



Inspector's Report

PL-500635-DN-26

Development	Retention of two arrowheads that are painted onto the front façade, a roller shutter and a retractable awning attached to the shop front and all associated site works.
Location	147, Parnell Street, Dublin 1
Planning Authority	Dublin City Council North
Planning Authority Reg. Ref.	3431/25
Applicant(s)	Thibault Peigne
Type of Application	Retention
Planning Authority Decision	Grant Retention with Conditions
Type of Appeal	First Party Normal Planning Appeal Vs Condition No 2
Appellant(s)	Thibault Peigne
Observer(s)	None
Date of Site Inspection	13 th March 2026
Inspector	Mary Crowley

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1.0 Site Location and Description

- 1.1. The appeal site comprises No. 147 Parnell Street, an existing three-storey terrace building, with retail on ground floor located on the northern side of Parnell Street. The ground floor is currently in use as a bakery.
- 1.2. I refer to the photos available to view throughout the file. Together with a set of photographs of the site and its environs taken during the course of my site inspection serve to describe the site and location in further detail.

2.0 Proposed Development

- 2.1. Planning permission is sought for the retention of the following:
 - (i) the retention of two arrowheads that are painted onto the front façade between the two windows at the first-floor level,
 - (ii) a roller shutter and
 - (iii) a retractable awning attached to the shop front façade of No. 147 Parnell Street, Dublin 1, DO1 V4A8.
- 2.2. It is stated that a separate licensing application is being submitted for one A1-size Ad Board (pavement sign) to be placed on the public footpath abutting the property No. 147 Parnell Street.
 - 2.2.1. The application was accompanied by letter of permission from the owner of the building to make a planning application.

3.0 Planning Authority Decision

3.1. Decision

- 3.1.1. Dublin City Council (DCC) issued a notification of decision to grant permission subject to 4 no conditions. Condition No 2 is relevant in this appeal as follows:

2	The existing roller shutter and its shutter box shall be omitted from the development. The Applicant to submit an alternative security proposal for the shopfront which may include the siting of shutters internally or the use
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	<p>of toughened glass, details of which to be submitted for written agreement by the Planning Authority.</p> <p>Reason: In the interests of orderly development and the visual amenities of the Architectural Conservation Area.</p>
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3.2. Planning Authority Reports

3.2.1. Planning Reports

3.2.2. The **Case Planner** having considered the proposed scheme recommended that permission be granted subject to 4 no conditions. The notification of decision to grant permission issued by DCC reflects this recommendation.

3.2.3. Other Technical Reports

- **Transportation Planning Division** - No concern with the proposed roller shutter as it does not impact the public footpath and does not cause any obstructions to pedestrian movement. Concern raised in relation to the awning. Recommended that a condition be attached requiring that the retractable awning shall not extend more than 0.7 metres.
- **Engineering Department Drainage Division** – No objection to this development, subject to drainage condition as set out in their report.

3.2.4. **Transport Infrastructure Ireland** – The proposed development falls within an area set out in a Section 49 Levy scheme for Light Rail. The Section 49 scheme lists several exemptions where the levy does not apply.

3.3. Third Party Observations

3.3.1. None.

4.0 Planning History

4.1. There is no evidence of any previous appeal on this site. I note from the Case Planner Report that there was a previous planning application on this site that may be summarised as follows:

Reg Ref 2610/13 - Planning permission was granted for change of use of an existing retail unit to use as a restaurant and delicatessen, also to include ancillary take away and retail use, the development will include provision of a new shop front and signage, and all associated site works at ground floor level.

- 4.2. It is noted from the Case Planners report that there is Relevant Enforcement History E0139/25 Building in relation to works ongoing without the benefit of planning permission Status: Live

5.0 Policy Context

5.1. Development Plan

- 5.2. The operative plan for the area is the **Dublin City Development Plan 2022 – 2028**. The appeal site is located on lands zoned Z4 Key Urban Villages and Urban Villages where the objective '*To provide for and improve mixed-services facilities*'.

- 5.3. Relevant Policies, Objectives and Standards as set out in the Dublin City Development Plan 2022 – 2028 include:

- Chapter 4 Shape and Structure of the City
- Chapter 7 The City Centre, Urban Villages and Retail
- Chapter 15 'Development Standards'
- Appendix 17: Signage Shopfront Design Guide, DCC, 2001

- 5.4. **Policy BHA7 Architectural Conservation Areas** - It is the Policy of Dublin City Council:

(a) To protect the special interest and character of all areas which have been designated as an Architectural Conservation Area (ACA). Development within or affecting an ACA must contribute positively to its character and distinctiveness, and take opportunities to protect and enhance the character and appearance of the area, and its setting, wherever possible. Development shall not harm buildings, spaces, original street patterns, archaeological sites, historic boundaries or features, which contribute positively to the ACA. Please refer to Appendix 6 for a full list of ACAs in Dublin City.

(b) Ensure that all development proposals within an ACA contribute positively to the character and distinctiveness of the area and have full regard to the guidance set out in the Character Appraisals and Framework for each ACA.

(c) Ensure that any new development or alteration of a building within an ACA, or immediately adjoining an ACA, is complementary and/or sympathetic to their context, sensitively designed and appropriate in terms of scale, height, mass, density, building lines and materials, and that it protects and enhances the ACA. Contemporary design which is in harmony with the area will be encouraged.

(d) Seek the retention of all features that contribute to the character of an ACA including boundary walls, railings, soft landscaping, traditional paving and street furniture.

(e) Promote sensitive hard and soft landscaping works that contribute to the character and quality of the ACA.

(f) Promote best conservation practice and encourage the use of appropriately qualified professional advisors, tradesmen and craftsmen, with recognised conservation expertise, for works to buildings of historic significance within ACAs.

All trees which contribute to the character and appearance of an Architectural Conservation Area, in the public realm, will be safeguarded, except where the tree is a threat to public safety, prevents universal access, or requires removal to protect other specimens from disease.

5.5. **Architectural Heritage Protection Guidelines for Planning Authorities (2011).**

- **Chapter 12 Shopfronts** sets out general principles in terms of best practice and considerations when assessing development proposals for historic shopfronts and new shopfronts within architectural conservation areas. Section 12.5.1 specifically deals with external roller shutters noting '*external steel roller shutters are generally not suitable for use either on historic shopfronts or on the fronts of buildings within an ACA*'.

5.6. **Natural Heritage Designations**

- 5.6.1. The appeal site is not located in or immediately adjacent to a European Site.

6.0 EIA Screening

6.1. The proposed development is not a class for the purposes of EIA as per the classes of development set out in Schedule 5 of the Planning and Development Regulations 2001, as amended (or Part V of the 1994 Roads Regulations). No mandatory requirement for EIA therefore arises and there is also no requirement for a screening determination. Refer to Form 1 in Appendix 1 of report.

7.0 The Appeal

7.1. Grounds of Appeal

- 7.1.1. The first-party appeal is against Condition No 2 only, and which requires the omission of the existing roller shutter and shutter box and the submission of an alternative security proposal. The full wording of this condition is set out in Section 3.1 of this report above.
- 7.1.2. The sole issue for determination by An Coimisiun Pleanála is whether the retention of a long-established external roller shutter and shutter box at this premises causes material harm to the character or visual amenities of the Architectural Conservation Area (ACA), such as to justify its outright omission. The appellant submits that it does not, and that Condition 2 is therefore disproportionate, particularly in a retention context.
- 7.1.3. The appellant acknowledges Dublin City Council's shopfront standards, which generally discourage the installation of external roller shutters and prefer internal security measures or enhanced glazing. However, those standards are primarily directed at new development and new installations. This appeal concerns the retention of a discreet, long-established element.
- 7.1.4. The immediate streetscape along this section of Parnell Street contains numerous commercial premises with external roller shutters and shutter housings. Photographs and a location plan identifying these premises are submitted with this appeal.
- 7.1.5. The premises forms part of a block that was significantly affected during the public disorder events of November 2024, when adjoining buildings were attacked and widespread damage occurred. The need for robust security is therefore a legitimate

and material consideration in assessing this appeal. While internal shutters and enhanced glazing are often preferred in principle, the planning response must remain reasonable and proportionate in light of local conditions and the established nature of the development.

- 7.1.6. Without prejudice to the foregoing, should An Coimisiun Pleanála consider it appropriate to retain a condition regulating shopfront security, the appellant respectfully requests that Condition 2 be amended as follows (or in similar terms):

The existing external roller shutter and shutter box shall be retained as shown on the plans, particulars and specifications lodged with the application. The shutter box shall remain flush-aligned with the shopfront fascia and finished in a colour and material to match the shopfront.

No additional signage, illumination, advertising, projecting elements or attachments (including any that may otherwise constitute exempted development) shall be erected on, affixed to, or integrated with the shutter or shutter box, unless authorised by a further grant of planning permission.

Reason: In the interests of orderly development and the visual amenities of the Architectural Conservation Area."

- 7.1.7. This amended condition would fully address the stated Reason for Condition 2 while avoiding unnecessary and disproportionate intervention in a long-established shopfront element within the ACA.
- 7.1.8. Conclusion - The shutter box is discrete, tidy and integrated into the façade treatment and the retention of same does not prejudice orderly development nor detract from the visual amenities or character of the Architectural Conservation Area.
- 7.1.9. The appeal was accompanied by a Façade Survey of External Shutters in the immediate area of the appeal site and as a long-established shopfront element.

7.2. Applicant Response

- 7.2.1. None.

7.3. Planning Authority Response

- 7.3.1. None

7.4. Observations

7.4.1. None.

7.5. Further Responses

7.5.1. **Development Applications Unit (DAU), Department of Housing, Local Government and Heritage** in their submission to the Coimisiún set out the following as summarised:

- The negative impact arising from the application of external roller shutters to historic shopfronts and fronts within architectural conservation areas is reiterated throughout both the planning authority's own development plan policies, objectives and guidance documents as well as within the relevant Ministerial Guidelines.
- It is considered that the planning authority's recommendation to facilitate the retention of the roller shutters and seek a more appropriate design response, which may include internal roller shutters is in accordance with proper planning.
- The facade survey submitted further demonstrates the negative visual impact the proliferation of such security features has on historic streetscapes.
- Noted that there are no details provided as to whether the examples cited are authorised by way of planning permission and/or if said planning permission predates the introduction of the architectural conservation area.
- **Recommendation** - The Department concurs with the planning authority's decision and recommends that Condition No 2 of this grant of permission is retained.

8.0 Assessment

8.1. Further to my examination of the planning file and the grounds of appeal that relate to one condition only i.e. Condition No. 2 of the notification of decision of the planning authority to grant permission, and having assessed the documentation and submissions on file, I consider it is appropriate that the appeal should be confined to this single condition. Accordingly, I am satisfied that the determination by the Coimisiún of this application as if it had made to it in the first instance would not be

warranted and that it would be appropriate to use the provisions of Section 139 of the 2000 Act (as amended) in this case.

- 8.2. The works to be retained include the retention of a roller shutter located externally and the shutter box located above the front entrance and window of the shopfront. As set out in Section 3.1 Decision above Condition No 2 states as follows:

2	<p>The existing roller shutter and its shutter box shall be omitted from the development. The Applicant to submit an alternative security proposal for the shopfront which may include the siting of shutters internally or the use of toughened glass, details of which to be submitted for written agreement by the Planning Authority.</p> <p>Reason: In the interests of orderly development and the visual amenities of the Architectural Conservation Area.</p>
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- 8.3. As pointed out by the Development Applications Unit (DAU), Department of Housing, Local Government and Heritage the negative impact arising from the application of external roller shutters to historic shopfronts and fronts within Architectural Conservation Areas is reiterated throughout both the Dublin City Development Plan 2022 – 2028 as well as within the relevant Ministerial Guidelines. The following are of particular relevance in assessing the proposed scheme:

- Architectural Conservation Areas Policy: BHA7 (a-f)
- North Great George’s Street & Environs – Architectural Conservation Area Character Appraisal and Policy Framework. Section 10.14 Policy Guidance – Shopfronts
- Shopfront Design Guide (2001, Dublin City Corporation)
- Architectural Heritage Protection Guidelines for Planning Authorities (2011)

- 8.4. The appeal site is within North Great George’s Street Architectural Conservation Area (ACA). ACAs are designated in recognition of their special interest or unique historic and architectural character, and important contribution to the heritage of the city. The protected status afforded by inclusion in an ACA only applies to the exterior of structures and features of the streetscape. Policy BHA7 Architectural Conservation Areas seeks to ensure that development within or affecting an ACA contributes

positively to its character and distinctiveness and that any new development or alteration of a building within an ACA is complementary and/or sympathetic to their context.

- 8.5. According to DCC Shopfront Design Guide *'the external fitting of roller shutters where the casing box projects beyond the line of the shopfront is unacceptable in all areas of the city'*. I further note that Section 10.14.4 of the North Great George's Street ACA document states the following:

'Roller Shutters are considered inappropriate. The siting of shutters internally or the use of toughened glass are more acceptable alternatives to securing a structure'.

- 8.6. The appellant acknowledges Dublin City Council's shopfront standards, which generally discourage the installation of external roller shutters and prefer internal security measures or enhanced glazing. It is submitted that these standards are primarily directed at new development and new installations and that this appeal concerns the retention of a discreet, long-established element. To this end the applicant submits that the external roller shutter and shutter box have been in place at this premises for many decades, dating back at least to the 1970s-1980s, as evidenced by the historic photographs submitted with this appeal. The applicant has also submitted a Façade Survey of External Shutters in the immediate area of the appeal site demonstrating this is a long-established shopfront element at this location.
- 8.7. Having viewed Google Earth it is indeed evident that a roller shutter was in use at this premises in June 2009. However, it is also evident that between June 2009 and June 2014 the ground floor commercial use changed and that there was no roller shutter in use from June 2014 to October 2024. The existing roller shutter and shutter box to be retained is a more recent addition, and I do not consider it appropriate that the historic or "long established" use of same can be relied upon in this case.
- 8.8. In relation to the Façade Survey submitted I appreciate that its intention was to demonstrate the proliferation of shutter use in the area, which the survey does and therefore establish precedent. However I agree with the DAU that it further demonstrate the negative visual impact the proliferation of such security features have on this historic streetscape and thus the unsuitability of the proposed scheme.

- 8.9. As set out above there is very clear policy that external roller shutters are considered inappropriate within this ACA and that the siting of shutters internally or the use of toughened glass are more acceptable alternatives to securing a structure. This aligns with the requirement of Condition No 2. Overall, I agree with the DAU and the Case Planner that the retention of the roller shutter should be omitted from the development.
- 8.10. I have noted the applicant's proposal for an alternative condition however same does not address the fundamental issues outlined above.

9.0 **Appropriate Assessment Screening**

- 9.1. I have considered the proposed development in light of the requirements of S177U of the Planning and Development Act 2000 as amended. The proposed development comprises extensions and alterations to an existing dwelling. No nature conservation concerns were raised in the planning appeal.
- 9.2. Having considered the nature, scale and location of the project, I am satisfied that it can be eliminated from further assessment because it could not have any effect on a European Site. The reason for this conclusion is as follows:
- Nature of the works e.g. small scale and nature of the development.
 - Distance from nearest European site and lack of connections.
 - Taking into account determination of the Planning Authority.
- 9.3. 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 Appropriate Assessment (under Section 177V of the Planning and Development Act 2000) is not required.

10.0 **Water Framework Directive**

- 10.1. I have assessed the proposed development and have considered the objectives as set out in Article 4 of the Water Framework Directive which seek to protect and, where necessary, restore surface & ground water waterbodies in order to reach good status (meaning both good chemical and good ecological status), and to prevent deterioration. Having considered the nature, scale and location of the project, I am

satisfied that it can be eliminated from further assessment because there is no conceivable risk to any surface and/or groundwater water bodies either qualitatively or quantitatively.

10.2. The reason for this conclusion is as follows:

- Nature of the project, site and receiving environment
- Location-distance from nearest Water bodies and/or lack of hydrological connections.

10.3. 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. Having regard to the nature of the condition the subject of this appeal and based on the reasons and considerations set out below, I am satisfied that the determination by the Coimisiun of the relevant application as if it had been made to it in the first instance would not be warranted and recommend that the said Council be directed under subsection (1) of Section 139 of the Planning and Development Act, 2000 (as amended) to **ATTACH** Condition Number 2 so that it shall be as follows for the reason and considerations set out:

12.0 Reasons and Considerations

Having regard to the zoning objective for the area as set out in the Dublin City Development Plan 2022 - 2028, the established pattern of development in the area and the nature, scale and design of the existing roller shutter and its shutter box it is considered that, subject to compliance with the condition set out below the proposed development would not seriously injure the visual amenities of this Architectural Conservation Area or property in the vicinity and would therefore be generally in accordance with the proper planning and sustainable development of the area.

13.0 Conditions

2	<p>The existing roller shutter and its shutter box shall be omitted from the development. The Applicant to submit an alternative security proposal for the shopfront which may include the siting of shutters internally or the use of toughened glass, details of which to be submitted for written agreement by the Planning Authority.</p> <p>Reason: In the interests of orderly development and the visual amenities of the Architectural Conservation Area.</p>
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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 me, directly or indirectly, following my professional assessment and recommendation set out in my report in an improper or inappropriate way.

Mary Crowley

Senior Planning Inspector

19th March 2026

14.0 Appendix 1 - Form 1 EIA Pre-Screening [EIAR not submitted]

Case Reference	PL-500635-DC
Proposed Development Summary	Retention of two arrowheads that are painted onto the front façade, a roller shutter and a retractable awning attached to the shop front and all associated site works.
Development Address	147, Parnell Street, 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?	<input checked="" type="checkbox"/> Yes, it is a 'Project'. Proceed to Q.2.
	<input type="checkbox"/> 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)?	
<input type="checkbox"/> Yes, it is a Class specified in Part 1. EIA is mandatory. No Screening required. EIAR to be requested. Discuss with ADP.	State the Class here
<input checked="" type="checkbox"/> 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?	

<input checked="" type="checkbox"/> 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.	
<input type="checkbox"/> Yes, the proposed development is of a Class and meets/exceeds the threshold. EIA is Mandatory. No Screening Required	State the Class and state the relevant threshold
<input type="checkbox"/> 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)	State the Class and state the relevant threshold
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 <input type="checkbox"/>	
No <input checked="" type="checkbox"/>	Pre-screening determination conclusion remains as above (Q1 to Q3)

Inspector: _____ Date: _____

15.0 Appendix 2 - WFD – Stage 1 Screening

WFD IMPACT ASSESSMENT STAGE 1: SCREENING			
Step 1: Nature of the Project, the Site and Locality			
An Bord Pleanála ref. no.	PL-500635-DC	Townland, address	147, Parnell Street, Dublin 1
Description of project		Retention of two arrowheads that are painted onto the front façade, a roller shutter and a retractable awning attached to the shop front and all associated site works.	
Brief site description, relevant to WFD Screening,		The site is located in an established urban.	
Proposed surface water details		Public sewer / drain	
Proposed water supply source & available capacity		Existing public mains	
Proposed wastewater treatment system & available capacity, other issues		Existing public sewer	
Others?		Not applicable	