

Cardiff Replacement LDP Examination

Retail

Action Point HS7.1

Council to review the wording, structure, spatial definition, and criteria of the following policies, and make appropriate amendments to the following policies. In its review, the Council will ensure that the relationship between different criteria (cumulative, independent), the weight to be applied to individual criteria (policy hierarchy), and whether criteria apply in all cases or apply selectively in different cases, are all clearly defined.

- *Policies: -*
 - *SP8*
 - *R2*
 - *R3*
 - *R4*
 - *R5*
 - *R9*

The review is to clearly set out how the changes suggested in the Response to Inspectors Questions document (ID04) and in the hearing session statements have been addressed.

Action Point HS7.2

In light of changes to policies arising from HS7.1, Council to review all other retail related policies to ensure language, phrasing and approach is consistent across related policies.

Action Point HS7.3

Council to undertake a PPW terminology check across the retail related sections of the RLDP.

Council Response

In response to the Action Points, it is proposed that Policies SP8, R1, R3, R4, R5, R6, R7, R8 and R9 and supporting text be amended as follows (new policy and supporting text is included below for SP8, R2, R3, R8 and R9 and amended text for R1, R4, R5, R6 and R7 (additions shown underlined)):

SP8: SUPPORTING THE CENTRAL AND BAY BUSINESS AREAS

The Central and Bay Business Areas will be the principal focus for office, commercial, leisure, cultural and complementary town-centre uses. Within the

Central Business Area, the Central Retail and Commercial Area will serve as the principal focus for retail, leisure and complementary town-centre development.

The following forms of development will be supported, subject to the relevant policies of the Plan

i. New office development, commercial, leisure and cultural uses within the Central and Bay Business Areas.

ii. Residential development that supports the mixed-use character of the Central and Bay Business Areas. Ground-floor residential development will only be supported where it would not result in the loss of an active commercial frontage or active commercial unit.

iii. Retail, leisure and complementary town-centre uses within the Central Retail and Commercial Area where they support and enhance the viability, vibrancy and attractiveness of the CRACA.

iv. Other uses that are appropriately located in city centres, including cultural, entertainment and hospitality use that support the evening and night-time economy.

6.73 Policy SP8 identifies the range of uses appropriate within the Central and Bay Business Areas and supports development that maintains and strengthens their role as Cardiff's principal locations for employment, commerce, culture, leisure and visitor activity. The Central Business Area (CBA) and Bay Business Area (BBA), identified on the Proposals Map, are Cardiff's principal locations for office, commercial, leisure, cultural, civic and visitor-related activities. Together, they form the economic, administrative and cultural heart of the city and serve residents, businesses and visitors from across Cardiff, the Capital Region and beyond. Their high levels of accessibility by public transport, walking and cycling support their role as sustainable locations for development that generates significant levels of activity and footfall.

6.74 Within the Central Business Area, the Central Retail and Commercial Area is the principal location for retail, leisure and complementary town-centre uses. Maintaining and enhancing the vibrancy, viability and attractiveness of the CRACA is important to Cardiff's role as the regional centre at the head of the shopping hierarchy.

6.75 The Central Business Area is the principal focus for office development, business activity, higher education, civic functions and commercial services. The area is closely associated with many of Cardiff's most significant cultural, heritage, civic and educational assets. The concentration of employment, services and attractions within the area contributes significantly to Cardiff's role as the capital city of Wales.

6.76 The Bay Business Area is a nationally significant location for government, tourism, culture, leisure and waterfront-based activities. The area has undergone substantial regeneration over recent decades. Future development will build upon these strengths by supporting investment, improving connectivity, enhancing the public realm and

waterfront environment, and reinforcing Cardiff Bay's role as a destination for residents, visitors and businesses.

6.77 Leisure, tourism, cultural and entertainment uses are important contributors to Cardiff's economy and identity. These sectors generate employment, attract investment and visitors, and support the city's role as a regional and national destination. Development that broadens the range and quality of leisure, recreation, cultural and visitor facilities can contribute to economic growth, place-making, community well-being and the vibrancy of both the daytime and evening economies.

6.78 The Central and Bay Business Areas also contain a growing residential population and provide opportunities for sustainable city living. Residential development can contribute to the creation of balanced, mixed-use neighbourhoods that support local services, improve activity throughout the day and evening, and make efficient use of highly accessible locations. Residential development should complement and support the primary commercial, cultural, leisure and employment functions of these areas and should not prejudice their continued growth and operation.

6.79 Continued investment in public transport, active travel infrastructure, public realm improvements and mixed-use regeneration will further strengthen the role of the Central and Bay Business Areas as Cardiff's primary focus for employment, commerce, culture, leisure and visitor activity. These investments will support the delivery of sustainable growth, improve connectivity between the city centre and Cardiff Bay, and reinforce Cardiff's position as the economic and cultural capital of Wales.

R1 RETAIL HIERARCHY AND TOWN CENTRE FIRST APPROACH

Proposals for retail (including changes of use, redevelopment and subdivision), commercial, leisure, education, health, community, public service facilities, appropriate employment developments (B1 offices) and residential uses will be focussed according to the following hierarchy, having regard to the nature, scale and location of the proposed development being compatible with the defined role and function of the centre in line with the Town Centre First approach.

Active uses (use classes A1, A2, A3, B1 (offices), C1, C2, C3, D1 or D2 of the use classes order or a sui generis use normally found in centres, or any mixed use comprising one or more of these classes) which contribute to maintaining the vitality vibrancy, viability and ~~diversity~~ attractiveness of centres will be favoured.

New residential development which makes positive use of upper floors of properties and on underused and vacant space away from commercial frontages will be encouraged within centres.

Hierarchy of Centres

	Role	Centres
Central Shopping Area (or Central Retail and Commercial Area (CRACA))	Provides a broad range of shops, retail and non-retail services, businesses, cultural, leisure and community facilities to serve the city and a significant hinterland beyond. It is both the focus for the community and public transport networks.	<u>Central Shopping Area</u> <u>Central Retail and Commercial Area</u>
District Centres	Provides (or has the potential to provide) a range of shops, retail and non-retail services, businesses and community facilities to a suburb and potentially neighbouring suburbs.	Albany Road/ Wellfield Road City Road Clifton Street Cowbridge Road East Crwys Road/ Woodville Road Bute Street/ James Street Merthyr Road, Whitchurch Penarth Road/ Clare Road St Mellons Thornhill Whitchurch Road
Local Centres	Provides (or has the potential to provide) a small grouping of units, typically comprising a small convenience store, other small shops of a local nature, and some retail or non-retail services. Will typically serve its immediate suburb.	Birchgrove Bute Street (Loudoun Square) Cathedral Road Countisbury Avenue Caerau Lane Fairwater Green Gabalfa Avenue Grand Avenue High Street, Llandaff Maelfa, Llanderyn Newport Road, Rumney Rhiwbina Village Salisbury Road Splott Road Station Road, Llanishen Station Rd, Llandaff North Station Road, Radyr Tudor Street Willowbrook Drive Wilson Road

7.154 This policy sets out the hierarchy of the city's network of centres according to their role and function. This provides a context for the assessment of new development proposals and to guide development to the most appropriate locations in accord with the 'town centre first' approach. A sequential approach will be taken in accordance with this hierarchy. The hierarchy, overarching policy approach and the application of the sequential approach seeks to protect the vitality and viability of centres, aims to ensure a balance is drawn between the introduction of large retail units outside centres and the maintenance and enhancement of existing centres.

7.155 ~~Cardiff City Centre~~ The Central Retail and Commercial Area (CRACA) will remain the principal destination for main town centre uses, including retail, offices, commercial leisure, arts, culture and tourism and complementary evening and night-time uses and other significant footfall generating development serving a city wide and regional market. The ~~City Centre~~ CRACA is supported by a range of District Centres and smaller Local Centres. District Centres serve the needs of a wide local catchment and will be the primary focus for development and investment in main town centre uses outside the ~~City Centre~~ CRACA, including flexible workspaces, complementary evening and night-time uses and community facilities.

7.156 Local Centres are more residential in nature and serve the day to day needs of a smaller, local catchment, providing local shopping, services and community facilities and are valuable in contributing to sustainable communities where the services people need are available close to home.

7.157 Policy R1 supports the ~~City Centre~~ CRACA, District and Local Centres as hubs of socio-economic activity and the focal points for a diverse range of services which support the needs of the communities they serve. They act as the most appropriate and sustainable locations for new retail, leisure, community facilities and supporting commercial development. The co-location of facilities and services at such locations will help support their long-term health and ~~vitality~~ vibrancy as convenient and attractive places to live, work, shop, socialise, study, access services for health and well-being and to conduct business. This approach will also encourage linked trips and a reduction in travel demand, recognising that they are more than the extent of designated retail areas. Major development must comply with the 'Town Centre First' policy contained within PPW and Future Wales, to help build resilient communities, and respond to the long-term impacts of Covid-19, which have not only re-focused the lives of people and communities but acted as a further driver towards making centres multi-functional places.

7.158 In recognising the ~~City Centre~~ CRACA, District and Local Centres are moving away from their traditional retail roles, Policy R1 and its supporting policies, seek to maintain the ongoing success of these centres, recognising and supporting their role and enabling them to diversify in a way which keeps them at the heart of the communities they serve and ensure centres with a focus on a wider variety of services and facilities. The 'Town

Centre First' approach is key to enabling such centres to increasingly become multi-functional places and community focal points and making them viable as go-to destinations. This will complement efforts to regenerate retail and commercial centres through the creation of more outside space, the re-use of underutilised areas, the start-up of remote coworking hubs, and the focus of more accessible public services.

7.159 Therefore, active uses (A1/A2/A3/B1 (~~offices~~) /C1/C2/C3/D1/D2) which positively contribute to the maintenance and enhancement of the ~~vitality~~ and viability, ~~vibrancy~~ and attractiveness of centres and the viability and ~~vitality~~ vibrancy of a commercial frontage will be supported. New development or redevelopment proposals should respect their location within a centre and provide appropriate active floorspace on the ground floor. The provision of new, modern retail and commercial floorspace on the ground floor can attract new occupants and increase the ~~vitality, attractiveness, and the overall viability, vibrancy and attractiveness of centres. of a centres.~~

7.160 Similarly, the conversion of ~~empty~~ space at upper floor levels to residential use and on underused space and vacant space away from the commercial frontage provides a valuable contribution to the city's housing stock and provides much needed homes and will also be encouraged as it positively contributes to the creation of sustainable, vibrant, mixed-use communities where people live, shop and work. Centres remain busy beyond business hours, increasing surveillance and providing a market for ancillary uses associated with the night-time economy.

R2: Development in the Central Retail and Commercial Area.

Within the Central Retail and Commercial Area, as identified on the Proposals Map, development proposals will only be permitted where they:

- i. Do not result in the unacceptable loss of Class A1 (shop) uses within Protected Shopping Frontages, having regard to the requirements of Policy R3.**
- ii. Maintain and enhance the role of the Central Retail and Commercial Area as the principal shopping, commercial, leisure and cultural destination;**
- iii. Contribute positively to the vibrancy, viability and attractiveness of the Central Retail and Commercial Area through the provision of retail and other complementary city centre uses.;**
- iv. Retain or facilitate the effective use of upper floors, including for commercial, residential, leisure, cultural or other complementary city centre uses, where compatible with the character and operation of the building; and**

- v. Support the regeneration, renewal and enhancement of the city centre by improving its attractiveness, accessibility, environmental quality and overall resilience.**

The above criteria will be considered together, having regard to the nature, scale and location of the proposal. Not all criteria will be relevant to every proposal.

7.161 The purpose of this policy is to provide the overarching framework for assessing development proposals within the Central Retail and Commercial Area (CRCA), as identified on the Proposals Map. The policy seeks to maintain and enhance the area's role as the principal retail, commercial, leisure and cultural destination for Cardiff and South East Wales, while supporting its continued regeneration and adaptation to changing economic conditions.

7.162 The Central Retail and Commercial Area is the head of the retail hierarchy for Cardiff and South East Wales. It accommodates the city's principal shopping streets, shopping centres and historic arcades together with offices, hotels, restaurants, cafés, leisure, entertainment, residential development and cultural attractions. The city centre continues to evolve in response to changing consumer behaviour, technological change and investment patterns. Maintaining a diverse mix of complementary uses, whilst protecting the city's primary retail function, is essential to supporting its long-term viability, vibrancy and resilience.

7.163 Policy R2 applies to all development proposals within the Central Retail and Commercial Area. Within this area, certain shopping streets, arcades and shopping centres are identified as Protected Shopping Frontages under Policy R3 because of their particular importance to the city's primary retail function. Proposals involving the loss of Class A1 (shop) uses within these frontages will therefore be assessed against the specific requirements of Policy R3. Elsewhere within the Central Retail and Commercial Area, a broader mix of city centre uses will generally be supported where proposals contribute positively to the viability, vibrancy and attractiveness of the city centre and support its regeneration and renewal.

7.164 With regard to compatibility of uses, consideration will need to be given to the 'Agent of Change' principle as set out in Planning Policy Wales.

R3: Protected Shopping Frontages

Within the Protected Shopping Frontages identified on the Proposals Map, proposals involving the loss of Class A1 (shop) uses will only be permitted where it can be demonstrated that the proposal would not, either individually or cumulatively with existing or committed non-shop uses, undermine the primary retail function, vibrancy, viability and attractiveness of the Protected Shopping Frontage.

In assessing proposals, the Council will have regard, where relevant, to the following matters:

- i. **The proportion, distribution and concentration of existing and committed non-shop uses within the Protected Shopping Frontage, and the cumulative impact of the proposal on the retail function, vitality and viability of the frontage.**
- ii. **The amount of Class A1 floorspace and active retail frontage that would be lost and the contribution the premises make to maintaining a continuous retail frontage.**
- iii. **Whether the premises have been actively marketed for a continuous period of at least 12 months at a realistic market price and on reasonable commercial terms without securing a viable Class A1 occupier.**
- iv. **The location, prominence and characteristics of the premises within the frontage, including whether the proposal would create or extend a continuous stretch of three or more non-shop units, or otherwise result in a harmful concentration of non-shop uses.**
- v. **Whether the proposed use would provide an active ground floor frontage, including an appropriate shopfront treatment that contributes positively to the character and appearance of the shopping street, arcade or shopping centre.**
- vi. **The effect of the proposal on the amenity of neighbouring occupiers.**

The above considerations will be assessed as a whole, having regard to the nature, scale and location of the proposal. Particular weight will be given to the cumulative effect of the proposal on the retail function, continuity, vibrancy, viability and attractiveness of the Protected Shopping Frontage.

7.164 This policy seeks to protect the retail function of the Central Retail and Commercial Area's most important shopping streets (Queen Street, Working Street and The Hayes), shopping centres (St David's Dewi Sant, Capitol Centre and Queens Arcade) and Victorian Arcades (High Street Arcade, Duke Street Arcade, Castle Arcade, Morgan Arcade, Royal Arcade and Wyndham Arcade). The Protected Shopping Frontages are identified on the Proposals Map.

7.165 The primary purpose of Protected Shopping Frontages is to maintain a continuous and attractive retail environment within the city's principal shopping streets, arcades and shopping centres. In applying Policy R3, proposals will be assessed having regard to their cumulative effect on the retail function, vibrancy, viability and attractiveness of the frontage. The significance of any proposed loss of retail frontage will depend on the existing proportion, distribution and concentration of non-shop uses, together with the location, prominence and characteristics of the premises within the frontage. Consideration will be given to whether the balance of shop (Class A1) to non-shop uses within the Protected Shopping Frontage would remain at or above 50%.

7.166 While the primary function of Protected Shopping Frontages is retail, an appropriate mix of complementary city centre uses can support footfall, increase activity throughout the day and evening, and enhance the overall vibrancy and resilience of the city centre. Policy R3 allows for other uses, including Class A2 (Financial and Professional Services) and Class A3 (Restaurants, Cafés and Snack Bars), where they do not, either individually or cumulatively with other non-shop uses, undermine the primary retail role and character of the frontage or prejudice its retail function. Such uses will be supported where they maintain active ground floor frontages and do not create harmful concentrations of non-retail uses. Proposals will be less favourably considered where they would create significant concentrations of non-shop uses or add to a continuous stretch of three or more non-shop units where this would weaken pedestrian activity, shopping choice or the overall retail character of the frontage.

7.167 Appropriate marketing is an important consideration where proposals involve the permanent loss of Class A1 retail floorspace. In this regard, applications will be expected to be supported by; evidence of at least 12 months continuous marketing and marketing at a realistic rent/sale price; a commercial agent's report; a schedule of enquiries and viewings; copies of advertisements and particulars; an explanation of why retail occupation has not been achieved.

7.168 It is acknowledged that an element of retail vacancy can result from the natural turnover of businesses or from refurbishment. However, long-term vacant shop premises can be a strong indicator of decline and may adversely affect perceptions of the city centre by shoppers, businesses and investors. Proposals which seek to bring long-term vacant retail premises back into beneficial use, following evidence of appropriate marketing, will be viewed more favourably provided that they do not undermine the retail function of the Protected Shopping Frontage. Temporary or 'meanwhile' uses can also contribute positively by maintaining activity, supporting business incubation or providing exhibition space while reducing management and maintenance costs for landowners.

R4: DISTRICT CENTRES

Proposals for retail (including changes of use, redevelopment and subdivision), commercial, leisure, education, health, community, public service facilities, appropriate employment developments (B1 offices) and residential uses will be favoured within the following district centres identified on the proposals map.

- 1. Albany Road/Wellfield Road**
- 2. City Road**
- 3. Clifton Street**
- 4. Cowbridge Road East**
- 5. Crwys Road/Woodville Road**

6. Bute Street/James Street
7. Merthyr Road, Whitchurch
8. Penarth Road/Clare Road
9. St. Mellons
10. Thornhill
11. Whitchurch Road

This will be subject to:

- i. The proposal being of a scale and function appropriate to the district centre as defined by Policy R1: Retail Hierarchy and Town Centre First Approach.
- ii. The location of any business offices (use class B1) above the ground floor;
- iii. The proposal not impeding the effective use of the upper floors;
- iv. Proposals for uses other than class A1 (Shop) not resulting in unacceptable harm to the ~~vitality~~, viability, vibrancy and attractiveness of the centre or a specific frontage, in particular increasing the number of units which would not be available to the public during the normal working day;
- v. The proposal not resulting in unacceptable harmful impact on residential amenity and traffic which could not be overcome by the imposition of conditions;
- vi. The proposal providing a community benefit or addressing an identified deficiency in provision in the area which can be shown to outweigh the loss of a retail use.
- vii. The location of any new residential development above the ground floor and on underused and vacant space away from commercial frontages.
- viii. The proposal not creating or adding to harmful concentrations of non-retail, leisure or community uses (3 or more consecutive units).

The above criteria will be considered together, having regard to the nature, scale and location of the proposal. The weight given to each criterion will depend on the circumstances of the proposal, and not all criteria will be relevant in every case.

~~Unacceptable harm should take account of:~~

- ~~• The existing level of non-retail, leisure or community uses within the centre as a whole;~~
- ~~• The size of the retail unit in relation to the overall size of a centre or a specific groups of frontages;~~

- ~~The distribution and proximity of non-retail, leisure or community uses within a frontage.~~

~~Proposals that result in, or add to a continuous stretch of non-retail, leisure or community uses (3 or more units in a row) will be less favourably considered and applications for such uses will be considered against the following:~~

- ~~The vacancy rate in the centre and/or specific frontage~~
- ~~Whether, and for how long, the premises have remained vacant whilst being actively marketed for their existing or previous use~~

7.168 The aim of this policy is to positively promote and protect District Centres as viable, attractive destinations offering a variety of retail, employment, commercial, community, leisure, health, and public sectors uses providing a range of convenient facilities for the local communities they serve which are readily accessible by walking and cycling and which are normally on or close to high frequency bus routes. The District Centres identified in Policy R4 are defined on the Proposals Map.

7.169 This policy seeks a balance between retaining an appropriate range and choice of retail uses (A1) to meet local shopping needs and allowing other beneficial supporting uses which complement and are appropriate to the scale and function of the centre. Priority will be given to promoting and supporting shopping, other main town centre uses, and community uses, although uses which do not readily fall into either of these categories, sui generis uses normally found in shopping centres, or any mixed use comprising one or more of these use classes can be accepted where they would be complementary and beneficial to the viability, vibrancy and attractiveness of a centre. The impact of proposals on the viability and vibrancy of a district centre will take account of:

- The existing level of non-retail, leisure or community uses within the centre;
- The size of the retail unit in relation to the overall size of the centre or a specific group of frontages;
- The distribution and proximity of non-retail, leisure or community use within a frontage.

7.170 Future Wales: The National Plan 2040 acknowledges that centres are moving away from their traditional retail roles towards more multi-functional places and are becoming focal points of communities as places to live, centres of community activities and a focus for public services such as health and education. Planning Policy Wales states that although retailing (A1) uses should underpin retail and commercial centres, it is only one of the factors which contribute towards their vibrancy (para 4.3.30).

7.171 In recognition of this and whilst there is a desire to maintain a retail function (Use Class A1), Policy R4 provides a flexible approach to changes of use within District Centres to respond to market impacts and reinforce the role and function of District Centres as the heart of sustainable communities and provides the opportunity to consider the individual impacts of proposals and afford weight to proposals for other uses (A2, A3, B1, C1, C2, C3, D1, D2) that contribute positively to the ~~vitality~~, ~~vibrancy~~ viability and attractiveness of District Centres.

7.172 It is important that non-retail uses, leisure and community uses are dispersed as much as possible in order that vibrant shopping frontages are not fragmented and therefore proposals that result in, or add to a continuous stretch of non-retail, leisure or community uses (3 or more units in a row) will be less favourably considered and applications for such uses will be considered against the vacancy rate in the centre and a specific frontage and whether and for how long the premises have remained vacant whilst being actively marketed for their existing or previous use.

7.173 Whilst the aim of the policy is to protect and promote the retail role of these centres, changes of use can help support them, particularly if it would fill long term vacant units and help address long term decline in a centre's performance and attractiveness. A high level of vacancy is often an indicator of poor retail performance, reduced levels of demand and/or investor confidence, and can be harmful to the ~~vitality~~, ~~vibrancy~~, ~~viability~~ and attractiveness of a centre in the long term. Applications for changes of use that involve non-A1 uses of ~~premises currently in A1 use or~~ vacant premises previously occupied by an A1 use will therefore be considered against the following:

- The vacancy rate in the surrounding area; and
- Whether, and for how long the premises have remained vacant whilst being actively marketed for their ~~existing or~~ previous use.

7.174 The change of use of an active A1 use is less likely to be supported and applicants will be expected to provide details of marketing for a period of 12 months at a realistic market value and qualify how they have actively marketed the property over a range of platforms, including a national marketing campaign across a wide range of media. ~~including a national marketing campaign over a wide range of media. for example, local marketing such as agency windows or whether it have been subject to a national marketing campaign across a wide range of media, including digital platforms.~~ This policy will favour business class offices (Use Class B1) above ground level within District Centres. At ground floor level, only professional and financial (A2) offices with a shop

front will be acceptable. B1 offices do not provide an active frontage or service to visiting members of the public.

7.175 The provision of residential accommodation at upper floors within centres and on underused and vacant space away from the commercial frontage can support their vitality, viability and attractiveness and contribute to the creation of sustainable, vibrant, mixed uses communities where people live, shop and work. Centres remain busy beyond business hours, increasing surveillance and providing a market for ancillary uses associated with the night-time economy. However, it is recognised that District Centres cannot offer the same degree of amenity as purely residential areas. To enable opportunities for offices and other appropriate business uses at upper floors within District Centres, in some cases, it may be ~~necessary~~ appropriate to allow the change of use of premises in residential use.

7.176 New District Centres form part of the residential led strategic sites in Plasdwr (NW Cardiff) and Northeast Cardiff. Once implemented the centres will be considered as part of the Retail Hierarchy and proposals for change of use within them will be determined in accordance with this policy.

7.177 Additional new centres in areas of growth and regeneration proposing residential development that come forward in the plan period and satisfy the requirements of Policies R6 and R7 will also be considered for inclusion in the hierarchy.

R5: LOCAL CENTRES

Proposals for retail (including changes of use, redevelopment and subdivision), commercial, leisure, education, health, community, public service facilities, appropriate employment developments (B1 offices) and residential uses will be favoured within the following local centres identified on the proposals map.

- 1. Birchgrove**
- 2. Bute Street (Loudoun Square)**
- 3. Cathedral Road**
- 4. Countisbury Avenue**
- 5. Caerau Lane**
- 6. Fairwater Green**
- 7. Gabalfa Avenue**
- 8. Grand Avenue**

9. High Street, Llandaff
10. Maelfa, Llanederyn
11. Newport Road, Rumney
12. Rhiwbina Village
13. Salisbury Road
14. Splott Road
15. Station Road, Llanishen
16. Station Road, Llandaff North
17. Station Road, Radyr
18. Tudor Street
19. Willowbrook Drive
20. Wilson Road

This will be subject to:

- i. The proposal being of a scale and function appropriate to local centre as defined by Policy R1: Retail Hierarchy and Town Centre First Approach;
- ii. The retention of residential accommodation at upper floors;
- iii. Proposals for uses other than Class A1 (shop) not resulting in unacceptable harm to the ~~vitality~~, viability, vibrancy and attractiveness of the centre or a specific frontage, in particular increasing the number of units which would not be available to the public during the normal working day;
- iv. The proposal not resulting in unacceptable harmful impact on residential amenity and traffic which could not be overcome by the imposition of conditions;
- v. The proposal providing a community benefit or addressing an identified deficiency in provision in the area which can be shown to outweigh the loss of a retail use.
- vi. The proposal not creating or adding to harmful concentrations of non-retail, leisure or community uses (3 or more consecutive units).

The above criteria will be considered together, having regard to the nature, scale and location of the proposal. The weight given to each criterion will depend on the circumstances of the proposal, and not all criteria will be relevant in every case.

Unacceptable harm should take account of:

- ~~The existing level of non-retail, leisure or community uses within the centre as a whole~~
- ~~The size of the retail unit in relation to the overall size of a centre or a specific groups of frontages;~~
- ~~The distribution and proximity of non-retail, leisure or community uses within a frontage.~~

~~Proposals that result in, or add to a continuous stretch of non-retail, leisure or community uses (3 or more units in a row) will be less favourably considered and applications for such uses will be considered against the following:~~

- ~~The vacancy rate in the centre and/or specific frontage~~
- ~~Whether, and for how long, the premises have remained vacant whilst being actively marketed for their existing or previous use~~

7.178 Local Centres are generally smaller and more residential in nature than District Centres and do not contain the scale or variety of retail and non-retail uses. Consequently, proposals other than A1 are often more difficult to satisfactorily accommodate than in District Centres. The aim of this policy is to promote and protect the shopping role of Local Centres and to seek a balance between retaining an appropriate range and choice of retail uses (A1) to meet local shopping needs and allowing other beneficial supporting uses which complement and are appropriate to the scale and function of the centre. Priority will be given to promoting and supporting shopping, other main town centre uses, and community uses, although uses which do not readily fall into either of these categories, sui generis uses normally found in shopping centres, or any mixed use comprising one or more of these use classes can be accepted where they would be complementary and beneficial to the vitality, viability and vibrancy of a centre.

7.179 Future Wales: The National Plan 2040 acknowledges that centres are moving away from their traditional retail roles towards more multi-functional places and are becoming focal points of communities as places to live, centres of community activities and a focus for public services such as health and education. Planning Policy Wales states that although retailing (A1) uses should underpin retail and commercial centres, it is only one of the factors which contribute towards their vibrancy (para 4.3.30).

7.180 Where proposals involve the change of use of an A1 retail unit to a non-shopping use (use class other than A1) the impact on the viability and vibrancy of a local centre will be assessed having regard to

- The existing level of non-retail, leisure or community uses within the centre as a whole;
- The size of the retail unit in relation to the overall size of a centre or a specific group of frontages;
- The distribution and proximity of non-retail, leisure or community use within a frontage;
- Whether any have unimplemented planning consent for non-shopping uses;

7.181 It is important that non-retail uses, leisure and community uses are dispersed as much as possible in order that vibrant shopping frontages are not fragmented and therefore proposals that result in, or add to a continuous stretch on non-retail, leisure or community uses (3 or more consecutive units) will be less favourably considered and applications for such uses will be considered against the vacancy rate in the centre and a specific frontage and whether and for how long the premises have remained vacant whilst being actively marketed for their previous use.

7.182 Whilst the aim of the policy is to protect and promote the retail role of these centres, changes of use can help support them, particularly if it would fill long term vacant units and help address long term decline in a centre's performance and attractiveness. A high level of vacancy is often an indicator of poor retail performance, reduced levels of demand and/or investor confidence, and can be harmful to the ~~vitality, attractiveness, and viability~~ viability, vibrancy and attractiveness of a centre in the long term. Applications for changes of use that involve non-A1 uses ~~of premises currently in A1 use or of~~ of vacant premises previously occupied by an A1 use will be considered regarding the vacancy levels in the local centre and evidence demonstrating the extent and duration of marketing the premises.

- ~~The vacancy rate in the surrounding area; and~~
- ~~Whether, and for how long the premises have remained vacant whilst being actively marketed for their existing or previous use.~~

7.183 The change of use of an active A1 unit is less likely to be supported and applicants will be expected to provide details of marketing for a period of 6-12 months at a realistic value and qualify how they have actively marketed the property, over a range of platforms, including a national marketing campaign across a wide range of media. for example, local marketing such as agency windows or whether it has been subject to a national marketing campaign across a wide range of media, including digital platforms Loss of residential units will generally be resisted at upper floor levels in Local Centres where the characteristics of the premises and their location remain suitable for residential use.

7.184 Four new Local Centres form part of the residential led strategic sites, 3 Local Centres at Plasdwr (NW Cardiff) and 1 Local Centre at Land North of Junction 33 (M4). Once implemented these centres will be considered as part of the Retail Hierarchy and proposals for change of use within them will be considered against this policy framework.

7.185 Additional new centres in areas of growth and regeneration proposing residential development that come forward in the plan period and satisfy the requirements of Policies R6 and R7 will also be considered for inclusion in the hierarchy.

R6: TOWN CENTRE FIRST APPROACH

Proposals for new retail and commercial developments out of centre, including changes of use, extensions, the merger or subdivision of existing units or amendments to existing planning conditions relating to the sale of goods will only be permitted where: -

- I. it can be demonstrated there is a need for the proposed floorspace (with precedence accorded to establishing quantitative need) and that need cannot be accommodated within the central retail and commercial area, or within a district or local centre;**
- II. The proposal would not cause unacceptable harm to the ~~vitality, attractiveness and viability~~ viability, vibrancy and attractiveness of the Central Retail and Commercial Area, District or Local Centre or a proposal or strategy for the protection and enhancement of these centres;**
- III. The site is accessible by a choice of means of transport and;**
- IV. The proposal is not on land allocated for other uses. this especially applies to land designated for employment and housing, where retail and commercial development can be shown to limit the range and quality of sites for such uses.**

7.186 This policy identifies the criteria against which proposals for new retail and other uses complementary to retail and commercial centres outside the Central Retail and Commercial Area, District and Local Centres identified on the Proposals Map will be assessed in line with national policy.

7.187 This Policy applies to any proposals that introduce additional retail floorspace (including mezzanine floors, where permission for this is required), changes of use, extensions, the merger or subdivision of units or amendments to existing planning conditions relating to the sale of goods.

7.188 The aim of the policy is to control the nature and size of out-of-centre retail development to minimise harm to and protect and enhance the vitality, viability and attractiveness of the Central Retail and Commercial Areas and the District and Local

Centres identified in the retail hierarchy (Policy R1) and promoting sustainable communities and sustainable travel patterns. ~~Small scale proposals of 200m² or less meeting local need or providing a complementary/ancillary use for employees in an employment area would be exempt from this test. These stores can play an important role in sustaining local neighbourhoods and reducing the need to travel and would be unlikely to significantly harm existing centres.~~

7.189 The sequential test approach as detailed in Planning Policy Wales directs new retail and uses complementary to retail and commercial centres to centres defined in the centre hierarchy. If a suitable site or building to meet an identified need is not available in the hierarchy of centres, edge of centres sites should be considered and if no such sites are suitable or available, only then should out-of-centre sites in locations by a choice of travel modes, including active travel and public transport be considered.

In Cardiff the order of preference is:

- ~~• Within the Central Retail and Commercial Area~~
- ~~• On the edge of the Central Retail and Commercial Area~~
- ~~• Within a District or Local Centre~~
- ~~• On the edge of a District or Local Centre~~
- ~~• An out-of-centre location accessible by a choice of means of transport.~~
- Within the Central Retail and Commercial Area
- Within a District or Local Centre
- On the edge of the Central Retail and Commercial Area
- On the edge of a District or Local Centre
- An out-of-centre location accessible by a choice of means of transport.

7.190 PPW acknowledges that some types of retailing, for example selling bulky goods and requiring large showrooms, may not be able to find appropriate sites or buildings within existing retail and commercial centres. Where this is the case, such stores should in the first instance be located on sites identified for such purpose in the development plan, preferably on an edge of centre sites. Where such sites are not available or suitable, other sites at the edge of retail and commercial centres, followed by out of centre locations may be considered subject to the application of the needs and impact tests.

7.191 The impact of retail development outside designated centres will be assessed in terms of both the direct impact on the ~~vitality, vibrancy,~~ viability, and attractiveness of the proposal on designated centres and the impact on the retail strategy itself. All proposals for out of centre retail and complementary commercial uses that satisfy the tests of retail need, and the sequential approach must demonstrate that they would not harm designated centres or the retail strategy, either, or in conjunction with other recent developments of unimplemented permissions.

7.192 Retail Impact Statements will be required for all retail planning applications of 2,500sq meters or more gross floorspace that are proposed on the edge of our outside designated centres ~~once a need has been identified~~. Due to the sensitivity of district and local centres to harmful impacts even from relatively small proposals, development within the catchment areas of these centres will require a proportional retail impact assessment or statement. These will be assessed on a case-by-case basis and developers should seek pre - application advice for more information about specific requirements relating to the precise location, scale and form of development proposed.

7.193 Where permission is granted for out-of-centre retail developments, or in some cases, edge-of-centre development, conditions will be attached to control the scale and nature of the retail activity to minimise any potential impact on designated centres or the retail strategy.

7.194 Contributions will be negotiated from out of centre retail developments towards environmental improvement in the nearest designated centre to mitigate adverse impact, in line with the Planning Obligations policy.

7.195 The Council monitors the ~~vitality~~, viability, vibrancy and attractiveness of designated centres. All applications for out-of-centre retailing will be expected to examine the health of centres most likely to be affected and their likely impact.

R7: THE CREATION OF NEW CENTRES

The development of new centres to provide shops, services, facilities and a community focus in areas of growth and regeneration proposing residential development will be ~~assessed against Policy R6: retail development (out of centre)~~ and will be supported where:

- I. The ~~development centre~~ is of an appropriate scale ~~which satisfies to meet an identified local need~~;
- II. The ~~development~~ proposal ~~will~~ would not negatively have an unacceptable impact on the ~~vitality~~, viability, vibrancy and attractiveness of designated centres;
- III. The ~~development centre~~ is located along public transport corridors and easily accessible by public transport, walking and cycling; and
- IV. The ~~development~~ centre forms part of a planned ~~centre~~ development which reinforces a sense of place and provides a mix of shops, services, facilities and uses to serve the local community.

Where the proposal includes retail development, the retail element will be assessed in accordance with Policy R6: Retail Development (Out of Centre).

~~7.196 The development of new centres may be appropriate within areas of growth and regeneration involving residential development where they are needed to provide retail, shops, services, community facilities and a community focus within areas of growth and regeneration proposing residential development for the local community. The scale and nature of a new centre should reflect the size and characteristics of the development it is intended to serve and the role of existing centres. Such facilities often centres may include a range of smaller shops and services serving the local catchment, including smaller supermarkets and food and drink outlets, together with services, community facilities and local job opportunities opportunities for local employment.~~

~~7.197 The provision of future centres within areas of growth and regeneration should not negatively impact on the vitality, viability, and attractiveness of existing centres and therefore proposals for new centres will be assessed against Policy R6. Planning proposals should demonstrate that these areas are the most appropriate for new centres regarding amenity, transport and design and layout.~~

~~7.197 New centres should be planned as an integral part of the development of areas of growth and regeneration and should be located where they are accessible by public transport, walking and cycling. They should be designed and located to contribute to a strong sense of place and provide a mix of shops, services and facilities to serve the local community.~~

~~7.198 New centres should complement existing designated centres and should not have an unacceptable impact on their viability, vibrancy and attractiveness. Proposals should demonstrate that the proposed location, scale and mix of uses are appropriate having regard to the needs of the local community, the accessibility of existing centres and the potential effects on their viability, vibrancy and attractiveness. Where a proposal includes retail development, the retail element will be assessed against Policy R6: Retail Development (Out of Centre).~~

R8: FOOD AND DRINK USES

Food and Drink Uses are most appropriately located in the following locations, subject to the relevant policies of the plan.

- i. The Central Retail and Commercial Area**
- ii. The inner harbour/waterfront area of the Bay Business Area**
- iii. District and Local Centres**

7.198 Policy R8 identifies the most appropriate locations for food and drink uses. Such uses will be subject to amenity considerations, highway matters, crime, and fear of crime considerations, and the impact on the shopping role and character of designated

centres. Food and drink uses are unlikely to be acceptable within or adjacent to residential areas, where they would cause nuisance and loss of amenity, or result in the loss of a residential property.

7.199 Food and drink uses, including restaurants and hot food takeaways, are generally better located in designated centres where they can complement and enhance the existing shopping role, increase footfall and benefit from good accessibility by public transport. Such uses can have impacts in terms of vehicular and pedestrian activity, noise, fumes, litter and late-night disturbance and are therefore generally better located in centres than predominantly residential areas. The Central Retail and Commercial Area, the inner harbour/waterfront area of the Bay Business Area, and District Centres are more likely to be able to satisfactorily accommodate food and drink uses due to their size, accessibility and character. However, concentrations of such uses may cause harm to residential amenity within or adjoining centres or cumulatively undermine the predominant shopping role and character of a centre, including its viability, vibrancy and attractiveness.

7.200 Food and drink uses are appropriate in principle within the Central Retail and Commercial Area. Such uses can contribute to the range and choice of facilities available to visitors, employees and residents, support the evening economy, increase dwell time and support tourism. Proposals will need to comply with the relevant policies of the Plan, including Policy R2: Development in the Central Retail and Commercial Area and, where applicable, Policy R3: Protected Shopping Frontages. The cumulative impact of food and drink uses will also be considered where relevant to ensure that they do not undermine the shopping role and character of the Central Retail and Commercial Area.

7.201 Food and drink uses within the inner harbour/waterfront area of the Bay Business Area can contribute to the range and choice of facilities available to residents, workers and visitors and support the role of Cardiff Bay as a destination for leisure, tourism and evening activity. Proposals will need to have regard to the character and function of the area and should not result in unacceptable impacts on residential amenity, highway safety or the wider environment.

7.202 Food and drink uses can complement the main shopping role of District and Local Centres by providing additional facilities and increasing footfall. Proposals will need to demonstrate that they would not adversely affect the living environment of nearby residents and either individually or cumulatively with other non-shopping uses, undermine the shopping role and character of the centre in accordance with Policies R4: District Centres and R5: Local Centres.

7.203 Local Centres and smaller neighbourhood centres are generally more residential in character and do not have the scale or range of retail and non-retail uses found in larger centres. Food and drink uses may therefore be more difficult to accommodate, particularly where they would give rise to noise, disturbance, odour, litter or anti-social

behaviour. Greater emphasis will consequently be placed on protecting residential amenity, including through controls on opening hours and the nature of the use.

7.204 Outside the locations identified in Policy R8, food and drink uses are unlikely to be acceptable in, or adjacent to, predominantly residential areas because of their impact on residential amenity and potential to cause nuisance from noise and odour.

7.205 Food and drink proposals within existing employment areas will be considered against Policy EC4: Provision of Complementary Facilities for Employees in Business, Industrial and Warehousing Development.

7.206 Further guidance on the application of this Policy will be set out in the Food and Drink Uses SPG.

R9: CONVERSION TO RESIDENTIAL

Within the Central and Bay Business Area, District and Local Centres, the conversion of suitable space above commercial premises to residential use will be favoured where:

- i. The ground floor frontage is retained in commercial use;**
- ii. Adequate servicing and security can be maintained to the existing commercial use(s);**
- iii. Appropriate provision can be made for parking, access, pedestrian access, amenity space, green infrastructure and refuse disposal together with any appropriate external alterations and;**
- iv. The residential use does not compromise the ground floor use and result in unacceptable impact on the operating conditions of existing businesses.**

Proposals for the conversion of suitable space above commercial premises to residential use will be supported in principle, subject to compliance with the criteria above.

Proposals that result in the loss of offices will be assessed against Policy EC6: Protecting Offices in the Central and Bay Business Areas.

Proposals that result in the loss of community facilities will be assessed against Policy C2: Protection of Community Facilities.

7.206 The conversion of suitable space above commercial premises to residential use provides a valuable contribution to the city's housing stock and provides much needed homes. It also positively contributes to the creation of vibrant, mixed-use communities where people live and shop. Centres remain busy and populated beyond business

hours, increasing surveillance, and providing a market for ancillary uses associated with the night-time economy.

7.207 New homes are vulnerable to existing sources of pollution such as noise. Existing businesses, venues, and facilities should not have unreasonable restrictions placed on them because of development permitted after they were established. The responsibility for addressing the impact of noise is on the new development in accord with the 'agent of change' principle. Where new developments are proposed close to existing noise-generating uses, such as music and nighttime economy venues, developments must be designed to protect the new occupiers from noise impacts so that the existing use is not threatened.