

# **Proposed Variation No. 2 to the Cork County Development Plan 2014, as varied.**

## **Proposed Variation No.2 (Retail Outlet Centres)**

**Amend Paragraph 7.10.5 Retail Outlet Centres (previously amended as part of Variation No. 1 of the County Development Plan 2014) to provide strategic planning policy support for the provision of a Retail Outlet Centre in the N25 Corridor sub catchment of the County Metropolitan Strategic Planning Area and include new paragraph 7.10.6 “Innovation in the County’s Retail Offer”**

**25<sup>th</sup> October 2019**

## How to make a Submission

1.1. The Proposed Variation No. 2 may be inspected by the public, each working day, (exclusive of public holidays), from **Friday 25th October, 2019 to Friday 22nd November, 2019 inclusive** between the hours of 9.30am and 4.00pm at the following locations

- Planning Department, Floor 1 County Hall, Cork.
- Planning Department, Norton House, Cork Rd., Skibbereen.
- Cork County Council Divisional Office at Annabella, Mallow.
- County Library and Branch Libraries – Please check your local library regarding opening times and availability of PCs for accessing electronic format
- Online at [www.corkcocodevplan.com](http://www.corkcocodevplan.com) at all times.

1.2. The Proposed Variation is also available to purchase – Enquiries to the Planning Policy Unit (Tel: 021 4285900).

1.3. Submissions or observations regarding Proposed Variation No.2 of the Cork County Development Plan, 2014 are hereby invited from members of the public, children, or groups or associations representing the interests of children and other interested parties during the period **Friday 25th October, 2019 to (4 p.m.) Friday 22nd November, 2019 inclusive**.

•On-line via <http://www.corkcocodevplan.com/> following the instructions provided  
**OR**

•In written form to the Senior Planner, Planning Policy Unit, Cork County Council, Floor 13, County Hall, Cork. T12R2NC

1.4. All submissions received by 4 p.m. on Friday 22nd November, 2019 will be taken into consideration prior to the making of the Variation.

1.5. Please note that in accordance with Section 19 of the Planning and Development (Amendment) Act, 2018 **all written submissions received by the Council shall, be published on the Cork County Council website within 10 working days of its receipt by the Council.** The planning process is an open and public process and therefore your submission (in part or in total) will be available to view online and at the Planning Offices of Cork County Council.

1.6. Cork County Council is subject to the requirements of the Freedom of Information Act, 2014 and to the **General Data Protection Regulations (GDPR) and Data Protection Act 2018.**

1.7. Please be aware that in order to process these submissions that contain certain GDPR Special Categories of data/Sensitive Personal Data as defined by Article 9 of the GDPR **explicit consent to the processing of the special categories of data must be provided by the person to whom the data refers.**

1.8. Personal information collected by the Council is done so for us to process your submission/observation. Legally we can process this information in the exercise of official authority vested in the Council. The protection of your personal data is a key priority for the Council and your data will be processed in line with our Privacy policy which is available at <https://www.corkcoco.ie/privacy-statement-cork-county-council> or hardcopy from our offices at County Hall, Carrigrohane Road, Cork.

- 1.9. Should you have any questions about our **privacy policy** or the information we hold about you please contact us by email to [dpo@corkcoco.ie](mailto:dpo@corkcoco.ie) or write to us at Data Protection Officer, Cork County Council, County Hall, Carrigrohane Road, Cork.

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## **Section 1 Purpose and Scope of the Variation**

### **Introduction and Background**

- 1.10. Cork County Council (the Council) proposes to vary the Cork County Development Plan 2014, as varied, (Variation Number 2).
- 1.11. In 2019 Cork County Council appointed consultants to carry out a Study on the Requirement for Retail Outlet Centre(s) in Metropolitan Cork.
- 1.12. This study is a high level strategic assessment of whether or not there is sufficient headroom to support the provision of a retail outlet centre in the Metropolitan Cork Area and if so to identify at a strategic level the sub catchment within Metropolitan Cork that is most suitable to accommodate such a facility. As part of this strategic assessment a number of sample potential sites were modelled in order to facilitate the carrying out of the strategic multi-criteria transport and retail assessment necessary to investigate the need and appropriateness of such a development in Metropolitan Cork.
- 1.13. The study has identified that that there is scope and retail potential capacity to accommodate a retail outlet centre in Metropolitan Cork. Having assessed a number of potential locations within a number of sub catchments against a range of considerations including retail impact, tourism synergy, traffic, access and public transport it was concluded that the most appropriate location for a Retail Outlet Centre in Metropolitan Cork is in the NE-2 sub catchment (N25).
- 1.14. The background document ‘Study on the Requirement for Retail Outlet Centre(s) in the Cork Metropolitan Area – Draft Final Report’ is available for consultation online at [www.corkcocodevplan.com](http://www.corkcocodevplan.com)

### **Form and Content of the Variation**

- 1.15. The text proposed in the variation is in addition to existing policy guidance on Retail Outlet Centres already contained in the plan as set out under Variation Number 1 of the 2014 Cork County Development Plan.
- 1.16. The proposed variation outlines the Council’s vision with regard to retail outlet centres and updates the existing text in the plan to clarify that a study on the Requirement for a Retail Outlet Centre in the Cork Metropolitan Area has been concluded.
- 1.17. The proposed text outlines that on the basis of the study the Council are satisfied that there is capacity for a retail outlet centre in the Cork Metropolitan Area and that the Council are satisfied that such a proposal should not have an adverse impact upon the vitality and viability of other retail centres. It outlines briefly a short rationale for this conclusion.
- 1.18. The text also recognises that the provision of a Retail Outlet Centre can be a significant benefit to the metropolitan economy and an important contributor to the life, vitality and attractiveness of Metropolitan Cork.
- 1.19. It outlines that a sub catchment analysis against a range of considerations including retail impact, tourism synergy, traffic, access and public transport concluded that the most appropriate location for a Retail Outlet Centre in Metropolitan Cork is the NE-2 sub catchment (N25 Corridor).

- 1.20. The Variation also proposes a new objective TCR 10-2 Retail Outlet Centre supporting the provision of a 'Retail Outlet Centre' in the County Metropolitan Strategic Planning Area NE-2 sub catchment (N25) as well as additional text supporting innovation in the County's retail offer".
- 1.21. The full text of Proposed Variation to the Cork County Development Plan 2014 is set out in Section 2 and should be read in conjunction with the Cork County Development Plan 2014, as varied.

## **Environmental Assessment**

### **Strategic Environmental Assessment**

- 1.22. Strategic Environmental Assessment (SEA) is the process by which environmental considerations are required to be fully integrated into the preparation and adoption of plans and programmes. It should be noted that results from the SEA process were fully considered and integrated into the preparation and making of this Variation. The Environmental Report is contained in Volume 2 Environmental Reports, of this Variation which is also available online at <http://www.corkcocodevplan.com/>
- 1.23. Cork County Council has determined under Section 13K of the Planning & Development (Strategic Environmental Assessment) Regulations 2004 that the Proposed Variation is NOT likely to have significant effects on the environment and a copy of its decision including, as appropriate, the reasons for not requiring an environmental assessment is also available for inspection.

### **Strategic Flood Risk Assessment**

- 1.24. In order to meet the needs of the Strategic Environmental Assessment process and the requirements of the Department of the Environment, Heritage and Local Government / Office of Public Works Guidelines, 'The Planning System and Flood Risk Management' (2009), Cork County Council carried out a Strategic Flood Risk Assessment of the proposed Variation. This provides an assessment of flood risk within the county and will inform land-use planning decisions in this and other plans. This assessment is contained in Volume 2 Environmental Reports Appendix A which is available online at <http://www.corkcocodevplan.com/>

### **Habitats Directive Assessment (HDA)**

- 1.25. In accordance with requirements under the EU Habitats Directive (43/92/EEC) and EU Birds Directive (79/409/EEC) and section 177 of the Planning and Development (Amendment) Act 2010, the impacts of the policies and objectives of all statutory land use plans on certain sites that are designated for the protection of nature under EU legislation, must be assessed as an integral part of the preparation of the Variation of the plan. This is to determine whether or not the implementation of plan policies could have negative consequences for the habitats or plant and animal species for which these sites are designated. This assessment process is called a Habitats Directive Assessment (HDA) and must be carried out at all stages of the plan making process.
- 1.26. Habitats Directive Assessment is an iterative process which runs parallel to and informs the preparation of the Variation. The proposed variation has been considered in the context of the Habitats Directive, and Cork County Council is satisfied that the proposed variation does not have the potential to give rise or contribute to negative impacts on any European

site. Accordingly, it is determined that there is no requirement for the Proposed Variation be subject to Appropriate Assessment.

## Section 2 Text of Proposed Variation No. 2

1. Amend Paragraph 7.10.5 Retail Outlet Centres (previously varied as part of Variation No. 1 of the County Development Plan 2014) as follows;

### Outlet Centres

In relation to Retail Outlet Centres the Councils vision is to;

“Facilitate an innovative competitive comparison retail outlet centre serving a regional catchment that is sustainably located, which provides synergies with tourism attractions and existing urban areas, avails of existing and planned public transport, does not give rise to traffic congestion, and does not have any adverse effects upon the vitality and viability of existing retailing centres.”

Section 4.11.4 of the Retail Planning Guidelines for Planning Authorities (2012) describes outlet centres as ‘groups of stores retailing end-of-season or discontinued items at discounted prices and are typically located in out-of-centre locations.’ Furthermore, the Retail Planning Guidelines highlight the following characteristics of outlet centres:

*‘The success of these outlet centres depends on attracting customers from a wide catchment area, and from the tourism sector. When they are located out-of-town on greenfield sites, they can divert a significant amount of expenditure on comparison shopping goods away from established city/town centres and tourist centres even some distance away. Nonetheless, outlet centres within or immediately adjacent to a city or town centre can generate commercial synergies with the established retail outlets, thereby raising the profile of the centre and enhancing aggregate turnover on retail goods and leisure activities.’*

*‘It should be recognised, however, that outlet centres are unlikely to succeed commercially in close proximity to the main urban centres in Ireland because retailers do not normally choose to trade at a large discount in direct competition with their high street outlets. However, experience shows that this constraint is unlikely to arise with smaller or secondary town centres, especially those in areas which attract large numbers of tourists.’*

*Retail Planning Guidelines for Planning Authorities (2012)*

Hence, having regard to the specific niche market that outlet centres operate within, applicants need to demonstrate that the products sold will not be in competition with those currently on sale in typical city/town centre locations. In addition, applicants can benefit from proposing a location that attracts large numbers of tourists.

Furthermore, potential locations of outlet centres should be such that they complement existing retail offerings / established tourist areas, and having regard to the foregoing, locations within Metropolitan Cork emerge as the most appropriate location to create those economic synergies.



Any proposal for an outlet centre must demonstrate that the proposal meets the following criteria:

- will accommodate predominantly the retailing of end-of-season or discontinued items;
- demonstrate that the products sold will not be in competition with those currently on sale in typical city/town centre locations;
- demonstrate ability to reinforce existing tourism sector;
- the provisions of the Cork County Development Plan and Metropolitan Cork Joint Retail Strategy;
- the sequential test set out in chapter 4 of the Retail Planning Guidelines for Planning Authorities;
- is in accordance with the Planning Guidelines on Spatial Planning and National Roads in that the proposal can demonstrate that the development will not adversely affect the efficiency of the national road network and key junctions and interchanges and that it can be demonstrated that traffic volumes can be accommodated within the design assumptions for such roads, taking account of the opportunities for encouraging a modal shift towards more sustainable travel modes;
- will be served by existing or planned public transport services;
- will make adequate provision for private car use;
- will be accompanied by a traffic impact assessment, demonstrating compliance with the above criteria; and,
- will take account of the vitality/viability criteria in respect of city/town centres set out in the Retail Planning Guidelines for Planning Authorities (2012) and avoid the incorporation of uses and activities, as part of the development, which are more appropriate to city and town centre location.

~~Cork County Council will undertake a detailed evidence based assessment to confirm the need for such developments and which will identify potential suitable locations.~~

**In 2019 Cork County Council appointed consultants to carry out a Study on the Requirement for a Retail Outlet Centre in the Cork Metropolitan Area. On the basis of the study's findings Cork County Council is satisfied that there is scope and retail potential capacity to accommodate a quantum of additional comparison retail floor space within the Cork Metropolitan Area and region up to 2023 of between 90,000 and 100,000 sq.m. of net retail comparison floor area. Therefore there is capacity to accommodate a Retail Outlet Centre in the Cork Metropolitan Area.**

**There are a variety of different Retail Outlet Centre formats and the success, and indeed impact of a Retail Outlet Centre is dependent upon the precise format chosen or proposed. The Council are satisfied such a proposal should not have an adverse impact upon the vitality and viability of other retail centres in Metropolitan Cork or the existing retail network/hierarchy as set out in Table 7.1. Metropolitan towns in particular generally offer middle order comparison retailing which is generally not in direct competition with the type of goods on offer in the typical Retail Outlet Centre format which seeks to attract customers from a wide catchment area and from the tourism sector. Furthermore there is a requirement on applicants to demonstrate that products sold will not be in competition with those currently on sale in typical city/town centre locations.**

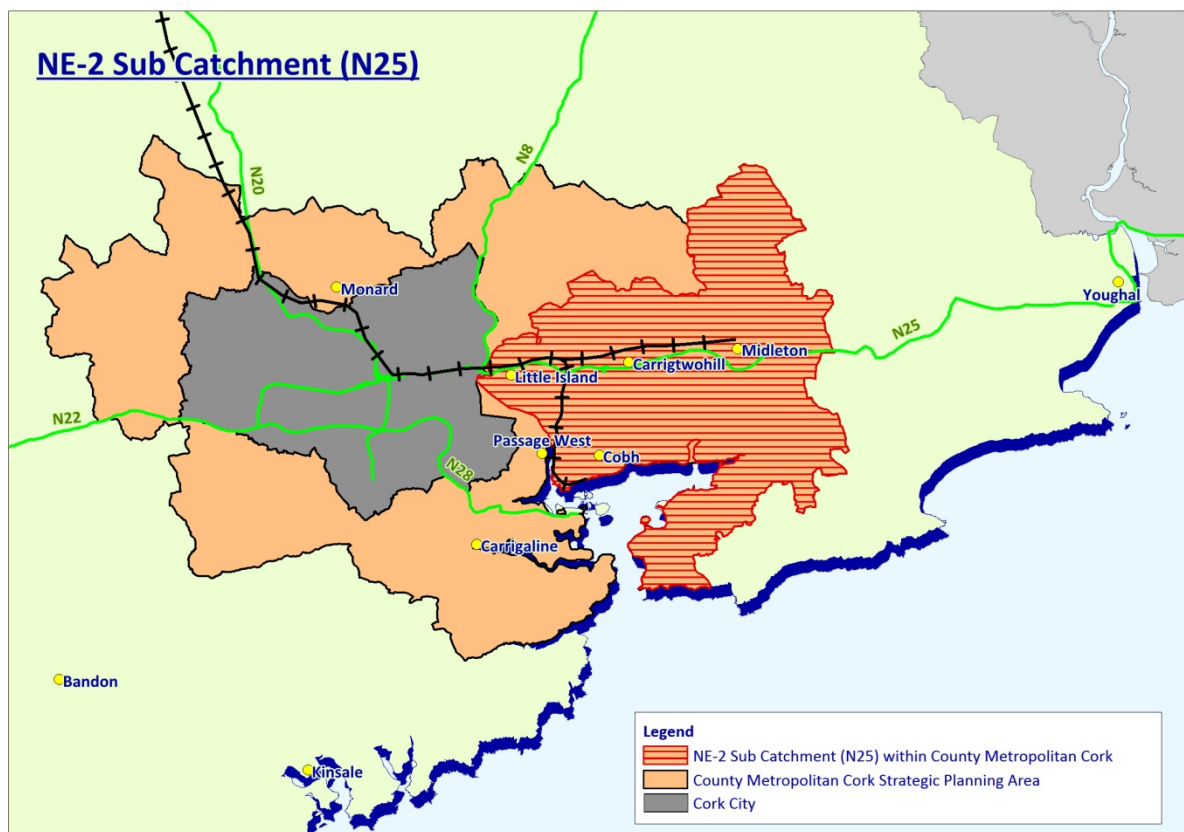
The provision of such a Retail Outlet Centre can be a significant benefit to the metropolitan economy and an important contributor to the life, vitality and attractiveness of Metropolitan Cork as well as an important asset to the wider southern region.

Having assessed a number of potential locations within a number of sub catchments against a range of considerations including retail impact, tourism synergy, traffic, access and public transport it was concluded that the most appropriate location for a Retail Outlet Centre in Metropolitan Cork is the NE-2 sub catchment (N25).

**County Development Plan Objective**

**TCR 10-2: Retail Outlet Centre**

**Support the provision of a Retail Outlet Centre in the NE-2 sub catchment (N25) of the County Metropolitan Cork Strategic Planning Area**



## **Other Categories of Retail Development**

Guidance in relation to other specific categories of retail development e.g. factory shops, retailing in small towns, rural areas and motor fuel stations where not specifically dealt with in this Plan shall be as outlined in the Retail Planning Guidelines

### **2. Insert new Section 7.10.6 Innovation in the County's Retail Offer as follows;**

#### **Innovation in the County's Retail Offer**

**To ensure that the county sustains and enhances its attraction and competitiveness as a retail destination, it must be proactive and responsive in respect of innovation in retailing and new retail market trends. Retailing is a key part of Cork County's tourism offer and, as such, is important to the county's economy as a whole. Encouraging and facilitating innovation, be that in trading format, location or product, will assist the county to build on the success that has been established to date and, consequently its retail profile and attraction.**