

## Appendix C

<b>POLICY CS14 - TOWN CENTRES AND RETAIL</b>	
<p>The Council will work with partner organisations and the local community to protect and enhance the vitality and viability of existing centres in South Gloucestershire in recognition of their retail, service and social functions:</p>	
<i>Centres</i>	<i>Role &amp; Function</i>
<b>Town Centres</b>	
<b>Bradley Stoke</b>	<b>Town centre</b>
<b>Emersons Green</b>	<b>Town centre. Opportunity for expansion to serve new housing</b>
<b>Kingswood</b>	<b>Larger High Street shopping and service centre</b>
<b>Thornbury</b>	<b>Market town</b>
<b>Yate (including Station Road)</b>	<b>Market town</b>
<b>Chipping Sodbury</b>	<b>Market town</b>
<b>Downend</b>	<b>High Street shopping and service centre</b>
<b>Filton</b>	<b>Convenience shopping and service centre</b>
<b>Hanham</b>	<b>High Street shopping and service centre</b>
<b>Staple Hill</b>	<b>High Street shopping and service centre</b>
<b>District Centres</b>	
<b>Patchway (new)</b>	<b>New centre to be developed by extending the existing local centre on Rodway Road to support Charlton Hayes development</b>
<b>Sainsbury's/B&amp;Q, Stoke Gifford (new)</b>	<b>New centre to be investigated to serve the Stoke Gifford, Harry Stoke, UWE and Cheswick village area</b>
<b>Local Centres &amp; Parades</b>	
<b>49 Centres/Parades (listed in Table. 3)</b>	<b>Provide local level services</b>
<b>Out-of-Centre</b>	
<b><u>Cribbs Causeway/Mall</u> Abbey Wood and Longwell Green Retail Parks</b>	<b><u>Cribbs Causeway/Mall</u>, Abbey Wood and Longwell Green Retail Parks will be treated as out-of-centre and development proposals will need to satisfy the sequential test. The future role of Abbey Wood Retail Park is addressed under Policy CS25.</b>

### **Cribbs Causeway**

**Development proposals for main town centre uses within Area 4 of Figure 6 are addressed in Policy CS14A**

**New investment in main town centre uses consistent with the NPPF will be directed into the town and district centres, reflecting the scale and function of the centre including making provision for 34,000 sq.m. net of new comparison floorspace by 2026. to meet the needs of the communities in South Gloucestershire. The distribution of this floorspace will be through the Policies, Sites and Places Development Plan Document.**

**Development in ~~existing and new~~ local centres/parades will be primarily to meet local needs only and of a scale appropriate to the role and function of the centre/parade and where it would not harm the vitality and viability of other centres.**

**This will be achieved by:**

- **Identifying in the Policies, Sites and Places Development Plan Document centre boundaries, primary shopping areas, shopping frontages, and development opportunities in accessible locations within and on the edge of centres;**
- **Encouraging retail, commercial, leisure and cultural development within a centre of an appropriate type and scale commensurate with its current or future function;**
- **Safeguarding the retail character and function of centres by resisting developments that detract from their vitality and viability and protecting against the loss of retail units;**
- **Applying the sequential approach when considering proposals for new town centre uses;**
- **Requiring impact assessments for edge-of-centre and out-of-centre proposals with a floorspace over 1,000 sq.m. gross;**
- **Encouraging convenient and accessible local shopping facilities to meet the day to day needs of residents and contribute to social inclusion.**

**Shops and services, both in urban and rural areas, are also safeguarded from loss under Policy CS13 and policies in the NPPF.**

- 9.22 This policy sits alongside the town centre and retail policies in the South Gloucestershire Local Plan, until these Local Plan policies are replaced by the Policies, Sites and Places DPD, and Policy CS13 (Non-Safeguarded Economic Development Sites). All these policies are aimed at protecting and strengthening the health and vitality of centres, recognising their important social function and sense of place, as well as safeguarding against the loss of shops and other services in centres and villages, including individual premises within the urban area, in recognition of their importance to the local community and the local economy. Policy CS14 is supported by the South Gloucestershire Town Centre and Retail Study. This Study sets out a strategy for the management and growth of centres over the plan period, including a centre hierarchy and identifies future retail floorspace requirements.

Communities will also be empowered to shape the future of their town, district and local centres through opportunities presented by Neighbourhood Planning.

- 9.23 National policy requires a network and hierarchy of centres to be defined. Due to its settlement pattern, South Gloucestershire is characterised by a number of town centres. These centres, particularly the traditional ones, are highly valued by their local communities for their heritage and functions. In addition to retail, all the centres provide, to a greater or lesser extent, a range of services and facilities including financial, community, leisure, employment and housing.
- 9.24 Over the past 20 years, retail expenditure has polarised towards the out-of-town retail parks, The Mall Regional Shopping Centre and freestanding stores. Partly as a consequence, the traditional centres have seen a decline in the proportion of shop frontages in retail use, with an increase in non-retail uses such as cafes, takeaways, and building societies etc. The role of the centres has become more focused upon meeting day to day convenience needs with comparison shopping comprising more of amenity goods such as chemist items, household hardware etc. Furthermore, a number of these centres do not offer the space for development or find it difficult to attract comparison retail investment. There is, therefore, a need to redefine the role and increase the competitiveness of certain centres to ensure they continue to meet the needs of the local community and maintain viability and vitality. Further out-of-centre development will be carefully controlled to support this strategy.
- 9.25 In addition to existing centres, a new district centre will be created at Patchway with the development of Charlton Hayes, as an expansion of the current local centre on Rodway Road. The classification of 'district' is in recognition that, unlike the town centres, the role of this centre will be more local. This classification will be kept under review. A new centre is also proposed, potentially on land currently occupied by Sainsburys and B&Q off Great Stoke Way, to serve the new housing areas to be developed along the Ring Road in the Stoke Gifford/Filton area, UWE and nearby existing housing and employment areas. As part of the development and re-modelling of the area between Filton and the M32, a broader range of uses, including an element of retail, will be promoted at Abbey Wood Retail Park in line with its location adjacent to a main line rail station, major employment and housing areas, and away from the sale of bulky goods. The park will continue to be treated as out of centre for the purposes of national planning policy (see Policy CS25).
- 9.26 At Cribbs Causeway, development comprises The Mall, retail parks, free-standing stores and leisure development. New communities are to be developed in the area and will require the provision of additional retail facilities. The Council will undertake a review of the scope for permitting some additional development at this location to support the Mall consistent with the need to maintain the vitality and vitality of other centres. Additional provision will be delivered through the Policies, Sites and Places DPD.
- 9.27 In addition to the larger centres, there are 49 local centres/parades within the urban area and larger village settlements which meet the needs of local residents for everyday convenience goods and basic services within walking distance, thereby providing an essential and valuable service. New local

centres will be created to serve the strategic housing areas referred to in the Strategy for Development. There are also a significant number of smaller village shopping centres and local shops throughout the district.

**Table 3 - Local Centres and Parades**

Communities of the Bristol North Fringe			
1.	<b>Gloucester Road North</b>	7.	<b>Gloucester Road, Patchway</b>
2.	<b>Filton Avenue (Nos. 508-550 &amp; 551-557)</b>	8.	<b>Kingsway, Little Stoke</b>
3.	<b>Filton Avenue (at junction with Conygre Rd)</b>	9.	<b>Chelford Grove, Patchway</b>
4.	<b>Station Road, Filton</b>	10.	<b>Ratcliffe Drive, Stoke Gifford</b>
5.	<b>The Parade, Coniston Road, Patchway</b>	11.	<b>Peartree Road, Bradley Stoke</b>
6.	<b>Coniston Road, Patchway</b>	12.	<b>Webbs Wood Road, Bradley Stoke</b>
Downend/Hanham/Kingswood/Staple Hill			
13.	<b>Baugh Gardens</b>	26.	<b>Oldland Common Village</b>
14.	<b>Burley Grove</b>	27.	<b>Poole Road, Soundwell</b>
15.	<b>Cleeve Wood Road, Downend</b>	28.	<b>Pound Road, Kingswood</b>
16.	<b>Dibden Road, Mangotsfield</b>	29.	<b>Quakers Road Parade, Downend</b>
17.	<b>Ellacombe Road, Longwell Green</b>	30.	<b>Soundwell Road, Kingswood</b>

18.	High Street, Hanham	31.	Station Road, Kingswood
19.	Holly Hill Road	32.	Stockwell Drive, Mangotsfield
20.	Longwell Green Parade, Bath Road	33.	Tibberton, Kingswood
21.	Mangotsfield Village (St James Place, St James's St, Cossham St)	34.	Warmley Village (Deanery Road, High St, Stanley Rd, Tower Rd North)
22.	Memorial Road, Hanham	35.	Westbourne Road Parade, Downend
23.	New Cheltenham Road, Kingswood	36.	Westcourt Drive, Oldland Common
24.	Newton Road/School Road, Cadbury Heath	37.	Westons Way, Kingswood
25.	North Street/Pleasant Street/Victoria Street		
<a href="#">Thornbury</a>			
38.	Oakleaze Road		
<a href="#">Winterbourne/Frampton Cotterell</a>			
39.	Lower Stone Close, Church Road and Woodend Road, Frampton Cotterell	41.	Bradley Avenue, Winterbourne

40.	<b>Flaxpits Lane, Whitegates and High Street, Winterbourne</b>	42.	Park Avenue, Winterbourne
<i>Yate &amp; Chipping Sodbury</i>			
43.	<b>Abbotswood Shopping Centre</b>	47.	Cranleigh Court Road
44.	<b>Brimsham Park, Yate</b>	48.	Firgrove Crescent
45.	<b>Heron Way</b>	49.	<i>Westerleigh Road Stores</i>
46.	Wellington Road		

9.28 Beyond existing commitments, the Town Centre and Retail Study does not identify any requirement for convenience floorspace, although it does recognise that further floorspace is justified where this addresses a shortfall in provision in a local area (see Policy CS30 which identifies a new food store in Chipping Sodbury). By contrast, after taking account of commitments, a shortfall in comparison floorspace is identified for the period 2011 – 2026 of 34,000 sq.m. net. However, the Study recognises that the existing centres may have neither the physical nor market capacity to accommodate this level of growth, and that the Cribbs Causeway area is a principal retail destination for residents of South Gloucestershire. Consequently, taking a national policy compliant sequential approach, the Study concludes that it is appropriate to apportion a share of comparison floorspace requirements to the Cribbs Causeway area. Taking account of the Study's indicative distribution of future comparison floorspace, 18,000 sq.m. net is assigned to Area 5 in the Cribbs/Patchway New Neighbourhood (see Policy CS14A). The indicative distribution of comparison floorspace is shown in Table 3A below. The Policies, Sites and Places Development Plan Document will distribute this floorspace between the various centres, the other 16,000 sq.m. net comparison floorspace in Table 3A between town and district centres and the new local centre(s) in the Cribbs/Patchway New Neighbourhood, identify sites, define town centre and primary retail area boundaries and define primary and secondary frontages.

**Table 3A - Indicative distribution of 34,000 sq.m. net comparison floorspace to meet the needs of South Gloucestershire residents**

The figures in this table are based on local circumstances and opportunities and are, therefore, indicative. Centres may exceed these figures if appropriate proposals come forward.

Centre	Floorspace sq.m. net
Yate/Chipping Sodbury	3,000
Emersons Green	3,000
Kingswood/Thornbury/Bradley Stoke	3,000
Filton/Downend/Staple Hill/ Hanham/Patchway	3,000
Cribbs/Patchway New Neighbourhood — Area 5 — 18,000 Local centre(s) (new) — 2,000	20,000
Stoke Gifford (new centre)	2,000
<b>Total Floorspace</b>	<b>34,000</b>

(Based upon Table 5.1 of RTP Retail Study Update 2011)

#### 9.28a *TEXT DELETED*

9.29 National policy requires an impact assessment for any edge-of-centre or out-of-centre proposal over a floorspace threshold of 2,500 sq.m. gross unless a local lower threshold is set. This national threshold does not allow for the situation in South Gloucestershire where centres are relatively small, there is a dominance of out-of-town floorspace, particularly for retail, and a number of the centres are experiencing reduced vitality. As a consequence, smaller developments can, on their own or cumulatively, have a significant impact on existing centres and the threshold, therefore, is lowered to 1,000 sq.m gross to reflect this.

#### Delivery

9.30 This policy will be delivered through the development management process. ~~The delivery of floorspace at the local centre(s) in the Cribbs/Patchway New Neighbourhood will be linked with the masterplanning/SPD for the Cribbs/Patchway New Neighbourhood as set out in Policy CS26. The distribution of the comparison floorspace between other centres and the identification of sites for this new floorspace will be set out in the Policies, Sites and Places DPD and through neighbourhood planning.~~

#### **POLICY CS14A – CRIBBS CAUSEWAY**

~~Cribbs Causeway, identified as Area 4 in Figure 6, is an out-of-centre location that contains a mix of retail, storage and distribution and leisure uses, and includes The Mall Regional Shopping Centre.~~

~~The Council's vision is that, by 2026, the nature, function and form of The Mall and its surroundings will have been transformed to include a mix of town centre uses serving the Cribbs/Patchway New Neighbourhood.~~

~~This transformation will primarily be achieved by new investment in main town centre uses within Area 5, as defined on the Policies Map, and supporting infrastructure. This investment will include provision for 35,000 sq.m. net of new comparison floorspace by 2026. 18,000 sq.m. net of this new floorspace will be to meet the needs of the communities in South Gloucestershire, with the remaining 17,000 sq.m. net in recognition of the wider catchment that The Mall serves.~~

~~Proposals for main town centre uses which come forward within Area 5, and which accord both with this policy and Policy CS26, will not be required to undertake the sequential test. However, they will be subject to the following safeguards and pre-conditions:~~

- ~~1. Proposals for new main town centre uses within Area 5 will be required to demonstrate that they are in accordance with the Cribbs/Patchway New Neighbourhood SPD and the place-making objectives set out in Policy CS26;~~
- ~~2. Full impact assessments will be required for any retail planning application within Area 5 which, either alone, or cumulatively with previously approved applications, would exceed 20,000 sq.m. net of new comparison floorspace provision; and~~
- ~~3. New development will be required to support the vision for the area, and introduce a greater mix in size, scale, use, form and function.~~

~~Impact assessments will not be required for other main town centre uses which come forward within Area 5.~~

~~Proposals to designate a town centre will be subject to assessment and will then, if appropriate, be brought forward in a future review of the Core Strategy.~~

~~Main town centre proposals outside of Area 5 at Cribbs Causeway will be treated as out-of-centre and will need to satisfy the sequential test.~~

9.31 Cribbs Causeway, identified as Area 4 in figure 6, represents a significant area of out-of-centre development, which includes The Mall Regional Shopping Centre, retail parks, free-standing stores, and leisure development. The Mall is a key asset in the local economy and serves the retail needs of both South Gloucestershire residents and the wider sub-region. The Cribbs Causeway area as a whole provides a substantial proportion of South Gloucestershire's comparison floorspace.

9.32 The Council has had a long-standing objective to better integrate the Cribbs Causeway retail area with neighbouring residential communities. Its position within the Cribbs/Patchway New Neighbourhood, to be developed through Policy CS26, also provides an opportunity to integrate new residential development with the retail area and realise a more ambitious vision to transform The Mall and its environs to form the focus of a new town centre to serve the communities in this New Neighbourhood. Creating a new town centre for the New Neighbourhood at Cribbs Causeway represents an efficient use of land by removing the need to duplicate town centre functionality elsewhere in the New Neighbourhood. However, for this vision to be achieved, the transformation process needs to be integral to the masterplanning of the New Neighbourhood.

- 9.33— In addition to integration, the aim of this transformation will be to introduce a mix of uses and reduce the dominance and severance caused by the current reliance on the car as the primary means for accessing and moving around the Cribbs Causeway area.
- 9.34— The Council's vision is consistent with the plan-making and decision-taking core principles of the NPPF, which include the role that plan-making should play in proactively driving and supporting sustainable economic development, and focussing significant development in locations which are or can be made sustainable. In developing this vision the Council wants to avoid the alternative of an uncoordinated approach driven by speculative planning applications, which will fail to deliver the sustainable mixed and balanced community that South Gloucestershire residents deserve.
- 9.35— This transformation will primarily be achieved by focussing main town centre uses within Area 5 on the Policies Map, and identified on Figure 6, together with supporting infrastructure. Provided that such proposals accord with this policy and Policy CS26, in accordance with the NPPF the sequential test will not be required.
- 9.36— The built form of the new development will support the transformation, changing the visual appearance and the nature and patterns of use. For example, it is unlikely that a perpetuation of the existing form of development, such as the further development of large anchor stores will be consistent with this vision. The vision is more likely to be realised through bringing forward development which introduces a greater mix in size, scale, use, form and function.
- 9.37— With regard to retail development, the Council has made provision for 35,000 sq.m. net of comparison floorspace to come forward within Area 5. Of this, 18,000 sq.m. would be to meet the needs of South Gloucestershire residents, as evidenced by the Town Centre and Retail Study. This study takes a national policy compliant sequential approach, concluding that, as the existing centres have neither the physical nor market capacity to accommodate all the identified growth, it is appropriate to apportion a share to The Mall/Cribbs Causeway. The remaining 17,000 sq.m. is assigned to meet the wider needs of the sub-region.
- 9.38— The Council has assessed the impact of different levels of retail growth at The Mall, including 35,000 sq.m. net comparison floorspace growth. The Council is satisfied that a 35,000 sq.m. increase in floorspace is evidentially sound and represents an appropriate balance between the impact on competing centres and the level of retail investment necessary to support the infrastructure provision required to help achieve the transformation of Area 5 at Cribbs Causeway as the focus for a new centre. Although The Mall is relatively small in comparison with other regional shopping centres, and with the size of Bristol City Centre, the Council's retail impact assessment shows there will be some impact on Bristol City Centre and Weston Super Mare town centre. These centres, however, will continue to grow and the Council's assessment is that the benefits overall significantly outweigh the scale of the potential impacts identified
- 9.39— Notwithstanding this assessment, the Council will apply the further safeguard of requiring full impact assessments for any planning application within Area 5

~~which either alone, or cumulatively with previously approved unexpired or implemented planning applications permitted from 2011 onwards, would exceed 20,000 sq.m. net of new comparison floorspace. Other main town centre uses will not require impact assessments.~~

~~9.40 Main town centre uses proposed outside Area 5 will be treated as out-of-centre and will be subject to the sequential test.~~

9.41 It is not intended to designate a town centre at Cribbs Causeway in this Core Strategy. Any designation will be brought forward in a future review of the Core Strategy, following an assessment as to how far the Council's vision for the area has been realised.

#### **Delivery**

~~9.42 This policy will be delivered through the development management process. The delivery of main town centre uses in Area 5 at The Mall/Cribbs Causeway will be linked with the masterplanning/SPD for the Cribbs/Patchway New Neighbourhood as set out in Policy CS26.~~