

**Louth County Council
Planning Report**

Planning Ref: 25/60656
Applicant's Name: Ballygorman Contracts Ltd.
Date of site inspection: 04/11/2025
Site Notice: Yes (notices in place.)
Type of Application: Permission & Retention Permission
Description: Permission & Retention Permission:

Planning permission for works to existing two storey dwellings, ('Greenlawns' and 'Grove View') & existing two storey Public House ('Donegans')

1: Greenlawns' and 'Grove View': Change of use from residential to guest accommodation (7 no ensuite rooms), new Lounge area (associated with the Public House), Internal alterations and extensions to the rear to include restaurant, reception room, treatment rooms, toilets & circulation, signage, together with all ancillary and associated site development works.

2: 'Donegans': Change of use of 1st floor from residential to guest accommodation (3 no ensuite rooms), Internal alterations, Alterations to outdoor front seating area, proposed outdoor retractable roof over rear beer garden, signage, together with all ancillary and associated site development works.

3: Demolition of non-original outbuilding/single storey extensions to rear to facilitate the proposed works.

Retention Permission for ensuite rooms in existing outbuilding at the rear of 'Donegans'. The proposed development is located within the curtilage of protected structures Reg. LHS 020-017, LHS 020-016 & LHS 020-003.

Site Location: Ardee Street, Collon, Co. Louth
Submissions: 19/11/2025
Report Date: 25/11/2025
File Due Date: 10/12/2025

Part 1 – Overview

1. Introduction

The application relates to the change of use of 2 no. existing dwellings and the upper floor of Donegan's Bar (currently in residential use) to guest accommodation. The proposed change of use requires internal alterations and extensions to the existing dwellings (including demolition works) and alterations to the public house building.

Permission is also sought to retain further existing guest accommodation within an outbuilding within the rear courtyard area of the existing public house. The existing public house (Donegan's) and 2 no. adjoining residential dwellings (known as Greenlawns and Grove View, are all Protected Structures which are also on the National Inventory of Architectural Heritage (NIAH.)

2. Site location and description



Fig 1: Site Location Plan

The site, which has a stated area of 0.234 ha, is located within the settlement limits of Collon Village and also within Collon Architectural Conservation Area (ACA no. 30) and a Zone of Archaeological Potential (ZAP7 – Collon.) The entire village also falls within an Area of High Scenic Quality (AHSQ4 – Collon uplands.)

The site fronts onto the public footway along the eastern side of Ardee Street, a Nationally classified road (N-2-536) and encompasses the curtilages of the aforementioned 3 no. buildings (Protected Structures.) The site adjoins a further residential properties to the north and south, and a new housing development to the east / rear, which is also indicated to be within the applicant's ownership.

Specifically, the Protected Structures within the site boundary comprise the following:

1. Green Lawns (RPS ID: LHS020-017 / NIAH No. 13828007.)

An attached four-bay-two-storey dwelling constructed c.1880, with an integral carriage arch to the south. The RPS appraisal states:

"This attractive house has retained its form and proportions along with original features such as the sash windows. The carriage arch is an unusual feature worthy

of note as it appears to be the only entrance to the building. The diminutive hoop-top railings add interest.”



Fig 2: Front elevation of Green Lawns (Source:NIAH.)

The NIAH survey data indicates that the building is of regional importance and its description elaborates further on the building’s detailing including the following:

“Pitched slate roof, clay ridge tiles, red brick stepped corbelled chimneystacks, clay pots, cast-iron gutters on painted timber fascia, cast-iron downpipe. Unpainted roughcast rendered walling, painted smooth rendered plinth. Square-headed window openings, painted smooth rendered reveals and soffits, painted stone sills, painted timber tripartite sliding sash windows with central six-over-six panes flanked by two-over-two; painted timber six-over-six sliding sash window over carriage arch. Elliptical-headed carriage arch, painted timber cambered head, vertically sheeted double doors containing wicket gate. Set back from Ardee Street, hoop-topped wrought-iron railings on painted stone saddleback copings on unpainted roughcast plinth wall, square gate piers.”

2. Grove view (RPS ID: LHS020-016 / NIAH No. 13828006.)



Fig.3: Front Elevation of ‘Groveview’ (Source:NIAH.)

The RPS describes this building as a terraced, two-bay-two-storey dwelling constructed in c.1880 and the RPS appraisal states:

“This modest terrace house makes a positive contribution to the architectural heritage of the village. It is simple in its design, form and proportion with little decoration enhanced by tripartite sash windows and hooped railings.”

The NIAH survey indicates that this building is also of regional importance whilst the accompanying description further refers to the building as follows:

“Terraced two-bay two-storey house, built c. 1880. Pitched slate roof, clay ridge tiles, red brick corbelled chimneystack, cast-iron gutters on painted timber eaves, cast-iron downpipe. Painted smooth rendered ruled-and-lined walling, smooth rendered plinth. Square-headed window openings, painted smooth rendered reveals and soffit, painted stone sills, painted timber tripartite sliding sash windows to ground and first floor north with two-over-two central sliding sashes flanked by one-over-one sliding sashes, painted timber two-over-two sliding sash window to first floor south. Square-headed door opening, painted timber doorcase. Set back from street, bounded by painted smooth rendered plinth wall with painted stone copings and wrought-iron hooped railings, wrought-iron gate on painted smooth rendered piers, terrace continues to south, steps up slightly to north.”

3. Donegan's (RPS ID: LHS020-003 / NIAH No. 13828005.)



Fig 4: Donegan's Bar Front Elevation (taken 04/11/2025)

The RPS describes this building as an “End-of-terrace four-bay two-storey house, built c. 1880, formerly also in use as shop, now also in use as public house. Central pub front to ground floor, integral carriage arch to south, two-storey lean-to return to east elevation.”

The RPS appraisal indicates that:

“This attractive terraced house and pub has served the village of Collon since the 1880s as a public house, hardware and grocery shop, once owned by the Gargan family. The fine late nineteenth century shopfront remains intact with its skillfully carved console brackets and panelled pilasters.”

The NIAH expands on this, further noting that “the house has a pleasing asymmetry with its central shopfront balanced by the carriage arch and tripartite windows. Donegan's is a good example of the tradition of combined dwelling and shop and contributes to the streetscape and architectural heritage of the area.”

The NIAH description also expands on the important architectural features of the building, including the following:

“Pitched slate roof, clay ridge tiles, red brick stepped corbelled chimneystacks, uPVC gutters to west elevation on painted timber eaves. Painted smooth rendered

projecting plinth course, painted smooth rendered ruled-and-lined walling, channelled quoins. Pub front c. 1880 to ground floor comprised of painted smooth rendered stall riser, large display window, painted stone sill, beam rail flanked by panelled pilasters with acanthus leaf console brackets to timber fascia with cornice. Entrance door flanked by painted timber panelled pilasters, acanthus leaf console brackets, painted timber double doors with four flat panels, plain-glazed overlight, tiled step and threshold. Square-headed window openings, painted stone sills, painted timber eight-over-eight sliding sash windows, tripartite windows six-over-six flanked by two-over-two. Segmental-headed carriage arch to south, painted smooth rendered rusticated surround, painted timber vertically-sheeted double doors, granite carriage stop to north. Set back from Ardee Street, bitmac forecourt, lower two-storey stone building to south; outbuilding to east, whitewashed random rubble stone walls, pitched slate roof."

At the time of inspection, a number of outbuildings within the rear yard of the public house were observed, including the subject accommodation building for which retention permission is sought (fig.5 below.)



Fig: 5 (L): Existing rear to Donegan's including outbuildings and retention development

Fig 6 (R): View of Rear yard and Elevation to Donegan's Bar

All existing buildings within the site are accessible via Ardee Street (pedestrian only,) with no on street vehicular access or parking. The buildings have linear curtilages extending to the east (rear) by a depth of approximately 30m.

3. Site history

a) Planning records:

- **File ref. 20/346:** Permission for a single storey extension (gross 30sqm), and alterations to surrounding roof structures all to rear. Demolition of former stables and staff accommodation outbuildings (gross 132sqm) and the construction of a new two storey detached building to rear (gross 204sqm) to provide 2 no. 3 bed guest accommodation (Holiday Lettings), site drainage and all associated works, all within the curtilage of a protected structure (LHS020-003, NIAH No. 13828005) – **Withdrawn 02/11/2020.**
- **File ref. 20/287:** Permission a single storey extension to rear (gross 30sqm), and alterations to surrounding roof structures. Demolition of former stables and staff accommodation out buildings (gross 132sqm) and the construction of a new two-storey detached building to the rear (gross 204sqm) to provide 02 no. 3 bed guest-accommodation (holiday lettings) site drainage and all associated works – **Invalid 21/04/2020.**

- **File ref. 86/662:** Retention of existing advertising sign – **Permission Granted 04/03/1987.**

b) Enforcement records:

None.

4. Pre-Planning consultations

The applicant has indicated that no pre-planning discussions have occurred in relation to this proposal (Q.19 application form.)

5. Relevant Planning Policies

a) Regional Policy:

EMRA Regional Spatial & Economic Strategy (RSES) (June 2019)

The RSES identifies regional assets, opportunities and pressures and provides appropriate policy responses in the form of Regional Policy Objectives and provides an overarching framework to manage economic development and planning in the region. It identifies growth enablers for the Region and relevant to this proposal includes the following: *“To promote the Region for tourism, leisure and recreational activities including development of an integrated greenway network while ensuring that high value assets and amenities are protected and enhanced.”*

b) National Policies:

Project Ireland 2040 National Planning Framework (as revised April 2025) (NPF)

The National Planning Framework includes a specific Chapter, No. 6, entitled ‘People Homes and Communities’. It includes 10 objectives, among which include the shared goals of ‘compact growth’ and ‘enhanced amenities and heritage,’ which are relevant to this proposal.

Additional National Policies and Guidelines include the following:

- Project Ireland 2040 National Development Plan (2021-2030.)
- Design Manual for Urban Roads and Streets (DMURS) (2019) (updated 2022.)
- Guidelines for Planning Authorities and An Bord Pleanála on carrying out Environmental Impact Assessment (2018.)
- Appropriate Assessment of Plans and Projects in Ireland – Guidance for Planning Authorities (2010.)
- Smarter Travel – A New Transport Policy for Ireland (2009-2020.)
- Guidelines for Planning Authorities: The Planning System & Flood Risk Management (2009.)
- Framework and Principles for the Protection of the Archaeological Heritage Department of Arts, Heritage, Gaeltacht and the Islands (1999.)
- Architectural Heritage Protection: Guidelines for Planning Authorities (2011.)
- Louth County Council: Shopfront Design Guidelines.

c) Local Policies

Louth County Development Plan 2021 – 2027 (as varied)

The Louth County Development Plan 2021-2027 (as varied,) (herein referred to as 'the Plan,') is the operational County Development Plan for this area. The site as noted, is located within the settlement development limits of Collon and on lands zoned as '**B1 Town or Village Centre**,' whereby the objective is "to support the development, improvement and expansion of town or village centre activities."

The site is also within an Architectural Conservation Area (ACA 40 – Collon,) a Zone of Archaeological Potential (ZAP 7: Collon) and an Area of High Scenic Quality (AHSQ 4: Collon Uplands.)

The following chapters (and policy objectives therein) of the Plan (as varied) are of particular relevance to this assessment.

Vol. 1

Chapter 2: Core Strategy and Settlement Strategy

Chapter 5: Economy and Employment

Chapter 6: Tourism

Chapter 7: Movement

Chapter 8: Natural Heritage, Biodiversity and Green Infrastructure

Chapter 9: Built Heritage and Culture

Chapter 10: Utilities

Chapter 13: Development Management Guidelines and in particular Sections:

- 13.15 – Tourism Development
- 13.15.1 – Hotels, B&Bs and Guest Houses
- 13.16.12 – Car Parking Standards (including Table 13.11.)
- 13.15.2 – Tourism Activities
- 13.19.3 – Change of Use
- 13.19.4 – Demolition of Protected Structures
- 13.19.5 – Architectural Conservation Areas
- 13.19.6 – Works to Buildings of Historic or Architectural Value
- 13.20.3 – Domestic and Commercial Wastewater Treatment
- 13.20.4 – Sustainable Drainage Systems (SuDS)

Vol.2

Collon Village Statement (including Policy Objectives COL1 – COL22.)

Vol 3. Appendices

Appendix 9: Zone of Archaeological Potential

Appendix 11: Louth Architectural Conservation Areas

Appendix 13: Guidelines for works in Conservation Areas

Appendix 14: A Guide to ACAs in Louth

Appendix 15: Development Management Guidelines for ACAs

6. Overview of proposed development

The proposal includes the restoration and conversion of 3 no. Protected Structures along Ardee Street into a guest house, combined with a public house and restaurant and treatment rooms / relaxation areas. The submitted details indicate that the existing 2 no. dwellings have previously been extended and amalgamated internally at first floor level and that it is intended to restore each of the bedrooms, with ensembles.

A restaurant is also proposed within the existing single storey extension to the rear of 'Green Lawns' whilst the proposal includes a further extension of this room (86.5m².) The kitchen facilities for the restaurant are incorporated into the existing kitchen area to the ground floor extension at 'Green Lawns.'

The proposal includes a reception room (77.1m²) with an extension to the ground floor of 'Groveview,' opening onto a garden to the rear, which is indicated to also facilitate for small functions.

The proposal further includes the provision of 2 no. treatment rooms, for relaxation within the existing outbuildings to the rear of the existing dwellings.

In relation to the bar, the proposal includes an amalgamation of this building at both ground and first floor levels, with a change of use of the ground floor area to toilets and the lounge adjoining the existing bar, a rear extension to Groveview to facilitate new toilets and the aforementioned reception room.



Fig 7-8: 3D images from applicant's Planning and Design Statement

Also indicated within the overall layout are external storage areas, bin storage areas, landscaped gardens, patio areas and relaxation areas for the guesthouse, an outdoor bar area with retractable roof over to the rear of the bar, external kitchen and bar, external toilets. The development also includes the retention of 2 no. ensuite

bedrooms within an outbuilding to the rear of Donegan's. The proposal has sought to retain the existing streetscape / front (western) elevation insofar as possible.

The proposal overall incorporates 10 bedrooms within the proposed guesthouse building (with a capacity for 24 guests, including 10 no. double bed rooms, 1 no. 3 bed (1 double bed, 1 single) room and 1 no. single bed room. In addition, the existing en-suite rooms within the courtyard area comprise a 4 bedroom (double beds) unit, with a capacity for a further 8 guests (total capacity for 32 persons within the overall guest accommodation development.)

The proposed development involves the creation of an additional 132.3m² floorspace (169.2m² new floorspace and the demolition of 36.9m²) including the retention of 97.1m² existing floorspace.

The application is accompanied by the following supporting documents:

- Covering Letter (Smith & Associates Architects, dated 16/10/2025)
- Planning Design Statement (Smith & Associates Architects, dated Oct 2025)
- 3D Visuals of proposal (Smith & Associates Architects, dated Oct 2025)
- Architectural Heritage Impact Assessment (Smith & Associates Architects, dated Aug 2025)

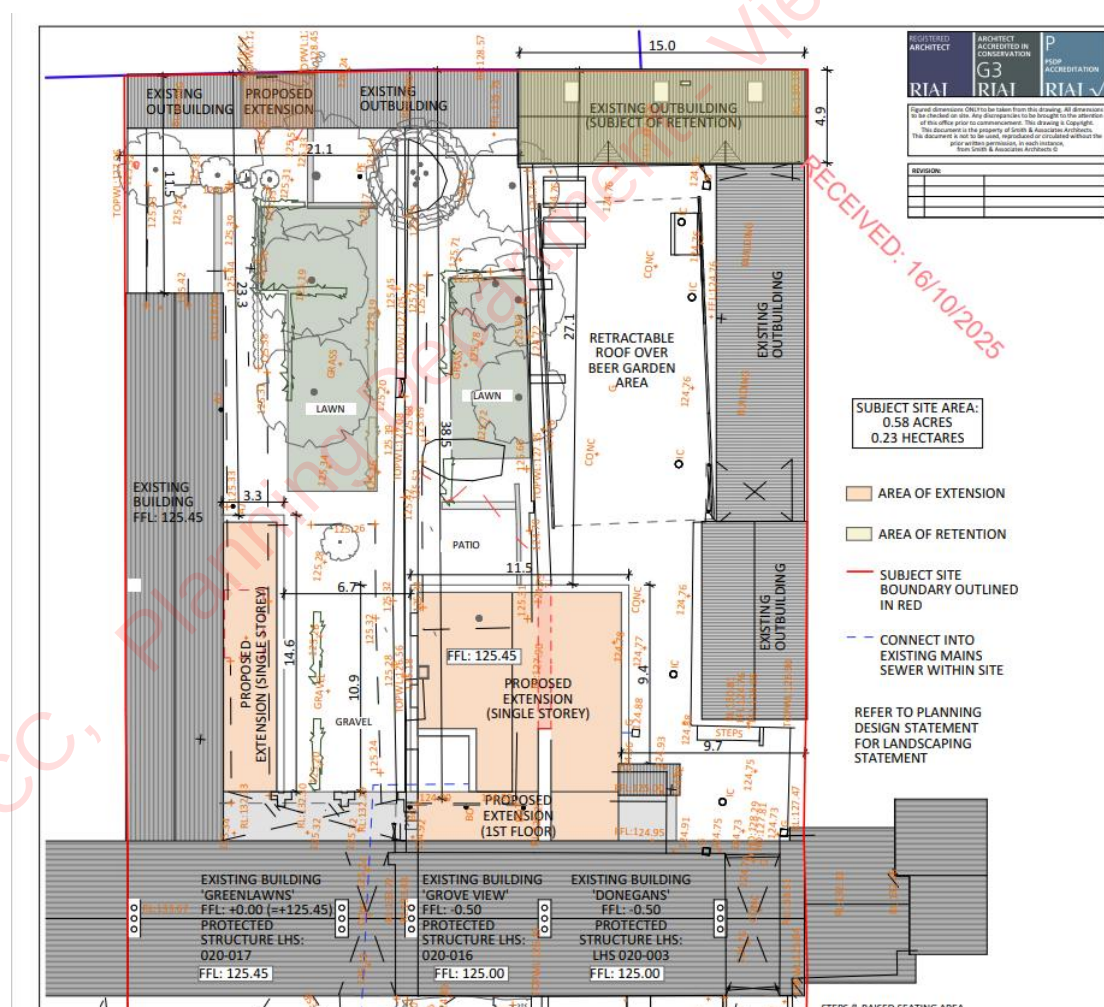


Fig 9: Proposed Site Plan



Fig 10. Proposed Front Streetscape (western) Elevation

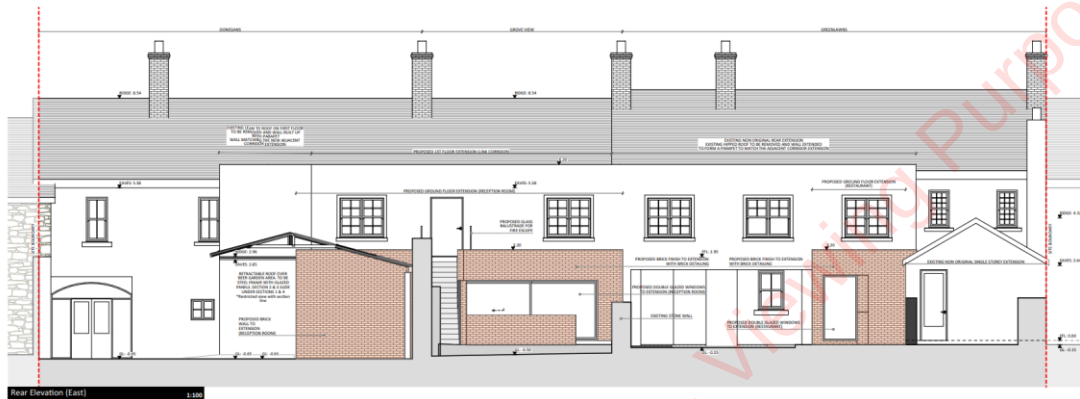


Fig. 11 Proposed Rear (Eastern) Elevation

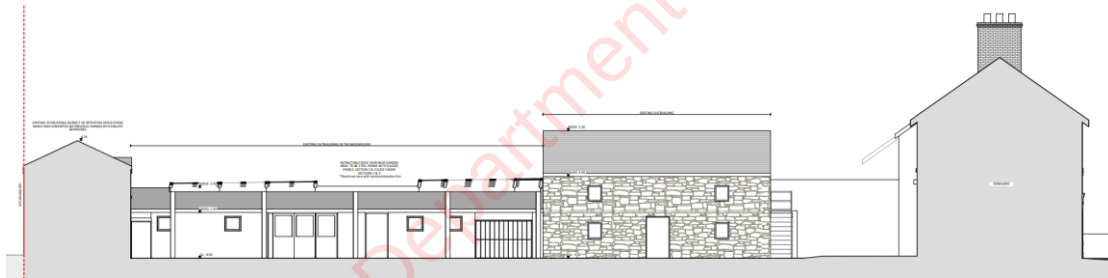


Fig. 12 Proposed Northern Elevation (Donegan's Courtyard)



Fig. 13 Proposed Northern Elevation (Greenlawns Courtyard)

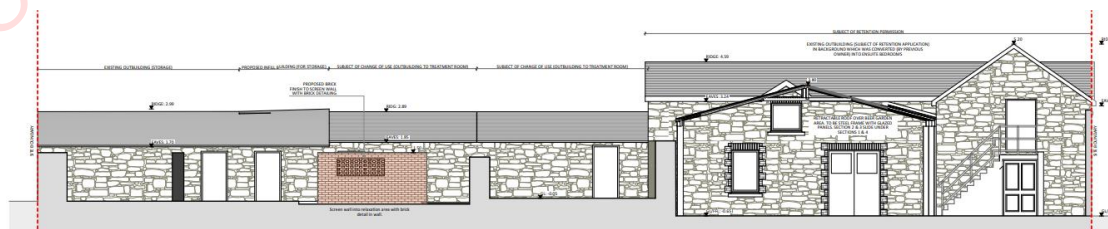


Fig. 14 Proposed Western Elevation (1)



Fig. 15 Proposed Western Elevation (2)

7. Submissions/Observations

2 no. third-party submissions have been received within the statutory period i.e. by 19/11/2025, from the following persons:

- Joseph Padro, of Grove View, Collon.
- Olga Sherlock, of Ardee Steet, Collon.

The submissions object to the development and raise the following areas of concern:

- The loss of housing stock during a housing crisis.
- Parking and traffic issues, including safety of pedestrians and road users.
- Lack of supporting infrastructure.

Response:

The proposal in principle, is supported and encouraged within the County Development Plan, as detailed in Section 12 below.

The Planning Authority having reviewed the submitted details, including Section 5.0 of the Planning Statement (re parking,) has concerns in relation to the proposed parking solution for the overall development. Further consideration of these matters is included within Section 16 of this report and it is considered that further information is required in relation to the associated parking for the proposed development, as detailed in Part 4 at the end of this report.

It is considered that further details are also required in relation to the combined operational uses on the site, to complete a comprehensive assessment in relation to residential amenity and the overall acceptability of the proposal within this site.

8. Statutory Consultees

- **Department of Housing, Local Government & Heritage** – No response.

9. Internal Referrals

- **Placemaking & Physical Development** – By report dated 17/11/2025: Requests further information in relation to surface water management.

- **Environmental Compliance** – By report dated 29/10/2025: No objections, subject to conditions.

Part 2 Environmental Impact Assessment and Appropriate Assessment

10. EIA Screening and determination

Council Directive 85/337/EEC (as amended) on the assessment of the effects of certain public and private projects on the environment ('the EIA Directive') is designed to ensure that projects likely to have significant effects on the environment are subject to a comprehensive assessment of their environmental effects prior to development consent being given. The latest amendments to the EIA Directive are provided under Directive 2014/52/EU and Circular letter PL 1/2017.

The development is not a development type listed under Part 1 or 2 of Schedule 5 of the Planning & Development Regulations (PDR) 2001 (as amended) nor is it considered a sub-threshold development for the purposes of Schedule 7 of the PDR. Based on information provided and having considered the nature, size and location of the development, there is no real likelihood of significant effects on the environment and as such, an EIAR is not required.

11. Appropriate Assessment (AA)

The applicant has not submitted a Screening Report. The subject site is located on zoned and serviced urban lands. The European Designated (Natura 2000) Sites located within 15m from the site are listed below.

European Site	Site Code	Distance to site	Qualifying Interests
Dundalk Bay SPA,	0004026	14.8 Km	• Great Crested Grebe • Greylag Goose • Light-bellied Brent Goose • Shelduck • Teal • Mallard • Pintail • Common Scoter • Red-breasted Merganser • Oystercatcher • Ringed Plover • Golden Plover • Grey Plover • Lapwing • Knot • Dunlin • Blacktailed Godwit • Bar-tailed Godwit • Curlew • Redshank • Black-headed Gull • Common Gull • Herring Gull • Wetland and Waterbirds

Dundalk Bay SAC	000455	14.8 km	• Estuaries • Mudflats and sandflats not covered by seawater at low tide • Perennial vegetation of stony banks • Salicornia and other annuals colonising mud and sand • Atlantic salt meadows, • Mediterranean salt meadows.
North-West Irish Sea SPA	004236	15km	• Red-throated Diver • Great Northern Diver • Fulmar • Manx Shearwater • Cormorant • Shag • Common Scoter • Little Gull • Black-headed Gull • Common Gull • Lesser Black-backed Gull • Herring Gull • Great Black-backed Gull • Kittiwake • Roseate Tern • Common Tern • Arctic Tern • Little Tern • Guillemot • Razorbill • Puffin
Stabannan-Braganstown SPA	004091	11km	• Greylag Goose (Anser answer)
Boyne Coast & Estuary SAC	0001957	13.44km	• Estuaries • Mudflats and sandflats not covered by seawater at low tide • Annual vegetation of drift lines • Salicornia and other annuals colonising mud and sand • Atlantic salt meadows • Embryonic shifting dunes • Shifting dunes along the shoreline with Ammophila arenaria (white dunes) • Fixed coastal dunes with herbaceous vegetation (grey dunes)
River Boyne & River Blackwater SAC	0002299	6.3km	• Alkaline fens • Alluvial forests with Alnus glutinosa and Fraxinus excelsior (Alno-Padion, Alnion incanae, Salicion albae) • River Lamprey • Salmon • Otter
River Boyne & River Blackwater SPA	004232	7.1km	• Kingfisher

Assessment and Determination

The site is located within an existing long-established and serviced urban area within the village of Collon. The Planning Authority's Screening for Appropriate Assessment has considered the potential effects (including direct and indirect) of the proposed development, individually and / or in combination with the permitted developments and cumulatively with other plans or projects upon European Sites.

On the basis of information available and in having regard to the nature and scale of the proposed development and the nature of the receiving environment, no appropriate assessment issues arise and it is not considered that the proposed development would be likely to have a significant effect individually or in combination with other plans or projects on a European site (Special Area of Conservation or Special Protected Area) and as such, an Appropriate Assessment (Stage 2 AA) is not required.

Part 3 – Planning Assessment

12. Principle of Development

The site is zoned as '**B1: Town or Village Centre**' whereby the objective is *"to support the development, improvement and expansion of town or village centre activities"* and the purpose of the zoning is to *"protect and enhance the character and vibrancy of existing town and village centres and to provide for and strengthen retailing, residential, commercial, cultural, entertainment and other appropriate uses."*

The proposal includes the uses of a public house, restaurant and guesthouse (with associated ancillary development.) All of these uses are included in the list of 'generally permitted uses' within zoning B1, as indicated in Section 13.21.8 of the Plan, as varied. As such, the principle of the proposal, which incorporates a partial change of use, would be consistent with the zoning objective of B1: Town or Village Centre.'

Notwithstanding the development description as submitted, in reviewing the submitted plans, the proposal includes a guesthouse, whilst the retention element would appear to relate to a self-catering unit (4 bedrooms.) In further assessing the principle of development against the relevant tourism policies of the plan and specific objectives for Collon, the following objectives are of relevance:

Policy Objective TOU 26 (Vol. 1) - aims to *"direct tourism-based development including Hotels, Guesthouses and B&B's to Level 1, 2 and 3 Settlements where there is adequate infrastructure to service the development, except where the proposal involves the re-use or diversification of an existing building, subject to normal planning criteria."*

Policy Objective TOU 27 (Vol. 1) - aims *"to facilitate the provision of self-catering accommodation in locations within existing towns and villages, of a scale that the settlement can sustain."*

Policy COL 5 (Vol.2) – aims to *"encourage the return of vacant buildings in the village centre to uses which complement the existing scale and character of the settlement."*

Policy COL 7 (Vol. 2) - aims *"to support and promote sustainable tourism development in Collon."*

Both elements of the existing and proposed tourism uses which are within a village and involve the re-use of an existing building (Protected Structure,) are therefore considered to be acceptable in principle with the above tourism objectives within the Plan, as varied.

The overall acceptability of the proposal will depend on its ability to comply with all other policy requirements, as assessment below.

13. Layout, Design and Height

The proposal does not involve any increase in existing building heights. In terms of the proposed layout and design, the scheme has been carefully considered with Grade 3 Conservation input. Specific considerations in relation to the impacts on both the ACA and Protected Structures are considered below:

Architectural Conservation Area

The site is within Collon ACA as set out in the Plan (as varied). Policy Objective BHC 31 requires that all development proposals within an ACA *"...preserve or enhance the character and appearance of that area, protect the architectural features of special interest and ensure that the design respects the character of the historic architecture."*

Appendix 11 (Vol 3, the Plan as varied) sets out the specific architectural objectives for Collon ACA as:

- 1. To preserve the special character of the town and its setting through positive management of changes to the built environment, in particular, by requiring that the height, scale, design and materials of any proposed development within the village and in the surrounding area should complement the character of the town and not diminish its distinctiveness of place.*
- 2. To protect the landscape setting of the town and the views outwards.*
- 3. To preserve the historic street pattern and Regency character of the town, by the retention of buildings and materials described above, and the retention of existing boundary features, walls, and railings.*
- 4. To encourage the removal of visually intrusive elements such as overhead cables and inappropriate signage.*
- 5. To require the preservation and reinstatement of traditional details and materials on existing buildings and in the streetscape where improvements or maintenance works are being carried out.*
- 6. To use appropriate materials, street furniture and lighting in any public development of the area*

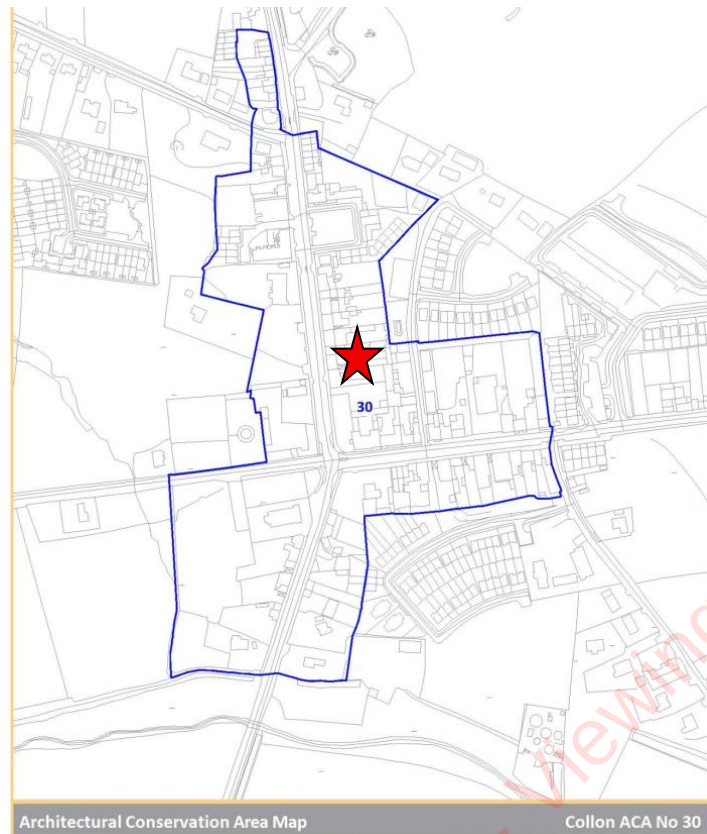


Figure 16: Site location within Collon Architectural Conservation Area

Policy Objective BHC 32 aims to retain buildings which contribute positively to the character or appearance of an ACA and Policy Objective BHC 34 aims to ensure architectural features of within the ACA are retained. The proposed development involves demolition works, which are notably to the rear of the existing buildings. The proposed demolition would not given the location of the works, result in the loss of an existing building or features which makes a positive contribution to the ACA and as such, would not contravene these objectives. It will be necessary to seek the provision of a construction and demolition resource waste management plan for the development, in the interests of environmental and public health. The potential impact of demolition on the existing Protected Structures and their setting, is considered separately below.

In terms of the character of Collon ACA, the front elevations of the existing buildings (i.e. western façade) offer significant contribution to the character of the ACA, with the remaining elevations not directly visible from the streetscape or to public view. The proposal is indicated to include minimal works to the streetscape elevation along Ardee Road. In reviewing the submitted drawings, the following proposed works are noted to this primary façade:

- Existing roof slates to be retained, with those broken to be replaced.
- Replacement of existing windows with 6 over 6 sliding sash windows, to match those existing.
- Painting of front façade in heritage colours.
- Proposed signage for guest accommodation.
- Existing sloped brickwork surface in outdoor seating area to be removed and a level paved area to be installed with raised seating area, to be enclosed with a proposed decorative railing to delineate the level differences.

- Original shopfront elements to Donegan's to be retained. Non-original elements to be repaired / replaced to match existing.
- Existing steel frame signage to be updated to Donegan's.

In having regard to the objectives of the ACA outlined above and Policy BHC 31, the submitted details are arguably limited in relation to the following:

- Justification for the replacement of existing windows which are important features within the ACA and Protected Structures, including for example a condition survey report.
- The methodology for the proposed replacement of existing windows.
- Details of which windows are proposed to be replaced.
- Detailed specification of external finishes for all external elements of the front façade and forecourt of the building.
- Details for the associated signage for the guesthouse.
- Details in relation to the referenced updating of steel frame signage at Donegan's, or indeed the alterations / repairs to the front, shopfront.
- Details of the proposed decorative railing to the front of Donegan's.
- Details of the proposed steps and raised seating area to the front of Donegan's.

The proposed development, given its prominence within the ACA, has the potential to adversely impact on the ACA if the above detailing is not clearly considered and defined.

In having regard to the '*Architectural Heritage Protection: Guidelines for Planning Authorities (Chapter 3,)*' Appendix 13 and Appendix 15 of the Plan as varied and LCC's Shopfront Design Guidelines, and in reviewing the submitted details, I consider that further information should be submitted, to address the above matters, to enable a comprehensive assessment of the development to be undertaken against Policy Objectives BHC 31 and BHC 36 of the Plan (as varied,) and to ensure that the development would preserve or enhance the character of Collon ACA.

Protected Structures

Policy Objectives BHC 20 – BHC 30 and Sections 13.19.4-13.19.5 (Vol.1) and Policy Objective COL 21 (Vol. 2) within the Plan, as varied set out the requirements to be met in relation to Protected Structures and preserving the character of the village and its setting.

An Architectural Heritage Impact Assessment accompanies this application, (prepared by Smith & Associates Architects (Grade 2 Accredited Conservation Architects.) I have reviewed the submitted report, which includes a detailed appraisal of the existing buildings and their historical significance (including photographic details,) an overview of the proposed development and the impact of the works.

It is a requirement that submitted details address the key conversation principals as set out in the Architectural Heritage Protection Guidelines for Planning Authorities, 2011 (Chapter 7) which are:

1. *Keeping a Building in Use*
2. *Researching and Analysing*
3. *Using Expert Conservation Advice*
4. *Protecting the Special Interest*
5. *Promoting Minimum Intervention*

6. *Respecting earlier Alterations of Interest*
7. *Repairing rather than Replacing*
8. *Promoting Honesty of Repairs and Alterations*
9. *Using Appropriate Materials and Methods*
10. *Ensuring Reversibility of Alterations*
11. *Avoiding Incremental Damage*
12. *Discouraging the Use of Architectural Salvage from Other Buildings*
13. *Complying with the building regulations*

Whilst the proposal is considered acceptable in principle and it would, include the use and upkeep of 3 no. Protected Structures within an important site within Collon ACA, in having regard to the above and the submitted details, it is considered that the Architectural Heritage Impact Assessment does not fully address all of the above Conservation Principles, including but not limited to:

- The lack of methodology provided for all proposed works.
- A lack of details in relation to the elements to be demolished.
- A justification for the replacement of the existing timber sliding sash windows, which are important features within the Protected Structures.
- A lack of detailing to clearly demonstrate how the internal and external fabric to the Protected Structures will be protected during all works.

It is therefore considered that further information should be sought in relation to these matters, to enable a comprehensive assessment of the development in relation to the relevant policy objectives contained within the Plan, as varied, to be completed.

Area of High Scenic Quality – AHSQ (AHSQ 4: Collon Uplands)

As the proposal primarily relates to a change of use, with minor extensions within the rear area of the site, it would have limited impacts on the designated AHSQ. The proposal would not contravene Policy Objective NBG 37 in this regard, which aims *“to protect the unspoiled rural landscapes of the Areas of High Scenic Quality (AHSQ) from inappropriate development for the benefit and enjoyment of current and future generations.”*

14. Tourism Development

Section 13.15 of the Plan (as varied) sets out the standards that apply to tourism developments. It is a requirement that:

- *All new tourism related development is accessible for everyone, regardless of their age or ability.*
- *To support the provision of accessible tourism and*
- *To ensure all projects and improvements will adopt the principles of Universal Design.*

Whilst the submitted Planning Statement does not specifically refer to ‘Universal Design Principles,’ in having regard to the proposed floor plans, including ground floor accommodation and level access to the front of the building, the proposed design would not contravene these requirements.

Section 13.15.1 of the Plan (as varied) relates specifically to Guesthouses and sets out the considerations to be met. In having regard to these requirements, the following comments are noted:

- *Size and nature of facility;*

The proposal would accommodate 32 no. guests maximum, in addition to users of the existing public house. The submitted details are somewhat unclear in relation to the activities within the site, including in relation to the indicated bar / kitchen in the beer garden, the use of treatment rooms and the use of the reception room for small events. Clarification should be sought in this regard to ensure that the overall use of the site is not excessive within the context of the established facility and village of Collon, in accordance with Policy Objective COL 5 (Vol.2) of the Plan, as varied.

- *The compatibility with its surrounding area and land uses;*

The proposal incorporates a long-established bar and the proposed tourism use is complementary to this established use. Careful consideration will however be required in relation to surrounding residents and to ensure that amenities of surrounding residents are protected, primarily from excessive noise levels or other disturbances.

- *The standard of accommodation for the intended occupiers of the premises;*

The proposed guesthouse incorporates high quality guest accommodation, comprising en-suite rooms ranging from single to triple beds. A total of 10 bedrooms are provided within the guesthouse building, with a further 4 bedrooms located separately within the existing outbuilding to the rear of the beer garden.

The availability of adequate, safe and convenient arrangements for car parking and servicing;

The proposal relies on 5 on street car parking spaces and what is indicated to be a public carpark opposite the site. It is noted however that the carpark referred to is not a public carpark and as such, the applicant would need to provide written agreement from the landowner that this could be used to service the proposed development. Further discussion of this is included in Section 16 below.

- *The type of advertising proposed;*

Further details are required, to fully assess the associated signage on the character of Collon ACA and on the subject buildings, which are Protected Structures.

- *The potential impact on the local streetscape and built heritage;*

Further details are required to assess the impacts of the proposal on the ACA and Protected Structures, as assessed in Section 13.

- *The impact on the amenity of residents in the locality;*

This is assessed in Section 15 below. Further information is required.

- *The number of existing facilities in the area.*

The proposed development is located within the village of Collon and within walking distance to existing services and facilities.

- *Car parking shall be provided in accordance with the requirements set out in Table 13.11 of this of Chapter.*

This is assessed in Section 15 below. Further information is required.

15. Residential Amenity

The proposal directly adjoins residential properties to the north and south, with residential properties also in close proximity to the rear boundary / east. As such, careful consideration upon the amenities of surrounding residents is required. The submitted plans include an outdoor beer garden (with retractable roof,) and a separate beer and kitchen off this area. In addition, a reception room is proposed, which opens onto this external space and which is indicated to cater for small functions. The submitted proposal description does not reference the change of use of the existing yard to a beer garden, which should be included, in the interests of accuracy and transparency.

Limited details have been provided in relation to the proposed associated activities in these areas, including in relation to the serving of food (including whether there are extractor fans etc.,) music within the beer garden, the nature of events and the proposed hours of operation for the beer garden, for example.

In having regard to the proximity of the development in relation to existing residential properties, further information should be sought in relation to these matters, including the provision of a Noise Impact Assessment, to enable a comprehensive assessment of the potential impacts to be undertaken.

16. Traffic and Transportation Considerations

The proposal does not involve any vehicular access considerations to the site.

In terms of parking provision, it is a requirement that car parking provision is provided in accordance with Table 13.11 of the Plan, as varied. For this assessment, the site falls within 'area 3' and the following parking requirements are noted in relation to the proposed uses:

• Restaurant - 1 per 20m ² (86.5m ²)	=	4.3 (4) spaces.
• Bar (extension to bar at GF) – 6 per 20m ² (39.3m ²)	=	1.96 (2 spaces)
• Bar (beer garden) – 6 per 20m² (c.295.36m²)	=	14.7 (15 spaces)
• Guesthouse – 1 per 2 bedrooms (14 bedrooms)	=	7 spaces
• Reception room – 1 per 20m ² (77.1m ²)	=	3.85 (4 spaces)
Total	=	<u>32 spaces</u>

The submitted Planning Statement (Section 5.0) indicates a requirement of 17 spaces, however I note that this does not appear to include the proposed beer garden and as such, this calculation is lower than the required figures of 32 no. parking spaces as outlined above, in relation to the proposed development. This does not include the existing parking arrangements associated with the established bar on the site.

The supporting details indicate that there are 5 no. on street parking spaces and a public car park directly across the road with 30+ spaces. And it also states that the site is located in an accessible location, on a bus route, with a bus stop located outside Donegan's, 100m off the junction with Main Street (Drogheda Street) and strong pedestrian links to the village.

Notwithstanding the differences in the parking figures above and within the submitted Planning Statement (which is based on 17 spaces,) there is a parking shortfall for the proposed development.

As per Section 13.16.12 of the Plan, as varied, a reduction in car-parking may be acceptable where the Planning Authority is satisfied that:

- *There is sufficient parking available in the vicinity of the development to cater for any shortfall;*
- *The nature of the development is such that existing parking spaces in the vicinity could facilitate the dual use of parking spaces, particularly if the development operated at off-peak times. Supporting documentation will be required demonstrating how the dual use will work;*
- *The public transport links available would reduce the demand for car parking;*
- *The central location of the development is such that the customers/residents/users of the development would be likely to walk or cycle; and*
- *There was no off street car parking provided with the existing/previous use of the property and the redevelopment of the property would not result in a significant increase in the car parking requirement.*

In having regard to the proposal and the submitted details, the applicant has not indicated that they have ownership and / or control over the 5 no. existing on street parking spaces and existing carpark as referenced, which would appear to be in private ownership. Therefore these could not be solely relied on to serve the proposal, which would increase the parking demand from the existing 2 no. residential dwellings on the site.

Whilst a reduction in parking provision may be justified given the site's village centre and accessible location, regard must also be given to the nature of the tourism proposal, whereby the reliance on cars is likely. I am not satisfied that there is sufficient parking to service this proposal, in accordance with the above. Further information should therefore be provided to fully satisfy the requirements of Section 13.16.12 of the Plan (as varied,) in this regard.

17. Environmental Considerations

(a) Flood Risk

The subject site is not located on lands that are vulnerable to flooding according to OPW flood maps.

(b) Water and Waste Water connections

The site is indicated to have existing connections to public water supply and public sewers. However, it is not known whether the existing connections has capacity to serve the proposed development, which would be likely to result in a significant increase in water usage and loading to the existing system. The applicant will need to provide confirmation of feasibility from Uisce Eireann through the request for further information, in the interest of public health and sustainable development.

(c) Surface water

The applicant has indicated that they propose to use existing public sewers / drains to manage surface water from the development. Policy Objective IU 19 of the Plan, as varied, however, requires the use of Sustainable Drainage Systems to minimise and limit the extent of hard surfacing and paving and requires the use of SuDS measures be incorporated in all new development (including extensions to existing

developments). All development proposals shall be accompanied by a comprehensive SuDS assessment including run-off quantity, run off quality and impacts on habitat and water quality. The proposal has not been accompanied by these details.

The proposed details have been referred internally to LCCs' Infrastructure Section who by report dated 17/11/2025, advise that having examined the submitted information and inspected the site, further information is required, including a surface water drainage report which complies with Section 10.2.5 Sustainable Drainage Systems and the associated policies within the Plan, as varied, including Policies IU 19 and IU 21. I have reviewed this internal report and concur that additional details should be sought at this juncture, to ensure that the proposal would not result in discharge of surface water to combined sewers and to prevent surface water draining onto the public road.

18. Other

Development Contributions

Development Contributions shall be calculated in accordance with the Louth County Council Contribution Scheme 2023 following the receipt further information, as requested in Part 4 of this report.

c) Archaeology

The site is located within a Zone of Archaeological Potential (ZAP7- Collon.) As it relates to a change of use, there would be limited impacts on groundworks in this regard. Whilst extensions are proposed, these are on existing developed land within the site. Therefore, the proposal is not expected to significantly impact on archaeological features. No objection or concerns have been raised by the Department in this regard, at the time of writing this report.

Part 4 Conclusion and Recommendation

19. Conclusion

The proposal as submitted is generally acceptable in principle and it is considered that the refurbishment and alterations to the Protected Structures would provide important village tourist accommodation and facilities and secure the long-term vitality of three prominent Protected Structures within Collon Architectural Conservation Area. Notwithstanding this, there are some concerns in relation to the proposal, including in relation to: the proposal detailing, residential amenity, impacts on built heritage, car parking provision, utilities and surface water management.

It is considered that these matters should be addressed through further information, to ensure that a high quality scheme and sustainable solution is achieved on this historically and visually significant site within the heart of Collon.

20. Recommendation

I recommend that **further information** is sought as follows:

Further Information

1. Application Detailing

- a) The applicant is requested to provide a completed Supplementary Planning Application Form for the proposed development and shall fully detail all of the proposed uses on the site, no's of persons associated with those uses (including users and staff no's) and the intended hours of operation for all uses.
- b) The proposal includes a change of use of the existing yard within Donegan's to a beer garden. The drawings also indicate an associated kitchen and bar, however it is unclear whether the intention is to serve food in this outdoor area. This should be clarified and the proposed change of use be included within the proposal description in the interest of accuracy and transparency. The applicant is also requested to clarify the nature of activities within this area and the associated hours of operation.
- c) The applicant is requested to clarify the nature of the accommodation within the existing outbuilding to Donegan's i.e. is this a 4 bedroom self-catering unit or is it part of the proposed guesthouse.
- d) The applicant is requested to clarify the use of the proposed reception room and the reference to small events, to include maximum numbers, hours of use etc. If applicable, this use should be clearly indicated within the proposal description.
- e) The applicant is requested to clarify the nature of the proposed 'treatment rooms,' including the nature of activities, hours of use, whether additional staff are involved etc. If this is a separate use for example spa, this should be clearly indicated within the proposal description.

2. Residential Amenity

The Planning Authority has concerns in relation to the potential impacts of the development on the amenities of surrounding residents, particularly in relation to the proposed beer garden and reception / events room and the associated activities, including noise.

- a) The applicant is therefore requested to submit a comprehensive Noise Impact Assessment for the development, prepared by a suitably qualified person, in relation to the development on the site, in its entirety. This shall include all associated hours of operation, associated noise surveys, details of any acoustic mitigation measures etc.
- b) Any acoustic mitigation measures shall also be included on the detailed drawings, as appropriate.

3. Built Heritage (including impacts on Collon ACA and Protected Structures)

Whilst the proposed development is acceptable in principle, the Planning Authority considers that insufficient details have been provided to enable a full assessment of the development on the Protected Structures which are of Regional Importance and their setting, and also on Collon Architectural Conservation Area.

The submitted Architectural Impact Statement (as prepared by Smith & Associates Architects RIAI) is welcomed, however it does not fully consider and address the 13

no. Conservation Principles within Chapter 7 of the '*Architectural Heritage Protection Guidelines for Planning Authorities (2011)*' as required. In having regard to these Conservation Principles and to the Louth County Development Plan 2021-2027, as varied, including:

- Chapters 8 and 13 (including Sections 13.19.2-13.19.6) (Vol.1)
- Policy Objective COL 21 (Vol. 2)
- Appendix 11: Louth Architectural Conservation Areas (Vol. 3)
- Appendix 13: Guidelines for works in Conservation Areas (Vol. 3)
- Appendix 14: A Guide to ACAs in Louth (Vol. 3)
- Appendix 15: Development Management Guidelines for ACAs (Vol. 3)
- Louth County Council's Shopfront Design Guidelines

The applicant is requested to submit the following further details:

- a) A revised Conservation Report to fully address the 13 no. Conservation Principles within Chapter 7 of the '*Architectural Heritage Protection Guidelines for Planning Authorities (2011)*' and to demonstrate how they are fully complied with. The applicant shall note that having regard to the nature of works to 3 no protected structures, which are of Regional Importance, it is appropriate that input from a Grade 2 Conservation Architect is employed in relation to this further information request, in accordance with RIAI's Conservation Skills Matrix.
- b) The updated Conservation Report shall include detailed methodologies of all demolition and construction works and demonstrate how the existing internal and external fabric of the Protected Structures and their settings, will be protected.
- c) A detailed schedule of external finishes on elevation drawings, for all elements of the proposal.
- d) The applicant is requested to clarify which windows are proposing to be replaced within the front elevation and shall detail why their replacement is necessary, in lieu of restoration and / or repair.
- e) Details of all associated signage and shopfront detailing, in accordance with the above guidelines.
- f) Detailed drawings to clearly detail all elements of demolition.
- g) Details of the referenced updating of steel frame signage at Donegan's.
- h) Details of the referenced alterations / repairs to the front, shopfront to Donegan's.
- i) Details of the proposed decorative railing to the front of Donegan's.
- j) Details of the proposed steps and raised seating area to the front of Donegan's.

4. Surface Water Management

Policy Objective IU 19 of the Louth County Development Plan 2021-2027 (as varied) requires the use of Sustainable Drainage Systems to minimise and limit the extent of hard surfacing and paving and require the use of SuDS measures be incorporated in all new development (including extensions to existing developments.) All development proposals shall be accompanied by a comprehensive SuDS

assessment including run-off quantity, run off quality and impacts on habitat and water quality.

- a) The applicant is therefore requested to submit a surface water drainage report which complies with Section 10.2.5 (Sustainable Drainage Systems) of the Louth County Development Plan 2021 – 2027 and all associated policies.
- b) The applicant is requested to clearly demonstrate existing surface water management for all impermeable areas and demonstrate the surface water management and disposal measures for any new impermeable areas. The report shall clearly demonstrate the use of any proposed SuDS measures, as required under Policy IU19 of the Louth County Development Plan 2021 – 2027, as varied.
- c) The applicant shall also demonstrate compliance with Policy IU21 of the Louth County Development Plan 2021 – 2027 which “seeks to avoid discharge of additional surface water to combined sewers”.
- d) The applicant shall note that surface water shall not be allowed to discharge onto third party property or any public road and, in so far as possible, surface water shall be disposed of within the site boundary. If appropriate, the applicant shall undertake soil permeability testing to determine the infiltration characteristics of the site and design a proposed soakaway taking account of the soil permeability test results and the designated impermeable areas. All design and construction details shall be in accordance with BRE Digest 365 “Soakaway Design”.

5. Car Parking Provision

The Planning Authority has concerns in relation to the proposed car parking provision for the development. Whilst the submitted details have been considered, including Section 5.0 of the Planning and Design Statement, it is noted that the calculation of 17 spaces does not include the proposed beer garden which would appear to be a change from the established use (yard) and therefore should be included within the calculation of required parking spaces. Furthermore, the proposal includes the use of 5 no. on street parking spaces and the use of an existing car park opposite the site.

The proposed parking arrangement raises concerns as the applicant does not appear to have ownership / control over the on street and off street parking areas proposing to be relied on (on the basis of details provided.) The applicant is therefore requested to submit the following:

- a) An updated parking calculation for the proposed development, including the proposed beer garden.
 - b) To submit a feasible parking solution for the proposed development, in accordance with Section 13.11. of the Louth County Development Plan 2021-2027, as varied. This shall include a formal authorised arrangement/s for the use of third-party lands, where applicable.
 - c) The applicant in addressing the above, shall include an alternative solution in the event that the existing carpark is not feasible and where for example lands relied on are developed in the future or become no longer available.
- 6.** The applicant is requested to submit confirmation of feasibility from Uisce Éireann that the intended connections to the Irish Water Network for both water supply and wastewater can be facilitated for the proposed development at this time.

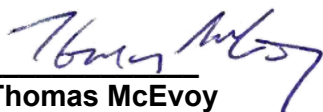
7. The applicant is requested to submit a Construction and Demolition Resource Waste Management Plan (RWMP) as set out in the '*Best Practice Guidelines for the Preparation of Resource and Waste Management Plans for C&D Projects (2021,)*' including demonstration of how the proposal adheres to best practice and protocols. The RWMP shall include specific proposals as to how the RWMP will be measured and monitored for effectiveness; these details shall be placed on the file and retained as part of the public record. 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.
8. The applicant is requested to submit revised Newspaper and Site Notices should the above Further Information response result in a significant alteration from the original proposal in relation to site size, site layout, development location or description etc., in accordance with Article 35(1)(c) of the Planning & Development Regulations 2001 (as amended) which include reference to these alterations.



Orla Rooney
Assistant Planner
Date: 25/11/2025



Turlough King
A/Senior Planner
Date: 25/11/2025



Thomas McEvoy
Director of Services
Date: 28/11/2025