

Inspector's Report ABP-321863-25

Development Construction of 18 houses and the

restoration and change of use of Mount Saint Joseph's (a Protected Structure -

RPD Ref. 01471)

Location Former Mount Saint Josephs, Back

Road, Pembroke Passage West,

County Cork

Planning Authority Cork County Council

Planning Authority Reg. Ref. 23/6608

Applicant(s) Parson Developments Limited

Type of Application Planning Permission

Planning Authority Decision Grant

Type of Appeal Third Party

Appellants 1. Ken Treacy

2. Martin Nixon

3. Árd Chuain Residents Group

Observers None

Date of Site Inspection 10th April 2025

Inspector Gary Farrelly

1.0 Site Location and Description

The subject site has a stated area of 2.67 hectares and is located within the town of Passage West, County Cork. The site comprises of the Mount Saint Joseph house and grounds, which is a Protected Structure under the Cork County Development Plan 2022-2028. The site is also located within a designated Architectural Conservation Area (ACA).

The site is bounded to the west by the Árd Chuain housing estate, to the north by the Ard na Laoi housing estate, to the west by the local road L-2475, known as 'Fair Hill' or 'The Back Road', and to the south by a number of dwellings. Access to the site is via an existing gated entrance off the L-2475. The L-2475 is a one-way vehicular roadway from the junction of the R-610 towards the junction of Church Hill. The boundaries of the site are defined by a retaining wall along the western boundary and a boundary wall (which forms part of the protected structure) fronting the site to the east along the L-2475. The topography of the site slopes substantially downwards (approximately 18 metres) from west to east.

2.0 **Proposed Development**

- 2.1. Permission is sought for the construction of 18 no. detached dwellings and the restoration and change of use of Mount Saint Joseph's (Protected Structure ref. 01471) from former institutional use to use as a private dwelling. Works will include the demolition of former farm outbuildings and annexes to the rear, modifications to the existing gated vehicular entrance at the Back Road, which also forms part of the Protected Structure. It is proposed to connect to the public watermains and public sewer, and surface water is proposed to be discharged onsite via soakaways.
- 2.2. The application was accompanied by a number of particulars including an Ecological impact assessment, a Biodiversity Enhancement and Management Plan, an Invasive Species Management Plan, a Heritage Impact Assessment and Conservation statement (Grade 1 Conservation Architect), an Arboricultural Assessment and a Report in support of Appropriate Assessment Screening.

3.0 Planning Authority Decision

3.1. **Decision**

The planning authority (PA) decided to grant permission, by Order dated 20th January 2025, subject to 76 no. conditions.

3.2. Planning Authority Reports

Planning Reports

The area planner (AP) assessed the proposed development in terms of, inter alia, its principle, density, housing mix, built heritage, design and visual amenity, residential amenity, biodiversity and access and parking. The first report of the AP recommended a deferral and a request to submit further information in terms of an ecological impact assessment report, an invasive species management plan, the redesign of the proposal due to the proximity to the protected structure and the submission of a statement of housing mix. This recommendation was endorsed by the Senior Executive Planner (SEP).

The second AP report assessed the further information response and recommended further clarification in the form of, inter alia, a biodiversity enhancement and management plan, site-specific and species-specific methods for treatment and removal of invasive species and the submission of two additional photomontages showing the development in context to the protected structure. This recommendation was endorsed by the SEP.

The final AP report acknowledged some impacts to the setting of the protected structure, however, weighing the benefits of the proposal including the restoration of a derelict protected structure, making efficient use of a vacant brownfield site and increased housing, it was considered the benefits of the proposal outweighed any adverse impacts. A grant of permission was recommended which was endorsed by the SEP.

Other Technical Reports

Conservation Officer (CO) (reports dated 23/03/24, 11/09/24 and 09/12/24) - The CO outlined concerns with the scale of the development on the site and requested a

reduction of units to reduce the impact on the protected structure. The CO also recommended that works to the protected structure formed part of phase 1 of the development and works to be monitored by a conservation architect.

Ecology (*reports dated 22/02/24, 16/09/24 and 12/12/24*) – This section required the submission of an Ecological Impact Assessment due to the ecological value of the site, a detailed invasive species management plan, clarification on the quantity of trees to be removed and the incorporation of biodiversity enhancement measures into the proposals. After submission of this information there was no objection to the development subject to a number of conditions. They concurred with the conclusions of the submitted Appropriate Assessment Screening Report.

Area Engineer (AE) (*reports dated 22/02/24, 05/09/24 and 13/01/25*) – This section requested information on remedial measures to ensure the stability of the boundary wall. The AE noted that the construction of retaining walls will be based on site conditions encountered during the construction phase and considered this not unusual as existing ground conditions and material encountered will determine the design to be employed. There was no objection to a grant of permission subject to conditions.

Sustainable Travel Unit (*report dated 23/02/24*) – It requested a road safety audit and auto track analysis of the site. It also required the submission of a construction traffic management plan and construction environmental management plan as further information.

Traffic and Transport (*report dated 17/01/25*) – It noted the submitted Stage 1/2 Road Safety Audit which identified generic issues that arose during the audit process. A Stage 1/2 Audit was requested to be conditioned to address the issues before any commencement of works takes place.

Estates (*reports dated 22/02/24 and 23/09/24*) – After submission of further information, this section had no objection to the development subject to conditions.

Environment (*report dated 20/02/24*) – This section had no objection to the development subject to conditions.

Housing (reports dated 26/01/24 and 02/09/24) – The obligation for the provision of Part V units offsite was considered acceptable and there was no objection to the development subject to the standard Part V condition.

Public Lighting (*reports dated 31/01/24, 06/09/24 and 06/12/24*) – This section had no objection to the development subject to a number of lighting conditions.

Conditions

- Condition Number 4 required revised drawings for the house types to include the omission of fascia and soffit detail, improved fenestration to unit no. 11 and external finishes to be agreed.
- Condition Number 7 required the submission of drawings of the existing building linked to the Protected Structure which is to be used as a home office and home gym.
- Condition Number 9 required works to the Protected Structure to form part of Phase 1 of the development and to be completed before works start on Phase 2.
- Condition Number 17 required a detailed assessment of the boundary wall prepared by an engineer with conservation accreditation including a method statement for the consolidation of the wall.
- Condition Number 18 required the examination of the western boundary wall by a suitably qualified chartered engineer and undertake any reinforcement works to prevent collapse of the wall.
- Condition Number 28 required the submission of details of proposed retaining structures for approval prior to commencement of development.
- Condition Number 33 required the treatment of invasive species by a specialist in accordance with the submitted Invasive Alien Species Management Plan.

3.3. Prescribed Bodies

<u>Department of Housing, Local Government and Heritage</u> – It required a more robust environmental survey of birds, mammals, amphibians and plants to be undertaken due to the extensive woodland and scrub habitat at the site.

<u>Inland Fisheries Ireland (IFI)</u> – It requested that Irish Water and Cork County Council signifies that there is sufficient capacity in the existing public sewer that the proposed

development will not overload, result in polluting matter entering waters and contribute to non-compliance with existing legislative requirements.

3.4. Third Party Observations

There were a number of third-party observations which raised concerns with, inter alia, the proposed development in terms of the structural integrity of the existing boundary walls on the site, the density of the scheme being too high, the height of the units, impact on privacy, the impact of traffic on the road network, impact on biodiversity and the visual impact of the development.

4.0 Relevant Planning History

PA ref. 16/6999 (subject site)

Permission was refused for the construction of 10 no. residential serviced sites. The reasons for refusal related to an excessive density that would represent overdevelopment of the site and seriously injure the protected structure and to the detrimental impact on the visual amenities of the area due to the potential for the loss of a significant portion of mature trees onsite.

ABP ref. 303320 / PA ref. 17/7272 (Former Convent of Mercy site east of the subject site)

Permission was granted for the construction of 13. no detached houses, the renovation and conversion of the former convent into 18 no. apartments and the construction of a four storey building fronting Main Street to accommodate shop units at ground floor and 17 no. apartments above.

5.0 **Policy Context**

5.1. Cork County Development Plan 2022-2028

Volume 4 (South Cork)

<u>Section 1.5 Passage West/Glenbrook/Monkstown</u>

The subject site is zoned 'Existing Residential/Mixed Residential and Other Uses' within the land use zoning map.

General Objectives for Passage West/Monkstown/Glenbrook

PW-GO-01: Secure the development of 379 new dwellings in Passage West/Glenbrook/Monkstown between 2022 and 2028 in order to facilitate the sustainable growth of the town's population from 5,843 to 6,835 people over the same period.

PW-GO-03: All new development will be located within the development boundary of the town established by this plan and which defines the extent to which Passage West/Glenbrook/Monkstown may grow during the lifetime of the plan.

Volume 1 (Written Statement)

Objective HOU 4-7 Housing Density on Residential Zoned Land

Minimum Net Density of 50 units/ha applicable to town centres of the larger towns with a population > 1500, in locations close to existing/future high quality public transport within Passage West, according to Table 4.1.

Paragraph 4.9.8

Cork County Council recognises that lands defined as Existing Residential/Mixed Residential and Other Uses may contain residential development of varied densities ranging from high density historic terraces to more modern lower density housing schemes. The Plan generally supports proposals for increased densities within this category to optimise the development of lands within the built envelope of a settlement, subject to protecting existing residential amenities and adhering to proper planning and development standards.

Objective BE 15-6: Biodiversity and New Development

Provide for the protection and enhancement of biodiversity in the development management process by:

f) Ensuring that the implementation of appropriate mitigation (including habitat enhancement, new planting or other habitat creation initiatives) is incorporated into new development, where the implementation of such development would result in unavoidable impacts on biodiversity - supporting the principle of biodiversity net gain.

Objective BE 15-7: Control of Invasive Alien Species

Implement best practice to minimise the risk of spread of invasive alien species, on Council owned or managed land, and require the development and implementation of Invasive Alien Species Management Plans for new developments where required.

Objective BE 15-8: Trees and Woodlands

- d) Preserve and enhance the general level of tree cover in both town and country. Ensure that development proposals do not compromise important trees and include an appropriate level of new tree planting.
- e) Where appropriate, to protect mature trees/groups of mature trees and mature hedgerows that are not formally protected under Tree Preservation Orders.

Objective HE 16-14: Record of Protected Structures

- c) Seek the protection of all structures within the County, which are of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest.
- d) Ensure the protection of all structures (or parts of structures) contained in the Record of Protected Structures.
- e) Protect the curtilage and attendant grounds of all structures included in the Record of Protected Structures.
- f) Ensure that development proposals are appropriate in terms of architectural treatment, character, scale and form to the existing protected structure and not detrimental to the special character and integrity of the protected structure and its setting.
- g) Ensure high quality architectural design of all new developments relating to or which may impact on structures (and their settings) included in the Record of Protected Structures.
- i) In the event of a planning application being granted for development within the curtilage of a protected structure, that the repair of a protected structure is prioritised in the first instance i.e. the proposed works to the protected structure should occur, where appropriate, in the first phase of the development to prevent endangerment, abandonment and dereliction of the structure.

Objective HE 16-18: Architectural Conservation Areas

Conserve and enhance the special character of the Architectural Conservation Areas included in this Plan. This will be achieved by;

- a) Protecting all buildings, structures, groups of structures, sites, landscapes and all other features considered to be intrinsic elements to the special character of the ACA from demolition and non-sympathetic alterations.
- b) Promoting appropriate and sensitive reuse and rehabilitation of buildings and sites within the ACA and securing appropriate infill development.
- c) Ensure new development within or adjacent to an ACA respects the established character of the area and contributes positively in terms of design, scale, setting and material finishes to the ACA.

5.2. National Policy

Project Ireland 2040 – National Planning Framework (2018) and National Development Plan 2021-2030

Climate Action Plan (CAP) 2025 / CAP 2024

Climate Action Plan 2025 builds upon last year's Plan by refining and updating
the measures and actions required to deliver the carbon budgets and sectoral
emissions ceilings and it should be read in conjunction with Climate Action Plan
2024.

Ireland's 4th National Biodiversity Action Plan (NBAP) 2023-2030

• The NBAP includes five strategic objectives aimed at addressing existing challenges and new and emerging issues associated with biodiversity loss. Section 59B(1) of the Wildlife (Amendment) Act 2000 (as amended) requires the Board, as a public body, to have regard to the objectives and targets of the NBAP in the performance of its functions, to the extent that they may affect or relate to the functions of the Board. The impact of development on biodiversity, including species and habitats, can be assessed at a European, National and Local level and is taken into account in our decision-making having regard to the Habitats and Birds Directives, Environmental Impact Assessment Directive,

Water Framework Directive and Marine Strategy Framework Directive, and other relevant legislation, strategy and policy where applicable.

5.3. Regional Policy

Regional Spatial and Economic Strategy for the Southern Region

5.4. National Guidelines

- Sustainable Residential Development and Compact Settlements Guidelines for Planning Authorities (2024)
- Architectural Heritage Protection Guidelines for Planning Authorities (2011)
 Section 13.5 Development within the curtilage of a Protected Structure
 Section 13.7 Development within the attendant grounds

5.5. National Inventory of Architectural Heritage (NIAH) Survey

Mount Saint Joseph	
Reg No.	20854012
Rating	Regional
Categories of Special Interest	Architectural, Artistic, Historical, Social
Description and Appraisal ¹	•

5.6. Natural Heritage Designations

The subject site is not located within any designated site. The nearest designated site is Cork Harbour Special Protection Area (SPA) (Site Code 004030) which is located approximately 780 metres northwest of the subject site. This area is also designated as the Douglas River Estuary proposed Natural Heritage Area (pNHA). The Great Island Channel Special Area of Conservation (SAC) (Site Code 001058) is located approximately 1.1km northeast of the site.

¹ https://www.buildingsofireland.ie/buildings-search/building/20854012/mount-saint-joseph-the-back-road-pembroke-passage-west-cork (Accessed 6th May 2025)

5.7. Environmental Impact Assessment (EIA) Screening

Having regard to the nature and scale of the proposed development and to the nature, extent, characteristics and likely duration of potential impacts, it is considered that the proposed development is not likely to have significant effects on the environment. The need for EIA can, therefore, be excluded at preliminary examination and a screening determination is not required. I refer the Board to Appendix 1 regarding this preliminary examination.

6.0 The Appeal

6.1. Grounds of Appeal

A total of 3 no. third party appeals were lodged to the Board on 12th February 2025 by Ken Treacy, Dr. Martin Nixon and the Árd Chuain Residents Group. The issues raised within the grounds of appeal are summarised as follows:

- The boundary walls are in very poor condition and have had a number of collapses, including recently on to Fair Hill. There are health and safety concerns that further subsidence and collapse will occur as soon as construction starts. Conditions 17 and 18 provide a lack of clarity in relation to outcomes and the design of potential remedial work. A separate planning application should be submitted before any development of the site. No works should be undertaken until a structural engineer has undertaken a study of the wall, an appropriate proposal to prepare the wall in liaison with the residents of Ard Chuain and building works are completed.
- It is questioned whether such a restricted site has the capacity to accommodate the proposed density which is considered out of character with the surrounding area, will lead to a significant loss of privacy on the houses in Ard Chuain and proposed dwellings and a devaluation of properties. At further information there were outlook and daylight/sunlight concerns due to the distance of the proposed dwellings to the boundary retaining wall. It was also requested that no overlooking occurs from the upper terraces of each unit. However, these concerns have not been addressed.

 The Council's architectural conservation officer requested for the reduction of the number of houses which was dismissed with no justification or explanation.
 It is questioned whether the protected structure and its setting can be adequately protected given the configuration of the proposed development.

6.2. Applicant Response

The applicant issued a response to the grounds of appeal on 13th March 2025 which is summarised as follows:

- A full survey of the boundary walls has already been commissioned in response to Condition No. 17 and remedial works are taking place to address the section which fell last December. All residents were invited to engage on the issue of the boundary wall on the western boundary, however, no response has been received to date.
- The density of the scheme and separation distances are well within the guidelines set out in the Sustainable Residential Development and Compact Settlement Guidelines.
- The Conservation Officer's views were noted, however, the Area Planner and Senior Planner were of the view that the initiatives suggested by the Grade 1 Conservation Architect were satisfactory and no reduction in units was required.
- The Protected Structure is in a sorry state and will require considerable investment to not only save it but restore it to its former glory.
- The proposed development will not devalue properties in the Ard Chuain estate but will provide a high quality private, gated development which will enhance the location.
- It is respectfully submitted that the application meets all of the required criteria in terms of high quality design, preserving architectural heritage, density, biodiversity gain, planning gain, landscape preservation amenity.

6.3. Planning Authority Response

The PA did not issue a response to the grounds of appeal.

7.0 Assessment

- 7.1. Having examined the application details and all other documentation on file, including all of the submissions received in relation to the appeal, the reports of the local authority, and having inspected the site, and having regard to the relevant local, regional and national policies and guidance, I consider that the substantive issues in this appeal to be considered are in relation to the following:
 - Zoning
 - Built Heritage
 - Structural Integrity of Boundary Walls
 - Residential Amenity

Zoning

7.2. The subject site is located within the designated settlement boundary of Passage West on lands zoned 'Existing Residential/Mixed Residential and Other Uses (ER)' under the Cork County Development Plan 2022-2028. Having regard to this zoning, I consider that the proposed development is acceptable in principle.

Built Heritage

- 7.3. I note that the PA's conservation officer (CO) had concerns with the 18 no. unit density of the scheme in terms of its impact on the setting of the protected structure (PS). The CO requested the omission of unit nos.1 to 3 from the design by condition, however, the Area Planner (AP) and Senior Executive Planner (SEP) did not consider it necessary to omit any units. I acknowledge that the third-party appellants have raised concerns with this element of the PA's decision in terms of no justification or explanation being provided to depart from the recommendation of the CO.
- 7.4. However, I consider that both the AP and SEP reports do address this issue. The AP considered that due to the increased separation distances between the PS and new dwelling (i.e. amended at further information stage) along with a reduction in hard landscaping and increase in soft landscaping around the PS, would all assist in enhancing the setting of the PS. The AP considered that having regard to this and to the significant public gain of restoring a derelict PS and bringing the site back into use

- would outweigh any harm. The report from the SEP noted and agreed with this assessment and concurred with the recommendation.
- 7.5. The Board should note that I have had regard to the concerns of the appellants, to the contents of the CO's detailed reports, to the Architectural Heritage Protection Guidelines for Planning Authorities including Sections 13.5 and 13.7 of same, to the submitted photomontages (in particular viewpoints 9 and 10) and to the submitted Conservation Statement by the Grade 1 Conservation Architect.
- 7.6. Having inspected the site, I noted that a special feature of the PS within this architectural conservation area (ACA) was its setting due to the topography of the site and the layout and orientation of the laneway that serves the site. I note that this laneway follows the same path as depicted within the Ordnance Survey 25 Inch Map (1897-1913)². Whilst walking the laneway on approach to the PS, I observed part visibility of the building from a number of viewpoints along the laneway. Having regard to the layout of the proposed development, which proposes the new units to the south of the PS, i.e. behind the protected structure on approach via the laneway, it is my view that the development would not have a significant adverse impact on the setting of the PS. The PS will continue to remain the main focus when entering the site. I consider that views along the laneway of the PS will not be damaged as a result of the development but in fact will be enhanced through landscaping proposals as set out in the submitted landscaping plan (drawing number 22346-2-101).
- 7.7. Whilst I acknowledge the concerns of the CO regarding the proximity of Unit no. 1 to the south of the PS, having regard to my conclusions above, to the retention of the existing outbuilding within the curtilage of unit no. 1, to the revised siting of unit no. 1 which relocated the dwelling c. 3 metres further back from the PS from the original location proposed, and to the conditioning for a reduction in hard landscaping and increase in soft landscaping as recommended by the CO, I am satisfied that the site can accommodate the density and layout as proposed. Whilst I acknowledge that the development will have an impact on the PS due to its setting within the curtilage and attendant grounds of the PS, it is my view that it will not adversely affect the character and special interest of the PS or ACA due to my reasons set out above.

²

- 7.8. Additionally, the Board should note that the subject site and building are abandoned and vacant and are in a neglected state. I consider that the proposal represents an infill development opportunity in a central location close to the town centre in which the sites' regeneration would be in accordance with the provisions of the National Planning Framework and would be consistent with the objectives and policies set out in the Climate Act, Climate Action Plan (CAP) 2025 and CAP 2024.
- 7.9. Notwithstanding the above and to the third party's concerns regarding density, it should also be noted that the density of the scheme is well below the recommended density ranges outlined within the Sustainable Residential Development and Compact Settlement Guidelines (2024), as reflected within Objective HOU 4-7 of the Cork County Development Plan 2022-2028 (CDP). However, it is my view that due to the sensitivities and constraints associated with the site, in terms of the steep topographical gradient and to the setting within the curtilage of a PS and ACA, that a density below the recommended range is appropriate in this regard in accordance with paragraph 4.9.8 of the CDP. Overall, I consider that the design and layout of the proposed development complies with objectives HE 16-14 (Record of Protected Structures) and HE 16-18 (Architectural Conservation Areas) of the CDP.

Structural Integrity of Boundary Walls

- 7.10. The appellants have raised concerns regarding the structural integrity of the boundary walls along the east and west boundaries of the site. I note the submitted photographs which show the collapse of the eastern boundary wall onto Fair Hill in December 2024 and also the previous collapse of the western boundary wall. I noted on the date of my site inspection that parts of this western boundary comprised of wooden braces supporting the wall.
- 7.11. It is clear that there are issues with the integrity of the boundary walls. I note that the Area Engineer (AE) of the PA requested details from the applicant on how the stability of the wall would be ensured. The applicant responded by stating that a full engineering survey would be conducted prior to works commencing and noted that a number of interventions were possible such as buttressing to anchor plates and tie rods. This was considered acceptable by the AE subject to a condition. The AE also considered that the design of the retaining wall to be conditioned was appropriate as

- it is normally determined by ground conditions and materials encountered during construction.
- 7.12. Having reviewed the contents of the PA's condition numbers 17 and 18 and to the report of the AE, the Board should note that I consider these conditions appropriate to address the concerns of the appellants, however, it is my view that such works to the boundary should be subject to a timescale. Therefore, I recommend that these works are carried out and completed prior to commencement of works to the proposed dwellings.

Residential Amenity

- 7.13. I note the appellants' concerns regarding the impact of the proposed development on both the privacy of the occupants of Árd Chuain and future occupants of the proposed dwellings, due to the separation distances and use of garden terraces above a retaining wall. It is stated that the applicant has done nothing to answer any of the PA's concerns set out in item 9 of the clarification of further information (CFI) request.
- 7.14. However, having regard to the information on file, I note that a number of changes were made to the layout at CFI stage which the PA considered acceptable. Firstly, the upper garden terraces which were originally proposed as usable spaces have now been revised to an area for low maintenance planting. I am satisfied that this should ensure that no undue overlooking of adjoining gardens or living spaces occurs.
- 7.15. Secondly, the length of house types A1 and A2 were reduced by 1 metre in order to provide a greater set back from the proposed retaining wall with the nearest unit now being 7.4 metres back from same (unit no. 9). I am satisfied that this has adequately addressed the outlook concerns of the PA. With regards to the issue of daylight/sunlight it should be noted that paragraph 3.3.17 of the 2022 BRE Site Layout Planning for Daylight and Sunlight, A Guide to Good Practice Guidelines, states that for gardens or amenity areas to appear adequately sunlit throughout the year, at least half of a garden or amenity area should receive at least two hours of sunlight on 21st March. Having regard to the 2.5/3 metre height of the retaining wall, to the set back distances from the proposed retaining wall and to the orientation of both the dwellings and garden spaces, I consider that all dwellings and garden spaces will receive adequate daylight and sunlight.

- 7.16. Finally, with regards to the separation distances between the Árd Chuain houses and the proposed units, having reviewed the submitted site plan (drawing no. 2140-100 submitted at CFI stage) I note that the siting of the 18 no. units range from c. 11.3 metres (Unit 9) to c. 16.5 metres (Unit 1) from the western boundary and c. 23.3 metres to 33.6 metres to the Árd Chuain houses. Notwithstanding the topographical changes, having regard to these separation distances which comply with the minimum standard set out within Specific Planning Policy Requirement (SPPR) 1 of the Compact Settlement Guidelines (2024), I am satisfied that future residents will enjoy a high standard of amenity and that the proposed development will not have a significant negative impact on the amenity of occupiers of existing residential properties in Árd Chuain.
- 7.17. I note the concerns raised in the grounds of appeal in respect of the devaluation of neighbouring property. However, having regard to the assessment and conclusion set out above, I am satisfied that the proposed development would not seriously injure the amenities of the area to such an extent that would adversely affect the value of property in the vicinity.

8.0 Appropriate Assessment Screening

- 8.1. In accordance with Section 177U of the Planning and Development Act 2000, as amended, and on the basis of the information considered in this AA screening, I conclude that the proposed development, individually or in combination with other plans or projects, would not be likely to give rise to significant effects on any European site, in view of the conservation objectives of these sites and is therefore excluded from further consideration. Appropriate Assessment is not required. I refer the Board to Appendix 2 regarding this determination. This determination is based on the following:
 - To the absence of any hydrological connection to any European site.
 - To the location of the project and separation distance to the European sites.
 - To the report of the biodiversity officer of the PA.

9.0 Recommendation

I recommend to the Board that permission is **Granted**, subject to conditions, for the reasons and considerations set out below.

10.0 Reasons and Considerations

Having regard to the location of the proposed development within the designated settlement boundary of Passage West, to the 'Existing Residential/Mixed Residential and Other Uses (ER)' zoning objective of the site under the Cork County Development Plan 2022-2028, to the existing pattern of residential development in the area, to the built heritage constraints of the site's location arising from the site's proximity to a Protected Structure (Mount Saint Josephs - Record Protected Structure number 01471) and to its location within an Architectural Conservation Area (ACA), to the topographical constraints of the site, to the current vacant and neglected condition of the site and to the design, layout and scale of the proposed development, it is considered that the proposed development, subject to compliance with conditions set out below, would not adversely impact on the character and setting of Mount Saint Josephs or the ACA, would constitute an acceptable density of residential development in this location, would not seriously injure the residential amenities of the area, would provide an acceptable standard of amenity for future residents and would be acceptable in terms of traffic safety and convenience. The proposed development would, therefore, be in accordance with the proper planning and sustainable development of the area.

The Board performed its functions in relation to the making of its decision, in a manner consistent with Section 15(1) of the Climate Action and Low Carbon Act 2015, as amended by Section 17 of the Climate Action and Low Carbon Development (Amendment) Act 2021, (consistent with Climate Action Plan 2024 and Climate Action Plan 2025 and the national long term climate action strategy, national adaptation framework and approved sectoral adaptation plans set out in those Plans and in furtherance of the objective of mitigating greenhouse gas emissions and adapting to the effects of climate change in the State).

11.0 Conditions

1. The development shall be carried out and completed in accordance with the

plans and particulars lodged with the application, as amended by the further

plans and particulars received by the planning authority on the 22nd day of

August 2024, and on the 22nd day of November 2024, 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 proposed development shall be amended as follows:

(a) The omission of the proposed fascia and soffit detail for all house types and

replacement with minimal eaves and verge detail.

(b) Revised fenestration details to the side (north) elevation of Unit Number 11

and continuation of the partial plaster plinth.

Revised drawings showing compliance with these requirements shall be

submitted to, and agreed in writing with, the planning authority prior to

commencement of development.

Reason: In the interests of visual and residential amenity.

3. Details of the materials, colours and textures of all the external finishes to the

proposed dwellings shall be submitted to, and agreed in writing with, the

planning authority prior to commencement of development.

Reason: In the interest of visual amenity and to ensure an appropriate high

standard of development.

4. Proposals for an estate/street name, house numbering scheme and associated signage shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development. Thereafter, all estate and street signs, and house numbers, shall be provided in accordance with the agreed scheme. The proposed name shall be based on local historical or topographical features, or other alternatives acceptable to the planning authority. No advertisements/marketing signage relating to the name of the development shall be erected until the developer has obtained the planning authority's written agreement to the proposed name.

Reason: In the interest of urban legibility and to ensure the use of locally appropriate placenames for new residential areas.

- 5. Prior to commencement of the development, the developer shall engage the services of a suitably qualified conservation architect and submit the following details to the planning authority for its written approval:
 - (a) A detailed method statement and catalogue for the windows of Mount St. Josephs noting any proposed repairs, replacements and/or substitutions required.
 - (b) Revised landscaping proposals that reduce the extent of hard landscaping and increases the extent of soft landscaping surrounding the protected structure.
 - (c) A detailed assessment of the boundary wall, prepared by a suitably qualified chartered engineer with conservation accreditation, and a method statement for the consolidation of the wall.
 - (d) A detailed method statement for the works to be carried out to the entrance gates of the protected structure.
 - (e) Details and drawings of the material finishes of the proposed access road to include surface treatment of roads, paths and kerbing.

All works to the protected structure shall form part of Phase 1 of the development as illustrated on the submitted Phasing Plan (dwg. No. 2140-103), received by the planning authority on the 22nd day of November, 2024. All works

shall be monitored by a suitably qualified architect with conservation expertise and accreditation. After completion of the works to the protected structure, the conservation architect shall furnish the planning authority a report of the completion works.

Reason: In the interest of the protection of architectural heritage and to comply with Objective HE 16-14(i) of the Cork County Development Plan 2022-2028.

- 6. (a) Prior to commencement of the development, the developer shall undertake reinforcement works along the western boundary of the site. These works shall be designed, completed and signed off by a suitably qualified chartered engineer. Details of such works shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.
 - (b) Details of the boundary treatment along the perimeter of the site and the boundary treatments, including retaining structures, within the site shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: In the interest of road safety, to protect architectural heritage and to protect the amenities of the area.

7. All invasive species on site shall be managed and eradicated by an invasive species specialist in accordance with the measures set out in the Invasive Species Management Plan, received by the planning authority on the 22nd day of November 2024.

Reason: To prevent the spread of invasive species including Japanese Knotweed.

8. (a) The landscaping scheme shown on drawing number 22346-2-101, as submitted to the planning authority on the 22nd day of November, 2024 shall be carried out within the first planting season following substantial completion of external construction works.

(b) All planting shall be adequately protected from damage until established.

Any plants which die, are removed or become seriously damaged or diseased,

within a period of five years from the completion of the development or until the

development is taken in charge by the local authority, whichever is the sooner,

shall be replaced within the next planting season with others of similar size and

species, unless otherwise agreed in writing with the planning authority.

(c) All mitigation measures contained in the submitted Ecological Impact

Assessment received by the planning authority on the 22nd day of August 2024,

shall be implemented in full.

(d) All measures to protect and enhance biodiversity as set out in the

Biodiversity Enhancement and Management Plan, received by the planning

authority, on the 22nd day of November 2024 shall be implemented in full.

(e) All works in proximity to trees shall be undertaken in accordance with the

Arboricultural impact assessment received by the planning authority on the 22nd

day of November 2024.

Reason: In the interests of biodiversity, the protection of trees, residential

amenity and visual amenity.

9. (a) Prior to commencement of the development, the developer shall submit

drawings of the building linked to the protected structure proposed to be used

as a home office and gym, for the written approval of the planning authority.

(b) Notwithstanding the exempted development provisions of the Planning and

Development Regulations, 2001, and any statutory provision amending or

replacing them, the use of the proposed renovated outbuilding within the

curtilage of Unit no. 1 shall be restricted to purposes incidental to the enjoyment

of the dwellinghouse and shall not be used for commercial or industrial

purposes.

Reason: In the interest of clarity.

10. The disposal of surface water shall comply with the requirements of the

planning authority for such works and services.

Reason: To prevent flooding and in the interests of sustainable drainage.

11. (a) All foul sewage and soiled water shall be discharged to the public foul sewer.

(b) Only clean, uncontaminated storm water shall be discharged to the surface

water drainage system.

Reason: In the interest of public health.

12. Prior to the commencement of development the developer shall enter into a

Connection Agreement with Uisce Eireann (Irish Water) to provide for a service

connection to the public water supply and wastewater collection network.

Reason: In the interest of public health and to ensure adequate

water/wastewater facilities.

13. The internal road network serving the proposed development including turning

bays, junctions, parking areas, footpaths, and kerbs shall comply with the

detailed construction standards of the planning authority for such works and

design standards outlined in Design Manual for Urban Roads and Streets

(DMURS).

Reason: In the interest of amenity and of traffic and pedestrian safety.

14. Site development and building works shall be carried out only between the

hours of 0700 to 1900 Mondays to Friday 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.

15.A Construction and Environmental Management Plan (CEMP) shall be submitted to and agreed in writing with the planning authority prior to the commencement of development. The CEMP shall include but not be limited to

construction phase controls for dust, noise and vibration, waste management, protection of soils, groundwaters, and surface waters, site housekeeping,

emergency response planning, site environmental policy, and project roles and

responsibilities.

Reason: In the interest of environmental protection, residential amenities,

public health and safety.

16. Prior to commencement of development, a Resource Waste Management Plan

(RWMP) as set out in the Environmental Protection Agency's Best Practice

Guidelines for the Preparation of Resource and Waste Management Plans for

Construction and Demolition Projects (2021) shall be prepared and submitted

to the planning authority for written agreement. The RWMP shall include

specific proposals as to how the RWMP will be measured and monitored for

effectiveness. All records (including for waste and all resources) pursuant to the agreed RWMP shall be made available for inspection at the site office at all

times.

Reason: In the interest of reducing waste and encouraging recycling.

17. A detailed construction traffic management plan shall be submitted to, and

agreed in writing with, the planning authority prior to commencement of

development. The plan shall include details of arrangements for routes for

construction traffic, parking during the construction phase, the location of the

compound for storage of plant and machinery and the location for storage of

deliveries to the site.

Reason: In the interest of traffic safety and convenience.

18. Details of road signage, warning the public of the entrance and of proposals for

traffic management at the site entrance, shall be submitted to and agreed in

writing with the planning authority prior to commencement of development.

Reason: In the interest of traffic safety.

19. Public lighting shall be provided in accordance with a scheme which shall be submitted to, and agreed in writing with the planning authority prior to the commencement of development. Such lighting shall be provided prior to the making available for occupation of any residential unit.

Reason: In the interest of amenity and public safety.

20. The development hereby permitted shall be carried out and completed at least to the construction standards as set out in the planning authority's Taking In Charge Standards. In the absence of specific local standards, the standards as set out in the 'Recommendations for Site Development Works for Housing Areas' issued by the Department of the Environment and Local Government in November 1998. Following completion, the development shall be maintained by the developer, in compliance with these standards, until taken in charge by the planning authority.

Reason: To ensure that the development is carried out and completed to an acceptable standard of construction.

21. All service cables associated with the proposed development (such as electrical, telecommunications and communal television) shall be located underground. Ducting shall be provided by the developer to facilitate the provision of broadband infrastructure within the proposed development.

Reason: In the interests of visual and residential amenity.

22. All the communal parking areas serving the residential units shall be provided with functional electric vehicle charging points, and all of the in-curtilage car parking spaces serving residential units shall be provided with electric connections to the exterior of the houses to allow for the provision of future electric vehicle charging points. Details of how it is proposed to comply with

these requirements shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: In the interest of sustainable transportation.

23. The management and maintenance of the proposed development following its completion shall be the responsibility of a legally constituted management company, or by the local authority in the event of the development being taken in charge. Detailed proposals in this regard shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: To ensure the satisfactory completion and maintenance of this development.

24. Prior to commencement of development, the applicant or other person with an interest in the land to which the application relates shall enter into an agreement in writing with the planning authority in relation to the transfer of a percentage of the land, to be agreed with the planning authority, in accordance with the requirements of section 94(4) and section 96(2) and 96(3)(a), (Part V) of the Planning and Development Act 2000, as amended, and/or the provision of housing on lands in accordance with the requirements of section 94(4) and section 96(2) and 96(3) (b), (Part V) of the Planning and Development Act 2000, as amended, unless an exemption certificate has been granted under section 97 of the Act, as amended. Where such an agreement cannot be reached between the parties, the matter in dispute (other than a matter to which section 96(7) applies) shall be referred by the planning authority or any other prospective party to the agreement, to An Bord Pleanála for determination.

Reason: To comply with the requirements of Part V of the Planning and Development Act 2000, as amended, and of the housing strategy in the development plan for the area.

25. (a) Prior to the commencement of any unit in the development as permitted, the applicant or any person with an interest in the land shall enter into an agreement

with the planning authority (such agreement must specify the number and location of each unit), pursuant to Section 47 of the Planning and Development Act 2000, that restricts all relevant units permitted, to first occupation by individual purchasers i.e. those not being a corporate entity, and/or by those eligible for the occupation of social and/or affordable housing, including cost rental housing.

- (b) An agreement pursuant to Section 47 shall be applicable for the period of duration of the planning permission, except where after not less than two years from the date of completion of each specified housing unit, it is demonstrated to the satisfaction of the planning authority that it has not been possible to transact each specified house for use by individual purchasers and/or to those eligible for the occupation of social and/or affordable housing, including cost rental housing.
- (c) The determination of the planning authority as required in (b) shall be subject to receipt by the planning and housing authority of satisfactory documentary evidence from the applicant or any person with an interest in the land regarding the sales and marketing of the specified housing units, in which case the planning authority shall confirm in writing to the applicant or any person with an interest in the land that the Section 47 agreement has been terminated and that the requirement of this planning condition has been discharged in respect of each specified housing unit.

Reason: To restrict new housing development to use by persons of a particular class or description in order to ensure an adequate choice and supply of housing, including affordable housing, in the common good.

26. Prior to commencement of development, the developer shall lodge with the planning authority a cash deposit, a bond of an insurance company, or other security to secure the provision and satisfactory completion and maintenance until taken in charge by the local authority of roads, footpaths, watermains, drains, public open space and other services required in connection with the development, coupled with an agreement empowering the local authority to apply such security or part thereof to the satisfactory completion or

maintenance of any part of the development. The form and amount of the security shall be as agreed between the planning authority and the developer or, in default of agreement, shall be referred to An Bord Pleanála for determination.

Reason: To ensure the satisfactory completion and maintenance of the development until taken in charge.

27. The developer shall pay to the planning authority a financial contribution in respect of public infrastructure and facilities benefiting development in the area of the planning authority that is provided or intended to be provided by or on behalf of the authority in accordance with the terms of the Development Contribution Scheme made under section 48 of the Planning and Development Act 2000, as amended. The contribution shall be paid prior to commencement of development or in such phased payments as the planning authority may facilitate and shall be subject to any applicable indexation provisions of the Scheme at the time of payment. Details of the application of the terms of the Scheme shall be agreed between the planning authority and the developer or, in default of such agreement, the matter shall be referred to An Bord Pleanála to determine the proper application of the terms of the Scheme.

Reason: It is a requirement of the Planning and Development Act 2000, as amended, that a condition requiring a contribution in accordance with the Development Contribution Scheme made under section 48 of the Act be applied to the permission.

Declaration

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.

Gary Farrelly
Planning Inspector

6th May 2025

Appendix 1

(a) Form 1: EIA Pre-Screening

An Bord Pleanála				321863-25				
Case Reference								
Proposed Development Summary				Construction of 18 houses and the restoration and change of use of Mount Saint Joseph's (a Protected Structure - RPD Ref. 01471)				
Development Address				Former Mount Saint Josephs, Back Road, Pembroke Passage West, County Cork				
	•	-		ppment come within the def	inition of a 'pro	ject'	Yes	Х
	volving			works, demolition, or interv	ventions in the		No	No further action required
			_	ent of a CLASS specified in F 2001 (as amended)?	Part 1 or Part 2,	Sched	lule 5,	Planning and
Yes	х	Part 2: 10(b)(i)	Cons	struction of more than 500 dwelling units			Proceed to Q.3	
		greater	thanes in t	pan Development which would involve an area 2 hectares in the case of a business district, 10 he case of other parts of a built-up area and 20 ewhere.				
-No							No fu requi	rther action red
	3. Does the proposed development equal or exceed any relevant THRESHOLD set out in the relevant Class?							
Yes							EIA N	landatory
							EIAR I	required
No	Х						Proce	ed to Q.4
4. Is the proposed development below the relevant threshold for the Class of development [subthreshold development]?								
Yes	Х			ding abanca of) on a site area of 2 C7		eliminary examination quired (Form 2)		

		hectares (which is not located within a business district).		
4. Has Schedule 7A information been submitted?				
No		Х	Pre-screening determination conclusion remains as above (Q1 to Q4)	
Yes			Screening Determination required	

(b) Form 2 - EIA Preliminary Examination

The Board carries out a preliminary examination [Ref. Art. 109(2)(a), Planning and Development Regulations 2001 (as amended)] of, at least, the nature, size or location of the proposed development having regard to the criteria set out in Schedule 7 of the Regulations. This preliminary examination should be read with, and in the light of, the rest of the Inspector's Report attached herewith.

Characteristics of proposed development

(In particular, the size, design, cumulation with existing/proposed development, nature of demolition works, use of natural resources, production of waste, pollution and nuisance, risk of accidents/disasters and to human health).

The development site measures 2.67 hectares. The size of the development is not exceptional in the context of the existing environment. The proposed development will connect to the public water and wastewater mains.

There is no real likelihood of significant cumulative effects with existing and permitted projects in the area.

Location of development

(The environmental sensitivity of geographical areas likely to be affected by the development in particular existing and approved land use, abundance/capacity of natural resources, absorption capacity of natural environment e.g. wetland, coastal zones, nature reserves, European sites, densely populated areas, landscapes, sites of historic, cultural or archaeological significance).

The site is located within an established residential area.

The subject site is not located within any designated site and is located approximately 780 metres from Cork Harbour SPA (Site Code 004030) and approximately 1.1km from the Great Island Channel SAC (Site Code 001058). My appropriate assessment screening under Section 8 and Appendix 2 of this report has determined that the proposed development would not likely result in a significant effect on any European Site.

The subject site is located outside Flood Zones A and B for coastal or fluvial flooding.

The site is located within an ACA and within the curtilage of a protected structure, however, having regard to my assessment within section 7 of this report, it is considered that there would be no likely significant effect on cultural heritage assets.

Types and characteristics of potential impacts

(Likely significant effects on environmental parameters, magnitude and spatial extent, nature of impact, transboundary, intensity and complexity, duration, cumulative effects and opportunities for mitigation). Having regard to the nature and scale of the proposed development, to the design and layout in context to the protected structure and ACA and to its location removed from any other environmentally sensitive sites and to the absence of any cumulative effects with existing or permitted projects in the area there is no potential for significant effects on the environment.

Conclusion

Likelihood of Significant Effects	Conclusion in respect of EIA	
There is no real likelihood of significant effects on the environment.	EIA is not required.	Х
There is significant and realistic doubt regarding the likelihood of significant effects on the environment	Schedule 7A Information required to enable a Screening Determination to be carried out.	
There is a real likelihood of significant effects on the environment.	EIAR required.	

Appendix 2

Appropriate Assessment Screening Determination

Screening for Appropriate Assessment				
Test for likely significant effects				
Step 1: Description of th	ne project and local site characteristics			
Brief description of project	The project involves the construction of 18 no. detached houses and the restoration and change of use of the protected structure, Mount Saint Josephs (RPS Ref. 01471), to residential. It is proposed to connect to the public wastewater and water mains. Surface water is proposed to be discharged to soakaways via hydrocarbon interceptors and swales.			
Brief description of development site characteristics and potential impact mechanisms	The site is located within the urban area of Passage West and slopes substantially downwards from west to east by approximately 18 metres. The entrance gates to the site are located approximately 90 metres from the coast. The nearest designated sites are Cork Harbour SPA (Site Code 004030), approximately 780 metres northwest, and the Great Island Channel SAC (Site Code 001058), approximately 1.1km northeast of the site. Having reviewed the Environmental Protection Agency's AA Mapping Tool and having inspected the site, I note that there are no potential hydrological pathways between the site and the European sites.			
Screening report	A Report in Support of Appropriate Assessment Screening has been prepared and submitted with the application. The screening report concluded that the proposed development, either alone or in-combination, does not have the potential to significantly affect any European site, in light of their conservation objectives. Therefore, a Stage 2 AA was deemed not to be required.			

Natura Impact Statement (NIS)	A NIS has not been included with the application.	
Relevant submissions	The grounds of appeal have raised no concerns with any potential impact of the development on European sites.	

Step 2: Identification of relevant European sites using the Source-Pathway-Receptor model

European Site (Code)	Qualifying Interests (QIs)	Distance from proposed development	Ecological connections	Consider further in Screening (Y/N)
Cork Harbour SPA (004030)	26 Qls ³	c. 780 metres via air	Proximity	Yes
Great Island Channel SAC (001058)	2 Qls ⁴	c. 1.1km via air	None. There are no watercourses within or adjoining the site. Surface water to be treated via soakaways on site. Wastewater to be discharged to the Shanbally wastewater treatment plant in Ringaskiddy (Licence No. D0057-01) which is	No

³ https://www.irishstatutebook.ie/eli/2021/si/391/made/en/

https://www.npws.ie/sites/default/files/protected-sites/conservation_objectives/CO004030.pdf

⁴ https://www.irishstatutebook.ie/eli/2019/si/206/made/en

https://www.npws.ie/sites/default/files/protected-sites/conservation objectives/CO001058.pdf (All accessed 6th May 2025)

			well within the	
			design capacity to	
			accommodate the	
			proposed	
			development	
			according to the	
			2023 Annual	
			Environmental	
			Report (AER).5	
I	!			

Step 3: Describe the likely significant effects of the project (if any, alone or in combination) on European sites

Site name Qualifying Interests	Possibility of significant effects (alone) in view of the conservation objectives of the site			
	Impacts	Effects		
Cork Harbour SPA (004030) Little Grebe (Tachybaptus ruficollis) [A004] Great Crested Grebe (Podiceps cristatus) [A005] Cormorant (Phalacrocorax carbo) [A017] Grey Heron (Ardea cinerea) [A028] Shelduck (Tadorna tadorna) [A048] Wigeon (Anas penelope) [A050] Teal (Anas crecca) [A052] Pintail (Anas acuta) [A054] Shoveler (Anas clypeata) [A056] Red-breasted Merganser (Mergus serrator) [A069]	Potential impact from noise and disturbance.	No significant effect likely due to location of the site in an urban environment and distance of site to SPA. Ex Situ effects There are no roosting or foraging habitats recorded within or adjacent to the site. Having regard to this, to the urban nature of the environment and intervening lands between the site and the SPA, no significant ex-situ effects		
Oystercatcher (Haematopus ostralegus) [A130]		are likely.		

⁵ https://leap.epa.ie/docs/9319aa01-56f2-48b2-a6fc-12201505cab9.pdf (Accessed 6th May 2025)

Golden Plover (Pluvialis apricaria)		1
[A140]		
Grey Plover (Pluvialis squatarola)		
[A141]		
Lapwing (Vanellus vanellus)		
[A142]		
Dunlin (Calidris alpina) [A149]		
Black-tailed Godwit (Limosa		
limosa) [A156]		
Bar-tailed Godwit (Limosa		
lapponica) [A157]		
Curlew (Numenius arquata)		
[A160]		
Redshank (Tringa totanus) [A162]		
Black-headed Gull		
(Chroicocephalus ridibundus)		
[A179]		
Common Gull (Larus canus)		
[A182]		
Lesser Black-backed Gull (Larus		
fuscus) [A183]		
Common Tern (Sterna hirundo)		
[A193]		
Wetland and Waterbirds [A999]		
No	Likelihood of significant ef	fects from proposed
	development (alone) Y/N	• •
	шотогоринон (шото) ти	
No, having reviewed the	If No, is there a likelihood	of significant effects
Cork County Council	occurring in combination v	vith other plans or
planning register, the	projects?	
Department of Housing,		
Local Government and		
Heritage's National		
Planning Application		
database and EIA Portal.		
Further Commentary		

Further Commentary

Whilst I note that the submitted Ecological Impact Assessment (EcIA) has included mitigation measures in relation to biodiversity, I consider that these measures are not intended to avoid or reduce impacts to European sites.

Step 4: Conclude if the proposed development could result in likely significant effects on a European site

I conclude that the proposed development (alone) would not result in likely significant effects on either the Cork Harbour SPA or the Great Island Channel SAC, or any other European site. The proposed development would have no likely significant effect in combination with other plans and projects on any European sites. No further assessment is required for the project. No mitigation measures are required to come to this determination.