



An
Coimisiún
Pleanála

Inspector's Report

PL-501447-CC-26

Development

Alterations and extensions to existing dwelling and retention of side/west facing door and side/east facing windows at ground level.

Location

Blarglaise, Endsleigh Park, Douglas Road, Ballinlough, Cork.

Planning Authority

Cork City Council

Planning Authority Reg. Ref.

2644591

Applicants

Trevor White and Koren O'Donnell.

Type of Application

Permission.

Planning Authority Decision

Permission with conditions.

Type of Appeal

Third Party

Appellant

Deirdre O'Hanlon

Observers

None

Date of Site Inspection

10th August 2026.

Inspector

Derek Daly

1.0 Site Location and Description

- 1.1. The development is located in an established residential area in the suburb of Ballinlough in the outer southeastern suburbs of Cork city. The site is a cul de sac Endsleigh Park off Douglas Road. On the appeal site is a detached two storied dwelling and to the north and south are two storied detached dwellings. The western boundary is defined by the public road and the rear eastern boundary adjoins the site of a detached dwelling.
- 1.2. The dwelling on the site is angled in relation to the public road with the front elevation is orientated to the southwest and the dwelling on the site has a front building line proximate with the dwelling to the south and is forward of the dwelling to the north. The dwelling has a single storey extension to the rear and partially to the side (north) of the dwelling. The site has garden areas to the front and rear and also to the sides with a substantial area to the south of the dwelling incorporating a parking area. The side boundary to the north is defined by a block wall which varies in height and is approximately 1.6 metres in height between the building lines of the dwelling on the site. The dwelling to the north has gable windows at ground and first floor level facing towards the appeal site.
- 1.3. The site has a stated area of 0.108 hectares.

2.0 Proposed Development

- 2.1. The proposed development as received by the planning authority on the 13th March 2026 comprised of the following alterations and extensions to an existing dwelling.

(1) Single storey flat roof extensions to the side and rear and which extends northwards and eastwards of the existing dwelling incorporating a family, dining and kitchen area and also a home gym/games room. The side extension is indicated as a plant room and a single storey room indicated as an office is retained with a new window facing towards the northern boundary. This window will be approximately 3250mm from the boundary. The proposed extension has a maximum height to parapet level of 3750mm. The extension area also incorporates roof lights. The extension as its nearest distance is a metre from the party boundary to the north but it is angled away from the boundary. There are no windows on the elevation on the

games room/gym facing directly towards the party boundary. Windows are proposed on the west (front) and east (east) elevations of this room.

(2) A new front porch to be constructed in place of the existing porch,

(3) Elevational alterations to the rear including a new ground floor window and the removal of an existing sloped roof, to be replaced with a flat roof,

(4) Demolition of an existing side single storey extension, and

(5) All other associated site works.

(6) Permission is also sought for the retention of a side/west facing door opening at ground floor level on the western elevation facing towards the road and a modified side/east facing window openings at ground and first floor level on the eastern elevation facing primarily the rear garden area.

- 2.2. The existing dwelling has a stated area of 180.5 m² and the area of the proposed extension is stated 92.4 m². The area of existing floor space to be demolished is stated as 20.7m².

3.0 Planning Authority Decision

3.1. Decision

- 3.1.1. The decision of the Planning Authority was to grant planning permission subject to twelve conditions.

3.2. Planning Authority Reports

3.2.1. Planning Reports

The planning report dated the 5th May 2026 refers to the planning history in the area; to provisions of the current city development plan; submissions received noting a third party submission was received and an assessment of the proposed development.

The principle of the development was considered acceptable and in accordance with the zoning objective. The design was considered acceptable, no significant residential amenity issues arise as the proposed extension is single storied in

relation to separation distance and will not unduly impact on daylight, sunlight, outlook or privacy to the surrounding residents and adequate private open space is retained.

Permission was recommended.

3.3. Other submissions.

3.4. Internal submissions from drainage and environment indicate no objections.

3.4.1. A third party submission was received outlining concerns in relation to the proposed development in relation to scale, loss of light and being overbearing.

4.0 Planning History

4.1.1. There is no planning history in relation to the appeal site.

5.0 Policy and Context

5.1. Development Plan

5.1.1. The statutory development plan is the Cork County Development Plan 2022-2028.

5.1.2. Chapter 12 refers to Land Use Zoning Objectives, and the subject site is located within an area zoned ZO 01 Sustainable Residential Neighbourhoods with the objective to protect and provide for residential uses and amenities, local services and community, institutional, educational and civic uses.

Specific to this zoning;

Paragraph ZO 1.1 states that the provision and protection of residential uses and residential amenity is a central objective of this zoning.

Paragraph ZO 1.2 states that development in this zone should generally respect the character and scale of the neighbourhood in which it is situated.

5.1.3. Chapter 11 refers to Placemaking and Managing Development and in relation to New Residential Development section 11.66 refers to Placemaking and Quality Design and when assessing proposals for residential developments a broad range of issues will be assessed, including: design quality; site features and context;

residential density; building height and impacts on residential amenity of surrounding areas (e.g. overlooking, daylight, sunlight and overshadowing);

Section 11.67 refers to Design Quality and that it is an objective of Cork City Council to secure excellence in the design quality of all developments in the city, including residential developments.

In relation to Housing Quality and Standards associated objectives include;

Objective 11.3 Housing Quality and Standards

a. High quality functional design;

b. Housing quality: Qualitative aspects of development are key to ensuring successful sustainable housing. Table 11.10 sets out key qualitative aspects that should be addressed in the design of housing developments;

d. Daylight Sunlight and Overshadowing: The design of developments should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst, minimising overshadowing and maximising the useability of outdoor amenity space.

- 5.1.4. In relation to Separation, Overlooking and Overbearance section 11.100 refers to Privacy and overlooking are important for quality of life. Levels of privacy will gradually diminish as urban densities increase above 25 dph. This will be taken into account in assessing planning applications.
- 5.1.5. Section 11.104 refers to overbearance which in a planning context is the extent to which a development impacts upon the outlook of the main habitable room in a home or the garden, yard or private open space servicing a home. In established residential developments any significant changes to established context must be considered. Relocation or reduction in building bulk and height may be considered as measures to ameliorate overbearance.
- 5.1.6. Section 11.111 refers to private open space and Objective 11.5 in relation to Private Amenity Space for Houses indicates that Houses should provide a private garden / terrace, of adequate size and proportions for the size of house proposed. The private outdoor areas should allow space for outside dining and / or clothes drying, with reasonable circulation. Private open space for houses should aim to be at least 48 sqm. However, it may be acceptable to provide a smaller area where it can be

demonstrated that good quality, useable open space can be provided on site. The following factors will be material in assessing whether adequate space has been provided including the context of the development in relation to the size and layout of existing residential plots and the pattern of development; the orientation of the outdoor area in relation to the path of the sun and the degree to which enclosure and overlooking impact on the proposed new dwellings and any neighbouring dwellings.

- 5.1.7. In relation to the assessment of extensions and alterations to reference is made that development proposals will be assessed on the visual characteristics of the built form and related elements such as aspect and orientation, proportion, the balance of solid to void, the shapes and details of roofs, chimneys, windows and doors and the materials used. Roof forms should harmonise with and not clash with the city's traditional pitched roof forms. Layouts of buildings and spaces must be designed to ensure that areas are permeable, pleasant, legible and safe.

Specifically in relation to extensions to dwellings;

paragraph 11.141 refers to in order to ensure that existing homes are utilised by occupation Cork City Council supports the retention and adaptation of the existing housing stock to suit the evolving needs of society.

paragraph 11.142 that the design and layout of extensions to houses should have regard to the amenities of adjoining properties particularly as regards sunlight, daylight and privacy. The character and form of the existing building should be respected, and external finishes and window types should match the existing.

Paragraph 11.143 indicates that extensions should:

- Follow the pattern of the existing building as much as possible;
- Be constructed with similar finishes and similar windows to the existing building so that they would integrate with it;
- Roof form should be compatible with the existing roof form and character. Traditional pitched roofs will generally be appropriate when visible from the public road. Given the high rainfall in Cork the traditional ridged roof is likely to cause fewer maintenance problems in the future than flat ones. High quality monopitch and flat-roof solutions will be considered appropriate providing they are of a high standard and employ appropriate detailing and materials;

- Care should be taken to ensure that the extension does not overshadow windows, yards or gardens or have windows in flank walls which would reduce the privacy of adjoining properties.

5.2. Other Guidance

There are a number of technical guidance documents in relation to daylighting and sunlight including IS EN 17037:2018 – Daylight in Buildings; BR 209 2022 Site Layout Planning for Daylight and Sunlight (3rd Edition) and BR 209 (2011) – Site Layout Planning for Daylight and Sunlight, A Guide to Good Practice (Second Edition) and daylight and sunlight assessments which outline a range of metrics and methodologies to assess the level of impact and significance of impacts applying in relation to daylight and obstruction angle analysis on the quality of daylight within developments either new or existing.

5.3. Natural Heritage Designations

- 5.3.1. The subject site is not located within site designated as a Natura 2000 site or NHA/pNHA and a significant distance of the subject site from any designated site.

6.0 EIA Screening

- 6.1. The proposed development is not one to which Schedule 5 of the Planning and Development Regulations, 2001, as amended, applies and therefore, the requirement for submission of an EIAR and carrying out of an EIA may be set aside.

7.0 The Appeal

7.1. Grounds of Appeal

- 7.2. The appellant grounds of appeal in summary refers to;
 - The proposed development would give rise to unacceptable impacts in the appellant's neighbouring property in relation to overshadowing and loss of daylight,
 - The proposal will give rise to visual overbearing impacts.

- The proposal will give rise to increased noise and general disturbance from the games room adjacent to the site boundary.
- Concerns are expressed in relation to the proximity to the neighbouring property to the north, the existing kitchen of the property to the north directly faces the proposed new structure and the excessive height of the building relative to the site boundaries.
- Appendices are included which refer to shadow analysis demonstrating impact on the existing kitchen window of the appellant's dwelling and a marked deterioration in available daylight resulting in a substantial deterioration of residential amenity and there is also a photograph from the inside of the appellant's property towards the appeal site (Appendix C).
- The removal of a tree and the proposed structure will give rise to an overbearing impact in addition to the issues of loss of daylight and overshadowing.

7.3. First Party Response

7.3.1. The first party applicant response in relation to the grounds of appeal in summary refers to;

- Reference is made to the planner's report and the assessment in relation to residential amenity.
- The appellant's property received planning permission for a two storey extension in 2004 and the first party proposal is for a single storey extension.
- The garage was removed and the tree must be removed due its proximity to the dwelling irrespective of the proposed extension and the tree will be replaced in a different part of the site.
- The tree impacts on daylighting substantially higher than the proposed extension.
- There is no methodology submitted in relation to the daylighting diagrams or reference to BRE guidance in relation to daylighting and the planning report clearly felt the proposal is within acceptable parameters.

- The concerns in relation to noise are speculative, presumptive and based on assumptions regarding the future use of the dwelling as these dwellings are fully detached from one another.
- The photograph on appendix C is misleading.

7.4. Planning Authority Response

The planning authority has submitted no response in relation to the appeal.

8.0 Assessment

8.1. The main issues in this appeal are principle of the development and the grounds of appeal in particular the design of the proposed development and impacts on residential visual amenity. Issues relating Appropriate Assessment also needs to be considered. I am satisfied that no other substantive issues arise.

8.2. The principle of the development

8.2.1. The proposal as submitted is for alterations and extensions to an existing dwelling and the site is located within a residential area with a residential zoning. The proposed development is therefore acceptable in principle. The development plan outlines policies and guidance to be considered and adhered to in relation to extensions to dwellings, extensions in the roof area and general principles of design which are taken into account in assessing any proposals in this regard and whether the proposed development will not materially impact the residential amenities of properties in the vicinity which are raised in the grounds of appeal.

8.3. Grounds of appeal.

8.3.1. The appellant in the grounds raises issues in relation to the impact of the proposed development in relation to overshadowing and loss of daylight, overbearance and to increased noise and general disturbance from the games room adjacent to the site boundary.

8.3.2. Impact on residential amenity.

The proposal provides for a number of elements primarily single storey flat roof extensions to the side and rear, which is single storied and which extends

northwards of the existing dwelling incorporating a family, dining and kitchen area and also a home gym/games room to the side and rear and a side extension is indicated as a plant room and a single storey room indicated as an office is retained with a new window facing towards the northern boundary. The extension area also incorporates roof lights.

The party boundary with the property to the north is formed by a block wall approximately 1.6 metres in height between the front and rear building lines and the dwelling to the north has a ground floor window which looks directly into the appeal site comparatively close to the party boundary and the property to the north appears to be at a higher finished floor level.

In relation to overshadowing, the proposed extension has a maximum height to parapet level of 3750mm. In the grounds of appeal, it is contended that issues of overshadowing arise, and shadow projection diagrams are submitted to support this and that light to a kitchen window which faces the common boundary is impacted. Other than the diagrams, no other supporting material is submitted.

In relation to potential impact to overshadowing and daylighting given that the appellants property is to the north some level of impact is likely to occur in particular in the periods of the year with lower daylight hours and there is a window on the southern elevation of the appellants dwelling.

In terms of impact the extension area also incorporates roof lights. The extension as its nearest distance is a metre from the party boundary to the north but it is angled away from the boundary.

In relation to overshadowing as raised in the grounds of appeal in the appendices there is a shadow analysis demonstrating impact on the existing kitchen window of the appellant's dwelling and a marked deterioration in available daylight resulting in a substantial deterioration of residential amenity. In the response to the appeal, it is contended that there is no methodology submitted in relation to the daylighting diagrams or reference to BRE guidance in relation to daylighting and the planning report clearly felt the proposal is within acceptable parameters. In this regard I would note although drawings do indicate shadow projections arising from the proposed extension the methodology applied is not outlined and the level of impact is not quantified. As already stated, some level of impact given that the appellant's property

is north of the appeal site is likely to occur in particular during periods of the year with lower daylight hours but is also to be expected that some effect is likely to arise in a setting which is urban and the issue therefore is whether the level of impact is such as to adversely impact on the residential amenities of properties in a significant manner. In considering this the urban context and residential location are important to consider in addressing expectations in this regard given proximity of properties to party boundaries.

The proposed extension is single storied and is angled away from the boundary. I would conclude that the sun path analysis as outlined would indicate marginal impact in the summer period. There would be increased impact in the winter period, but this would largely occur currently with the existing dwelling and the single storey would not add in a significant manner to the current level. In overall terms having regard; to the 45° angle approach to domestic extensions, as set out in Section 2.0 Light from the sky (Section 2.2 Existing Buildings, Figures 17 and 18) of BR 209 2022 Site Layout Planning for Daylight and Sunlight (3rd Edition); the distance between the existing and proposed development, the alignment and relative orientation of the proposed extension in the context of the existing development and the height of the proposed extension and I do not consider that the proposed development would result in an undue adverse impact on the adjacent property by means of an unacceptable loss of available daylight and significant overshadowing to the existing gable ground floor window of the adjoining property.

I would note that the removal of the tree between the two properties adjoining the party boundary will reduce a current obstruction in relation to lighting.

In terms of overlooking the proposed extension will at its nearest point be approximately a metre from the boundary but this is a corner point owing to the orientation of the proposed extension and the main area is angled away from the boundary and no windows are proposed on the elevation directly facing the northern boundary. Windows are proposed on the west (front) and east (east) elevations of the games room/gym and no direct overlooking arises. I note that a window is proposed for an office which replaces a door approximately 3250mm from the boundary and which would directly look obliquely north eastwards towards the adjoining property which as already stated has a window which looks directly into the appeal site. I do not consider that this window adversely impacts on the adjoining

property's residential amenities given the orientation of both properties but a condition requiring the office window incorporates obscure glazing could be required by condition in a grant of planning permission.

In relation to the issue of overbearance raised in the grounds of appeal while I would note that the extension would be closer to the party boundary given existing 2-storey nature of the dwelling, the scale of the proposal, the height of the proposal and that it a minimum of a metres at one corner and increasing in distance away from the boundary given the orientation of the proposal I do not consider that issues of overbearance arise.

In relation to issues of noise and disturbance arising from the proposal for a games room/gym these uses when used solely as ancillary to the dwelling are acceptable. The appeal does not identify a particular basis for the concerns raised.

In general terms I would have no objection to the design and layout as proposed and the layout provides for ample levels of private amenity open space. The new front porch to be constructed in place of the existing porch, the proposed elevational alterations to the rear including a new ground floor window and the removal of an existing sloped roof, to be replaced with a flat roof and the demolition of an existing side single storey extension and the retention of a side/west facing door opening at ground floor level on the western elevation facing towards the road and a modified side/east facing window openings at ground and first floor level on the eastern elevation facing primarily the rear garden area are acceptable.

9.0 AA Screening

- 9.1. I have considered the proposal for the construction of an extension to an existing dwelling and all associated site works in light of the requirements S177U of the Planning and Development Act 2000 as amended. The subject site is located on an established residential site and within an established residential area.
- 9.2. The proposed development comprises in effect a relatively minor development as outlined in section 2 in the Inspectors report. Having considered the nature, scale and location of the project, I am satisfied that it can be eliminated from further assessment because there is no conceivable risk to any European Site. The reason

for this conclusion is as follows; the nature of the development, the distance to designated sites and the absence of pathway to these sites.

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

10.0 Water Framework

- 10.1. The subject site is not located immediate to a waterbody The development comprises minor construction works as referred to in section 2 of this report. No water deterioration concerns were raised in the planning appeal.

- 10.2. 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 and 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. The reason for this conclusion is as follows:

- Nature of works regarding the nature and scale of the development.
- The context of the surrounding area.
- Location and distance from nearest Water bodies and lack of hydrological connections.

Conclusion

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.

11.0 Recommendation

11.1. I recommend that permission be granted.

12.0 Reasons and Considerations

12.1. Having regard to the nature and scale of the proposed development and the pattern and character of development in the vicinity; and to the policies and provisions of the Cork City Development Plan 2022-2028, it is considered that, subject to compliance with the conditions set out below, the proposed development would not have a significant adverse effect and would not detract from the character of the area and would not seriously injure the amenities of adjacent residential properties. The proposed development would, therefore, be in accordance with the proper planning and sustainable development of the area.

13.0 Conditions

1.	The development shall be carried out and completed in accordance with the drawings and particulars as received by the Planning Authority on the 13th day of March 2026, except as may otherwise be required in order to comply with the following conditions. Where such conditions require points of detail to be agreed with the Planning Authority, these matters shall be the subject of written agreement and shall be implemented in accordance with the agreed particulars. Reason: In the interest of clarity
2.	The glazing on the office window shall be manufactured of opaque or frosted glass. Reason: In the interest of orderly development.
3.	The proposed games room/gym shall be used solely for a purpose incidental to the dwellinghouse. Reason: In the interest of orderly development
4.	Water supply and drainage requirements, including surface water collection

	and disposal, shall comply with the requirements of the planning authority for such works and services. Reason: In the interest of public health and to ensure a proper standard of development.
5.	External finishes in relation to the proposed development shall be submitted to and agreed with the planning authority prior to the commencement works on the site. Reason: In the interest of visual and residential amenity.
6.	Site development and building works shall be carried out only between the hours of 0800 to 1900 Mondays to Fridays inclusive, between 0800 to 1400 hours on Saturdays and not at all on Sundays and public holidays. Deviation from these times will only be allowed in exceptional circumstances where prior written approval has been received from the planning authority. Reason: In order to safeguard the residential amenities of property in the vicinity
7.	Prior to commencement of development, a Resource Waste Management Plan (RWMP) as set out in the EPA's Best Practice Guidelines for the Preparation of Resource and Waste Management Plans for Construction and Demolition Projects (2021) shall be prepared and submitted to the planning authority for written agreement. The RWMP shall include specific proposals as to how the RWMP will be measured and monitored for effectiveness. All records (including for waste and all resources) pursuant to the agreed RWMP shall be made available for inspection at the site office at all times. Reason: In the interest of reducing waste and encouraging recycling
8.	The developer shall pay to the planning authority a financial contribution in respect of public infrastructure and facilities benefiting development in the area of the planning authority that is provided or intended to be provided by or on behalf of the authority in accordance with the terms of the Development Contribution Scheme made under section 48 of the Planning

	and Development Act 2000, as amended. The contribution shall be paid prior to commencement of development or in such phased payments as the planning authority may facilitate and shall be subject to any applicable indexation provisions of the Scheme at the time of payment. Details of the application of the terms of the Scheme shall be agreed between the planning authority and the developer or, in default of such agreement, the matter shall be referred to An Bord Pleanála to determine the proper application of the terms of the Scheme. Reason: It is a requirement of the Planning and Development Act 2000, as amended, that a condition requiring a contribution in accordance with the Development Contribution Scheme made under section 48 of the Act be applied to the permission.
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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.

Derek Daly
Planning Inspector

16th September 2026

Form 1 - EIA Pre-Screening

Case Reference	PL-501447-26
Proposed Development Summary	Alterations and extensions to existing dwelling and retention of side/west facing door and side/east facing windows at ground level.
Development Address	Blarglaisse, Endsleigh Park, Douglas Road, Ballinlough, Cork.
1. Does the proposed development come within the	☐ , it is a 'Project'.. X No , No further action required.

definition of a 'project' for the purposes of EIA?	
2. Is the proposed development of a CLASS specified in <u>Part 1</u>, Schedule 5 of the Planning and Development Regulations 2001 (as amended)?	
☐ it is a Class specified in Part 1.	
☐	
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.	
No , the proposed development is of a Class and meets/exceeds the threshold.	
Yes , the proposed development is of a Class but is sub-threshold. Preliminary examination required. (Form 2)	
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: Derek Daly Date: 16th September 2026