

Chapter 2 Development Strategy

2.1 Introduction

The Louth County Development Plan 2009 – 2015 settlement strategy recognises the importance of Drogheda within County Louth's urban hierarchy. Drogheda sits at the top of a five tier county settlement strategy and in common with Dundalk, is designated a Level One settlement. At Level One, Drogheda and Dundalk are substantial towns with almost identical population levels of approximately 35,000 persons each, which equates to some 58% of the entire County population. Both towns contain a wide variety of services and employment opportunities, not only for the people of County Louth but also for a wider regional population. The strategic aim for Drogheda within the County settlement strategy is;

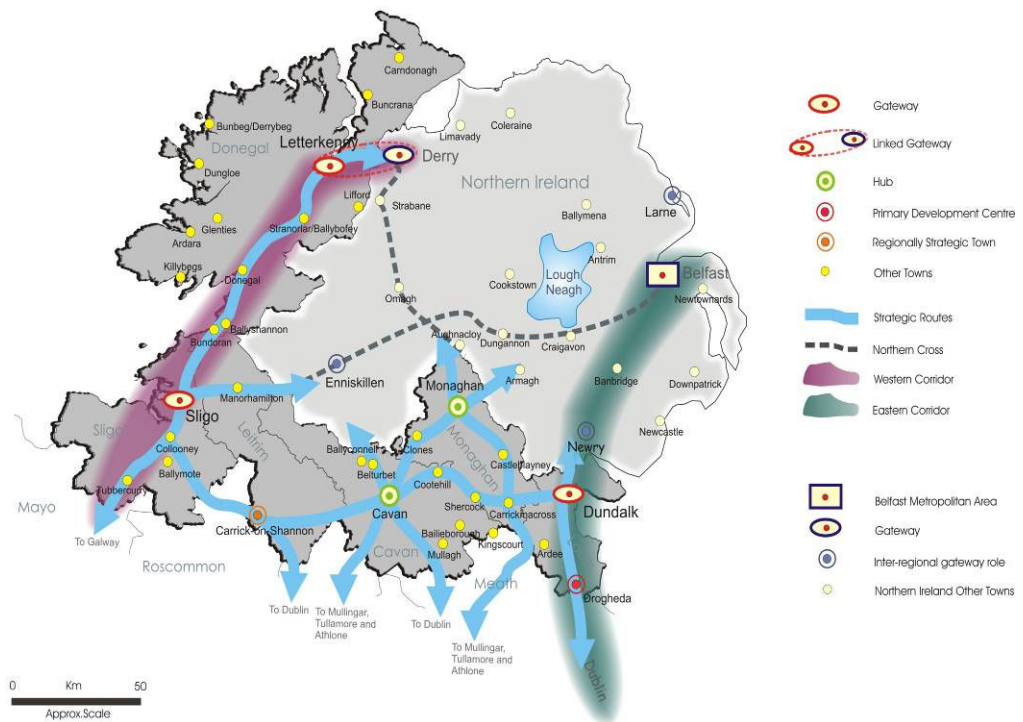
'To promote and facilitate the development of Drogheda as a self sustaining primary development centre that will energise development within its own catchment'



The Plan also acknowledges Drogheda's designation as a Primary Development Centre under the auspices of the National Spatial Strategy (NSS) and Border Region, Regional Planning Guidelines (RPGs). This designation supports the role of Dundalk as a NSS Gateway which acts as a driver for regional development in the North East of the State and along the Eastern Corridor. The policies of the County Development Plan are designed to support both Drogheda and Dundalk's primacy at the top of the urban hierarchy within the county. The County Development Plan thus seeks to prioritise sustainable residential development in both Drogheda and Dundalk so that they may achieve their target populations and enhance their capacity to attract new investment in employment, services and public transport. The revised Regional Planning Guidelines 2010 further clarify the function of Drogheda within the regional settlement hierarchy. Thus the guidelines aim;

'To promote and facilitate the development of Drogheda as an important strategic urban settlement in the region and within the Eastern Economic Corridor in support of the Dundalk Gateway'

Map 2.1: Border Region Spatial Strategy



2.2 Spatial Strategy

The Drogheda Borough Council Development Plan 2011- 2017 sets out a spatial strategy to direct future growth within the Drogheda Borough Council area. It also establishes a framework for development within the wider Greater Drogheda urban area by setting the Borough Plan within the context of related spatial plans for the larger urban area, including the Planning Strategy for the Greater Drogheda Area, the North Drogheda Environs Local Area Plan 2006 and the associated North Drogheda Environs Master Plan. It also takes cognisance of the Southern Environs of Drogheda Local Area Plan 2009.

The strategic objective of the settlement strategy is:

Strategic Objective 2: To implement a settlement strategy which will guide new development within the plan area in accordance with the principles of sustainable development in order that Drogheda may continue to contribute to the building of critical mass along the Eastern Corridor.

2.3 Character Areas

The development strategy for the Plan identifies seven distinct development areas covering the plan area. These areas have been identified with due regard for manmade and natural features, topography, urban function and local identity. It is also recognised that there are other areas with distinct identities, which function as neighbourhoods in reality, as distinct from the planning concept of the term. They comprise:

Central

- Heritage Quarter

Southwest

- Rathmullan / Lagavoureen
- Donore Road

Southeast

- Bryanstown

East

- Stagrennan

North

- Moneymore/Newfoundwell

Northwest

- Mell / North Road

Map 2.2: Character Areas

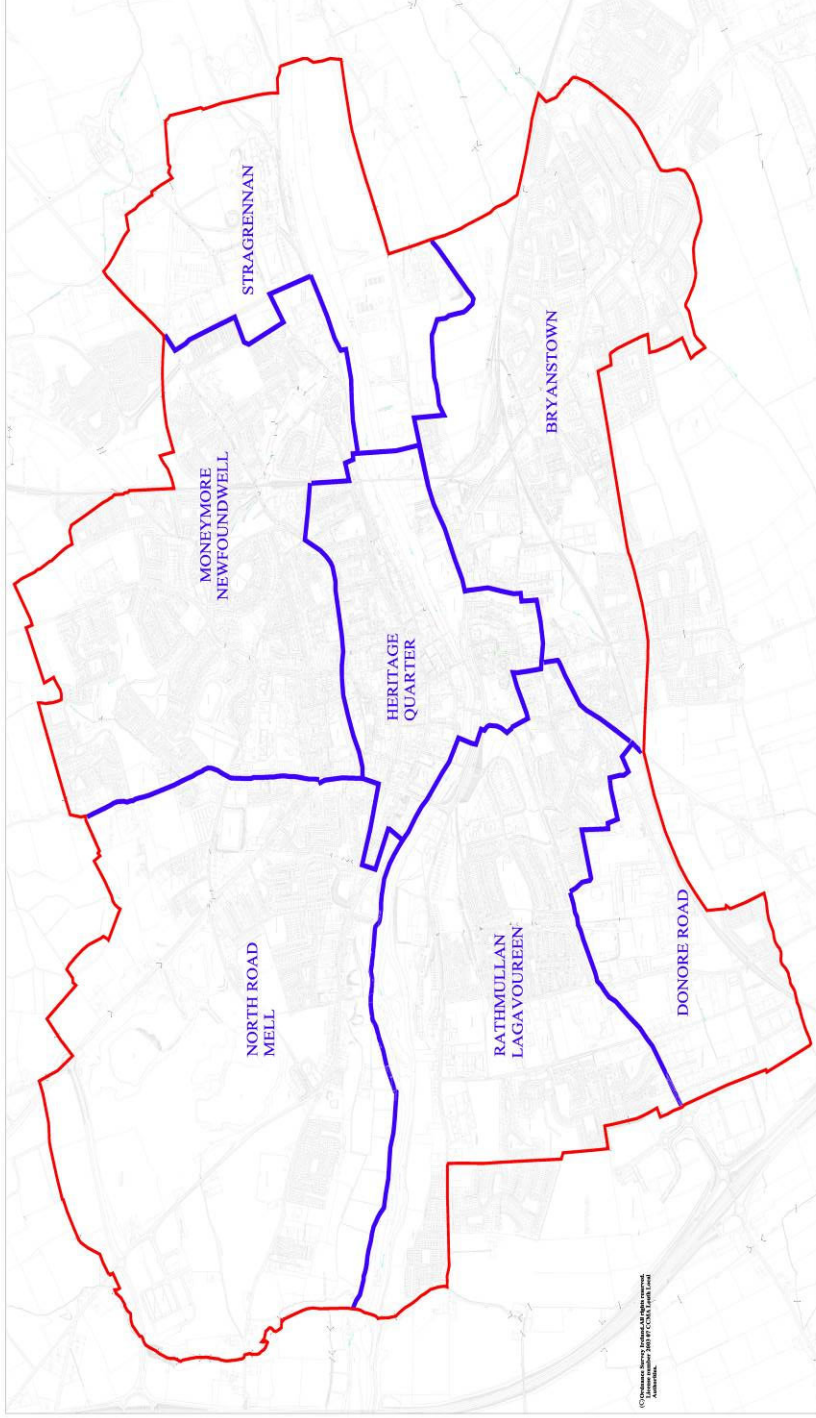


Table 2.1: Character Area Objectives

Neighbourhood Character Area	Objectives
Heritage Quarter	<ul style="list-style-type: none"> ▪ Emphasise Drogheda's Heritage Quarter by requiring new built development to recognise the circuit of the town walls ▪ Consolidate the traditional role of the town core in economic, residential, social and cultural spheres and progressively develop the economic potential of the town core through physical regeneration of the public realm, development of retail and appropriate commercial enterprise, enhancement of tourist attractions and facilitation of artistic and cultural activities.
Rathmullan / Lagavoureen	<ul style="list-style-type: none"> ▪ Provide for new residential development and supporting community facilities and to facilitate seamless, sustainable expansion into the adjacent southern environs. ▪ To consolidate the existing residential development including support for additional community facilities and infrastructures.
Donore Road	<ul style="list-style-type: none"> ▪ To promote the development of appropriate employment-generating land uses, both within the Borough and the adjacent southern environs
Bryanstown	<ul style="list-style-type: none"> ▪ Provide for new residential development and supporting community facilities and to facilitate seamless, sustainable expansion into the adjacent southern environs. ▪ To consolidate the existing residential development including support for additional community facilities and infrastructures.
Stragrennan	<ul style="list-style-type: none"> ▪ To consolidate existing industrial and commercial developments and to facilitate passive public enjoyment of designated European Wildlife sites.
Money more/ Newfoundwell	<ul style="list-style-type: none"> ▪ To reinforce the residential character of the long standing residential neighbourhoods, while supporting the provision and retention of local services and to progressively integrate newly developed residential areas both within the Borough and the adjacent Northern Environs into the social, economic and urban fabric of the Borough. ▪ To facilitate infrastructural enhancements associated with the hospital campus and ensure that they do not negatively impact on the residential amenity enjoyed by surrounding areas.

Neighbourhood Character Area	Objectives
Mell / North Road	<ul style="list-style-type: none"> ▪ To reinforce the residential character of the long standing residential neighbourhoods, while supporting the provision and retention of local services to and progressively integrate newly developed residential areas both within the Borough and the adjacent Northern Environs into the social, economic and urban fabric of the Borough. ▪ To promote the development of appropriate employment-generating land uses, both within the Borough and the adjacent Northern Environs ▪ To provide for the development or redevelopment of obsolete areas including the former quarry lands in this character area

2.4 Strategic Context

A Local Area Plan has been prepared for the Drogheda Docklands, lying within the Town Core. A further framework Plan will be prepared for the Drogheda Transport Development Area (DTDA) and contiguous areas of County Meath. The area bounded by Cement Road, R132, and the proposed Port Access Northern Cross Route, and the Collon Road, will be subject to a development feasibility study within the time frame of the Drogheda Borough Council Development Plan. The scope of the study will include environmental considerations together with servicing and land use options that would best serve the proper planning and sustainable development of the area. The study shall include an extensive public participation exercise involving both the general public and the various stakeholders in the area. In addition, Framework Plans are to be prepared for each of the Character Areas detailed above. These plans will take cognisance of developments either existing or proposed in the neighbouring jurisdictions of both Counties Louth and Meath. Within these two jurisdictions, detailed Local Area Plans have been prepared for extensive areas both north and south of the Borough in the adjacent areas of Counties Louth and Meath. A further Local Area Plan for the Southern Environs of Drogheda was completed in 2009 by Meath County Council. This Plan operates under the auspices of the Meath County Development Plan 2007-2013 and provides the local level planning policy context for the southern environs of Drogheda located in County Meath. The provisions of these Plans are incorporated as guidelines into the overall development strategy for the plan area. If any conflict arises between the provisions of any of the existing plans outlined below, the Drogheda Borough Council Development Plan 2011-2017 will at all times take precedence.

- Drogheda Docklands Local Area Plan 2007
- Local Area Plan for the North Drogheda Environs 2004
- North Drogheda Environs Master Plan 2006
- Planning Strategy for the Greater Drogheda Area 2007

Policy DS 1

Prepare a series of detailed Framework Plans for each of the identified character areas within Drogheda Borough having due regard to the spatial plans prepared for adjacent contiguous areas of Counties Louth and Meath.

Policy DS 2

To explore the feasibility of preparing an Urban Design Framework Plan for the Drogheda Transport Development Area and adjacent areas of County Meath.

Policy DS 3

The area bound by Cement Road, R132, PANCR, and the Collon Road, be subject to a development feasibility study within the time frame of the Drogheda Borough Development Plan. The scope of the study will include environmental considerations together with servicing and land use options that would best serve the proper planning and sustainable development of the area.

2.5 Connectivity and Integration within the Plan Area

Promoting connectivity and integration within and between existing and proposed communities is a key theme for this Development Plan. The defined Neighbourhood Character Areas contain large scale, long-established communities. It is important to ensure that these are consolidated and that there is ease of access to essential services and community facilities.

Proposals for additional residential development within the Neighbourhood Character Areas will be guided by the Development Plan policies and it is imperative that best practice is implemented both at the planning and implementation stages of proposed development. Applications for large scale development should include design statements and briefs to demonstrate how the proposal will merge into the Neighbourhood Character Area and how the proposal will integrate into existing and proposed community facilities, public transport provision and other sustainable transport modes including cycling.

Policy DS 4

Require applicants for large scale residential development to demonstrate, through the use of design statements and briefs, how the proposed development will provide for connectivity and integration within and between existing and proposed communities.

2.6 Land Use Zoning

It is a mandatory requirement of the *Planning and Development Act 2000* that a Development Plan should contain objectives for the zoning of land for the sole or primary use of particular areas for particular purposes, including provision for residential, commercial, industrial, agricultural, recreational or other, or any mixture of those uses,

having regard to the proper planning and sustainable development of the area and where, in the opinion of the Planning Authority, it is necessary that such uses should be indicated.

The Drogheda Borough Council Development Plan 2011-2017 includes a total of twenty two (22) land use zones and the areas within each, both developed and undeveloped, are set out in table 2.2.

The land use zones and objectives in respect of each zone identified in the Plan are set out in Table 2.3 and are included on the land use zoning map (Map 1). The permitted uses, uses open for consideration in certain circumstances and not permitted uses within each land use zone are contained within the zoning matrix. The application of the relevant land use zones for the town core are considered in greater detail in Chapter 4.

2.7 Zoning Matrix

Table 2.3 above includes the land use objectives for each of Drogheda's character areas within the plan area. Permitted development within each character area will be determined having regard to the zoning matrix set out below. Uses other than the primary use for which an area is zoned may be permitted in certain circumstances, provided that they are not in conflict with the primary use zoning objectives. The Zoning Matrix illustrates the acceptability or unacceptability of various uses for each of the zones. The land use zoning matrix is intended to provide guidance to potential developers and to the general public on the category of uses which are permitted, open for consideration in certain circumstances or are not permitted. The matrix relates to land use only and important factors such as density, building height, design standards and traffic generation are also relevant in establishing whether or not a development proposal would be acceptable at a particular location.

A = Permitted Uses

A 'permitted use' is one which is in compliance with the primary zoning objective for the area.

O = Uses open to consideration

A use that is "open for consideration" is one that by reason of its nature and scale would not be in conflict with the primary zoning objective for the area.

X = Not permitted Use

A 'not permitted use' is a use that would be contrary to the zoning objectives and sustainable development. Extensions to existing non conforming uses within any zoned area will be considered on their merits.

Table 2.2: Development Management Zoning Matrix

Use Classes*	RE	RN	TC	TCd	RP	EGZ	BP	CCI	DTDA	NC	LP	OS	DC	RRO
Amenity Open Space	A	A	A	A	A	A	A	A	A	A	A	A	A	A
Amusement Arcade	X	X	O	O	X	X	X	X	O	X	X	X	X	X
B & B	O	O	A	A	X	O	O	O	O	X	X	X	O	X
Betting Office	X	X	O	O	X	X	X	X	O	O	X	X	O	X
Bring Banks	O	O	A	A	A	A	A	A	O	A	O	O	O	O
Car Park (Commercial)	O	O	O	A	X	O	O	X	A	X	X	X	A	O
Cash & Carry	X	X	X	O	X	O	O	X	O	X	X	X	O	X
Cemetery	X	O	X	X	X	X	X	A	X	X	X	O	X	X
Cinema	X	X	A	A	X	X	X	X	A	X	X	X	O	X
Community Facility / Centre	O	A	A	A	X	O	X	A	O	O	O	X	X	X
Conference Centre	x	x	O	O	X	X	X	X	A	X	X	X	X	O
Crèche / Childcare Facility	A	A	A	A	O	A	A	A	A	A	O	X	O	X
Dance Hall / Night Club	X	X	A	A	X	X	X	X	O	X	X	X	X	X
Docks/Marina/Wharfs	X	X	X	O	X	A	X	X	X	X	X	X	X	X
Drive Through Restaurants	X	X	O	A	A	O	X	X	O	X	X	X	O	X
Fish processing and refrigeration	X	X	X	X	X	A	O	X	X	X	X	X	X	X
Funeral Home	O	O	A	O	X	O	X	O	X	X	X	X	X	X
Garden Centre	X	X	X	X	A	A	O	X	O	X	X	X	O	O
Guest House	A	A	A	A	X	X	X	X	A	X	X	X	X	X
High Technology based Employment	X	X	O	O	X	O	A	X	A	X	X	X	X	O
Home Based Economic Activities	O	O	O	A	X	X	X	X	A	X	X	X	X	X
Hospital	X	O	O	O	X	X	X	A	O	X	X	X	X	X
Hotel / Motel	X	O	A	A	O	X	O	X	A	X	X	X	O	X
Industry	x	x	x	x	x	A	O	X	X	X	X	X	X	X
Industry (Light)	X	X	X	X	O	A	A	X	X	X	X	X	X	X

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Use Classes	RE	RN	TC	TCd	RP	EGZ	BP	CCI	DTDA	NC	LP	OS	DC	RRO
Motor Sales / Repair	X	X	X	X	A	A	X	X	O	X	X	X	O	O
Nursing Home/Assisted Care Scheme	O	A	A	A	X	X	X	O	O	X	X	X	O	X
Office – Class 2 Principally open to members of visiting public.	X	X	A	A	O	O	O	X	A	O	O	X	O	X
Office – Class 3 All other classes.	X	X	O	O	O	O	O	X	A	O	O	X	O	X
Park and Ride	X	X	X	X	O	O	O	X	A	X	X	X	X	O
Petrol Station	X	O	X	X	O	O	O	X	O	X	O	X	O	X
Place of Worship	O	O	A	A	X	X	X	A	O	O	X	X	X	X
Public House	O	O	A	A	X	X	X	X	O	O	X	X	O	X
Residential	A	A	A	A	X	X	O	X	A	O	X	X	O	X
Residential (Anc)	O	O	O	O	O	O	O	O	A	A	O	O	A	O
Residential Institution	O	O	O	O	X	X	O	O	O	X	X	X	O	X
Restaurant / Café	O	O	A	A	O	O	O	O	A	A	O	X	A	X
Retail Warehouse	X	X	X	X	A	O	O	X	O	X	X	X	O	X
Shipbuilding, repairing and dismantling	X	X	X	X	X	A	O	X	X	X	X	X	X	X
Shop - Local **	O	A	A	A	X	O	X	X	A	A	O	X	A	X
Shop - Major	X	X	A	A	X	X	X	X	A	X	X	X	A	X
Sports Facilities	O	O	A	A	O	O	O	O	A	O	X	O	O	O
Take-Away	X	X	A	A	O	O	O	X	O	O	X	X	A	X
Telecommunication Structures	X	X	A	A	O	A	A	O	O	X	X	O	O	O
Tourism Complex	X	X	A	A	O	X	O	O	A	X	X	O	O	O
Transport Depot	X	X	O	O	O	A	O	X	A	X	X	X	O	O
Veterinary Surgery	O*	O*	A	A	X	O	X	X	O	O	O	X	O	X
Warehouse	X	X	X	X	O	A	A	X	O	X	X	X	X	X
Wholesale Warehousing	X	X	O	O	A	O	O	X	O	X	X	X	O	X

* All development proposals must have regard to the Planning System and Flood Risk Management Guidelines for Planning Authorities (DoEHLG / OPW 2009). In all cases a precautionary approach shall apply.

** A local shop is defined as a convenience retail unit of not more than 200 square metres in net retail floor area

Table 2.3: Land Use Zone Objectives

RE	Residential Existing: To protect and enhance the amenity of developed residential communities.
RN	Residential New: To provide for new residential communities and community facilities and protect the amenities of existing residential areas.
TC	Town Centre: 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.
TCd	Docklands: To provide for a mix of town centre activities in accordance with the Docklands Area Plan.
RP	Retail Park: 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
EGZ	Employment Generating Zone: To Provide For The Development Of Business And Employment Generating Business Activity, Which Is Primarily Manufacturing, Service Orientated And Whose Retail Output Is Ancillary To The Primary Use
BP	Business Park / New Economy Business: To Provide For New Business Opportunities On A Green Field Site, Which Is Designed In Accordance To An Overall Master Plan 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 16.5 % public open space requirement
CCI	Civic Community & Institutional: To Provide & Protect Necessary Community, Recreational & Educational Facilities
DTDA	Drogheda Transportation Development Area: 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.
NC	Neighbourhood Centres: 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
LPS	Local Primary Shops: To Protect, Provide For And Improve Local Shopping Facilities In Order To Provide Facilities For A Residential Neighbourhood
OS	Open Space & Recreational Areas: (Public/Private) To provide for and/or improve open space and recreational amenities.
DC	District Centre: To Create A Sustainable District Centre Outside The Town Centre Which Will Operate As A Complementary Retail Hub To The Existing Town Centre.
RRO	Redevelopment or Renewal of Obsolete Areas: Further study required for future use.

2.8 Strategic Employment Generating Areas

The Donore and Mell/North Road Character Areas and Drogheda Transport Development Area are considered to provide unique employment-generating potential by reason of their respective locations, adjacent to major transportation infrastructure facilities. All three areas lie directly on the three key approach corridors to Drogheda including the North Road, Dublin Road and Donore Road. It is recognised in both the Economic Development Strategy for Drogheda and the Planning Strategy for Greater Drogheda that these sites and in particular the south western end of the Donore Road and the environs of McBride Station are strategic employment generating areas not only for the Borough but also for the wider area.

2.9 Development Control Guidance

The submission of high quality residential, commercial and other development proposals is a vital requirement within the development management process assessments. Additionally, in accordance with Government guidance on Housing (Quality Housing for Sustainable Communities 2007), Urban Design (Urban Design Manual 2009) and Architecture (Government Policy on Architecture 2009-2015) there is a strong emphasis on maintaining and improving the quantitative aspect of new development. Further guidance on these aspects of development including plot ratio and site coverage standards is contained in Appendix 2.

Policy DS 5

Developments must comply with the development control guidance contained within this Plan including those aspects relating to plot ratio and site coverage standards contained in Appendix 2

2.10 Environmental Hazard Zones

Drogheda Borough contains two sites within its jurisdiction which may pose a potential risk to public safety by reason of the nature of the substances handled on the sites. Both sites are situated adjacent to the River Boyne on the Marsh Road.

In the interest of public health and safety, the Borough Council, as Planning Authority may request technical advice where appropriate from the Health and Safety Authority as the Central Competent Authority for S.I. No. 476 of 2000 and European Communities (Control of Major Accident Hazards Involving Dangerous Substances) Regulations, 2000. Under Regulation 29 of the above Regulations, the Health and Safety Authority may therefore make recommendations regarding developments, residential or otherwise, that fall within zones of impact of establishments covered by those regulations.

The Health and Safety Authority has advised that consultation distances must be applied with respect to the following notified sites, Marsh Oil Products Limited, Marsh Road, Drogheda and Flogas Ireland Limited, Marsh Road, Drogheda.

Table 2.4 Consultation Zones

Establishment	Consultation Distance (m)
Marsh Oil Products Limited, Marsh Road, Drogheda	400
Flogas Ireland Limited, Marsh Road, Drogheda	600

Policy DS 6

The Health and Safety Authority (HSA) shall be consulted with respect to any development proposals within the consultation distances stated in Table 2.4.

The EU Directive on the Control of Major Accidents Hazards (Seveso) seeks to reduce the risk and to limit the consequences of accidents at manufacturing and storage facilities involving dangerous substances that present a major accident hazard. The Directive requires planning authorities to have regard to the potential effects of relevant development of the risks or consequences of a major accident for public health and safety, and the need to maintain an appropriate safe distance of such establishments from residential areas, areas of public use, and areas of particular natural sensitivity. These provisions apply equally to existing sites, new sites and instances where existing sites are to be expanded. Planning applications in proximity to Seveso sites are referred to the Health and Safety Authority (HSA), a prescribed body, for their input and the planning authority in making a decision must have regard to their advice.

Any new Seveso developments proposed within the plan area may be permitted only in low risk locations away from vulnerable residential, retail and commercial development. Such proposals will be subject to an appropriate Environmental Impact Assessment (EIA) as necessary under the prevailing legislation pertaining to such sites.

Policy DS 7

It is the policy of Drogheda Borough Council to permit new Seveso development only in low risk locations away from vulnerable residential, retail and commercial development. Any proposed development of new Seveso sites will be subject to an appropriate Environmental Impact Assessment (EIA) as necessary under the prevailing legislation pertaining to such sites.

Policy DS 8

It is the policy of Drogheda Borough Council to prohibit new extensions to long established Seveso Sites at undesirable locations, where they pose an unacceptable accident risk to public subject to the advice of the Health and Safety Authority.