CHAPTER 3

Enterprise and Employment

Aim: To promote balanced and sustainable economic development and employment within the city, ensuring that a diverse range of economic sectors is developed and supported.

Introduction 14
Employment Activity in Cork City 14
Offices 16
Business and Technology (Office-based Industry) 19
Light Industry (and Related Uses) 20
General Employment Policies 22
Retail Policy 23
Commercial Leisure 33
Tourism 33
The Arts 34
Education and Health Sectors 36

Introduction

3.1 This chapter contains strategies and land use policies to guide the future economic development of the City, and includes policies relating to offices, office-based industry, light industry, general industry, retail, commercial leisure, tourism, the arts and the education/health sectors.

3.2 *The National Spatial Strategy 2002–2020* (NSS) seeks to encourage continued economic development in a way that is compatible with sustainability objectives. There is therefore a need to ensure a balanced approach to the planning of the City in order to secure sustainable economic growth, whilst having regard to the wider planning objective of sustainability. Land in employment use should be well served by sustainable transport modes such as public transport, walking and cycling. Where uses have a high density of employment (such as offices) they should ideally be located close to transport interchanges. The following objectives are based upon the principles set out in CASP.

Objectives

- **To provide attractive locations and sites suited to the needs of all sectors of industry.**
- **To provide for a diverse range of employment needs – Good balance in the quantities and diversity of employment opportunities so that people with a diverse range of skills levels can find work within the City.**
- **To provide accommodation for businesses of different sizes – To provide a choice of property in the market suitable for the demands of small, medium, and large businesses.**
- **To provide good spatial distribution of employment opportunities around the City in order that all areas of the City have access to locally based employment opportunities so as to reduce the need for travel in as far as it is possible to do so, with the main employment hub being the City Centre.**
- **To promote good quality working environments with access to essential local services within walking distance where possible.**
- **To maximise the use of available land, including the re-use of existing land and buildings in the City Centre, Docklands and the Blackpool valley.**
- **To promote the location of higher order economic activities in sustainable locations.**

3.3 Whilst the City has a small number of greenfield sites, the majority of development will occur on previously developed land in the City Centre and Docklands where there is a large capacity for development. In order to rejuvenate this area of the City it will be essential to create a development momentum sufficient to give the market confidence in bringing forward new sites.

Employment Activity in Cork City

3.4 The national economy experienced unprecedented growth in the last decade. Although this has slowed in the past couple of years, the scale of economic growth has resulted in the Irish economy expanding by over 50% between 1996 and 2001. Since 1991 the unemployment rate has been dramatically reduced from 10% to its current rate of circa 4%. The outlook for the near future remains uncertain. After five years of decrease, the unemployment rate began to increase at the end of 2001 in line with national trends. This trend continued throughout 2002.

3.5 The changing pattern of employment in the City has been recorded by employment surveys carried out by Cork City Council in 1986, 1996 and 2001. The full results of the 2001 survey are available separately to this Plan. The structure of employment in the Cork Metropolitan Area is well balanced and similar to the State's structure and consequently Cork's economy is likely to perform in a similar fashion to the national economy. Cork's local economy is not over reliant on any single sector and is thus well insulated from potential setbacks such as those experienced in the early 1980s.

3.6 Table 3.1 gives a comparative analysis of employment change in each of the City sectors over the period 1996–2001. All City sectors have shown increases, with approximately 40% of all employment located in the City Centre. Overall employment in the City increased by 23,709 jobs (49%).

TABLE 3.1

Employment change by City Sector 1996–2001

City Sector	1996	2001	Increase	% Increase
City Centre	19,207	28,968	9,761	51%
North East	5,169	8,393	3,224	62%
North West	4,601	4,824	223	5%
South Centre	3,601	5,113	1,512	42%
South East	6,235	9,643	3,408	55%
South West	9,761	15,252	5,581	58%
Total for City	48,484	72,193	23,709	49%

Figure 3.1 illustrates the change in employment activities since 1996. Service based industries (74% of total) continue to dominate the employment structure in the City. Professional services (mainly health and education), along with retailing have shown by far the largest increases in the numbers employed. Manufacturing employment has increased by 26% while personal services recorded a jump of 84%. **3.7**

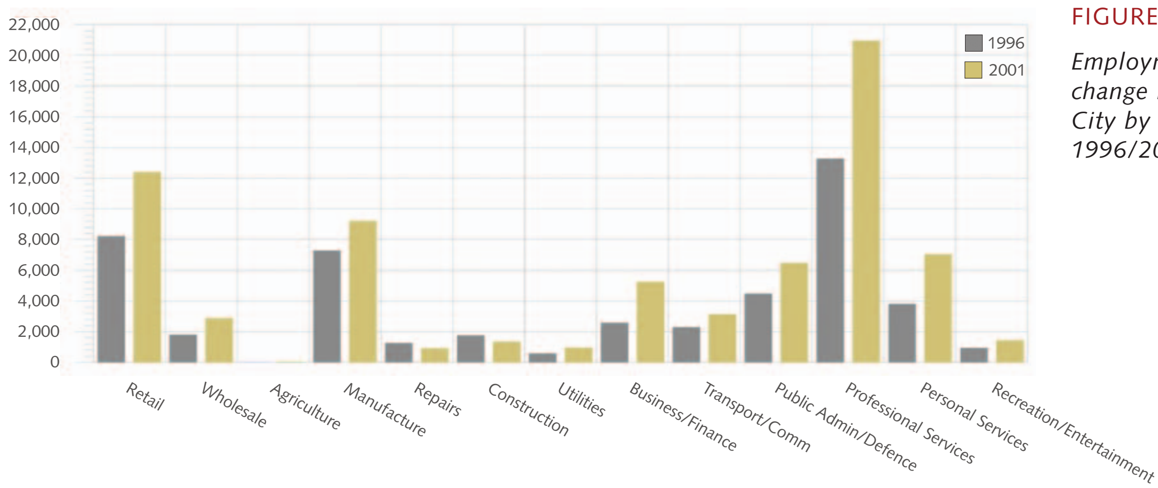

FIGURE 3.1

Employment change in Cork City by activity 1996/2001

Future Economic Development for the City

Looking to the future, CASP predicts that somewhere in the order of 16,000 new jobs will be created in Cork City between 2002–2020 *(CASP, 2001, p55)*, and predicts that many of these will be within the renewed Docklands area, with growth being at a rate of 0.8% – 1.8% per annum *(CASP, 2001, p107)*. CASP generated three alternative employment scenarios for the period 2002–2020: low, central and high. Even in the low employment growth scenario there is still substantial growth predicted. CASP argues that given the forecast profile of jobs growth and the very low unemployment rates, the availability of a supply of labour will be essential if Cork's potential is to be realised. The employment projections undertaken for CASP are based upon the Economic and Social Research Institute (ERSI) figures contained in their *1999 Medium Term Review*. **3.8**

The economic development policies in CASP provide the strategic planning framework for the Plan. CASP identifies the general quantum of development required by the market for each employment sector and general locations for that development. The precise locations, type and amount of development are matters for this Plan. **3.9**

The CASP goals statement seeks to create a highly competitive quality location in Cork City to facilitate the growth of an innovative and advanced (but balanced and robust) economy in the Cork region. Six key economic development themes are identified which underpin the planning and development strategy for the City Region and ensure that the local economy is in a position to aspire to achieve the sectoral economic projections set out in CASP *(CASP 2001, p. 95–96)*. **3.10**

1. The study area should exploit the foundation technologies of semi-conductor design, informatics and biotechnology. Equally, Cork should begin to develop a cluster area for digital media activities. Support will be given to facilitate the development of other clusters of excellence as identified by the IDA, Enterprise Ireland and others.

2. The local loop of the broadband telecom network needs better access.

3. The increased use of teleworking could be used as a means of reducing work-based trips and encouraging local employment opportunities in more rural parts of the study area.
4. The robustness of the City Centre needs to be sustained to ensure that it remains a driver of the area's economy. The re-use of vacant buildings, the development of a new office zone, the expansion of the retail area, and the encouragement of a Digital Media District in the City Centre are all key to enhancing the City's economy.
5. Expansion of university activity in the City is crucial to the development of research and development activities in the City region.
6. Growth of indigenous industry is important. There should be a strong emphasis on development of knowledge-based companies and the provision of the necessary infrastructure. The expansion of serviced office businesses depends greatly on the provision and availability of modern office accommodation.

3.11 In addition to the sectors identified in CASP, business/producer services are also very important to the City's economy, as they both contribute towards attracting inward investment and retaining existing enterprises. The development of this type of use will be an objective of the Plan.

3.12 To facilitate this economic development, a range of property types will need to be brought forward in Cork City.

- **City Centre Offices:** While existing City Centre office accommodation is close to full occupancy, planning permission has been granted for in excess of 37,000 sq.m. of additional third generation office space and there are opportunities in the expanded City Centre and Docklands for a considerable amount of additional high density, large, open plan, IT capable office space.
- **Local Office Centres:** The city region will have to offer small office space to accommodate local services provision. These will be appropriate in district and neighbourhood centres in Cork City.
- **Business and Technology Parks:** Developments to house office-based industries will most suitably be located in City Centre/Docklands locations and within the suburban business parks.
- **Science and Technology Parks:** These should be linked to the City's third level institutions. While Cork Business and Technology Park (Model Farm Road) currently meets demand, additional development land will be required. Both Docklands and Kilbarry are possible future locations.
- **Manufacturing Floorspace:** Significant changes in property provision for the manufacturing sector are expected during the Plan period, including the upgrading of existing property and the likely rationalisation of older industrial areas, including the Docklands area of the City.
- **Warehousing Floorspace:** Modern warehousing space is required to exploit Cork's growing role as a distribution node. Within Cork City the principal locations for this type of development are likely to be areas such as the Tramore Road, Docklands and other industrial zoned areas.
- **Retail Floorspace:** Additional floorspace for retailing and retail warehousing will be needed during the Plan period. Provision will be in line with the retail strategy outlined later in this chapter.

3.13 Commercial property developments within Cork City will be in direct competition with similar developments outside of the City's boundaries in Cork County Council's area. Whilst greenfield sites in the County Council area will be easier to develop, sites within the City have many advantages, including: location, proximity to third level education, proximity to other businesses (informal or formal clusters), services for employees, accessibility to public transport and high quality broadband telecommunications technology with the installation of the Cork Metropolitan Network.

Offices

3.14 Office uses form an extremely important part of the City's economy, and are particularly important to the viability of the existing office district in Cork City Centre, which has a vibrant mix of retail office functions, back office functions, professional services and public administration functions. Office activities are a major employer in the City Centre (c. 8,000 jobs) and the viability of this primary use is extremely important to the general health of the City Centre and aspirations to expand the Centre into Docklands. The presence of a large workforce in the City Centre also stimulates demand for retail and other personal services. For the purposes of the Plan the definitions of office uses are as set out below.

Retail offices

Retail offices are those where "financial, professional, other" services are provided principally to visiting members of the public. The primary location for retail office uses will continue to be the City Centre Commercial Core Area (CCA) (as defined in Chapter 9: Fig 9.1 City Centre Zoning Objectives) due to the extremely important role that retail offices play in the existing City Centre economy. The City Centre is considered the best location for this type of use because it is highly accessible. **3.15**

Retail offices will also be acceptable in district centres and neighbourhood centres if they provide a local service, but will not be permitted outside these zones within the suburban areas. The Council will support a mix of uses in these centres, including local services such as retail offices, to support a level of diversity for sustainability reasons. The City Council will also seek to secure residential uses as an important element of the appropriate mix of uses in these centres, primarily on upper floors. District centres will also be an appropriate location for personal and medical services providing a local service (see paras.10.119 and 10.120 regarding Wilton). The primary use of the district and neighbourhood centres will continue to be retail. **3.16**

Retail offices providing a local service will be an acceptable use in district and neighbourhood centres, subject to the maintenance of an appropriate balance between shopping and other services. The Council will seek to ensure that a balanced mix of uses is maintained, and proposals will be considered where they: **3.17**

- Serve a local need and are of a scale commensurate to the scale of the retail centre.
- Do not exceed 75 sq.m. per unit.
- Do not increase the proportion of ground floor frontage in retail office use above 25% in neighbourhood centres.
- Do not increase the proportion of ground floor frontage in retail office use above 10% in district centres.

Retail Offices POLICY **E1**

To facilitate and encourage retail office development in the City Centre, District Centres, and Neighbourhood Centres, at a scale compatible with the service function. Retail offices in district centres and neighbourhood centres should serve a local function and should generally not exceed 75 sq.m. in floorspace.

General offices

The following definition of general offices is proposed: **3.18**

- Financial, professional or other services (e.g. administrative) combining a retail office function with back office function.

- Administrative, financial or other professional services without, and not linked to, a retail office activity within the City.
- Offices of public administration (not serving a local area need).

3.19 CASP states that the expanded City Centre/Docklands should be the main focus for office development in the Cork Metropolitan Area between 2000–2020, and predicts a requirement of 143,260 sq.m. of space for that period. This equates to a demand for 7,300 sq.m. per annum, or 58,400 sq.m. for the Plan period 2002–2010. Demand for this space will most likely come from four potential generators:

- Institutional/corporate occupiers already based in Ireland.
- Inward investors.
- Indigenous businesses.
- New business sectors.

3.20 The new office quarter in the expanded City Centre/Docklands area will be the primary location for new general offices. This quarter will complement the existing office quarter in the City Centre and support its viability, contributing towards the renewal of underused/derelict sites in the City Centre and the regeneration of Docklands. The area is to the east of the existing commercial core area, and includes Lapps Quay, Albert Quay, and the two large mixed use opportunity sites at the Kent Station and Victoria Road precincts (see para. 9.29). The area has the potential to accommodate all of the office space requirement predicted in CASP, and more if the market requires it. Other major office developments are planned on Lavitt's Quay. Since March 2001, the baseline for calculations in CASP, over 40,000 sq.m. of office space has been given permission within Cork City Centre. Implementation of almost half of this accommodation has already commenced. The development of the new office quarter, and hence the improvement of the eastern end of the City Centre island, has therefore been started. The momentum already established must be maintained if the City Centre is to be expanded and the image of the City improved.

3.21 CASP predicts that there will be limited indigenous demand for offices and that it will be extremely important that this demand is targeted at the central area, rather than in other locations such as the edge of the City. This will reinforce the viability of central locations, City Centre regeneration initiatives, and assist the continuation of the momentum of new office development already established in the City Centre. This strategic approach to locating offices is also supported by the *Cork County Development Plan* (2003), which seeks to direct offices to the City Centre and town centre locations. The City Council will therefore resist development proposals involving new office buildings or the change of use of existing buildings outside of the expanded City Centre/Docklands area. The conversion of buildings to office uses in other locations will also not be acceptable as this would:

- further reduce demand in central areas for office space.
- deplete the existing stock capable of accommodating light industry/office-based industries.

3.22 As an exception, general offices and office-based industries (see definition below) will be permitted in Blackpool, both in Blackpool Village and in a new mixed use-area north of the shopping centre. As well as providing a more even distribution of office space around the City, the regeneration of the Blackpool corridor is a key objective of the Development Plan. The development of high employment density offices in this location will make an important contribution towards achieving this objective. Capacity exists on a number of sites in Blackpool Village and in North Blackpool (e.g. the *North Blackpool Site Development Brief* indicates the potential for more than 5,000 sq.m. of office space on this site alone).

3.23 The implementation of the *National Spatial Strategy* should also provide a potential source of demand for space from decentralised government offices. Such developments will be directed towards the City Centre/Docklands where they will contribute towards the achievement of a broad range of planning objectives including regeneration and sustainability.

POLICY **E2**

General Offices
To focus office development activity in the City Centre and Blackpool.

The City Council will consider exceptions to Policy E2 if the conversion of houses to office use relates to the necessary conservation of a protected structure or building of deemed heritage significance (see Chapter 6: Policy BE 15 for assessment criteria). **3.24**

Conversion of Protected Structures or Buildings of Historic Significance to Office Use POLICY **E3**

To resist the conversion of existing houses to offices, except where the development involves the renovation and conversion to a high standard of a protected structure currently in poor condition.

Business and Technology Industries (Office-based Industry)

The Irish economy has seen the emergence of a new and exciting range of industries in recent years that provide services and products in an office environment. These industries employ large numbers of people within the following sectors: software development, information technology, telemarketing, commercial research and development (e.g. laboratories), data processing, publishing, media recording; media-associated activities. These uses will be appropriate in principle on sites zoned for business and technology. **3.25**

Exceptionally, companies providing technical professional services to industry may be considered an office-based industry where they occupy spaces greater than 1,000 square metres and the provision of large quantities of operational parking is essential to the functionality of the business (for example, those servicing the manufacturing and construction industries). Permissions for this type of development will be for a single user, and proposals for the future sub-division of properties into smaller units will not be permitted. Light industrial uses will be permitted in areas zoned for business and technology although the market will tend to push such property up in value according to evident demand. **3.26**

Within Cork, office-based industries have generally been located in a range of suburban business parks in locations close to third level education institutions and on sites considered to have high levels of car-borne accessibility, such as Lough Mahon and Model Farm Road. These sites will continue to be attractive locations to office-based industries. **3.27**

CASP predicts that there is a requirement for approximately 18 hectares (113,000 sq.m.) of business park space for the period 2001–2020 for the whole Cork Metropolitan Area, or 7.7 hectares (39,200 sq.m.) for the Plan period 2003–2010. Sites within the City will be in direct competition with sites in the County Council area where significant permissions have been granted. **3.28**

Due to the high density of employment within office-based industries it is essential that all developments are in locations accessible to public transport and other sustainable modes of transport. The most desirable **3.29** location for this type of industry will therefore be within or adjacent to the City Centre. The development of office-based industries in other locations will be subject to mobility management plans that facilitate future public transport and sustainable mode access (see Chapter 4: Policy T12). The primary new locations for office-based industries in the Plan period will be Docklands and Kilbarry/Blackpool. Both of these locations have the potential to become highly accessible with proposed improvements to public transport provision. Significant developments in this sector have also been granted permission at Lough Mahon Road/Bessboro Road. A proposed 'Green Route' from Mahon to the City Centre (the actual route as yet to be determined) will facilitate frequent and reliable bus services from this area to the City Centre, further improving its accessibility.

POLICY **E4**

Business and Technology

To promote and encourage the expansion of the office-based industry sector and to accommodate these industries in sites zoned for that use, subject to:

- *Satisfactory mobility management plans being implemented.*
- *Appropriate pedestrian linkages with existing local services being provided or if this is not possible an appropriate range of local services being provided at a scale commensurate to the nature of any development..*

Science and Technology Parks

3.30 Science and technology parks are developments designed to accommodate commercial research, development and innovation enterprises, and involve production of high technology outputs.

3.31 The critical component of this type of development is that they have formal and operational links with third level educational institutions or research facilities, and generally involve the transfer of technology and business skills. There is considerable demand for this type of development as the potential links with educational institutions offer functional and associational links, but most importantly physical proximity provides status and prestige for potential occupiers.

3.32 CASP states that there is a requirement for one or two science and technology parks related to education facilities for the period 2001–2020, generating a demand for 9.6 hectares (or 48,000 sq.m. of space). The rate-limiting step for this type of development in the City will be the procurement of new third level education facilities.

3.33 The City Council's preferred locations for this type of development are Docklands and Kilbarry. The Council will work with UCC, the NMRC, and CIT to promote the development of new research facilities in these locations in order to make science and technology parks viable in the City. The Docklands site is subject to a site specific development objective *(see Chapter 9: Policy CC16)* due to the importance of the third level institution and the special nature of the site.

POLICY **E5**

Science and Technology

To promote and encourage the expansion of the science and technology sector and to accommodate these industries in sites identified for that use, subject to:

- *Satisfactory mobility management plans being implemented.*
- *Appropriate pedestrian linkages with existing local services being provided or if this is not possible an appropriate range of local services being provided at a scale commensurate to the nature of any development.*

Light Industry (and related uses)

3.34 This zoning objective allows for light industrial and a range of related uses that would be suitable for location on industrial estates within the City, as it is not possible to zone for all types of uses separately. In addition to light industrial uses which involve the manufacture of physical products the following uses will be acceptable within this zoning: warehousing and distribution, wholesaling, trade showrooms, retail showrooms (where ancillary to manufacturing, fitting and trade) and incubator units. Pure retail warehousing will not normally be permitted in these areas. Crucially, the range of uses within this zoning will be compatible with residential amenity, although lower order uses will be acceptable providing they do not directly have a negative impact on residential amenity or a negative impact on the functionality and viability of adjacent commercial uses. Light industrial uses may also be acceptable within areas zoned for Residential, Community and Local Services *(see Chapter 10: para.10.3).*

Light industrial uses play a key part in the economy of the City. Businesses in this sector employ over 9,000 people, and are extremely important in that they provide opportunities for those with low and medium skill levels. The City Council will aim to ensure that a range of sites in accessible locations, are provided for in the Plan. **3.35**

There is a limited supply of greenfield sites available for light industrial development within the City in locations such as the Blackpool Valley, Kilbarry and Hollyhill. The South Docks area provides considerable opportunity for light industrial use on previously developed land. There may also be additional capacity to redevelop/intensify the use of other smaller existing estates. The Port Of Cork Company has a substantial land holding at Tivoli Industrial Estate, which includes the container terminal and a number of port-related uses. A significant proportion of uses on the estate are not compatible with residential amenity, and therefore the site is zoned for "General Industry". As well as the dock itself, there are two designated SEVESO II sites (see Chapter 7: Policy ENV 28), which limit the type of development that can happen within close proximity. However, there is potential for some of the estate to be intensified in use or redeveloped, whether or not the container terminal is relocated to the lower harbour, or the SEVESO II uses relocated. The estate is suited to redevelopment for light industrial (and related uses) but could be necessary to accommodate uses relocated from the City quays. If space becomes available by relocation of port related activities in the future, the development of a Business Park is also an option (see below for policy on such activities in industrial areas). **3.36**

In addition, there are a number of other general industrial uses within the City which will continue operations. These are not zoned for 'general industry' because either they are too small in area to give a specific zoning, or the Council would not resist their redevelopment in the medium-to-long term for light industrial use in order to make them more compatible with residential amenity. **3.37**

In order to provide for small, medium and large businesses there is a need for a balance in the range of accommodation being developed, with units in a variety of locations, on sites of a variety of scale and with a range of unit sizes. **3.38**

There is a shortage of available light industrial accommodation within the City. This is a result of the lack of available sites and a tendency for industrial stock and land to be lost to other uses (e.g. retail warehouses and office-based industry). Within the City Centre there are many small businesses still trading. Where these are compatible with residential environments the City Council will encourage them to remain in their present locations as they provide a valuable source of employment to local populations. However, many light industrial uses will be displaced as central areas are redeveloped. The City Council would prefer to facilitate the relocation of existing businesses to locations within the City wherever possible. **3.39**

In order to enable the City's economy to thrive and compete in the regional economy and for reasons of sustainability and social inclusion it is important that existing industrial estates are protected in order to maintain an adequate supply of light industrial property in the market. The general strategy is therefore to retain existing industrial areas, apart from those areas specifically identified for office-based industry or renewal. Chapter 9: City Centre and Docklands and Chapter 10: Suburban Areas provide detail on an area basis. Offices will only be permitted within light industrial areas where they are ancillary to other uses considered acceptable. Office-based industries will not be permitted within light industrial areas unless they are ancillary to a primary industrial use or it can be demonstrated, by means of a full market appraisal, that there is not demand for accommodation for light industrial and related uses. **3.40**

A market appraisal should include a report on the vitality of the light industrial market sector, including evidence of efforts to market the property, details of the marketing strategy, comparison to property in the local, city-wide, and metropolitan market. Permission will be granted where it does not have an adverse impact on the future of industrial estates to remain in industrial use by driving up rents to unsustainable levels. Permission will not be granted for the conversion of individual units on estates comprising multiple unit buildings. **3.41**

Light Industrial Uses POLICY **E6**

To promote the expansion of the light industry sector and to accommodate light industrial uses on sites identified for such uses. Industrial estates in light industrial use should be retained in order to maintain an adequate supply of light industrial property in the market. Proposals involving the loss of light industrial uses will be resisted unless it can be demonstrated that there is an absence of demand for accommodation to provide for this sector.

POLICY **E7**

Light Industrial Accomodation – Balanced Provision
To ensure that there is a balance between the provision of accommodation for small, medium and large light industrial businesses.

POLICY **E8**

Offices/Office-based Industry in Industrial Areas
Proposals for office development or office-based industry will not normally be permitted in light industrial areas unless they are ancillary to a primary industrial use.

Incubator Units

3.42 The function of incubator units is to provide low-cost, small-scale workspaces for new enterprises. The occupation of such units is flexible in nature and facilities and services are shared. These units have traditionally been focused towards light industrial/art and craft sectors but could be aimed at any small business niche.

3.43 CASP identifies the need for a number of incubator units in the Cork area as these will make a positive contribution towards enterprise development in the City, with Blackpool suggested as one possible location for the City. Other appropriate locations could include the City Centre (Shandon, South Parish, Docklands) and suburban areas, such as Mahon, Togher, Knocknaheeney and Mayfield which have experienced high levels of unemployment.

POLICY **E9**

Incubator Units
To promote and facilitate the development of incubator units in association with other agencies in the context of local community need.

General Employment Policies

Areas of high unemployment

3.44 Whilst the overall rate of unemployment is generally in line with the national average of 4%, there are a number of areas in the City that suffer from significantly higher rates of unemployment and a range of related socio-economic problems. The Council strategy will be to identify sites accessible to those areas of higher unemployment in order to promote development capable of providing job opportunities that meet the existing skills and aspirations of residents. The City Council will work to address specific socio-economic issues and will form partnerships with local communities, specialist agencies and government departments. Other policies in Chapter 5: Social Issues and Housing seek to address wider social issues.

POLICY **E10**

Areas of High Unemployment
To facilitate the growth of employment opportunities in areas of the City with relatively high rates of unemployment in partnership with other agencies.

Protection of existing employment uses

3.45 The City Council is committed to ensuring that there is a mixture of uses in all areas of the City, for reasons of accessibility and sustainability, and will use its development control powers to discourage changes of use of existing industrial premises (outside industrial zoned areas) to non-employment uses. Light industrial use will be the Council's first preference for redevelopment. Where developers can demonstrate that the redevelopment of existing industrial buildings / sites is not viable then the Council will consider redevelopment for other employment uses providing they do not conflict with other policies in the Plan (such as those relating to offices and retail). Applicants would need to demonstrate by means of a market appraisal that there is not a demand for the existing use, and that its continued use is non-viable with likely rental levels. Redevelopment should include, where practical, a mixture of uses including light industry and related employment uses on a portion of the site. One way of achieving this would be to incorporate live-work units designed to include studio workshops (see Policy E14).

POLICY **E11**

Protection of Existing Uses
To protect existing sites in industrial use from pressure for alternative development (apart from on sites identified for other purposes in the Plan). Where industrial sites in predominantly residential areas require redevelopment due to functional obsolescence the City Council will consider their redevelopment for a mix of uses including residential.

Non-conforming uses

In relation to change of use, expansion or intensification of uses which do not conform to the zoning objectives for an area, the City Council will consider each case on its merits having regard to the impact on the surrounding environment. This policy does not apply to the Docklands area where a different policy applies due to the City Council's ambitions for redevelopment of this area (see Chapter 9: Docklands Section). **3.46**

Non-conforming Uses
Where industrial undertakings exist as non-conforming established uses it is the policy of the City Council to facilitate their continued operation provided they do not seriously detract from the zoning objective for that area or from residential or other amenity. POLICY **E12**

Home-Based Economic Activities

Home-based economic activities are small-scale commercial activities carried out by residents of the dwelling, which are ancillary to the main use of the property as residential accommodation. The Council accepts the need to accommodate these activities and recognises their importance in terms of employment creation and the achievement of sustainability. Such uses might include childcare provision (such as creche, nursery school, playschool), art-based activities (such as painting, craft, workshops), and single-person offices (such as professional services where public access is not a normal requirement). **3.47**

These activities can take place within existing buildings or in new "live-work" building types specifically designed to be flexible enough to accommodate home-based economic activities. This latter form of development will be appropriate in sustainable locations within the City Centre/Docklands, and close to District and Neighbourhood Centres (see Chapter 11: para. 11.49 for further details). **3.48**

Home-based Economic Activities
To permit home-based economic activities where, by virtue of their nature and scale, they can be accommodated without detriment to the amenities of residential areas. POLICY **E13**

Live-Work Units
To promote and encourage the development of live-work units capable of accommodating home-based/small business activities in areas around the City Centre and other sustainable locations. POLICY **E14**

Retail Policy

The Joint Retail Strategy for Cork

The *Retail Planning Guidelines (Department of the Environment and Local Government, December 2000)* require the larger urban areas of the Country, including Cork City and County, to prepare retail strategies and policies for their areas. The strategies, to be included in all future development plans, are to comprehensively address the following matters: **3.49**

- Confirm the retail hierarchy, the role of centres and the size of the main town centres.
- Define the boundaries of the core shopping areas.
- Identify the additional floor-space requirements.
- Preparation of policies and action initiatives to encourage the improvement of town centres.
- Identification of criteria for the assessment of retail developments.

Cork City Council and Cork County Council jointly commissioned consultants to prepare the *Cork Strategic Retail Study* (December 2002), hereafter referred to as the CSRS. The strategy set out herein is based on the findings of that study. The planning authorities in Cork including the City and County Councils, and the nine Town Councils, will adopt the strategy and include it within their development plans. It forms the agreed basis on which each authority will formulate appropriate development plan objectives or policies for retail development in its area and will be used in the determination of applications for planning permission. **3.50**

POLICY **E15**

Role of the Retail Strategy

- *To include the Cork Planning Authorities Joint Retail Strategy in current and future development plans together with appropriate objectives that will secure its implementation.*
- *To have regard to the Retail Planning Guidelines for Planning Authorities, in determining planning applications for retail development.*

Retail Hierarchy

3.51 At the heart of this strategy is a hierarchy of retail locations that forms the basis for determining the quantum and location of new retail development. This is summarised in Table 3.2 below.

TABLE 3.2

Cork Retail Centres Hierarchy

Description	Location
Regional centre	Cork City Centre
Town/District Centre	**Town Centres:** Bandon, Bantry, Charleville, Clonakility, Dunmanway, Fermoy, Kanturk, Macroom, Mallow, Millstreet, Mitchelstown, Skibbereen, Youghal, Cobh, Kinsale **District Centres:** Blackpool, Wilton, Mahon Point, Douglas, Ballincollig, Carrigaline, Midleton
Neighbourhood Centres	Ballyvolane, Bishopstown, Bishopstown Court, Blarney, Carrigtwohill, Castletownbere, Doneraile, Glanmire – Riverstown, Hollyhill, Newmarket, Passage West, Schull, Togher, Tower. Plus: Other specific locations defined in Development Plans & Local Area Plans
Local shops	Various urban locations and rural villages, in accordance with objectives set out in Development Plans and Local Area Plans
Retail Warehouses	Kinsale Road and district/town centre or edge of centre locations defined in the Development Plans

Cork City Centre

3.52 Cork City Centre is the primary retail centre in the County and the focus for comparison retail development. The City Centre dominates the shopping hierarchy in the County to the extent that almost 40% of all the retail floorspace in the County is contained within it. It currently supports 105,000 sq.m. of net retail floorspace, of which 89,600 sq.m. (or 85%) is for comparison goods.

3.53 Cork City Centre provides the main venue for higher order comparison goods and "fashion" goods within the Cork Metropolitan Area. It is therefore at the top of the hierarchy within the region. The CSRS proposes, in line with national guidance, that the dominant position of the City Centre be protected in terms of comparison goods, and particularly higher order comparison goods.

POLICY **E16**

Strategic Role of Cork City Centre

- *To acknowledge Cork City Centre as the primary retail centre in the County and the focus for comparison retail development.*
- *To recognise the need for Cork City Centre to expand and improve the quality of the retail experience offered to meet its planned role as a retail centre of international importance.*

Town/District Centres

3.54 Blackpool, Douglas and Wilton function as the district centres within the urban area of the City. These will be joined with the development of Mahon Point. These centres are characterised by a mix of comparison shopping and convenience shopping. They all contain a significant amount of comparison goods floorspace. The new district centre at Mahon Point is currently under construction and on completion will provide a 2,800 sq.m. convenience food-store, 11,000 sq.m. of comparison shopping floorspace and 6,500 sq.m. of retail warehousing.

In recent years, district centres located in the suburbs of Cork City have expanded relatively rapidly when compared to trends in the City Centre. If the planned development of the City Centre and the metropolitan towns is to succeed, then it will be appropriate to allow only modest expansion of the three existing suburban district centres of Blackpool, Douglas and Wilton until 2006, after which all significant new comparison goods floorspace in the City will be focussed on the City Centre. **3.55**

The metropolitan towns of Ballincollig, Carrigaline and Midleton have also been designated as district centres in the retail hierarchy. Ballincollig and Carrigaline fulfil the role of serving their immediate catchment while Midleton has a recognised role as a self-sustaining satellite town serving a wider area. The rapid growth rates envisaged suggests that there will be a requirement to continue to plan for retail growth underpinning the commercial core of these towns. **3.56**

The ring towns have relatively greater independence from the City Centre and serve well-defined catchments. It is important that they maintain their attractiveness as self-sufficient towns by developing the range and quality of retail development in their town centres. These towns will be encouraged to improve their town centre retail functions, within the capacity of their respective catchments, with emphasis upon central retail expansion as a priority. Mallow is a particularly important location as it is identified as an expansion hub in the National Spatial Strategy and a key centre for retail development in North Cork in the *Cork County Development Plan (2003).* **3.57**

The largely self-sufficient county towns of North and West Cork are also designated as town centres in the retail hierarchy. They are located further away from the influence of Cork City and its metropolitan area, have well defined catchments and are centres for convenience and comparison retail development often serving extensive rural areas. Although the rate of population growth for these towns is generally lower, they are the principal locations for both convenience and comparison retail development in the rural areas of the County. **3.58**

POLICY **E17**

Strategic Role of Town/District Centres

- *To acknowledge the importance of Town/District Centres in providing a wide range of both convenience and comparison shopping in locations close to significant centres of population.*
- *To recognise the need to carefully control the future expansion of the suburban District Centres so that the planned development of Cork City Centre and the Metropolitan Towns can be successfully achieved.*
- *To plan for retail growth in the Ring and County Towns, in line with planned population growth, underpinning the commercial cores of the towns*

Neighbourhood Centres

Neighbourhood centres share many characteristics with town/district centres but generally serve smaller, more localised communities. These include various suburbs of Cork City, some satellite town centres, suburbs of satellite, ring and county towns or the major rural villages. In the retail sector, there is greater emphasis on food and convenience goods and these centres are typically anchored by a convenience shop, often a supermarket, but should also include a limited range of comparison shops, service outlets, community services (e.g. childcare, libraries), and possibly retail offices (e.g. banks) to serve a local need. They should be the location for new community services, be served by public transport, and may also include one or more public houses. Anchor supermarkets in neighbourhood centres should be medium-sized (up to 1,000-1,500 net sq.m. max.). **3.59**

Whilst the more significant neighbourhood centres are specifically identified in the Cork Retail Centres Hierarchy (see Table 3.2), additional neighbourhood centres for Cork City are identified in Table 3.3. **3.60**

TABLE 3.3

Existing Neighbourhood Centres

Area	Location
City Centre	Shandon Street, Barrack Street, St Luke's Cross
Northern Suburbs	Ballyvolane, Blackpool Village, Dillon's Cross, Hollyhill, Mayfield
Southern Suburbs	Ballyphehane, Bishopstown, Blackrock, Mahon (Avenue de Rennes), Skehard/ Church Rd, The Lough, Togher, Turner's Cross, Magazine/Bandon Road

3.61 In addition to those centres identified in Table 3.3, two new neighbourhood centres are proposed to serve the needs of the regenerated Docklands area, at Victoria Road/Centre Park Road and North Docks/Lower Glanmire Road. Other neighbourhood centres may be required to provide for local needs.

3.62 Existing neighbourhood centres tend to fall into one of two categories:

- A purpose-built shopping centre/parade of shops associated with suburban developments;
- A group of businesses clustered around a former village centre.

3.63 These centres serve a local shopping function, providing retail outlets/services in a location that is within walking distance of the surrounding area. Such centres provide an essential amenity for residential and employment areas and it is important that they are maintained for reasons of accessibility and sustainability. New neighbourhood centres or the development or redevelopment of sites (e.g. supermarkets) within centres should be of a high standard of urban design, relating well to the public realm, and include a range of uses both vertically and horizontally. The future of existing and proposed centres is dealt with in both Chapter 9 and Chapter 10.

POLICY **E18**

Strategic Role of Neighbourhood Centres
To acknowledge the importance of neighbourhood centres in meeting local needs primarily for convenience shopping but also for a range of comparison goods.

Local shops

3.64 These shops serve immediate local needs only and provide primarily convenience goods within residential, commercial or mixed-use areas. The amount of floorspace provided is small in size and it may be appropriate to group a small number of local shops together to create more sustainable development forms.

3.65 The planning authorities may identify local shopping locations when preparing development plans and local area plans but retail development at this scale may, if appropriate take place as an ancillary element of proposals that are predominantly for other uses (e.g. housing, industry etc.). In the case of Cork City new local shopping may be required at Victoria Cross and close to Model Farm Road/Rossa Avenue to serve new residential development and to provide for local needs. New local centres should be provided at Victoria Cross and near the junction of Model Farm Road/Rossa Avenue to provide for local needs.

POLICY **E19**

Strategic Role of Local Shops
To acknowledge the importance of local or corner shops in meeting local shopping needs.

Core Shopping Area Boundaries

3.66 Core Shopping Areas are usually based around a compact retail core, incorporate a range of other activities and rely on high levels of accessibility, particularly for public transport, cyclists, and pedestrians. Centres will provide a range of uses appropriate to their scale and function.

3.67 In all these centres it is important to develop and maintain a compact core where retail and commercial uses are close enough to each other to benefit from each other's pedestrian flows. To maintain the role of such areas, new development must enhance both their attractiveness and safety for pedestrians and reinforce the diversity of uses throughout the day and evening.

3.68 The boundaries to the existing Cork City Centre Retail Area (see Chapter 9: Fig 9.1), district, town and neighbourhood centres will be defined in development and local area plans. It is important to identify these core areas so that an appropriate framework of objectives can regulate new development so that it occurs at the correct scale and in the right locations. These areas will form the primary focus and preferred location for new retail development.

As far as possible, new development will be located within these core areas. Where it is not possible to provide the form and scale of development that is required on a site within the core area then consideration can be given, normally through development and local area plans, to a site on the edge of the core area. An edge of centre site, for the purposes of this Plan, is taken to be one that is within an easy and convenient walking distance from the primary shopping core of a centre. There will be a presumption against development elsewhere unless it can be clearly demonstrated that there is an overriding need in the public interest for the proposed development and it is of a scale appropriate to the size of the centre in order to minimise the potential for adverse impact. **3.69**

POLICY **E20**

Core Shopping Area Boundaries

- *Core shopping areas will form the primary focus and preferred location for new retail development, appropriate to the scale and function of each centre.*
- *Where it is not possible to provide the form and scale development that is required on a site within the core area then consideration can be given to sites on edge of the core area, although this will normally occur through development and local area plans.*
- *There will be a presumption against retail development in other locations.*

The Need for Additional Floorspace

In this strategy, the quantity of additional floorspace required by the market to the year 2011 is based on the findings of *The Cork Strategic Retail Study* (CSRS) and this is summarised in Table 3.4: Additional Retail Floorspace (Convenience Shopping) and Table 3.5: Additional Retail Floorspace (Comparison Shopping and Retail Warehousing) below.[1] **3.70**

TABLE 3.4

Additional Retail Floorspace (Convenience Shopping) 2001–2011

(net sq.m.)

Location	Convenience Shopping 2001-2006	Convenience Shopping 2006-2011	Total Convenience Shopping 2001-2011
Cork City Centre	500	2,000	2,500
Suburbs of Cork	3,500	3,000	6,500
Mahon Point *(existing planning permission)*	2,800	0	2,800
Metropolitan Cork Towns	5,500	4,500	10,000
Ring Towns	3,000	3,000	6,000
County Towns	1,500	2,000	3,500
TOTAL (net sq.m.)	**16,800**	**14,500**	**31,300**

TABLE 3.5

Additional Retail Floorspace (Comparison Shopping & Retail Warehousing) 2001–2011

(net sq.m.)

Location	Comparison Shopping 2001-2006	Comparison Shopping 2006-2011	Total Comparison Shopping 2001-2011	Retail Warehousing 2001-2011
Cork City Centre	19,000	33,000	52,000	-
Suburbs of Cork	7,000	2,000	9,000	10,500
Mahon Point *(existing planning permission)*	11,000	-	11,000	6,500
Metropolitan Cork Towns	11,000	8,000	19,000	21,000
Ring Towns	8,000	4,000	12,000	12,000
County Towns	6,000	5,000	11,000	
TOTAL (net sqm)	**62,000**	**52,000**	**114,000**	**50,000**

The quantities of additional floorspace identified in Tables 3.4 and 3.5 are, generally, to be interpreted as guideline targets. In addition, it is considered acceptable to aggregate figures for the two time bands 2001–2006 and 2006–2011 where it is likely that developments will not come on stream until 2006. It will be necessary to monitor and if appropriate adjust these figures over the ten-year period to which they apply to reflect the changes that may occur in Cork City, Cork County and the retail market. However, in order to encourage the scale of development required, particularly in the City Centre, there will be a clear presumption against comparison shopping development in the suburbs of Cork above the **3.71**

[1] The Council will use Annex 1 to the Retail Planning Guidelines (DOELG, 2000) to define convenience goods and comparison goods.

guideline targets indicated in Table 3.5. Development proposals for convenience shopping will need to comply with the capacity established in the maximum convenience floor-space requirements contained in Table 3.4, except where it can be demonstrated that there is not a significant retail impact on other centres (taking account of the guidance given in paras. 3.73 – 3.77).

3.72 In the towns, development of strong, fully competitive convenience anchors may be a precondition for attracting enough shoppers to support an enhanced comparison role. As a result, the mix of new convenience/comparison space which developers wish to supply may not match projected growth in demand, because they will see large convenience retail outlets as essential anchors for new town centre shopping complexes, while there are some supply constraints on fully meeting demand for comparison space. This may result in a need to permit new convenience space that cumulatively exceeds the convenience allocation for these towns in order that they can also develop as comparison centres. If this proves necessary, the retail property market may offset any resulting imbalance by reallocating less competitive existing convenience space to comparison retailing, thereby reducing the need for new comparison space.

POLICY **E21**

Additional Retail Floorspace

- *To ensure that there will be a clear presumption against comparison shopping development in the suburbs above the guideline targets indicated in Table 3.5.*
- *To recognise that, in the towns, the development of strong, fully competitive convenience anchors may be a precondition for attracting enough shoppers to support an enhanced comparison role. This may result in a need to permit new convenience space that cumulatively exceeds the convenience allocation for these towns in order that they can also develop as comparison centres.*

Strategic Guidance on the Location and Scale of Retail Development

Cork City Centre

3.73 At the heart of the future strategy is the need to enable Cork City to perform more effectively as both a high level retail and leisure destination and, in the longer term, to move the City forward to become a truly international City. This longer-term aspiration will take time. Consequently, over the next five years every effort will be made to bring forward the development on key sites indicated in this Plan.

3.74 The urgent requirement, therefore, is to replicate the recent development activity outside of Cork City with new schemes in the City Centre, or on its edge. Accordingly, there will be a clear presumption against comparison shopping development in the suburbs of Cork City above the targets indicated in Table 3.5.

3.75 In the period up to 2006, it is noted that there is only a limited requirement for additional convenience development in the City Centre (see Table 3.4). After this period, it may be appropriate to develop a medium sized food-store/food-hall, perhaps associated with new commercial or residential development associated with planned growth in the central area population.

Cork Suburbs

3.76 The new district centre at Mahon Point is under construction and this will meet short-term demands for comparison floorspace. The additional comparison floorspace proposed for the suburban areas of the City will allow for the limited expansion of the three district centre locations at Blackpool, Douglas and Wilton, as well as allowing for the development of some lower grade comparison floorspace within the neighbourhood centres.

3.77 Once the development of the Mahon Point centre is complete, there will be little potential for additional large-scale foodstore provision in the suburbs of Cork, although there is some remaining potential for smaller scale expansions. Within the Cork City suburbs there should be a reasonable distribution of the available floor-space between the three existing district centres and in neighbourhood centres, in order to avoid an imbalance of provision and ensure equality of access.

Metropolitan Cork Towns

3.78 Development should be focussed in the key main Metropolitan towns and not dissipated to peripheral fringes of the Metropolitan area. Ballincollig to the west and Midleton to the east of Cork are the major centres into which such provision should be allocated. Blarney and Cobh can accommodate additional floorspace serving the tourism market. Carrigaline is also a strong retail centre which has capacity to accommodate a reasonably balanced expansion of comparison shopping along with the expansion of convenience shopping. Development should be spread between these towns.

Centres Outside Metropolitan Cork

There is also scope for expansion of the Cork town centres in response to planned population growth. Provision will be made in development plans for the distribution of proposed new retail development amongst these towns. Priority will be given to those locations that serve a particularly important strategic role or have a clearly defined rural catchment area. **3.79**

Location and Scale of Additional Retail Floorspace POLICY **E22**

- *To promote Cork City Centre as the prime location for new retail development, particularly, higher order comparison shopping.*
- *Within the Cork City Suburbs, the available floorspace should be distributed around the three existing district centres and in neighbourhood centres, in order to avoid an imbalance of provision.*
- *Within the Metropolitan Cork Towns, the available floorspace should be distributed among the main centres at Ballincollig, Midleton and Carrigaline, whilst also allowing for new floor-space at the principal neighbourhood centres, in order to avoid an imbalance of provision.*
- *To encourage an appropriate mix of convenience and comparison shopping in the ring towns and county towns outside Metropolitan Cork, through appropriate objectives in development plans.*

Retail Warehouses and Retail Parks

Retail warehouses are large single-level stores specialising in the sale of household goods and bulky items catering mainly for car-borne customers. They have a minimum size of 700 sq.m. There will be a presumption against their sub-division resulting in units less than this minimum size. It will be a requirement that the range of goods sold be restricted only to the sale of bulky household goods including carpets, furniture, automotive products, white electrical goods and DIY items, garden materials, office and industrial plant and equipment but excluding the sale of goods which are not bulky such as food, clothing, toys, footwear items, sports goods, computers, golfing goods and pet products. **3.80**

Retail parks involve the development of three, or more, retail warehouses, together comprising 12,000 – 14,000 sq.m., around a shared car park. They can be anchored by a single unit of up to 6,000 sq.m. (including garden centre). There can be benefits in grouping retail warehouses selling bulky goods on planned retail parks outside the town centre: the number of trips by car are minimised and there is relief from additional traffic within a congested town centre. **3.81**

Cork is under-provided for in terms of modern retail warehouse formats, when compared with other regions in Ireland. The majority of existing retail warehousing is located in the Cork City suburbs and is predominantly provided in converted industrial or warehouse units, which do not offer a sufficiently attractive retail environment. **3.82**

In locations outside the City and in the suburbs, there is concern that poorly planned retail warehouses could seriously undermine the, sometimes, fragile comparison shopping element in many town centres. Where the range of goods sold from retail warehouse parks extends to the type of non-bulky durables which are normally retailed from town centres then there is much more potential for an adverse impact on a nearby town centre. Yet properly planned, retail warehouses can add to the overall shopping attraction of any place. **3.83**

In this strategy the preferred location for all new retail development is within the core shopping areas of the city, town and district centres. However, in general, retail warehouses do not fit easily into city and town centres, given their size requirements and the need for good car parking facilities and ease of servicing. There may, however, be suitable locations for retail warehouses or parks at the edge of town or district centres. **3.84**

3.85 Within the suburbs of Cork, (in addition to that being developed at Mahon Point) 10,500 sq.m. of new retail warehouse floorspace is proposed for the period to 2011. In the Metropolitan Cork towns, 21,000 sq.m. of new retail warehouse floorspace is proposed for the period to 2011. Here, self-standing individual retail warehouse units could be more easily assimilated as part of town centre or edge of centre development and appropriate locations will be identified in development plans.

3.86 In the ring and county towns, 12,000 sq.m. of new retail warehouse floorspace is proposed for the period to 2011. In these locations, self-standing individual retail warehouse units could be more easily assimilated as part of town centre or edge of centre development and appropriate locations will be identified in development plans.

3.87 Not only must applications for development demonstrate that they will not impact on existing centres, they should also show that, taking into account the location of the proposed development, they will add to the centres overall attractiveness for shopping. In addition, proposals must also show that they are accessible by public transport, and that there is sufficient capacity in the road network to accommodate the development.

3.88 The City Council will seek to secure a reasonably even distribution of retail warehouse floor-space around the City so that there is good accessibility for all residents. Locations in or close to District Centres as well as at the Kinsale Road are identified as appropriate in the CSRS. In order to secure an even spread of floor-space around the City, and taking into account the committed development in Mahon it will be appropriate to require a significant proportion of the available space to be located on the Northside in a location close to the District Centre in Blackpool. A suitable site adjoining the District Centre at the Polefield has been identified (see Chapter 10: paras. 10.40–10.57).

POLICY **E23**

Retail Warehousing and Retail Parks

- *Cork City Council will make provision for new retail warehouse development in general accordance with the scale of provision indicated in Table 3.5.*
- *Planning permissions granted will be restricted to the range of goods referred to in para. 3.80 above.*
- *Subdivision of units below 700 sq.m. will not be permitted.*
- *Applications for planning permission must demonstrate that not only will the proposal not impact on existing centres but that it will add to the centres overall attractiveness for shopping.*
- *Proposals must show that they are accessible by public transport and that there is sufficient capacity in the road network to accommodate the development.*

Assessing New Retail Development

3.89 Paragraph 65 of the *Retail Planning Guidelines* sets out general principles for assessing new retail proposals considered large in scale in relation to existing centres. The planning authorities will implement these principles through the inclusion of appropriate objectives in their development plans.

3.90 The local authorities have agreed that the preferred location for retail development is within existing centres. The general scale and nature of retail development that is appropriate to such centres in Cork is set out in the CSRS. Proposals for development that conflict with the strategy will not normally be permitted.

POLICY **E24**

Assessment of Major Retail Development Proposals

It is the policy of the City Council to assess applications for major retail development according to whether proposals would:

- *Support the long term strategy for existing centres as established in the Development Plan and not materially diminish the prospect of attracting private sector investment into existing centres;*
- *Cause an adverse impact on one or more centres, either singly or cumulatively with recent developments or outstanding planning permissions, sufficient to undermine the quality of the centre or its role in the economic and social life of the community;*
- *Diminish the range of activities and services that an existing centre can support;*
- *Cause an increase in the number of vacant properties in the primary retail area that is likely to persist in the long term;*
- *Ensure a high standard of access to all transportation modes, so that the proposal is easily accessible to all sections of the community;*
- *Link effectively with the existing centre so that there is likely to be commercial synergy;*
- *Ensure a high standard of urban design, and particularly ensure that developments address the street well, avoid the development of extensive blank frontages, and incorporate a mixture of uses vertically and horizontally.*

New neighbourhood centres

Neighbourhood centres generally serve a pedestrian catchment of 600–800 metres radius approx., and are generally anchored by a medium sized convenience shop but may comprise a number of smaller convenience shops. Convenience shops of greater than 1,000 net sq.m. are generally more suited to District Centre locations as they have a wider catchment that is generally car-borne. Para. 3.59 above outlines the mix of uses that are appropriate to neighbourhood centres, which include lower order comparison goods and local services. **3.91**

New local centres have a smaller pedestrian catchment (of 200–500 metres approx.) and contain convenience floor-space in the order of 100 to 400 net sq.m., possibly in the form of a single shop. Local centres generally contain convenience floor-space with a limited range of other local services. **3.92**

New neighbourhood centres are specifically identified in the Plan at Victoria Road/Centre Park Road and the North Docks. These will accommodate most, if not all, of the 2,500 net sq.m. of convenience floor-space that will need to be accommodated in the City Centre. These centres will form the "focal points" of major developments planned for these areas, providing the location for convenience shopping and local services. It is essential that the South Docks centre is located on Victoria Road/Centre Park Road in order to be as close as possible to the residential and worker populations that will be located in this area of the City Centre. **3.93**

Within the suburbs there is a need to accommodate 6,500 sq.m. of convenience floor-space. **3.94**
This should be:

- Located within or at the edge of existing district, neighbourhood and local centres.
- Located to ensure that floor-space is relatively evenly distributed around the City to ensure that populations have equality of access to local services.
- Located to provide for shortfalls in neighbourhood/local shopping facilities.
- Located to match growth in residential populations associated with major developments.
- Located to match the piecemeal intensification of suburban populations.

Within the suburbs of Cork there is not sufficient scope, nor is it desirable from a planning perspective, for the development of any major new convenience stores. The main scope for development is in the expansion of existing stores and the provision of new small and medium-sized stores. Where areas of the suburbs are under-provided for in terms of local neighbourhood shopping (see points 3 and 4 above), this will be a compelling argument to consider new convenience developments favourably either within existing centres or through provision of new neighbourhood and local centres. **3.95**

New medium-sized supermarkets will only be considered where they form part of a mixed-use district or neighbourhood centre. Much of this space is likely to be provided in the form of discount format convenience **3.96** retailing (see Policy E26 below). In all cases developments should be conceived as mixed-use schemes, incorporating a range of local services, a vertical mix of uses, and a high quality of urban design. Uses should include residential, and complementary local services, such as childcare, retail offices, pharmacies, medical consultancies, public houses, small shops, etc.

3.97 New neighbourhood centres proposals should be supported by planning statements that demonstrate their appropriateness by means of a:

- Retail Impact Statement (as per paragraph 65 of the *Retail Planning Guidelines*); and
- A Sequential Test Statement (as per paragraphs 58–63 of the *Retail Planning Guidelines*).

POLICY **E25**

New Neighbourhood Centres

To encourage the provision of new neighbourhood and local centres in principle provided they:

- *Do not exceed the available retail floorspace capacity set out in Table 3.4 and 3.5 above.*
- *Demonstrate the need for the centre.*
- *Demonstrate the retail impact.*
- *Demonstrate the appropriateness of the site by means of a Sequential Test Statement.*
- *Provide a mix of uses and services suited to the scale of the centre.*
- *Ensure a high standard of urban design, and particularly ensure that developments address the street well, avoid the development of extensive blank frontages, and incorporate a mixture of uses vertically and horizontally.*

Discount-format convenience retailing

3.98 This form of retailing is considered complementary to the existing convenience retailing market, as they add both competition and variety to the market. Applications for development of these types of outlets will be considered favourably provided they are located within or adjoining existing district or neighbourhood centres in accessible locations, or where they can form part of new mixed use neighbourhood centres.

POLICY **E26**

Discount Format Convenience Retailing

To encourage the provision of discount format convenience retailing in principle provided they:

- *Are located within or adjacent to existing district centres or existing or new neighbourhood centres; and*
- *Do not have a negative retail impact on the viability of existing centres.*

Petrol filling station convenience facilities

3.99 In recent years petrol filling stations have begun to expand the range of items sold to include pure convenience shopping, and more particularly, have sought to expand their floorspace to enhance turnover. This is not necessarily a problem where there is a lack of existing retail facilities in an area but where it would result in detrimental harm to the vitality and viability of existing neighbourhood centres this should be discouraged. The normal limit to the capacity of any convenience floor-space at petrol filling stations is 100 sq.m. providing there is no impact on the trade of existing centres. Each case will be assessed on its merits.

POLICY **E27**

Petrol Filling Stations

To encourage the provision of petrol filling station convenience facilities provided:

- *The upper limit on the convenience element is 100 sq.m.*
- *The scale of provision will not cause a significant trade diversion from existing neighbourhood centres.*

Factory Outlet Centres

3.100 Factory outlet centres, which offer discounted comparison goods, are inappropriate near high order comparison centres as they would be in direct competition with the existing centres. This type of development will therefore be unacceptable in Cork City.

POLICY **E28**

Factory Outlet Centres

To resist proposals for the development of factory outlet centres within the City.

Monitoring and Review of Strategy

The *Retail Planning Guidelines* advise the relevant planning authorities to regularly monitor trends in their area and update retail policies if appropriate. A monitoring system will be put in place by the city and county authorities to ensure that any necessary adjustments in policy can be made. **3.101**

Having regard to currently evolving market trends throughout Ireland in the retail warehousing sector and conscious of the prospect that a review of national policy in this sector may be necessary in the short term, both authorities will review the quantitative and locational parameters for retail warehousing in the *Cork Strategic Retail Study* by the end of 2004. **3.102**

Commercial Leisure

Commercial leisure facilities are those leisure activities that are run on a for-profit basis, and embrace cinemas, family entertainment centres (e.g. bowling, indoor children's play centres), fitness centres/gyms, swimming pools, and also hotels, restaurants and public houses. **3.103**

With the expansion of the economy there has been a significant surge in commercial leisure developments in Cork, as in the rest of the State. Commercial leisure developments generate a high level of movement and are best located in locations that offer the highest level of accessibility to a range of transport modes, including public transport. The City Council would particularly like to prevent the location of these activities in industrial estates. **3.104**

Commercial leisure facilities will therefore be subject to a sequential test in the same way that retail and other developments are, and will be assessed on their merits. It is likely that the major developments will be located in or at the edge of the City Centre, District Centres or Neighbourhood Centres as these will be the most accessible locations. The key to the assessment of any proposal will be its accessibility. Therefore, if local centres are not accessible by public transport, they will not be considered appropriate locations. Applicants will be required to demonstrate that they have considered the correct sequence of locations in the City when making applications. **3.105**

Commercial Leisure Develpments POLICY **E29**

To ensure that all major commercial leisure developments are located in accordance with a sequential test approach. First preference will be City Centre locations, followed by edge of City Centre locations, followed by District Centre and Neighbourhood Centre locations, if accessible by a choice of means of transport. Finally an out of centre location can be considered, but only if it is accessible by a choice of means of transport.

Tourism

Cork has the potential to be a major location for sustainable tourism. The *National Development Plan 2000–2006*, the *Cork-Kerry Regional Tourism Plan 1999–2006*, and the *Cork Area Strategic Plan 2001–2020* (CASP) form the strategic policy background to tourism policy in the Plan. Cork-Kerry Tourism is the primary organisation responsible for marketing the region as a whole, including Cork City. In addition, Cork City Challenge, Cork City Tourism Committee, Cork County Tourism Committee, and Cork City Council have important roles to play in marketing and promoting the City. The City Council also works with the County Council on delivering products that span both administrative boundaries (e.g. the Cork Harbour Project). **3.106**

There is a need for a single umbrella organisation to promote and develop the tourism potential of Cork City, in order to focus efforts into a joint initiative. The City Council has the potential to have a key role in any organisation, in that it is already responsible for funding and managing projects, as well as bidding for government funding for projects, in partnership with the private sector and Bord Failte. **3.107**

Cork has tremendous potential to become a major destination for visitors, to develop a significant brand in urban tourism and also to become a key base for tourists wishing to see the rich diversity of scenery, culture and activities that the County has to offer. The City Development Board's Integrated Strategy, *Imagine Our Future*, identifies the City's potential for growth as a major destination in the European urban tourism market, with the City "product" offering culture, architecture, public spaces, shopping, food and drink, entertainment, leisure services and cultural activities. **3.108**

3.109 Cultural tourism is an aspect of urban tourism focused upon the arts and heritage characteristics of cities. The City Council will commission a study to explore the potential of Cork to develop as a major destination for Cultural Tourism, with an emphasis on the historic core of the City. Partnerships between the Tourism sector and the Arts sector will be needed to develop the City's arts sector and market it to international visitors. Key to this is the marketing of the City as a place synonymous with culture, rather than marketing based upon specific cultural products. Designation of the City as European Capital of Culture in 2005 will add great status to the City and should help to expand this market tremendously.

3.110 The Development Plan can play a role in helping to identify locations for future developments relating to tourism and provide the framework for new strategies and projects aimed at enhancing areas of the City. Chapters 9 and 10 identify sites for future development and a wider range of objectives relating to projects that will have a positive impact on tourism potential.

3.111 The five key strands to developing Cork's potential for urban tourism are:

- The development of new accommodation within the City.
- The development of new visitor attractions and the enhancement of existing attractions.
- The enhancement of the City Centre's public realm.
- Better integration of Shandon and the South Parish (Elizabeth Fort/St Fin Barre's Cathedral) into the City Centre.
- An integrated tourism strategy.

3.112 There is demand in the market place for additional hotel accommodation aimed at tourists and business. There is also a civic desire to create a linked conference centre and hotel as such a facility would have great spin-off benefits for the economy in terms of cultural consumption/repeat visits. The Western Road and Wellington Road areas provide the main venues for guesthouse accommodation in the City and this is likely to continue. Chapter 9: City Centre and Docklands, identifies sites with the potential for hotels of medium/large scale in the City Centre and Docklands area. There are also a number of suitable locations in the suburbs, such as the former Ursuline Convent in Blackrock, the sites located south of the Ring Road at Mahon Point, and the Polefield site in Blackpool.

3.113 There are a number of visitor attractions in the City. They are predominantly small scale in terms of visitor numbers but when added together they represent an important industry. The existing attractions are generally in need of further investment to upgrade the standard of facilities, services and marketing. There are also a number of locations that have the potential to become focii for clusters of visitor attractions within the Plan period, including a southern cluster (Elizabeth Fort/St Fin Barre's Cathedral/ Beamish and Crawford visitor centre) and a northern cluster at Shandon. The City Development Board Strategy, *Imagine Our Future*, commits Cork City Challenge and the South West Tourism Organisation to carrying out a study to identify themes and sites for a world class visitor attraction for the City. This would most suitably be located in the Docklands area to the east of the existing City Centre. This could take the form for, example, of a national museum, such as a Science Museum or a National Wings Museum. The City also has the potential to develop sports tourism related to the various sports activities in the City *(see Chapter 8: Policy NHR12).*

3.114 It is extremely important to the tourism potential of Cork that the City's public realm is of a high standard primarily because it provides a backdrop to individual attractions and contributes to the creation of a positive image of the City. At the moment the public realm in the City Centre is not attractive to visitors and is generally of a poor quality and dominated by vehicles. The North Main Street and Emmet Place areas, which have recently been upgraded are exceptions. Chapter 9 outlines the strategy for enhancing the public realm in detail. The City Council has commenced works to upgrade St Patrick's Street, which is a project of a scale sufficient to change many people's perceptions of the City Centre.

The image that the City portrays to visitors is extremely important. It is therefore necessary to consider ways of making the City more legible to visitors and tourists alike. On a city-wide scale this will involve identifying and improving the gateways and improving signage. The improvement of the built environment, including the development of key sites at the gateways to the City, as well as key routes through the City could make a significant impact on the image of the City. A signage strategy is needed to address traffic signage as well as way-marking signage for pedestrians so as to assist people to both get around the City Centre and to also visit other attractions/areas of the City. **3.115**

POLICY **E30**

Tourism Development
To work with all of the tourism partners to promote and facilitate the expansion of the City's tourism potential. In particular, the Council will seek to deliver accommodation, facilities, and attractions within the City where they are compatible with the objectives of the Plan.

The Arts

Culture and the arts make a vital contribution to the City. The intrinsic value of the arts has long been acknowledged by Cork City Council. The nomination of the City as European Capital of Culture in 2005 is recognition of this. **3.116**

Economically the arts and culture can improve the image and profile of a city. A city actively engaged with and promoted by its own communities, is more pleasurable and attractive to the visitor and citizen alike. The arts and culture promote and develop engagement within the City, making it an attractive location for investment. **3.117**

The benefits which accrue to a city through the branding of its image and the effective development of its cultural events and urban environment are of particular relevance for cultural tourism and the development of Cork City as a short break destination. **3.118**

The *Cork City Arts Development Plan 2000–2005*, the nomination as European Capital of Culture 2005 and the *Arts Plan 2002–2006* (The Arts Council), provide the context for the development and enhancement of the arts and cultural sector in Cork. Examples of major infrastructural development projects proposed in the City are the Cork School of Music and the UCC Art Gallery. Other developments such as the redevelopment of St Patrick's Street offer artists new spaces in which they can engage with audiences. In addition to these developments the following sections identify how the Development Plan can provide a policy context for developing the arts and cultural sector. **3.119**

Arts Performance Spaces

The recent report, *Making Space for the Arts*, commissioned by Cork City Council in conjunction with the Arts Council and Dublin City Council, looks specifically at the infrastructural requirements of artists and arts organisations within both Cork and Dublin. A number of recommendations of the report deal specifically with the needs of Cork. In conjunction with its partners, Cork City Council will engage in an ongoing programme aimed at implementing these recommendations as appropriate. **3.120**

Artists Studio Accommodation

The report identifies a shortage of studios for artists in Cork, and that many artists/arts organisations occupy poor quality buildings. The Plan can assist in addressing this issue by defining locations for combined live/work units, or residential studio spaces (see Policy E14). The most appropriate locations for this type of development will be in Docklands, and the historic inner city areas of Shandon and the South Parish. These historic areas already contain a fine-grain mix of uses, and have the potential to incorporate arts and crafts uses, and become "artists quarters". The areas could also accommodate small-scale arts and crafts retailing to complement the development of studio/residential spaces, and possibly studio/retail showcases which combine the retailing of goods with production spaces. The commercial potential of this type of unit is significant, particularly when home-based working is an expanding sector. Their appeal would therefore be widespread, and artists would form only one source of demand. The establishment of an arts based development trust would be a suitable mechanism for the development and management of spaces specifically for arts use. Historic industrial or other building types with "loft" spaces (high floor-to-ceiling heights) could also provide an additional source of artists' studios or live/work units. **3.121**

POLICY **E31**

Development of the Arts and Culture
The City Council will work with all of its partners, toward and beyond 2005, when Cork hosts the title of European Capital of Culture, so the cultural resources of the City are enhanced and shared by all of its community of citizens. This particularly refers to sustainable infrastructural development, facilitation of artists and arts organisations and improving access to the arts for all.

The Education and Health Sectors

3.122 The professional services sector, which includes the education and health services, accounts for 29% (or 20,943 people) of all of those employed in the City's economy. In the South-West of the City 8,673 people are employed in professional services, which represents 41% of this sector's complement in the City. The institutions and businesses in this sector therefore have a very significant effect on the City and its economy, as well as providing services to City residents and the wider region. Benefits include direct employment, investment, property development and spin-off benefits relating to the nature and extent of the industry in the City.

3.123 Third level education is a growing sector, and is concentrated mainly in the southwest of the City at University College Cork and Cork Institute of Technology. However, there are a significant number of growing institutions within the City Centre, including St John's College, the Crawford College of Art and Design, the College of Commerce and the Cork School of Music. The City Council is particularly keen to work with institutions to facilitate the development of new facilities in the City Centre and Docklands as this will contribute towards the achievement of wider planning objectives. In particular the development of the Parkside/Marina Park precincts in the South Docks for research/educational use will be extremely important to the regeneration of this area of the City (see Chapter 9: Policy CC16). This is only one development option for the educational institutions operating in the City. The expansion of other sites on or adjacent campus for educational and student accommodation will also be acceptable in principle. The City Council will however continue to promote the benefits of locating third-level educational and research institutes in areas requiring regeneration in the City, as they will have significant and far-reaching benefits for the City as a whole.

3.124 Cork University Hospital is also located in the southwest of the City and there are a number of other hospitals located close to the City Centre. The Council fully supports the establishment of premier health care facilities within the City. The expansion and improvement of existing hospitals within the City is supported in principle as services should be accessible to city residents. The Council will particularly support proposals that contribute towards the renewal of the City Centre/ Docklands and Blackpool. In addition to healthcare facilities themselves, the administration and management of the health service requires office space which can readily be accommodated in the City, in particular in the City Centre and Docklands, where it can contribute significantly to the regeneration and vitality of these areas.

POLICY **E32**

Education and Health Proposals
The City Council will work with the education and health institutions to facilitate their expansion and redevelopment proposals in the most sustainable way possible, in order that they have benefits across the whole City, and in particular assist in achieving regeneration objectives.