- The site is zoned RS Residential to provide for residential development and protect and improve residential amenity. 'Residential' is listed as Permitted in Principle on RS zoned lands.
- Under Table 2.20, Clonsilla forms part of 'Dublin City and Suburbs' at the top tier of the Fingal Settlement Hierarchy.
- Section 3.5.13.1 acknowledges the need for people to extend and renovate their homes. It is stated that extensions will be considered favourably under the Plan where they do not negatively impact on adjoining properties or the surrounding area.
- Section 14.10.2 states that the Council will support applications to amend existing dwellings to meet householder needs. Residential extensions must have regard to; the amenities of adjoining properties particularly in respect of sunlight, daylight and privacy; the character and form of the existing building; private open space; external finishes; fenestration; boundary treatments; planting; and landscaping.
- Section 14.10.2.1 requires that front porches are suitably scaled and designed with reference to the dwelling. Proposals will be assessed in terms of their scale, design, and impacts on visual and residential amenity. Significant amendments to the building line will be resisted.
- Under Section 14.10.2.5 roof alterations will be assessed with reference to the following criteria:
 - The character and size of the structure, its position on the streetscape and proximity to adjacent structures.
 - Existing roof variations on the streetscape.
 - Distance/contrast/visibility of proposed roof end.
 - Harmony with the rest of the structure, adjacent structures and prominence.

- Under Section 14.10.2.5 Dormer extensions will be assessed on the following:
 - The impact of the structure on the form, and character of the existing dwelling house and the privacy of adjacent properties.
 - The design, dimensions, and bulk of the dormer relative to the overall extent of roof, the size of the dwelling and rear garden.
 - The visual impact of the structure when viewed from adjoining streets and public areas.
 - Dormer extensions shall be set back from the eaves, gables and/or party boundaries and shall be set down from the existing ridge level so as not to dominate the roof space.
 - Materials used should match those of the existing roof.
 - The level and type of glazing should have regard to existing window treatments and fenestration of the dwelling.
 - Excessive overlooking of adjacent properties should be avoided.

Relevant development management objectives include the following:

Policy SPQHP41 – Residential Extensions - Support the extension of existing dwellings with extensions of appropriate scale and subject to the protection of residential and visual amenities.

Objective SPQHO45 – Domestic Extensions - Encourage sensitively designed extensions to existing dwellings which do not negatively impact on the environment or on adjoining properties or area.

5.2. Natural Heritage Designations

The subject site is not within or immediately adjacent to any designated or Natura 2000 sites. The site is 500 metres north of the Royal Canal pNHA (Site Code 002103) and 1.3 km north of the Liffey Valley pNHA (Site Code 000128). The site is circa 5.3 km east of the Rye Water Valley/Carton SAC (Site Code 001398) and circa 15 km to the west of Dublin Bay and its associated Natura 2000 sites comprising: North Dublin Bay SAC (Site Code: 000206), South Dublin Bay SAC (Site Code: 000210), South Dublin Bay and River Tolka Estuary SPA (Site Code: 004024), North

Bull Island SPA (Site Code: 004006) and the North-West Irish Sea SPA (Site Code: 004236).

From the EPA mapping, there are no waterbodies within or proximate to the subject site, therefore, there is no direct hydrological connection between the subject site and any designated or Natura 2000 sites.

5.3. EIA Screening

See completed Form 1 Appendix 1. The proposed development comprises works to extend an existing dwelling. These works do not fall into a class of use under Schedule 5 of the Regulations and, therefore, I do not consider that EIA or Preliminary Examination for EIA is required in this instance.

6.0 The Appeal

6.1. Grounds of Appeal

1 no. Third Party Appeal against the PA decision was lodged on 27 November 2023. The substantive planning issues have been summarised below as follows:

- The proposed works shown in the submitted application drawings exceed the 40 sq.m. exempted development limit.
- The Site Notice and Newspaper Notice do not make reference to all of the works shown in the submitted drawings.
- The proposed gable roof will be visually obtrusive and dominant in the streetscape.
- The proposed rooflight is out of character for this area.
- The ground floor rear extension shown in the application drawings will reduce the rear garden to below the minimum standards of the Development Plan.
- The development will have a negative impact on adjoining properties in respect of daylight and overshadowing. Suitable assessments should have been submitted with the application.

6.2. Planning Authority Response

A response has been received from the Planning Authority dated 08 September 2023, which states that the issues raised in the Appeal were taken into account in the PA's assessment. The Board is requested to uphold the PA's decision.

7.0 Assessment

Having examined the application details and all other documentation on file, including the submissions received in relation to the appeal, and inspected the site, and having regard to relevant local policies, I consider that the main issues in this appeal are as follows:

- Discrepancies in Application Drawings
- Compliance with Development Standards
- Residential Amenity
- Development Contributions (New Issue)

Note: At the time of the site visit I could not gain entry to the back of the subject dwelling or adjoining dwellings.

7.1. Discrepancies in Application Drawings

- 7.1.1. The drawings submitted with the planning application to the PA show works that are not described in the statutory notices or the application form. These works include a ground floor rear extension, which the drawings state is "to be built under exempted development ruling", reconfiguration of the ground floor kitchen/dining area including demolition of the back wall, reconfiguration of the ground floor stairs and W.C., and works to reconfigure the 1st floor.
- 7.1.2. The Appellants raise concerns regarding the inclusion of works not listed in the statutory notices and finds the application documentation unclear. The Appeal Statement queries the validity of the application.
- 7.1.3. In their assessment dated 01 November 2023, the PA notes that only the works listed in the statutory notices form part of the application. The PA states that for

- works outside of this application, the Applicant must satisfy themselves that they meet the criteria for exempted development.
- 7.1.4. As is stated in Section 2.2 of this report, the application relates solely to those works listed in the statutory notices. In this way, there is no ambiguity or uncertainty regarding other works shown in the application drawings. Drawing from the above, I consider that the submitted documentation is sufficiently clear to facilitate an assessment of the proposed works and meet the requirements under the Regulations.
- 7.1.5. The Appellant raises concerns in respect of the relocation of the stairs at ground floor level and the subsequent relocation of the downstairs W.C. and window. From Drawing 033.01 'Proposed Floor Plans' the works to move the stairs and W.C. at ground level do not form part of this application. I note that the ground floor stairwell shown in Drawing 033.01 'Proposed Floor Plans' does not appear to correspond to the amended stairwell at 1st floor level, which does form part of this application. It is my opinion that this discrepancy is minor in nature and does not prevent the assessment of the subject development.

7.2. Compliance with Development Standards

- 7.2.1. The proposed development comprises the provision of a single-storey entrance porch to the front of the dwelling, amendments to the roof profile from a hipped roof to a gable-end roof, and the provision of a rear dormer window and a front rooflight.
- 7.2.2. The Appeal Statement outlines that the proposed works to amend the roof profile and to provide a rooflight do not accord with the development standards under Section 14.10.2 of the Development Plan. The Appellant considers that the proposed gable roof and rooflight will be visually incongruous in the streetscape.
- 7.2.3. I note that the Development Plan, under Sections 3.5.13.1 and 14.10.2, generally supports extensions to existing dwellings where undue negative impacts on adjoining properties and the surrounding area do not occur. The proposed front porch has a simple design, which I consider complements the existing dwelling. I consider that the 3.3 metre maximum height of this structure is appropriate. The porch has a depth of 2.4 metres, which is sufficiently narrow to prevent negative impacts on the established building line, in my opinion. Owing to its small scale and simple design, I

- do not consider that the proposed front porch will have significant impacts on the visual or residential amenities of the area.
- 7.2.4. Having undertaken a site visit, I note that the houses in the vicinity of the subject dwelling predominantly have hipped roofs. The planning history review revealed that recent decisions have been made by the PA to permit changes to roofs in the vicinity of the site to provide a gable end roof profile. In this way, the homogeneous character of this area is likely to change over time. Owing to the space between the dwellings and the established nature of the residential scheme, I consider that the character of the area is sufficiently robust to accommodate change. The proposed gable will maintain the existing separation distance to the adjoining dwelling at No. 22 Charnwood Park, and the gable end will not be overtly visible from the public road. In this way, I do not consider that the proposed gable-end roof will impact negatively on the visual amenity of the streetscape. I consider that the proposed works facilitate the conversion of the attic space to habitable use and, therefore, supports the ongoing adaptability of this dwelling to meet the changing needs of the residents. In this way, it is my opinion that the works to the roof profile are appropriate at the subject site.
- 7.2.5. As per the submitted drawings, the proposed rear dormer window is set back from the eaves of the roof and set below the proposed ridge height. The dormer window is 3 metres wide and is set 1.25 metres from the dwelling to the west and 1.7 metres from the eastern edge of the roof. As per drawing 033.02. submitted to the PA, the rear dormer window will not be visible from the public road and, therefore, will not impact on the streetscape of visual amenity of the area. There are no rear facing windows or private amenity spaces directly opposite the proposed dormer, which reduces the potential for significant overlooking. I consider that the proposed dormer window is suitably scaled with reference to the existing dwelling and surrounding dwellings and aligns with the standards of the Development Plan, as per Section 14.10.2.5. Drawing from the above, I consider that the proposed rear dormer window is appropriate at this location.
- 7.2.6. The dimensions of the proposed rooflight at the front of the roof are not shown in Drawing no. 033.02. submitted to the PA. From this drawing, I note that the proposed rooflight is of similar width to the existing arched 1st floor window. I consider that the size of the rooflight is appropriate with reference to the size of the dwelling and

- existing fenestration. Owing to its small scale and location, I do not consider that the rooflight will have a negative impact on the visual amenity of the area. In this way, I consider the rooflight an appropriate addition to the dwelling.
- 7.2.7. In the interest of maintaining the privacy at the adjoining dwelling, I consider that the attic level stairs window at the proposed gable end should be fitted with permanently obscured glass. If the Board is minded to grant planning permission for the proposed development, I recommend that a condition is attached to this effect.
- 7.2.8. Condition 3 of the PA decision requires that external finishes of the proposed development shall match the materials shown on the submitted drawings, in the interest of visual amenity. Drawing no. 033.02. submitted to the PA states that the roof tiles and plaster will match the existing however, no details are provided in respect of finishes to the front porch. Having visited the site I consider it appropriate that all works are undertaken using materials that match the existing dwelling, to maintain visual harmony in the streetscape. I consider that the proposed front porch should be finished in brick to match the existing façade. If the Board is minded to grant planning permission for the proposed development I recommend that a condition is attached to this effect.
- 7.2.9. The submitted application drawings do not include details for surface water drainage. The PA Water Services Department report dated 19 November 2023 states that surface water runoff from impermeable areas should be discharged to the existing network at a controlled rate, that a soakaway or other SUDs feature shall be provided at the site, and that no surface water shall enter the foul water system. These requirements are captured in Condition 4 of the PA decision. Having reviewed the submitted documents and undertaken a site visit, I consider it appropriate that surface water arising from the proposed development is appropriately managed as per the PA's requirements. If the Board is minded to grant planning permission for the proposed development I recommend that a condition is attached to require the submission of surface water drainage details to the PA for written agreement.

7.3. Residential Amenity

7.3.1. The subject dwelling is located in a residential scheme of similar semi-detached and detached 2-storey houses and overlooks an area of public open space situated to

- the south. The adjoining properties to the east and west of the subject site are of similar height and depth as the subject dwelling and maintain the same building line. From submitted Drawing no. 033.02. it is estimated that the subject dwelling is circa 3.5 metres from the adjoining property to the east.
- 7.3.2. The Appellants raise concerns in respect of overshadowing and daylight impacts as a result of the proposed development. The Appeal Statement outlines that an overshadowing assessment should have been submitted with the application.
- 7.3.3. As per the Planning Officers Report dated 01 November 2023, the PA do not consider that overshadowing impacts will occur as the proposed development will not exceed the existing pitch height of the dwelling.
- 7.3.4. From submitted Drawing No. 033.02, the maximum height of the existing roof is 8.5 metres and I have calculated that the parapet height is circa 5.5 metres. Under the proposed development, the maximum roof pitch will remain unchanged and the height of the gable wall/roof closest to the adjoining dwelling to the east will increase by circa 3 metres. As the footprint and maximum height of the dwelling will remain largely unchanged, I do not consider that the proposed development will have significant negative overshadowing impacts on the rear amenity areas of the adjoining dwellings.
- 7.3.5. Having undertaken a site visit and with reference to the submitted documents, I consider that any overshadowing or daylighting impacts arising from the development would be limited to the west facing side windows of the adjoining dwelling at No. 22 Charnwood Park. I note that these existing side windows are circa 3.5 metres from the subject dwelling, which limits the level of sunlight and daylight currently reaching these windows. From the site visit, I consider that the side windows are likely associated with non-habitable rooms (bathroom or stairwell) and appear to be fitted with obscured glazing. In this way, any loss of skylight as a result of the proposed development would not have a significant impact on the lighting of those areas or the residential amenity of the dwelling. Drawing from the above, I consider that the proposed development would not have any significant negative impact on adjoining residential amenity.

7.4. Development Contributions (New Issue)

- 7.4.1. The PA decision does not include a condition requiring payment of development contributions in line with the Section 48 Development Contributions Scheme.
- 7.4.2. The proposed development is subject to the Fingal County Council Development Contribution Scheme 2021-2025 (under Section 48, Planning & Development Act 2000, as amended). Section 11(i)(a) of this scheme provides for exemptions from development contributions for domestic extensions up to 40 sq.m.. The proposed development has a stated area of 35 sq.m. and, therefore, is exempt from Section 48 Development Contributions under this scheme.
- 7.4.3. Drawing from the above, I do not consider it necessary to include a condition in respect of the payment of Section 48 Development Contributions.

8.0 AA Screening

- 8.1.1. I have considered the proposed extension to No. 24 Charnwood Park, Clonsilla in light of the requirements S177U of the Planning and Development Act 2000 as amended.
- 8.1.2. The subject site is located circa 5.3 km east of the Rye Water Valley/Carton SAC (Site Code 001398) and circa 15 km to the west of Dublin Bay and its associated Natura 2000 sites comprising: North Dublin Bay SAC (Site Code: 000206), South Dublin Bay SAC (Site Code: 000210), South Dublin Bay and River Tolka Estuary SPA (Site Code: 004024), North Bull Island SPA (Site Code: 004006) and the North-West Irish Sea SPA (Site Code: 004236).
- 8.1.3. The proposed development comprises the construction of a single-storey front porch, amendments to change the roof profile from a hipped roof to a gable end roof, works to create a habitable space at attic level, and the provision of a rear dormer window and a front roof light. I note that no nature conservation concerns were raised in the planning appeal.
- 8.1.4. Having considered the nature, scale and location of the project, I am satisfied that it can be eliminated from further assessment because there is no conceivable risk to any European Site. The reason for this conclusion is as follows:

- The small scale of the works and the nature of the development to extend an existing dwelling in an established residential area.
- The distance between the site and any European Site.
- Lack of hydrological or ecological connections from the site to any European site.
- Taking into account the PA's assessment in the Planning Officers Report dated
 November 2023.
- 8.1.5. I conclude that on the basis of objective information, that the proposed development would not have a likely significant effect on any European Site either alone or in combination with other plans or projects.
- 8.1.6. Likely significant effects are excluded and therefore Appropriate Assessment (stage2) (under Section 177V of the Planning and Development Act 2000) is not required.

9.0 **Recommendation**

9.1. I recommend that planning permission should be granted, subject to conditions.

10.0 Reasons and Considerations

Having regard to the Policies, Objectives and development standards in the Fingal County Development Plan 2023-2029 in respect of extensions to dwellings, the scale of the proposed works relative to the existing dwellings and surrounding dwellings, and the absence of significant negative visual or residential amenity impacts, I consider that the development sought, as per the statutory notices, would constitute an acceptable form of development at this location. The proposed development would, therefore, be in accordance with the proper planning and sustainable development of the area.

11.0 Conditions

The development shall be carried out and completed in accordance with the plans and particulars lodged with the application, 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. This planning permission relates solely to the works described in the statutory notices (Site Notice and Newspaper Notice).

Reason: In the interest of clarity

3. The attic level side gable window shall be fitted with permanently obscured glazing.

Reason: To protect the privacy of the adjoining dwelling.

4. The external finishes of the proposed extension (including roof tiles/slates) shall be the same as those of the existing dwelling in respect of colour and texture. The front porch shall be finished in brick to match the existing front façade.

Reason: In the interest of visual amenity

5. Surface water drainage arrangements shall comply with the requirements of the Planning Authority for such works and services. Prior to the commencement of development, details of the proposed surface water drainage system shall be submitted to and agreed in writing with the Planning Authority.

Reason: In the interest of public health.

6. 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.

I confirm that this report represents my professional planning assessment, judgement and opinion on the matter assigned to me and that no person has influenced or sought to influence, directly or indirectly, the exercise of my professional judgement in an improper or inappropriate way.

. Sinead O'Connor Planning Inspector

Shãod O'Gnnat

03 July 2024

Appendix 1 - Form 1

EIA Pre-Screening

[EIAR not submitted]

			•				
An Boro			ABP-318534-23				
Case Re	eferen	ce					
Proposed Development Summary			Construction of a single storey extension to front, attic conversion with dormer extension rear, Velux roof light and all associated site works.				
Development Address			24 Charnwood Park, Clonsilla, Dublin 15				
			velopment come within the definition of a			Yes	Х
'project' for the purpos (that is involving construction natural surroundings)			on works, demolition, or interventions in the			No	No further action required
2. Is the proposed development of a class specified in Part 1 or Part 2, Schedule 5, Planning and Development Regulations 2001 (as amended) and does it equal or exceed any relevant quantity, area or limit where specified for that class?							
-Yes		Class			EIA Mandatory EIAR required		
No	Х	Proceed to Q.3					
3. Is the proposed development of a class specified in Part 2, Schedule 5, Planning and Development Regulations 2001 (as amended) but does not equal or exceed a relevant quantity, area or other limit specified [sub-threshold development]?							
			Threshold		Comment	C	Conclusion
					(if relevant)		
No	Х		N/A	de rel 'dv Th an dw	ass 11 of velopment ates to a velling unit'. e extension of individual velling is not a ass or type.	Prelir	IAR or minary nination red
Yes		Class/Thre	shold			Proce	eed to Q.4

4. Has Schedule 7A information been submitted?				
No	Х	Preliminary Examination required		
Yes		Screening Determination required		

	Sinãod O' Grinat	
Inspector:	04/90	Date: 18 June 2024