



# Framework Plan No.1 Navan

January 2009

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## 1.0 INTRODUCTION

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*Framework Plan 1 is presented by RPS Planning & Environment, based on a draft prepared by MacCabe Durney Planning Consultants.*

The Navan Development Plan 2003 – 2009 was adopted on November 27<sup>th</sup> 2003, and is the primary instrument available to the Planning Authority to ensure that the future development of Navan takes place in a planned, co-ordinated and sustainable manner within the six year Development Plan period.<sup>1</sup>

Five land areas within Navan were considered to be likely to be subject to large scale development within the six year lifetime of the Navan Development Plan 2003 – 2009 (Local Area Plan Areas No 1,2,3,4 and 5). It was the intention of the Planning Authority to prepare a Local Area Plan for each of these identified areas. However, it did not prove feasible to prepare and adopt a Local Area Plan for LAP Area No 1 within the statutory period set out in the Planning Act after the adoption of the Navan Development Plan 2003 – 2009, because of the limited resources at the Planning Authority's disposal.

It was considered by the Planning Authority that the formation of a Framework Plan for LAP Area 1 would be most appropriate at this juncture, in the interests of the proper planning and sustainable development of the area. Nevertheless, the submissions received previously in relation to the formation of a Local Area Plan have been taken into account in the formation of this Framework Plan.

### 1.1 What is a Framework Plan?

A Framework Plan is a non-statutory area based plan. The purpose of a Framework Plan is to provide an assessment of the strategic local planning issues which apply to a particular area, to set out a vision for the future development of the area and to detail objectives for the sustainable development of the area, which will inform the public, provide direction for local landowners and which will assist the Planning Authority in assessing planning applications relating to the specific Framework Plan area.

The objectives of a Framework Plan will be largely achieved through individual developments lodged in accordance with Section 34 of the Planning & Development Act 2000-2006. The planning authority will consider each application on its individual merits with particular reference to the achievement of objectives, and compatibility with the vision as set out in the Framework Plan.

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<sup>1</sup> Preparation of the Navan Development Plan 2009-2015 has commenced. A 'Strategic Issues Paper' was produced in November 2007, and a manager's report was published on pre-draft submissions in July 2008.

## 1.2 Scope of a Framework Plan

A Framework Plan consists of a written statement indicating the objectives in such detail as determined by the Planning Authority, and development standards as informed by national planning guidelines.

The specific requirements of a Framework Plan are listed in the Meath Development Plan 2007 – 2013 as follows;

- 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 motorized 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 Plan boundaries and beyond, and;
- To make provision for sport and recreational infrastructure commensurate with the needs of the development as an integral element of any proposals.



### 1.3 Key Aims of Framework Plan 1

The key aims of Framework Plan 1 are as follows;

- Promote development of these strategically located lands in a coherent and sustainable manner to create a new urban quarter within Navan;
- Provide for an extension of the existing town centre based around provision of a public transport interchange;
- To provide for mixed use development within the town centre extension area to include retail, commercial, employment, leisure and residential uses;
- Exploit fully the potential offered by the proposed public transport interchange by provision of higher density mixed use development at this central location;
- Encourage a high standard of architectural design;
- Promote linkages between Framework Plan 1 lands, the existing town centre and other areas within Navan;
- To protect existing residential amenities, particularly the amenity of the residents in St. Benildus Villas, Parnell Park, Connolly Avenue, Woodlands and St. Finian's Terrace;
- Increase residential densities in proximity to the public transport interchange; and
- Encourage an appropriate split between the various modes of transport, with an emphasis on more sustainable modes of transport such as walking, cycling and public transport.

*Note 1 – Diagrams and illustrations contained within the Framework Plan are indicative only.*

## 2.0 DESCRIPTION OF THE FRAMEWORK PLAN AREA

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The Framework Plan lands are located in Navan, County Meath. Navan is a large town situated in the mid-east of Ireland, which falls within the Greater Dublin Area (GDA). Figure 1 below illustrates the geographical location of Navan in Ireland. Figure 2 illustrates Navan's location within County Meath.

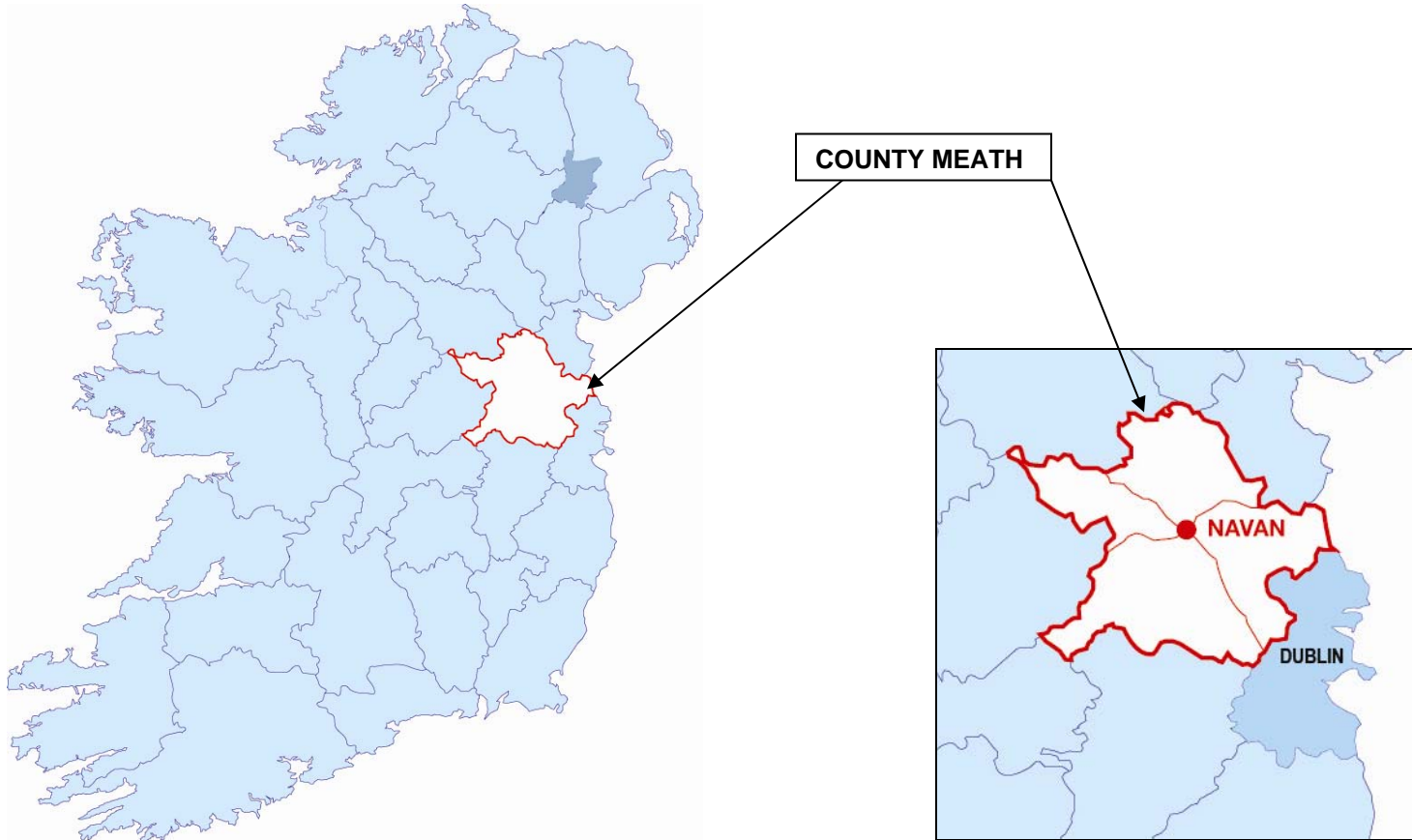


Figure 1; Map of Ireland indicating location of County Meath

Figure 2; Map of County Meath indicating location of Navan

## 2.1 Function and Role of Navan

Navan is the County town of Meath, and is located approximately 30 miles to the north-west of Dublin city centre on the N3 Dublin-Cavan-Donnegal national road. The town is situated at the confluence of the River Boyne and River Blackwater.

Navan is the largest urban centre within County Meath, and functions as the administrative, commercial, services and social hub for the County. Navan Town has its own Town Council, independent of Meath County Council.

Since the mid 1990's, there has been significant pressure exerted on the Greater Dublin Area for additional housing stock. Navan was identified as an area which could accommodate additional housing stock due to its location within a commutable distance from Dublin city centre, the availability of development lands, good drainage and good water conditions. The population of Navan has therefore increased considerably since the early 1990's, as illustrated in Figure 3.

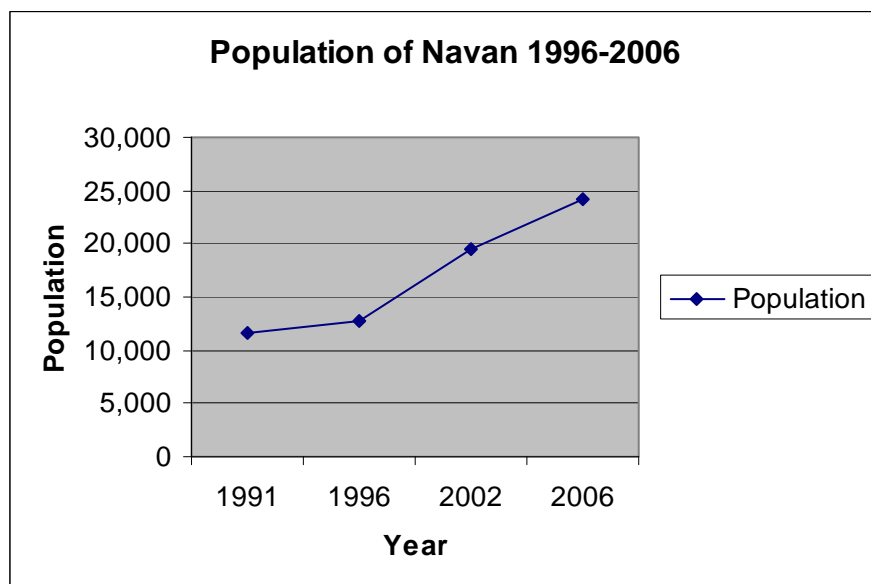
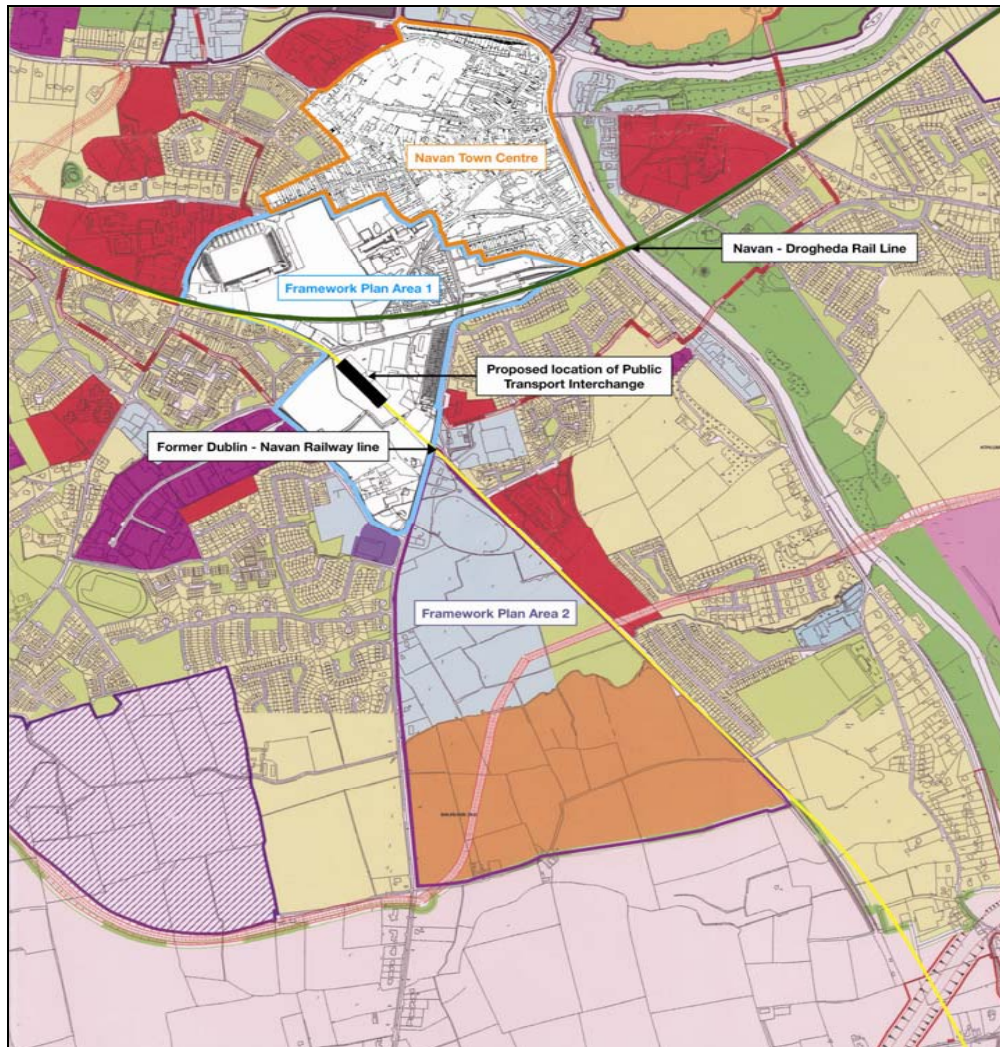


Figure 3; Graph to show population of Navan 1996 – 2006 (town & environs)

Navan has developed thus far as a dormitory town serving Dublin. A significant proportion of the population of Navan commutes to Dublin on a daily basis. One of the challenges facing Navan today is the transition from a commuter town serving Dublin into a self sustaining and vibrant town. The facilitation of employment opportunities within Navan is therefore a key priority in future land use planning.

The National Spatial Strategy has identified Navan as capable of supporting a population of approximately 40,000 persons by 2020. The most recent census recorded a population of c.25,000 therefore sustainable expansion of the town is now a key issue.



## 2.2 Site Location

The subject lands are located to the south of the existing town centre core, and comprise an irregular shaped area of circa 36.6ha. The land is generally flat to the south but dips towards the junction of Circular Road and Railway Street before rising towards the town centre.

Directly to the north of the Framework Plan 1 lands is Navan Town Centre. The Framework Plan 2 lands are located to the South, there are residential uses to the East and institutional/residential uses to the West.

**Figure 4 Contextual Map**

'Based on an extract from Navan Development Plan Map no 1, November 2003'

- Town Centre
- Framework Plan Area 1
- Former Dublin - Navan Railway line
- Navan- Drogheda Rail Line



## 2.3 Site Description

### Existing Use

The subject lands do not form a cohesive area. The uses contained within the Framework Plan area are varied and include residential, industrial / warehousing, office, educational, sports / recreational, agricultural and transport uses, in addition to some vacant lands. Figure 5 illustrates the location of these different zones of distinct character within the Framework Plan lands. These areas are distinguished by the land use type contained within, or physical boundaries or barriers such as existing / proposed roads or rail lines.

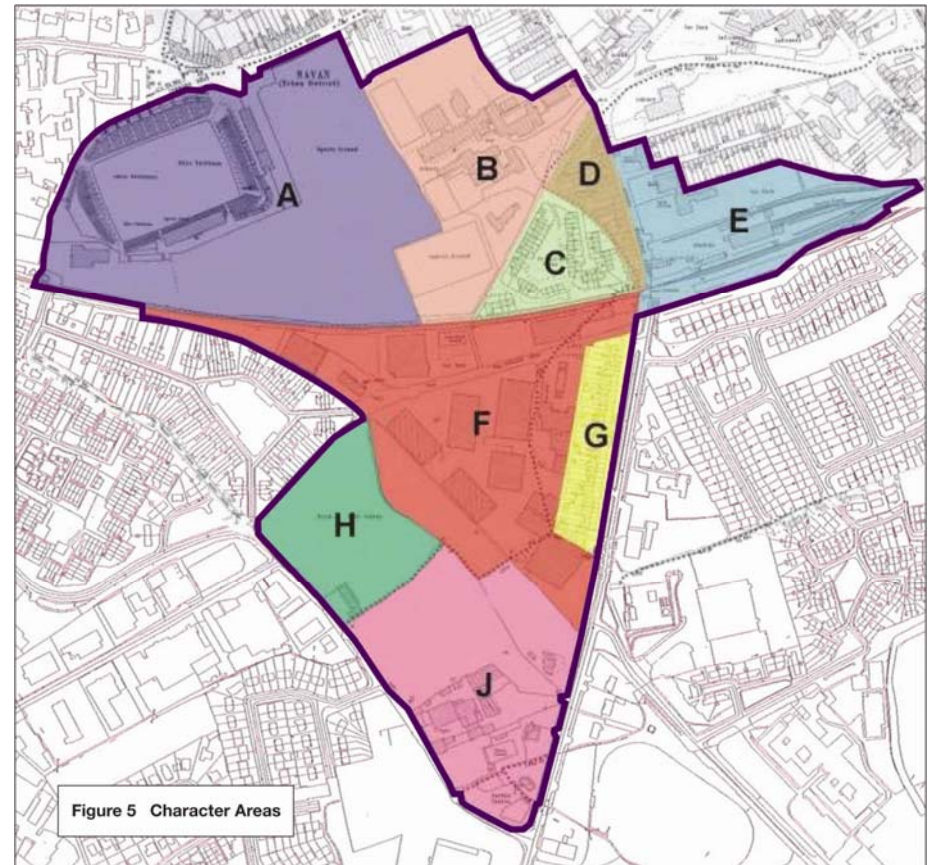
The Character areas can be defined as follows:

#### Area A

This area consists of the GAA complex which contains the Pairc Tailteann Stadium, O'Mahony's Club and associated playing fields. The area is open in character. The space is not contained in any urban design sense, with the exception of the wall along Brews Hill / Common Road which creates a visual barrier.

#### Area B

This area consists of lands in institutional use including the Offices of the North Eastern Health Board (N.E.H.B.) and St. Joseph's School. It also contains open playing areas. It contains a significant complex of protected structures (please refer to Chapter 10)



**Area C (St. Benildus Villas)**

This is a self contained residential complex which is designated as a 'Housing Protection Area' in the Navan Development Plan 2003-2009. It is based on a quasi Radburn layout with access by road to the rear of the houses and pedestrian access to the front. The houses are gathered around a central open space with shared parking. The adulteration of the houses by way of replacement windows and extensions creates a poor visual impression from parts of the public realm.

**Area D (Railway Street / Leighsbrook Lane)**

This area is characterised by cottages, many of which have been converted to business use. Presentation to the street is visually poor with alterations to the elevations and unattractive signage.

**Area E**

This area contains the current County Council office complex and associated parking. The area is characterised by detached single buildings, many of which are listed on the Record of Protected Structures, but also contains extensive open areas mainly occupied by car parking associated with the County Council offices. There are railway lands to the South of Area E.

**Area F**

This is an area of warehousing and industrial uses which are functional in appearance and give rise to significant traffic movements of larger vehicles. This area is likely to come under significant development pressure given the Development Plan zoning objective of the lands, the relatively low value use and the gradual emergence of more suitable locations close to transport routes or developing transport routes in more peripheral areas. Area F contains a significant grouping of trees, although these are not designated for preservation.

**Area G (Connolly Avenue)**

Area G represents a residential area comprising of two storey houses laid out in a linear arrangement. The buildings contrast well with the existing tree line.

**Area H**

This contains the Pitch and Putt grounds and club-house and is largely an open green area.

**Area J**

This area is semi-rural in nature and contains a number of houses, sheds and a garden centre.

## 2.4 Development Plan Objectives

The Navan Development Plan 2003-2009 envisages that the Framework Plan 1 lands will cater for the expansion of the Town Centre and accommodate a proposed Public Transport Interchange.

### 2.4.1 General Objectives

A number of general objectives relating to the future development of Framework Plan 1 lands are contained in the Development Plan:

- To provide for an extension of the town centre core comprising retail, commercial, employment, leisure and residential uses;
- To link the area to the existing town centre and other parts of the town;
- To protect existing residential amenities, particularly the residential amenity of the residents in St. Benildus Villas, Parnell Park, Connolly Avenue, Woodlands and St. Finian's Terrace;
- To increase residential densities in proximity to the public transport interchange; and
- To discourage non-compatible uses which have the potential to create local disamenity.

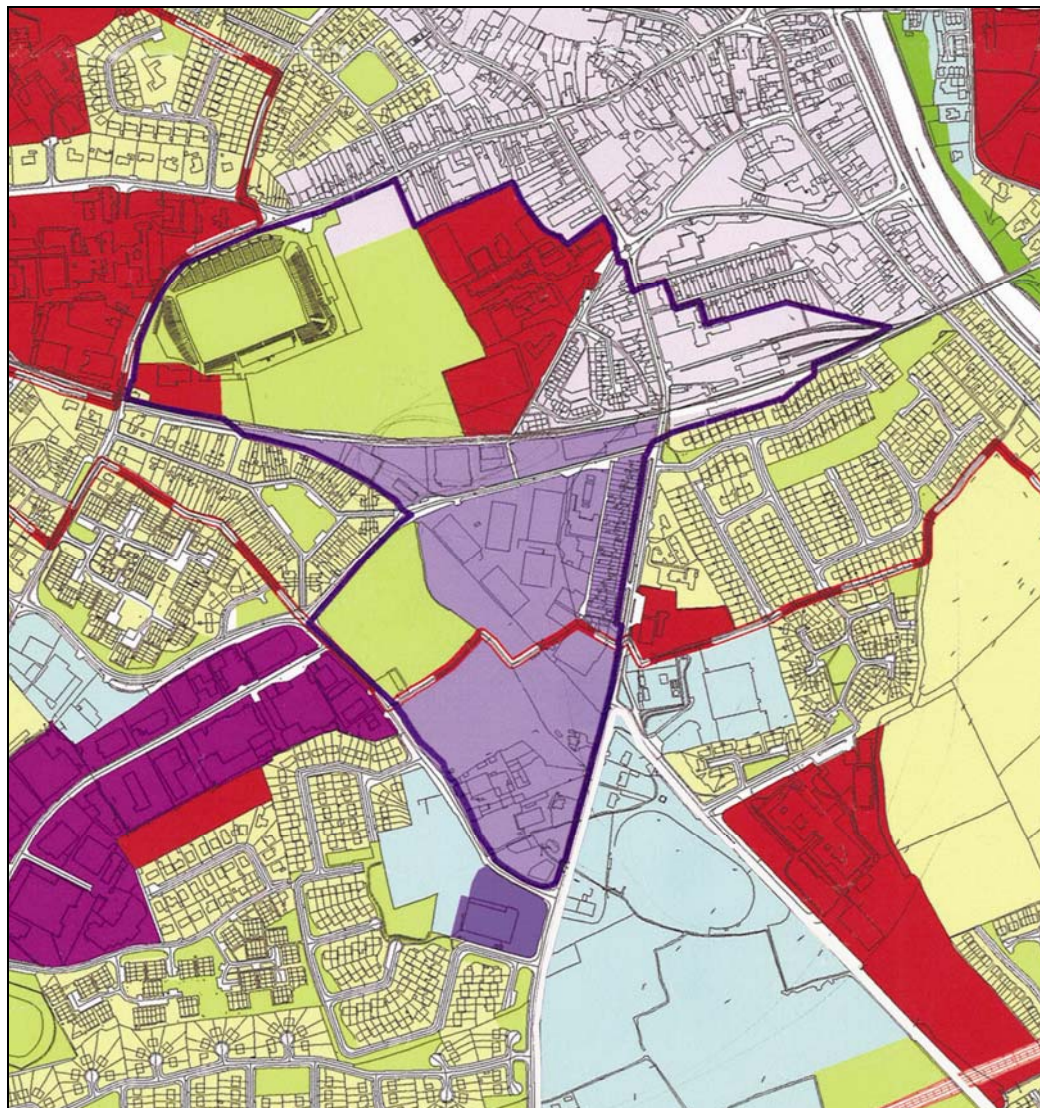
### 2.4.2 Zoning Objectives

The site contains four different land use zoning objectives; B1, B2, F1 and G1 – as illustrated in Figure 6. The most significant area is zoned for the provision of major new town centre activities subject to the provision of the necessary physical infrastructure (B2). Other zonings include the enhancement of the special physical and social character of the existing Town Centre and provision for new and improved facilities (B1); the provision and improvement of open spaces for active and passive recreation (F1) and the provision and protection of existing community, recreation and education facilities (G1).

### 2.4.3 Specific Objectives

The Navan Development Plan contains specific objectives relating to Framework Plan 1 lands as identified on Map 2 of the Navan Development Plan 2003-2009 (please refer to Figure 7). The Development Plan objectives pertaining to the Framework Plan No 2 lands include the protection of existing housing areas, the location of gateway sites, the preservation of trees, the protection of structures and other objects on the Record of Protected Structures and the protection of a Rail Route Reservation Corridor. The Dan Shaw Road and the Trim Road are scheduled for improvement. Proposed access points are also shown on the perimeter of the Framework Plan 1 lands.



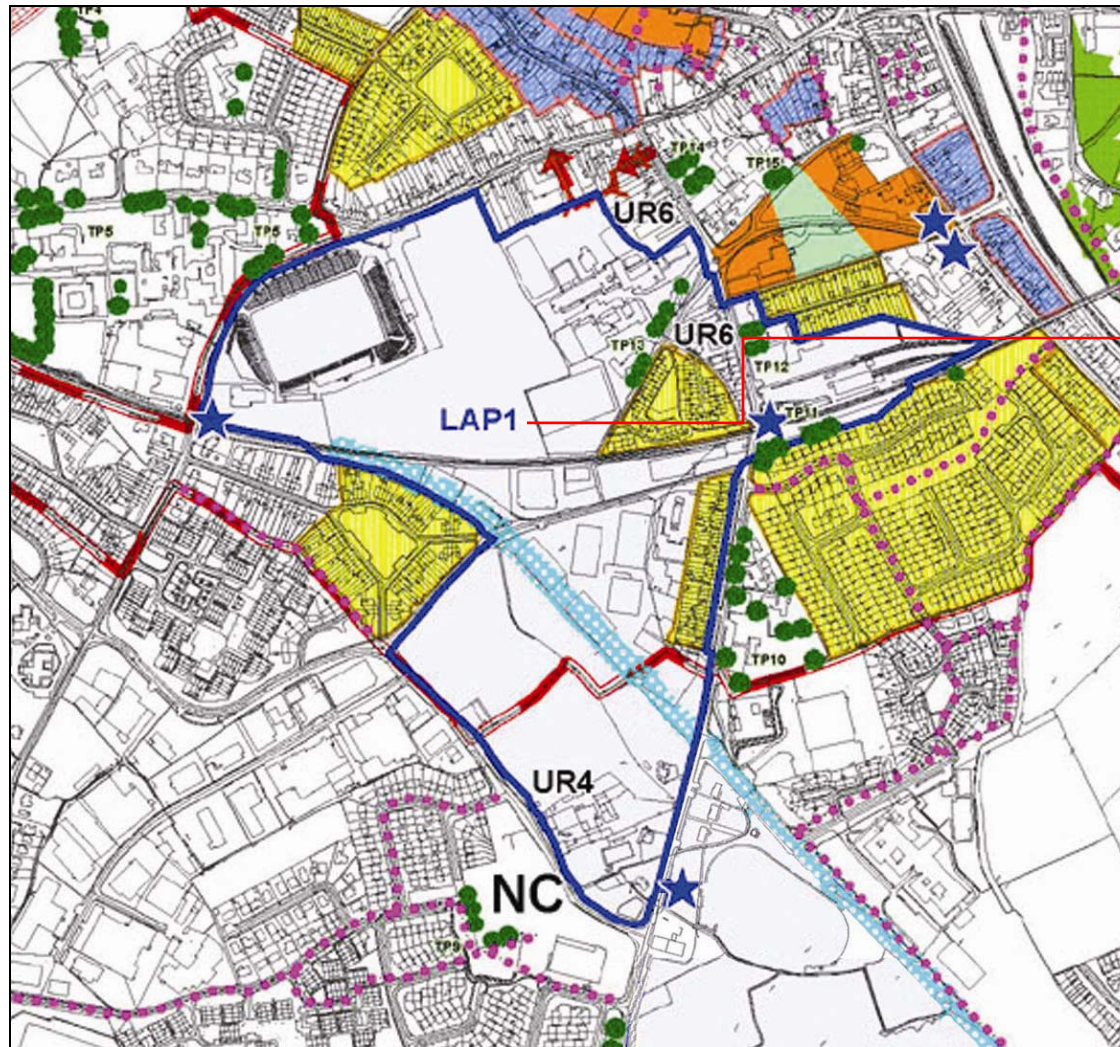


**Figure 6 Zoning Objective Map**

(Based on an extract from Navan Development Plan 2003-2009 Map 1')

- |           |   |   |
|-----------|---|---|
| <b>B1</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>B2</b> |  | To provide for major new town centre activities in accordance with an approved Local Area Plan where appropriate and subject to the provision of necessary physical infrastructure. |
| <b>F1</b> |  | To provide for and improve open spaces for active and passive recreational amenities.   |
| <b>G1</b> |  | To provide for and protect existing community, recreational and educational facilities.   |





**Figure 7 Specific Objectives Map**

'Based on an extract from Navan Development Plan 2003-2009 Map no 2'

-  Town Council Administrative Boundary
-  Local Area Plan Boundary, Map Ref. LAP
-  Housing Protection Areas
-  Rail Route Reservation Corridor
-  Location of Gateway Site
-  Urban Road Improvements Map Ref. UR
-  Individual Trees to be Preserved, Map Ref. TP

## 2.5 Natural Heritage

Natural heritage is restricted in extent as much of the Framework Plan area is developed or occupied by playing fields. There are some remaining field boundaries which comprise of hedgerows and mature trees to the south of the area. These may well contain nesting birds and it will be necessary when development is being considered to avoid the nesting period if such habitat is being removed or to obtain an appropriate licence. Similarly the area will need to be checked for bat roosts and protection afforded to such roosts or an appropriate licence and derogation from the Habitats Directive obtained.

There are groups of trees that are included for preservation in the Development Plan located to the south of St Joseph's School and to the front of the Meath County Council Offices (as identified on Figure 7).

## 2.6 Built Heritage

Framework Plan area 1 contains a number of structures which are included in the Record of Protected Structures. Included are the following:

- The complex of buildings associated with the North Eastern Health Board and St. Joseph's School premises;
- Meath County Council offices at County Hall on Railway Street;
- The Navan Railway Station complex including the station masters house, the railway station, the platform, the warehouse, the water tank and the detached signal box;
- A detached single storey former railway warehouse on Carriage Road; and
- Cast iron piers and gates at St. Joseph's School.

Chapter 10 contains a full description of each of these protected structures.

The Framework Plan No.1 area is not within a zone of archaeological importance as designated in the Navan Development Plan and does not contain any historical sites or monuments. It is however close to the zone of archaeological interest and there is a possibility that subsurface archaeological remains exist within the area.

## 2.7 Land massing

The Framework Plan No. 1 area is characterised by large impermeable blocks of land of variable shape. This contrasts with the close-grained narrow fronted rectilinear land plots and permeability found in the Town Centre. In some instances, these land blocks correspond with the boundaries of the Character Areas as detailed in Section 2.3 of this document.

The largest of these parcels is that occupied by the GAA complex off Commons Road (Character Area A). Other large parcels include the St Joseph's School lands and North Eastern Health Board premises (Character Area B) and the industrial / warehouse complex of buildings on Carriage Road (Character Area E).

It may be desirable that some of these land masses are broken up into smaller plots as part of any future redevelopment. This will create a closer urban grain and allow for the establishment of through routes for pedestrians and cyclists to connect to surrounding areas. This will encourage sustainable movement patterns within the Framework Plan 1 lands and the wider Navan area, and will help to generate a Town Centre character in visual and movement terms.

## 2.8 Existing and Future anticipated Nodes

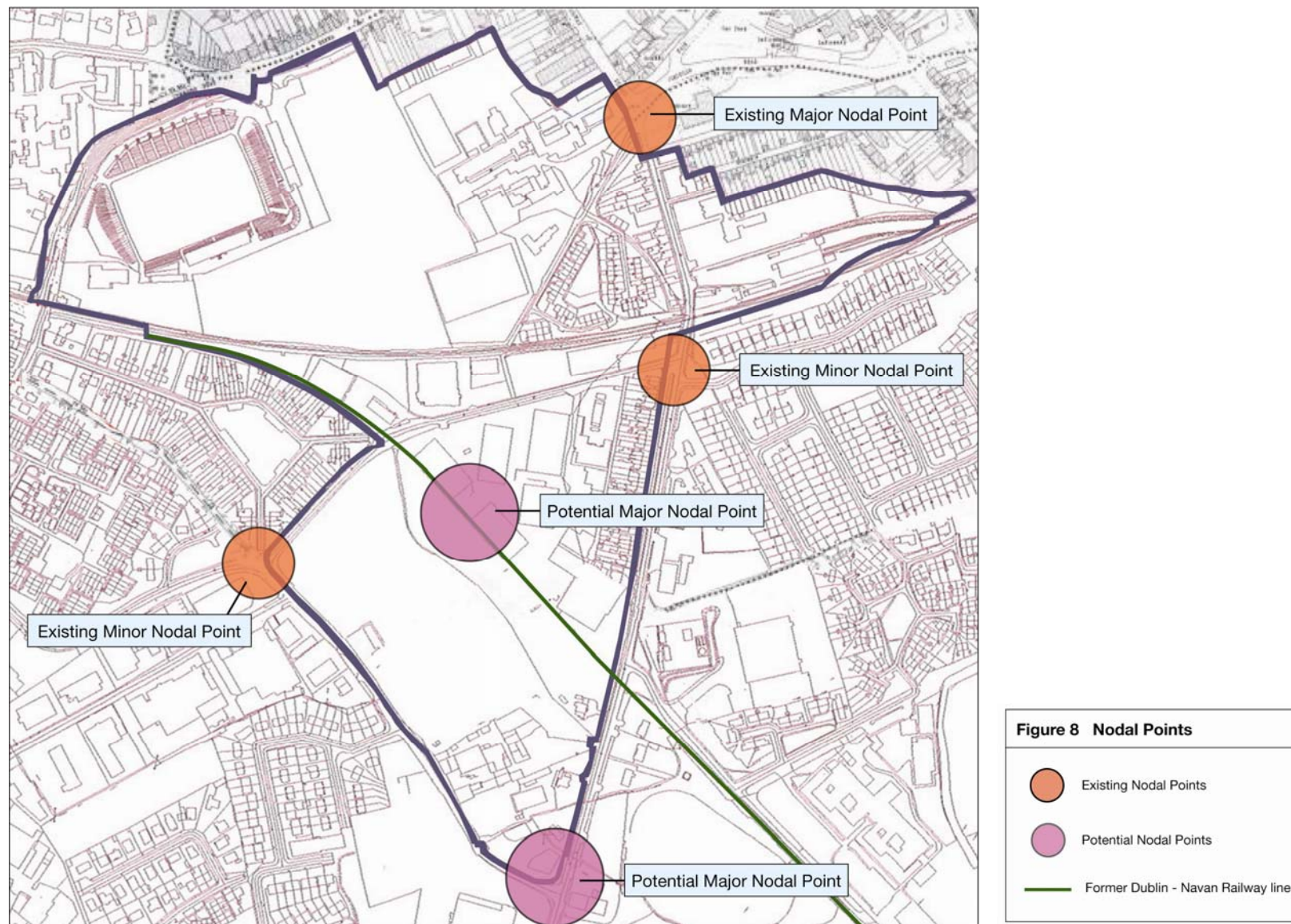
Nodes are points or areas of activity arising from a concentration of movement associated with land use attracting public use and/or junctions. The principal existing node within the Framework Plan 1 lands is at Railway Street where there is significant movement associated with the School, County Offices and business uses close to a busy junction.

A further existing node is located at the junction of Dan Shaw Road; this arises from traffic movements and the presence of the Neighbourhood Shopping Centre. A further node exists at the junction of Carriage Road with Station Road; again arising from traffic movement and the location of retail warehousing, in addition to movement in and out of the Iarnród Éireann station lands.

A potential node is located at the southern tip of the Framework Plan No.1 lands. It is considered that this nodal location will mark the entrance to the extended town centre.

A second potential node is located at the proposed public transport interchange, which will be based around the Navan-Dublin railway terminus.





## 2.9 Infrastructure

Local infrastructure will require upgrading in order to cater for new future development in the Framework No. 1 area. Timely improvements to the infrastructure in the wider Navan area will also be required. Development of Framework Plan 1 lands should only proceed in conjunction with the provision of necessary infrastructure.

## 2.10 Social Infrastructure

The Framework Lands contains a school, major sporting facilities in the form of the GAA playing fields and the pitch and putt club, health board premises and the County Council Offices (Note this function is due to be relocated). The 'Solstice Arts Centre', which was open in 2006, abuts the Framework Plan 1 lands to the north. There are further school premises within the immediate environs. The Framework Plan 1 lands are directly adjacent to the town centre and therefore the full range of social infrastructure opportunities available within the town centre are accessible to future residents of Framework Plan 1 lands.

## 2.11 Opportunity Sites

The key opportunity sites are those located to the south of the railway line which are designated for town centre use. A further opportunity site is the area currently occupied by the Councils Offices and surrounding area of car-parking. Other smaller sites include the former swimming baths site on Commons Road and the site with street frontage along Brew's Hill. The old railway station can also be considered suitable for redevelopment.



### **3.0 STRATEGIC PLANNING CONTEXT**



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The Navan Development Plan 2003-2009 forms the key contextual document for this Framework Plan, there are a number of national and regional policies and strategic guidelines which inform the Plan and have particular relevance to the subject Framework Plan 1 area.

#### **3.1 National Spatial Strategy 2002 – 2020**

The National Spatial Strategy (NSS) is long-term framework plan which aims to promote balanced social, economic and physical development between regions. The NSS informs regional planning guidelines / strategies, in addition to county development plans and strategies. The NSS seeks to secure a more sustainable pattern of urban development by avoiding excessive suburbanisation and promoting higher densities in appropriate locations such as those served by high quality public transport.

#### **3.2 Regional Planning Guidelines for the Greater Dublin Area 2004-2016**

The Regional Planning Guidelines for the Greater Dublin Area (GDA) 2004 – 2016 seek to provide a robust sustainable planning framework for the GDA within the context of the Planning and Development Act 2000 and the National Spatial Strategy 2002 – 2020, while also acting upon, and progressing the defined tenets of proper planning guidance for the GDA as set out in the original Strategic Planning Guidelines for the Greater Dublin Area. The Guidelines provide a long term strategic planning framework for the development of the GDA in the twelve year period up to 2016 and within the National Spatial Strategy's vision for 2020.

The Regional Planning Guidelines for the Greater Dublin Area identify Navan as a Primary Growth Centre, and recognise its potential to become a self-sustaining town. The recommended population target / limit for a Primary Growth Centre is 40,000. The population of Navan was 25,000 persons, recorded by way of the Census 2006; therefore there is considerable identified capacity within Navan.

The RPGs identify two dynamic clusters in County Meath; the first being the three towns of Navan, Trim and Kells, and the second comprising the Dunboyne / Clonee / Pace Corridor, Ashbourne and Dunshaughlin. The concept of clusters refers to differing urban settlements which should be developed in a mutually dependent way, so that the amenities, economies and combined strengths of the whole are greater than the sum of the parts.

### 3.3 National Development Plan 2007-2013

The National Development Plan, 2007-2013 (NDP) 'Transforming Ireland – A Better Quality of Life for All', was published in January 2007 and comprises an investment programme of €184 million euro to be invested in the country over the six year period 2007-2013 in the areas of Economic Infrastructure, Enterprise, Science and Innovation, Human Capital, Social Infrastructure and Social Inclusion. Relevant objectives of the National Development Plan include;

- Removing the remaining infrastructure bottlenecks that constrain our economic development and inhibit balanced regional development and environmental sustainability;
- Creating and sustaining high value employment opportunities.

### 3.4 Transport 21

Transport 21 is a capital investment framework under the National Development Plan through which the transport system in Ireland will be developed, over the period 2006 to 2015. The framework will address the twin challenges of past investment backlogs and continuing growth in transport demand. A key objective of Transport 21 is the expansion of commuter service in the Dublin region. To this end, the re-opening of the Navan – Dublin rail line has been proposed. The project comprises two main stages; Phase 1 consists of the re-opening of the rail line from Clonsilla to Dunboyne, and Phase 2 consists of the extension of this line to Navan.

The area which has been identified as suitable for provision of the Navan rail station is located within Framework Plan 1 lands. The location of the planned rail terminus and public transport interchange within Framework Plan No. 1 lands has land use planning implications which include creation of an attraction pole centred on provision of the rail station and the potential for the provision of higher densities on adjacent lands.

### 3.5 A Platform for Change 2000-2016 (Dublin Transportation Office)

The Dublin Transportation Office (DTO) Strategy is the planning framework for the future development of the transportation network in the GDA. The Strategy aims to address and provide a framework for a more integrated approach to transportation and land use in a way that is complementary to the land use strategy of the Regional Planning Guidelines for the Greater Dublin Area 2004 – 2016. The Strategy is an integrated process based on two interdependent elements;

*Infrastructure and Service Improvements;* To increase the supply of transport, including a substantial expansion of the public transport network, some strategic road construction and traffic management.

*Demand Management;* To reduce the growth in travel through the application of complimentary land use and other policies while maintaining economic progress, and which is designed to encourage a transfer of trips, especially at peak periods, from the private car to sustainable modes of transport (such as public transport, cycling and walking).

The location of the planned rail terminus and public transport interchange within Framework Plan No. 1 lands has land use planning implications which include the creation of an attraction pole centred on provision of the rail station and the potential for the provision of higher densities on adjacent lands.

### **3.6 Sustainable Urban Housing; Design Standards for New Apartments (September 2007)**

These guidelines were introduced by the Department of Environment, Heritage and Local Government (DoEHLG) with the intention of replacing the previous “Guidelines on Residential Developments in Urban Renewal Designated Tax Incentive Areas” published by the Department in 1995. The primary aim of the new guidelines is to provide for sustainable urban housing, and in particular to facilitate family living in apartments, through promotion of a high quality design and layout, and provision of a variety of types and sizes of dwellings.

### **3.7 Sustainable Residential Development in Urban Areas – Draft Guidelines for Planning Authorities (February 2008)**

These guidelines are an updated version of the previously issued ‘Residential Density Guidelines for Planning Authorities’ (1999). The guidelines are designed to assist planning authorities, developer’s, architects and designers in delivering quality residential development into the future. The principal aims of the Guidelines are as follows;

- Prioritise walking, cycling and public transport, and minimise the need to use cars
- Deliver a safe quality of life which residents and visitors are entitled to expect, in terms of amenity, safety and convenience.
- Provide a good range of community and support facilities, where and when they are needed
- Present an attractive, well-maintained appearance, with a distinct sense of place and a quality public realm.
- Are easy to access and to find one’s way around
- Promote the efficient use of land and energy, and minimise greenhouse gas emissions
- Provide a mix of land uses to minimise transport demand

- Promote social integration and provide accommodation for a diverse range of household types and age groups
- Enhance and protect the built and natural heritage

### 3.8 Urban Design Manual – A Best Practice Guide (February 2008)

This document was issued by the Department of the Environment, Heritage and Local Government (DoEHLG) as a companion document to the Sustainable Residential Development in Urban Areas – Draft Guidelines for Planning Authorities (February 2008), with the aim of providing best practice advice on the practical implantation of the guidelines, and addresses the practical aspects of creating successful neighbourhoods. The Guide provides recommendations on 12 areas of urban design as follows;

- **Context**; How does the development respond to its surroundings?
- **Connections**; How well connected is the new neighbourhood?
- **Inclusivity**; how easily can people use and access the development?
- **Variety**; How does the development promote a good mix of activities?
- **Efficiency**; How does the development make appropriate use of resources, including land.
- **Distinctiveness**; How do the proposals create a sense of place?
- **Layout**; How does the proposal create people friendly streets and spaces?
- **Public Realm**; How safe, secure and enjoyable are the public areas?
- **Adaptability**; How will the buildings cope with the change
- **Privacy and Amenity**; How does the scheme provide a decent standard of amenity?
- **Parking**; How will the parking be secure and attractive?
- **Detailed design**; How well thought through is the building and landscape design?



## 4.0 LOCAL STATUTORY PLANNING CONTEXT

## 4.0 LOCAL STATUTORY POLICY CONTEXT

### 4.1 Meath County Development Plan 2007 - 2013

The Meath County Development Plan 2007 – 2013 was adopted on 3<sup>rd</sup> March 2007. The Development Plan identified three development corridors;

1. Navan
2. Drogheda
3. Dunboyne / Clonee / Pace

Policy contained within the Meath Development Plan 2007-2013 states that;

*‘SP1; The Council will concentrate residential development first and foremost into the designated centres of Navan, Drogheda and the Dunboyne / Clonee / Pace Corridor having regard to the Settlement Strategy of the Regional Planning Guidelines for the Greater Dublin Area. These centres shall accommodate the majority of Meath’s share of the Mid Eastern regional residential growth over the life of this Development Plan and beyond.’<sup>2</sup>*

Navan is also identified as part of a Primary Dynamic Cluster, with Kells and Trim. The concept of Primary Clusters refers to differing urban settlements which should be developed in a mutually dependent way, so that the amenities, economies and combined strengths of the whole are greater than the sum of the parts.

### 4.2 The Navan Development Plan 2003-2009

The Navan Development Plan 2003-2009 forms the key contextual document for the study area and for the Framework Plan lands. The over-riding objective of the Development Plan is stated as follows;

*‘To allow Navan to continue to develop and expand as a compact relatively self contained urban centre and as a growth driver for Meath and the Mid-East region, with a strong combination of industry, retailing, services, arts, culture and tourism.’*

The subject lands are described in the Development Plan as follows;

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<sup>2</sup> Meath County Development Plan 2007-2015, p55

*'Area adjoining the existing town centre which provides primarily for the area designated for town centre expansion and will benefit from the influence of the proposed public transport interchange.'*

#### **4.3 Navan Development Plan 2009-2015 Issues Paper**

Preparation of the Navan Development Plan 2009-2015 has commenced. A Strategic Issues paper was published in November 2007, and a manager's report on submissions received in respect of the review of the current Development Plan was published in July 2008.

The manager's report sets out recommendations on the broad policies to be included in the Draft Navan Development Plan. Although the precise wording of the final policies of the Navan Development Plan 2009-2015 may be subject to change, they are indicative of the policy to be included. The manager's report includes a number of potential strategic policies as follows;

- 1. To promote the development of Navan as primary growth centre as per 'The Regional Planning Guidelines for the Greater Dublin Area', 2004.*
- 2. To provide for the balanced and sustainable distribution of economic and social growth in Navan focused on the development within the primary corridor around Navan, Trim and Kells, whereby the future development of Navan is on the basis of balance between growth in residential developments and employment generation.*
- 3. To enable balanced population growth in Navan, having regard to the forecast population for the entire County, as outlined in the Regional Planning Guidelines.*
- 4. To provide for the sustainable development of Navan by ensuring that a higher proportion of residents of the town are employed locally and to ensure that Navan functions as the focal point for the development of the rural catchments.*
- 5. To promote sustainable development with regard to the availability of public transport infrastructure, socio-economic profile, creation of appropriate and sustainable levels of employment and commercial activities commensurate with residential development within Navan.*
- 6. To protect, conserve, manage and enhance Navan's natural and built heritage and cultural resources.*
- 7. To achieve a compact urban settlement and to identify opportunities for infill development and consolidation of the existing town centre to reduce the need to zone additional greenfield lands.*



#### **4.4 Integrated Development Framework for Transportation, Land Use and Urban Design for Navan and its Environs (2002-2016)**

Although not a statutory document, the Navan Integrated Development Framework (2002-2016) is a central study document which contains key recommendations for the future development of the Framework Plan 1 area. The document contains the following key recommendations;

- A new rail station is to be located to the south of Carriage Road and west of the Trim Road, forming the terminus of the Navan-Dublin passenger rail link. The area around the new rail station should act as the new attraction pole in the town centre of Navan. Well connected with the existing town centre, this area should include significant retail and business facilities, as well as an element of residential use.
- Significant densities can be applied to this area, with imaginative solutions to accommodate different uses, such as retail, residential, business and public transport.
- In order to achieve the provision of the required mix, the average height of the buildings in this area can be considerably higher than in the rest of Navan.
- The area should incorporate at least one tall landmark building, which will add value to the overall Navan landscape.
- The area must include a mix of uses that promotes activity throughout the day, rather than concentrated activity in the peak hours.

## 5.0 STRATEGIC PLANNING ISSUES

## 5.0 STRATEGIC PLANNING ISSUES

### 5.1 Expansion of the Town Centre

The Framework Plan 1 lands have been identified in the Navan Development Plan 2003-2009 as suitable for the expansion of the town centre, linked to the location of the proposed public transport interchange.

Parts of the Framework Plan 1 area are currently characterised by low value uses such as industrial and commercial uses. Town centre uses such as retailing, office use and an element of residential development would be more appropriate uses for these lands which have a strategic location adjacent to the established town centre core. The development of these more intensive land uses would be linked to the provision of a public transport interchange centred on a rail station for the Dublin – Navan route. It is proposed that the creation of a new attraction pole (retail, business, and an element of residential) around this bus and rail station, together with the existing shopping centre will establish the broad axis on which most densification and provision of a range of uses should occur.

A strategic vision for the Town Centre's expansion (as derived from the Integrated Development Framework Plan for Navan 2002-2016) is set out in the Navan Development Plan 2003-2009. This envisages the expansion southwards of the Town Centre around the new Public Transport Interchange. This should have the effect of consolidating the existing and original Town Centre between the Navan Shopping Centre complex and the new southern central area.

### 5.2 Provision of Social Infrastructure

The rapid and substantial increase in population that has occurred in Navan since the mid 1990's has resulted in a time lag between provision of residential accommodation and provision of social infrastructure. The northern section of the Framework Plan 1 lands has been appropriately zoned for protection of existing social infrastructure and provision of additional social infrastructure. *F1 – To provide for and improve open spaces for active and passive recreational amenities, and G1 – To provide for and protect existing community, recreational and educational facilities.*

### 5.3 Provision of New Residential Communities

Meath County Development Plan 2007-2013 identifies Navan as one of three strategic development centres within County Meath, where residential development is to be channelled over the life of the Development Plan.

The Strategic Issues paper produced by Navan Town Council and Meath County Council in preparation for the new Navan Development Plan 2009-2013 identifies the development of well designed, sustainable new residential communities as a key issue.

The National Spatial Strategy and Regional Planning Guidelines identify Navan as a Primary Growth Centre. The recommended population target / limit for a Primary Growth Centre is 40,000. The most recent Census (2006) recorded the population of Navan as c. 25,000. Therefore there remains considerable capacity with Navan. Framework Plan Area 1 lands are optimally located to accommodate a significant amount of additional population within Navan town centre, as part of mixed use town centre developments.

#### **5.4 The Transport Interchange**

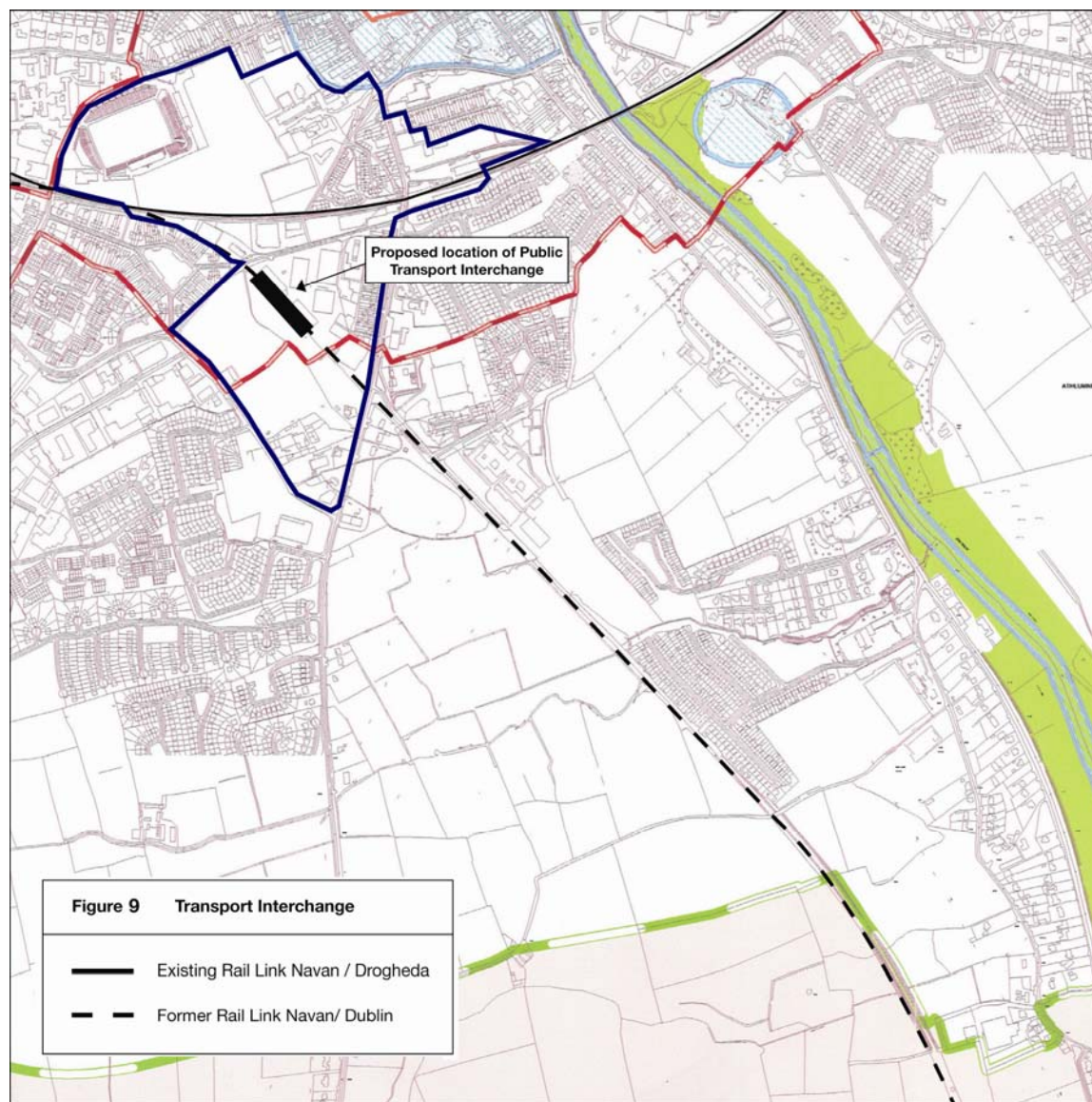
The route of the former Dublin – Navan rail line traverses Framework Plan 1 lands.<sup>3</sup> The re-opening of this rail route is an objective of ‘Transport 21’ the first stage of this project is the Dunboyne – Clonsilla route, which the recently opened Docklands station will serve. This rail route has been approved by An Bord Pleanála and is due to commence construction in late 2008, with an aim to open the line in 2010. The second stage comprises the extension of this line to Navan. A study is currently underway which will compare the relative merits of two alternative routes.

The location of a new public transport interchange, based upon a rail station which will serve the Navan-Dublin railway line, is a key issue in the future development of Navan. This transport interchange will be based around a railway station for the re-opened Dublin-Navan railway line.

Framework Plan 1 lands have been identified as a suitable location for the provision of the transport interchange, due to the location of the lands adjacent to the town centre and the location of the existing rail route within the site. The transport interchange will be located along the existing rail line within the northern section of the Framework Plan 1 lands. Figure 9 gives an approximate location of the proposed Transport Interchange. The transport interchange will act as a new attraction pole within Navan town centre, surrounded by high density mixed use development, incorporating retail use, office use and an element of residential use.

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<sup>3</sup> The Navan – Drogheda railway line also bisects the Framework Plan 1 lands. This line is currently used for freight traffic only.



## 6.0 VISION AND KEY AIMS

## 6.1 Vision

The vision for the future development of Framework Plan 1 lands is to create a new urban quarter within Navan. The area will become a vibrant mixed use extension of the existing Navan town centre, centered on the provision of a Public Transport Interchange, which will provide a civic focal point within Navan.

## 6.2 Key Aims

The key aims of the Planning Authority in relation to Framework Plan 1 lands are as follows;

- Create a new urban quarter within Navan.
- Promote development of the strategically located Framework Plan 1 lands in a coherent and sustainable manner.
- Provide for an extension of the existing town centre based around provision of a public transport interchange.
- To provide for mixed use development within the town centre extension area to include retail, commercial, employment, leisure and residential uses.
- Exploit fully the potential offered by the proposed public transport interchange by provision of higher density mixed use development at this central location.
- Encourage a high standard of architectural design.
- Promote linkages between Framework Plan 1 lands, the existing town centre and other areas within Navan.
- To protect existing residential amenities, particularly the amenity of the residents in St. Benildus Villas, Parnell Park, Connolly Avenue, Woodlands and St. Finian's Terrace.
- Encourage an appropriate split between the various modes of transport, with an emphasis on more sustainable modes of transport such as walking, cycling and public transport.

## **7.0 LAND USE; KEY STRUCTURING PRINCIPLES**



## 7.0 Land Use; Key Structuring Principles

The future land uses within Framework Plan 1 lands are primarily determined by the relevant Development Plan zoning objectives, as detailed in Map 1 of the Navan Development Plan 2003 – 2009 (Figure 6).

The relevant zoning objectives provide for an extension of the existing town centre linked to the provision of a major new public transport interchange within the Framework Plan 1 lands.

Town centre activities are permitted on the majority of the lands (zoning objectives B1 and B2). Other zonings within Framework Plan 1 lands include the provision and improvement of open spaces for active and passive recreation (F1) and the provision and protection of existing community, recreation and education facilities (G1).

The zoning matrix contained within the Navan Development Plan 2003-2009 identifies the uses that are permitted in principle, open for consideration and which will not normally be permitted within each zoning objective.

The permissible / open for consideration uses within lands zoned for town centre use (B1 and B2) are wide ranging and include but are not limited to retail use, hospitality uses such as cafes, restaurants, sandwich bars, public houses, hotels, guest houses and bed and breakfasts, office use, residential use, entertainment use and service use.

The permissible / open for consideration uses within lands zoned for the provision and improvement of open spaces for active and passive recreation (F1) include but are not limited to sports facilities, community facility, education use, garden centre and leisure / recreation use.

The permissible / open for consideration uses within lands zoned for the provision and protection of existing community, recreation and education facilities (G1) include but are not limited to cultural facilities / use, cemetery, church, cinema, hospital, library and open space.

## Policies

The Planning Authority will;

1. Encourage mixed use development within the areas zoned for town centre uses (B1 and B2), in order to create a sustainable town centre environment, which integrates work, living and leisure functions.

2. Encourage a concentration of retail, commercial and business uses adjacent to the proposed Public Transport Interchange, in order to create an attraction pole.
3. Ensure development which capitalises on the proximity of the proposed transport interchange, the rail line to the east, and bus transportation.
4. Require lands to be developed at sustainable densities based on the recommendations of DoEHLG guidance documentation 'Sustainable Residential Development in Urban Areas – Draft Guidelines for Planning Authorities' (February 2008)

## 7.1 Retail Use

Retail use will be one of the most important elements of land use within the Framework Plan 1 lands. Retail use (including local shops, major shops and shopping centres) is permitted in principle within lands zoned for town centre activities (B1 and B2 zoning objectives). Retail warehousing is open for consideration within lands zoned for town centre activities (B1 and B2 zoning objectives). Retail development of any kind is not permitted within lands zoned F1 (the provision and improvement of open spaces for active and passive recreation) or G1 (provision and protection of existing community, recreation and education facilities).

As a Level 2 County Town, Navan is situated at the top of the retail hierarchy for County Meath, as set out in the County Meath Retail Strategy (2003) and the Retail Strategy for the Greater Dublin Area (2008-2016).

The County Meath Retail Strategy promotes the enhancement and expansion of retail floorspace within Navan in order to sustain its competitiveness and importance as a County Town in the Greater Dublin Area. The Strategy states that the Indicative Net Floorspace potential in County Meath for convenience goods until the year 2011 ranges from 10,700sq.m. to 12,100sq.m. for comparison retail floorspace, the estimated range is 35,700 sq.m to 48,600 sq.m.

The Retail Strategy for the Greater Dublin Area (2008-2016) indicates that there are high levels of leakage from County Meath to other areas in the Greater Dublin Area. It is stated that there is a significant potential for both comparison and convenience floorspace within County Meath. The forecasted floorspace needs for Convenience and Comparison goods in County Meath up to 2016 are as follows;

Convenience Goods; 21,936 sq m (allowing 20% to facilitate future demand)

Comparison Goods; 59,430 sq m-81,042 sq m (allowing 20% to facilitate future demand)

As the County Town of Meath, the majority of additional retailing floorspace within Meath should be accommodated within Navan; in particular comparison retail floorspace. Framework Plan 1 lands contain appropriate locations for additional retailing within Navan, taking into account the zoning objectives of a significant portion of the site, and employing the sequential approach to the location of retailing.

Comparison retailing is particularly appropriate for the Framework Plan 1 lands, given the strategic location of the subject lands and the County town status of Navan. It is an objective of the Navan Development Plan to encourage national chain retail branches to locate within the Town Centre.

Navan currently accounts for 34% of convenience and 51% of comparison goods in County Meath. The existing core retail area consists of the recently completed Navan Shopping Centre, Kennedy Road, Trimgate Street, Market Square, the south-western end of Watergate Street and the northern end of Ludlow Street.

The recent opening of Navan Shopping centre has brought a number of high street names to Navan, however in order to stem the flow of comparison expenditure from Meath to other parts of the Greater Dublin Area, the number of high street multiples represented within Navan will need to increase.

Framework Plan 1 lands offer an unparalleled opportunity to provide modern store formats which will be attractive to high street retailers in a town centre location. The strengthening of the retail core of Navan will prevent comparison retail expenditure leakage to other parts of the Greater Dublin Area.

The development of retail opportunities within Framework Plan 1 lands will retain the town centre retailing function and prevent dissipation of retailing to out of centre locations, thus ensuring the retention of a vital and vibrant town centre.

In addition to retailing uses, the Framework Plan 1 lands should provide for a full range of services (such as banks and hairdressers) appropriate to the town centre of a County Town.

## **Policies**

The Planning Authority will;

1. Encourage the location of quality retailing, primarily comparison, within Framework Plan 1 lands zoned for town centre uses.

2. Encourage the provision of modern high-quality retail units to meet the needs of modern retailers and therefore encourage high street retailers to locate within Navan.
3. Encourage the location of retailing in proximity to the proposed Transport Interchange, which will create an attraction pole at this area.
4. Require a Retail Impact Assessment for significant retail developments as per the requirements of the Retail Strategy for the Greater Dublin Area (2008-2016).
5. Continue to support and develop the County Town of Navan as a predominantly comparison shopping based centre with a range of quality convenience forming an important element in the overall role and attraction of the town.
6. Encourage the provision of a wide range of services within the appropriately zoned Framework Plan 1 lands.

## 7.2 Residential Use

Residential use is a key component in the creation of a vibrant mixed use town centre. Residential use is open for consideration within lands zoned for town centre uses (B1 and B2). A residential institution is open for consideration within lands zoned F1 and G1.

Town centre living is particularly attractive to younger age cohorts due to proximity to leisure / entertainment facilities, and to employment opportunities. In recent years there have been a number of apartment developments within Navan town centre. An opportunity now exists to provide further town centre accommodation which meets the most recent residential development standards as set out in national planning guidance.

National planning policy requires increased residential densities in strategic locations such as town centre sites or in the vicinity of public transport corridors, in order to provide for a more sustainable settlement pattern. Higher densities will therefore be required in the vicinity of the public transport interchange and in lands zoned for town centre uses (B1 and B2) within the Framework Plan 1 lands.

In order to cater for a range of dwelling requirements, a wide range of housing typologies and sizes should be provided.

Residential developments in more central locations should incorporate active ground floor uses, such as retail, café, restaurant or cultural uses.

Provision of suitable accommodation for the elderly is an integral part of providing a balanced range of residential accommodation types. Typically a nursing home will seek a building typology of one or two storeys located in quieter surroundings. A facility such as this could be accommodated on an interface area within the Framework Plan 1 lands. In contrast, high density mixed use developments can be suitable locations for accommodating the able-bodied elderly, as facilities and services are in easy reach.

Social and affordable housing will be a required component within the area at a rate of 20% of all residential units. These units should be dispersed throughout the area and not concentrated in a specific area. The architectural design of social and affordable housing units should not be distinguished in any way from the private units.

The Planning authority will;

1. Seek a significant residential component to be provided at sustainable densities throughout the Framework Plan 1 area, with higher densities in the more central locations and lower densities adjacent to existing residential development.
2. Require that all apartment development meets standards as expressed in 'Sustainable Urban Housing; Design Standards for New Apartments' (Department of the Environment, Heritage and Local Government, 2007).
3. Require the allocation of 20% of residential developments for social and affordable housing.
4. Require the provision of a mix of dwelling types and sizes.
5. Encourage the development of accommodation suitable for the elderly.

### 7.3 Employment Uses

In order for Navan to develop as a self-sustaining town, employment opportunities must be available within the local area. The Navan Development Plan 2003-2009 envisages the Town Centre and edge of centre locations continuing to provide for commercial and employment activity. The Framework Plan 1 lands designated for town centre activities (zoning objectives B1 and B2) are suitable for employment uses. Office use would be appropriate, and is permitted in principle within these zoning objectives. Optimal locations for

office use could potentially be situated as part of the attraction pole based around the proposed public transport interchange, or within the southern section of the Framework Plan 1 lands, which has good frontage onto the Trim Road. Another appropriate location could potentially be as part of a re-development of the existing County Council offices site.



## Policies

The Planning Authority will;

1. Encourage the location of employment uses within the Framework Plan 1 lands, specifically in the vicinity of the public transport interchange.

## 7.4 Entertainment and Cultural Uses

As the population of Navan increases, additional entertainment and cultural uses will be required. The Framework Plan 1 lands designated for town centre activities (areas zoned B1 and B2) are suitable for provision of entertainment and cultural uses.

Provision of entertainment uses such as restaurants, cafes, public houses, cinemas, music spaces, hotels, galleries and theatres will ensure that the town centre remains busy and therefore safe, both during the day time and at night time, and aid in the creation of a vibrant mixed use area. Café and Restaurant uses can function particularly well in the creation of animated public areas, particularly

through use of outdoor dining areas that look onto public spaces. Additionally, hotels can contribute to enlivening an area because of the level of activity generated from early morning to the late evening.

Entertainment and cultural uses should be centrally located in order to ensure easy access and to avoid possible conflicts with existing residential amenity.

The Planning Authority will;

1. Encourage the development of a range of entertainment and cultural uses within the extended town centre area.
2. Explore the possibility of establishing a link between the new Solstice Centre and the expansion of cultural uses into part of the council sites on the Trim Road.





## 7.5 Community Use

A substantial portion of the Framework Plan 1 lands have been zoned for provision and protection of existing community, recreation and education facilities. This area (zoned G1) contains St. Josephs school, playing fields, and the North Eastern Health Board offices.

Any significant application for development within the Framework Plan area should be accompanied by an assessment of the existing community facilities in the local area, identify the need for additional facilities and subsequently include proposals for provision of the same. Provision of crèches, medical centres and other community facilities will be encouraged as part of re-development proposals in the area.

The location of schools in proximity and proposals for new schools on the perimeter of the Town, means that new provision is unlikely to be required within the Framework Plan 1 lands. Given the proximity of existing churches, additional facilities within the area are not anticipated.

## Policies

The Planning Authority will;

1. Require that any significant application for development within the Framework Plan area be accompanied by an assessment of the existing community facilities in the local area, identify the need for additional facilities and subsequently include proposals for provision of the same.





## 8.0 URBAN DESIGN

## 8.0 URBAN DESIGN

### 8.1 Broad Principles

The existing Town Centre is relatively low in scale and density. The opportunity exists to create a new quarter within Navan Town Centre at a more sustainable scale and density, which establishes a distinct character of its own. However, a radical departure from the character and density of the existing town centre has the potential to detract from the established character of the Town. It is therefore necessary to employ a sensitive design approach, which would see the most marked increase in density and change in character towards the centre of the Framework Plan 1 lands.

The defining feature of the Framework Plan 1 lands will be the location of the Public Transport Interchange at a point along the former Dublin – Navan railway line that traverses the Framework Plan 1 lands. The nature of development at this point will be high density mixed use, which will create an attraction pole within the Framework Plan 1 lands.

### 8.2 Key Considerations

#### 8.2.1 Overall Framework Plan 1 lands

##### **Urban Structure**

The Framework Plan 1 lands will function as an extension of the existing town centre core. An attraction pole will be formed at the proposed public transport interchange, which will consist of high density mixed use development surrounding a central civic square. This will be the central hub of the Framework Plan 1 lands.

New multi modal streets and pedestrian streets should be created which will link into the surrounding network and integrate the development into the wider Navan town context. New / improved pedestrian routes will include an improved pedestrian environment along the Trim Road, a pedestrian route leading directly to the existing Town Centre core and a possible pedestrian link across the GAA lands.

**Density & Plot Ratio**

Framework Plan 1 lands are designated in the Navan Development Plan 2003-2009 as suitable for an extension of the Town Centre. It is important that lands are developed at a reasonably high density in order to provide for a sustainable form of development and to ensure a rational justification for the delivery of a major public transport interchange. However, new development should respect the scale of the existing Town Centre, in particular where there is a direct interface with existing urban fabric / individual structures, a number of which have protected status. The appropriate residential densities involved would range from a low of 35 per hectare (86 per acre) at sensitive interfaces, to a high of 50 per hectare (123 per acre) within the central area and around the public transport interchange.

Existing plot ratios within the built-up area of Navan Town Centre vary, but rarely exceed 1:1. The average plot ratio is in of the order of 0.6:1. It is recommended that in order to develop a more sustainable form of development, plot ratios of 1.5:1 to 2.5:1 be adopted in the most central core of the Framework Plan 1 area. Lower plot ratios will be appropriate for interface areas.

**Street Layout**

A hierarchy of streets should be established which will encourage a permeable and legible urban environment. A main central local distributor road will form the spine of the Framework Plan lands. This will become the main boulevard, from which a further fine network of routes will radiate. This hierarchy of streets will assist in creating a sense of identity and place, and a legible spatial hierarchy.

**Spaces between buildings**

Critical to the quality of the urban environment will be the treatment of spaces between buildings, including public, semi-private or private. Their function should be clearly determined and they should contribute to the environmental and aesthetic qualities of the development. High standards will be required in ground finishes, street furniture, landscaping and signage. Good quality public lighting will be essential to the presentation of the area in the evening as well as creating a sense of security.

**Open Space**

The Framework Plan 1 area currently contains extensive areas of open space in the form of the O'Mahony's GAA pitches, the Pitch and Putt Club, and the Meath GAA pitch at Pairc Tailteann.

In addition to these areas of open space, there are opportunities for the creation of more formal areas of public open space, such as at the Transport Interchange. The Transport Interchange will require a functional forecourt space. This forecourt should be combined with a new civic square to provide an open amenity space for the new living, working and visiting population, and create a sense of identity to the extended town centre area.

A central landscaped boulevard should be formed through the Framework Plan 1 lands, which will act as a transport corridor but also function as an attractive open space of high quality.

### **Landmark / Gateway Opportunities**

Three areas have been identified as suitable for landmark / gateway buildings within Framework Plan 1 lands;

1. At the junction of the Trim Road and Dan Shaw Road; this is a prominent site signalling the entrance to Navan town.
2. At the Central Public Space associated with the Public Transport Interchange.
3. Site of the old swimming pool.

The provision of extra height is however dependent on an exceptionally high standard of architecture and would be subject to the discretion of the Planning Authority.

### **Height**

Existing building heights within Navan town centre are generally two to three storeys, with the exception of the lower lying areas around the River Boyne where heights of four-five storeys have been realized in more recent apartment developments.

In order to provide a more sustainable form of development within the Framework Plan 1 lands designated for town centre uses, higher buildings than currently exist in the town centre will be considered. Six stories is considered an appropriate limit. However, buildings of this height will not be permitted throughout the Framework Plan 1 area. The most suitable locations will be in the centre of the Framework Plan 1 lands, particularly in the vicinity of the proposed public transport interchange. A particularly high standard of architectural design will be required for buildings which exceed the established height of the area.

### **Landscaping**

Appropriate use of landscaping will enhance and provide order to the future urban environment. Applications for development should include a comprehensive and well considered landscape Masterplan.

### **Attenuation**

Surface water attenuation should be maximised throughout the development to avoid overloading of surface water sewers. This will include use of porous hard surfaces as well as extensive green areas.

## **8.2.2 Individual Buildings**

### **Building Articulation**

Buildings should incorporate appropriate architectural articulation. Entrances and corners should be clearly expressed and architects should seek the creation of an interesting roofscape. Corner buildings should be designed to reflect their importance in shaping the public realm.

### **Elevational Treatment**

The quality of elevations will be critical to the success of future developments within the Framework Plan lands. Contemporary buildings will be encouraged. Residential developments should avoid historic styling such as mock-Georgian, mock-Tudor or similar, and should be clearly of their time and place.

### **Residential Development Standards**

In terms of size, layout, orientation, private open space standards, internal space standards and aspect, all dwellings should meet standards as expressed in the Navan Development Plan 2003-2009, and 'Sustainable Urban Housing; Design Standards for New Apartments' (DoEHLG September 2007).

### **Entrances**

The primary access to buildings must be from the street. Multiple entrances will be encouraged, in order to create an active street environment. It is recommended that entrances in all areas should be at a frequency of no more than 15 m intervals.

### **Material Finishes**

Variation in external finishes is vital in creating an individual sense of identity within developments and between different areas. The use of high quality materials which are easy to maintain will be critical. Natural materials such as render, stone, brick and timber (particularly hardwood) will be favoured by the Planning Authority. Consideration should be given to the sustainability of materials used.

### **Energy Efficiency**

All new developments should seek to achieve the highest levels of energy efficiency in their layout, orientation and material construction. Established principles of "green" building design which seeks to reduce energy loss, noise and air pollution should be followed.

### **Disabled Access**

All buildings should comply with Part M of the Building Regulations. Facilitation of disabled access should be a key consideration in the design of open spaces and the public realm.

### 8.3 Design Statements

The Planning Authority will require that applications for development within the Framework Plan lands are accompanied by a Design Statement. The Design Statement should demonstrate compliance with the relevant development standards as expressed in the Navan Development Plan 2003 – 2009 and ‘Sustainable Urban Housing; Design Standards for New Apartments’ (DoEHLG September 2007) and should address the 12 Questions as set out in the ‘Urban Design Manual – A Best Practice Guide’ (Department of the Environment, Heritage and Local Government, February 2008). The 12 questions are as follows;

- **Context;** How does the development respond to its surroundings?
- **Connections;** How well connected is the new neighbourhood?
- **Inclusivity;** How easily can people use and access the development?
- **Variety;** How does the development promote a good mix of activities?
- **Efficiency;** How does the development make appropriate use of resources, including land.
- **Distinctiveness;** How do the proposals create a sense of place?
- **Layout;** How does the proposal create people friendly streets and spaces?
- **Public Realm;** How safe, secure and enjoyable are the public areas?
- **Adaptability;** How will the buildings cope with the change
- **Privacy and Amenity;** How does the scheme provide a decent standard of amenity?
- **Parking;** How will the parking be secure and attractive?
- **Detailed design;** How well thought through is the building and landscape design?

## 8.4 Policies

The Planning Authority will:

1. Require a high standard of architectural design in all buildings.
2. Encourage the establishment of a hierarchy of streets which will create a permeable and legible urban environment.
3. Seek the development of a major new urban open space of exceptional design quality to act as a forecourt to the Transport Interchange.
4. Encourage designers to recognise the importance of the treatment of spaces between buildings to ensure that their function is clearly determined and that they contribute to the environmental and aesthetic qualities of the development.
5. Require variation in materials and external finishes in order to create areas of different character within developments.
6. Require the use of sustainable materials where possible.
7. Require the application of waste management plans in construction work.
8. Require the adoption of best practice in conserving water during construction and operation phases of future development.
9. Require designers to consider car parking as an integral part of the design process to ensure that it is provided in a manner which does not detract from the visual amenity of residential or other areas.
10. Develop a significant boulevard street catering for motor vehicles, cyclists, pedestrian and on-street parking with a high quality of landscaping, surface treatment and street furniture.
11. Require applications for development to be accompanied by a detailed landscaping plan.
12. Develop a co-ordinated approach to the landscaping of routes in the area.
13. Require that a Design Statement accompanies any application for development within the Framework Plan 1 area.





## 9.0 MOVEMENT STRATEGY

## 9.0 MOVEMENT STRATEGY

The movement strategy for Framework Plan 1 lands aims to ensure that:

- The development of the area is consistent with the transportation strategy set out in the Navan Development Plan 2003-2009 and Meath Development Plan 2007-2013.
- Public transport accessibility is maximised and pedestrian and cycle movement is encouraged to keep private vehicular transport to a minimum.
- Streets are designed to encourage pedestrian activity.
- Vehicular roads are designed with safety and traffic calming as priorities.

### 9.1 Linkages

Framework Plan 1 lands are currently not well linked to the rest of the Town, due to the severance caused by road and rail lines, or land use barriers where extensive areas or plots of land are devoted to single (mainly private uses) and are not penetrated by public routes. The existing pedestrian link to the Town Centre is of a low quality in terms of visual appearance and surface treatment.

Critical to the successful development of the Framework Plan 1 area will be the creation of pedestrian and vehicular linkages of the Framework Plan 1 lands to other parts of Navan, particularly the existing Town Centre.

It will be important to develop a hierarchy of streets within the Framework Plan 1 lands to facilitate permeability, legibility and connectivity within the subject lands as well as provision of effective linkage with adjoining lands.

### 9.2 Movement Desire Lines

Movement desire lines are those which pedestrians, cyclists and motorists consider the most direct and attractive routes. Such lines will run to elements of attraction such as the retail core of the town, to schools and public facilities.

It is anticipated that future movement desire lines will run towards the Transport Interchange and other significant destination uses likely to be developed in the Framework Plan area. It is considered that potential desire lines will be those linking the central developable area of the Framework Plan with the existing Town Centre along the existing pedestrian link behind St Benildus Villas, along the Trim Road, New Road and Railway Street. Other links will include those connecting to the residential areas at Beechmount and off the Trim Road. Future main links could traverse the GAA lands to connect to the western end of the town centre

### 9.3 Vehicular Transport

The main artery from the Framework Plan 1 lands into the town centre core is via the Trim Road / Railway Street axis, which joins traffic from Circular Road (the main entry to the town from the Dublin direction and the heavily developed eastern suburbs of the town).

There is a considerable level of vehicular congestion within the Framework Plan 1 area. This congestion arises at peak times associated with school starting and finishing times, and is particularly marked in the vicinity of Meath County Council offices. Several junctions are operating at or beyond capacity level. The GAA stadium also gives rise to problems of congestion and parking on match days. The Trim Road / Railway Street axis is a heavily trafficked area. Rat-running is experienced on the Dan Shaw and Carriage Roads. St Joseph's School attracts considerable volumes at peak times (opening and closing times).

The development of the area bounded by the Trim Road, Carriage Road and Dan Shaw Road for town centre expansion will inevitably generate significant additional traffic movements at a location already congested at peak hours. Upgrading of junctions and other traffic improvements will therefore be a key consideration in the future development of the area.

The Navan Development Plan identifies Railway Street (UR6) and the Dan Shaw Road (UR 4) for improvement and it will be an objective to improve the alignment of Dan Shaw Road and provide a signalised junction where it meets the Trim Road. Signals are also recommended for installation at the junction of Carriage Road with New Road. An appropriate radius improvement is required on the southern side of this junction.

## 9.4 Public Transport

The Framework Plan 1 lands have been identified as suitable for the location of the proposed public transport interchange which will serve the re-opened Navan-Dublin railway line. The Transport Interchange will include the Railway Station and provision for bus, cycling, taxi and set-down interchange.

Aside from the proposal for the Public Transport Interchange which is discussed in more detail in Chapter 5.0, the Navan Development Plan 2003-2009 indicates a proposed network of indicative bus routes, all of which terminate at the proposed interchange and four of which skirt the Framework Plan 1 lands. The realisation of these routes will radically improve the profile of public transport in the Town and encourage a decided shift in the transport modal split away from the private car towards public transport.

## 9.5 Pedestrian and Cycle Movement

Movement by pedestrians and cyclists should be safe, direct and attractive. It is recommended that separate defined pathways for pedestrians and cyclists are provided, and where they are situated in parallel to vehicular traffic routes it is important that direct, at-grade, signalised controlled crossing systems at major traffic junctions are utilised.

A number of specific objectives in this regard are proposed as follows:

1. Improve the existing main central pedestrian link to the Town Centre from Carriage Road by an enhanced surface treatment, landscaping and public lighting. Encourage uses to front onto this space to improve self policing. Improve fencing, walls and other interfacing elements along the route to a co-ordinated design.
2. Improve the Trim Road, Railway Street, the Dan Shaw Road and Carriage Road by providing an enhanced footpath with appropriate surface treatment, landscaping, quality public lighting and essential street furniture on both sides of those roads.
3. Seek to provide a pedestrian / cycle route through the sports ground linking Carriage Road to Brews Hill to provide for essential permeability through what is a substantial block of land.
4. Provide an internal layout within the Framework Plan 1 lands which links directly to existing routes on the periphery and encourages movements through the Framework Plan 1 lands.

5. Provide for dedicated cycle routes along Carriage Road and a shared cycle / pedestrian route along the improved link across the existing railway line.

6. Provide for pedestrian signalised crossings at the junction of (i) Carriage Road and the Trim Road and (ii) the junction of Dan Shaw Road and the Trim Road. Provide for a pedestrian crossing at the junction between Beechmount and the land to the north.

The large areas of land parcels within the area currently confine pedestrian and cycle movement largely to the periphery of the area and the existing roads. The opportunity is now available to articulate a network of pedestrian and cycle routes and provide better linkages. The Development Plan recognises the need to develop a cycle network for the Town, although a detailed layout is not graphically shown in the Plan. Nonetheless a rational layout could be devised which links to appropriate locations.

## 9.6 Modal Split

A key objective for Navan town as articulated in the Navan Development Plan 2003-2009 is to encourage a shift to public transport and pedestrian / cycle transport.

To this end the following actions should be taken;

- An integrated ticketing system linking parking to bus and rail transport should be explored to encourage a shift to public transport.
- Easy access for cyclists and pedestrians should be encouraged
- Mixed use and high density development should be encouraged at town centre sites.

## 9.7 Car parking

The intensive nature of town centre activities, which will be located over much of the Framework Plan 1 area, will create a need for additional parking facilities. The quantum of parking which will be needed in order to cater for this additional demand will be substantial. The most likely and efficient method of catering for this additional demand will be by means of the provision of a multi-storey car park, which would operate in conjunction with a limited amount of surface parking surface associated with the Transport Interchange. It is envisaged that in the order of 1,000 spaces would be appropriate based on the likely quantum of development and appropriate Development Plan standards.

Where possible, car parking should be provided underground or half basement level; particularly in association with high density residential or mixed use development. Short term on-street parking will be encouraged in areas where it is safe to do so and where it will create movement and activity thus assisting the creation of a self policing environment.

The Navan Development Plan 2003 -2009 sets out car parking standards for various use categories. These will be applied to all future development on the subject lands.

### 9.8 Bicycle Parking

Good quality sheltered bicycle parking must be provided at appropriate locations including but not limited to all public transport nodes, within apartment developments, in conjunction with employment uses, retail uses and community uses. Bicycle parking facilities should be provided for all future developments within the Framework Plan 1 lands in accordance with the requirements of the Navan Development Plan 2003 -2009.

### 9.9 Policies

In terms of access and movement within the Framework Plan lands, the Planning Authority will:

1. Encourage a modal shift towards public transport, cycling and walking.
2. Seek the creation of an efficient, functional and safe transport system for all modes of transport.
3. Ensure that the development of the area is consistent with the mobility and transport objectives of the Navan Development Plan 2003-2009.
4. Ensure that there is integration between land use planning and transportation.
5. Provide for a Public Transport Interchange within the Framework Plan 1 lands.
6. Provide for the provision of circa 1000 short term parking spaces in a multi-storey car park.
7. Encourage provision of short term on-street parking in appropriate locations.

8. Encourage underground or semi-basement parking where possible.
9. Apply car parking standards to future developments in accordance with Development Plan standards and requirements. Car parking requirements may be relaxed in locations in close proximity to the proposed public transport interchange.
10. Ensure that new vehicular and pedestrian routes within the Framework Plan Area are linked to other routes within the wider towns.
11. Require the provision of good public lighting standards on all routes to create a safe and secure environment for all users.
12. Extend, re-route and create new bus routes to meet travel demands and reduce trip times.
13. Provide for a Quality Bus Corridors on selected routes.
14. Require the provision of cycle parking in accordance with standards as expressed in Navan Development Plan 2003-2009, in a safe, secure and accessible location.





## 10.0 CONSERVATION

## 10.0 CONSERVATION

### 10.1 Protected Structures

The Framework Plan 1 lands contain a number of structures which are listed on the Record of Protected Structures. The structures are listed below, and their location indicated on Figure 10. The most prominent of the structures are the Meath County Council offices, the complex of railway buildings and the complex used by the North Eastern Health Board / adjoining school. Securing an economically sustainable future use for these structures will be critical to their survival.

#### 1. Cast Iron Piers and Gates at St. Joseph's School

Map Ref. & Reg. Ref. No.	Rating & Importance	Address & Use	Composition
85 NT025-085	R--G,D,M	St. Joseph's Primary School, Leighsbrook, (Gateway)	Cast-iron panelled gate piers each surmounted by a cross c.1910. Repositioned and gate replaced c.1990.

#### 2. A detached single storey former Railway Warehouse on Carriage Road

Map Ref. & Reg. Ref. No.	Rating & Importance	Address & Use	Composition
90 NT025-090	R--A,G,S,M	Better Deal, Carriage Road (Cash & Carry)	Detached six-bay single-storey former railway warehouse, c.1880, with exposed rubble limestone walls, brick dressings to openings. Railway tracks removed and openings blocked c.1970.

### 3. The Navan Railway Station complex including the Station Masters House, the Railway Station, the Platform, the Warehouse, the Water Tank and the detached Signal Box

Map Ref. & Reg. Ref. No.	Rating & Importance	Address & Use	Composition
156 NT025-156	R--A,G,D,M	Dwelling House, Railway Street, (Detached House)	Detached three-bay two-storey former station master's house, c.1885 with gabled half dormer window
157 NT025-157	R--A,I,G,P,S,M	Navan Railway Station, Railway Street, (Station Building)	Detached nine-bay single-storey railway station 1885, N.A. Mills. Yellow brick façade with blue and red-brick strings at sill and impost levels.
158 NT025-158	R--G,S	Navan Railway Station, Railway Street, (Stone Paving/Flags)	Station platform with expanses of stone set paving, c.1885.
159 NT025-159	R--T,G,M	Navan Railway Station, Railway Street, (Warehouse)	Detached four-bay single-storey railway warehouse c.1885, with coursed rubble limestone walls c.1885.
160 NT025-160	R--T,G,M	Navan Railway Station, Railway Street, (Water Tower)	Water tank consisting of replacement cast-iron tank supported on brickwork and limestone base c.1885
161 NT025-161	R--A,G,D,M	Navan Railway Station, Railway Street, (Signal Box)	Detached signal box with brick base and glazed timber superstructure c.1900
162 NT025-162	R--G,M	Navan Railway Station, Railway Street, (Stone Paving/Flags)	Station platform with expanses of stone set paving, c.1885.

This is an attractive complex of buildings. The railway station is currently used by Bus Eireann as a depot, and the former goods sheds are used for storage facilities.

The primary issue is one of determining uses that would retain the essential character of the buildings whilst providing for their future conservation. Curtilage is a particularly difficult issue because of the very distinct spatial relationship the buildings have to each other and to the railway track and will require extremely sensitive handling in any proposal for re-development.

Use of these structures as a new revitalised station would be the optimum re-use option for these buildings as it would ensure their future maintenance and preservation.

#### 4. Meath County Council offices at County Hall on Railway Street

Map Ref. & Reg. Ref. No.	Rating & Importance	Address & Use	Composition
155 NT025-155	R--A, I,G,M	Meath County Council Offices, Railway Street, (Local Government)	County Council Offices, built 1913, consisting of three-bay central block flanked by projecting and gabled outer bays, Porch added c.2000

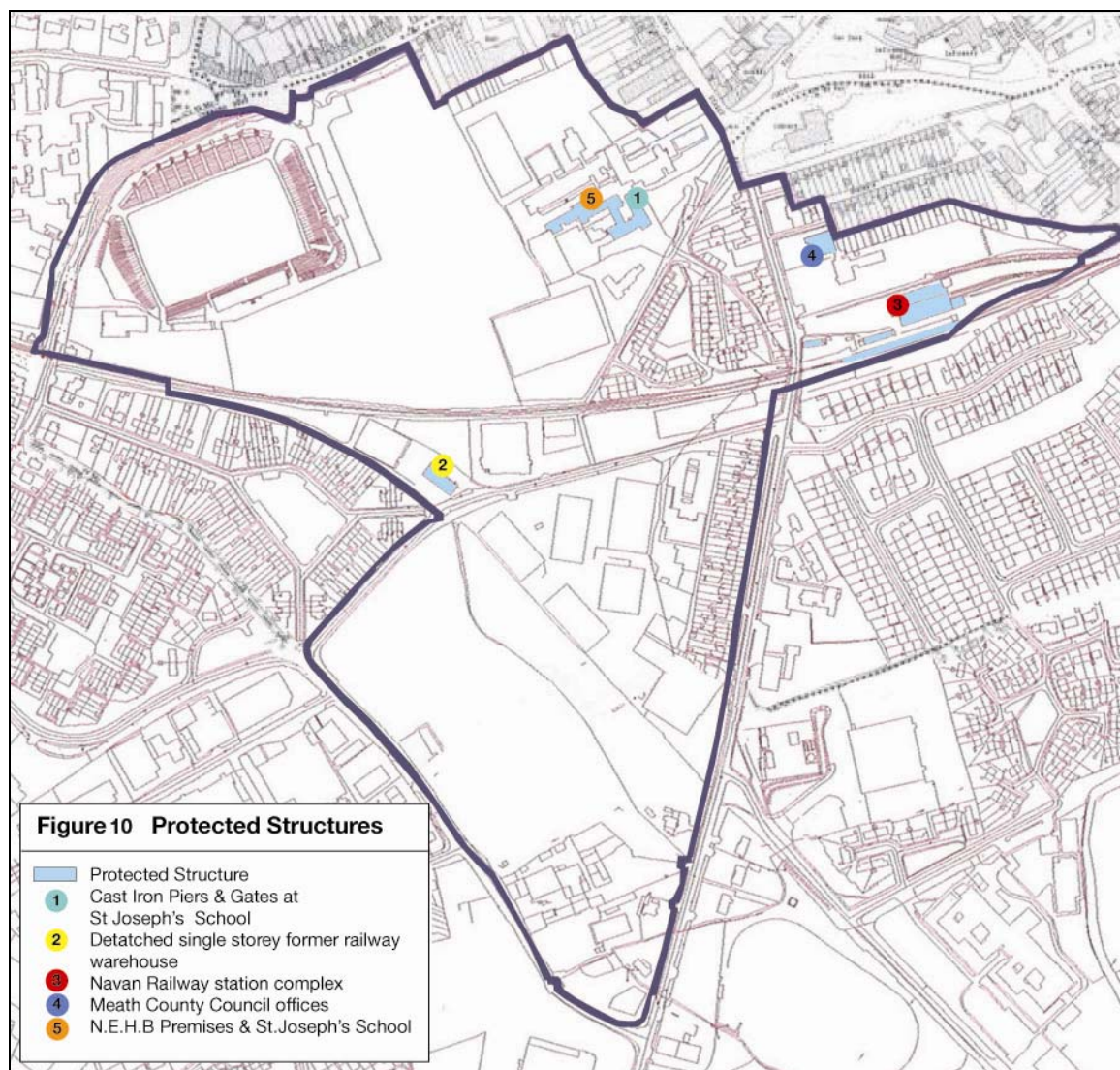
Proposals to develop a new headquarters building for the County Council at a site beside the Blackwater River mean that the existing Meath County Council offices will, on completion of the new headquarters, be redundant to the needs of the Council.

Meath County Councils existing complex of buildings occupy therefore a site that has redevelopment potential. The objective in any redevelopment project would be to allow the protected building listed above to retain its status and character whilst creating a complex where new buildings complement the protected structures in a visual sense. Issues of surrounding height and scale, distance between the existing and any new buildings, use, material finishes and landscaping will be critical. The site is constrained by residential development to the north so the height and land use at this boundary will be issues of consideration.

With regard to the future use of the building, given its protected status, consideration should be given to a use which would ensure its conservation whilst providing a use which is compatible with town centre zoning for this particular area. Consideration should be given to employing a cultural use, which could reinforce the adjacent cultural use of the 'Solstice Centre'. Should such a use not be secured, the building would be best retained in office use to reflect its original purpose.

## 5. The complex of buildings associated with the N.E.H.B. and St. Joseph's School Premises;

Map Ref. & Reg. Ref. No.	Rating & Importance	Address & Use	Composition
86 NT025-086	R--A,I,G,D,M	North Eastern Health Board, Leighsbrook, (N.E.H.B. Offices)	Six-bay two-storey chapel and school rooms extension to convent built c.1880. Plant room to basement and gallery to first floor double-height chapel.
87 NT025-087	R--A,I,G,M	North Eastern Health Board, Leighsbrook, (N.E.H.B. Offices)	Five-bay three-storey extension to former convent built c.1880, with lift shaft extension to rear, c.1905. Now is use as offices.
88 NT025-088	R--A,I,G,M	North Eastern Health Board, Leighsbrook, (N.E.H.B. Offices)	Deattached five-bay three-storey former house c.1770, with two-storey split level extension to rear, c.1870.
89 NT025-089	R--A,G,D,M	St. Joseph's Secondary School, Leighsbrook.	Multi-bayed two storey school c.1890 incorporating round headed traceried window openings. Various extensions.



## 10.2 Archaeology

The Framework Plan 1 lands are not within a zone of archaeological interest, however the Navan town centre zone of archaeological interest abuts the northern boundary of the lands. Therefore, there may be archaeological remains in the subsurface. In order to mitigate any impacts on any such remains, it will be advisable that archaeological monitoring be carried out of ground works associated with new developments at the time of construction.

## 10.3 Policies

The Authority will:

- Seek the appropriate preservation of structures contained within the Record of Protected Structures.
- Encourage appropriate new uses for Protected Structures where required, in order to provide an economic basis for their sustained conservation.
- Ensure that new developments are sensitive in their design, where they are close to or within the curtilage of structures contained within the Record of Protected Structures.
- Ensure that archaeological monitoring of groundworks is carried out at the time of construction.





## 11.0 INFRASTRUCTURE AND REMEDIATION

## **11.0 INFRASTRUCTURE AND REMEDIATION**

### **11.1 Infrastructure**

Extensive improvements to service infrastructure will be required to enable the Framework Plan 1 lands to be developed in a sustainable and orderly manner. The main service routes proposed for the area will follow the main movement routes. It is vital that such routes are wide enough to accommodate both services and landscaping.

The County Meath Development Contributions Scheme 2004 sets out the normal contributions required in relation to various land uses within County Meath. It also sets out development which is exempted from the Scheme. Having examined the Scheme, it is apparent that it will not serve all the likely infrastructure services for Framework Plan 1 lands, and that a Supplementary Development Contribution Scheme may be required, particularly to help fund the Transport Interchange and the new rail facilities.

Aside from infrastructure normally provided by the Local Authority, other infrastructure elements supplied by the statutory providers will be required. These include electricity, gas and telecommunications. Although timely planning should ensure the provision of infrastructure to facilitate development, large scale, elements such as the possible requirement for a 38 KV station need more advanced planning.

### **11.2 Remediation**

No environmental surveys have been carried out on any of the lands within the study area. It is recommended that a desktop study should be carried out, particularly of lands previously or currently used for industry and / or railway transport to determine the level of investigation required. Should any such investigations reveal a necessity for remediation, it would be a requirement that the lands be remediated to appropriate international standards.

### 11.3 Policies

The Authority will:

1. Facilitate the provision of enhanced infrastructure services to facilitate development.
2. Require financial contributions to be made towards the costs of the provision of such services by the Authority in accordance with the Development Contribution Scheme 2004 and any Special Development Contribution Schemes adopted by the Local Authority.
3. Require the development of Framework Plan 1 lands in an orderly and sustainable manner and concurrent with the provision of necessary infrastructure.
4. Require the submission of an independent environmental report of any sites suspected of contamination as part of any planning application for development.
5. Require any contaminated land to be cleared to internationally acceptable standards.