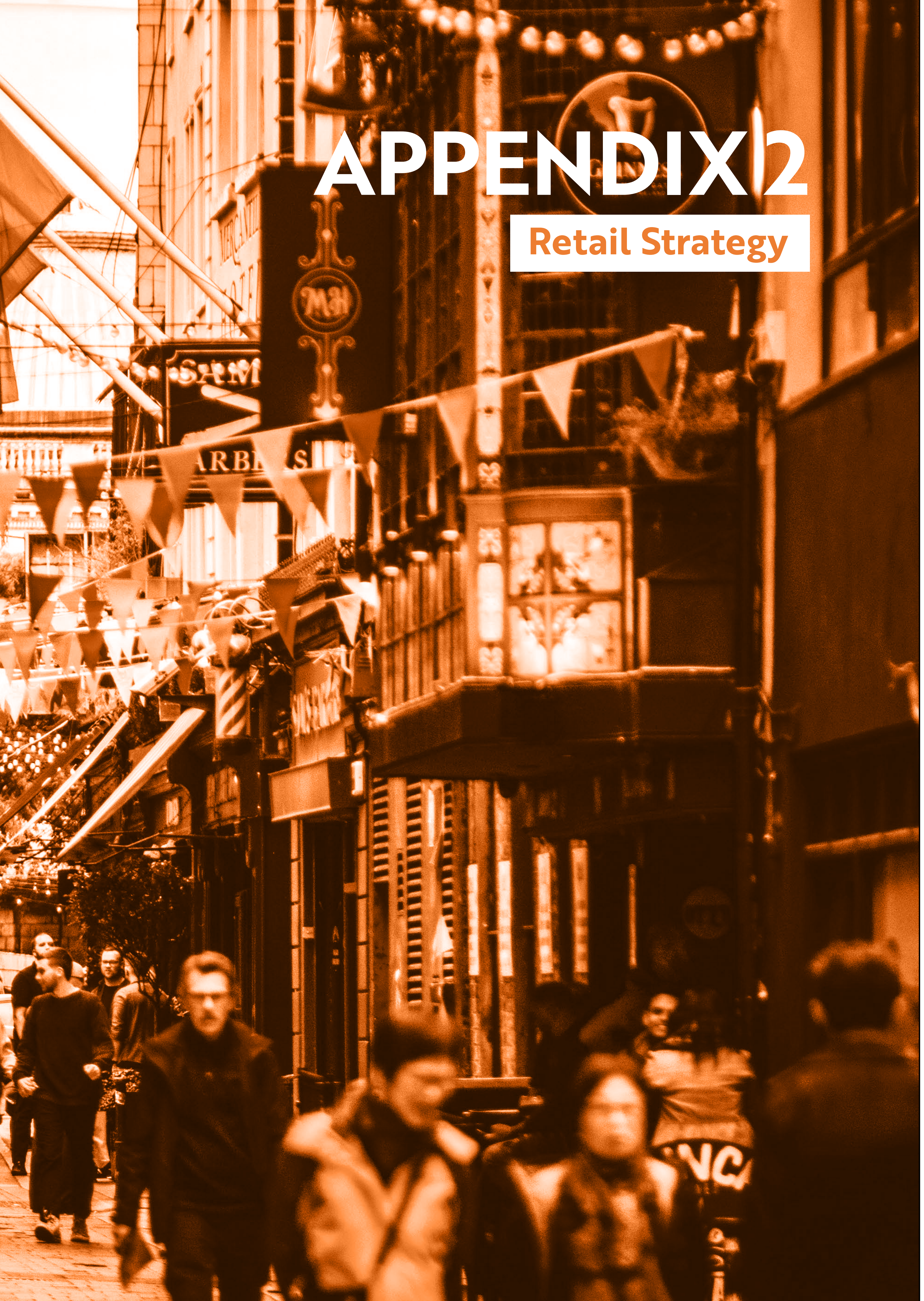
APPENDIX 2

Retail Strategy



1.0 Introduction

This Retail Strategy for the Dublin City Development Plan 2022 – 2028 takes full cognisance of national and regional policy guidance on retail planning, spatial settlement policy and transport. Specifically, it reflects the Guidelines for Planning Authorities, Retail Planning 2012, (Department of the Environment, Community and Local Government, 2012) and the Regional Spatial and Economic Strategy (RSES), Eastern and Midland Regional Assembly (EMRA), 2019. The Strategy should be read in conjunction with Chapter 7.

In accordance with the Retail Planning Guidelines 2012, retail policy for the city must be informed by a multi-authority retail strategy for the region. The 2008 – 2016 Retail Strategy for the Greater Dublin Area (RSGDA) is now considered out of date. It is an objective of the RSES that EMRA will support the preparation of a Retail Strategy / Strategies for the Region in accordance with the Retail Planning Guidelines for Planning Authorities 2012, or any subsequent update, to update the retail hierarchy and apply floorspace requirements for the Region (RPO 6.10 refers). This Retail Strategy for Dublin City has, therefore, been prepared having regard to the requirements of Sections 3.3 and 3.7 of the 2012 Retail Planning Guidelines which detail the methodology for preparing a retail strategy for a development plan.

To inform retail policy in the city centre for the 2022 – 2028 period, Dublin City Council commissioned Bannon Property Consultants to prepare a report on the state/future of retailing in Dublin city centre. The report - 'Role and Function of Retail in the City Centre', December 2020 –considers:

- the performance of the retail sector in the city centre in the last 10 years against the backdrop of changing retail trends;
- the growth of Regional Shopping centres;
- the changing shopper profile in the city;
- retail floor space supply and
- the Covid 19 Pandemic.

It considers the impacts of these factors on the city centre in the longer term. The report sets out actions and policy recommendations to support the Council's vision for a vibrant shopping retail core in the city.

The retail sector is facing a challenging environment as a result of the Covid 19 crisis as well as from other established trends. The way we shop and the way we use / interact with / experience our urban centres has and continues to change. Consequently, and arising from a number of factors not least the growth of online retailing and changing consumer demands, the retail sector and our urban centres are evolving. Having regard to these factors and in accordance with national retail policy, this Retail Strategy seeks to guide sustainable retail provision in the city over the development plan period.

The Retail Strategy sets out the following:

- The planning policy context for retail development.
- International and metropolitan retail trends influencing the retail sector in Dublin City.
- A high level overview of retail floorspace provision in the city centre and Key Urban Villages (KUV) in the last decade to allow a comparison with estimated retail floorspace requirements for the city as set out in the Retail Strategy for the Greater Dublin Area 2008 – 2016.
- The retail hierarchy for the city, and the level and form of retailing appropriate to this hierarchy.
- Strategic guidance on the location and scale of retail development in the city.
- An overview of Retail Warehouse Park / Retail Warehouse provision in the city.
- A strategy for the City Centre.
- Criteria for the assessment of planning applications.
- Guidance on specific forms of retail development.

2.0 Policy Context

2.1 Retail Planning Guidelines (DECLG, 2012)

The Retail Planning Guidelines aim to ensure that the planning system continues to play a key role in supporting competitiveness and choice in the retail sector commensurate with promoting the vitality and viability of town centres. The guidelines identify that the retail sector is an essential part of the Irish economy and that a strong retail sector is a key element of the vitality and competitiveness of cities, towns and villages. Shops play a major role in attracting people to urban centres, thus contributing to their overall economic vitality and supporting their role as centres of social and business interaction in the community.

The Retail Planning Guidelines identify five policy objectives:

- to ensure retail development is plan-led;
- to promote city / town centre vitality through the sequential approach to development;
- to enable good quality development in appropriate locations so ensuring competitiveness;
- to facilitate a modal shift towards sustainable transport options, particularly walking and cycling, in all existing and new developments;
- to deliver quality, urban design outcomes.

2.2 Retail Design Manual, A Companion Document to the Retail Planning Guidelines for Planning Authorities, (DECLG, 2012)

The Retail Design Manual is intended as a guide for planning authorities in formulating appropriate design policies and development management responses when dealing with retail development. The manual also provides relevant parties with evidence based quality principles to ensure that new retail development meets the highest standards for design, streetscape integration and connectivity. The manual places an emphasis on 'environmental responsibility' and 'sustainable construction' considerations for retail development.

2.3 Regional Spatial & Economic Strategy (RSES), Eastern & Midland Regional Assembly (EMRA), 2019

The RSES recognises that the retail sector is a significant employer and economic contributor in the Region. As a significant attractor, it enables the creation of strong mixed-use commercial cores and can play a key role in the regeneration of areas and placemaking. It states that larger scale trip intensive developments, such as retail, should primarily be focused in locations which are well served by existing or proposed high capacity public transport corridors.

The RSES acknowledges that the floorspace requirements set out in the 'Retail Strategy for the Greater Dublin Area, (RSGDA) 2008' are still to be reached. EMRA is to support and drive the preparation of a new Retail Strategy for the region which will update the retail hierarchy and apply floorspace requirements in the region. Until that time, future provisions of significant retail development within the Region must be consistent with the Retail Planning Guidelines for Planning Authorities 2012 and the retail hierarchy for the Region as set out in table 6.1 of the RSES (RPO 6.11 refers).

2.4 The Retail Strategy for the Greater Dublin Area 2008 – 2016 (RSGDA)

The RSGDA sets out the retail hierarchy for Dublin City and retail floor space thresholds for each urban centre. It is now largely recognised that the 2008 Strategy is out of date and was written at a time of unprecedented growth in the Irish economy. It was based on data at a time of record in migration, economic growth and expenditure. In this context, the floorspace projections are very ambitious and also do not reflect the pivotal changes that have occurred in the retail sector, particularly in the last number of years with the growth of online sales etc.

3.0 Retail Trends

3.1 International Retail Trends

Changing consumer behaviours and coupled with technological innovation continue to have a significant impact on the retail sector.

Online sales have been taking an increasing share of retail sales each year, amounting to €5 billion in 2018, or 11%[50]. In Ireland, clothes, sports goods, household goods, electronic equipment and books are some of the main items increasingly being bought online. Following the onset of the Covid 19 crisis, online sales accelerated as people moved online due to restrictions and retailers increased their online presence. In Ireland online sales grew to 15.5% of all turnover in early 2020[51].

Notwithstanding the growth of online sales and its likely growth in the future, according to the Bannon Report, 2020, the vast majority of retailing globally still takes place in a physical store. The report states that the true trend is to omni-channel retailing with retailers combining a physical network of stores with an online presence or a combination of the two platforms e.g. 'click and collect'. Omni channel retailing such as 'click and collect' can support urban centres by ensuring footfall back into the city.

Other trends influencing the retail market include:

- the growth of 'shop local' which places an importance on the local availability of products and services; 'independent / specialist retailing' -which places an importance on locally unique stores / locally produced goods;

50 Consumer Market Monitor, UCD, Q4 2019
51 JP Morgan – 2020 Economic Payments Trends Report Ireland.

- 'environmentally aware consumerism' - a consumer reaction to the environmental impact of fast fashion which may impact on fast fashion retail multiples;
- and 'experiential shopping', where people are looking for a range of experiences when they visit a city or town, from leisure to culture to accessing social / community facilities.

3.2 Existing Retail Trends within Metropolitan Area

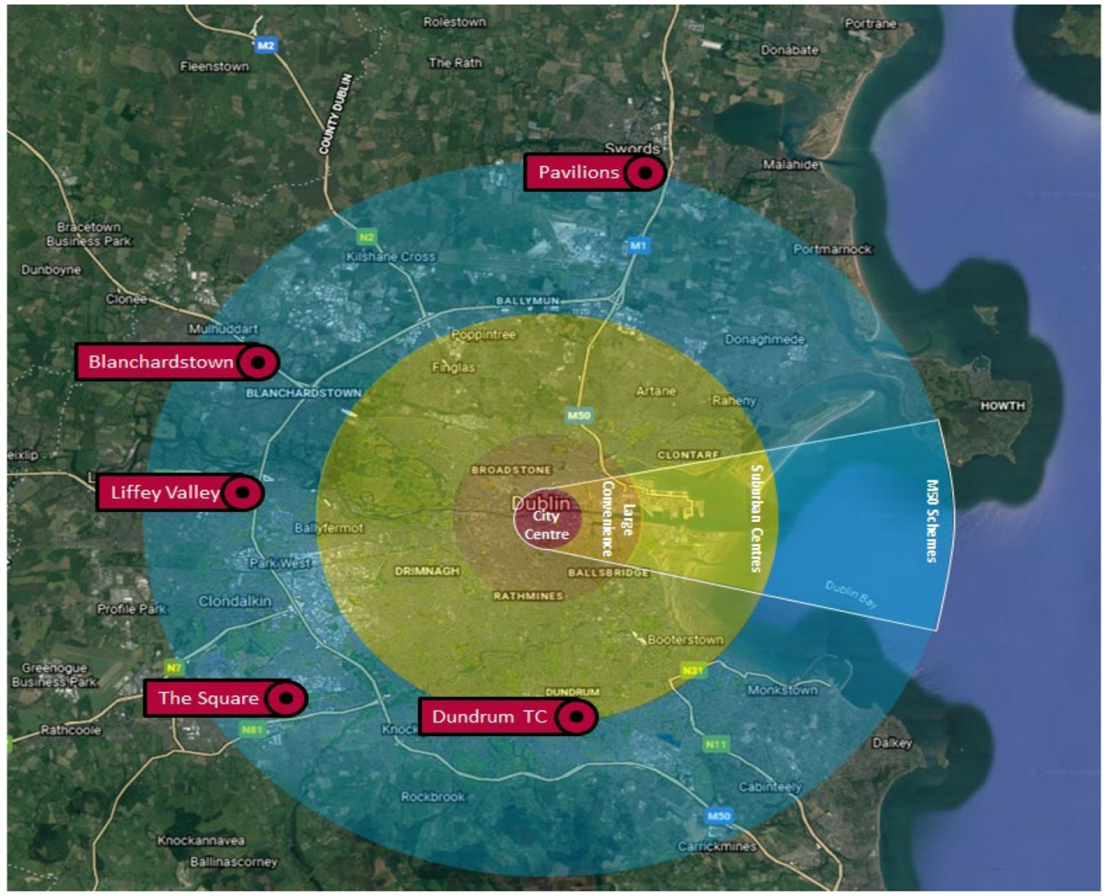
In early 2020, retail sales had largely recovered after the 2007 recession. Traditional retail metrics (footfall, retail sales and consumer sentiment etc.) were largely positive[52]. The retail sector was the biggest contributor to the Irish exchequer, generating 21% of total tax receipts in Ireland in 2019[53] and accounted for 40% of personable spending[54]. According to the Regional Spatial and Economic Strategy (EMRA 2019), 19% of the Dublin City workforce were employed in the Wholesale and Retail Sector, which equates to c.60,000 people.

Notwithstanding this recovery, Dublin City and its suburbs has seen little investment in new retail floorspace. Approved large scale developments in the city centre and in suburban centres were in many instances not built and these permissions have now expired. In the city centre, new retail development has generally formed part of refurbishment / mixed use schemes such as the redevelopment of the former Clery's Department Store on O'Connell Street; the repurposing of the Former Central Bank building and the redevelopment of Hibernian House. In the suburbs, new retail development has been almost exclusively convenience based.

According to the Bannon Report, the city centre is also under constant pressure to compete with the five regional M50 centres (see Figure 1). The report notes that the M50 centres have solidified their position as regional destinations within Dublin's suburbs, displacing comparison retail focussed shopping trips that were once the exclusive remit of the City Centre. These five centres combine to offer over 300,000 sq. m. of retail space. Most of these centres have continued to expand slowly since their completion. Many have active plans to develop further with increased floorspace and civic and amenity improvements.

52 Ireland Bi-Monthly Research Report, November 2018
53 Revenue 2020
54 Consumer Market Monitor, UCD, Q4 2019

Figure 1: The 5 Regional M50 Centres



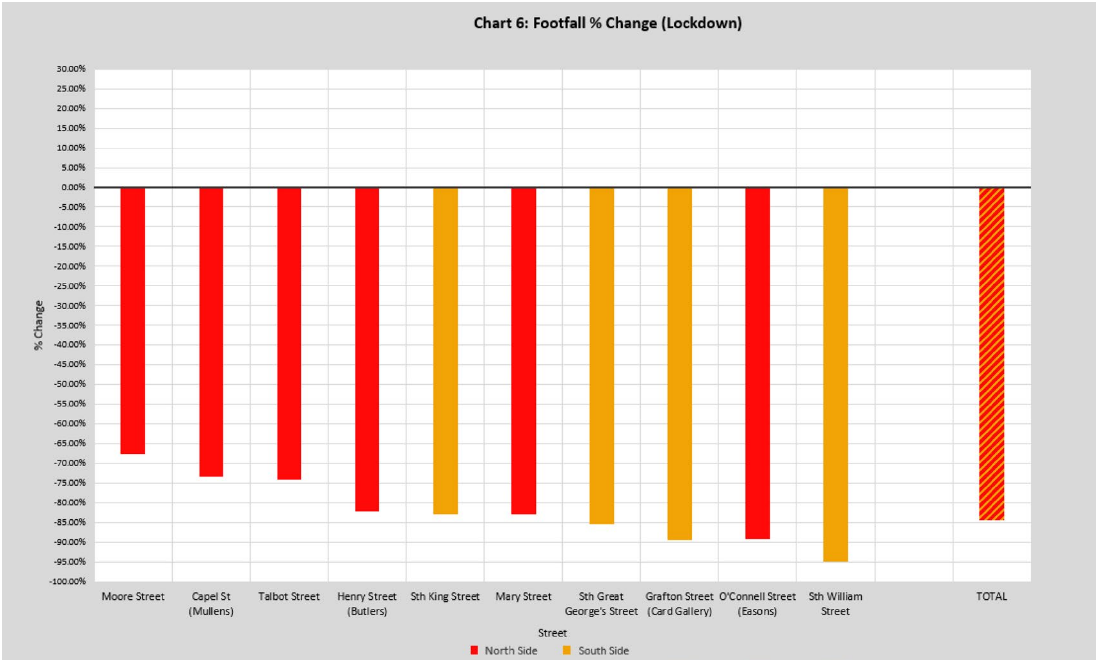
Since 2008, retailing in the UK has undergone significant restructuring demonstrating its move away from traditional retailing. This has led to the closure of a significant number of well-known shops in the UK and Dublin, including Karen Miller, Monsoon, Mothercare, Coast, Gap and Debenhams as well as the entire Arcadia Group which included a number of well-known brands such as Top Shop, Warehouse, Oasis and Wallis. This will have ongoing implications for vacancy rates and a requirement to redevelop and repurpose some of the larger floor plate retail units that are no longer in demand.

The food and beverage sector and retail services sector has seen exceptional growth in Dublin in the last 10 years, largely as a result of growth in employment and increased tourist numbers in the city and as a by-product of the growth in experience motivated trips. These uses are making a significant contribution to the overall commercial functioning of Dublin City and suburban centres and have become an increasingly important occupier of retail space.

The above international and metropolitan trends / challenges have implications for the type of retail format and offer in the future as well as the demand for retail floorspace in the City.

The retail sector is now facing further challenges as a result of the Covid 19 crisis. In 2020/21, Dublin City Centre in particular, was very negatively impacted by the pandemic. Footfall in Dublin City Centre fell due to office workers working from home, the drop in tourist numbers and the cancellation of cultural and sporting events in the City, see Figure 2 (source: Bannon Report, 2020).

Figure 2: Footfall % Change in Dublin City Retail Core During 1st Covid Lockdown in 2020



The city centres' reliance on footfall generated by tourism, students and offices workers has become apparent as has the fact that the city centre's residential population - 169,000 people inside the canal ring - is not of a sufficient level to support the current scale of retail in the city.

With a large proportion of the city's workforce continuing to work from home in 2021 and beyond, and government policy supporting full time and part time remote working, it is likely the challenges of the pandemic and new ways of working will continue to impact on the retailing sector in the city.

In view of the above, for the city's urban centres to remain viable they must adapt and evolve to these changing circumstances. In the case of the city centre, it must provide attractive shopping and experiential attractions to attract people to shop and spend time in the city centre and to encourage them to stay and spend. In the case of the city's other urban centres, they must develop as local hubs with a wide range of retail, retail services, local employment, community services and residential use.

4.0 RSGDA 2008 – 2016 Floorspace Requirements versus Actual Provision of Retail in Dublin City between 2008 and 2021

The Retail Strategy for the Greater Dublin Area, 2008, provided indicative advice on the scale, location and need for new retail floorspace in the Region's urban centres and how such floor-space should be allocated between the centres. For Dublin city, it identified a Gross Lettable floor space need for convenience and comparison retailing up to 2016. An additional 20% headroom was incorporated to take account of the long lead in time for retail development and to enable retail development to be planned up to 2021 as set out in Table 1. As noted above, these floorspace targets were ambitious.

Table 1: Gross Lettable Floor Space Need (sq. m.) for Convenience and Comparison Retailing, RSGDA 2008 Retail Strategy for the GDA 2008 – 2016 for Dublin City

Floorspace Type	Floorspace Need
Convenience	38,586 sq. m. – 46,303 sq. m.*
Comparison	181,256 sq. m. (low projection) – 247,168 sq. m. (high projection) 217,508 sq. m.** (low projection) – 296,601 sq. m.**(high projection) *20% to facilitate future demand post 2016 **20% to facilitate future demand post 2016

4.1 Convenience Retail Floorspace

Convenience retailing (supermarkets) has expanded significantly in Dublin City over the last 10 years helped by population growth and policy support in the last development plan, specifically in the inner city. The city has seen the development of a number of significant new convenience stores, particularly in the discount food store sector. This new convenience retail provision has provided greater consumer choice and competition and in many areas, has had regeneration benefits and provided much needed neighbourhood scale retail provision.

Whilst the scale of convenience provision permitted in the city is within the target range envisaged in the 2008 study, it is not considered that this should limit future provision of convenience floorspace in the city.

It is the policy of the Council to continue to promote the development of appropriately scaled convenience retail development in the city, particularly in new regeneration areas, and where such development can provide an important anchor to secure the vitality and viability of urban villages and neighbourhood centres. See section 10.0 below for further detail.

4.2 Comparison Retail Floorspace

As stated in section 3.0 above, retail development in the city centre has remained relatively static since 2008/9. In the suburban centres, there has also been little growth and expansion. Ambitious retail schemes were proposed for Ballymun Town Centre, Crumlin Shopping Centre, and Northside Shopping Centre; however, these permissions withered and were not considered viable after the economic crash. In some centres, there has been a contraction of retail floorspace and Crumlin Shopping centre is currently vacant with the exception of a convenience anchor and Ballymun Shopping Centre has been demolished. Other centres had a poor take up of retail floorspace, particularly Clongriffin, and the Point Village was not occupied by an intended anchor store. Traditional villages such as Finglas, Ballyfermot and Phibsborough have not seen any retail development of note in the last decade or so.

The only centre that saw some enhancement of offer was the Omni Centre with the development of significant new convenience floorspace. The centre however, in recent times, has seen the closure of some comparison units. The Swan Centre in Rathmines was refurbished but this did not yield any significant increase in comparison floorspace. Retail development in regeneration areas such as the Naas Road and Poolbeg have not commenced.

Having regard to the limited extent of new comparison retail floorspace in these centres, it can be concluded that the projected thresholds for comparison retailing in the city set out under the 2008 strategy have not been met and are unlikely to be met and are no longer appropriate in the current changed market context.

5.0 Settlement Hierarchy and Level and Form of Retailing

The retail hierarchy for the city, as set out in Table 2 below, accords with that set out in the Regional Spatial and Economic Strategy, 2019 (RSES) and with the Core Strategy of the development plan (chapter 2) and comprises, in descending order, the City Centre, Key Urban Villages, urban villages and neighbourhood centres and local shops.

This Retail Strategy for Dublin city adopts the single-tier designation - District Centre Level 3 - as set out in the RSES. For clarity, the Level 3 district centres set out in the RSES are identified and termed 'Key Urban Villages' for the purposes of this Retail Strategy.

Under level 4, there are considered to be two different typology of centres, comprising 'urban villages' and 'neighbourhood centres'.

The terms 'Key Urban Villages' and 'urban villages' are used in order to align with the broader principles of the plan and the concept of the 15 minute city.

The purpose of the retail hierarchy is to indicate the level and form of retailing activity appropriate to the various centres across the city and in doing so, to protect each centre's vitality and viability, while allowing each centre to perform its role within the hierarchy. The hierarchy emphasises the primacy of the City Centre.

Table 2: Retail Hierarchy for Dublin City

Level	RSES Classification	Dublin City Settlement Hierarchy
Level 1	Metropolitan Centre	Dublin City Centre
Level 2	Major Town Centres & County (Principal) Town Centres	None

Level	RSES Classification	Dublin City Settlement Hierarchy
Level 3	Town and/or District Centres & Sub-County Town Centres (Key Service Centres)	Key Urban Villages – The RSES identifies the following Level 3 district centres for the city: Finglas, Northside Shopping Centre, Ballyfermot, Rathmines, Crumlin Shopping Centre, Donaghmede Shopping Centre, Omni, Ballymun, Point Village and Poolbeg, Clongriffin / Belmayne, Phibsborough and Naas Road.
Level 4	Neighbourhood Centres, Local Centres-Small Towns and Villages	Urban Villages – These include: Ringsend, Merrion Shopping Centre, Donnybrook, Ranelagh, Baggot Street, Rathgar, Harold's Cross, Artane Castle, Terenure, Kimmage, Inchicore, Finglas Clearwater, Drumcondra, Fairview, Killester, Edenmore, Raheny, Kilbarrack, and Market Streets / Villages in the inner city such as Thomas Street, Meath Street, Francis Street, Camden Street / Wexford Street / Aungier Street, Clanbrassil Street, Cork Street, Dorset Street and Manor Street/ Stoneybatter. This list is not exhaustive.
		Neighbourhood Centres: Distributed throughout the city comprising, in the main, small parades of local shops.
Level 5	Corner Shops/ Small Villages	Corner/Local Shops Distributed throughout the city.

5.1 Level 1 - Dublin City Centre

Dublin City Centre at the apex of the hierarchy, serves as the pre-eminent shopping destination in the country, providing a wide range of retail offer and flagship stores of leading international and domestic retailers. It supplies retail functions of a specialist nature not found elsewhere in the State, as well as providing the broadest range of higher order comparison goods shopping. In addition to shopping, the city centre provides additional functions including significant culture and entertainment destinations. The city is also home to a significant quantum of office headquarters, government buildings and is a significant international tourist destination with a range of tourist accommodation and attractions. The city also has existing and planned high quality public transport and an accessible public realm.

5.2 Level 3 - Key Urban Villages

There are 12 Key Urban Villages in the city. The spatial distribution of these around the city is shown in Figure 7.1 in Chapter 7 and Map K. These Key Urban Villages generally attract a level of spend that does not position them as significant competitors with the City Centre. Such centres add to the vibrancy of their area and provide an important retail and service role to a wide local catchment. Whilst the scale, function and character of these centres varies widely across the city, they play a key role and contribute to the diversity of the retail environment across the greater Dublin area.

The ongoing development, consolidation and rejuvenation of the Key Urban Villages is a key objective of the plan in order to ensure that these centres continue to develop as local hubs with a wide range of retail, retail services, local employment, social infrastructure and community development. It is also envisaged that the quantum of residential and office floorspace in such centres could be increased, particularly above ground floor level. This approach aligns with the strategic vision of the plan and aligns with the principle of the 15 minute city. Further commentary on the KUVs is set out below.

Finglas, Ballymun, Point Village and Poolbeg, Clongriffin / Belmayne, and lands at Naas Road – Strategic Development and Regeneration Areas

Finglas, Ballymun, Point Village and Poolbeg, Clongriffin / Belmayne and lands at Naas Road are identified as forming part of Strategic Development and Regeneration Areas (SRDAs) in the Core Strategy and are, therefore, identified for large scale regeneration / development. The guiding principles for the SRDAs anticipate that these Key Urban Villages should evolve into mixed use urban centres based around existing / planned high quality rail public transport to serve these emerging regeneration areas.

a) **Finglas Village**: The existing centre largely comprises large / small convenience retailing, one large comparison goods store, retail services, food / beverage outlets and civic and community uses. The planned extension of the Luas Green Line to the village, along with the planned expansion of population on the former industrial lands at Jamestown coupled with the ongoing consolidation of Finglas Village (an indicative 2,800 residential units), should support further local retail provision.

b) **Ballymun**: The existing centre comprises convenience retailing, retail services and civic and community uses. Planned residential (c. 2,200 - 2,350 units), commercial and employment opportunities in Ballymun based around the provision of Metro will support the redevelopment of the Ballymun Shopping Centre site which has been demolished.

c) **Point Village and Poolbeg:** Point Village in the Docklands was built in 2008. The retail element of this development, however, has still to be occupied. It is envisaged that the viability of this centre will come to fruition as the continued roll out of development across the docklands area is completed. At Poolbeg, large-scale residential (between 3,000 to 3,500 residential units), commercial and office space (100,000 sq. m.) is planned. Retail provision in the planned commercial heart is capped at 5,000 sq. m. and will serve the needs of this new community.

d) **Clongriffin Belmayne**: The primary retail development serving this area is the Clarehall shopping centre anchored by Tesco and it provides a range of other local retail outlets and services. There is ongoing vacancy along the main street at Clongriffin and at the DART station. However, some units have been occupied by a range of local retail services, food and beverage uses as well as convenience and community uses. Over 7,000 residential units are to be provided in Clongriffin Belmayne over the coming years. It is envisaged that there will be further uptake of vacant units over the plan period as the planned residential development for this area is completed and the population increases. The area will also be enhanced with the planned delivery of a completed town centre at Clongriffin (permission granted in 2020 including c.5,000 sq. m. of retail space) and with the delivery of a new town centre at Belmayne as set out in the Belmayne and Belcamp Lane Masterplan 2020, which envisages a retail quantum of c. 3,000 sq. m. to serve this emerging residential area.

e) **Lands at Naas Road:** Anticipated residential, commercial and employment development has not been provided to date at the Key Urban Village at Naas Road. The Local Area Plan proposed for the area identifies the need for a district centre at Naas Road to be developed in tandem with future population growth and development. The Local Area Plan for the Naas Road, identifies a retail quantum of c.35,000 sq. m. to serve this developing area. The appropriateness of this retail quantum is discussed below in section 6.

Northside, Crumlin, Donaghmede and Omni - Suburban Shopping Centres

Northside, Crumlin, Donaghmede and Omni are suburban shopping centres, typically ranging from 10,000 – 20,000 sq. m. in size with convenience / low to middle order comparison / food and beverage offer. Of the four, Omni shopping centre is the largest centre, as its former retail park has been converted to comparison retail / food and beverage. It also has an 11 screen cinema. Most of these centres serve a localised catchment except for Omni which has some evening appeal. These centres have low vacancy levels with the exception of Crumlin Shopping Centre which is largely vacant. All these centres are easily accessible by bus, walking and cycling.

Ballyfermot, Rathmines and Phibsborough - Traditional Key Urban Villages

Ballyfermot, Rathmines and Phibsborough are traditional key urban villages typically 10,000 sq. m. or less with the exception for Rathmines which includes the Swan Shopping Centre. These centres have large convenience anchors, a range of small comparison outlets, local retail services, ancillary specialist convenience outlets and often community and social facilities.

5.3 Level 4 Urban Villages and Neighbourhood Centres

Urban Villages

Urban villages are located throughout the inner city and in the inner and outer suburbs. They are of a smaller scale compared to the KUVs and tend to have a more limited role and offer. They continue, however, to promote an important economic, social and physical focal point for their communities. Examples of urban villages in the inner and outer suburban area are shown on Figure 7.1 in Chapter 7. Urban villages range from suburban Victorian villages to small shopping centres. Their functions include local / weekly convenience; small comparison retail; food and beverage; cultural and leisure functions; specialist / niche / independent retailing and community and social services. These centres by reason of their variety of offer and level of concentration around the city add to the vibrancy and vitality of the city.

Neighbourhood Centres

These centres support the other centres in the hierarchy and are within reasonable walking distance of the communities they serve. They generally provide important top up and day to day shopping and retail service functions. They normally consist of a shopping parade with a small supermarket / grocery store with a limited range of supporting shops such as a butcher or chemist and retail services like hairdressers and possibly other services such as post offices serving a small, localised catchment population. These centres play an important role in serving the needs of those without access to a car.

5.4 Level 5 Corner/Local Shops

The lowest level of the hierarchy relates to small corner / local shops. Such local retail facilities provide a valuable local and walk in role and function to the local communities that they serve.

6.0 Scale and Location of Retail Development

Guidance on the Location and Scale of Retail Development to Support the Settlement Hierarchy

The city's urban centres provide a mix of retailing forms serving a local, neighbourhood, district or citywide community. It is essential that new retail floor-space is appropriately located in order to maintain the vitality and viability of existing and planned centres, to avail of improved public transport access and to cater for population growth areas. Retail developments should relate to the hierarchy, should locate within designated centres and should be of a scale that is compatible with the function of the centre.

6.1 Dublin City Centre

The City Centre Retail Core is shown on Figure 7.1 in Chapter 7. The Retail Core is primarily subject to Land Use Zoning Objective Z5: city centre.

To ensure its long-term sustainability, viability and vitality, it is important that the city centre can adapt to changing consumer demands and behaviours, and the challenges posed by online retail and the Covid 19 Pandemic. To attract shoppers to the city centre, there must be a vibrant mix of shopper experiences which will add to the retail experience and ultimately support the retailing sector. The Council will continue to support the development of higher order comparison retail as well as convenience provision in the city centre. A strategy to support the city centre retail core is set out in section 8.0 below.

6.2 Key Urban Villages

The spatial extent of each KUV is shown on Map K of this development plan. These centres are subject to Land Use Zoning Objectives (a) Z4: a district centre with mixed services facilities, or, (b) Z14: for social, physical and economic rejuvenation with mixed uses.

The Retail Planning Guidelines 2012 do not provide guidance on the appropriate size for a District Centre (referred to as a KUV in this strategy), in terms of the required level of retail floorspace that is suitable. The guidelines state that District Centres are usually a feature of an area containing 10,000 people or more. As a general rule however, and having regard to the 2008 Retail Strategy, an appropriate scale for such centres ranges from 10-20,000 sq. m. of net lettable retail floor space catering for a population of 10,000- 15,000[55]. The 2008 Strategy also states that in certain instances there may be scope for district centres to extend by 10-15,000 sq. metres of lettable floorspace in areas of extensive or intensive high density development. It is noted however, that given the radical changes that have occurred in the retail sector in the intervening time from when the 2008 strategy was published, coupled with the relatively stagnant growth of the retail sector, that this scale and ambition of retail development is unlikely to be achieved in any of the district centres within the city over the plan period.

Notwithstanding this, the limited provision of new retail development in Key Urban Villages over the last plan period would suggest that there is scope for further retail floorspace expansion in all centres. However, retail floorspace in the different Key Urban Villages varies considerably and some centres will have greater capacity for greater retail provision than others. In line with the Core Strategy, those centres located in areas identified for new population and commercial growth, with availability of high quality public transport and those centres in need of regeneration, particularly the SRDAs, are particularly appropriate for increased retail floorspace.

Other factors such as the scale and density of the relevant population catchment, a demonstrable level of under-provision of retail in a centre, vacancy levels, extant permissions, the availability of potential sites, and the relevant provisions of statutory plans also need to be considered and will form the basis for the assessment of development proposals

55 The Retail Strategy for the Greater Dublin Area 2008 – 2016 (RSGDA) for increased retail provision within Key Urban Villages. The overall strategy is to continue to promote and consolidate the role of the Key Urban Villages with a level of retail development commensurate to the catchment.

Large scale redevelopment proposals that would increase the size of any Key Urban Village (level 3 district centre) to in excess of 20,000 sq. m. net will be the subject of a detailed Retail Impact Assessment.

Guiding principles regarding the scale of retail development to be promoted in each Key Urban Village over the plan period is set out in Table 3.

Table 3: Location and Scale of Retail Development in Key Urban Villages

Key Urban Villages	Location and Scale of Retail Development In Key Urban Villages
Northside Shopping Centre	Significant new retail floor space is not anticipated in this Key Urban Village over the lifetime of the Development Plan. The shopping centre is trading well and has low levels of vacancy. Lands to the west of Clonshaugh Road provide opportunities for retail expansion. It is acknowledged that the shopping centre has extensive areas of surface parking and has scope for further intensification and consolidation. Any development proposal for the comprehensive redevelopment of the shopping centre should provide for a diverse mix of uses to realise the full potential of this Key Urban Village including residential uses. Development proposals at this KUV should provide for reduced car use and dependency, improved access by walking, cycling and public transport and for significant public realm and urban greening opportunities.
Finglas	Low/modest growth for new retail floorspace is anticipated for Finglas Village. A policy of consolidation, regeneration and placemaking for the village will be pursued to make the best use of the with village's existing capacity and planned high quality public transport (Luas and BusConnects). A mix of development in the village will be sought, including retail, retail services, community / civic infrastructure and cultural uses. New residential development will be sought in order to maintain and grow the critical mass necessary to support the continued economic viability of the village, while supporting proposed investment in public transportation. An Urban Framework Plan and a set of guiding principles for the development of identified opportunity sites in the village and brownfield lands at Jamestown is set out in Chapter 13.
Ballyfermot	It is envisaged that there is likely to be limited new retail floor space in this Key Urban Village over the lifetime of the Development Plan other than small infill opportunities The centre would benefit from public realm enhancement and urban greening opportunities. It will be an objective to enhance and diversify the retail offer in this centre over the lifetime of the plan.
Rathmines	Significant convenience retail has been provided in Rathmines in the last decade and the Swan Shopping Centre has been refurbished and extended. These developments along with the provision of civic and cultural development in the centre have served to considerably enhance its retail function. Consequently, limited new retail floor space is anticipated in this Key Urban Village over the lifetime of the Development Plan other than small scale infill opportunities.

Key Urban Villages	Location and Scale of Retail Development In Key Urban Villages
Crumlin Shopping Centre	The redevelopment of the shopping centre will be supported. This redevelopment is required in order to achieve / support regeneration objectives for Crumlin including urban, environmental and economic renewal. A mixed use, residential led scheme with commercial / community / civic uses, is desirable. It is anticipated that the retail element will be convenience focused to serve the local community.
Donaghmede Shopping Centre	Limited new retail floor space is anticipated in this Key Urban Village over the lifetime of the Development Plan due to the fact that the centre is largely developed and there are limited opportunities for expansion. Any development proposal for the comprehensive redevelopment of the shopping centre should provide for a diverse mix of uses in line to realise their full potential for housing intensification, reducing car use and dependency, and improving access by walking, cycling and public transport. There is significant scope to improve the public realm, boundary treatment and landscaping.
Omni Shopping Centre	Limited new retail floor space is anticipated in this Key Urban Village over the lifetime of the Development Plan. The Planning Authority will support a greater mix of community / civic uses at the Shopping Centre in order to further enhance its Key Urban Village function.
Ballymun	Retail floorspace provision will be supported in this Key Urban Village over the lifetime of the Plan. Retail is likely to come forward on Site 1 (see the Ballymun LAP), the former Ballymun Shopping Centre site. The adopted LAP sets out a development framework for Site 1 and other lands within the centre.
Point Village & Poolbeg	The development frameworks for these two areas include objectives for retail development as set out in the North Lotts and Grand Canal Dock SDZ Scheme 2014 and the Poolbeg West SDZ Planning Scheme 2019. Future land uses will accord with the requirements of the planning schemes.

Key Urban Villages	Location and Scale of Retail Development In Key Urban Villages
Clongriffin / Belmayne	There is significant vacancy within the core retail area of Clongriffin with over 80% vacancy as well as some significant pipeline developments approved at Clongriffin (5,000 sq. m.) and c. 3,000 sq. m. of retail floorspace anticipated in Belmayne. In this regard, a cautious approach shall be taken to the development of further large scale retail floorspace in this centre pending the provision of pipeline floorspace and the occupation of vacant units.
Phibsborough	Limited new retail floor space is anticipated in this Key Urban Village over the lifetime of the Development Plan. The ongoing regeneration and redevelopment of the shopping centre will be supported as well as sensitive infill development to further consolidate and enhance the role of the village.
Naas Road	Large scale residential, commercial and employment development is anticipated in the Naas Road environs under the current Local Area Plan for the area. The lands adjoining to the west are within South Dublin County Council, and these will be intensively developed over the same period as the Naas Road lands. Whilst a new district centre scaled development to serve this area is supported by the council, it is not envisaged that such a centre would exceed 20,000 sq. metres net retail floorspace in order to ensure that the vitality and viability of the city centre is not adversely impacted.

6.3 Urban Villages

Most urban villages in the outer suburbs are defined by the Land Use Zoning Objective Z4 (mixed use services). In the inner city, a number of these villages are defined by the Land Use Zoning Objective Z5, reflecting their central location and mixed use role.

The consolidation and enhancement of urban villages is an objective of this plan to ensure that these centres continue to develop their mixed use inner city, inner / outer suburban role and function with a level of retail appropriate to their location. It is an objective of this plan that large scale comparison retail proposals be directed to the City Centre Retail Core. It is envisaged that over the plan period, that enhancement strategies will be prepared for a number of these villages to support the objective of improving the public realm and attractiveness of these centres (see Chapter 2 Core Strategy).

6.4 Neighbourhood Centres

Neighbourhood centres are typically zoned Z3. Dublin City Council will facilitate small scale expansion of existing neighbourhood centres where the uses and scale of development proposed is consistent with a neighbourhood scale.

6.5 Corner / Local Shops

Local shops play an important role in providing for daily top up shopping. They are also often easily accessible to the elderly and disabled. The development of such local shops will be encouraged in large residential areas. Such developments should be designed to a high standard and be easily accessible to all members of society.

7.0 Retail Warehouse Parks and Retailing Warehouses

A retail warehouse is a large, single-level store specialising in the sale of bulky household goods such as furniture and electrical appliances. Where such stores are grouped, they are referred to as a retail warehouse parks. Retail parks and warehouses do not fit easily into the formal retail hierarchy. Given their size requirements and the need for good car parking facilities and ease of servicing often mean they are located in suburban locations.

There are limited retail parks in the city area and there has been no demonstrable demand for such development in the city in the last decade. Such developments are most typically found in highly accessible locations, readily accessible by car, in proximity to the M50, outside of the city's administrative area.

Generally Retail Warehouse Park floor space in the city is contracting. Some larger parks such as the Royal Liver Park are being redeveloped for high intensity mixed use development. This is likely to be an ongoing trend as the city continues to densify and these sites, which are often considered underutilised, are seen as opportunities for redevelopment.

There continues, however, to be pressure in the city for the provision of individual retail warehouse units in industrial estates / employment lands around the city. Proposals for individual retail warehouse units should not undermine the employment objectives pertaining to industrial estates / employment lands. Further guidance on the criteria for assessing retail warehouse development is set out in section 9 below.

The loss of retail parks / warehouses to high intensity residential development in the city demonstrates that there is an ongoing need to provide for retail warehouse development in the city at accessible locations. Dublin City Council will promote retail warehouses at ground level in regeneration areas in the city as part of residential led / mixed use development.

8.0 Strategy to Support the City Centre

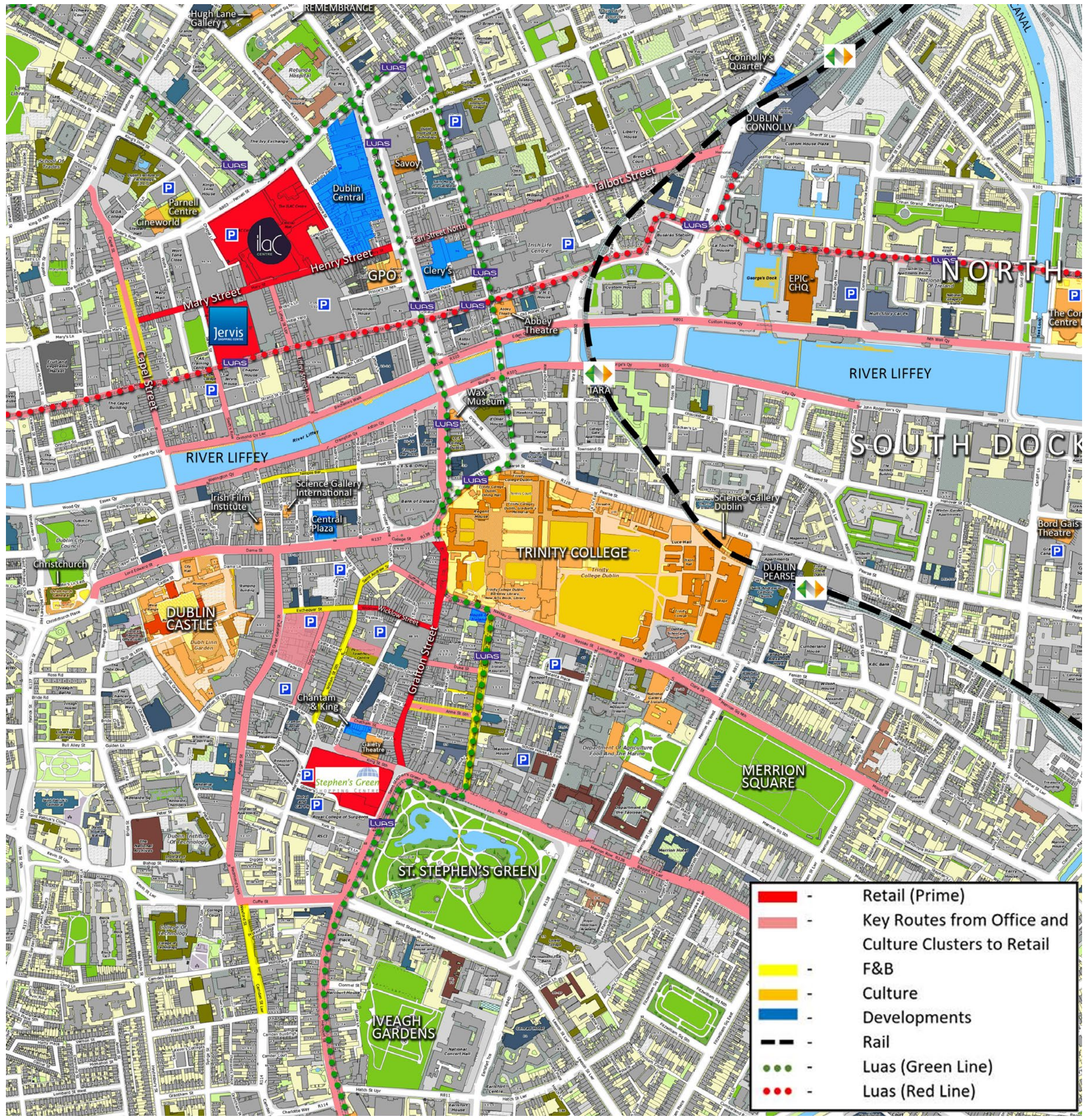
According to the Bannon Report, Dublin remains an attractive proposition for retailers and shoppers. To ensure its long-term sustainability, viability and vitality, it is important that the city centre can adapt to changing consumer demands and behaviours, and the challenges posed by online retail and the Covid 19 Pandemic. To attract the shopper to the city centre there must be a vibrant mix of shopper experiences which will add to the retail experience and ultimately support the retailing sector. Ongoing and new measures to achieve this are detailed below.

8.1 Creating a Welcoming and Inclusive Public Realm

Within the city centre retail core, the 'City Centre Public Realm Masterplan, 2016, The Heart of Dublin' seeks to transform the quality and improve the experience of the shopper/visitor/worker/resident in the Retail Core as a place to spend time, shop, socialise. It presents a detailed vision and project proposals to provide more space and an animated, accessible public realm for the pedestrian in the city centre core. Ongoing / future projects include inclusive / universal design, more space for pedestrians in the public realm, legible pedestrian networks, increased permeability, strengthening of north/south links between Grafton Street and Henry Street, living streets, major civic spaces, micro spaces for lingering, places to sit / play and urban greening. The programme of works runs to 2034.

This strategy supports a review of the Council's 2012 Public Realm Strategy which will provide a further opportunity for the consideration of future projects inside and outside of the retail core which could strengthen the city centre retail core, to attract workers / suburban shoppers into the city centre. Such measures would include strengthening and enhancing / animating links between the retail core and centres of employment / suburban transport nodes / cultural attractions (see Figure 3 below which highlights key routes from office and culture clusters to the retail core).

Figure 3: Key Routes from Office and Culture Clusters to Retail



8.2 Diversifying the City Centre Offer

It is recognised internationally that the retail sector has become one element of a wider leisure and cultural city experience. A vibrant mix of shopping and leisure and cultural uses such as cafes, restaurants, exhibition spaces, cultural and leisure uses and family friendly attractions, can support the future success of the city centre. Such uses are an important part of a shopping experience and will attract people to the city centre and encourage them to stay longer. A key objective of this strategy is to diversify the city centre as a place to shop, work and spend leisure time without compromising the importance of retaining a strong retail function.

8.3 Supporting Cultural Vibrancy in the City

Cultural attractions and facilities such as theatres and museums as well as activities such as street entertainment play a key role in attracting additional day and evening footfall in the city and boosting the day and evening economy. Policies CU7 in Chapter 12 Culture of this plan outlines how Dublin City Council will continue to support, develop and nurture the city's existing and new cultural clusters and hubs.

Utilising / providing spaces in the public realm that enable a wider range of cultural activities, events, festivals, street markets, street art / art installations, buskers / street entertainers and tourist trails attracts visitors, creates a lively and vibrant street scene thereby, attracting people to the city centre. Dublin City Council will continue to invest in and seek to expand and grow the role of the public domain as a cultural space to help boost the city economy (Policy CU28 Chapter 12 refers).

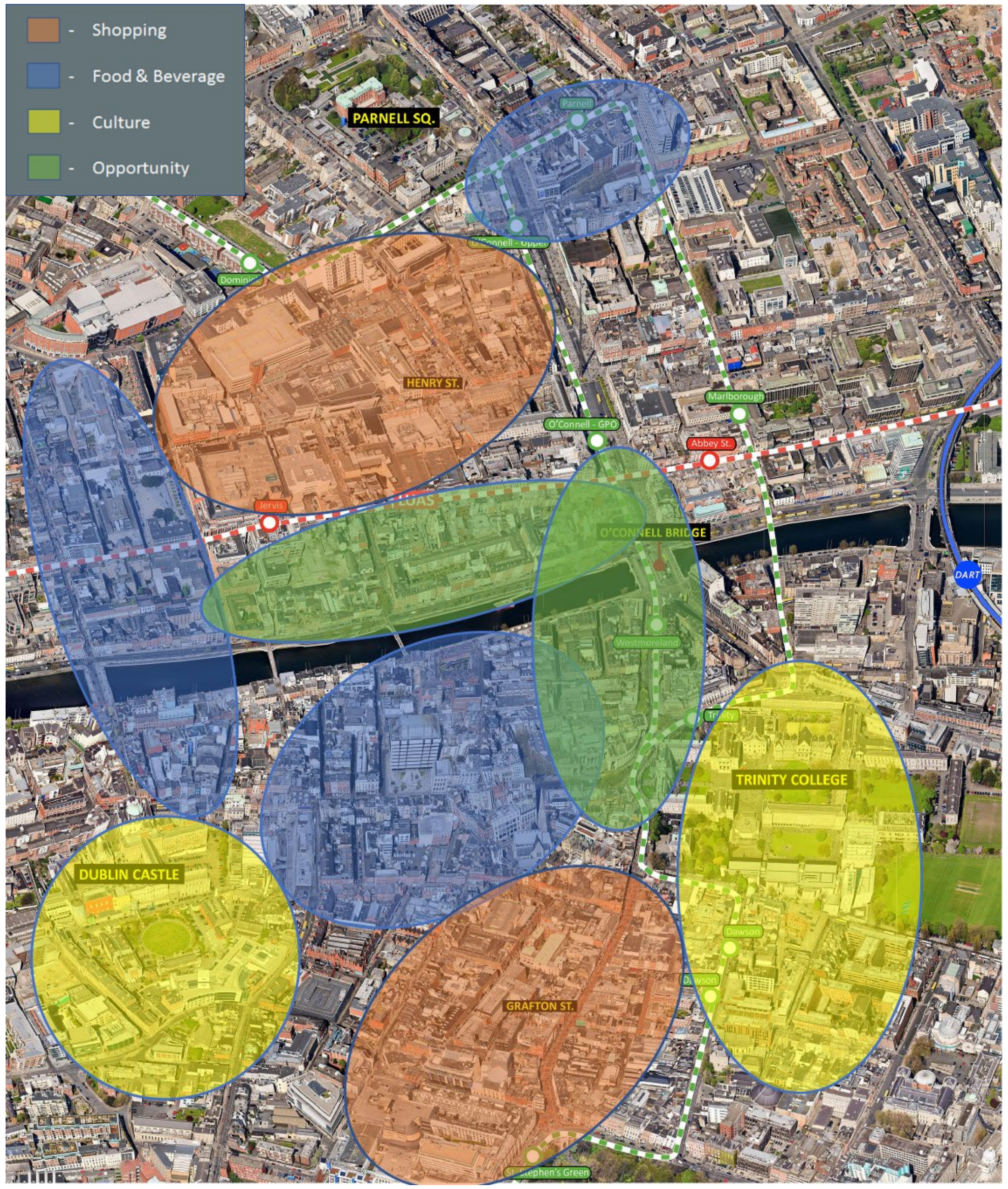
8.4 Reactivation of Underutilised and Inactive City Centre Streets and Lanes

The reactivation of underutilised and inactive city centre streets and lanes can help distribute pedestrian movement over a wider city network and can add to the vibrancy of the city centre, through the inclusion of art, landscaping, street furniture, outdoor dining, activity spaces and residential uses. The potential activation of what are largely underutilised areas of the city (streets and lanes) in Dublin 1 are being explored as part of the 'Reimagining Dublin 1 Laneways' project and the 'North Lotts Planning Study'. This strategy supports the implementation of ongoing works and measures to activate these areas. See also policy CCUVO5 Chapter 7.

8.5 Creating Character Areas / Quarters

Distinctive character areas/quarters exist / are emerging in the Retail Core that are linked to cultural attractions and food and beverage provision. These areas support vibrant shopping / destination experiences and also play an important role in the night time economy. Figure 4 shows the main food and beverage and cultural attractions around the Retail Core. This also identifies the potential for the creation of a Food and Beverage cluster(s) around the Henry Street area, the realisation of which would have the potential to enhance the appeal of the north retail core. The ongoing development, consolidation and enhancement of these character areas and quarters is supported in this strategy.

Figure 4: City Activity Character Areas / Quarters



8.6 Supporting Outdoor Dining

The emergence of outdoor dining around the city centre is one of a number of Council led responses to support city centre business during the Pandemic. The benefits that outdoor dining can bring to a streetscape such as vibrancy and colour, are clearly visible around the city centre. It is an objective of the development plan to support outdoor dining in the city centre and wider city, where it does not diminish space for / impede pedestrian movement. In those areas of the city identified as food and beverage quarters in Figure 4 above, outdoor dining will be supported – see policy CCUV32 Chapter 7.

8.7 Promoting Independent / Specialist Retailing

It is an objective of this strategy that independent and niche retailers will be supported throughout the City Centre and Dublin City Council will promote the further diversification of the retail offer throughout the Retail Core by seeking a range of retail floor space sizes including provision of smaller units.

8.8 Supporting Residential Use in the City Centre

A larger residential population within the city centre will support shops and services in the city, enliven the city centre and increase the likelihood of a safer 24 hour city. The Council will encourage, support and promote more residential apartments as part of mixed-use developments or through the reuse / retrofit of the upper floors of existing building including through targeted schemes such as the 'Living Cities Initiative' – see also Chapter 4 and policy SC3**.** Residential development however, should not compromise the retail functions of the city's shopping streets and needs to be carefully planned to avoid challenging existing night time economy uses on key streets.

8.9 Providing for Mixed Use Development

Mixed use developments provided by redevelopment or through the repurposing of existing floor space which provide activity at street level in the city will be supported. A mix of retail, office, cultural and entertainment uses can generate footfall in the city and support city centre uses. The provision of a range of retail floorplates, including smaller units can provide opportunities to integrate independent retailer into streets.

8.10 Supporting Active Travel Modes / Sustainable Movement

The rebalancing of space for pedestrians in the public realm as outlined in the 'City Centre Public Realm Masterplan, 2016, The Heart of Dublin' will require a review of the competing demands for space in the city centre including by the private car and logistics / servicing vehicles.

Dublin City Council will develop a strategy to prioritise active travel modes and public transport use in the city centre (Objective SMTO1 refers). This will include consideration of providing for car parking on the periphery of the retail core to allow for an improved pedestrian environment within the retail core. Dublin City Council will also prepare a Servicing/Logistics Strategy for the city centre (Objective SMTO5 refers). This will include a review of potential supports for omni-channel distribution for retailers.

8.11 Indoor and Outdoor Markets

Indoor and street based markets including Georges Street Arcade, Moore Street, the Temple Bar Book and Food Market and the Designer Market on Cows Lane, add vibrancy and interest to the City as well as supporting local produce/enterprise. The proposed redevelopment of the Victorian Wholesale Fruit & Vegetable Market on Mary's Lane and a regenerated Iveagh Market and Moore Street Market, have the potential to provide major visitor attractions in the city as well as new local amenities for the communities that they serve. See also Chapter 7 policies CCUV33 and CCUV34.

8.12 Category 1 and 2 Streets

Dublin City is already a major destination for shopping, culture and leisure activities. It will be important that offer on the shopping streets and within the Retail Core is broadened to build on the city's unique experiences and to attract visitors to shop and explore its entirety.

Category 1 Streets - In order to reinforce Grafton Street and Henry Street as the premier shopping streets in the city, it is essential to ensure that higher order retail outlets will be the principal use on these streets. This will allow surrounding streets to be promoted for a wider range of retail, restaurant, and cultural activities complementing the higher order comparison shops.

In order to strengthen the retail offer of the city centre, the land-use objectives will favour higher order retail use at ground floor level and on upper floors.

Applications for retail service outlets such as call centres, phone shops, take-aways, off-licences (other than those selling wine only), car rental and financial institutions will not be permitted at ground floor level.

Other non-retail uses, i.e., pubs, cafés, restaurants, will be considered on their merits; such developments will be only permitted where it can be demonstrated that the primary retail function of the Category 1 Street will not be undermined.

Category 2 Streets – Streets in this category are those that already have a mix of retail and non-retail uses which complement the primary retail function of the Category 1 Streets. Further development of retail units will be encouraged along with complementary non-retail uses such as cafés and restaurants, cultural, tourist and entertainment uses as well as retail services that add to the vibrancy of the street and create a mixed use environment to provide for a more integrated shopping and leisure experience. The overarching objective of the Category 2 Street designation is to create a rich and vibrant experience with a broad range of land uses and activities with active frontage, that contribute positively to the character and appearance of the Category 2 Streets. This plan extends the extent of Category 2 streets in the Core Retail Area.

Applications for other retail service outlets such as internet cafés, call centres, phone shops, take-aways, off-licences (other than those selling wine only), car rental and financial institutions at ground floor level will be assessed on their merits, and may only be permitted where such development would not result in a predominance of such similar frontages on the street. Dublin City Council will seek to prohibit adult shops, betting shops and gaming arcades on Category 1 and 2 principle shopping streets in Dublin.

Figure 7.2 in Chapter 7 identifies the Category 1 and 2 Streets. Policy CCUV16 also refers.

8.13 Protection and Enhancement of Built Heritage Assets Architectural Conservation Areas (ACAs)

The historic environment of the city creates a desirable city centre experience. Dublin City Council has designated four Architectural Conservation Areas (ACAs) within the City Centre Retail Core: South City Retail Quarter ACA, 2007, the Grafton Street and Environs ACA, 2006, the O'Connell Street and Environs ACA, 2001 and the Capel Street and Environs ACA, 2009. Moore Street was designated as an ACA by the Council in 2021 and is listed as a priority ACA in this development plan.

The policy on land-use as set out in the Architectural Conservation Areas (ACAs), with particular regard to complementary non-retail uses, shall be revised accordingly to reflect the approach as set out in the Category 1 and Category 2 Streets, in order to create the rich mix and diversity of complementary uses in the vicinity of the principal shopping streets – see objective CCUV08 Chapter 7.

8.14 Special Planning Control Schemes

Special Planning Control Schemes (SPCS) apply to areas within Grafton Street and Environs, designated in 2013 renewed in 2019, and O'Connell Street and Environs, designated in 2003 and renewed in 2009 and again in 2016. These SPCS follow the boundaries of the ACAs. The Special Planning Control Schemes give the planning authority greater control in maintaining a balance in the mix of uses on the street and were prepared to address the predominance of certain uses inappropriate to the city's two principal streets which also serve an important civic function.

The land-use policy set out in these schemes shall apply to all applications within the designated areas of Special Planning Control. The policy includes protection of existing uses that contribute to the special interest or character of a protected structure; the promotion of an appropriate mix and balance of uses with an emphasis on higher order comparison retail and the control of new uses; the control of changes within use classes and the control of changes to lower order retail and non-retail uses.

The policy on maximising the use of buildings shall also apply to applications within the designated areas of the schemes.

8.15 Greening the City Centre Core

Compared to other European cities, Dublin City centre has a low level of street tree planting. To improve the visual quality and environmental richness of the city, the 'City Centre Public Realm Masterplan, 2016, The Heart of Dublin' seeks the greening of the city centre and habitation creation. It also supports the further development and expansion of the urban tree canopy where feasible; street planting as part of public realm projects and through the incorporation of sustainable drainage systems (SuDs) into development proposals to strengthen the green infrastructure of the city. This strategy supports the ongoing implementation of such measures to enhance the physical environment of the city. See also Chapter 10 Green Infrastructure and Recreation.

8.16 Supporting the Evening and Night Time Economy

There has been growing recognition of the role that the evening and night time sector plays / can play in the economy, vibrancy and attractiveness of international cities. Dublin City Council will support the ongoing development of a vibrant evening and night time economy in the city where all citizens and visitors are welcome in the evenings, with places to socialise, dance, to enjoy arts and culture and evening indoor and outdoor activities / attractions. A Government Task Force on the Night Time Economy, which includes the Lord Mayor of Dublin City, is to publish a Night Time Economy Strategy with recommendations on supporting the development of a vibrant night time culture and economy and on addressing the challenges facing the night-time economy, facing the night-time economy, and as a consequence of the Pandemic. See also policies CCUV35 and CCUV36, Chapter 7.

8.17 Working with DublinTown BIDS (Business Improvement District)

The City Council will continue to work with city stakeholders such as the BIDs group 'DublinTown' – see policy CCUVO17, Chapter 7. The organisation, which represents 2,500 businesses in the City Centre, promotes Dublin City Centre, online, at international conferences etc., as a place for shopping and socialising and through practical initiatives such as cleaning / graffiti removal services (including a night crew) in the City, enhancement measures (planters etc.) and through a Street Ambassador Service. The BIDS group, in consultation with Dublin City Council and the Gardaí, regularly hold events in the City to promote footfall in the city centre.

8.18 Marketing the City Centre

Dublin City Council will actively market the City Centre utilising publicly available information from the CSO, CSRI, OECD and other reliable research sources in order to benchmark Dublin internationally – see policy CCUVO7, Chapter 7.

9.0 Assessment of Planning Applications

Planning applications for retail development must comply with the criteria on location, suitability of use, size and scale and accessibility set out in the Retail Guidelines 2012 and in this Retail Strategy.

Any application for retail development must demonstrate to the satisfaction of the planning authority, that it complies with the policies and objectives of the development plan and this Retail Strategy to support the city centre and to promote an appropriate form and scale of development in the Key Urban Villages and urban villages/ neighbourhood centres; otherwise it must be subject to the sequential approach, its policy principles and order of priority. A Retail Impact Assessment may be required, where the development is considered to be of a significant scale.

9.1 Sequential Approach

It is a national policy objective to promote greater vitality in the city centre and urban centres by promoting a sequential approach to retail development. Where a retail development proposal is not consistent with the Plan's objectives to support the city centre, KUVs and UVs/ neighbourhood centre, and is located outside of these centres, then it must be subject to the sequential approach. The order of priority of the sequential approach is set out below:

1. **City Centre and Key Urban Villages Centres/Urban Villages/ Neighbourhood Centres**

   The overall preferred location for new higher order fashion and comparison goods is within the city centre retail core. Retail development will also be appropriate within Key Urban Villages and in urban villages/neighbourhood centres of a form and a scale appropriate to the needs of the catchment that these centres are serving.

2. **Edge of Centre Sites**

   Where retail development on an edge of centre site is being proposed, only where it can be demonstrated and the planning authority is satisfied that there are no sites or potential sites including vacant units within the city centre or a KUV/UV or neighbourhood centre that are (a) suitable (b) available and (c) viable, can an edge of centre site be considered. An edge of centre site is normally within walking distance of and easily accessible to an urban centre.

3. **Out of Centre Sites**

   Where retail development on an out of centre site is being proposed, only in exceptional circumstances where it can be demonstrated and the Planning Authority is satisfied that there are no sites or potential sites either within either (1) or (2) above, can an out of centre site be considered and where demand exists which cannot be met in other established centres.

   All options in a centre should be assessed before other sites are considered. Dublin City Council will work with relevant parties to identify a range of sites to meet the improvements needed in retail provision.

   Any deviation from the overarching policy principle of locating retail development in accordance with the sequential approach must be justified. For further guidance see the Retail Planning Guidelines, 2012, (pages 30 - 33).

   The sequential approach must also be used to assess proposals for the extension or material change of use of existing developments where they are of a scale which could have a significant impact on the role and function of existing urban centres.

9.2 Retail Impact Assessment

Development proposals for significant retail development must be supported by a full Retail Impact Assessment. In general, significant retail development means 2,000 sq. m. + net comparison floorspace and 1,500 sq. m. + net convenience floorspace, located outside the city centre retail core and Key Urban Villages. Notwithstanding these thresholds, where Dublin City Council considers a retail development proposal, due to its scale and or location, may impact on the vitality and viability of a designated centre, applicants will be requested to submit a Retail Impact Assessment.

Given the city centre's retail function at the apex of the retail hierarchy for the city, region and state and the need to further promote and consolidate retail development in the city centre retail core, the assessment of retail proposals in the city centre retail core will only have regard to the qualitative aspects of the proposal rather than the quantitative need for the retail proposal.

Retail Impact Assessments (RIAs) shall be prepared in accordance with the criteria set out in Section 4.9 of the Retail Planning Guidelines. In addition to this criteria, RIAs should be based on an appropriate catchment area and regard should be had to relevant extant permissions and existing vacancy in the relevant centre(s). The applicant will be required to demonstrate in the Retail Impact Assessment compliance with the development plan and that there will not be a material adverse impact on the vitality and viability of any existing centre.

9.3 Trans-boundary Impacts

Retail catchment areas by their nature cross administrative boundaries and it is possible that a proposal for a significant retail development in one local authority area may have impacts on the shopping patterns of an adjoining council. In order to facilitate an integrated approach to retail development in the city region, Dublin City Council will consult with adjoining local authorities regarding the impact of retail plans or schemes, with particular regard to the potential for significant cross-boundary impacts on the retail hierarchy or the retail areas in adjoining councils.

10.0 Guidance on Specific Forms of Retail

This section sets out the criteria for assessing planning applications for different types of retail development.

10.1 Convenience Retail

Large convenience goods stores[56] provide primarily for weekly convenience goods shopping. According to the Retail Planning Guidelines the maximum size of convenience retail floorspace in Dublin City is 4,000 sq. m. net retail floorspace.

Convenience retailing provision has expanded significantly in Dublin City in the last decade; a number of convenience stores have opened in the inner city and around the city. It is notable that a number of operators have adapted their store model to suit urban / city centre sites with limited or no car parking in some cases. This is supported by the Council. It is anticipated that the convenience sector will continue to expand in the city commensurate with population growth. Convenience retailing is suitable at all levels in the retail hierarchy; large convenience stores should to be located in the City Centre, Key Urban Villages and Urban Villages and smaller convenience stores are appropriate in neighbourhood centres.

Edge of centre locations for such developments may be appropriate subject to the provisions of the sequential approach as outlined above. It is acknowledged that many urban centres due to their historic layout, land use patterns and site ownership have a lack of sites suitable to accommodate the larger format convenience operators. This is also acknowledged in the Retail Planning Guidelines, 2012.

Where a proposal for a large convenience store involves a significant amount of comparison goods, the application drawings should clearly delineate the floor area to be devoted primarily for the sale of convenience goods. A detailed assessment of the comparison element of such proposals should be undertaken including a full quantitative assessment of the potential impact of that element on existing comparison goods stores within the catchment area.

56 Large convenience goods stores comprise supermarkets (less than 2,500 sq. m. net floorspace), superstores (at least 2,500 sq. m. and < 5,000 sq. m. net retail floorspace including non food goods) and hypermarkets (in excess of 5,000 sq. m. net retail floorspace including comparison goods).

Small scale supermarkets will also be considered favourably in large industrial / employment zones where there is an identified need and where they serve the daily shopping needs of workers and employees.

All convenience goods stores, regardless of their type, will also be expected to contribute positively to the existing urban environment and be able to integrate in design terms. The Retail Design Manual 2012 details how this can be achieved.

10.2 Retailing Parks and Retail Warehouses

Retail Warehouse Parks, due to their scale and access / car parking requirements, are typically located at out of centre / suburban locations. There are examples, however, of operators adapting this retail format to suit urban / city centre sites as part of high density residential / office schemes. A successful example of this is Meadows and Byrne furniture shop at Belmayne on the Malahide Road. It is notable also that 'click n collect' and home deliveries are increasingly a feature of Retail Park / Warehouse operations, thereby enabling their siting in urban centres.

Any development proposal will be carefully considered in the context of location, scale and design of the development, appropriate vehicular access and the quantitative need for such development.

The range of goods sold in planned parks / individual units should be restricted to bulky goods as defined in Annex 1 of the Retail Planning Guidelines 2012.These include carpets, furniture (including flat pack furniture), household appliances, bulky DIY items, tools and equipment for the house and garden, bulky pet products, catalogue shops, bulky nursery furniture, audio visual, photographic and information processing equipment and goods which are such a size that they would normally be taken away by car and not be manageable by customers travelling by foot, cycle or bus, or that require large floor areas to display them. As noted in the Guidelines, it is acceptable that up to 20% of the total net floor space be used for the sale of ancillary products associated with an otherwise bulky good. Such space is to be clearly delineated on planning application drawings to facilitate future monitoring and enforcement.

Individual retail warehouse units should not be less than 700 sq. metres in size in out of centre locations. The Retail Guidelines place a cap on large scale single retail warehouse units in excess of 6,000 sq. m. gross (including any ancillary garden centre). The Planning Authority will attach conditions to planning permissions to prevent coalescence or linking together of stores.

Innovative types of large scale retail warehouses may be considered on the merits of individual development applications in the city. Subject to the criteria set out in the guidelines, the development of flagship retail warehouse operators in the city is supported in appropriate locations. The location of such a development should be well served by existing or planned public transport services and it must be demonstrated that such a proposal would not adversely affect the efficiency of the national road network. An application for such developments must be accompanied by a detailed traffic impact assessment and should also include a retail impact assessment which in particular considers the vitality and viability of city/KUV centres and demonstrate that the development would not include uses and activities which are more appropriate to the city centre or a Key Urban Village location.

Due to the nature of goods sold in retail parks in suburban locations, extensive car parking is typically required. In the case of a city centre / KUV site extensive car parking will not be supported. All planning applications in this respect should be accompanied by a traffic and transport assessment as well as a mobility management strategy and operational servicing strategy to manage the movement of goods and services in the area.

10.3 Factory Shops

Such units, usually located as part of or adjacent to the production facility, should be restricted by way of condition to the sale of products produced by the relevant factory. Proposals for individual factory shops may be appropriate, provided the scale of the shop is appropriate to its location and raises no issues in relation to the vitality and viability of nearby urban centres.

10.4 Outlet Centre

Outlet centres consist of groups of stores, particularly designer fashion labels retailing end-of-season or discontinued items at discounted prices, and are often located in out-of-centre locations. Due to the specific niche that outlet centres operate within, applicants must demonstrate that the products sold will not be in competition with those currently on sale in the city centre retail core. Applications for the development of outlet centres should be considered having regard to the provisions of the Retail Strategy and assessed in accordance with the sequential test. The preferred location for outlet centres is in the city centre and in Key Urban Villages.

10.5 Markets / Casual Trading

Dublin City Council will support the provision of casual trading and markets throughout the city. Casual trading, e.g. Christmas Markets and Farmers' Markets, is an increasingly popular form of retail and can add vitality and colour to retail centres, especially at festive times of the year. It is regulated by the Casual Trading Act 1995, as amended.

The provision of permanent indoor marketplaces comprising a range of activities such as food and beverage services and retail services will also be supported. Permanent markets, temporary / weekly outdoor markets will also be supported and encouraged in certain locations, particularly in KUV's and urban villages.

Applications for the provision of marketplaces will be required to demonstrate how the overall management of the facility will be operated on a day to day basis and provide sufficient information regarding noise impact, odour and ventilation. Mobility management and associated traffic and transport impacts should also be provided.

10.6 Petrol Filling Station Shops

According to the Retail Planning Guidelines, the size of retail units associated with petrol filling stations should not exceed 100 sq. metres. Where permission is sought for a shop associated with a filling station with floor space in excess of 100 sq. m., the sequential approach to retail development shall apply.

10.7 Shopping Centres

Proposals for shopping centres, where it is demonstrated they are acceptable in principle, shall have regard to the overall city policy to promote vibrant streets and also to the Retail Design Manual accompanying the Retail Planning Guidelines 2012. The design must ensure that the proposed shopping centre will be integrated with and be complementary to the streetscape where it will be located. Particular elements to be addressed include:

- The creation of a legible and attractive pedestrian environment through appropriate design.
- The creation of attractive and safe new streets and linkages, where feasible.
- The provision and design of quality street furniture, including fully accessible public facilities and support facilities for shoppers, e.g. toilets, childcare areas, changing facilities and a dedicated room for

breastfeeding/maternity related purposes. Such facilities should be provided in shopping centers and larger department stores over 800 sq. metres (net).

- The inclusion of residential uses, where appropriate, as an integral part of the centre, in order to increase the evening activity and security of the centre.
- Ease of access to the centre for public transport, cyclists and pedestrians; in the interests of both ease of access and civic design concerns, the centre should have frontage to the street and should not be surrounded by car parking.
- The overall design strategy will normally reflect variety and diversity (by the use of differing shop fronts, setbacks, signs etc.) within a unified design distinctive and specific to its location.
- Shopping centres should be designed along passive design principles and landscaped to ensure safety for visitors, with a good mix of uses encouraging day and evening uses, while passive surveillance design principles can deter casual graffiti and vandalism. Materials used in their construction should be robust and suitable for climatic conditions over an extended period. Service areas etc. should be out of sight of surrounding residential and pedestrian areas.
- Tree planting and landscaping must form part of the overall design of the shopping centre.
- Universal design and access for all to be integral to any development design.

Note: Guidance on shopfront and signage design are set out in Chapter 15.