

APPEALS BOARD

25 JUN 2025



ALAB

An Bord Achomhairc Um
Choadúnaí Dobharshaothraithe
Aquaculture Licences Appeals Board

Notice of Appeal Under Section 40 of Fisheries (Amendment) Act 1997 (No.23)

RECEIVED

APPEAL FORM

Please note that in accordance with Section 40(2) of the 1997 Act this form will only be accepted if delivered by **REGISTERED POST** or by hand to the ALAB offices at the following address: **Aquaculture Licences Appeals Board, Kilminchy Court, Dublin Road, Portlaoise, Co. Laois, R32 DTW5**

Name of Appellant (Block Letters)

CAROLANNE CROSBIE

Address of Appellant

Eircode

Phone No.

Email address (enter below)

Mobile No.

Please note if there is any change to the details given above, the onus is on the appellant to ensure that ALAB is notified accordingly.

FEES

Fees must be received by the closing date for receipt of appeals

Amount

Tick

An appeal by an applicant for a licence against a decision by the Minister in respect of that application

€380

An appeal by the holder of a licence against the revocation or amendment of that licence by the Minister

€380

An appeal by any other individual or organisation

€150



Request for an Oral Hearing* (fee payable in addition to appeal fee)

*In the event that the Board decides not to hold an Oral Hearing the fee will not be refunded

€75



Fees can be paid by way of Cheque or Electronic Funds Transfer

Cheques are payable to the Aquaculture Licences Appeals Board in accordance with the Aquaculture Licensing Appeals (Fees) Regulations, 2021 (S.I. No. 771 of 2021)

Electronic Funds Transfer Details

IBAN:
IE89AIBK93104704051067

BIC: AIBKIE2D

Please note the following:

1. Failure to submit the appropriate fee with your appeal will result in your appeal being deemed invalid.
2. Payment of the correct fees must be received on or before the closing date for receipt of appeals, otherwise the appeal will not be accepted.
3. The appropriate fee (or a request for an oral hearing) must be submitted against each determination being appealed.



RL 0156 0137 21E

An Bord Achomhairc Um Choadúnaí Dobharshaothraithe | Aquaculture Licences Appeals Board

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**ALAB**

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Cheadúnais Dobharshaothraithe
Aquaculture Licences Appeals Board

CONFIRMATION NOTICE ON EIA PORTAL (if required)

In accordance with Section 41(1) f of the Fisheries (Amendment) Act 1997, where an Environmental Impact Assessment (EIA) is required for the project in question, please provide a copy of the confirmation notice, or other evidence (such as the Portal ID Number) that the proposed aquaculture the subject of this appeal is included on the portal established under Section 172A of the Planning and Development Act 2000. (See Explanatory Note at Appendix 2 below for further information).

Please tick the relevant box below:

EIA Portal Confirmation Notice is enclosed with this Notice of Appeal		
Other evidence of Project's inclusion on EIA Portal is enclosed or set out below (such as the Portal ID Number)		
An EIA was not completed in the Application stage/the Project does not appear on the EIA Portal		✓
Details of other evidence		
Signed by the Appellant	Date	19/6/2025
Please note that this form will only be accepted by REGISTERED POST or handed in to the ALAB offices		
Payment of fees must be received on or before the closing date for receipt of appeals, otherwise the appeal will be deemed invalid.		

This Notice of Appeal should be completed under each heading, including all the documents, particulars, or information as specified in the notice and duly signed by the appellant, and may include such additional documents, particulars, or information relating to the appeal as the appellant considers necessary or appropriate."

DATA PROTECTION – the data collected for this purpose will be held by ALAB only as long as there is a business need to do so and may include publication on the ALAB website

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An Bord Achomhairc Um
Cheadunais Dobharshaothraithe
Aquaculture Licences Appeals Board

The Legislation governing the appeals is set out at Appendix 1 below.

SUBJECT MATTER OF THE APPEAL

THE Decision to GRANT an aquaculture licence to Woodstown Bay Shellfish LTO for bottom-culture mussel farming on a 23.1626-hectare site in Kinsale Harbour, Co. Cork.

Site Reference Number: -
(as allocated by the Department of Agriculture, Food, and the Marine)

T05-472A

APPELLANT'S PARTICULAR INTEREST

Briefly outline your particular interest in the outcome of the appeal:

The farm impacts us by causing considerable disruption to leisure activities undertaken by the whole family. These activities, include swimming and kayaking, are performed in the general vicinity of the proposed mussel farm on an almost daily basis. The proposed mussel farm would represent a disruption to the value of the benefits of living in Kinsale, both for the current generation and for our kids. Consequently the mussel farm would depreciate the value of the public amenities available to us and the people of Kinsale. This holds particular weight given the fact we chose to live in the town, in large part, because of its unique bay + beach access.

GROUND(S) OF APPEAL

State in full the grounds of appeal and the reasons, considerations, and arguments on which they are based) (if necessary, on additional page(s)):

See enclosed letter

RE: Appeal of Aquaculture Licence Decision (T05-472A), Kinsale Harbour, Co. Cork – Woodstown Bay Shellfish Ltd

Dear Appeals Officer,

I am writing to formally appeal the decision to grant an aquaculture licence to Woodstown Bay Shellfish Limited for bottom-culture mussel farming on a 23.1626-hectare site (T05-472A) in Kinsale Harbour, Co. Cork. While I acknowledge the Minister's consideration of relevant legislation and submissions received, I contend that the decision overlooks several material concerns that warrant further scrutiny.

Preamble

In advance of the appeals below please add your specific group and why the proposed mussel farm impact you.

How the farm impacts us

The farm impacts us, in a general sense, by causing considerable disruption to leisure activities undertaken by the whole family. These activities, including swimming and kayaking, are performed in the general vicinity of the proposed mussel farm on an almost daily basis. The proposed mussel farm would represent a disruption to the value of the benefits of living in Kinsale, both for the current generation and for our kids. Consequently, the mussel farm would depreciate the value of the public amenities available to us and the people of Kinsale. This holds particular weight given the fact we chose to live in the town, in large part, because of its unique bay and harbour access.

Grounds for Appeal

1. Inadequate Environmental Assessment

Although the determination claims "no significant impacts on the marine environment", no independent environmental study is cited to support this assertion. The potential for biodiversity disruption, water quality deterioration, and seabed sediment alteration requires rigorous scientific investigation. Furthermore, cumulative impacts from existing and future aquaculture operations in the harbour have not been sufficiently assessed, undermining the sustainability of the marine environment.

2. Public Access and Recreational Use

Large-scale aquaculture developments can restrict navigation, impact traditional fishing routes, and interfere with recreational activities. It remains unclear how public access will be preserved, or whether local stakeholders such as water sports users and tourism operators were adequately consulted in the licensing process.

3. Economic Risk to Existing Local Industries

While the application anticipates economic benefit, there is no record of a Social Impact Assessment being undertaken. On what grounds does the applicant make the assumption of economic benefit. In its application it sites the employment of a further 6 people at its plant in Waterford, The determination does not consider the potential negative impact on established sectors such as tourism and traditional fisheries. A full Social Impact Assessment should be

the potential effect of dredging on otter holts should be undertaken. The failure to conduct a baseline ecological survey is a serious omission that contravenes the precautionary principle set out in EU environmental legislation.

5. Navigational and Operational Safety Overlooked

Under the Fisheries (Amendment) Act 1997, the Minister must consider the implications of aquaculture operations on navigation and the rights of other marine users. No anchor zones and exclusion zones will prohibit existing fishing and recreational activities

6. Fouling of Raw Water Intakes – A Known Hazard

Mussel larvae (veligers) can infiltrate and colonise raw water intake systems in leisure and commercial vessels, particularly those moored long-term or infrequently used. Resulting blockages may lead to engine overheating and failure. This risk has not been acknowledged in the licence determination. The consequences may extend to increased RNLI call-outs, raising public safety and resourcing concerns. No evidence is provided that the Harbour Master, RNLI, boat owners or marina operators were consulted, nor are any mitigation measures (e.g. buffer zones or monitoring protocols) described. This constitutes a serious procedural deficiency. A **Marine Navigation Impact Assessment** is required to address this omission. This concern was explicitly raised in the submission by the Kinsale Chamber of Tourism and Business.

7. Unreasonable Delay in Determination

The original application was submitted in December 2018. A decision was not issued until May 2025—more than six years later. Such an extended delay is at odds with the intent of the Fisheries (Amendment) Act 1997, which mandates that decisions be made as soon as reasonably practicable. This delay risks relying on outdated environmental data and fails to reflect current stakeholder conditions. It raises legitimate concerns regarding the procedural fairness and validity of the decision.

8. Failure to Assess Impact on National Monument and Submerged Archaeological Heritage

The proposed mussel farm site lies directly off James Fort, a protected National Monument (NIAH Ref: 20911215), and adjacent to the remains of the blockhouse guarding the estuary. This area is of significant historical and military importance, with likely submerged archaeological material including maritime infrastructure and possibly shipwrecks. The application fails to include any underwater archaeological assessment or consultation with the National Monuments Service or Underwater Archaeology Unit (UAU) of the Department of Housing, Local Government and Heritage. This represents a serious procedural omission. Dredging associated with bottom-culture mussel farming carries a high risk of disturbing or destroying archaeological material in situ. The failure to survey or evaluate these risks contradicts national heritage legislation and violates the precautionary approach enshrined in European environmental directives. We respectfully request that the licence be suspended until a full archaeological impact assessment is carried out, including seabed survey and review by qualified maritime archaeologists in consultation with the UAU

9. Absence of Site-Specific Environmental Impact Assessment (EIA) and Discovery of Protected Seagrass Habitat

No Environmental Impact Assessment (EIA) appears to have been carried out for the proposed aquaculture site, despite its sensitive ecological characteristics and proximity to

protected areas. Under national and EU law, the Department of Agriculture, Food and the Marine (DAFM) is obliged to screen aquaculture applications for significant environmental effects. Where such risks exist—particularly in or near Natura 2000 sites or protected habitats—a full EIA may be legally required.

Since the initial licence application in 2018, new environmental data has come to light. Research led by Dr Robert Wilkes (University College Cork) national seagrass mapping work—which includes all major Irish coastal zones—strongly suggests that Kinsale Harbour may host these priority habitats, highlighting the need for a site-specific ecological survey. Seagrass is a priority habitat protected under the EU Habitats Directive due to its high biodiversity value, role in carbon sequestration, and function as a critical nursery habitat for fish and invertebrates. The mere presence of seagrass requires formal ecological assessment under EU law before any disruptive marine activity—particularly dredging—can be licensed.

The current licence determination fails to acknowledge this discovery or to conduct any updated ecological survey. It instead relies on environmental data now over six years old. This is procedurally and scientifically unacceptable. An up-to-date, site-specific environmental impact assessment is necessary to ensure compliance with legal requirements and to safeguard a now-confirmed protected habitat.

10. Legal Protection of Marine Life in Undesignated Sites under the Habitats Directive

The presence of sensitive and protected marine life—such as *Zostera marina*, Otters and cetacean species—in or near the proposed licence site invokes strict legal protections under EU law, even if the site itself is not formally designated as a Natura 2000 area. *Zostera marina* is listed as a protected habitat under Annex I of the Habitats Directive, and all cetaceans (including dolphins and porpoises) and Otters are protected under Annex IV.

Article 12 of the Habitats Directive prohibits any deliberate disturbance or habitat degradation of these species across their entire natural range. The bottom-culture mussel farming method proposed—including dredging and vessel activity—presents a clear risk of disturbing these habitats and species. EU law requires that any plan or project likely to have a significant effect on a protected species or habitat must undergo prior ecological assessment. No such assessment appears to have been undertaken in this case.

This failure breaches the precautionary principle and undermines Ireland's obligations under the Habitats Directive and related environmental directives. A full reassessment of the licence decision is required to avoid legal non-compliance and ecological harm.

11. Public Health Concerns.

The proximity of the mussel farm to wastewater treatment plants both at The Bulman, summer Cove Kinsale, and at Castle Park, Kinsale raises serious concerns under EU water quality directives. The risk of contamination and its implications for shellfish safety and public health have not been sufficiently evaluated.

12. Displacement of Traditional Fisheries

The proposed site would exclude local fishermen using crab pots and other static gear from a 23-hectare fishing ground traditionally accessed by licensed fishers. This has not been acknowledged in the licence, despite the Harbourmaster requiring that the area be designated as a “no pots/fishing” zone. Displacement of static gear fisheries without consultation or

provision of compensatory access undermines traditional livelihoods and may be challengeable under EU Common Fisheries Policy obligations. A Marine Resource User Impact Statement should have been undertaken.

13. Absence of Operating Agreement with Port Authority

Cork County Council, as Port Authority for Kinsale Harbour has confirmed that no Operating Agreement was received from the applicant. Vessel activity, dredging schedule, licensing, and safety protocols were not submitted to the Harbour Master. Without this, no risk assessment on shipping interference, beaching protocols, or berthing pressure was possible. Granting a licence in the absence of this data is premature and procedurally deficient.

14. Sedimentation and Navigation Hazards

Cork County Council noted a mid-channel bar to the east of the proposed site—a known shallow point that already restricts navigation. Mussel dredging and biodeposit accumulation risk increasing sedimentation, further narrowing this access route. Annual bathymetric surveys were recommended by CCC but are not mandated in the current licence. This omission creates navigational hazards in a high-use recreational harbour.

15. Misstatement Regarding Shellfish Waters Designation

The application states that the site lies within Designated Shellfish Waters; this is factually incorrect. Cork County Council and the Kinsale Chamber of Tourism and Business have shown that the designated area is upriver. This misstatement undermines the reliability of the application and affects regulatory compliance with the Shellfish Waters Directive. The error should trigger re-evaluation of public health monitoring requirements and water quality impact.

16. Intensive Fish Farming

In the European Commission's (EC) "Interpretation of definitions of project categories of annex I and II of the EIA Directive" (http://ec.europa.eu/environment/eia/pdf/cover_2015_en.pdf), the Commission provides clarity around what activities it (and other Member States) consider as constituting "Intensive Fish Farming" and therefore requiring a submission/report on "the likely significant impacts on the environment" (Environmental Impact Assessment) before the Minister can issue his/her decision.

The EC clarifies in their published guidance document (see link above) that there is no legal definition set down as to what constitutes "Intensive Farming" in Aquaculture. In the absence of such definition the EC provides guidance around the received wisdom based on the experience/common practices of other Member States in this area.

It states that there are various threshold measurements used by individual member states in determining whether an aquaculture enterprise should be considered "intensive". These have been found to be based: -

- on area (>5 hectares)
- on total fish output (<100 tonnes/annum)
- on output per hectare and/or

- on feed consumption

All of the above have been used as separate methodologies for determining whether a proposed aquaculture enterprise can be considered “intensive fish farming” for the purposes of the Directive. It is clear that the scale of the present Application far exceeds at least 3 of the stated minimum guidelines referred to above in determining whether the proposed development can be considered “intensive”: -

The Application purports to cover 25 hectares of Kinsale Harbour - 5 times the 5-hectare limit used by other member states in terms of determining whether an EIA is required.

The Application purports to have an annual output of 200 tonnes - double the 100-tonne minimum limit implemented by other member states in terms of determining whether an EIA is required.

The Application indicates an annual output of 8 metric tonnes per hectare. However, the application is silent on whether the Applicant itself considers the enterprise to be intensive or otherwise. In the absence of such clarification (despite the Application process requiring such information (per Section 2.2 Question (ix) of the Application form) it is not unreasonable (extrapolating from the declared harvest tonnage/hectare) to interpret the anticipated level of farming as being “intensive” and therefore requiring an EIA submission.

17. Invalid Risk Assessment for Annex IV Species

The Risk Assessment for Annex IV Species is factually flawed. It assesses the impact of intertidal oyster trestles, describing structures “rising to approximately 1m above the seabed.” However, the current licence application is for subtidal, bottom-culture mussel farming involving dredging, not intertidal oyster farming. This makes the risk assessment irrelevant to the proposed development. The ecological risks to Annex IV species such as the otter, known to be present in the Kinsale area, have not been appropriately considered. Dredging poses materially different and potentially severe impacts on otter holts and aquatic habitats, which have not been assessed.

Amongst other species, the Otter is listed as an Annex IV protected species present in Irish waters and in the Kinsale area and therefore is considered for further investigation in the **Risk Assessment for Annex IV Species** <https://assets.gov.ie/static/documents/risk-assessment-for-annex-iv-species-extensive-aquaculture-kinsale-harbour-co-cork.pdf>

There is an error/inaccurate information in this document as set out below:

"The main impacts associated with the proposed projects on otter are related to: Obstruction (intertidal) - The trestles and activities associated with this form of oyster culture structures are positioned on, and rising to approximately 1m above, the intertidal seabed. They are oriented in rows with gaps between structures, thus allowing free movement through and within the sites. The structures are placed on the lower-shore, in the intertidal area, which is covered by water for most of the tide. They will not interfere with the natural behaviour of the otter."

The licence Application is for a *sub-tidal, bottom dredged mussel farm* <https://assets.gov.ie/static/documents/t05-472a-woodstown-bay-shellfish-ltd-application-form-maps-and-drawings.pdf> (page 6), ; and the **risk assessment for Annex IV protected species** <https://assets.gov.ie/static/documents/risk-assessment-for-annex-iv-species-extensive-aquaculture-kinsale-harbour-co-cork.pdf>

assets.gov.ie/static/documents/risk-assessment-for-annex-iv-species-extensive-aquaculture-kinsale-harbour-co-cork.pdf lists *trestles and activities associated with 'this form of oyster culture structures'* (page 8) and in quotes above.

This deems that the Risk Assessment for Annex IV protected species null and void as it is assessing the potential effects of oyster trestles on the Annex IV listed Otter and does not address the potentially catastrophic effect of dredging on the biodiversity and specifically that of the other in the surrounding area.

18. Misleading Information in Appropriate Assessment Screening

The Appropriate Assessment Screening for Aquaculture Activities in Kinsale Harbour contains inaccurate information regarding transportation and site access. It states that aquaculture products will be transported by lorry using the national road network, with no effect on Natura 2000 sites. However, the proposed access point is via Dock Beach, which has no infrastructure to support such vehicle access. Use of heavy vehicles here would likely damage the natural beach environment and public amenity. If this transportation information was included in error, the assessment is invalid. If correct, then neither Environmental nor Social Impact Assessments have been carried out for what amounts to a significant infrastructure intervention.

In the **Appropriate Assessment Screening for Aquaculture activities Kinsale Harbour County Cork** <https://assets.gov.ie/static/documents/05e8b5ec-appropriate-assessment-screening-for-aquaculture-activities-in-kinsale-harbour.pdf> it states (page 4)

"Transportation requirements: Access routes to the aquaculture sites do not spatially overlap with any of the adjacent Natura 2000 sites. The produced aquaculture products are **transported offsite by lorry using the existing national road network** with no impact on the adjoining Natura 2000 sites"

Although this statement is made in the context of potential impact on Natura 2000 sites, it is clear that there is no infrastructure at the Dock Beach to support lorries. Any use of lorries would completely destroy the natural access to the beach which would necessitate a Social and Economic Impact Assessment as well as an Environmental Impact Assessment of the surrounding area in preparation for the access requirements of lorries onto the Dock Beach. An alternative explanation is that this information is included in the documentation in error - which would deem the assessment null and void and therefore the licence awarded.

19. Omission of Impact on Salmonid Species

The licence application and supporting assessments fail to consider the potential impact on Atlantic salmon and sea trout, which migrate through the Bandon River estuary. These species are highly sensitive to water quality, sediment disturbance, and underwater noise, particularly from dredging activities. This omission undermines compliance with the EU Habitats Directive and the Water Framework Directive, and no mitigation measures are proposed to safeguard these protected migratory fish populations.

Request for Review

Due to a number of serious errors and omissions in the application and supporting assessments, the basis for the award of this aquaculture licence is undermined and invalidated. We respectfully request that the Aquaculture Licence Appeals Board recommend

to the Minister that the licence be rescinded.

Before any revised application is considered, we request the following:

- A full Environmental Impact Assessment (EIA), including benthic and pelagic impacts, migratory fish studies, and updated seagrass mapping
- A cost-benefit analysis of the proposed aquaculture activity, including long-term socio-economic effects
- A Social Impact Assessment covering tourism, fisheries, public amenity and community health
- A Marine Navigation Risk Assessment in consultation with the RNLI, the Harbour Master, and local marina operators
- An Archaeological and Cultural Heritage Impact Assessment including seabed survey
- A site-specific survey of otter and salmon populations and habitat
- A cumulative impact assessment that considers existing and proposed aquaculture activity in the harbour
- A public consultation plan with documented engagement of all relevant stakeholders
- A legal compliance review to ensure adherence to the Habitats Directive, Birds Directive, and EIA Directive
- A full infrastructure and access management plan if access via Dock Beach is proposed

These actions are essential to ensure any future proposal aligns with the principles of environmental protection, legal compliance, and sustainable development in Kinsale Harbour.

Yours sincerely,

Carolanne Crosbie