



# LAND USE ZONING POLICY & OBJECTIVES



## **CHAPTER 14**

### **LAND USE ZONING POLICY AND OBJECTIVES**

#### **14.1 Introduction**

The purpose of development control is to give guidance to developers regarding the criteria used by local authorities in assessing planning applications. Drogheda Borough Council recognises that incompatible land uses should be segregated in all areas. The objective of zoning is to specify which type of land use the Council considers appropriate for different areas or 'zones', and it therefore indicates the planning control objectives of the relevant Council for its administrative area. The Councils are obliged under the Planning & Development Act, 2000 to include in its Development Plan objectives for the 'zoning of land for the use solely and primarily of particular areas for particular purposes (whether residential, commercial, employment generating, agricultural, recreational, as open space or otherwise, or a mixture of those uses), where and to such extent as the proper planning and development of the area, in the opinion of the Planning Authority, requires the uses to be indicated'.

#### **Non-Conforming Uses within Land-Use Zones**

Many uses exist in locations where they do not conform to the designated use zonings as provided by the land use zoning map attached to the Drogheda Borough Council Development Plan 2005 – 2011. All such uses which are legally established shall not be subject to proceedings under the Planning and Development Act 2000 with respect to unauthorised use.

When extensions to / or improvements of premises accommodating such uses are proposed, including change of use proposals involving change of use to less injurious type uses or uses which would involve planning gain, each proposal shall be considered on its merits and permission may be granted where the proposed development would not adversely affect the amenities of premises in the vicinity and / or otherwise prejudice the proper planning and development of the area.

Drogheda Borough Council cannot accept responsibility for the existence of a non-conforming use within an otherwise zoned area as illustrated on the zoning objectives map. In those cases where a conflict arises between the zoning objectives map and the written statement, the written statement shall take precedence.



## 14.2 Use Zone Objectives

ZONE CODE	USE ZONE OBJECTIVE
<b>RE</b>	<b>Residential Existing</b> : To protect and enhance the amenity of developed residential communities.
<b>RN</b>	<b>Residential New:</b> To provide for new residential communities and community facilities and protect the amenities of existing residential areas.
<b>RN</b> <b>RZ 1, 2 &amp; 3</b>	<b>Residential New (Restricted Zonings 1, 2 &amp; 3)</b> To provide for new residential communities and community facilities and protect the amenities of existing residential areas. Restricted zoning. Site specific conditions apply. See relevant text for details
<b>TC</b>	<b>Town Centre:</b> To protect and enhance the special physical and social character of the existing town centre and to provide for new and improved town centre facilities and uses.
<b>IQDA</b>	<b>Inner Quays Development Area:</b> To provide for major new town centre activities in accordance with approved Local Area Plan and subject to the provision of necessary physical infrastructure.
<b>RP</b>	<b>Retail Park:</b> To Provide For The Development Of A Retail Warehouse Park In Accordance with an approved framework plan and subject to the provision of necessary physical infrastructure.
<b>EGZ</b>	<b>Employment Generating Zone:</b> To Provide For The Development Of Business And Employment Generating Business Activity, Which Is Primarily Manufacturing, Service Orientated And Whose Retail Output Is Ancilliary To The Primary Use.
<b>BP</b>	<b>Business Park / New Economy Business:</b> To Provide For New Business Opportunities On A Green Field Site, Which Is Designed In Accordance To An Overall Masterplan Framework. The Zone Allows For Flexibility In The Composition Of Uses including a maximum 25 % residential and 4.07 hectares public open space in addition to the standard 15 % public open space requirement.
<b>CCI</b>	<b>Civic Community &amp; Institutional:</b> To Provide & Protect Necessary Community, Recreational & Educational Facilities.
<b>DTDA</b>	<b>Drogheda Transportation Development Area:</b> To Protect And Expand The Existing Transport Hub Around The Train Station And Facilitate The Development Of Public Transport Facilities Including Residential, Retail And Office Development.
<b>NC</b>	<b>Neighbourhood Centres:</b> To Protect, Provide For And Improve Local Shopping Facilities In Order To Create And Retain A Vibrant And Sustainable Neighbourhood Centre To Serve Primarily Local Needs.
<b>LPS</b>	<b>Local Primary Shops:</b> To Protect, Provide For And Improve Local Shopping Facilities In Order To Provide Facilities For A Residential Neighbourhood.
<b>OS</b>	<b>Open Space &amp; Recreational Areas:</b> To Protect And Retain Existing Public And Private Open Space Areas Within The Town And Enhance The Public's Use Of These Areas.
<b>DC</b>	<b>District Centre:</b> To Create A Sustainable District Centre Outside The Town Centre Which Will Operate As A Complementary Retail Hub To The Existing Town Centre.
<b>CF</b>	<b>New Community &amp; Educational Facilities:</b> To Create A New Location Which Is Capable Of Facilitating The Development Of New School Facilities And Local Community Neighbourhood Facilities.



### 14.3 Explanatory Notes

1. In **RE (Residential Existing)** zones, the Planning Authority will be primarily concerned with the protection of the amenities of established residents. While infill or redevelopment proposals would be acceptable in principle, careful consideration would have to be given to protecting amenities such as privacy, daylight/sunlight, aspect and so on in new proposals.

*(See Chapter 13 Development Control Parameters for policies and development control standards).*

2. The **RN (Residential New)** zone will be the main areas for new residential development whose layout will be determined by the subsequent development control parameters of this Development Plan. It is envisaged however that before development should proceed in the identified areas of new residential zoning that a Local or Action Area Plans **MAY** be required to be carried out by the applicant under the Planning Authority's direction, to set an overall context for a given proposal. In the interest of sustainability the larger tracts of new residential EN zoned lands could be able to accommodate ancillary uses such as employment generating uses, community facilities, local shopping facilities, etc. provided they are appropriate in scale and do not unduly interfere with the predominant residential land use.

*(See Chapter 13 Development Control Parameters for policies and development control standards).*

3. In the **TC (Town Centre)** zone, it is intended to accommodate the majority of new commercial and retail uses. Notwithstanding the town centre area the principal shopping streets have been identified (see Chapter 10). Within the town centre two specific policy areas have been designated namely Old Abbey Lane & Backlanes policy area (See Chapter 10). Within the main shopping street areas the majority of retail uses shall be encouraged. The specific policy areas shall encourage uses which should be craft/ cultural/ social or tourist orientated and have a key objective of enhancing the retail experience of the shopper in the town centre. The typical facilities could include cafes, bistros, restaurants, wine bars, craft shops, tourist merchandise and art workshops and studios.

4. The **IQDA (Inner Quays Development Area)** lies adjacent the existing town centre zone and has been identified to accommodate new town centre functions which shall be the subject of Local Area Plan approach. The zone is a Town Centre zone in transition and appropriate mixed uses may be considered including residential, offices, retail and commerce.



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5. **NC (Neighbourhood Centres)** relate to the existing and permitted Neighbourhood Shopping Centres at Wheaton Hall, Yellowbatter and Ballsgrove. These existing Neighbourhood Centres will be complemented in due course by additional facilities on identified lands at Mell, Rathmullan, Moneymore and Bryanstown. Additional neighbourhood facilities **MAY** be considered for inclusion following the preparation of Local or Action Area Plans as appropriate.
6. **LP (Local Primary)** shops form part of this retail hierarchy and are lower grade single shops within designated neighbourhoods. Primarily these are existing established shops in residential areas, which may be attached to petrol stations or local shops in established residential areas. *See Retail Hierarchy Chapter 9*
7. There are two identified **RP (Retail Park)** zones, the first one proposed is the existing Newgrange Business Park area located on the Donore road - adjacent to the Donore Road motorway interchange. The second one is located at Waterunder adjacent the Northern Port Access Road interchange. These zones will cater for large bulky goods (non town centre products) and will be effectively linked by public transport services. The zone will also allow for the displacement of motor car sales outlets from non compatible town centre and edge of town centre locations.
8. A **EGZ (Employment Generating) zone** has been created to allow for mixed employment generating businesses to locate. Existing operations within this zone are all acceptable uses and the emphasis on this zone will be to encourage any type of enterprises which are not considered compatible in other use zones to locate within this zone. The EGZ will relate to the existing Industrial Parks at Donore, Marley's Lane, Premier Periclaise and Drogheda port zones and proposed new sites north of landfill site and within former established industrial and light industrial sites strategically placed around the town. Existing established manufacturing industries or service related industries are all acceptable use categories within this zone. Smaller and medium sized industries of a local nature shall be encouraged to locate within the East Coast Business and the Boyne Business Parks. The zone will allow for the displacement of non compatible commercial and industrial uses from the town centre.
9. The new **BP (Business Park)** greenfield site on the Collon road will have a flexible zoning to allow for a mix of business activities which prefer a Greenfield site to develop. The 24.42 hectare site comprises a variety of permitted uses and specifically allows for residential development not exceeding 25 % of the overall site area. (Maximum 6.105 gross) In addition, provision is made for the inclusion of some 4.07 hectares of public open space. (to include formal recreation areas) This public open space will be in addition to the standard 15 % public open space required for any residential development. It will be a requirement of Drogheda Borough Council that any proposals for residential development take due cognisance of the requirement to maintain a high standard of residential amenity through the provision of landscape buffers between the business park and any new housing areas.



The 24.42 hectare site MAY require a comprehensively designed Local or Action Area Plan to guide its future development. Any proposed Plan may identify appropriate uses across a number of business and related sectors. The overall master plan should allow for flexibility in the uses proposed and the design and planning of the site. The design of the site should complement existing uses within the Borough Council area..

10. **CI (Community Civic & Institutional)** is a new zone, which covers all existing and proposed schools both primary and secondary, church facilities, public utilities and all community owned sites within the town. The zone will, in addition, include the NEHB hospital site within the town and all Church and associated burial grounds. The zoning will allow for any proposed extensions of these community civic and institutional facilities and may if land is available allow for new buildings which accord with the zoning objective.
11. The **DTDA (Drogheda Transport Development Area)** – see Chapter 5 is a new zone to capitalise on the existing public transport facility on the Dublin Road. The designated uses permissible will include residential, office based and high value retail uses. The zone will allow for the integration of public transport facilities and will allow for multi storey car parking arrangements. Large convenience and or comparison retail sites MAY be acceptable along with other leisure, education and upmarket tourist accommodation and business / conference facilities.
12. **DC (District Centre)** is a new designated retail hub on the south western portion of Drogheda close to the Donore Road motorway interchange. The district centre shall allow for large scale convenience and comparison retailing along with associated facilities. The District Centre shall serve the expanding southern area of Drogheda and will capitalise on the good road infrastructure at this location. See relevant section on Retail hierarchy Chapter 9.
13. **OS (Open Space)** zone relates to amenity uses or open space areas in private or public ownership. The future development of these areas shall be premature pending a recreational strategy being prepared into all open space areas within the town. *See Chapter 6*
14. The primary objective of the **CF (Community Facilities)** zoned lands at Mell is to reserve sufficient lands for the development of educational and community facilities. Post primary educational outreach campuses shall be earmarked for the BP zone in consultation with the relevant educational authorities and adjacent local authorities.



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**15. RRO (Redevelopment or renewal of Obsolete Areas):** principally relates to the Old Landfill / Quarry site located in the North Western corner of Drogheda. This sites future long term use has not been determined and shall require further study during the course of the development plan period.

#### 14.4 Zoning Matrix

Uses other than the primary use for which an area is zoned may be permitted provided they are not in conflict with the primary use zoning objective. The Zoning Matrix illustrates the acceptability or unacceptability of various uses for each of the zoning objectives. The land use zoning matrix is intended to provide guidance to potential developers. It is not intended to supplant the normal planning process. An indication that a proposal would be 'permitted in principle' from the matrix shall in no way be taken to imply a granting of permission, or indeed that a planning application may be necessarily successful. Individual applications are a matter for the local authority to decide and the final decision rests with them, taking into consideration the merits of individual cases and circumstances that may be relevant at a specific time or at a specific location. The matrix relates to land use only and important factors such as density, building height, design standards, traffic generation, etc., are also relevant in establishing whether or not a development proposal would be acceptable in a particular location.

**A = Will Normally be Acceptable**

A use which will normally be acceptable is one which the Local Authority accepts in principle in the relevant zone. However, it is still subject to the normal planning process including policies and objectives outlined in the Plan.

**O = Are Open for Consideration**

A use which is open for consideration means that the use is generally acceptable except where indicated otherwise and where specific considerations associated with a given proposal (i.e. scale) would be unacceptable, or where the development would be contrary to the objective for a given area.

**X = Will Not Normally be Acceptable**

Development which is classified as not normally being acceptable in a particular zone is one which will not be entertained by the Local Authority except in exceptional circumstances. This may be due to its perceived effect on existing and permitted uses, its incompatibility with the policies and objectives contained in this Plan or the fact that it may be inconsistent with the proper planning and sustainable development of the area.

The expansion of established and approved uses not conforming to use zone objectives will be considered on their merits.



## 14.4 Table 9 : Zoning Matrix

Use Classes	RE	RN	RN (RZ1)	RN (RZ2)	RN (RZ3)	TC	IQDA	RP	EGZ	BP	CCI	DTDA	NC	LP	OS	DC	CF	RRO
A.T.M.	X	X	X	X	X	A	A	A	O	O	X	A	O	X	X	A	A	X
Abattoir	X	X	X	X	X	X	X	X	O	X	X	X	X	X	X	X	X	O
Amusement Arcade	X	X	X	X	X	O	O	X	X	X	X	O	X	X	X	X	X	X
B & B	O	O	O	O	O	A	A	X	O	O	O	O	X	X	X	O	O	X
Bank / Financial Institution	X	X	X	X	X	A	A	X	O	O	X	A	O	X	X	O	X	X
Betting Office	X	X	X	X	X	O	O	X	X	X	X	O	O	X	X	O	X	X
Bring Banks	O	O	O	O	O	A	A	A	A	A	A	O	A	O	O	O	O	O
Car Park (Commercial)	O	O	O	O	O	O	A	X	O	O	X	A	X	X	X	A	X	O
Car Dismantler /	X	X	X	X	X	X	X	X	O	X	X	X	X	X	X	X	X	A
Cash & Carry	X	X	X	X	X	X	O	X	O	O	X	O	X	X	X	O	X	X
Cemetery	X	O	O	O	O	X	X	X	X	X	A	X	X	X	O	X	X	X
Church	O	O	O	O	O	A	A	X	X	X	A	O	O	X	X	X	A	X
Cinema	X	X	X	X	X	A	A	X	X	X	X	A	X	X	X	O	X	X
Community Facility / Centre	O	A	A	A	A	A	A	X	O	X	A	O	O	O	X	X	A	X
Conference Centre	X	X	X	X	X	A	A	O	O	O	X	A	X	X	X	X	X	X
Crèche / Childcare Facility	A	A	A	A	A	A	A	O	A	A	A	A	A	O	X	O	A	X
Dance Hall / Night Club	X	X	X	X	X	A	A	X	X	X	X	O	X	X	X	X	X	X
Drive Through Restaurants	X	X	X	X	X	O	A	A	O	X	X	O	X	X	X	O	X	X
Funeral Home	O	O	O	O	O	A	O	X	O	X	O	X	X	X	X	X	O	X
Garden Centre	X	X	X	X	X	X	X	A	A	O	X	O	X	X	X	O	X	O
Guest House	A	A	A	A	A	A	A	X	X	X	X	A	X	X	X	X	X	X
Halting Site / Group Housing Scheme	O	O	O	O	O	X	X	X	O	X	O	X	X	X	X	X	X	O
Nursing Home/Assisted Care Scheme	O	A	A	A	A	A	A	X	X	X	O	O	X	X	X	O	A	X
Office – Primary Use	X	X	X	X	X	A	A	O	O	O	O	A	O	O	X	O	X	X
Office – Ancillary	O	O	O	O	O	A	A	O	A	A	A	A	A	O	X	O	O	X



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Use Classes	RE	RN	RN (RZ1)	RN (RZ2)	RN (RZ3)	TC	IQDA	RP	EGZ	BP	CCI	DTDA	NC	LP	OS	DC	CF	RRO
Home Based Economic Activities	O	O	O	O	O	O	A	X	X	X	X	A	X	X	X	X	X	X
Hospital	X	O	O	O	O	O	O	X	X	X	A	O	X	X	X	X	X	X
Hotel / Motel	X	O	O	O	O	A	A	O	X	O	X	A	X	X	X	O	X	X
Motor Sales / Repair	X	X	X	X	X	X	X	A	A	X	X	O	X	X	X	O	X	O
Petrol Station	X	O	O	O	O	X	X	O	O	O	X	O	X	O	X	O	X	X
Public House	O	O	O	O	O	A	A	X	X	X	X	O	O	X	X	O	X	X
Residential	A	A	A	A	A	A	A	X	X	X	X	A	O	X	X	O	O	X
Residential (Anc)	O	O	O	O	O	O	O	O	O	O	O	A	A	O	O	A	A	O
Residential Institution	O	O	O	O	O	O	O	X	X	O	O	O	X	X	X	O	O	X
Restaurant / Café	O	O	O	O	O	A	A	O	O	O	O	A	A	O	X	A	O	X
Retail Warehouse	X	X	X	X	X	X	X	A	O	O	X	O	X	X	X	O	X	X
Shop - Local **	O	A	A	A	A	A	A	X	O	X	X	A	A	O	X	A	X	X
Shop - Major	X	X	X	X	X	A	A	X	X	X	X	A	X	X	X	A	X	X
Sports Facilities	O	O	O	O	O	A	A	O	O	O	O	A	O	X	O	O	O	O
Take-Away	X	X	X	X	X	A	A	O	O	O	X	O	O	X	X	A	X	X
Telecommunication Structures	X	X	X	X	X	A	A	O	A	A	O	O	X	X	O	O	X	O
Tourism Complex	X	X	X	X	X	A	A	O	X	O	O	A	X	X	O	O	O	O
Transport Depot	X	X	X	X	X	O	O	O	A	O	X	A	X	X	X	O	X	O
Veterinary Surgery	O*	O*	O*	O*	O*	A	A	X	O	X	X	O	O	O	X	O	X	X
Warehouse	X	X	X	X	X	X	X	O	A	A	X	O	X	X	X	X	X	X
Wholesale Warehousing	X	X	X	X	X	O	O	A	O	O	X	O	X	X	X	O	X	X

\* : Where this use would be ancillary to the use of the overall dwelling as a normal place of residence by the user of the office.

\*\* A local shop is defined as a convenience retail unit of not more than 500m<sup>2</sup> square metres in gross floor area. In those cases where the proposed net sales area of a single convenience neighbourhood or convenience local shop exceeds 200 m<sup>2</sup>, only one such outlet shall be permitted in a neighbourhood centre or group of local primary shops. An upper limit of 500m<sup>2</sup> shall apply in all cases with the exception of discount food stores.



## 14.5 Local Area Plans and Action Area Plans

Section 18 of the Planning & Development Act 2000, as subsequently amended, provides that Local Areas Plans may be prepared in certain circumstances for areas which the Planning Authorities considers are likely to be subject to large scale development within the lifetime of the Development Plan. Local Area Plans should be consistent with the objectives of the Development Plan although the 2001 Amendment to this Section indicates that the Local Area Plan can include specific objectives pertaining to the zoning of land.

Local Area Plans must be completed not later than two years after the adoption of the Drogheda Borough Council Development Plan. Once adopted these plans must be taken into consideration by the Planning Authority in deciding on applications for permission in the area concerned.

Each Local Area Plan and Action Area Plan shall consist of a written statement and a plan or series of plans indicating the objectives in such detail, as may determined by the Planning Authority for the proper planning and sustainable development of the area to which it applies to include inter alia the following details:

- Proposals in relation to the overall design of the proposed development including maximum heights, external finishes of structures and the general appearance and design, including that of the public realm;
- The types and extent of any proposed development indicating how these uses integrate with surrounding development and land uses;
- Proposals in relation to transportation including public transportation and non motorised modes, vehicular roads layout and access arrangements, loading / unloading provision, the provision of parking spaces and traffic management;
- Proposals in relation to the provision of services in the area including the provision of waste and sewerage facilities and water, electricity and telecommunications services, oil and gas pipelines, including storage facilities for oil and gas;
- The element of residential development shall include proposals relating to the provision of amenities, facilities and services for the community including crèches and other childcare services, community and resource centres.
- The facilitation of public access to the proposed amenity areas located within the Area Plan boundaries and beyond.