

Inspector's Report ABP-315389-22

Development Location	Construction of a drive-thru restaurant/café and associated site works. M1 Retail Park, Mell, Drogheda, Co. Louth.		
Planning Authority Planning Authority Reg. Ref.	Louth County Council 22/682		
Applicant Type of Application Planning Authority Decision	BPM GP3 Limited. Permission. Grant of Permission.		
Type of Appeal	Third Party v Grant of Permission.		
Appellant	MBBC Foods (Ireland) Limited.		
Observer	None.		
Date of Site Inspection Inspector	06/04/2023. Enda Duignan		

1.0 Site Location and Description

- 1.1. The appeal site is situated within the M1 Retail Park. The retail park is located within the settlement boundary of Drogheda, c. 420m to the east of the M1 Motorway and c. 2.9km to the north-west of the Drogheda's town centre. The appeal site has a stated area of c. 0.1899ha and comprises a portion of the retail park's surface level car parking (i.e. north-eastern corner). The documentation confirms that the site comprises c. 76 no. car parking spaces associated with the existing retail park.
- **1.2.** The existing retail park comprises a number of bulky comparison retailers. There are also 2 no. car dealerships to the east of the site and a Costa Coffee and Supermacs restaurant and drive-thru is located to the site's north.

2.0 Proposed Development

- **2.1.** The proposed development seeks planning consent for the construction of a single storey drive-thru restaurant/café. The proposed works include:
 - The provision of a vehicular access and exit point to the north and a pedestrian entrance along the south-eastern elevation of the building;
 - The provision of a total of 17 no. car parking spaces to serve the proposed development (including 1 no. accessible parking space);
 - The installation of signage on the buildings external elevations;
 - The provision of a new access road, pedestrian crossing and a pedestrian circulation area surrounding the proposed pedestrian entrance;
 - The provision of a single storey bin store (10.5sqm) to the north-west;
 - The installation of a speaker/order post and a height restriction barrier adjacent to the vehicular entrance point; and,
 - The provision of external signage including a totem sign adjacent to the proposed vehicular entrance, and external seating area, menu boards, a collection window, landscaping, footpaths, boundary treatments, lighting and all ancillary works necessary to facilitate the proposed development.
- 2.2. The proposed development will also necessitate amendments to the existing M1 Retail Park car parking layout, including the removal of 76 no. existing car parking spaces (net loss of 59 no. spaces in total).

3.0 Planning Authority Decision

3.1. Decision

3.1.1. The Planning Authority granted planning permission for the proposed development subject to compliance with a total of 10 no. conditions. Conditions of note include:

Condition No. 7 relates to the implementation of the permitted landscape proposals.

Condition No. 8 restricts the hours of operation of the premises.

3.2. Planning Authority Reports

3.2.1. Planning Reports

The Louth County Council Planning Reports form the basis for the decision. The <u>First</u> <u>Planning Report</u> provides a description of the site and the subject proposal and sets out the local and national planning policy that is relevant to the development proposal. Within their assessment of the application, the Planning Authority noted that the proposed use is identified as being open for consideration under the 'B3 Retail Park' zoning that applies to the lands. Whilst the principle of the proposed development was deemed to be acceptable, further information was requested with respect to the following matters:

- Revised proposals to address concerns regarding the layout and positioning of the drive-thru facility, the car parking arrangement and the potential for conflicts between pedestrian and vehicular movements.
- Clarification as to whether there are further proposals to provide additional retail structures within the existing car parking area in order to ensure that an integrated and coherent approach to development is adopted.
- Additional information from the Infrastructure Department with respect to:
 - Auto-tracking details on a revised site layout for bin lorry and delivery vehicles.
 - Mitigation measures to improve the capacity of the N51/R168/L6322 junction to bring it within capacity and reduce queuing.
 - The provision of junction analysis for the proposed development.

Following the submission of further information which included a revised layout, parking and access arrangement for the proposed development, the Planning Authority in their <u>Second Planning Report</u> deemed the proposal to be acceptable. The report also provides a response to the 1 no. observation received at additional information stage. A grant of permission was recommended subject to compliance with 10 no. conditions.

3.2.2. Other Technical Reports

<u>Infrastructure Department</u>: Report received requesting additional information with respect to the matters outlined above. Second report on file stating no objection subject to compliance with conditions.

Environment: Report received stating no objection subject to compliance with conditions.

3.3. Prescribed Bodies

Irish Water: Report received stating no objection subject to compliance with conditions.

3.4. Third Party Observations

3.4.1. One (1) no. third-party observation was received following the submission of the Applicant's further information response. It is noted that observer, MBBC Foods (Ireland) Limited, is the Third Party appellant, and the matters raised in the observation are broadly similar to those in the grounds of appeal which I will discuss in detail in Section 6.0 of this Report.

4.0 Planning History

4.1. Appeal site.

- 4.1.1. None
- 4.1.2. I note that there is an extensive history of planning applications relating to the existing retail park and its associated uses which have been summarised in the Applicant's planning report.

4.1.3. I note that permission was granted under Ref. 06/316 for the construction of 2 no. part single/part double storey drive-thru restaurant outlets and associated site works on the lands to the north of the appeal site. It is understood that only 1 no. outlet currently operates as a drive-thru restaurant.

5.0 Policy Context

5.1. Louth County Development Plan (CDP), 2021-2027.

- 5.1.1. The appeal site is located within the urban settlement boundary of Drogheda, a designated Regional Growth Centre. Under the Louth County Development Plan (CDP), 2021-2027 (Table 2.4). The appeal site is zoned 'B3 Retail Park' (Map No. 1.1), the objective of which is 'To consolidate retail warehousing development'. Section 13.21.10 of the Development Plan notes that 'the primary objective of this zoning is to facilitate a location for the sale of bulky goods. The focus in this Plan is for the consolidation and build out of undeveloped areas of existing retail parks in the County'.
- 5.1.2. Section 5.23.1 (Drogheda) of the Development Plan notes that 'The M1 Retail Park and Donore Road Retail Park (located within County Meath) are the principle destinations for bulky goods shopping within Drogheda.'
- 5.1.3. Policies and objectives of the Development Plan that are relevant to the consideration of this appeal include:
- 5.1.4. Section 13.13 (Employment) Employment related developments are required to be developed to a high standard. This will assist in creating an attractive environment for people to work and businesses to invest. Any planning application for business and enterprise development shall take account of the standards set out below. In addition, there are specific sections in this Chapter that provide guidance on transport, including access and car parking (Section 13.16), water services (Section 13.20) and sustainable drainage (Section 13.20.4).
- 5.1.5. Section 13.13.3 (Design and Scale) The design and scale of any building shall be appropriate for the intended use. The visual impact of larger buildings shall be reduced by incorporating a suitable mix of finishes and architectural treatment that breaks the

building up, particularly on the front elevation. Contemporary building design will be encouraged. Landmark buildings of notable design will be encouraged at strategic locations in settlements or within business/industrial parks. Where residential areas are adjacent to industrial and business parks or employment lands, consideration shall be given to having reduced heights where these land uses meet so as to minimise the contrast and impact between the two areas. Roof mounted equipment such as extractor fans or antenna shall be designed to integrate into the building and shall be appropriately screened where possible.

- 5.1.6. Section 13.13.5 (Parking and Loading) A functional parking and set down/loading area shall be provided in accordance with the parking standards set out in Table 13.11 in this Chapter. Adequate turning areas for delivery vehicles shall be provided within the curtilage of a site unless an alternative arrangement is agreed. This may require the preparation of an 'auto-track' analysis. Cyclist parking shall be provided in a safe, convenient location close to the main entrance of buildings. Parking areas shall be constructed using permeable materials and incorporate the principles of SuDS (Sustainable Drainage System).
- 5.1.7. Section 13.13.7 (Landscaping and Boundary Treatments) A full schedule of proposed planting (including a list of species and a timescale for planting) and boundary treatments shall be included with any application. Any planting shall consist of native species (trees, hedgerow, shrubs and wildflowers) and low maintenance pollinator friendly perennials. The visual impact of a development shall be softened by the inclusion of landscaping along roads, boundaries and parking areas. Where existing trees are required to be removed to facilitate a development, replacement native trees at a ratio of 5:1 shall be planted in Drogheda and Dundalk, with a requirement of 10:1 in the County area. The front roadside boundaries shall be of a high quality. To provide continuity within a business park/industrial estate, where possible, the front roadside boundaries shall be consistent with adjacent buildings. Palisade fencing along front boundaries will not be permitted.
- 5.1.8. Section 13.13.10 (Signage) Details of all signage and any associated lighting shall be agreed as part of the planning application. The number and location of signs on an

individual building and within a business park or industrial estate shall avoid a situation that would result in clutter or the over-proliferation of signage.

- 5.1.9. Section 13.14 (Retail) It is important that new retail developments are of a high design quality and at an appropriate scale to the centre in which they are located. All retail development proposals shall take the following standards into account, in addition to the guidance contained in the 'Retail Planning Guidelines' and associated 'Retail Design Manual' (2012).
- 5.1.10. Section 13.14.1 (General Design Considerations) The design and layout of buildings shall be of a high quality that provides an ease of circulation for pedestrians and vehicles. Landmark buildings of notable design will be encouraged at strategic locations in settlements. The design and scale of buildings shall take account of their context and surrounding land uses and shall endeavour to make a positive contribution to the area in which they are located.
- 5.1.11. Section 13.14.3 (Parking) Car parking shall be provided in accordance with the parking standards set out in Table 13.11 in this Chapter. Surface parking areas shall be constructed using permeable materials and shall incorporate the principles of SuDS. Provision of secure cycle storage facilities is essential for supporting the promotion and development of cycling as a more sustainable mode of transport. Bicycle parking for all new retail developments shall be provided in accordance with the standards set out in Table 13.12 in this Chapter.
- 5.1.12. Section 13.14.12 (Retail Park Signage) The provision of signage at a retail park is essential to provide details regarding the nature and location of the units located therein. To avoid visual clutter only one such sign incorporating a number of uniform individual advertisements will be permitted at the entrance to the development. Any sign or associated structure should not create an obstruction to pedestrian or cyclist movement or create a traffic hazard.
- 5.1.13. Section 13.16.6 (Car Parking) The method of transport people choose to use when travelling to and from a development is a determining factor in how many car parking

spaces are required to service it. Whilst this Plan promotes a modal shift away from the private car to more sustainable modes of transport, the car will continue to be an important mode of transport, and therefore there will normally be a requirement to provide car parking as part of a development. Any on-site parking areas provided within developments shall be suitably lined and surfaced. Large parking areas, particularly those used by the public or visible from public viewpoints shall be broken up with soft landscaping. Any loading bays within a development shall be located so delivery vehicles do not interfere with the movement or circulation of traffic and do not encroach onto parking spaces.

5.1.14. Section 13.16.14 (Traffic and Transport Assessments) – Traffic and Transport Assessments involve a comprehensive review of the potential transport impacts of a development on the existing transport network. This includes travel by car, commercial vehicle, cycling, walking, or public transport. Depending on the scale of a development and the associated trip demand, the Traffic and Transport Assessment may identify a requirement to change the road layout or public transport provision. This Plan shall require the preparation of a Traffic and Transport Assessment in accordance with the Traffic and Transport Assessment Guidelines 2014 (or any subsequent updated Guidelines), which set out the thresholds and sub-thresholds for the preparation of a Traffic and Transport Assessment. The Council may deem it appropriate to have a Traffic and Transport Assessment carried out on schemes with a value less than the thresholds if it is deemed sufficiently complex.

5.2. National Policy and Guidance

- 5.2.1. Regard is had to:
 - Project Ireland 2040 National Planning Framework (2018).
 - Regional Spatial and Economic Strategy for the Eastern and Midland Region, 2019-2031.
 - Design Manual for Urban Roads and Streets (DMURS), 2019.

5.3. Natural Heritage Designations

5.3.1. There are no Protected Sites within the immediate vicinity of the appeal site. The nearest designated sites are the River Boyne and River Blackwater Special Area of

Conservation (SAC) (Site Code: 002299), the River Boyne and River Blackwater Special Protection Area (SPA) (Site Code 004232), the Boyne Estuary SPA (Site Code 004080) and Boyne Coast and Estuary SAC (001957).

5.4. EIA Screening

5.4.1. See completed Form 2 on file. Having regard to the nature, size and location of the proposed development and to the criteria set out in Schedule 7 of the Regulations, I have concluded at preliminary examination that there is no real likelihood of significant effects on the environment arising from the proposed development. EIA, therefore, is not required.

6.0 The Appeal

6.1. Grounds of Appeal

6.1.1. One (1) no. Third Party appeal has been prepared on behalf of MBBC Foods (Ireland) Limited who are the operators of the existing Costa Coffee premises which is located to the north-west of the appeal site. The grounds of appeal can be summarised as follows:

6.1.2. Intensification of Use and Overdevelopment of Established Retail Park.

6.1.2.1. It is submitted that the proposed development will result in an overdevelopment of the retail park and an unacceptable intensification of use, particularly in respect to car dependent development within the north-eastern part of the retail park. It is highlighted that the planning report submitted by the Applicant demonstrated the significant intensity of use at the M1 retail park and the immediately adjacent lands. It is respectfully submitted that whilst the principle of providing an additional drive-thru restaurant/cafe is open for consideration under the B3 zoning, the proposal is not consistent with the overarching objective to consolidate retail warehousing development at this location. The proposal will in fact do the contrary by delivering another commercial use that becomes an attraction in itself, in a retail park already served by a cafe and drive-thru restaurant. Thus, the proposal does not accord with the proper planning and sustainable development of the area as a result of overdevelopment uses, particularly within the north-eastern corner of the retail park.

- 6.1.2.2. The appeal submission refers to the National Planning Framework which seeks to address issues in respect of car dependent development, in efforts to address climate change, in turn reflected in the current County Development Plan, and includes reference to National Policy Objective 27 which seeks to ensure the integration of safe and convenient alternatives to the car into the design of our communities, by prioritising walking and cycling accessibility to both existing and proposed developments. It is contended that this further additional drive-thru restaurant/cafe in the M1 retail park would be contrary to this policy.
- 6.1.2.3. The Board is requested to refuse permission as the proposal would result in the creation of further additional car movements in an already busy commercial environment and would conflict with existing pedestrian and car movements associated with the Costa Coffee and Supermacs outlets. Should the Board consider that a further drive thru restaurant/cafe is appropriate for the area, then it should be relocated to the southern part of the retail park to avoid conflicts with the Costa Coffee and Supermac's drive-thru.
- 6.1.3. Traffic, Transport and Loss of Car Parking.
- 6.1.3.1. Concerns have been highlighted with respect to the traffic and transport impacts and loss of car parking associated with the proposed development. It is stated that there has been very significant intensification of use in what was originally a bulky goods retail park, including significant additional development to the east and south, and the net loss of a further 10% of the retail park's car parking spaces which is of significant concern to the appellant. Given that the retail park has already a cafe and drive thru restaurant in operation, the appeal submission questions the need for another drive-thru restaurant, as generally such provision is only accepted where it can be demonstrated that it is ancillary to the primary use. It is the appellant's view that the current proposals would result in an overdevelopment of the retail park and an intensification of use which is contrary to the proper planning and sustainable development of the area.
- 6.1.3.2. It is stated that Supermacs is located to the immediate north of the proposed

development and currently has a very long drive-thru lane around the edge of the retail park. This relies on good vehicular movement and good visibility, both of which will be lost if an additional drive-thru is added to this prominent position of the retail park. It is stated that the stacking of cars will present a problem for the wider retail park and in turn the wider road network. The pedestrian and vehicular movements in the retail park are significant and in the view of the appellant are at capacity and beyond what was envisaged by the original permission and subsequent additional permissions for further development at the retail park.

- 6.1.3.3. It is contended that an additional drive thru restaurant will result in significant negative impacts given the existing characteristics of the retail park and the significant development in this location. This will result in serious issues in respect of traffic safety, vehicular circulation, visibility and car park capacity. It is contended that the revisions undertaken by the Applicant at further information stage were not sufficient to address the appellant's concerns, which primarily relate to the adverse impacts this additional drive-thru restaurant will have on pedestrian vehicular movements in an already busy zone.
- 6.1.3.4. Whilst, in principle the appellant is not opposed to further development in the retail park, it is respectfully submitted that the combined loss of car parking spaces, impact on pedestrian and driver visibility, traffic movement and overall intensification is a step too far and results in the overdevelopment of the existing car park which is relied upon in terms of the existing significant development at the retail park.

6.1.4. Other Relevant Planning Precedents.

6.1.4.1. It is submitted that it would be very unusual for such retail parks to have a standalone coffee shop Costa, a drive-thru restaurant and a further drive-thru restaurant/cafe as currently proposed. The appellant has referred to examples where planning authorities have refused permission / omitted the drive-thru element of a similar proposal due to concerns in respect to the provision of further driver-thru outlets in such locations, given the associated negative externalities with such uses, and other associated planning concerns.

6.1.4.2. The Borard is requested to refuse permission or at least include a condition to omit the drive-thru element of the proposed restaurant/cafe use, as this would help reduce the car dependency of the proposed use, ensure that it does not become a destination in itself within the retail park, and protects the pedestrian environment and car parking which is of benefit to existing established tenants of the retail park.

6.1.5. FI Response Concerns.

- 6.1.5.1. It is submitted that the Applicant has not adequately addressed the concerns raised by the appellant in their submission at FI stage, and it is submitted that the following outstanding concerns still arise:
 - Insufficient information provided in respect to how the new development proposals will work in conjunction with existing tenant's customers particularly at peak levels, and in particular the relationship with the existing drive thru restaurant and Costa Coffee outlet, and the loss of parking/intensification of use.
 - Concerns are raised with respect to the potential for the development to conflict with existing movements of vehicles and pedestrians within the retail park.
 - The sightlines to the north and south of the proposed building, which access the spine road, are insufficient and result in a potential traffic hazard for patrons of the retail park. The autotracking of delivery service vehicles and the relationship with existing tenant operators from the retail park is not fully addressed and should have been subject to an independent road safety audit.
 - The impact of the capacity of the N51/R168/L6322 junction and potential measures to mitigate such impacts do not appear to be sufficient.
- 6.1.5.2. Although it is acknowledged that the concerns of the Planning Authority had been addressed by the Applicant's additional information response, it is submitted that the provision of a drive-thru restaurant/cafe on the subject side is inappropriate and will adversely impact on existing tenants, customers and pedestrian movements in the retail park.

6.2. Planning Authority Response

6.2.1. A response has been received from the Planning Authority which indicates that the

matters raised by the Appellant were duly considered during the planning application stage. It is contended that the development is in accordance with the provisions of the County Development Plan and the Board is requested to uphold the decision of the Planning Authority.

6.3. First Party Response

6.3.1. A response to the Third Party appeal has been prepared on behalf of the Applicant. The appeal response also includes a report from the Applicant's consulting engineer which is attached as an appendix. The response report provides a description of the site and the subject proposal, an overview of the planning history of the site and surrounds and summary of the how the development was amended through the application process. The Applicant's response to the grounds of appeal can be summarised as follows:

6.3.2. Intensification of Use and Overdevelopment of Established Retail Park

- 6.3.2.1. It is submitted to the Board that the proposal, whilst increasing the food choice and offering within the park, does not result in a significant intensification of use noting that there are numerous large retail warehouses and offices operating within the park. As such it is considered that there is a sufficient working population and footfall to support the addition of a new drive-thru cafe. Additionally, it is believed that it will enhance choice within the retail park.
- 6.3.2.2. It is submitted that the proposal is in accordance with the various qualitative and quantitative standards within the current County Development Plan and will improve the vitality of the area by making efficient use of zoned lands and by providing additional food and beverage choices for patrons within the retail park. It is stated that the proposal will support the continued growth of Drogheda by providing additional employment opportunities and shall revitalize an established retail park by availing of a grossly underutilised car parking area by providing an active beneficial use in its place.
- 6.3.2.3. In response to the appellant's concerns regarding zoning objective compliance, it is indicated that the proposed operator will provide for the sale of baked goods and

beverages and thus is largely compatible with the coffee shop use, which is listed as a permissible use under the applicable zoning. It is also highlighted that the drive-thru element is identified as an open for consideration land use under this zoning. The Applicant has noted that drive-thru restaurants/cafes often form ancillary services in retail parks. Having regard to the nature, scale and location of the proposed development within the established retail park, it is submitted that the proposed drivethru facility is appropriately located on the subject site and will integrate well with the existing retail development.

- 6.3.2.4. The Applicant notes that current retail park is oversupplied with car parking and the construction of an additional service and offering within the retail park on underutilised lands can therefore contribute to consolidating retail warehousing development. It is not considered that the proposal will become an attraction in itself noting that all patrons/workers travel to the retail park travel in the first instance and the Applicants, as owners and operators of the retail park, are aware of the demand for a greater variety and choice in food offering for workers and patrons alike.
- 6.3.2.5. In terms of the appellant's claim that the proposal is contrary to efforts to address climate change, it is noted that the development will be first and foremost served by patrons visiting the park for other services and by workers who were already in the retail park. The issue of pedestrian safety has been carefully considered in this development and there are safe pedestrian circulation routes proposed externally, as well as pedestrian crossing which provides access to the building's main entry point. It is stated that the proposal will not result in adverse traffic impacts, and it will in fact make efficient use of the appeal site which is not working at capacity. Given the size and scale of the existing retail park, it's associated employment populations and patron population, an additional food offering is considered to be an appropriate form of development and in accordance with the proper planning and sustainable development of the area as confirmed by the Planning Authority.

6.3.3. Traffic, Transport and Loss of Car Parking.

6.3.3.1. The applicant refers the Board to the Traffic Transport Assessment (TTA) submitted with the application which comprehensively demonstrates that the proposal will not

result in any adverse impacts. It is also noted that there is more than sufficient car parking spaces available to serve the units within the retail park as demonstrated in the Parking Accumulation Study.

- 6.3.3.2. The Applicant highlights that more than 600 car parking spaces are currently provided within the existing car park, which is well in excess of what is required to serve the existing units. It is stated that this has been confirmed through the various traffic and transport assessments which have been engaged by the Applicant. It is contended that it is clear from the submitted studies that there is an overprovision of car parking within the retail park and the loss of parking spaces to accommodate the proposed development will have no adverse impact on retailers and tenants in the retail park as a result of the reduction in spaces.
- 6.3.3.3. It is stated that the proposed reduction in car parking on site is wholly consistent with the national direction to reduce car dependency and facilitate a modal shift. The Applicant goes on to note that the proposals were compliant with the minimum parking space requirements as contained within the Development Management Standards of the current County Development Plan. It is strongly submitted that the proposal will not adversely impact on the internal road network and the TTA submitted with the application indicates that all junctions analysed are presently operating within capacity and will continue to do so in 2024, 2029 and 2039 (i.e. with the proposed development in place) and the development will have an imperceptible impact on the local road network. It is highlighted that the proposed use is a synergistic use to the wider retail park with no adverse impacts on pedestrian or vehicular movements or indeed existing uses within the park and accordingly it is contended that the proposed development is in accordance with the proper planning and sustainable development of the area.

6.3.4. Other relevant planning precedents.

6.3.4.1. The Applicant provides a review of the precedent cases provided by the appellant an advisors as to why they are not directly applicable to the subject proposal. The Applicant also refers to a number of alternative precedent cases where the drive-thru units were permitted within or adjacent to existing retail parks.

6.3.5. FI response concerns.

- 6.3.5.1. It is highlighted that the Applicant submitted sufficient information during the application and further information stage regarding how the development will work in conjunction with existing tenants and customers. The proposed development will work alongside the existing offerings to provide more choice for consumers, and it is contended that there is a need for an additional cafe retail unit to serve the significant number of staff working in the park, together with the incoming customers. It is not considered that the proposed development will negatively impact on the operation or economic success of these existing units.
- 6.3.5.2. The Applicant notes that the internal road network remains largely unchanged as the entrance to the proposed development is positioned at the entrance to the parking aisle and therefore a road safety audit is deemed unnecessary. In addition to this, all existing sightlines within the development will be maintained and is highlighted that the Planning Authority was satisfied that the Applicant had adequately addressed concerns in relation to conflicting traffic movements within the site. The Applicant notes that the Parking Accumulation Study and revised Traffic Assessment Report as part of the additional information response outlines that the proposed development will not adversely impact on car parking capacity and traffic intensification at the existing retail park.

6.4. Observations

6.4.1. None

6.5. Further Responses

6.5.1. None

7.0 Assessment

The main issues to be considered are those raised in the Third Party's grounds of appeal, and I am satisfied that no other substantive issues arise. The issue of appropriate assessment also needs to be addressed. The issues can be dealt with under the following headings:

- Principle of Development

- Layout, Access & Car Parking
- Design & Visual Impact
- Appropriate Assessment

7.1. Principle of Development

- 7.1.1. The proposed development seeks planning consent for the construction of a drive-thru restaurant/café and associated works on the appeal site. The associated works includes modifications to the retail park's car parking layout and the removal of 76 no. car parking spaces to facilitate the proposed development. The appeal site is located in the north-eastern corner of the surface level car parking area associated with the M1 Retail Park. Under the current County Development Plan, the site and surrounding lands are subject to zoning objective 'B3 Retail Park' (Map No. 1.1), which seeks 'To consolidate retail warehousing development'. Under the B3 zoning, a drive thru restaurant is identified as an open for consideration use. Section 13.21.2.2 of the County Development Plan notes that land uses that are listed as 'Open for Consideration' may be acceptable to the Planning Authority where it is satisfied that the proposed development would be compatible with the overall policy objectives for the zoning category, would not have undesirable effects on the 'generally permitted' uses' or conflict with other aspects of the Plan, and would otherwise be consistent with the proper planning and sustainable development of the area. It is also noted that a café (coffee shop/tea room) is identified as a 'generally permitted use' under the applicable zoning objective.
- 7.1.2. The Third Party appellant has raised significant concerns with respect to the principle of development at this location and in their submission it is noted that the proposal would constitute an intensification of use and an overdevelopment of the established retail park. The appellant has argued that the proposal is not consistent with the overarching objective to consolidate retail warehousing development at this location and would in fact do the contrary by delivering another commercial use that may become an attraction in itself. It is stated that the retail park is already served by a cafe and drive-thru restaurant and the proposal would therefore result in the overdevelopment of the retail park and an unacceptable intensification of car dependent uses. Similar concerns were raised by the appellant following the

submission of further information during the application stage. At further information stage, the Applicant was requested to clarify if there are further proposals to provide additional retail structures within the existing car parking area in order to ensure that an integrated and coherent approach to development is adopted. The Applicant clarified in their response that, at present, they have no further proposals to provide additional structures. In their second report on file, the Planning Authority have indicated that the presence of an existing drive-thru restaurant within the retail park does not limit the provision of an additional similar use where appropriate. However, it is acknowledged by the Planning Authority that any future application within the car park area would be considered on its own individual merits.

7.1.3. Although I acknowledge that the primary objective of this zoning is to consolidate and build out undeveloped areas of existing retail parks in the County, I would agree with the Planning Authority that the existence of a drive-thru facility at this location does not by itself preclude the consideration of a proposal of this nature. I also note that there are no policy provisions under the current Development Plan that prohibit a development such as this. The M1 Retail Park has been identified under the current Development Plan as one of the principal destinations for bulky goods shopping within Drogheda. Given the overall scale of the retail park and its extensive surface level car parking area, I am satisfied that, taken in conjunction with the existing commercial uses (i.e. Costa Coffee and Supermacs), the proposed development does not undermine the primary use of the retail park for retail warehousing. I am therefore satisfied that the principle of development is acceptable at this location and would in fact make efficient use of zoned lands within the settlement boundary of Drogheda. The proposal is therefore considered to be in accordance with the proper planning and sustainable development of the area.

7.2. Layout, Access & Car Parking

7.2.1. Originally, the proposed development was to be accessed from the north, whereby cars would travel in a clock wise direction around the proposed restaurant and exit the site the site via the combined entrance/exit to the north of the building. A total of 17 no. perpendicular car parking spaces were also proposed to the east of the restaurant/café, along the western edge of the eastern spine road serving the overall

retail park. The Third Party appellant has noted that Supermacs is located to the immediate north of the proposed development and currently has a very long drive-thru lane around the edge of the retail park which relies on good vehicular movement and good visibility. The appeal submission contends that good vehicular movement and visibility will be lost if an additional new drive-thru is added to this prominent position of the retail park. The Appellant goes on to note that the pedestrian and vehicular movements in the retail park are at capacity and an additional drive-thru restaurant will result in significant negative impacts. It is argued therefore, that this will result in serious issues in respect of traffic safety, vehicular circulation and visibility. The Appellant has also raised concerns regarding the loss of existing car parking spaces within the retail park which are required to facilitate the proposed development and its consequent impact on the existing retailers.

- 7.2.2. During their initial assessment of the application, the Planning Authority raised concerns regarding the layout and positioning of the drive-thru facility and associated car parking arrangement and the potential for conflicts between pedestrian and vehicular movements. Of particular concern was the location of the perpendicular car parking spaces and the conflicts that could arise given their location relative to the eastern spine road. The Applicant then submitted an amended proposal at additional information stage and the proposed building was re-located to a position adjacent to the eastern spine road as a measure to provide for a strong urban edge at this location. The proposed car parking layout was also revised, with access to the site and associated car parking provided from the western boundary.
- 7.2.3. In terms of the adequacy of car parking within the retail park and the impact of the proposed development, I note that a total of 17 no. car parking spaces are proposed to serve the unit (including 1 no. accessible parking space), thereby resulting in the net loss of 59 no. car parking spaces within the retail park. In support of the application, the Applicant has submitted a Parking Accumulation Study which includes a survey carried out from Thursday 28th to Sunday 31st of July. This has been done in order to ascertain the impact on customer parking of the reduction in parking spaces within the retail park. Out of the four day survey, Saturday the 30th July was recorded as the busiest day, whereby a maximum of 374 no. car parking spaces were occupied. As

there are a total of 606 no. car parking spaces provided within the car park, a minimum of 232 no. car parking spaces remained vacant on the busiest day. Section 3 of the Parking Accumulation Study concludes that the car park will continue to operate efficiently for all customers with a reduction of car parking spaces from 606 to 530 no spaces, with a minimum of 156 no. spaces free at all times. It is also noteworthy that the proposal seeks to provide a total of 17 no. spaces within the site to serve the customers of the premises. Although it was a weekday, I also observed a large availability of car parking spaces when inspecting the appeal site and surrounds. Given the overall quantum of car parking Accumulation Study, I am satisfied that the proposed development will not place an undue burden on the availability of car parking spaces to facilitate the proposed development is acceptable in this instance.

7.2.4. In terms of the Third Party appellant's concerns regarding the impact of the proposal on traffic safety, vehicular circulation and visibility, the Applicant was requested at additional information stage to provide auto-tracking details for bin lorries/large delivery vehicles. In addition, they were requested to outline mitigation measures to improve the capacity of the N51/R168/L6322 junction (to bring it within capacity and to reduce the queuing at the year of opening) and to provide junction analysis for the proposed development. In terms of the auto-track analysis, the Planning Authority's Infrastructure Section raised no concerns with the submitted documentation. The Applicant's updated Traffic Assessment Report also provides an assessment of 3 no. critical intersections and takes into account adjacent planned retail development at the southern end of the M1 Retail Park. The function of the Traffic Assessment Report is to quantify the existing transport environment in terms of the vehicular flows on it and to identify and assess the level of transport impact generated by the proposed development on adjacent critical junctions. The Traffic Assessment Report concludes that all junctions analysed are currently operating within capacity and will continue to be within capacity in 2024, 2029 and 2039. The report concludes that the proposed drive-through development will have an imperceptible impact on the local road network including the R168 / N51 roundabout junction. I note that the Planning Authority was satisfied with the Applicant's response and a grant of permission was recommended

subject to compliance with conditions. Having regard to the Applicant's documentation, including an updated Traffic Assessment Report, I am satisfied that the proposed development will have negligible impact on traffic movements within the retail park and the surrounding road network. I also note that the relocation of the proposed entrance/exit from the northern boundary to the west will also reduce the potential for queuing along the retail park's eastern spine road. The existing drive thru serving the Supermac's restaurant is accessed from a location further the west of the appeal site, adjacent to the Costa Coffee premises. Given the access arrangement for the proposed development, I am satisfied that the proposal will have a negligible impact on vehicular circulation and visibility within the wider site. In this regard, the proposed development is considered to be acceptable subject to compliance with the conditions as recommended by the Planning Authority.

7.3. Design & Visual Impact

- 7.3.1. Following the concerns raised by the Planning Authority at additional information stage, the Applicant modified the layout and design of the proposed development, whereby the building was repositioned within the site to create a stronger edge along the eastern site boundary. The proposed drive thru restaurant/café comprises a patron area, servery portal, dry store, customer toilets, plant and cold room. An outdoor dining area is also proposed to the immediate south of the proposed building. Site access and egress is from the west and a bin store and a total of 17 no. car parking spaces are provided within the western portion of the site. Cars entering the drive thru facility will travel in a clockwise direction around the proposed building. The proposed development also includes the incorporation of landscaping around the perimeter of the appeal site and the application is accompanied by a Landscape Masterplan which includes the incorporation of a semi-mature trees within its planting schedule.
- 7.3.2. The proposed building is situated within a prominent position within the retail park given its location adjacent to the eastern spine road. In terms of design, the proposed building has a contemporary architectural expression with a flat roof form. Materials and finishes comprise aluminium cladding panels in varying colours for the principal elevation, with extensive glazing being incorporated along its southern, western and eastern elevations. A black painted timber finish is also proposed on the northern

façade of the building. The proposed building has a stated gross floor area of c. 292sq.m. and a maximum height of c. 7m. In terms of the policy of the current CDP, Section 13.14 (Retail) notes that it is important that new retail developments are of a high design quality and at an appropriate scale to the centre in which they are located. In addition, the policy of the Plan (Section 13.14.1 (General Design Considerations)) requires the design and layout of buildings to be of a high quality and the design and the scale of buildings shall take account of their context and surrounding land uses and shall endeavour to make a positive contribution to the area in which they are located. Overall, I am satisfied that the proposed building is designed to a high standard and is generally consistent with the pattern of development in the surrounding retail park. Given its prominence within the surface level car parking, each elevation of the building has been carefully considered and I am satisfied that the incorporation of the proposed landscaping will successfully integrate the development within this setting. Although based on the initial iteration of the design, I have also hard regard to the submitted photomontages of the proposed development in forming this view. On balance, I am satisfied that the development is acceptable having regard to the visual amenity of the site surrounding area and the proposal is consistent with the policy provisions of the current Development Plan. For this reason, I recommend that planning permission be granted for the proposed development.

7.4. Appropriate Assessment

7.4.1. The nearest designated sites are the River Boyne and River Blackwater Special Area of Conservation (SAC) (Site Code: 002299), the River Boyne and River Blackwater Special Protection Area (SPA) (Site Code 004232), the Boyne Estuary SPA (Site Code 004080) and Boyne Coast and Estuary SAC (001957). The Qualifying Interests and Conservation Objectives of each designated site is outlined in Table 7.1 below.

Table 7.1

European Site	Qualifying Interest	Conservation	Distance from Site
		Objectives	
River Boyne and River	Alkaline fens [7230]	To maintain the	800m
Blackwater SAC	Alluvial forests with	favourable conservation	
(002299)	Alnus glutinosa and	condition of the	
	Fraxinus excelsior	qualifying interests in	
	(Alno-Padion, Alnion	River Boyne and River	
	incanae, Salicion	Blackwater SAC.	

River Boyne and River Blackwater SPA (004232)	albae) [91E0] Lampetra fluviatilis (River Lamprey) [1099] Salmo salar (Salmon) [1106] Lutra lutra (Otter) [1355] A229 Kingfisher Alcedo atthis	To maintain or restore the favourable conservation condition of the bird species listed as Special Conservation Interests for this SPA.	1.1km
Boyne Estuary SPA (004080)	A048 Shelduck Tadorna tadorna A130 Oystercatcher Haematopus ostralegus A140 Golden Plover Pluvialis apricaria A141 Grey Plover Pluvialis squatarola A142 Lapwing Vanellus vanellus A143 Knot Calidris canutus A144 Sanderling Calidris alba A156 Black-tailed Godwit Limosa limosa A162 Redshank Tringa totanus A169 Turnstone Arenaria interpres A195 Little Tern Sterna albifrons A999 Wetlands	To maintain the favourable conservation condition of the qualifying interests in the Boyne Estuary SPA.	4.4km
Boyne Coast and Estuary SAC (001957)	1130 Estuaries1140 Mudflats andsandflats not coveredby seawater at low tide1310 Salicornia andother annualscolonizing mud andsand1330 Atlantic saltmeadows (Glauco-Puccinellietaliamaritimae)1410 Mediterranean	To maintain the favourable conservation condition of the qualifying interests in the Boyne Coast and Estuary SAC.	5.4km

salt meado	-
(Juncetalia maritimi)	
2110 Embryo	nic
shifting dunes	
2120 Shifting dur	
along the shoreline w	
Ammophila arena ('white dunes')	ina
2130 *Fixed coas	atal
dunes with herbaced	
	rey
dunes')	,

- 7.4.4. In support of the application, the Applicant has submitted an AA Screening Report prepared by Enviroguide Consulting. The report indicates that there is a potential weak hydrological connection between the site via surface water discharges from the proposed development. It has stated that there are no water bodies within the appeal site or immediately adjacent to the site. However, it is indicated that the Mell Stream lies 107m north and 160m north-west of the site and is hydrologically connected to the European sites.
- 7.4.5. The Screening Report notes that the potential for surface water generated at the site to reach the aforementioned designated sites and cause significant effects during both the construction and operational phases, is negligible due to:
 - The small size of the proposed development located within an existing commercial retail park and the short duration of the construction works,
 - The lack of a direct surface water pathway from the site to the Mell Stream. This stream is separated from the site by a parking bay and commercial units, the R166 and a vegetated buffer over which any overland flow of surface water discharges from the site would be intercepted.
 - The proposed development will utilise the existing surface water network serving the existing M1 retail park. The surface water network for the retail park includes a previously approved attenuation tank with a dish depression to provide overflow from the tank in the event of a storm. The appeal site is currently entirely covered in hard surfaces and as such, the operation of the proposed development will result in a minimum change in the volume of surface

water runoff from the site.

- The distance and consequent potential for dilution in the surface water network and the Mell Stream given that surface water discharges from the attenuation tank would be required to travel 1 river km along the Mell Stream before reaching the River Boyne and River Blackwater SAC and over 7 river kms along the Mell Stream and Boyne Estuary prior to reaching the Boyne Coast and Estuary SAC and the Boyne Estuary SPA. It is stated that over this distance any potential surface water discharges containing sediment, silt and/or pollutants arising from the proposed development would become diluted to nondiscernible levels.
- The potential for a dilution in the surface water network during heavy rainfall events.
- 7.4.6. The Screening Report notes that foul water from the operational phase of the proposed development would be treated at the Drogheda wastewater treatment plant which is hydrologically connected to the Boyne Coast and Estuary SAC and the Boyne Estuary SPA via the licensed discharge of treated effluent into the Boyne Estuary. It is stated that the potential for foul water generated at the site of the proposed development to reach the European sites in the Boyne Estuary and cause significant effects is negligible due to:
 - The proposed development will utilisee the existing file network serving the M1 retail park and the increase in volume of foul water generated by the proposed development is insignificant in terms of the overall scale of the Drogheda wastewater treatment plant.
 - In 2017, upgrade works were completed at the Drogheda wastewater treatment plant which increased the plant's capacity from 68,000 population equivalent to 101,600 population equivalent.
 - It is noted that the Boyne Estuary has a WFD status of moderate both upstream and downstream of the discharge location. The minor potential increase in peak foul flow does not have the capacity to alter the effluent released from the wastewater treatment plant to such an extent as to result in likely significant effects on the designated sites, which are hydrologically connected to Drogheda wastewater treatment plant via its discharge point into the Boyne

Estuary.

7.4.6.1. Taking into consideration the nature, extent and scope of the proposed development and to the nature of the receiving environment i.e. a portion of the surface level car parking area associated with the M1 Retail Park, the distances to the nearest European sites, and the lack of a direct hydrological pathway between the appeal site and any Natura 2000 site as outlined above, it is reasonable to conclude that on the basis of the information on the file, which I consider adequate in order to issue a screening determination, that the proposed development, individually or in combination with other plans or projects would not be likely to have a significant effect on any European sites, in view of the sites' Conservation Objectives, and a Stage 2 Appropriate Assessment is not therefore required.

8.0 Recommendation

8.1. Grant of permission is recommended.

9.0 Reasons and Considerations

- **9.1.** Having regard to:
 - The location, nature, scale and design of the proposed development,
 - The provisions of the Louth County Development Plan, 2021-2027, and,
 - The specific characteristics of the site and surrounds,

it is considered that, subject to compliance with the conditions set out below, the proposed development would not seriously injure the residential or visual amenities of the area or of property in the vicinity, is acceptable in terms of the traffic safety and convenience of pedestrians and road users and would, therefore, be in accordance with the proper planning and sustainable development of the area.

10.0 Conditions

 The development shall be carried out and completed in accordance with the plans and particulars lodged with the application on the 25th August 2022 and as amended by further plans and particulars received on the 4th November 2022, except as may otherwise be required in order to comply

	with the following conditions. Where such conditions require details to be
	agreed with the planning authority, the developer shall agree such details in
	writing with the planning authority prior to commencement of development
	and the development shall be carried out and completed in accordance with
	the agreed particulars. In default of agreement the matter(s) in dispute shall
	be referred to An Bord Pleanála for determination.
	Reason: In the interest of clarity.
2.	Materials, colours and textures of all external finishes shall be in accordance
	with the drawings and specifications hereby approved.
	Reason: in the interest of visual amenity.
3.	The hours of operation shall be:
	Monday – Wednesday: 08.00 to 1900
	Thursday & Friday: 08.00 to 20.30
	Saturday: 08.00 to 19.00
	Sunday: 09.00 to 19.00
	Reason: in the interest of orderly development.
4.	Apart from the signage permitted in this permission, no advertising signs, or
	devices shall be erected outside the premises without a prior grant of
	permission. No display of goods or materials or advertising boards shall take
	place on the adjoining footpaths.
	Reason: In order to prevent advertising clutter and in the interest of visual
	amenity.
5.	The Applicant shall retain the services of a suitably qualified landscape
	architect throughout the life of the site development works. The approved
	hard and soft landscaping scheme (as submitted on the 4 th November 2022)
	shall be implemented fully in the first planting season following the
	commencement of the development. Any plant materials that die or are
	removed within three years of planting shall be replaced in the first planting
	season thereafter.
	Reason: In the interest of residential and visual amenities.
6.	Prior to the commencement of development, the Applicant shall submit a
6.	Prior to the commencement of development, the Applicant shall submit a final Construction Management Plan for the written agreement of the

	Planning Authority.					
	Reason: To ensure the development is carried out and completed to an					
	acceptable construction standard.					
7.	The development shall comply with the following requirements of the					
	Planning Authority's (Infrastructure Section):					
	(a) The height restriction barrier shall have an opening mechanism to					
	allow for servicing of the site by box fans etc.					
	(b) Drop kerbs and tactile paving slabs at pedestrian crossing points shall					
	be provided in accordance with traffic management guidelines					
	published by the Department of Transport.					
	(c) Signing and lining shall be in accordance with the traffic signs manual					
	published by the Department of Transport.					
	(d) The Applicant shall be responsible for the full cost of repair and					
	respect of any damage caused to the adjoining public road/footpath					
	arising from the construction work and shall either make good any					
	such damage to the satisfaction of Louth County Council or pay to the					
	council the cost of making good any such damage on a demand					
	thereof issued by the Council.					
	(e) All necessary measures, as may be determined by the Planning					
	Authority, shall be taken by the Applicant to prevent the spillage or					
	deposit of clay, rubble or other debris on adjoining public roads or					
	footpaths during the course of the development works. The Applicant					
	shall ensure that all vehicles leaving the development are free from					
	any material that would be likely to deposit on the road and in the					
	event of any such deposition, immediate steps shall be taken to					
	remove the material from road surface. The Applicant shall be					
	responsible for the full cost of carrying out the road/footpath cleaning					
	work.					
	Reason: In the interest of traffic safety.					
8.	Drainage arrangements, including the disposal of surface water, shall					
	comply with the requirements of the planning authority (Infrastructure					
	Section) for such works and services.					

	Reason: In the interest of public health.
9.	Prior to the commencement of development, the developer shall enter into
	water and waste-water connection agreement(s) with Irish Water.
	Reason: In the interest of public health.
10.	All service cables associated with the proposed development (such as
	electrical, telecommunications and communal television) shall be located
	underground.
	Reason: In the interests of visual amenity.
11.	Site development and building works shall be carried out only between the
	hours of 0700 to 1900 Mondays to Fridays inclusive, between 0800 to 1400
	hours on Saturdays and not at all on Sundays and public holidays. Deviation
	from these times will only be allowed in exceptional circumstances where
	prior written approval has been received from the Planning Authority.
	Reason: In order to safeguard the residential amenities of property in the
	vicinity.
12.	The developer shall pay to the planning authority a financial contribution in
	respect of public infrastructure and facilities benefiting development in the
	area of the planning authority that is provided or intended to be provided by
	or on behalf of the authority in accordance with the terms of the Development
	Contribution Scheme made under section 48 of the Planning and
	Development Act 2000, as amended. The contribution shall be paid prior to
	commencement of development or in such phased payments as the planning authority may facilitate and shall be subject to any applicable indexation
	provisions of the Scheme at the time of payment. Details of the application
	or the terms of the Scheme shall be agreed between the planning authority
	and the developer, or, in default of such agreement, the matter shall be
	referred to An Bord Pleanála to determine the proper application of the terms
	of the Scheme.
	Reason: It is a requirement of the Planning and Development Act 2000, as
	amended, that a condition requiring a contribution in accordance with the
	Development Contribution Scheme made under section 48 of the Act be
	applied to the permission.
	1

I confirm that this report represents my professional planning assessment, judgement and opinion on the matter assigned to me and that no person has influenced or sought to influence, directly or indirectly, the exercise of my professional judgement in an improper or inappropriate way.

Enda Duignan Planning Inspector

13/12/2023

Appendix 1 - Form 1

EIA Pre-Screening

[EIAR not submitted]

An Bor Case R			ABP-315389-22			
•	Proposed Development Construction of drive-thru restaurant/café and associated s Summary works.			ociated site		
Development Address		Address	Lands at the M1 Retail Park, Mell, Drogheda, Co. Louth.			
	-	-	elopment come within t	he definition of a	Yes	Yes
(that is i	'project' for the purposes of EIA? (that is involving construction works, demolition, or interventions in the natural surroundings)					action
Plan	ning ar	nd Developm	ment of a class specifi ent Regulations 2001 (a intity, area or limit whe	as amended) or doe	es it eo	qual or
Yes		EIA Mandatory EIAR required				
No	x			Proceed to Q.3		
Deve	3. Is the proposed development of a class specified in Part 2, Schedule 5, Planning and Development Regulations 2001 (as amended) but does not equal or exceed a relevant quantity, area or other limit specified [sub-threshold development]?					
			Threshold	Comment	С	onclusion
				(if relevant)		
No					Prelir	IAR or ninary nination red
Yes	X	involve an ai hectares in t	opment which would rea greater than 2 he case of a business ectares in the case of	Class 10(b)(iv)	Proce	eed to Q.4

other parts of a built-up area and 20 hectares elsewhere	
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4. Has Schedule 7A information been submitted?		
No	Х	Preliminary Examination required
Yes		Screening Determination required

Inspector: _____ Date: 13th December 2023

Form 2

EIA Preliminary Examination

An Bord Pleanála Case	ABP-315389-22		
Reference			
Proposed Development Construction of drive-thru restaurant/café and associated s works.			
Development Address	Development Address Lands at the M1 Retail Park, Mell, Drogheda, Co. Louth.		
Development Regulation	a preliminary examination [Ref. Art. 109(2)(a), F s 2001 (as amended)] of, at least, the nature, size o ent having regard to the criteria set out in Scheo	or location of dule 7 of the	
•	Examination	Yes/No/ Uncertain	
 Nature of the Development 			
 Is the nature of the proposed development exceptional in the context of the existing environment? 	The proposed development is for a commercial development within the settlement boundary of Drogheda. The appeal site forms part of the established M1 Retail Park and is connected to public services.	No	
 Will the development result in the production of any significant waste, emissions or pollutants? 		No	
 Size of the Development Is the size of the proposed development exceptional in the context of the existing environment? Are there significant 		No	

cumulative considerations having regard to other existing and/or permitted projects?		No
Location of the Development	No designations apply to the subject site.	
 Is the proposed development located on, in, adjoining or does it have the potential to significantly impact on an ecologically sensitive site or location? 	The development would be connected to the public wastewater services.	No
Does the proposed development have the potential to significantly affect other significant environmental sensitivities in the area?		No
Conclusion		
 There is no r likelihood significant effects the environment. 	eal of on	
EIA not required.		

Inspector: _____

Date: 13 th December 2023

DP/ADP: _____

Date: _____

(only where Schedule 7A information or EIAR required)