



An
Coimisiún
Pleanála

Inspector's Report PL-500155-DN

Development	Demolition of existing garage in rear garden for the erection of a dwelling and all associated site works.
Location	21 Hollybrook Road, Clontarf West, Dublin 3, D03PT88
Planning Authority	Dublin City Council North
Planning Authority Reg. Ref.	3127/25
Applicant(s)	Hilda Wynne
Type of Application	Permission
Planning Authority Decision	Grant Permission + Conditions
Type of Appeal	Third Party Normal Planning Appeal
Appellant(s)	David and Hilary Van Dessel
Observer(s)	None
Date of Site Inspection	16 th January 2026
Inspector	Susan McHugh

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Appendix 1 – Form 1: EIA Pre-Screening

Appendix 2 – Form 2: EIA Preliminary Examination

Appendix 3 – Appropriate Assessment – Screening Determination

1.0 Site Location and Description

- 1.1. The appeal site has a stated area of 150sqm and is situated at No. 21 Hollybrook Road, Clontarf West, Dublin 3. Hollybrook Road is located approximately 3km northeast of Dublin City Centre.
- 1.2. The surrounding area is predominantly residential comprising two storey semi-detached redbrick structures to the east and 3-4 storey apartments structures to the west.
- 1.3. No. 21 Hollybrook Road, is a two storey over basement semi-detached redbrick dwelling. It reads as a two-storey building from the front and a three-storey structure from the rear. The existing house on site is not a Protected Structure but is within an Architectural Conservation Area (ACA).
- 1.4. The existing garage on site is single storey and adjoins Hollybrook Mews Lane to the west and part of the rear garden boundary with the third-party appellants property no. 20 to the south. The garage comprises double doors along its northern elevation and a doorway which leads to the garden. It includes a pitched roof with a ridge height of 4.690 and has a stated area of 24sqm.
- 1.5. The site has a stated area of 150sqm.

2.0 Proposed Development

- 2.1. The application was lodged with the planning authority on 31/03/2025 with further plans and details submitted 04/09/2025 following a further information request dated 25/05/2025.
- 2.2. As amended the proposal provides for the subdivision of existing site/rear garden and demolition of existing single storey garage.
- 2.3. Permission is sought to construct a detached two-storey mews dwelling. The dwelling comprises a 1 bedroom pitched roof dwelling (165sq.m.) in the rear garden, together with 4no. rooflights. The proposal also provides for an integral carport with vehicular and pedestrian access off the rear lane (Hollybrook Mews).
- 2.4. The application was accompanied by the following

- Certificate of Exemption from provisions of Section 96 of the Planning and Development Act 2000.
- Pre connection enquiry to Irish Water
- Planning Consultant Report and Overshadowing Assessment Report
- Copy of local service map

2.5. Submitted by way of Significant Further Information

- Revised Architectural Drawings (site layout, ground and first floor plans, proposed elevation and section drawings)
- Engineering drawing showing vehicle tracking to parking space
- Conservation Architect Response
- Planning Consultant Report

3.0 **Planning Authority Decision**

3.1. **Decision**

The Planning Authority issued a decision to grant planning permission on 01/10/2025 subject to 11 no conditions.

Conditions of note are as follows:

- Condition 2: Section 48 Development Contribution €13,887.90
- Condition 3: Materials and finishes
- Condition 4: Car parking for mews house requirements
- Condition 5: Drainage requirements
- Condition 6: Costs of repair to the public road at expense of the developer
- Condition 8: Requirements in relation to standard of development

3.2. **Planning Authority Reports**

3.2.1. Planning Reports

The 1st Planner's report dated 19/05/2025 notes the following

- *Principle* - Proposal is acceptable.
- *Architectural Conservation Area (ACA)* – Subject site located within the Hollybrook Road ACA, existing house No.21 is not a Protected Structure (PS). Prior to the ACA designation most houses on the street were PS's. Zoning Map F incorrectly identifies the buildings along Hollybrook Road as PS's, this is an error. The City Council deleted 73 No. Structures along the Hollybrook Road from the Record of PS/s on the 12th June 2017. The Record of Protected Structures (Volume 4 of the CDP takes precedence within which the buildings are not categorised as protected structures.
- *Design and Layout* – Requirement to set back proposed development from existing laneway to meet requirements of Section 4.3.8 Mews Parking within Appendix 5 Transport and Mobility: Technical Requirements of the Dublin City Development Plan 2022-2028.
- *Finishes* – Notes proposed materials and similarity to recently permitted mews development in the vicinity, poor quality of the drawings and recommends CGIs.
- *Private open space* - Provision acceptable.
- *Overbearing Impact* - Due to building depth at first floor level impact on adjoining house and garden to the south.
- *Overlooking* - Separation distances to the existing house in line with SPPR1 within the Compact Settlement Guidelines.
- *Daylight and Sunlight* – No overdue impact on overshadowing of house to the south due to orientation of proposal.
- *Access from Laneway*– Note report of Transportation section of the PA and consider it reasonable that a swept path analysis be undertaken.

A request for further information recommended.

The 2nd Planners report dated 01/10/2025 following further information notes internal reports as summarised below, and the response to the further information request with respect to vehicle tracking drawings, revised finishes (corrugated metal cladding to external walls replaced by a lighter coloured brick, reduction in ground floor depth

of 12.1m (originally 13m) and first depth of 7.8m (originally 13m), reduction in provision of private open space area of 34sqm (originally 46sqm).

A **grant** of permission subject to conditions recommended.

3.2.2. Other Technical Reports

- **Transportation Planning:** 1st Report dated 12/05/2025 recommends further information. The applicant was requested to provide a setback along the front of the development site to provide a minimum width of 5.5m along the laneway and submit swept path analysis demonstrating safe egress and regress from the proposed car parking space. 2nd Report dated 18/09/2025 recommends a grant.
- **Drainage:** Report dated 30/04/2025 recommends no objection.

3.3. Prescribed Bodies

None received.

3.4. Third Party Observations

One third party observation was received by the Planning Authority. The observation was lodged by a planning consultant acting on behalf of the owners of the neighbouring property to the south. The observation is on file.

The issues raised are comparable to those set out in the grounds of appeal received by the Commission summarised in section 6 below.

4.0 Planning History

4.1. There is no planning history relating to the application site.

4.2. *Permissions within the Vicinity*

PA Reg.Ref. WEB2772/25: Permission **granted** 23/01/2026 for the demolition of the existing garden shed and construction of a new detached two storeys one bedroom and office mews dwelling with a pitched roof, to the rear garden of the existing dwelling at 19 Hollybrook Road, Clontarf, Dublin 3, D03YE09 for Paula Mc Carthy.

PA Reg.Ref. WEB1129/23 ABP-318625-23: Permission **refused** 25/06/2024 for the demolition of the existing garden shed and construction of a new detached two-

storey mews dwelling with all associated site and landscaping works to rear of 19 Hollybrook Road, Clontarf, Dublin 3. The decision of the PA to recommend a grant of permission was overturned and refused for the following reason;

'Having regard to the relevant provisions of the Dublin City Development Plan 2028, to the pattern of development in the area and to the specific nature, scale and extent of the proposed development and its position on site, it is considered that the mews dwelling would constitute an unacceptable form of development at this location, by reason of overbearance in relation to adjoining property and by reason of a poor disposition, form and quality of amenity space for the proposed mews dwelling itself. The proposed development would provide an unsatisfactory standard of residential amenity for its future occupants, would seriously injure the amenities of the adjoining residential property and would therefore in its current form be contrary to the proper planning and sustainable development of the area.'

Permissions granted and implemented in the Vicinity

PA Reg.Ref. WEB1268/23: Permission **granted** 03/01/2024 for demolition of garage and the erection of a two storey one bedroom mews dwelling in the rear garden of 12 Hollybrook Road, Clontarf, Dublin 3.

PA Reg.Ref. WEB1128/23: Permission **granted** 31/10/2023 for demolition of existing garden shed and construction of a new detached two storeys one bedroom mews dwelling in the rear garden of 13 Hollybrook Road, Clontarf, Dublin 3. This permission has been implemented on site.

PA Reg.Ref. WEB1801/21: Permission **granted** 03/11/2021 for the demolition of garden shed and erection of a detached two storey one bedroom mews dwelling in the rear garden of 17, Hollybrook Road, Clontarf, Dublin 3.

PA Reg.Ref. 4770/19 ABP 307789-20: Permission **granted** 27/11/2020 for permission to construct a three-storey mews house with front and rear roof terraces and a vehicular access off the rear lane to rear of existing property at 25, Hollybrook Road, Clontarf.

5.0 Policy Context.

5.1. Dublin City Development Plan 2022-2028

The subject site is zoned under objective Z2- Residential Neighbourhoods (Conservation Areas). This objective seeks *'to protect and/or improve the amenities of residential conservation areas.'*

Section 14.7.2 Residential Neighbourhoods (Conservation Areas)- Zone 2

'Residential conservation areas have extensive groupings of buildings and associated open spaces with an attractive quality of architectural design and scale. A Zone Z2 area may also be open space located within or surrounded by an Architectural Conservation Area and/or a group of protected structures. The overall quality of the area in design and layout terms is such that it requires special care in dealing with development proposals which affect structures in such areas, both protected and non-protected. The general objective for such areas is to protect them from unsuitable new developments or works that would have a negative impact on the amenity or architectural quality of the area. Chapters 11: Built Heritage and Archaeology, and Chapter 15: Development Standards, detail the policies and objectives for residential conservation areas and standards, respectively. Volume 4 of this plan contains the Record of Protected Structures.

The principal land-use encouraged in residential conservation areas is housing but can include a limited range of other uses. In considering other uses, the guiding principle is to enhance the architectural quality of the streetscape and the area, and to protect the residential character of the area.'

Relevant sections and Objectives:

Chapter 4: Shape and Structure of the City

- Policy SC10: Urban Density Policy
- SC11: Compact Growth Policy
- SC12: Housing Mix

Chapter 5 – Quality Housing and Sustainable Neighbourhoods.

- Policy QHSN2 National Guidelines

- Policy QHSN6 Urban Consolidation
- Policy QHSN10 Urban Density
- Objective QHSNO4 Densification of Suburbs
- Policy QHSN22 Adaptable and Flexible Housing
- Policy QHSN37 Houses and Apartments

Chapter 11: Built Heritage and Archaeology

- Policy BHA7 Architectural Conservation Areas
- Section 11.5.3 Built Heritage Assets of the City
- Policy BHA9 Conservation Areas
- Policy BHA14: Mews

Chapter 15: Development Standards

- Section 15.13.5 Mews
- Section 15.13.5.1: Design and Layout
- Section 15.13.5.2: Height, Scale and Massing
- Section 15.13.5.3: Roofs
- Section 15.13.5.4: Access

Appendix 5 Transport and Mobility.

- Section 4.3.7: Parking in the Curtilage of Protected Structures, Architectural Conservation Areas and Conservation Areas
- Section 4.3.8: Mews Parking

Appendix 16 Sunlight and Daylight.

Volume 3 Zoning Maps

The appeal site is identified on Map F of the Dublin City Development Plan 2022-2028 as being within an ACA and the existing house on site as a Protected Structure.

Volume 4 Record of Protected Structures – Additions and Clarifications

The existing house on site and houses along Hollybrook Road are not listed as Protected Structures.

5.2. Natural Heritage Designations

The subject site is not located within or is not adjoining any Natura 2000 sites. The subject site is located;

- c. 295m to the north of the South Dublin Bay and River Tolka Estuary SPA (Site Code 004024) is situated
- c. 2.43km to the west of the North Dublin Bay SAC (Site Code 000206) and
- c.2.43km to the west of the North Bull Island SPA (Site Code 004006).

5.3. EIA Screening

The scale of the proposed development does not exceed the thresholds set out by the Planning and Development Regulations 2000 (as amended) in Schedule 5, Part 2(10), and I do not consider that any characteristics or locational aspects (Schedule 7) apply. I conclude that the need for environmental impact assessment can, therefore, be excluded at preliminary examination and a screening determination is not required. Appendix 1 and Appendix 2 of my report refers.

6.0 The Appeal

6.1. Grounds of Appeal

6.1.1. This is a Third-Party Appeal against the decision of the Planning Authority to grant permission from the resident of the adjoining property no.20 Hollybrook Road.

6.1.2. The Grounds of Appeal can be summarised as follows:

- *Scale of Proposal* - Acknowledge that the revised proposal compared to the original is smaller but contend that that the scale will give rise to a significant adverse impact on No. 20.
- *Impact on Architectural Conservation Area* –
 - Disagree with part of the report.

- Note report gives scant consideration to the rear gardens and laneways at the back of the houses, despite being within the defined boundary of the Hollybank Road ACA.
- Proposal adversely affects the setting of the ACA.
- Modern mews design is not complimentary to the original Victorian red brick properties
- *Design and Appearance* – CGI's submitted in response to further information are misleading and inaccurate.
- ABP 318625-23 No.19 Hollybrook Road – Refer to Inspectors report and concern raised in relation to precedent.
- PA Reg. Ref. WEB2772/25 No.19 Hollybrook Road – Potential mews as currently at no. 21 and at No.19 would be injurious to residential amenity and reduce property value.

6.1.3. The Third-Party Appeal was accompanied by a copy of the submission which was originally submitted to Dublin City Council.

6.2. Applicant Response

6.2.1. A response from the applicant was received by the Commission on 21/11/2025 and can be summarised as follows.

- Planning Permission granted by the PA.
- Concerns raised have already been addressed in the RFI.
- Development will have a positive impact on the rear laneway.
- Brick materials proposed will be the same high quality as used for the dwelling at no.17 Hollybrook Road.
- Dispute that development will reduce property value and will instead add value to the main property.
- Development required by applicant as the main family home is no longer suitable for her medical and mobility needs and allows her to downsize while remaining in the community.

- Request the Commission uphold the decision of the PA.

6.3. **Planning Authority Response**

The Planning Authority response to the third-party appeal requests the decision of the PA be upheld and the following conditions be applied.

- Section 48 Development Contribution
- Naming and numbering condition

6.4. **Observations**

None received.

6.5. **Further Responses**

The application was circulated by the Commission to Failte Ireland, Department of Culture Heritage and the Gaeltacht, An Chomhairle Éalaíon, Development Application Unit (DAU) and An Taisce. No response was received.

7.0 **Assessment**

7.1. **Introduction**

- 7.1.1. I wish to draw the Commissions attention to the third-party observation, (the appellant) to the PA which relates to the proposed development as lodged. It is submitted that as the proposal was not readvertised no further observations were lodged with the PA.
- 7.1.2. The grounds of appeal, therefore, relates primarily to the amended proposal following the response to further information.
- 7.1.3. Having examined the application details and all other documentation on file, including the submission received in relation to the appeal, and inspected the site, and having regard to relevant local/ regional and national policies and guidance, I consider that the main issues are as follows:
- Mews Development

- Impact on Residential Amenity
- Built Heritage
- Precedent

7.2. Mews Development

- 7.2.1. The subject site is located in an area with the land use zoning Sustainable Residential Neighbourhoods – Zone Z2, the objective of which is ‘To protect and/or improve the amenities of residential conservation areas’ as per the Dublin City County Development Plan 2022-2028.
- 7.2.2. The general objective for such areas is to protect them from unsuitable new developments or works that would have a negative impact on the amenity or architectural quality of the area.
- 7.2.3. In principle the demolition of the existing garage, and proposed mews dwelling would accord with this zoning objective. The proposed residential development also provides an additional residential unit which accords with the Core Strategy of the Dublin City County Development Plan 2022-2028.
- 7.2.4. The submission to the PA by the Third-Party appellants (which accompanies the grounds of appeal) argues that the proposed development contravenes County Development Plan (CDP) policy as it relates to mews development and materially contravenes the residential zoning objective.
- 7.2.5. This is primarily on the basis of the relationship between the proposed mews house and the existing residential properties which it is asserted would negatively impact on their existing residential amenity. It is also submitted that the proposed design particularly with respect to the proposed finishes are contrary to the Hollybrook Road Architectural Conservation Area.
- 7.2.6. I will consider the impacts on residential amenity under section 7.3 of my report, and the built heritage under section 7.4 below.
- 7.2.7. Under the Dublin City County Development Plan 2022-2028 Policy QHSN6 and QHSN10 seek to promote residential consolidation and sustainable intensification at sustainable densities particularly on vacant and/or underutilised sites, having regard

to the need for high standards of urban design and architecture and to successfully integrate with the character of the surrounding area.

- 7.2.8. It is recognised in Section 11.5.3 of the Plan that mews buildings in the historic core of the city make a positive contribution to the historic built environment and provide opportunities to increase the residential population of the city. There are significant opportunities to improve and intensify residential stock through appropriate mews development.
- 7.2.9. Policy BHA14 of the Plan is to promote the redevelopment and regeneration of mews lanes, including those in the north and south Georgian core, for sensitively designed, appropriately scaled, infill residential development, that restores historic fabric where possible, and that removes inappropriate backland car parking areas.
- 7.2.10. The applicant submits that the proposed development will have a positive impact on the rear laneway and allows her to downsize while remaining in the community.
- 7.2.11. Section 15.13.5 of the CDP sets out Council Policy specifically in relation to mews development. It is apparent therefore that, subject to qualitative safeguards, Dublin City Council will permit mews housing on appropriate sites within the city.
- 7.2.12. I am satisfied that the proposed mews development is acceptable in principle.
- 7.2.13. Having regard to the provisions of the current Dublin City Development Plan 2022-2028, and current national policy to increase housing supply, the acceptability or otherwise of the proposed development will be subject to the need to attain a balance between the reasonable protection of the amenities and privacy of adjoining property and the need to provide additional residential development at this location. I propose to address such matters in the following sections.

7.3. Impact on Residential Amenity

- 7.3.1. Concerns are raised by the appellant in relation to the impact of the proposed mews development on existing residential amenities of their adjoining residential property house no. 20 located to the south.
- 7.3.2. The appellants submit that the proposed development due to its massing scale design and proximity to site boundaries would adversely impact on the residential

amenities of adjacent properties by reason of overbearing appearance and would result in an undesirable precedent.

- 7.3.3. Chapter 5 of the 2022-2028 Dublin City Development Plan relates to quality housing and sustainable neighbourhoods. Chapter 15 sets out further details in relation to site development standards, Section 15.13.5 relates to mews development.
- 7.3.4. Policy QHSN6 seeks ‘to promote and support residential consolidation and sustainable intensification through the consideration of applications for infill development, backland development, mews development, re-use/adaption of existing housing stock and use of upper floors, subject to the provision of good quality accommodation.’
- 7.3.5. The Sustainable Residential Development and Compact Settlements Guidelines for Planning Authorities January 2024 set national planning policy and guidance in relation to the planning and development of urban and rural settlements, with a focus on sustainable residential development and the creation of compact settlements.
- 7.3.6. Special Planning Policy Requirement SPPR1 relates to Separation Distances and states that *‘It is a specific planning policy requirement of these Guidelines that statutory development plans shall not include an objective in respect of minimum separation distances that exceed 16 metres between opposing windows serving habitable rooms at the rear or side of houses, duplex units or apartment units above ground floor level. When considering a planning application for residential development, a separation distance of at least 16 metres between opposing windows serving habitable rooms 16 at the rear or side of houses, duplex units and apartment units, above ground floor level shall be maintained. Separation distances below 16 metres may be considered acceptable in circumstances where there are no opposing windows serving habitable rooms and where suitable privacy measures have been designed into the scheme to prevent undue overlooking of habitable rooms and private amenity spaces.’*
- 7.3.7. Section 15.3.5.1 of the CDP goes on to say that the distance between the opposing windows of mews dwellings and of the main houses shall ensure a high level of privacy is provided and potential overlooking is minimised. Innovative and high-quality design will be required to ensure privacy and to provide an adequate setting, including amenity space, for both the main building and the mews dwelling. Private

open space shall be provided to the rear of the mews building to provide for adequate amenity space for both the original and proposed dwelling and shall be landscaped so as to provide for a quality residential environment. The rear building line of new mews developments should be consistent with the existing mews plots where possible.

- 7.3.8. Section 15.13.5.2 of the Plan states that new buildings should complement the character of the mews lane and main building with regard to scale, massing, height, building depth, roof treatment and materials. Development will generally be confined to two-storey buildings.
- 7.3.9. I have had regard to the elevation/section drawings by Joe Fallon Architectural Design.
- 7.3.10. In terms of potential overlooking impacts onto the parent property, the two-storey proposal as lodged includes a separation distance of c.16.275m from the proposed rear facing windows. One of the windows serves a lounge area while the second serves a landing area. There are no windows proposed on either side elevation at either ground or first floor which would give rise to direct overlooking of adjoining rear gardens.
- 7.3.11. This separation distance was increased to 19.075m between opposing first floor windows in the revised plans submitted in RFI. A similar separation distance between opposing first floor windows also applies on the appellants property.
- 7.3.12. The proposal meets the requirements for setback as outlined within SPPR 1 Separation Distances of the Compact Settlements Guidelines.
- 7.3.13. It is further noted that in order to meet the requirements of Section 4.3.8 Mews Parking within APPENDIX 5 Transport and Mobility: Technical Requirements of the Dublin City Development Plan 2022-2028 the front of the dwelling needs to be set back from the lane to the front of the property.
- 7.3.14. In response to RFI the proposed mews was set back from the laneway and consequently reduced at ground floor to a depth of 12.1m (originally 13m) and at first floor to a depth of 7.8m (originally 13m). I accept that the depth of the structure at first floor level as originally proposed would have been overbearing, however the reduction proposed in the RFI constitutes a significant reduction in scale and

massing. I consider the scale, massing, two storey height and building depth to be in accordance with Section 15.13.5.2 of the Plan and would not give rise to significant overbearance of adjoining properties.

- 7.3.15. In terms of overshadowing, I have had regard to the Overshadowing Assessment Report prepared by David Lee Planning submitted with the application. This report had regard to the rear garden area of the dwellings to the north and south.
- 7.3.16. I submit that the impacts arising need to be balanced against the need to develop such type sites for housing. Such strategies obviously have the potential to increase levels of overshadowing on adjoining property particularly in tightly grained urban areas.
- 7.3.17. I am satisfied given the reduced depth of the proposed mews development at first floor, combined with the east west orientation of the adjoining sites to the north at no.22 and south at no.20 that the proposed mews will not give rise to undue overshadowing of adjoining rear gardens. I submit that the increased overshadowing that would arise is acceptable in allowing for the development of the site and would not justify a refusal of permission.
- 7.3.18. SPPR 2 - Minimum Private Open Space Standards for Houses within Sustainable Residential Development and Compact Settlements Guidelines for Planning Authorities, set out minimum standards for private open spaces for houses. In relation to 1-bed houses the minimum standard is 20sqm, and for 2 bed houses the requirement is 30sqm.
- 7.3.19. Section 15.11.3 of the CDP requires a minimum standard of 10sqm of private open space per bedspace.
- 7.3.20. The requirement to provide a minimum width of 5.5m along the laneway as required by the Transportation Section of the PA by way of RFI, resulted in a set back of the mews from the laneway. This resulted in a reduction in provision of private open space area of 34sqm (originally 46sqm). This quantum of private open space is considered acceptable in the context of providing safe access from the laneway to the mews.
- 7.3.21. I agree with the PA that based on the area of the proposed lounge at first floor that it too could be used as a bedroom and therefore a requirement for private open space

as a bed unit would apply. The private open space complies therefore with the requirements of the CDP and of the Compact Settlement Guidelines which require 20sqm and 30sqm respectively for a two-bed house. I accept that the rear garden depth of 4.28m is below the standard required of 7m, however on balance I consider the proposal acceptable.

- 7.3.22. I am satisfied on balance that the proposed development would not therefore constitute overdevelopment of the site, is appropriate on an infill site at this location and that the proposed mews development is acceptable and would not materially contravene Section 15.13.5 of the CDP which relates to mews development

Summary

- 7.3.23. In summary, I am satisfied that the proposed development would be in accordance with Policy QHSN6 and Section 15.13.5 of the Dublin City County Development Plan 2022-2028, would not be seriously injurious to residential amenity, and would not therefore, materially contravene the residential zoning objective for the area. On this basis the decision of the PA to grant permission should be upheld,

7.4. Built Heritage

- 7.4.1. The subject site is located within the Hollybrook Road Architectural Conservations Area.
- 7.4.2. It is submitted by the appellants that the proposed design particularly with respect to the proposed finishes are contrary to the Hollybrook Road Architectural Conservation Area (ACA).
- 7.4.3. It is noted in the initial Planners Report that prior to the ACA designation most houses on the street were protected structure. The report further notes that the City Council deleted 73 No. structures along the Hollybrook Road from the Record of Protected Structures on the 12th June 2017.
- 7.4.4. I have examined the RPS (Volume4 of the CDP) which excludes these properties, and I concur with the PA that the RPS takes precedence over the CDP Zoning Map F. The subject site therefore cannot be considered to be within the curtilage of a Protected Structure. I can also confirm from my review of the PA planning register

and permissions implemented in the intervening 10 years that the character of the laneway has physically evolved.

- 7.4.5. In terms of design and materials, I consider the proposed design as modified in response to further information to be more in keeping with the character of the adjoining area and the ACA.
- 7.4.6. I have had regard to the finishes proposed to the elevations which comprise a re/orange brick, and to the roof a blue/black slate finish. These finishes are also illustrated in the submitted CGI's and in my opinion are similar to those used in other mews developments recently completed along the laneway. The applicant has indicated in their response to the grounds of appeal that the brick materials proposed will be the same high quality as used for the dwelling at no.17 Hollybrook Road. I can confirm from my site visit that this comprises a light-coloured brick, which in my opinion is a high-quality contemporary finish.
- 7.4.7. While I note there is no report on file from the Conservation Officer of the PA, I am satisfied that the proposed design and finishes are appropriate and help maintain a relationship with the main period house on site.
- 7.4.8. I am satisfied that the proposed development is complementary and sympathetic to its context, has been sensitively designed and is appropriate in terms of scale, height, mass, density, building lines and materials, and that its contemporary design is in harmony with and protects and enhances the ACA.
- 7.4.9. I am satisfied therefore, that the proposed development would not be contrary to Policy BHA7 (Architectural Conservation Areas) or Policy BHA14 (Mews) of the Dublin City Development Plan 2022-2028.

7.5. Precedent for Mews Development

- 7.5.1. The appellants have referred to two planning applications on the adjoining site at No. 19 to the south of their property which it is asserted would (if permitted in addition to the subject appeal) be injurious to residential amenity.
- 7.5.2. In this regard I note the recent decision by the PA to grant permission 23/01/2026 under PA Reg. Ref. WEB2772/25 in respect of a Mews development to the rear of house No. 19 Hollybrook Road. A previous application at No. 19 was refused

permission by the Commission under ABP 318625-23 on the grounds that the mews dwelling would

‘Constitute an unacceptable form of development at this location, by reason of overbearance in relation to adjoining property and by reason of a poor disposition, form and quality of amenity space for the proposed mews dwelling itself... and provide an unsatisfactory standard of residential amenity for its future occupants’.

- 7.5.3. The Board Order noted ‘the inspector’s recommended reason no. 2 for refusal which referred to undesirable precedent and material contravention of the Z2 zoning objective.’ The Board considered that *‘there were issues of specific design ..did not mean that the proposed development would materially contravene the zoning objective, nor itself set an undesirable precedent’.*
- 7.5.4. I have also had regard to the permitted mews developments in the vicinity outlined in applicants’ agents Planning Statement and described in section 4.2 of my report above. I can confirm from my site inspection that these mews development have been constructed or are nearing completion.
- 7.5.5. Notwithstanding the above, the current proposal has been considered on its own merits.

8.0 Appropriate Assessment

- 8.1.1. I have considered the proposed development in light of the requirements S177U of the Planning and Development Act 2000 as amended. The site is situated c.295m to the north of the South Dublin Bay and River Tolka Estuary Special Protection Area, and c. 2.43km to the west of the North Dublin Bay Special Area of Conservation and the North Bull Island Special Protection Area.
- 8.1.2. The proposed development comprises the demolition of the existing garage and construction of a mews dwelling and all associated site works at 21 Hollybrook Road, Clontarf West, Dublin 3.
- 8.1.3. No nature conservation concerns were raised in the planning appeal. 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.

8.1.4. The reason for this conclusion is as follows:

- The small scale and domestic nature of the works in a serviced urban area,
- The distance from the nearest European site and lack of connections, and
- Taking into account screening report/determination by Dublin City Council.

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. Likely significant effects are excluded and therefore Appropriate Assessment (stage 2) (under Section 177V of the Planning and Development Act 2000) is not required.

9.0 Water Framework Directive

9.1. The subject site is located approximately c.1.24km east of the River Tolka. The proposed development comprises the demolition of the existing garage and construction of a mews dwelling and all associated site works at 21 Hollybrook Road, Clontarf West, Dublin 3. No water deterioration concerns were raised in the planning appeal.

9.1.1. I have assessed the proposed development and have considered the objectives as set out in Article 4 of the Water Framework Directive which seek to protect and, where necessary, restore surface & ground water waterbodies in order to reach good status (meaning both good chemical and good ecological status), and to prevent deterioration. 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 surface and/or groundwater water bodies either qualitatively or quantitatively.

9.2. The reason for this conclusion is as follows:

- The nature of the development in an urban environment.
- There are no waterbodies within the site.
- The location of the site c.1.24km east of the River Tolka and the lack of a hydrological connection.

9.3. I conclude that on the basis of objective information, that the proposed development will not result in a risk of deterioration on any water body (rivers, lakes, groundwaters, transitional and coastal) either qualitatively or quantitatively or on a temporary or permanent basis or otherwise jeopardise any water body in reaching its WFD objectives and consequently can be excluded from further assessment.

10.0 Recommendation

I recommend that the Commission uphold the decision of Dublin City Council and Grant planning permission for the reasons and considerations set out below.

11.0 Reasons and Considerations

Having regard to the land use zoning of the subject site, the provision of the Dublin City Development Plan 2022-2028, the design, scale and layout of the proposed mews development, and the pattern of development in the surrounding area, it is considered that, subject to compliance with the conditions set out below, the proposed mews development would provide for an appropriate form of development and would not adversely impact upon the built heritage of the area, and would, therefore, be in accordance with the proper planning and sustainable development of the area.

12.0 Conditions

1.	<p>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 submitted on the 4th day of September 2025, 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.</p> <p>Reason: in the interest of clarity.</p>
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2.	<p>Details of the materials, colours and textures of all the external finishes to the proposed dwelling shall be submitted to and agreed in writing with the planning authority prior to commencement of development.</p> <p>Reason: in the interest of visual amenity.</p>
3.	<p>Prior to commencement of development, the developer shall submit to and agree in writing with the planning authority details of proposed resurfacing and upgrading proposals to the laneway to the rear of No.21 Hollybrook Road.</p> <p>Reason: In the interest of traffic safety.</p>
4.	<p>Prior to the commencement of development, the developer shall enter into a connection agreement(s) with Uisce Eireann (Irish Water) to provide for a service connection(s) to the public water supply and/or wastewater collection network</p> <p>Reason: in the interest of public health and to ensure adequate water/wastewater facilities.</p>
5.	<p>Drainage arrangements, including the attenuation and disposal of surface water, shall comply with the requirements of the planning authority for such works and services.</p> <p>Reason: in the interest of public health and surface water management.</p>
6.	<p>The naming and numbering of the dwelling unit shall be in accordance with a naming and numbering scheme submitted to, and agreed in writing, by the planning authority, prior to the occupation of the dwelling.</p> <p>Reason: in the interest of orderly street numbering</p>
7.	<p>Site development and building works shall be carried out between the hours of 0700 to 1800 Mondays to Fridays inclusive, between 0800 to 1400 on Saturdays and not at all on Sundays and public holidays. Deviation from these times shall only be allowed in exceptional circumstances where prior written agreement has been received from the planning authority.</p> <p>Reason: To safeguard the amenity of property in the vicinity.</p>

8.	<p>The construction of the development shall be managed in accordance with a Construction Management Plan, which shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development. This plan shall provide details of intended construction practice for the development, including noise management measures and off-site disposal of construction/demolition waste.</p> <p>Reason: in the interests of public safety and residential amenity.</p>
9.	<p>The developer shall pay to the planning authority a financial contribution of 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. The application of any indexation required by this condition shall be agreed between the planning authority and the developer or, in default of such agreement, the matter shall be referred to An Coimisiún Pleanála to determine.</p> <p>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.</p>

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.

Susan McHugh
Senior Planning Inspector

30th January 2026

Appendix 1 - Form 1

EIA Pre-Screening

An Coimisiún Pleanála Case Reference	PL-500155-DN		
Proposed Development Summary	Demolition of existing garage in rear garden for the erection of a dwelling and all associated site works		
Development Address	21 Hollybrook Road, Clontarf West, Dublin 3, D03PT88		
1. Does the proposed development come within the definition of a 'project' for the purposes of EIA? (that is involving construction works, demolition, or interventions in the natural surroundings)	Yes	X	
	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	X		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 (if relevant)
			Conclusion
No		N/A	No EIAR or Preliminary Examination required
Yes	X	S.5 P.2 10(b)(ii) construction of more than 500 dwelling units.	Proceed to Q.4

4. Has Schedule 7A information been submitted?

No	X	Preliminary Examination required
Yes		Screening Determination required

Inspector: _____ **Date:** _____

Appendix 2

EIA Preliminary Examination

Case Reference	PL-500155-DN
Proposed Development Summary	Demolition of existing garage in rear garden for the erection of a dwelling and all associated site works
Development Address	21 Hollybrook Road, Clontarf West, Dublin 3, D03PT88
This preliminary examination should be read with, and in the light of, the rest of the Inspector's Report attached herewith.	
<p>Characteristics of proposed development</p> <p>(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).</p>	<p>Permission is being sought for the demolition of the existing garage structure on site and the construction of a 2 storey mews dwelling which is located to the rear of no. No. 21 Hollybrook Road, which is within an Architectural Conservation Area).</p> <p>Access to the dwelling is provided from Hollybrook Mews Lane.</p> <p>Water connection and wastewater services will be provided from existing mains within the vicinity of the subject site.</p> <p>The development would not result in the production of significant waste, emissions, or pollutants.</p>
<p>Location of development</p> <p>(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</p>	<p>The proposed site is located within an urban area; there are no significant sensitivities in the immediate area. The subject site is not located within a designated site, the nearest are as follows:</p> <ul style="list-style-type: none"> • South Dublin Bay and River Tolka Estuary SPA (Site Code 004024) is situated c. 295m to the south of the site.

<p>areas, landscapes, sites of historic, cultural or archaeological significance).</p>	<ul style="list-style-type: none"> • North Dublin Bay SAC (Site Code 000206) is situated c.2.43km to the east of the site. • North Bull Island SPA (Site Code 004006).is situated c.2.43km to the east of the site. <p>My appropriate assessment screening concludes that the proposed development would not likely have a significant effect on any European Site.</p>
<p>Types and characteristics of potential impacts</p> <p>(Likely significant effects on environmental parameters, magnitude and spatial extent, nature of impact, transboundary, intensity and complexity, duration, cumulative effects and opportunities for mitigation).</p>	<p>The site size measures c.150sqm. The size of the development is not exceptional in the context of an urban environment. There are existing dwellings adjacent to the proposed site, to the south. The proposed development is a relatively small development in the urban context. There is no real likelihood of significant cumulative effects within the existing and permitted projects in the area.</p>
<p>Conclusion</p>	
<p>Likelihood of Significant Effects</p>	<p>Significant Effects Conclusion in respect of EIA</p>
<p>There is no real likelihood of significant effects on the environment.</p>	<p>E IA is not required.</p>

Inspector: _____

Date: _____

Appendix 3

Appropriate Assessment: Screening Determination (Stage 1, Article 6(3) of Habitats Directive)

I have considered the proposed development in light of the requirements of S177U of the Planning and Development Act 2000 as amended.

The proposed development comprises the demolition of garage and construction of a mews dwelling and all associated site works to the rear 21 Hollybrook Road, Clontarf West, Dublin 3.

The Planning Authority, within their assessment, undertook a screening determination of the proposed development and found that significant effects are not likely to arise, either alone or in combination with other plans and projects that will result in significant effects to any Natura 2000 area. A full Appropriate Assessment of this project is therefore not required.

European Sites

The proposed development site is not located within or immediately adjacent to any site designated as a European Site, comprising a Special Area of Conservation or Special Protection Area (SPA).

The boundary of the nearest European Site is within 15 km of 3no. of European sites are located within a potential zone of influence of the proposed development. These are:

- South Dublin Bay and River Tolka Estuary SPA (004024)
- North Dublin Bay SAC (000206)
- North Bull Island SPA (004006)

There are no direct natural hydrological connections from the subject site to Dublin Bay.

The applicant is proposing to connect to existing municipal services in terms of water supply and wastewater/drainage. Therefore, there is an indirect pathway to the European sites of Dublin Bay via the Ringsend Waste Water Treatment Plant. I therefore acknowledge that there are potential connections to the European sites within Dublin Bay via the wider drainage network and the Ringsend WWTP. However, the existence of these potential pathways does not necessarily mean that potential significant effects will arise.

Likely impacts of the project (alone or in combination)

It is proposed to separate the surface water and wastewater drainage networks, which will serve the proposed development.

With regard to surface water, it is proposed to collect rainfall runoff before the system connects to the final foul manhole prior to connecting to the Irish Water Combined network.

All wastewater generated from the new development site is to discharge to the Irish water local wastewater drainage network.

I do not consider that the increased loading from the proposed development would generate any significant demands on the existing municipal sewers for foul water. I acknowledge that there would be a marginal increase in loadings to the sewer and the WWTP.

Having regard to the distance separating the site to the nearby Natura 2000 site there is no pathway for loss or disturbance of important habitats or important species associated with the feature of interests of any of the SPA/SAC's identified above.

Furthermore, there are no plans or projects which can act in combination with the proposed development which can give rise to significant effect to Natira 2000 sites located within the zone of influence.