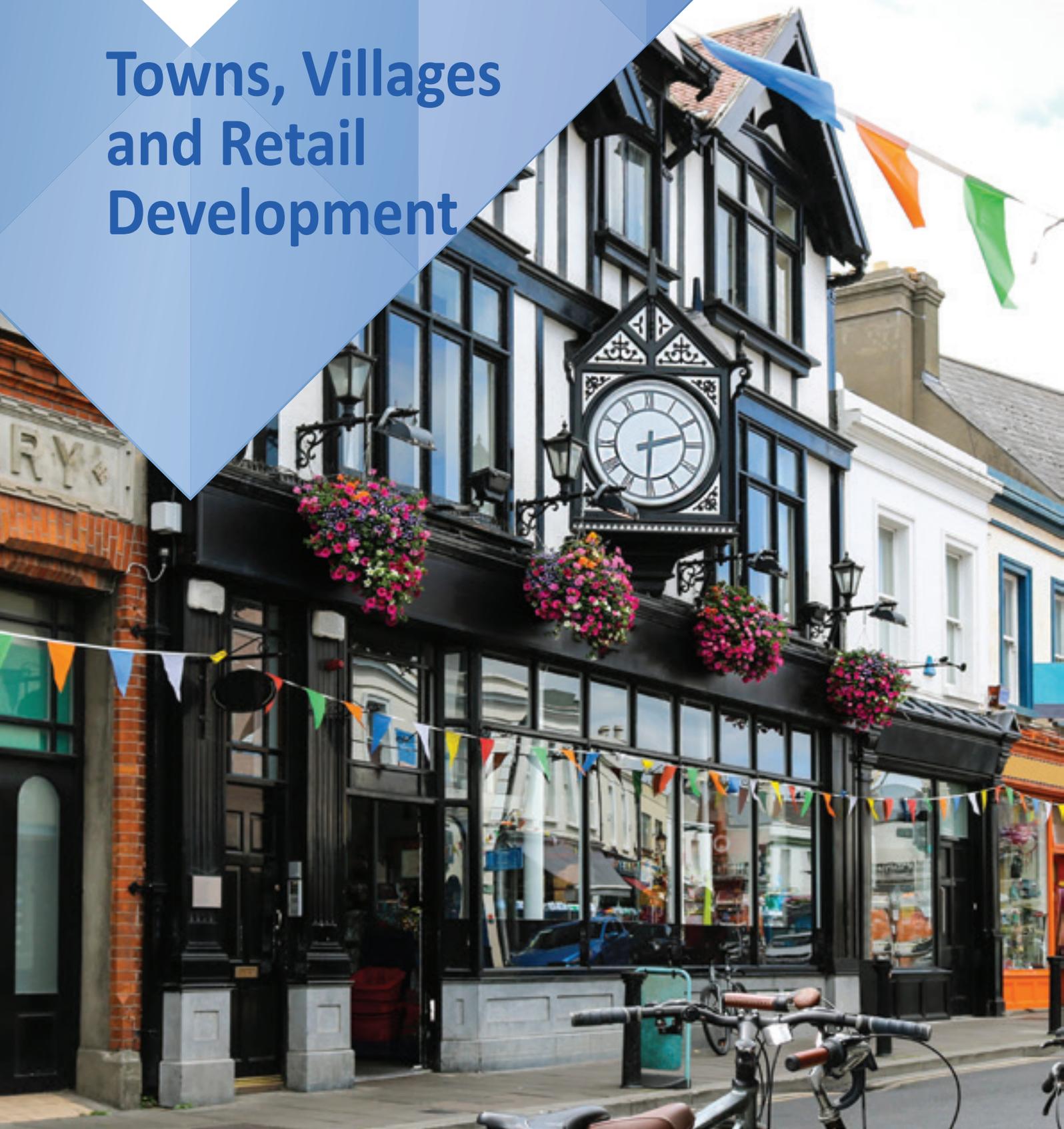


7

Towns, Villages and Retail Development





7.1 Introduction

Dún Laoghaire-Rathdown is a County of towns and villages positioned between the mountains and the sea. These towns and villages have always changed and will continue to do so as wider social and

economic trends evolve. Ensuring that evolution takes place in a manner that best serves DLR as a sustainable and climate resilient County is key.

7.2 Multifunctional Centres in Dún Laoghaire Rathdown

This Chapter builds on the theme set out in Chapter 1 'Introduction, Vision and Context' that DLR is a County of unique towns and villages, and focuses on the ongoing evolution of these towns and villages towards acting as multifunctional centres which, in addition to providing important retail uses, also provide a range of other uses including leisure and recreation, employment and tourism, civic, community, cultural, health and education for the communities they serve.

When such uses come together in a town, village, or smaller centre, they can further add to the vibrancy and vitality of existing uses, and can help to foster a real sense of place, identity and inclusivity for local people and visitors alike.

While this Chapter will focus primarily on the evolving role of towns, villages and other centres as multifunctional centres in the wider context of retail planning policy, it also draws on the approach to the creation of a sense of place which is also addressed in Chapter 4 of this Development Plan 'Neighbourhood - People, Homes and Place'.

In accordance with the current 'Retail Strategy for the Greater Dublin Area, 2008-2016' (RSGDA), the retail hierarchy for DLR consists of:

- The two 'Major Town Centres' of Dundrum and Dún Laoghaire
- The five 'District Centres' of Blackrock, Stillorgan, Nutgrove, Cornelscourt and Cherrywood
- The numerous smaller 'Neighbourhood Centres' in different locations across the County.

As discussed later in this Chapter, while this hierarchy is a key to the planning of retail uses in DLR, each centre in the hierarchy also plays a varied and complex role in the overall social, economic and cultural life of the County. The role of these centres is constantly evolving in response to wider societal trends, such as ongoing changes in the retail sector.

7.2.1 Recent Retail Development in Dún Laoghaire-Rathdown

There have been a number of positive developments in the retail sector in DLR since the adoption of the 2016 CDP, including improvements to existing shopping centres at a number of the designated District Centres in the County.

In Blackrock for example, the Frascati Shopping Centre is in the latter stages of a significant rejuvenation by way of an extension scheme which includes a new high quality design for its Frascati Road elevation. Work has also commenced on a significant upgrade of the Blackrock Shopping Centre, which was permitted in 2016.

In Stillorgan, the Stillorgan Shopping Centre has undergone significant refurbishment, while at the Cherrywood SDZ, construction is now underway for a mixed-use town centre development that includes retail floorspace and non-retail uses, a library and a health centre.

Most recently, planning permission was granted at Carrickmines for a Neighbourhood Centre including retail, retail services, restaurant/café uses, retail warehouses, cinema and other leisure space.

While these examples are primarily retail related developments, it is clear that they also provide for a range of complementary leisure, cultural and culinary/café related uses. This points to a growing trend in DLR, and elsewhere, towards a more multifunctional role for towns, villages and other types of centres.

7.2.2 Recent Trends Towards Multifunctional Centres

In broad terms, it can be seen that the retail sector as a whole has undergone significant change in recent years due to changes in both demographics and consumer behaviour, including falling household size, the rise of internet shopping, 'click and collect' and the emergence of 'omni channel consumers', who use a combination of traditional brick and mortar retailing combined with online platforms to make their purchases.

The new focus in physical retailing is on what is referred to as 'experiential' retail, with a resultant shift from a town centre dominated by comparison retail offer to one where more time is spent on 'experiences' such as leisure, culture, food, beverages and retail services. Traditional economic indicators alone are no longer sufficient to measure the performance of a town in what is now a much more diverse and complex offer.

Recent research also suggests that retail centres perform better if they draw on cultural heritage



Mill Pond, Dundrum Town Centre SC

so as to create a sense of place and vibrancy. Across the UK and Continental Europe, town centres are consolidating rather than expanding, and development coming forward in centres is increasingly less retail-led and more mixed use in nature. Additionally, research from the UK indicates that out of town, one shop food shopping is declining in favour of convenient, local neighbourhood shopping.

Such changes present an opportunity for each of the different types of centres in DLR. The Major Town Centres of Dún Laoghaire and Dundrum already provide an array of leisure, employment, housing, education and healthcare opportunities in addition, to a broad retail offer. The trends identified above can only help to strengthen these centres which also benefit from acting as significant multimodal public transportation nodes.

The County's District Centres and Neighbourhood Centres also stand to benefit from the trends identified above, in particular the increased popularity of local neighbourhood shopping. Such positive developments are likely to be further strengthened by an increasing focus on the provision of more sustainable forms of transportation, as well as by the changing needs of smaller households.

A shift towards a more multifunctional role could enable local centres to provide more niche retail

and community services in smaller units which may previously have been vacant. It could also benefit the smaller, bespoke shops which help to enhance the character of the County.

7.2.3 Fostering Accessible Multifunctional Centres with a Sense of Place

Whilst acknowledging the retail role of our various centres, their multifunctional role (encompassing transport, employment, leisure, culture, heritage, health and wellbeing, and community uses) should also be supported and developed having regard to the overarching vision of this CDP to build a climate resilient county.

7.2.3.1 Policy Objective MFC1: Multifunctional Centres

It is a Policy Objective of the Council to embrace and support the development of the County's Major Town Centres, District Centres and Neighbourhood Centres as multifunctional centres which provide a variety of uses that meet the needs of the community they serve.

The multifunctionality of our centres should be embraced, supported and developed so that the Major Town Centres, District Centres and Neighbourhood Centres of DLR can serve their relevant catchments and communities in an

effective fashion. For this to happen, and to ensure inclusivity for all, it is important that these centres are accessible to as wide a range of people either by foot or by sustainable modes of transportation.

The relatively small size of DLR is another factor which should help existing centres to continue to develop as multifunctional centres. The urban core of the County stretches no more than 5-6 kilometres east-west, while north-south, along the coast, the extremities of the County's core metropolitan area is no more than 12 kilometres in extent (Boosterstown and Shankill). The 'crow flies' distances separating the various Major Town Centres and District Centres are very small – Blackrock and Stillorgan, for example, are only 2 kilometres apart, as are Nutgrove and Dundrum.

Few parts of the County are more than 10-15 minutes travel time to a District or Major Town Centre. In terms of the sustainability and climate action agenda, Dún Laoghaire Town Centre is located proximate to the DART line and forms the terminus to the most successful Quality Bus Corridor (QBC) in Metropolitan Dublin. Dundrum is situated on Luas Line B, Blackrock is well serviced by the DART and the Rock Road bus corridor while Stillorgan and Cornelscourt are adjacent to the N11 QBC. Cherrywood is served by LUAS and buses.

In terms of accessibility to more locally-based facilities, few locations within the built-up area are significantly removed from Neighbourhood Centres, local convenience shops and/or petrol filling stations which can satisfy day-to-day shopping requirements.

7.2.3.2 Policy Objective MFC2: Accessible and Inclusive Multifunctional Centres

It is a Policy Objective of the Council to promote accessibility to Major Town Centres, District Centres and Neighbourhood Centres by sustainable modes of transportation in order to encourage multi-purpose shopping, business and leisure trips as part of the same journey.

Both the Retail Planning Guidelines (2012) and the RSGDA stress the importance of establishing the optimum location for new higher order (Major Town Centre/District Centre) retail developments which are accessible to all sections of society, particularly by public transport, and in locations which encourage multi-purpose shopping, business and leisure trips on the same journey. Lower tier centres (Neighbourhood Centres and convenience shops) should be readily accessible from the local catchment by sustainable forms of transport, such as walking and cycling.

7.2.3.3 Policy Objective MFC3: Placemaking in our Towns and Villages

It is a Policy Objective of the Council to support proposals for development in towns and villages that provide for a framework for renewal where relevant and ensure the creation of a high quality public realm and sense of place. Proposals should also enhance the unique character of the County's Main streets where relevant.

In addition to being easily accessible by sustainable modes of transportation, it is important that the towns, villages, and smaller centres of DLR retain, and further develop their own distinct sense of place as multifunctional centres.

As set out in the Regional Spatial and Economic Strategy (RSES) for the Eastern and Midlands Region (EMRA), this focus on 'placemaking' is closely linked to the concepts of vitality and viability which are described as central to maintaining and enhancing town centres.

With specific reference to retail development, the design and layout of any new retail development will have regard to the unique character and heritage of our towns and villages and, where appropriate, will provide a distinct sense of place with a high quality public realm and will enhance the vitality of a place.

With regard to the issue of placemaking and design guidelines, it is envisaged that Local Area Plans and Urban Framework Plans (which form part of the CDP) will constitute the primary means of guiding the physical development of specified centres across the County.

Furthermore, as discussed below, a number of specific objectives have been identified for each of the five District Centres in order to support their development as accessible multifunctional centres with a distinct sense of place. See Chapter 12, Section 12.6 for more detailed development management advice for retail proposals.

7.3 National and Regional Planning Context

This Plan supports the role of towns and villages in Dún Laoghaire-Rathdown as multifunctional centres which provide a range of services for the community. While significant in itself, this role is linked to the continuing, vital role played by the retail sector in the economic, social and cultural life of the County.

According to the RSES, in addition to being a significant employer and economic contributor, the retail sector plays a key role in placemaking and creating attractive, liveable environments. As a significant attractor, retail enables the provision of strong mixed-use commercial cores throughout the network of city, towns and villages and can play a key role in regeneration.

The importance of the retail sector is reflected in national and regional planning policy which seeks to ensure that existing and new retail development is carried out in accordance with the overall principles of proper planning and sustainable development. The 'higher level' strategic framework for a co-ordinated and sustainable approach to retail growth in the County and wider Region are set out in:

- The 2012 Retail Planning Guidelines for Planning Authorities (RPGs), with its companion document, 'Retail Design Manual'
- The Retail Strategy for the Greater Dublin Area, 2008-2016 (RSGDA).



Stalls in Dún Laoghaire

7.3.1 Retail Planning Guidelines for Planning Authorities, 2012

7.3.1.1 Policy Objective RET1: Retail Planning Guidelines

It is a Policy Objective of the Council to have regard to the 'Retail Planning Guidelines for Planning Authorities' and the accompanying 'Retail Design Manual' published by the Department of the Environment, Community and Local Government in 2012 in determining planning applications for retail development.

The Retail Planning Guidelines identify five key policy objectives to be progressed by Planning Authorities in planning for and addressing the development requirements of the retail sector, namely:

- Plan led development/retail strategies
- Sequential development approach
- Competitiveness in the retail sector
- Encouraging sustainable travel
- Retail development and design.

These objectives relate to the need for plan-led development, a focus on city and town centres for the majority of future development, a proactive approach by Local Authorities in enabling city and town centre renewal and development to come about, and a high quality approach to urban design.

The Retail Planning Guidelines are accompanied by a Retail Design Manual, which addresses the practical issues of relating design principles to retail development at a variety of scales and in various settings. These principles range from assessing the site and location aspects of retail development to that of sustainable construction and environmental responsibility.

7.3.2 Retail Strategy for the Greater Dublin Area, 2008

7.3.2.1 Policy Objective RET2: Retail Strategy for the Greater Dublin Area

It is a Policy Objective of the Council to support the preparation of a Retail Strategy for the Greater Dublin Area in accordance with the Retail Planning Guidelines for Planning Authorities 2012, or any subsequent update so as to, where necessary, update the retail hierarchy and apply floorspace requirements. In the interim, it is a Policy Objective to have regard to the existing Retail Strategy for the Greater Dublin Area 2008 – 2016 but to adopt a cautionary approach due to the fact that it now requires to be updated.

The RSGDA was prepared in 2008 by the Dublin and Mid-East Regional Authorities (now dissolved) and informed much of the approach to retail development set out in the previous DLR County Development Plan, including the overall retail hierarchy as introduced in Section 7.2 above.

A requirement exists, as set out in RPO 6.10 of the RSES, for a new Retail Strategy to be prepared for the Greater Dublin Area. It is intended that the revised RSGDA will provide the framework for, and guide retail policy, at County plan-level to include inter alia, a review of the retail hierarchy and application of new floorspace requirements.

The RSGDA made a number of specific policy recommendations for DLR including:

- To support the future vitality and viability of the main retail centres in the County and to facilitate a competitive and healthy environment for the retail industry of the future, while reinforcing sustainable development.
- To maintain the two Major Town Centres (Dún Laoghaire and Dundrum) as the primary retail centres in the County.
- To support the viability of existing District Centres and allow for the redevelopment and rejuvenation of ageing centres, to facilitate changing retail patterns and needs and to move away from single use sites by integrating retail provision at district level with other services, offices and residential to create vibrant centres serving the surrounding housing districts.
- To encourage the provision and survival and modernisation of local shopping in the many villages and suburban locations across the County to allow day-to-day shopping to be met within walking distance through the protection of the retail opportunities in key local locations.

While it is acknowledged that the RSGDA needs to be updated, the objectives above have served the County well.

Bearing in mind both the changing face of the overall retail sector and the fact the existing retail strategy is now due for an update, DLR County Council have adopted a cautionary approach to retailing and retailing floorspace and will continue to do so to ensure accordance with the retail hierarchy.

7.4 The Retail Hierarchy and Core Shopping Areas

As noted previously, the RSGDA specifies a retail hierarchy for Dún Laoghaire-Rathdown which included: the two 'Major Town Centres' of Dundrum and Dún Laoghaire; the five 'District Centres' of Blackrock, Stillorgan, Nutgrove, Cornelscourt and Cherrywood; and the numerous smaller 'Neighbourhood Centres' in different locations across the County.

7.4.1 The Retail Hierarchy

7.4.1.1 Policy Objective RET3: Retail Hierarchy

It is a Policy Objective of the Council to have regard to the Retail Strategy for the Greater Dublin Area 2008 – 2016 and the Eastern and Midland Regional Authorities 'Regional Spatial and Economic Strategy 2019 – 2031', in defining the retail hierarchy of the County and defining the role of the Major Town, District, and Neighbourhood Centres in the County. It is Council policy to promote the viability and vitality of its existing main retail centres and to also promote their multi-functional role, while continuing to protect and improve the amenity of surrounding areas.

According to the RSES, the retail hierarchy as expressed in the RSGDA is substantially reflected in current City and County Development Plans and was subsequently adopted by the RSES itself. Table 7.1, which is derived from the RSGDA and RSES, shows the overall retail hierarchy for the GDA as it applies to DLR.

Table 7.1: Retail Hierarchy for the GDA Metropolitan and Hinterland Areas

Levels	Centres	Locations
Level 1	Metropolitan Centre	Dublin City Centre
Level 2	Major Town Centres	Dún Laoghaire and Dundrum
Level 3	Town and District Centres	Stillorgan, Blackrock, Nutgrove, Cornelscourt and Cherrywood
Level 4	Neighbourhood Centres, Local Centres, Small Towns and Villages	Various Locations
Level 5	Corner Shops, Small Villages	Various Locations

In its discussion of the adopted retail strategy as set out above, the RSGDA cautioned that there was a limited case to be made for the provision of new centres outside of those planned in the Regional Planning Guidelines (now the RSES) and in County Development Plans. It is considered that the well-established retail hierarchy in the County continues to operate in a largely satisfactory fashion, and that its overall logic is well understood by the general public, retailers and developers alike.

7.4.2 Core Shopping Areas

In relation to the 'Major Town Centres' and 'District Centres' identified above, the Retail Planning Guidelines require that the boundaries of their core shopping areas are identified and mapped. In this regard, it should be noted that:

- The core shopping area for Dundrum corresponds to the MTC Zoning objective for the Town and includes the area between Main Street and Dundrum Bypass and from Waldemar Terrace to Wyckham Way.
- The core shopping area for Dún Laoghaire corresponds to the MTC Zoning objective for the Town and includes Georges Street, from Bloomfields Shopping Centre to Corrig Avenue – the northern part of Patrick Street and the central part of Marine Road.
- The core shopping area for Stillorgan corresponds to the DC Zoning objective for the area and includes the Lower Kilmacud Road (including Stillorgan Shopping Centre) from The Hill junction to the overflow carpark.
- The core shopping area for Blackrock corresponds to the DC Zoning objective for the area and includes Main Street to Frascati Shopping Centre and from Blackrock Shopping Centre to Carysfort Avenue.
- The core shopping area for Cornelscourt corresponds to the DC zoning objective for the area.
- The core shopping area for Nutgrove corresponds to the DC zoning objective for the area.
- The core shopping area for Cherrywood corresponds to the 'Town Centre' land use objective as shown in the Cherrywood SDZ Planning Scheme.

7.5 Overall Strategy for Centres identified in the Retail Hierarchy

7.5.1 Summary of Overall Strategy

Table 7.2 provides a summary of the overall strategy for each type of centre in the retail hierarchy for DLR. This Table should be read in conjunction with the specific policies for ‘Major Town Centres’, ‘District Centres’, ‘Neighbourhood Centres’ and ‘Corner/Local Shops and Small Villages’ included in this Section.

Table 7.2: Summary of Overall Strategy for Centres in the DLR Retail Hierarchy

Type of Centre	Location	Overall Strategy
Major Town Centres	Dún Laoghaire	Consolidation of the Town Centre Quarter. Encourage the incremental growth of secondary character quarters in the remainder of the Town Centre. Refurbishment/ redevelopment of existing fabric to provide appropriately sized floor plates. Comprehensive environmental improvement and upgrade of public realm. Encourage upper floor uses.
	Dundrum	Old shopping centre and adjoining lands – to include appropriate level of complementary non-retail uses and activities in respect to community, cultural and civic uses. Public realm upgrade of Main Street.
District Centres	Blackrock	To support the ongoing redevelopment of the Blackrock and Frascati Shopping Centres and the consolidation of Blackrock Main Street as a mixed-use centre in accordance with an approved Local Area Plan. Any retail expansion should be limited and proportionate to the current percentage share of the overall net retail floorspace in the core retail area, as indicated in the Local Area Plan.
	Stillorgan	Encourage potential redevelopment as higher density, urban mixed-use centre in accordance with general provisions of the adopted Local Area Plan. Limited expansion of convenience and comparison retail floorspace.
	Nutgrove	Encourage potential redevelopment as higher density urban mixed-use centre. Limited expansion of convenience and comparison retail floorspace.
	Cornelscourt	Limited expansion of retail floorspace on a constrained site.
	Cherrywood	Support the ongoing development of a fully mixed-use sustainable town centre in accordance with the approved SDZ Planning Scheme.
Established Neighbourhood Centres	Various locations including (amongst others) Ballybrack, Ballinteer, Deansgrange.	Promote mixed-use potential of Neighbourhood Centres as appropriate, subject to protection of local amenities.
New Neighbourhood Centres	Various locations including (amongst others) Stepside, Ticknock, Honey Park	Promote mixed-use potential of new and refurbished centres to provide for local need. Expansion in line with planned population growth.
Key Development Areas	Various locations including (amongst others) Cherrywood Woodbrook/ Shanganagh Kiltiernan/ Glenamuck, Old Connaught.	Development of sustainable mixed-use urban villages in accordance with approved Local Area Plans/ Planning Scheme. Retail floorspace in line with planned population levels.



Dún Laoghaire

7.5.2 Major Town Centres

In its discussion of the role of different types of centres, the RSGDA describes how retail is one element in the role of Major Town Centres as multi-functional, lively and vibrant places. Major Town Centres provide a full range of all types of retail services from newsagents to specialist shops and boutiques, department stores, foodstores of all types and a high level of mixed uses including the arts and culture to create vibrant, living places. Major Town Centres should be well connected and served by high quality public transport, and should be serving population catchments in excess of 60,000 people.

7.5.2.1 Policy Objective RET4: Major Town Centres

It is a Policy Objective of the Council to maintain the two Major Town Centres - Dún Laoghaire and Dundrum – as the primary retail centres in the County and to support their evolving multifunctional role. The vitality of the towns will be enhanced by their mixed-use nature. In addition to retail, these centres must include community, cultural, civic, leisure, restaurants, bars and cafes, entertainment, employment and residential uses. Development shall be designed so as to enhance the creation of a sense of place.

As the two Major Town Centres in DLR, both Dún Laoghaire and Dundrum have, in addition to their important retail role, a vital social, community, cultural, civic and employment function that needs to be catered for in the context of their future growth.

Dún Laoghaire

Dún Laoghaire is the County Town of DLR and constitutes a significantly different retail proposal to that at Dundrum. The profile of commercial development is of a smaller, more specialist retail scale, complemented by pop up retail activities such as the weekend and Christmas markets and supported by a range of recreation, wellbeing, tourism, heritage, employment, health, culture and education uses.

The shift in consumer behaviour towards increased demand for 'experiential' retail and the food and beverage sector, places Dún Laoghaire Town in a strong position for future growth. The increase in population in the wider Dún Laoghaire hinterland also offers an opportunity to improve the viability and vitality of the town.

Given the elongated linear nature of the Dún Laoghaire Major Town Centre Zoning, which extends from Cumberland Street to the People's Park, it is considered appropriate to divide the town into quarters with the principal Town Centre quarter running along George's Street (from Bloomfields

Shopping Centre to Corrig Avenue) the northern part of Patrick Street and the central part of Marine Road. This principal quarter constitutes the commercial and retail heart of the Town and it is a policy objective to consolidate and strengthen this core area. The Council will also encourage the incremental growth of secondary character 'quarters' in the Town Centre as follows:

- Park End Quarter - George's Street Upper, east of the Town Centre Quarter.
- Seafront Quarter - Marine Road to Crofton Road/ Queen's Road (Hospital car park to the Lexicon).
- Old Town Quarter - George's Street Lower, west of the Town Centre Quarter.

The normal range of Major Town Centre uses and functions will still be acceptable in the secondary quarters and the emphasis will be to encourage and promote retail uses and activities appropriate to the quarter. Examples of types are retail deemed suitable for each quarter in include:

- Specialist clothing / footwear brands, boutiques / leisure fashion, specialist home stores / crafts, antiques, specialist food and restaurants for the Park End Quarter;
- Leisure/ tourist/marine focus, boating equipment, gift/souvenir/craft, galleries/tourist shops and specialist food/confectionery for the Seafront Quarter;
- Specialist home stores / crafts, young trend clothing / footwear brands, culture / galleries / gifts, music / books, restaurants / world cuisine and evening culture for the Old Town Quarter.

For more detailed information on the development of each of the quarters as referred to above, please refer to Appendix 8 of this Development Plan 'Interim Dún Laoghaire Urban Framework Plan'.

Dundrum

Dundrum benefits from a substantial quantum of retail floorspace, with the Dundrum Town Centre Shopping Centre being one of the most successful comparison retail shopping locations in the Country. While the development of a regional retail offer that attracts customers from a broad geographic area brings revenue into the locality and aids job creation, it is also important to ensure that the role of Dundrum as a multifunctional Major Town Centre is supported.

Dundrum Major Town Centre should provide the full range of amenities and services expected and required by its local catchment population, including a wide range of employment, leisure, community, cultural and civic uses, as well as catering for day to day shopping needs. It is acknowledged that in recent years, there has been a trend toward

providing complementary facilities such as leisure, food and beverage, as well as experiential retail.

A substantial planning permission was granted in December 2009 for the redevelopment of the old Dundrum Shopping Centre. However, this permission was not implemented due to the uncertainty created by the 2008/2009 property crash and has since expired. That site, as well as others in the area, require careful consideration in the context of the current planning and development environment and the preparation of a Local Area Plan (LAP) for Dundrum will aid in this regard.

In 2003, an Urban Framework Plan (UFP) was prepared for Dundrum in anticipation of the significant level of change planned and predicted for the area and this UFP was incorporated into subsequent Development Plans. It is acknowledged however, that Dundrum has been transformed in recent years, in particular since the opening of the Dundrum Town Centre Shopping Centre in 2004.

As such, it is considered that the UFP needs to be revisited, given that certain anticipated developments have not yet taken place and that the original UFP dates from 2003. This will be achieved through the ongoing preparation of an LAP for Dundrum during the lifetime of this Plan. A focus of the LAP preparation will be on enhancing the multifunctional nature of Dundrum Major Town Centre as set out in RET4 above.

The LAP boundary is shown on the Development Plan maps (refer to Map Nos. 1 and 5). This boundary encompasses a larger area than the original 2003 UFP in recognition of the fact that a new LAP needs to more comprehensively address the relationship of the Dundrum Major Town Centre area with the surrounding residential, commercial and amenity areas.

The LAP area is bounded by the Central Mental Hospital lands to the north, the Goatstown Local Area Plan and Airfield to the east, the green space which forms part of the Ardglass estate to the south and Ballinteer Road and the Luas line to the west. This boundary may, however, be altered on foot of public consultation associated with the preparation of the LAP.

Importantly, the expanded boundary recognises the opportunity created by the future redevelopment of the substantial Central Mental Hospital site (c. 11.3ha), which now falls under the ownership of the Land Development Agency (LDA) following the decision to relocate the existing hospital to a new, purpose-built facility in Portrane, North County Dublin. The Council is cognisant of the important role that the site plays in the area and the potentially unique opportunity that it provides to contribute to both community infrastructure and quality housing provision.



Dundrum Town Centre

Ongoing work on the LAP addresses, inter alia, many of the projects and initiatives which were initially identified in the 2003 UFP as well as emerging issues, including:

- The need to ensure an appropriate balance of retail and non-retail uses is achieved in Dundrum Major Town Centre, taking account of the centre's requirement to serve the day to day needs of its local catchment in addition to continuing its role as a leading comparison retail destination with a regional catchment. The provision of a wide range of uses in Dundrum Major Town Centre, including employment, leisure, entertainment, cultural, hotel and restaurant uses, in addition to residential development, will create additional activity and enliven the area.
- The provision of a pedestrian-friendly and traffic-calmed environment along Dundrum Main Street, with particular care being paid to paving materials, modern public lighting, hard and soft landscaping and street art. There is a particular need for improved soft landscaping along the Main Street.
- The comprehensive redevelopment of the environs of the William Dargan Bridge undercroft, Usher House and Waldemar Terrace. This area provides a significant opportunity to create a new focal point and sense of enclosure at the northern 'gateway' to Dundrum Main Street. At present this area is dominated by heavy vehicular traffic volumes and the bus interchange.
- The development of a new community, cultural and civic hub that consolidates and expands existing facilities and services in Dundrum. The new hub should both encourage more activity on Main Street and diversify the range and extent of uses within the Dundrum Major Town Centre area. The hub should be of an appropriate scale to serve the needs of Dundrum's current and future population, based on a detailed assessment of the area.
- The provision of additional residential uses in Dundrum Major Town Centre including 'Living Over the Shop' and standalone developments including schemes for older people where appropriate. In this way the existing residential uses in Dundrum Major Town Centre can be strengthened and consolidated.
- The provision of appropriate community infrastructure to meet the needs of the current and future population in accordance with the recommendations of a detailed study of the broader Dundrum area. With its high quality transport links, Dundrum Major Town Centre should provide community facilities to cater to a population catchment greater than that of the more narrowly defined LAP boundary. The redevelopment of the old Dundrum Shopping Centre and the Central Mental Hospital site represents an opportunity to achieve additional community infrastructure in this regard.
- The promotion of Dundrum Major Town Centre in general, and the Pembroke District in particular, as an important focus of restaurant, leisure and evening uses - subject to the safeguarding of surrounding residential amenity.
- The reinstatement and strengthening of the urban fabric along Dundrum Main Street and the Sandyford Road – including infilling gap sites and reducing setbacks where appropriate and encouraging new buildings close to the public footpath. This applies especially to the northern edge of Dundrum Major Town Centre where a lively and mixed commercial presence is required. Similar regeneration criteria apply to the refurbishment of the remaining dwellings and businesses on Sandyford Road immediately south of the Dundrum Cross.
- The conservation, preservation and re-use of historic buildings and buildings of particular interest, including groups or blocks of such buildings like existing terraces. These form an established part of the town and contribute to its overall character. The redevelopment of the Central Mental Hospital site also creates opportunities for the sensitive, appropriate and innovative reuse of historic structures including for community purposes.
- The requirement that new development should be cognisant of the extended Dundrum Architectural Conservation Area (ACA) area and respect the traditional and established character of Dundrum Main Street. All development in the vicinity of the ACA should be carefully considered and should integrate effectively with existing, while allowing for the provision of appropriate, high-quality, innovative architecture on adjoining sites.
- The requirement that all new building interventions shall respect and take cognisance of the existing established scale, materials and character (especially of the Main Street/Sandyford Road to include the Upper Kilmacud Road and Ballinteer Road between the Luas line and the Dundrum Bypass) and the residential amenity of the surrounding area.
- The strict control of advertising on building facades through the Development Management process to protect and enhance the environmental quality of Dundrum Main Street and to align with the expansion of the ACA.

- The need to examine the provision of open space areas and linkages between same in the area. The relative paucity of public open space in Dundrum is recognised in this regard.
- The need to examine the potential to expand/improve the active open space provision at Rosemount along with accompanying community facilities as part of the redevelopment of the Central Mental Hospital site.
- The development of a comprehensive pedestrian walkway network connecting and linking key destinations - including the Dundrum Town Centre (Shopping Centre), the Dundrum and Ballaly Luas stops, Main Street/Sandyford Road, Sweetmount Park and a series of internal Town Squares. There is a recognition that the construction of the Dundrum and Wyckham Bypasses inevitably creates a degree of severance – both physical and perceived – between Dundrum Major Town Centre and its, generally, residential hinterland. The proposed footpath network should, therefore, seek to mitigate this severance using a variety of mechanisms including pedestrian bridges at key locations, pedestrian priority-controlled junctions and other mechanisms.
- The provision of expanded and improved cycle facilities, including a linked cycle network and additional cycle parking.
- The requirement that new development, and in particular substantial residential schemes, should be integrated with and link effectively to the surrounding locality and wider mobility network, in terms of pedestrian, cyclist and vehicular movements. In the case of the redevelopment of the Central Mental Hospital site, this will likely necessitate the provision of additional vehicular links to the existing road network as well as integration into the surrounding pedestrian and cycle networks.
- The consideration of the improved public transport connectivity as part of the Quality Bus Network with particular emphasis on orbital routes. Future bus routes in the area should be considered in the context of the impact of traffic volumes on Dundrum Main Street and the potential to increase the utilisation of the Dundrum Bypass in this regard.
- The planned provision of significant additional off-street and underground car parking provision with appropriate access routes (both surface and sub-surface). This will help minimise vehicle movements and facilitate the complete removal of surface parking from the Main Street, immediately connected streets and surrounding residential areas.

7.5.3 District Centres

According to the RSGDA, District Centres will vary both in the scale of provision and size of catchment depending on proximity to a major town centre. However, a good range of comparison shopping would be expected (though no large department store) as well as some leisure activities, a range of cafes and restaurants and other mixed uses including employment. They should contain at least one supermarket and ancillary food stores alongside financial and other retail services. District Centres should generally range in size from 10-25,000 sq. m. net retail sales area catering for a population of between 10,000-40,000 people.

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7.5.3.1 Policy Objective RET5 – District Centres:

It is a Policy Objective of the Council to maintain the District Centres at Blackrock, Stillorgan, Nutgrove and Cornelscourt, and to promote the mixed-use sustainable town centre which is currently under construction in Cherrywood in accordance with the approved SDZ Planning Scheme.

The existing District Centres at Blackrock, Stillorgan, Nutgrove and Cornelscourt are characterised by medium or large foodstore anchors together with a range of comparison shopping, supported in some instances by employment, cultural, community and health uses (Stillorgan, Blackrock and Nutgrove). Work is currently under way on the permitted mixed use scheme in Cherrywood.

The District Centres should progressively develop as mixed-use urban centres to include residential, supporting services, and commercial office components where appropriate. Development Plan and LAP policies will help guide the form of future development so that they evolve into fully functioning mixed-use, higher density urban centres with enhanced public transport, access and parking demand management.

A number of specific objectives have been identified which will support their development as accessible multifunctional centres with a distinct sense of place. These objectives are set out below.

Stillorgan District Centre

- To promote the future redevelopment of Stillorgan as a multi-faceted, mixed-use sustainable District Centre having regard to the broad objectives of the adopted Stillorgan Local Area Plan.
- To protect, and, where possible, enhance the residential amenity of established residential areas on the fringes of the District Centre.
- Net retail sales area¹ in Stillorgan District Centre zoned lands to be capped at 25,000 sq. m.

Blackrock District Centre

- To promote the ongoing redevelopment of Blackrock as a sustainable mixed-use District Centre having regard to the particular character, sense of place and broad objectives of the Blackrock Local Area Plan.
- To encourage the renewal and provide for

public realm improvement of the area between Blackrock DART Station and Main Street opening vistas to the shoreline and to improve pedestrian connections to the seafront.

- To upgrade the public realm along Main Street and Rock Hill to provide a more attractive environment for retailing.
- Net retail sales area in Blackrock District Centre zoned lands to be capped at 25,000 sq. m.

Nutgrove District Centre

- To promote the regeneration and redevelopment of Nutgrove District Centre as a sustainable, multifaceted mixed-use District Centre.
- To encourage a broader range of uses into the District Centre including good quality residential, leisure and commercial office floorspace.
- Net retail sales area in Nutgrove District Centre zoned lands to be capped at 25,000 sq. m.

Cornelscourt District Centre

- Net retail sales area in the Cornelscourt District Centre zoned lands to be capped at 25,000 sq. m.

Cherrywood

- Development of the retail development at Cherrywood shall be in accordance with the approved Planning Scheme.

7.5.4 Neighbourhood Centres

The RSGDA explains that Neighbourhood Centres usually contain convenience retail ranging in size from 1,000-2,500 sq. m. with a limited range of supporting shops and retail services and possibly other services such as post offices, community centres or health clinics grouped together to create a focus for the local population.

7.5.4.1 Policy Objective RET6: Neighbourhood Centres

It is a Policy Objective of the Council to support the development of the Neighbourhood Centres as the focal point of the communities and neighbourhoods they serve, by way of the provision of an appropriate mix, range and type of uses – including retail and retail services – in areas zoned objective ‘NC’ subject to the protection of the residential amenities of the surrounding area.

¹ In accordance with the Retail Planning Guidelines, ‘net retail floorspace’ is defined as “the area within the shop or store which is visible to the public and to which the public has access including fitting rooms, checkouts, the area in front of checkouts, serving counters and the area behind used by serving staff, areas occupied by retail concessionaires, customer service areas, and internal lobbies in which goods are displayed, but excluding storage areas, circulation space to which the public does not have access to, cafes, and customer toilets” (DECLG, 2012, Annex 1, page 52).



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As the RSGDA suggests, the function of Neighbourhood Centres is to provide a range of convenient and easily accessible retail outlets and services within walking distance for the local catchment population. The Council considers that, subject to the protection of residential amenities, a number of the larger Neighbourhood Centres are capable of being promoted as local mixed-use nodes accommodating a range of uses beyond simply retailing or retail services. Leopardstown Valley would be one such Neighbourhood Centre which already offers a mix of commercial, retail and community infrastructure uses and has potential for more development to serve the area. The introduction of residential residential may potentially be suitable for some Neighbourhood Centre locations without adversely impacting on existing levels of amenity.

Development in Neighbourhood Centres should ensure an appropriate mix of commercial uses, ensuring that there is not any overconcentration of a particular use class. Uses should be appropriate in scale and nature to the Neighbourhood Centre designation (see Chapter 12, Section 12.6.1).

A number of LAPs identify neighbourhood centres, including one at Woodbrook – Shanganagh, Kiltiernan and Old Conna that have yet to be delivered. In addition, a Specific Local Objective (SLO) no. 82 exists to provide for a Neighbourhood Centre in the north east quadrant of the Park Carrickmines (see CDP Map no. 9).

This SLO provides for a centre with a net retail floorspace cap of 6000 sq. m as well a leisure facility to meet the existing and future needs of the growth

areas of Carrickmines, Stepside-Ballyogan and Kiltiernan-Glenamuck. Although the underlying zoning objective is for employment uses, the centre, in conjunction with other Neighbourhood Centres, will serve a local need in an area undergoing rapid growth and development. While permission has recently been granted on the site for a project including retail and a cinema, it is considered appropriate to retain the SLO until the scheme is delivered.

7.5.5 Corner/Local Shops and Small Villages

According to the RSGDA, 'Corner/Local Shops and Small Villages' meet the local day-to-day needs of surrounding residents and can play a role in providing more niche retail service offerings.

7.5.5.1 Policy Objective RET7: Local Shops

It is a Policy Objective of the Council to facilitate the provision of local convenience shops in residential areas where there is a clear deficiency of retail provision, subject to protecting residential amenity.

Within residential areas, the Council recognises the need for convenience shopping provision (as defined in the Retail Planning Guidelines) and accepts that a Neighbourhood Centre may not always be available within easy walking distance. When evaluating proposals for such a use, the Council will have regard to the distance from the proposed development to existing shopping facilities and to its impact on the amenity of adjoining dwellings. Local convenience shops should not have a floorspace greater than 100 sq. m. net.

7.6 Assessment of Retail Development Proposals

In accordance with the Retail Planning Guidelines, a number of relevant development management criteria have been identified for the assessment of retail developments. It is important to note that these criteria should be read in conjunction with other requirements of the Plan, in particular those set out in Chapter 12 'Development Management'.

7.6.1 Approach to Assessment of Development Proposals

7.6.1.1 Policy Objective RET8: Assessment of Retail Proposals

It is a Policy Objective of the Council to ensure that applications for new retail development shall accord with the retail policies of the Development Plan and are objectively assessed as set out in the Retail Planning Guidelines for Planning Authorities (2012).

Applications for new retail development shall:

- Be in line with the role and function of the retail centre in the Plan and accord with the scale and type of retailing identified for that location.
- Accord with the fundamental objective to support the vitality and viability of the retail centre and must demonstrate compliance with the sequential approach.
- Provide a detailed Retail Impact Assessment (RIA) and a Transport Impact Assessment (TIA) to accompany the application where appropriate, having regard to location, scale of development proposed and retail hierarchy.
- Be of a high quality and incorporate layouts that encourage active and engaging frontages where appropriate.
- Contribute to creating a sense of place.
- Explore opportunities to provide a mix of uses to benefit the vitality of the surrounding area.

There shall be a general presumption against large out-of-town retail centres, in particular those located adjacent or close to existing, new or planned National Roads/Motorways.

7.6.2 Casual Trading Areas

7.6.2.1 Policy Objective RET9: Casual Trading Areas

It is a Policy Objective of the Council to designate sites as Casual Trading Areas in suitable locations where deemed appropriate.

In the implementation of this policy the Council will have regard to the terms of the Casual Trading Act 1995 (or any subsequent review of, or amendment to this Act.). It is also Council policy to promote organic producers and producer-only products through the provision of its 'CoCo Markets' and to promote seasonal and craft markets, including privately operated farmers markets.

7.6.3 Non Retail Uses

7.6.3.1 Policy Objective RET10: Active Street Frontages Non-Retail Uses

It is a Policy Objective of the Council to control the provision of non-retail uses at ground floor level in the principal shopping streets of Major Town Centres and District Centres and also within the shopping parades of mixed-use Neighbourhood Centres.

All sites in areas zoned Major Town Centres, District Centres and Neighbourhood Centres may potentially be considered pivotal in creating a sense of vibrancy. The nature of the use of ground floor retail units will be required to reflect this in the design of their frontages, the use of the premises, and where feasible, their hours of opening.

For the purposes of clarity, all changes of use from retail to other uses (commercial, residential etc.) at ground floor level within designated Major Town Centres, District Centres and/or Neighbourhood Centres shall require planning permission so as to allow the Planning Authority to assess the impact on the vitality and streetscape of the designated centre.

In granting permissions, the Planning Authority may allow for some discretion having regard to situations where: the premises has been vacant for an extended period; its location in the context of the wider town, District and/or Neighbourhood Centres; and where the proposed design is of high quality, adds to the multi-functional nature of the town and where the proposal will increase the residential population.

This Policy Objective will be operated through the Development Management process.



Ballybrack Shopping Centre

7.6.4 Retail Warehousing

7.6.4.1 Policy Objective RET11: Retail Warehousing

It is a Policy Objective of the Council to strictly control and limit additional new retail warehousing/retail park floorspace in the County for the duration of the Plan.

Any limited new retail warehousing will be on lands zoned Objective 'LIW' "To improve and provide for low density warehousing/ light industrial warehousing units", 'MIC' "To consolidate and complete the development of the mixed use inner core to enhance and reinforce sustainable development", 'OE' "To provide for office and enterprise development" and 'E' "To provide for economic development and employment" where the site has good access to a suitable road network and has access to integrated public transport.

Where considered appropriate, some very limited retail warehousing may be open for consideration in or near the edge of lands zoned Objective 'MTC' "To protect, provide for and/or improve Major Town Centre facilities", but only where it can be demonstrated that the proposal will add to the centre's overall attractiveness for shopping.

Any application for retail warehousing will be required to demonstrate that the proposal will not impact adversely on the vitality and viability of established retail centres in accordance with the criteria set down in the Retail Planning Guidelines for Planning Authorities (2012).

The Retail Planning Guidelines advise a retail warehousing floorspace cap of 6000 sq. m gross with locational exceptions in the five 'Gateway' cities of Dublin, Cork, Limerick/Shannon, Galway and Waterford. In these areas the Guidelines indicate that Planning Authorities may wish to consider designating potential development sites for large-scale retail warehousing.

It is noted that the RSGDA highlights a very significant increase in retail warehousing park schemes in the Greater Dublin Area since the beginning of the 2000s. At present, in terms of spatial distribution, the heaviest concentrations of retail warehousing are to be found at:

- Nutgrove;
- Sandyford Business District/Stillorgan Industrial Area;
- Carrickmines;
- Sallynoggin.

The Development Plan will give heed to the cautionary sentiment outlined in the RSGDA and will consider carefully any new proposals for additional retail warehouse floorspace in terms of potential retail impact both on existing centres in DLR as well as on established retail warehousing cores.

In addition, applications for retail warehousing will be required to demonstrate that the proposal is accessible by public transport and that there is sufficient capacity in the local road network to accommodate the development.