



An
Coimisiún
Pleanála

Inspector's Report PL-501319-DN-26

Development

Permission and retention - Convert, retain and extend existing two-storey public house premises including accommodation on first floor to residential accommodation with the provision of 2 no. additional floors, as follows:- A. Convert existing ground floor public house premises to 2 no. apartments comprising a two-bed apartment and studio. B. Retain 3 no. 1-bed apartments on first floor. C. Construct 2 no. additional floors to comprise 2 no. 1-bed apartments on second floor and a 3-bed apartment on third floor. Total no. of apartments: 8

Location

172 North Strand Road and Aldborough Parade, Dublin 1, D01HN36.

Planning Authority

Dublin City Council North

Planning Authority Reg. Ref.

WEB2466/25

Applicant

Keadarr Limited

Type of Application

Permission and Retention permission

Planning Authority Decision

Grant Permission

Type of Appeal

Third Party

Appellant(s)	Hazel Looby and Pauline Rock
Observer(s)	None
Date of Site Inspection	12 th August 2026
Inspector	Emer Doyle

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1.0 Site Location and Description

- 1.1. The subject site, which has a stated area of 0.017 ha is located on the eastern side of North Strand Road. The subject site comprises of a two storey building formerly in use as a licensed premises at the corner of 172 North Strand Road and Aldborough Parade with 3 No. accommodation units at first floor level.
- 1.2. The surrounding area contains a mix of development including a 5 storey apartment building currently under construction adjoining the site to the south-west. The site adjoins a terrace of two storey dwellings located on Aldborough Parade. A Dublin City Council Depot is located at the end of the cul de sac at this location. A four storey educational building (Marino College) is located opposite the site on the northern side of Aldborough Parade. The Five Lamps junction is located on the western aspect of North Strand Road.
- 1.3. The site is located within 1km of Connolly station and the Red Luas line and along the Clontarf to City Centre active travel and bus corridor route. There are a wide range of amenities and services in close proximity to the site.

2.0 Proposed Development

- 2.1. The proposed development comprises:
 - Conversion and extension of two storey public house to provide 2 No. additional floors.
 - Total of 8 No. apartment units comprising the retention of 3 No. units and construction of 5 No. units.
 - Retention of 3 No. 1 bed accommodation units on first floor.
 - Proposed 5 No. units comprise- 2 No. 2 bed apartments, 1 No. 3 bed apartment, 1 No. 1 bed apartment, 1 No. studio apartment.
 - External finishes proposed include brick, plaster and zinc cladding, and it is proposed to retain existing features including brick parapets and cast-iron decorative parapet railing.
 - The application is accompanied by a Planning Statement and a Certificate of Exemption Under Part V of the Planning and Development Act (as amended).

2.2. In response to a Further Information Request by the Planning Authority, the applicant submitted the following on the 26th of March 2026:

- Revised drawings providing for a total of 6 No. apartments- 4 No. 1 bed and 2 No. 2 bed.
- Full set back at second and third floor level facing North Strand Road and provision of amenity space within this area.
- Set back of c. 1.4m from existing neighbouring terrace at Aldborough Parade.
- Inclusion of basement plan- this is to be used for storage for apartment 1.
- Revisions to ground floor plan to remove 1 No. apartment and to provide for bicycle and refuse storage area together with amenity space for apartment 1.
- Revisions to first floor to provide for 2 No. reconfigured apartments in lieu of the retention of 3 No. apartments originally sought. Amenity space and storage space provided in revised drawings.
- Revisions to finish of second floor to provide brick finish in lieu of plaster finish.
- Incorporation of two rooflights to the third floor serving the landing and stairs and alterations to the roof profile to provide a lean to roof.
- Building Life Cycle Report
- Clarification that the apartment units will be owned by the applicant and managed by property management who will liaise with and inform prospective tenants that there will be no car parking.
- Report from Alan Traynor Consulting Engineers in relation to the Green roof and nature based SUDS Drainage Proposal.

3.0 Planning Authority Decision

3.1. Decision

3.1.1. Grant permission for the development, subject to 19 no. conditions. I make reference to the following conditions of note:

- Condition 4: Development contribution of €6000 - LUAS C1 Red Line Extension Scheme (Section 49).
- Condition 5: Development contribution of €4000 – Luas C1 Line Scheme (Section 49).
- Condition 7: Prior to the commencement of development, the scheme shall be revised as follows:
 - a) The proposed internal amenity space (winter garden) at ground floor level shall be omitted and incorporated into the internal floor plan.
 - b) The perforated brick wall on the ground floor (northern) elevation shall be omitted and replaced with glazing and an innovative design solution to provide for security/privacy screening whilst also allowing sunlight and ventilation to the internal living space.
 - c) The windowless sitting room to the rear of the floor plan at ground floor level shall be relocated to the front of the apartment proximate to the proposed kitchen /dining room areas. The rear of the floor plan shall be utilised as bedroom accommodation served by glazed window ope (see 2(b) above).
 - d) The slanted/lean-to roof profile as proposed at the rear elevation shall be omitted to provide a standard flat roof and aligned with the height of the flat roof parapet profile at third floor level.
 - e) The proposed zinc cladding indicated on the front and side elevations at new third floor level and on the rear elevation shall be omitted and replaced with a high quality brick finish and appropriate parapet capping detail.
 - f) The small widow opes proposed on the front elevation serving the indicated kitchen area and study room at second and third floor levels shall be revised so as to be more in keeping with the size and style of original windows at first floor level on the front elevation.
- Condition 9: The residential units hereby approved shall not be sub-divided and shall not be used for commercial tourist accommodation and short-term letting, without a prior grant of planning permission.
- Condition 16: The developer shall comply with the following Transportation Planning Division (TPD) requirements:
 - a) Prior to occupation of the first residential unit, the applicant shall submit a Service

and Delivery Plan for the written agreement of the Planning Authority. The Plan shall indicate how the development will be managed in terms of day to day activities from third parties (i.e. refuse collection, home deliveries), in particular large deliveries to the site having regard to the surrounding street environment. The applicant should have regard to Section 2.4 (Service Delivery and Access Strategy) of Volume 2, Appendix 5: Transport and Mobility: Technical Requirements of the Development Plan 2022 – 2028. The plan shall be controlled, monitored and reviewed by the on site management company.

b) Prior to commencement of development, the applicant shall submit revised bicycle parking storage drawings for the written agreement of the Planning Authority. The drawings shall show a minimum of 12 no. bicycle parking spaces and incorporate Sheffield stand type parking spaces to ensure the wheel and frame are locked. Toaster and hanger style bicycle parking spaces are not acceptable. Information shall be provided on lighting within the storage area. The bike storage area shall be constructed and ready for use prior to occupation.

c) All costs incurred by Dublin City Council, including any repairs to the public road and services necessary as a result of the development, shall be at the expense of the developer.

- All other conditions are standard for a development of this type.

3.2. Planning Authority Reports

3.2.1. Planning Reports

The first planner's report considered that the proposed development was acceptable in principle and considered that there was a planning gain for the area in terms of the regeneration of an underutilised site. Concern was raised in relation to a number of issues including residential amenity, finishes, bicycle parking and waste storage, and the requirement for a service and delivery plan and a building lifecycle report. The second planner's report considered that most of the issues had been addressed in the revised scheme and recommended permission subject to conditions requiring a number of amendments.

3.2.2. **Other Technical Reports**

- **Conservation Officer:** No. 172 North Strand Road was recorded by the NIAH in 2014 (Ref: 50060458) and found to be regionally rated for its architectural and artistic interest. The building is not a protected structure. No conservation report was submitted with the application in contravention of policy BHA5. Further Information required.
- **Transportation Planning Division:** Further information was initially requested including how the applicant proposed to make prospective tenants aware that there was no dedicated parking, the requirement for a service and delivery plan for the site in accordance with Section 2.4 of Appendix 5 of the Development Plan and proposals to address sub-standard bicycle parking arrangements. A subsequent report received considered that a Service Delivery and Access Strategy was required to be agreed prior to operation of the development. It was also considered that bicycle parking arrangements were substandard. The department had no objection subject to conditions including the requirement for a Service and Delivery Plan prior to first occupation and revisions to the bicycle parking arrangements.
- **Drainage Planning Policy and Development Control Section:** Further Information initially requested as it was considered that insufficient information was submitted with the application in relation to the proper management of surface water.
- **Levy Report:** Outlined the calculations required for Section 48 and Section 49 (Luas C1) Development Contribution Schemes.

3.3. **Prescribed Bodies**

- **Transport Infrastructure Ireland:** The proposed development falls within an area set out in a Section 49 Levy scheme – Luas Red Line Docklands Extension (Luas C1). The Section 49 scheme lists several exemptions where the levy does not apply. If the above application is successful and not exempt, as a condition of the grant please include for the Section 49 Contribution Scheme Levy.

3.4. Third Party Observations

- 3.4.1. One No. third party observation was submitted in relation to the subject development. The main issues raised are similar to those raised in the appeal.

4.0 Planning History

- 4.1. Relevant planning history includes the following:

On site:

PA Reg. Ref. 1977/02

Permission granted for conversion of first floor to office use.

Adjoining site to the south at 173 and 174 North Strand Road:

PA Reg. Ref. 5285/22

Permission granted for (a) demolition of existing buildings on site, (b) construction of new 5-storey apartment building including a partially setback third and fourth floor, with a plant area enclosure on the roof. Permission was granted for 12 No. apartments and a ground floor retail space of c. 60m².

Site at Portland Row:

PA Reg. Ref. WEB2410/25/ PL-500535-DN-25

Permission granted by PA and refused on appeal by ACP for 49 residential units ranging from 2 to 5 storeys in 3 blocks.

5.0 Policy Context

5.1. Development Plan

- 5.1.1. The Dublin City Development Plan 2022-2028 is the relevant Development Plan for the subject site. The site is zoned as 'Z5' – (City Centre) where the objective is '*to consolidate and facilitate the development of the central area, and to identify, reinforce, strengthen and protect its civic design character and dignity*'. The site is within SDRA 13- North Inner City.

5.1.2. Chapter 4 relates to the Shape and Structure of the City. I consider the following policies to be of relevance:

SC10: Urban Density

SC11: Compact Growth

SC12: Housing Mix

SC13: Green Infrastructure

SC14: Building Height Strategy

SC19: High Quality Architecture

SC20: Urban Design

SC21: Architectural Design

5.1.3. Chapter 5 relates to 'Quality Housing and Sustainable Neighbourhoods' and the aim to create a compact city with sustainable neighbourhood. It is deemed fundamental that quality housing is provided which is suitable for citizens throughout their lives and adaptable to people's changing circumstances. I consider the following policies/objectives to be of relevance:

Policy QHSN6: Urban Consolidation

Policy QHSN10: Urban Density

Policy QHSN22: Adaptable and Flexible Housing

Policy QHSN36: High Quality Apartment Development

Policy QHSN37: Homes and Apartments

Policy QHSN38: Housing and Apartment Mix

5.1.4. Chapter 8 relates to 'Sustainable Movement and Transport'. The Development Plan states that sustainable and efficient movement of people and goods is crucial for the success and vitality of the city. The Plan seeks to promote ease of movement within and around the city and play a key role in safeguarding the environment and adapting to climate change impacts. The policy approach promotes integration of land use and

transportation, and improved public transport and active travel infrastructure such as walking and cycling. The relevant policies and objectives of this chapter include:

Policy SMT1: Modal Shift and Compact Growth

Objective SMT01: Transition to More Sustainable Travel Modes

Policy SMT27: Car Parking in Residential and Mixed Use Developments

- 5.1.5. Chapter 11 relates to Built Heritage. The existing building is not a protected structure but is regionally rated on the National Inventory of Architectural Heritage. BHA11 relates to the Rehabilitation and Reuse of Existing Older Buildings and BHA24 relates to the reuse and refurbishment of older buildings.

- 5.1.6. Chapter 15 relates to 'Development Standards' and sets out the standards and criteria to be considered in the development management process. This chapter is wholly relevant in relation to the assessment of developments, however the following sections are considered to be of particular note:

Section 15.4: Key Design Principles

Section 15.5: Site Characteristics and Design Parameters

Section 15.5.2: Infill Development

Section 15.6: Green Infrastructure and Landscaping

Section 15.7.1 Re-use of Existing Buildings

Section 15.8: Residential Development

Section 15.9: Apartment Standards

Section 15.16: Sustainable Movement and Transport

Section 15.18: Environmental Management

- 5.1.7. Volume 2 of the Development Plan contains a number of appendices including the following which are of most relevance:

Appendix 3: Achieving Sustainable Compact Growth Policy for Density and Building Height in the City

Appendix 5: Transport and Mobility: Technical Requirements

5.3.1. **National Guidance**

5.4.1. The following national planning guidance are relevant:

- National Planning Framework - First Revision (2025)
- Sustainable Residential Development and Compact Settlements Guidelines for Planning Authorities (2024).
- Sustainable Urban Housing: Design Standards for New Apartments Guidelines for Planning Authorities (2025).
- Urban Development and Building Height: Guidelines for Planning Authorities (2018).

5.2. **Natural Heritage Designations**

5.2.1. The appeal site is located within a built-up urban area and is not located on or within any designated Natura 2000 sites. The nearest designated sites are North Dublin Bay SAC (Site Code 000206) c. 4.3km to the north east, South Dublin Bay SAC (Site Code 000210) c. 3km to the southeast and North Bull Island SPA (Site Code 004006) c. 4.3km to the north east. The Royal Canal pNHA (Site Code 002103) is located c. 200m to the east of the site.

6.0 **EIA Screening**

6.1. The proposed development has been subject to preliminary examination for environmental impact assessment (refer to Form 1 and Form 2 in Appendices of this report). Having regard to the characteristics and location of the proposed development and the types and characteristics of potential impacts, it is considered that there is no real likelihood of significant effects on the environment. The proposed development, therefore, does not trigger a requirement for environmental impact assessment screening and an EIAR is not required.

7.0 The Appeal

7.1 One third party appeal has been received as follows:

- Hazel Looby and Pauline Rock

The grounds of appeal can be summarised as follows:

- Concern regarding traffic hazard and refuse collection. Applicant has failed to demonstrate how emergency access can be maintained during servicing and construction.
- Concern regarding impacts of construction on Aldborough Parade.
- The applicant has not proven that the development can be built or serviced without severely compromising the health, safety, and way of life of existing residences.
- Concerns regarding impacts of potential loss of daylight and sunlight to Aldborough Parade.
- Concerns regarding impact of design on character of the area.

7.2. Applicant Response

The response submitted can be summarised as follows:

- The proposed works have been designed to ensure safe access to Aldborough Parade is maintained during the construction period.
- Emergency vehicle access will be maintained at all times.
- In contrast to the original public house use, residential with no car parking will generate a relatively low traffic volume. It is considered that traffic use will lessen after the construction period.
- It is acknowledged that there will be temporary impacts during the construction period. All works will be carried out in accordance with best construction practice management procedures.

- Observations relating to daylight and sunlight are not substantiated given the light report carried out for 173 and 174 North Strand Road which is a much higher building with a similar orientation.
- The proposed development is consistent with the varied character of the area. The development has been carefully designed to retain the historic parapet railing and established character and appearance of the area.

7.3. **Planning Authority Response**

- A response from the Planning Authority has been received on file and states that *‘the Planning Authority would request that the Commission uphold our decision’*. The response indicates a number of conditions to be attached in the event of a grant of permission.

7.4. **Observations**

- None.

8.0 **Assessment**

Having examined the application details and other associated documentation on file, having conducted an inspection of the site, having considered the third party appeal, and having reviewed relevant policies and guidance; I consider the main issues raised can be addressed under the following headings:

- Principle of Development.
- Design and Visual Impact
- Traffic and Construction
- Impacts on Residential Amenity
- Other Matters

I am satisfied that all other issues were fully addressed by the Planning Authority and that no other substantive issues arise. Accordingly, the issues for consideration are addressed below.

8.1. Principle of Development

8.1.1. The appeal site is zoned as 'Z5' – (City Centre) where the objective is *'to consolidate and facilitate the development of the central area, and to identify, reinforce, strengthen and protect its civic design character and dignity'*. The proposed development in sum comprises of the retention of 3 apartment units in the first floor of a building formerly used as a public house and the conversion and extension of this building to provide a further 5 apartment units. Following a further information request by the Planning Authority, the application was revised to reduce the number of units proposed to six in total. The planner's report notes that the Planning Authority 'welcomes and supports in principle a residential use at this location which will deliver sustainable residential development in the north inner city and refurbishment of a historic building which is in close proximity to public transport.' I concur with this and consider that the proposed residential development is acceptable in principle and would be consistent with the land use zoning objective. Notwithstanding, it is imperative that such a proposal is assessed against the relevant parameters of the Development Plan and these matters will be assessed in the following sections.

8.3. Design and Visual Impact

8.3.1. Concerns are expressed in the appeal that the proposed four storey development is incongruous with the established character of the area. I will examine this issue further under this section. I also note that the Planning Authority required a number of changes to the design in condition 7. I propose to deal with each topic under the following sub-headings:

Visual Impact

8.3.2. The main concern raised is that the proposed four storey development is incongruous with the established character of the area.

I refer the Commission to the contextual elevation submitted in response to the Further Information Response which is an accurate representation of both the proposed and existing development at this location. The site is located between a long established four storey building in educational use (Marino College of Further Education) on the

opposite side of Aldborough Road and a five storey building currently under construction granted permission under PA Reg. Ref. 5385/22. It is proposed to construct an additional two floors over the existing vacant public house at this location. No. 172 North Strand Road was recorded on the National Inventory of Architectural Heritage and found to be regionally rated for architectural and artistic merit. It was originally constructed as one of three two-storey, terraced houses (with Nos. 173 and 174) with commercial premises at the ground floor, distinctive for their cohesive appearance due to their design which included highly decorative cast iron balustrades at parapet height across the front facades. No. 172 is now the only remaining architecturally significant historic structure in this set as permission was granted for the demolition of No. 173 and 174 under PA Reg. Ref. 5385/22.

The Conservation Officer considered that an Architectural Heritage Impact Assessment was required together with an amendment of the design to provide for three stories only. The planner's report noted that the building was not a protected structure and considered that the retention and re-use of the building was a planning gain and was welcomed by the Planning Authority.

I concur with this view and note that Section 15.7.1 of the Development Plan encourages the re-use and repurpose of buildings. Policy CA6 promotes and supports the retrofitting and reuse of existing buildings rather than their demolition and reconstruction. I note that the most significant element of the building from an architectural heritage perspective is the historic brick and cast iron parapet detail to the front elevation. The revised drawings submitted to the Planning Authority in response to the Further Information Request indicate that it is proposed to amend the design to provide for a set back at second and third floors and to provide for a brick finish on the second floor in lieu of nap plaster. These revisions in my view would help to emphasise the historic features and are of a high architectural quality and respectful to the existing streetscape in the area. In terms of the overall height and scale of the building, I note the inner city location, the emerging pattern of development in the area, the relevant policies and guidelines encouraging densification of highly accessible urban locations. I consider that the site is capable of absorbing a four storey building, that the proposal is not visually dominant and the retention of the building is valuable to the area, particularly in light of the recent planning history of the area where the demolition of similar adjoining buildings was permitted.

Conditions

8.3.4. Condition 7 of the Planning Authority decision requires three alterations which are relevant in the context of visual impact and design. Condition 7(d) requires the slated/lean to roof profile as proposed at the rear elevation to be omitted to provide a standard flat roof and aligned with the height of the flat roof parapet profile at third floor level, 7(e) requires the proposed zinc cladding on the front and side elevations at new third floor level to be replaced with brick, and condition 7(f) requires the small window openings on the front elevation serving the indicated kitchen area and study room at second and third floor levels to be revised so as to be in keeping with the size and style of the original windows at first floor level on the front elevation.

It is the policy of the Council under BHA11 and BHA24 to encourage the rehabilitation and re-use of and refurbishment of older and historic buildings. It is important to deliver high quality architecture and encourage the retention and/or reinstatement of original fabric and ensure that appropriate materials are used. I consider that should the Commission be minded to grant permission, these conditions would support these policies. I consider that the use of red brick rather than zinc at third floor level will highlight the historic features of the building including the cast iron parapet detail which the applicant is retaining. I consider that the provision of a flat roof in lieu of a parapet roof will add to the quality of the design and improve the visual impact of the building as viewed from Aldborough Parade. I consider that the provision of windows on the front elevation in line with the size and style of the original windows would greatly enhance the architectural design and be more sympathetic to the original style of the building.

In sum, I consider that the conditions as set out above would contribute towards a revised design which would enhance the distinctive architectural and historic character of the building and am satisfied that the inclusion of these revisions as set out above can be adequately dealt with by condition if the Commission is disposed towards a grant of permission.

8.4. Traffic and Construction

8.4.1. The main issue raised in the third party appeal relates to impacts on Aldborough Parade in relation to traffic hazard and construction. It is stated that the proposals in relation to waste collection will completely block the road and that this creates an unacceptable, predictable risk of obstruction of emergency vehicles. Concerns are also raised that the introduction of hoarding during the construction period poses a significant health and safety risk as it will force residents to walk on the roadway into the path of oncoming heavy vehicles and will hinder emergency access. It is stated that due to the Dublin City Council depot at the end of Aldborough Street, the street already accommodates a level of servicing and operational demand that exceeds that of a typical residential road. Further concerns are raised in relation to the absence of a construction management plan and it is concluded that the applicant has not proven that the development can be built or serviced without severely compromising the health, safety, and way of life of existing residents.

The response submitted by the appellant outlines that the proposed works have been designed to ensure that safe access to Aldborough Parade can be maintained during the construction period. It outlines a number of measures to ensure this including the erection of scaffolding and associated temporary hoarding, the provision of a clearly defined and protected pedestrian route, the co-ordination of deliveries and construction activities to reduce congestion, appropriate signage and barriers etc. It is stated that emergency access will be maintained at all times. Waste collection will be by way of established on-street collection arrangements and collection times will be managed to avoid peak traffic periods where practicable. It is noted that the previous use as a public house and residential accommodation historically accommodated regular servicing and waste collection activities associated with a more intensive commercial site and the proposed residential use is therefore not likely to result in an unacceptable impact in terms of waste collection, access or servicing requirements. Further, it is considered that the proposed residential use will result in significantly lower traffic intensity than the buildings former use as a public house, with more dispersed daily movement patterns.

The application site is on the corner of Aldborough Parade and North Strand Road. North Strand Road is an active travel main arterial access road serving the city and in their initial report, the Transport Department expressed concern in relation to

uncontrolled deliveries to the site and in particular the potential for temporary loading along North Strand Road during the construction period. The Further Information Request issued by the Planning Authority sought a Service and Delivery Plan for the site indicating how the development will be managed in terms of day to day activities and in particular large deliveries to the site. Volume 2 Section 2.4 of the Development Plan contains guidance in relation to same. The applicant did not properly address this item in full in the further information response and stated only that refuse collection will occur along Aldborough Road only. The Transport Development considered that the response was deficient and inadequate, however, considered that this matter could be addressed by condition. I note that Condition 16 of the Planning Authority requires that prior to occupation of the first residential unit, the applicant shall submit a Service and Delivery Plan for the written agreement of the Planning Authority. The Plan shall indicate how the development will be managed in terms of day to day activities from third parties (i.e. refuse collection, home deliveries), in particular large deliveries to the site having regard to the surrounding street environment. The applicant should have regard to Section 2.4 (Service Delivery and Access Strategy) of Volume 2, Appendix 5: Transport and Mobility: Technical Requirements of the Development Plan 2022 – 2028. The plan shall be controlled, monitored and reviewed by the onsite management company.

I am sympathetic to the concerns raised by the third party appellants and consider that it is likely that there will be impacts on Aldborough Parade during the construction period. Impacts during construction could present a nuisance and inconvenience for existing residents; that said, I am of the view that same would be limited to this phase of development and is to be reasonably expected in relation to properties proximate to a site. Furthermore, given the location of the site in a built-up urban area, I do not consider that the operational stage of this residential scheme would result in any undue or exceptional noise impacts on the neighbouring residential properties. Indeed I agree with the appeal response and consider that the operational impacts are likely to be less than the former use as a public house. Notwithstanding this, minimal information was submitted in the application regarding the operational phase and I consider that should the Commission be minded to grant permission, the requirement of a Service and Delivery Plan as set out in Condition 16 is reasonable and such a condition should be included.

The scheme is car-free and is located within zone 1 of Map J of the Development Plan and located in a highly accessible location close to public transport and on the Clontarf to City Centre active travel and bus corridor route. In response to the further information request, the applicant outlined that the apartment units will be owned by the applicant and managed by property management who will liaise with and inform prospective tenants that there will be no car parking. The Transport and Planning Sections raised no objections to same. Having regard to the highly accessible location of the site close to public transport and on the Clontarf to City Centre active travel and bus corridor route, and the provisions of the Dublin City Development Plan, I am satisfied that the absence of car parking is acceptable. Additionally, I consider the absence of parking would be in accordance with the Sustainable Residential Development and Compact Settlements Guidelines for Planning Authorities (2024) and the Planning Design Standards for Apartments Guidelines 2025 which inform that car parking should be minimised, substantially reduced or wholly eliminated at locations that have good access to urban services and to public transport.

I note that the initial scheme provided for no designated bicycle parking area with bicycle storage to be within each apartment. The revised drawings provide for bicycle parking of a substandard nature in terms of design as whilst 20 spaces are provided which is in excess of Development Plan standards, these spaces are designed for 'toaster style' spaces which is not acceptable. Requirements for the quantity and design of bicycle parking are set out in Section 5.25 (including SPPR 4) of the Sustainable Residential Development and Compact Settlements Guidelines for Planning Authorities (2024) and Section 3 (Cycle Parking Standards) and (Table 1) of Volume 2, Appendix 5 of the Development Plan. Condition 16 of the Planning Authority requires the applicant to provide Sheffield stand type parking spaces for a minimum of 12 spaces. Should the Commission be minded to grant permission, I consider that it would be appropriate to attach a similar condition.

Overall, I consider that the scale of the development is such, that there is likely to be a decrease in traffic and a reduction in traffic conflict from the previous use. I consider that refuse collection and delivery vehicles and construction impacts can be managed through appropriate conditions.

8.5. Impacts on Residential Amenity

- 8.5.1 The main concerns raised in the appeal relating to residential amenity relate to the impact on daylight and sunlight to Aldborough Parade. I will examine this issue further under this section together with compliance with residential development standards. I also note that the Planning Authority required a number of changes to the design relating to residential amenity in condition 7. I propose to deal with each topic under the following sub-headings:

Daylight, Sunlight, Overshadowing

Section 3.2 of the Urban Development and Building Height Guidelines (2018) states that the form, massing and height of proposed developments should be carefully modulated so as to maximise access to natural daylight, ventilation and views and minimise overshadowing and loss of light. The Guidelines state that appropriate and reasonable regard should be taken of quantitative performance approaches to daylight provision outlined in guides like the BRE 'Site Layout Planning for Daylight and Sunlight' (2nd edition) or BS 8206-2: 2008 – 'Lighting for Buildings – Part 2: Code of Practice for Daylighting'..

I note that no Sunlight and Daylight Assessment was submitted with the application. A previous Daylight and Sunlight Assessment was undertaken for the adjacent five storey building which was granted under PA Reg. Ref. 5385/22 which is referred to by both the appellant and the applicant. I note that this building is a storey higher than the proposed building and further removed from Aldborough Parade. The overall conclusion of the report is that there are some moderate and minor adverse impacts but for the most part impacts are negligible on neighbouring properties.

The Planning Authority raised no concerns in relation to the impacts on daylight and sunlight to the existing terrace of dwellings at Aldborough Parade. Having regard to the orientation and layout of the site, the site constraints in terms of refurbishment and extension of an existing historic building, and the revised layout as submitted in the revised drawings submitted to the Planning Authority on the 25th of March 2026 which provide for a 1.4m set back at second and third floor levels on the boundary adjacent to Aldborough Parade, I am satisfied that whilst there may be some impacts on nearby properties, this level is considered to be acceptable. In my opinion, the proposed development will not significantly alter daylight, sunlight or overshadowing impacts on

adjacent properties. Having regard to the scale of development constructed and permitted in the wider area and to planning policy for densification of the urban area and refurbishment and reuse of historic buildings, I am of the opinion that the impact is consistent with emerging trends for development in the area. This is considered reasonable.

Compliance with Residential Development Standards.

I have reviewed the plans submitted to the Planning Authority together with the revised drawings submitted in response to the Further Information Request. I am satisfied that the proposed development generally complies with the standards set out in the Development Plan and the relevant Section 28 Guidelines. I note that the revised plans included a reduction from 8 No. to 6 No. apartments, revised apartment sizes, greater internal storage space, revised private amenity space and separate provision for refuse storage and bicycle parking. I note that the 2025 Apartment Guidelines allow for a relaxation of standards for building refurbishment schemes on sites of any size or urban infill sites of up to 0.25ha on a case by case basis, subject to overall design quality. Whilst some aspects of the proposed scheme including the absence of communal open space do not fully comply with the standards set out in the Guidelines, overall, I consider that the proposed development will offer a good standard of accommodation to the intended occupants.

Conditions

Condition 7 of the Planning Authority decision requires three alterations which are relevant in the context of residential amenity. Condition 7(a) requires that the proposed internal amenity space (winter garden) at ground floor level shall be omitted and incorporated into the internal floor plan. Condition 7 (b) requires that the perforated wall on the ground floor (northern elevation) shall be omitted and replaced with glazing and an innovative design solution to provide for security/privacy screening whilst also allowing sunlight and ventilation to the internal living space. Condition 7 (c) requires that the *windowless* sitting room to the rear of the floor plan at ground floor level shall

be relocated to the front of the apartment proximate to the proposed kitchen /dining room areas. The rear of the floor plan shall be utilised as bedroom accommodation.

I have examined the drawings submitted and considered the planner's report in relation to these matters. The planning authority recognises the tight constraints on the site and that the site is a refurbishment and infill scheme close to the city centre. In relation to condition 7(a) the planner's report expressed concerns regarding the quality and useability of this space due to the interior nature and lack of natural light. I share these concerns and consider that a better quality of accommodation would be provided for the intended occupants by incorporating the private amenity space into the apartment. The Apartment Guidelines 2025 allow for a relaxation of private amenity space in inner city and refurbishment schemes and I consider that the proposed alteration can be dealt with by condition. Condition 7 (b) requires a revised elevation to reflect this alteration. Condition 7 (c) requiring a swap between the sitting room and bedroom areas is unnecessary as the amenity space originally proposed can now be provided by a large window and the area and width of the sitting room as originally proposed is much greater than the area and width of bedroom 2. I consider that the relocation of these rooms as set out by Condition 7(c) would reduce residential amenity and do not recommend the inclusion of this element of the condition.

Overall, should the Commission be minded to grant permission, I consider that conditions 7 (a) and (b) address the issues raised in relation to the quality of residential accommodation.

8.6 Other Matters

- 8.6.1 I note that the revised scheme providing for 6 No. apartments in lieu of the 8 No. originally proposed included a reconfiguration of the 3 apartments on the first floor where permission was sought for retention into 2 apartments and 1 apartment in lieu of 2 on the ground floor. In my view, there is no longer a retention element associated with the scheme. I note that revised notices were not sought by the Planning Authority in relation to these amendments. Having regard to the reduction in the number of apartments, I am satisfied that this is satisfactory.

9.0 Appropriate Assessment Screening

- 9.1. I have considered the subject development in light of the requirements S177U of the Planning and Development Act 2000 (as amended). The proposed development as amended consists of a total of 6 No. apartments. The appeal site is located within an established residential area with roads/streets and is not located within or adjoining any designated Natura 2000 sites and the development will connect to the existing services network. No nature conservation concerns were raised in the planning appeal.
- 9.2. The subject site is approximately 3km from the nearest designated site which is South Dublin Bay SAC (Site Code 000210).
- 9.3. Having considered the nature, scale and location of the project, I am satisfied that it can be eliminated from further assessment as there is no conceivable risk to any European site. The reason for this conclusion is as follows:
- The scale and nature of the development;
 - The distance to the nearest European site and the lack of direct connections; and,
 - Taking into account the screening determination of the Planning Authority.
- 9.4. I conclude 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 a retrospective Appropriate Assessment (Stage 2) under Section 177V of the Planning and Development Act 2000 (as amended) is not required.

10.0 Water Framework Directive

- 10.1 An assessment of the proposed development has been undertaken with regard to the objectives set out in Article 4 of the EU Water Framework Directive, together with relevant guidance published by the Environmental Protection Agency (Ireland), including applicable codes of practice for the protection of water quality.

Having considered the nature, scale, and location of the proposed development, it is concluded that the proposal will not result in any risk of deterioration in the status of any water body, including surface waters (rivers and lakes), groundwater, transitional

waters, or coastal waters. This applies to both qualitative and quantitative status, and in respect of temporary and permanent effects.

The development will not adversely affect the achievement of established environmental objectives, including the maintenance or attainment of Good Ecological Status/Potential and Good Chemical Status, as required under the Directive. Accordingly, the proposed development is considered to be compliant with the requirements of Article 4.

11.0 Recommendation

11.1 I recommend that the decision of the Planning Authority be upheld and that permission be GRANTED, subject to conditions, for the reasons and considerations below.

12.0 Reasons and Considerations

12.1. Having regard to the 'Z5' city centre zoning objective as set out in the Dublin City Development Plan 2022-2028, national, regional, and local policy objectives which support compact redevelopment of sites, it is considered that subject to compliance with conditions below, the proposed development would serve to make efficient use of an underused brownfield site and positively contribute to the area, would positively contribute to an increase in housing stock in this accessible urban location with a range of social, commercial and public transport infrastructure, would be acceptable in terms of urban design and building height, would be acceptable in terms of pedestrian and traffic safety, would provide an acceptable form of residential amenity for future occupants, and would not seriously injure residential or visual amenities or significantly increase traffic volumes or negatively impact cultural heritage. The proposed development would, therefore, be in accordance with the proper planning and sustainable development of the area.

13.0 Conditions

1. The proposed development shall be carried out and completed in accordance with the plans and particulars lodged with the application and as amended by Further

Information received by the Planning Authority on the 25th day of March 2026, 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. In default of agreement, the matter(s) in dispute shall be referred to An Coimisiún Pleanála for determination.

Reason: In the interest of clarity.

2. Prior to commencement of development, the developer shall submit the following to the planning authority for written agreement:
 - (a) The private amenity space in Apartment 1 shall be incorporated into the design of the apartment, and the northern elevation shall be revised to reflect this alteration providing glazing and an innovative design which shall provide for security and privacy.
 - (b) A high-quality brick finish similar to the existing brick finish shall be used on the third floor front and side elevations.
 - (c) The lean to roof profile as proposed at the rear elevation shall be omitted to provide for a standard flat roof profile aligned with the height of the flat roof parapet at third floor level.
 - (d) The small window openings on the front elevation at second and third floor levels shall be replaced with openings of a similar style and size to the original openings at first floor level.

Reason: In the interest of visual and residential amenity.

3. For the avoidance of doubt, the number of apartment units permitted by this grant of permission is six apartments only.

Reason: In the interest of clarity.

4. The residential units hereby approved shall not be sub-divided and shall not be used for commercial tourist accommodation and short-term letting without a prior grant of permission.

Reason: In the interest of residential amenity and in the interest of clarity.

5. Details of the materials, colours and textures of all the external finishes to the proposed development shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development.

Reason: In the interest of visual amenity.

6. All drainage arrangements, including attenuation and disposal of surface water, shall comply with the requirements of the Planning Authority for such works and services. Prior to the commencement of development, the developer shall submit details for the disposal of surface water from the site for the written agreement of the planning authority.

Reason: In the interest of public health and surface water management.

7. Site development and building works shall be carried out only between the hours of 0700hrs to 1800hrs Mondays to Fridays inclusive, between 0800hrs to 1400hrs on Saturdays and not at all on Sundays and public holidays. Deviation from these times will only be allowed in exceptional circumstances subject to the prior written agreement of the Planning Authority.

Reason: In order to safeguard the amenities of property in the vicinity.

8. Prior to occupation of the first residential unit, the developer shall submit the following to the planning authority for written agreement:

(a) A Service and Delivery Plan indicating how the development will be managed in terms of day to day activities from third parties including home deliveries and refuse collection. This plan shall be in accordance with Section 2.4 (Service Delivery and Access Strategy) of Volume 2, Appendix 5: Transport and Mobility: Technical Requirements of the Development Plan 2022-2028.

- (b) Revised bicycle parking arrangements omitting the proposed toaster style parking and providing for Sheffield stand parking spaces for a minimum of 12 bicycles.

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

9. Proposals for a naming/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 apartment numbers, shall be provided in accordance with the agreed scheme. No advertisements/marketing signage relating to the name(s) of the development shall be erected until the developer has obtained the planning authority's written agreement to the proposed name(s).

Reason: In the interest of urban legibility.

10. No additional development shall take place above roof parapet level, including lift motor enclosures, air-handling equipment, storage tanks, ducts or other external plant, telecommunication aerials, antennas or equipment.

Reason: To protect the visual amenities of the area.

11. The construction of the development shall be managed in accordance with a Construction and Environmental Management Plan (CEMP), which shall be submitted to, and agreed in writing with the planning authority prior to commencement of development. This plan shall incorporate details for the following: details and location of proposed construction compounds, details of intended construction practice for the development, including hours of working, dust control, noise and vibration abatement measures in compliance with the recommendations of BS 5228, 'Code of Practice for Noise and Vibration management, details of arrangements for routes for construction traffic, parking during the construction phase, and off-site disposal of construction/demolition waste and/or by-products.

Reason: In the interests of public safety and residential amenity.

12. Construction and demolition waste shall be managed in accordance with a Construction Waste and Demolition Management Plan, which shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development. This plan shall incorporate details for the following:

- (a) details and location of proposed construction compounds,
- (b) details of intended construction practice for the development, including dust control, noise and vibration abatement measures in compliance with the recommendations of BS 5228, 'Code of Practice for Noise and Vibration management, and
- (c) a traffic management plan for the construction phase to include details of arrangements for routes for construction traffic, parking during the construction phase, and off-site disposal of construction/demolition waste and/or by-products.

Reason: In the interest of sustainable waste management.

13. Construction and demolition waste shall be managed in accordance with a Construction Waste and Demolition Management Plan, which shall be submitted to, and agreed in writing with, the planning authority prior to commencement of development. This plan shall be prepared in accordance with the "Best Practice Guidelines on the Preparation of Waste Management Plans for Construction and Demolition Projects", published by the Department of the Environment, Heritage and Local Government (2006). The plan shall include details of waste to be generated during site clearance and construction phases, and details of the methods and locations to be employed for the prevention, minimisation, recovery and disposal of this material in accordance with the provision of the Waste Management Plan for the Region in which the site is situated.

Reason: In the interest of sustainable waste management.

14. 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 Coimisiún 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.

- 15.** The management and maintenance of the proposed development following its completion shall be the responsibility of a legally constituted management company. A management scheme providing adequate measures for the future maintenance of any public open spaces and communal areas shall be submitted to, and agreed in writing with, the planning authority prior to occupation of the development.

Reason: To provide for the satisfactory future maintenance of this development in the interest of residential amenity.

- 16.** 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 of roads, footpaths, watermains, drains, 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 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 Coimisiún Pleanála for determination.

Reason: To ensure the satisfactory completion of the development.

- 17.** 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. The contribution shall be paid prior to the 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 Coimisiún Pleanála for determine the proper application of the terms of the Scheme.

Reason: It is a requirement of the Planning and Development Act 2000 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.

- 18.** The developer shall pay to the planning authority a financial contribution in respect of the LUAS Red Line Docklands Extension Scheme, in accordance with the terms of the Supplementary Development Contribution Scheme made by the planning authority under section 49 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 Coimisiún 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

Supplementary Development Contribution Scheme made under section 49 of the Act be applied to the permission.

Emer Doyle
Planning Inspector

24th August 2026

Appendix 1

Form 1 - EIA Pre-Screening

Case Reference	ACP-501319-DN
Proposed Development Summary	Permission and retention permission for a total of 8 No. apartments.
Development Address	172 North Strand Road, Dublin 1.
	In all cases check box /or leave blank
1. Does the proposed development come within the definition of a 'project' for the purposes of EIA? (For the purposes of the Directive, "Project" means: - The execution of construction works or of other installations or schemes, - Other interventions in the natural surroundings and landscape including those involving the extraction of mineral resources)	☒ Yes, it is a 'Project'. Proceed to Q2. ☐ No, No further action required.
2. Is the proposed development of a CLASS specified in Part 1, Schedule 5 of the Planning and Development Regulations 2001 (as amended)?	
☒ Yes, it is a Class specified in Part 1. EIA is mandatory. No Screening required. EIAR to be requested. Discuss with ADP.	Class 10 (b)(i) Construction of more than 500 dwelling units.
☐ No, it is not a Class specified in Part 1. Proceed to Q3	
3. Is the proposed development of a CLASS specified in Part 2, Schedule 5, Planning and Development Regulations 2001 (as amended) OR a prescribed type of proposed road development under Article 8 of Roads Regulations 1994, AND does it meet/exceed the thresholds?	
☐ No, the development is not of a Class Specified in Part 2, Schedule 5 or a prescribed type of proposed road development under Article 8	

of the Roads Regulations, 1994. No Screening required.	
☐ Yes, the proposed development is of a Class and meets/exceeds the threshold. EIA is Mandatory. No Screening Required	
☒ Yes, the proposed development is of a Class but is sub-threshold. Preliminary examination required. (Form 2) OR If Schedule 7A information submitted proceed to Q4. (Form 3 Required)	Class 10 (b)(i) Construction of more than 500 dwelling units - The proposed development is subthreshold as it provides for 8 No. (revised to 6 No. following Response to F.I. Request) only.

4. Has Schedule 7A information been submitted AND is the development a Class of Development for the purposes of the EIA Directive (as identified in Q3)?	
Yes ☒	Screening Determination required (Complete Form 3)
No ☐	Pre-screening determination conclusion remains as above (Q1 to Q3)

Inspector: _____ **Date:** _____

Appendix 2

Form 2 - EIA Preliminary Examination

Case Reference	ABP-323616-25
Proposed Development Summary	Permission and retention permission for a total of 8 No. apartments.
Development Address	172 North Strand Road, Dublin 1.
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 proposal comprises the refurbishment and reuse of an existing inner city building together with the provision of 2 additional floors. The size of the development would not be described as exceptional in the context of the existing urban environment of Dublin City. The proposal will not produce significant waste, emissions or pollutants. By virtue of its development type, it does not pose a risk of major accident and/or disaster. It is noted that the site is located within a defended area from flooding and there may be vulnerabilities associated with extreme weather events and sea level changes due climate change.
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 proposed development is situated in the inner city area of Dublin. There are no significant environmental sensitivities in the vicinity – potential impacts on the SACs is addressed under Appropriate Assessment (Screening).
Types and characteristics of potential impacts (Likely significant effects on environmental parameters,	Having regard to the nature and scale of the proposed development there is no potential for significant effects on the environmental factors listed in section 171A of the Act.

magnitude and spatial extent, nature of impact, transboundary, intensity and complexity, duration, cumulative effects and opportunities for mitigation).	
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.

Inspector: _____ **Date:** _____

DP/ADP: _____ **Date:** _____

(only where Schedule 7A information or EIAR required)