

SHOPPING

THE CITY CENTRE

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DESIGN AND IMPROVEMENT OF SHOPS AND SHOPPING CENTRES

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Shopping

Over the past 20 years there have been big changes to shopping in Sheffield. The greatest change has been the increase in out-of-centre shops. All of the City's out-of-centre retail warehouses and superstores were opened after 1970 and there was major growth in the 1980's, including development of the Meadowhall Shopping Centre.

These changes are due to factors such as the spread of housing areas, greater car ownership and the ability to provide for easy car parking, and people's tendency to shop less frequently but for larger quantities of goods. The share of the market held by large retailers has increased, allowing them to make economies of scale and build bigger free-standing shops. These trends are likely to continue.

Sheffield has several types of shopping centre fulfilling different functions, as follows.

The City Centre is South Yorkshire's principal commercial centre. It is accessible to shoppers using public and private transport as well as pedestrians. Its role as a centre for offices, higher education, culture, leisure and entertainment should be underpinned by a high quality shopping environment.

For most of those living or working in the City, it is closer and more accessible than Meadowhall. Its status as a shopping centre has declined in recent years for a number of reasons including inherent weaknesses in its layout, limited investment in new shopping floorspace, the impact of Meadowhall and the effects of recession, and its regeneration is one of the principal aims of the Plan.

Meadowhall serves an important function as a regional shopping centre. It has significantly improved the range and quality of comparison goods shopping in the Sheffield sub-region and it has been an undoubted commercial success, drawing shoppers from a much wider area than did the City Centre. But significant additional development here would harm the prospects of regeneration in the City Centre to a degree out of proportion to any benefits to the City of attracting more regional shoppers. The shopping Policies aim to direct investment to the City Centre and achieve a balance between Meadowhall and the City Centre.

Major non-food shopping development should be concentrated in the City Centre and the District Shopping Centres so as to sustain and enhance those Centres, reduce the need for people to travel, and enable access by a choice of means of transport. The Plan strategy includes promoting sites for such development in existing Centres but closely restricting it elsewhere. This will encourage investment, improvement and confidence where the need is greatest and where most people will benefit.

The City's District and Local Shopping Centres also play an important role. They are generally well served by public transport or they are near to where people live. They provide a range of sizes and types of shops and other services. And they are a focus for the life of the communities around them and include the public buildings and community facilities which have grown up alongside the shops.

But some of these Centres are in the older parts of the City and in need of regeneration if they are to go on adequately serving the people in their surrounding areas. A shift of spending to the newer, free-standing centres could limit the opportunities for investment and renewal in the older ones. And the more disadvantaged groups of people in the City could lose out as a result.

The Plan aims to build on the benefits of both the new and traditional types of shopping centre. So long as spending is growing there is scope for new centres to develop without undermining the existing ones. But this growth is not limitless. So the balance between out-of-centre and within-centre development needs to be managed so that the viability and vitality of the existing centres is not damaged.

For further background information, see the documents on shopping listed in Appendix 5.

THE CITY CENTRE

The City Centre is the largest shopping centre in South Yorkshire and the major focus for public transport. It includes a wide range of shops, businesses, public buildings and leisure facilities.

But the City Centre now shares the regional role with Meadowhall and the Central Shopping Area has lost some trade. Investment in the regeneration of the City Centre has suffered as a result.

The Policies for the City Centre accept Meadowhall's regional role but aim to ensure that the Central Shopping Area continues to thrive.

SI THE CITY CENTRE AND THE LOCATION OF MAJOR SHOP DEVELOPMENTS

Major retail development will be promoted in Sheffield's Central Shopping Area where it would encourage regeneration of the City Centre and help to develop and consolidate its role as the principal commercial centre of South Yorkshire.

Major non-food retail development will be concentrated within the Central Shopping Area and the District Shopping Centres and, if the development is for the sale of mainly bulky goods, in Retail Parks.

Major food retail development will be concentrated within and at the edge of the Central Shopping Area and District Shopping Centres.

Reasons for the Policy

The vitality of the City Centre as Sheffield's natural focus, and South Yorkshire's principal commercial centre, depends on being underpinned by a healthy and profitable retail sector. The Government's national planning guidance states that existing city and town centres should continue to be the main areas for shopping facilities.

The Government's strategic guidance states that the role of the City Centre should be developed and expanded to assist in the regeneration of inner Sheffield. Significant public investment has already provided the necessary economic and social infrastructure to perform this function. A sustainable strategy for shop development should make maximum use of the existing infrastructure and public investment. Regeneration of the City Centre is crucial for economic development in Sheffield.

The Sheffield Retail Study by Hillier Parker and the Oxford Institute for Retail Management gives clear evidence of continuing decline in the Central Shopping Area. However, in the long term there are prospects for significant new retail investment there. The City Centre is a long-term resource which potentially has greater flexibility and is more sustainable than other retail developments. Therefore chances of future development in the City Centre should not be prejudiced.

Sheffield is unique among cities in Britain in needing very major initiatives to maintain and enhance the vitality and viability of its City Centre whilst having a regional shopping centre so close to its Central Shopping Area. The challenge is how to transform the shopping opportunities and environment provided by the City Centre in the face of increasing competition from Meadowhall. This can only be done if non-food retail development outside the City Centre is closely controlled.

Government advice is that there should be a sequential approach to selecting sites for new retail development with first preference for town centre sites, where suitable sites are available, followed by edge-of-centre sites, and only then by out-of-centre sites in locations that are, or

Definitions

'Major retail development' - having over 2,500 sq.m. gross area, including superstores, shopping malls, retail warehouses, retail parks, warehouse clubs and factory shops.

'Central Shopping Area' - the entire shopping area within the City Centre. See Proposals Map 10 for details of the boundary.

'District Shopping Centres' - centres with a variety of shops, both for everyday food shopping and shopping around for other things. They usually have at least one food supermarket or superstore. They also have a range of other services such as banks, building societies and restaurants. They are listed on page 190 and shown on Map 13 (facing page 184).

'Retail Parks' - groups of large shops, typically retail warehouses, sharing common access and parking and identified on the Proposals Map.

'Retail warehouses' - large single-level stores specialising in the sale of household goods (such as carpets, furniture and electrical goods) and bulky DIY items, catering mainly for car-borne customers.

'Edge of centre' - a location within easy walking distance (i.e. 200-300 metres) of the primary shopping area and providing parking facilities that serve the centre as well as the store, thus enabling one trip to serve several purposes.

Other Information

For the Government's national planning guidance on retailing, see *Planning Policy Guidance Note Revised PPG6, Town Centres and Retail Developments*, Department of the Environment, 1996.

For the Government's strategic guidance, see *Regional Planning Guidance Note RPG5, Strategic Guidance for South Yorkshire*, Department of the Environment, 1989, paragraphs 9-11.

For the strategic role of the City Centre, see *Policies SP2 and SP3*, pages 36-39.

For evidence of the state of the City Centre, see the *Sheffield Retail Study*, commissioned from Hillier Parker Ltd. and the Oxford Institute of Retail Management by the City Council and the Sheffield Development Corporation, 1994.

can be made, accessible by a choice of means of transport. In line with this advice the aim of the Plan is to ensure that major new non-food retail development takes place in the Central Shopping Area and in the District Shopping Centres in order to support those Centres and enable access by a choice of means of transport. Proposals elsewhere will be assessed against Policy S5 (page 191) but will not be approved if they would undermine this Plan strategy.

If new foodstores cannot be accommodated within the Central Shopping Area or District Shopping Centres, the next best location might be at the edge of centres. Policy S4 (page 188) explains this in more detail.

How it will be put into practice**By:**

Deciding planning applications.

Continuing promotion and investment by the City Council, including a market-targeting strategy for The Moor and Fargate, and environmental improvements.

Identifying development opportunities to strengthen the Central Shopping Area and making sites available, and planning for the unification of the Fargate Area with the rest of the Core Area through major retail development.

Consolidating retailing in the Fargate Area and, where appropriate, allowing a change of character to encourage complementary non-retail uses outside this Area (see Policies S2 and S3 below).

Improving both public and private transport circulation, including completion of the Inner Ring Road, the provision of car parking and opportunities for park and ride, and maximising the potential of Supertram to encourage development and improve the environment (see Policies T2 to T6, and T21 to T24, pages 254-259 and 276-281).

Improving circulation routes for pedestrians, cyclists and people with disabilities within the Retail Core area and between the Sheaf Valley and the Central Shopping Area (see Policies T8 to T10, pages 260-264).

Involving key retailers in a strategy for co-ordination and management of the City Centre for:

- environmental maintenance and ongoing management;
- promotion of the City Centre as a whole.


Producing traffic management plans to address the issues of:

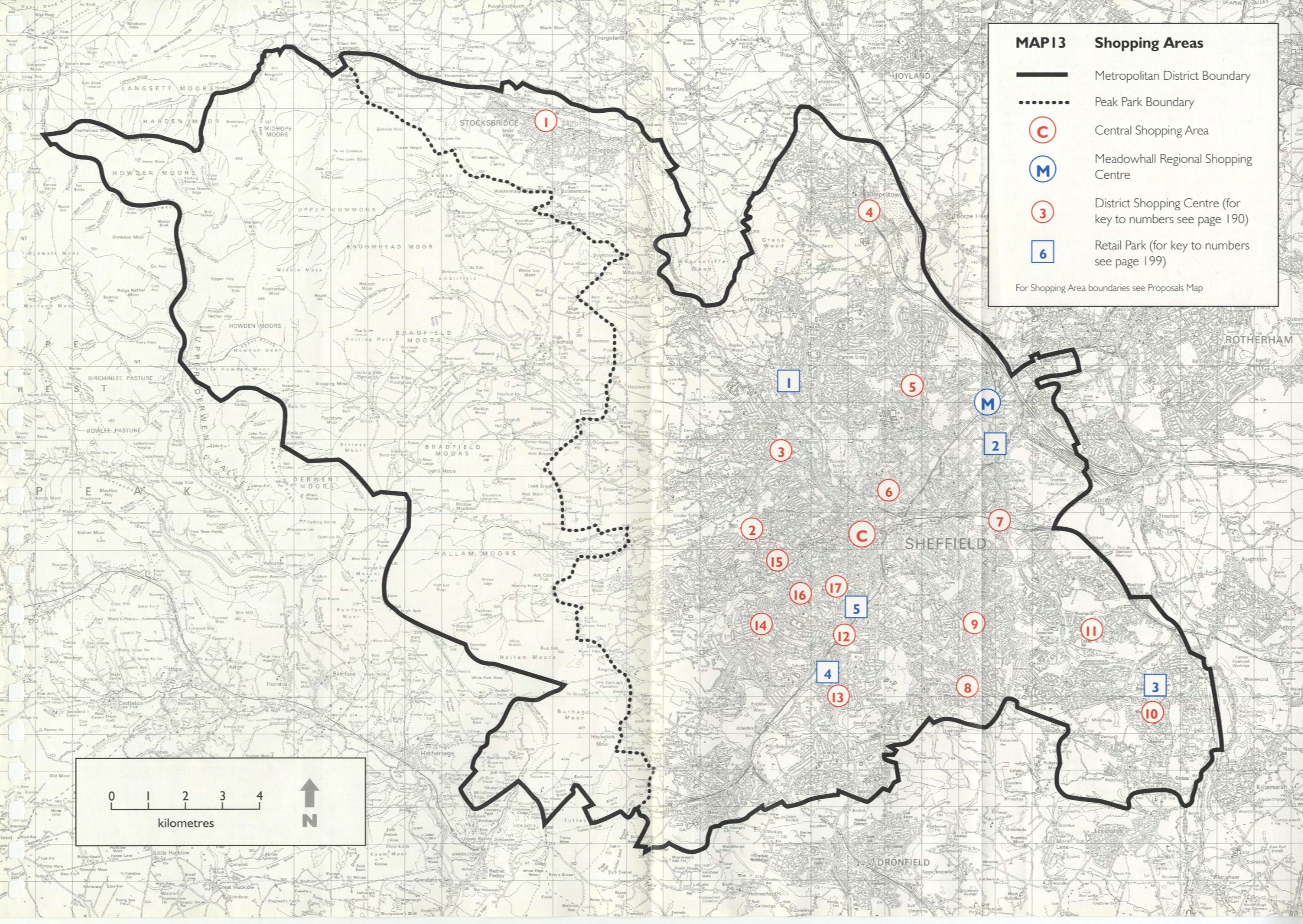
- convenient public transport facilities such as implementing schemes like bus priorities and park and ride (see Policies T2 to T6, pages 254-259);
- traffic calming measures (see Policies T9 and T13, pages 262 and 267).

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Running developer/design competitions.

MAP13 Shopping Areas

-  Metropolitan District Boundary
 -  Peak Park Boundary
 -  Central Shopping Area
 -  Meadowhall Regional Shopping Centre
 -  District Shopping Centre (for key to numbers see page 190)
 -  Retail Park (for key to numbers see page 199)
- For Shopping Area boundaries see Proposals Map



Reviewing indicators of the vitality and viability of the Central Shopping Area and publishing the findings.

Development Sites in the City Centre

Within the City Centre the following potential development sites are being promoted for key town centre uses where shop development will play an important part (see Map 14 facing page 186):

1. **West Street (Co-op site) (0.3 ha)**
To include offices and retail uses (on West Street frontage).
2. **Carver Street (0.4 ha)**
To include housing and retail uses. There is developer activity on part of the site.
3. **West Street (Royal Hospital) (0.6 ha)**
Shops (A1) on the West Street frontage as part of a scheme including offices and housing.
4. **Cambridge Street (0.8 ha)**
To include housing and shops (A1) at the ground floor. These proposals are well advanced.
5. **Union Street (2.4 ha)**
To include shops (A1), at the ground floor, and offices, as the commercial part of the 'Heart of the City' Millennium Project.
6. **Angel Street/Castle Square (1.0 ha)**
Vacant land and retail units at Castle Square to be developed for retail (A1, A2 and A3) uses.
7. **Broad Street (Markets sites) (1.8 ha)**
To include the new City Market and other shops, leisure and residential uses. A City Council and developer partnership scheme is about to commence.
8. **Pond Hill (1.8 ha)**
Following the relocation of the Royal Mail Office, redevelopment will include retail units (A1, A2 or A3) on ground floor frontages and leisure uses.

The City Council will promote development by advertising the sites and providing advice to developers. Where appropriate, the Council will initiate or enter into partnerships with developers. This might include organising competitions or using the Council's powers of compulsory purchase.

S2 DEVELOPMENT OF FRONTAGES IN THE CITY CENTRE'S RETAIL CORE

On ground floor frontages within the Retail Core of the Central Shopping Area, new retail and complementary uses which add to the vitality and viability of the Central Shopping Area will be encouraged. In the Fargate Area, frontage development should help to consolidate the retail function of the Area.

Definitions

'Central Shopping Area' - the entire shopping area within the City Centre. See Proposals Map 10 for details of the boundary.

'Retail Core' - the parts of the Central Shopping Area mainly used for the retail sale of goods, between The Moor and Castlegate. Street frontages of the Retail Core, are marked on Proposals Map 10.

'Fargate Area' - Sheffield's 'primary' shopping area within the Retail Core, where pedestrian flows and rental levels are highest. Street frontages of the Fargate Area are marked on Proposals Map 10.

Other information

The codes in brackets in the Policy, for example (A1), tell you which class each land use belongs to. For more information, see Appendix 2.

For the Government's national planning guidance, see *Planning Policy Guidance Note Revised PPG6, Town Centres and Retail Developments*, Department of the Environment, 1996.

Accordingly:

- (a) in the Fargate Area, only shops (A1) will be permitted on ground floor frontages;
- (b) in the rest of the Retail Core on ground floor frontages, the following uses will be:

Preferred

Shops (A1)

Acceptable

Offices used by the public (A2)

Food and drink outlets (A3)

Amusement centres

All other uses will be unacceptable;

- (c) non-shopping uses on ground floor frontages will be required to provide and retain a window display or frontage appropriate to a shopping street location.

Reasons for the Policy

In Fargate it is particularly important to achieve a concentrated pattern of shopping provision so that it can maintain its function as the primary City Centre retail area. Banks and other financial institutions offering services to the public should not be allowed to dominate primary shopping areas in a way that undermines the retail function. They can be provided elsewhere in the Retail Core.

Government national planning guidance indicates that in the Retail Core outside the Fargate Area complementary non-shopping uses such as restaurants, wine bars, banks and building societies can make a contribution to the life and vitality of the City Centre.

However, it is important to limit uses which are inappropriate to a shopping centre so that the continuity of retailing in the Retail Core is maintained.

Window displays will make the frontages of those service businesses which are permitted more interesting and attractive.

How it will be put into practice

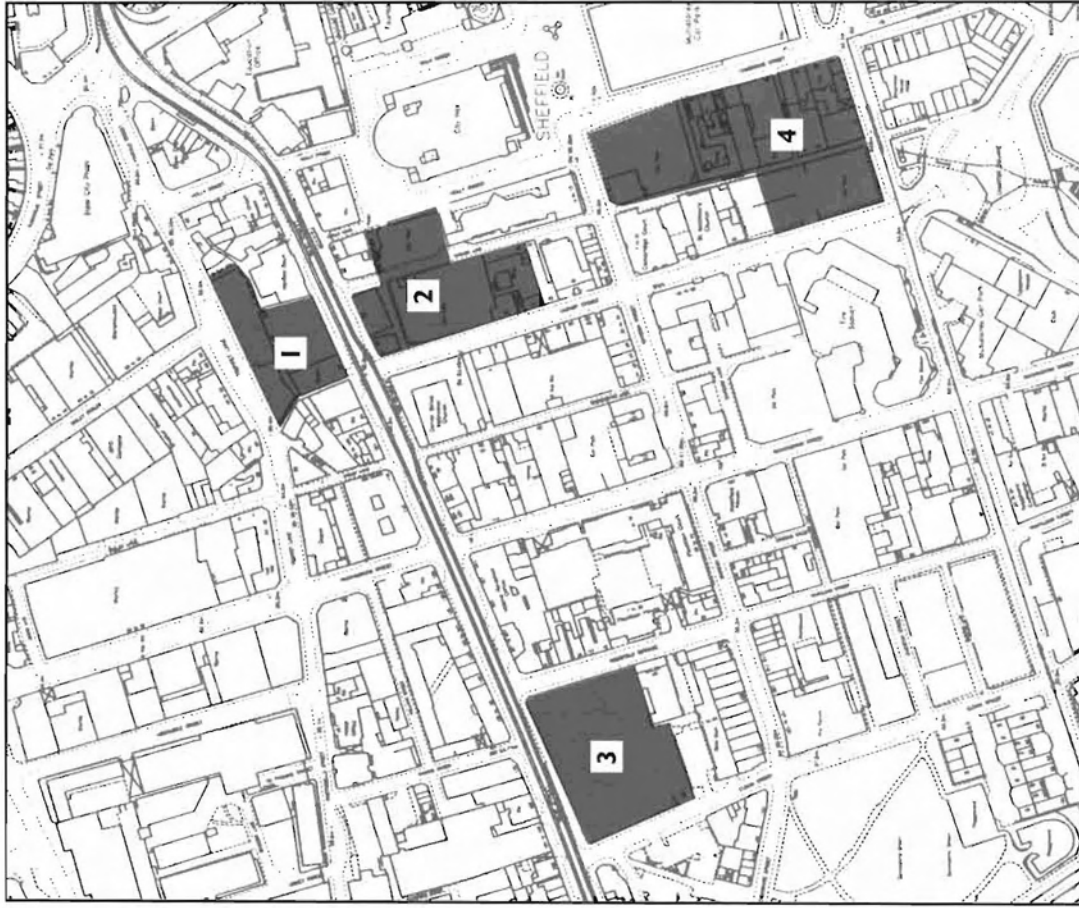
By:

Deciding planning applications.

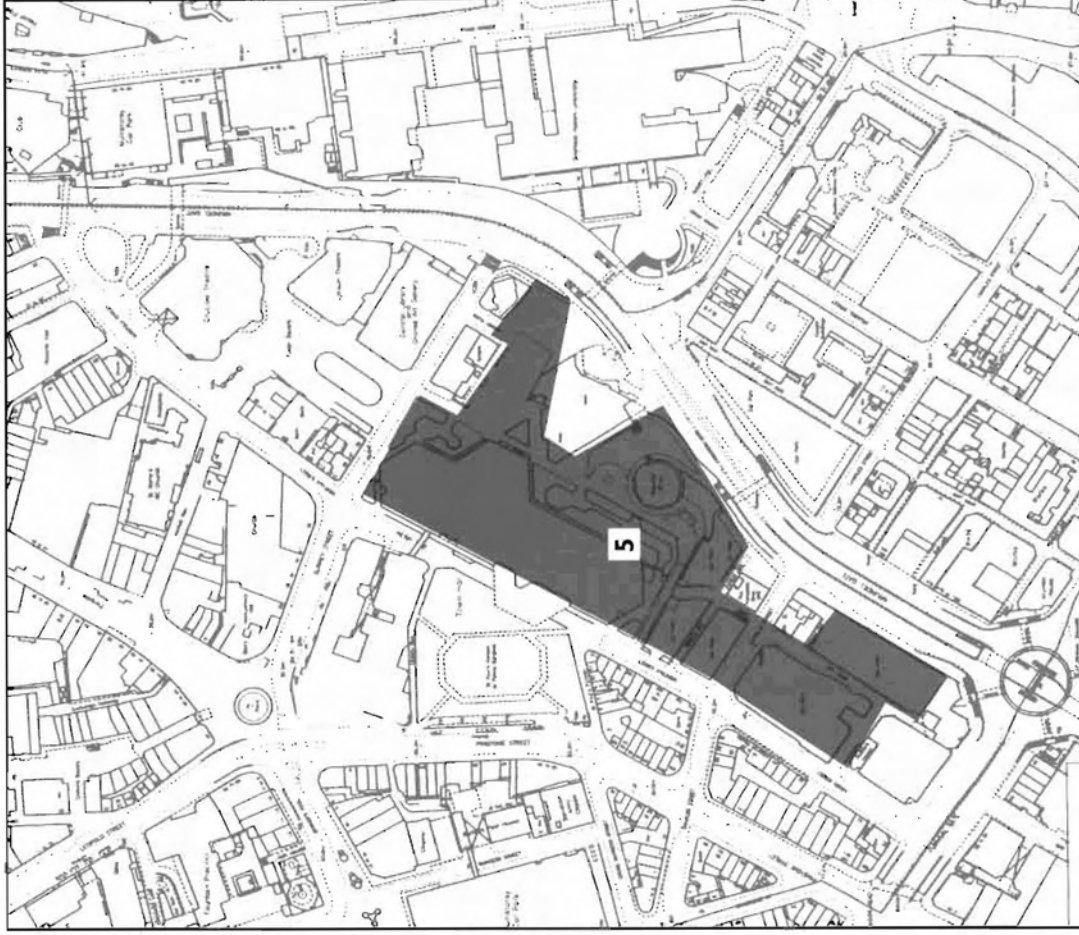
Providing appropriate advice to developers, including supplementary planning guidance.

Monitoring the number and location of retail and non-retail uses.

MAP 14 Development Sites in or at the edge of the Central Shopping Area



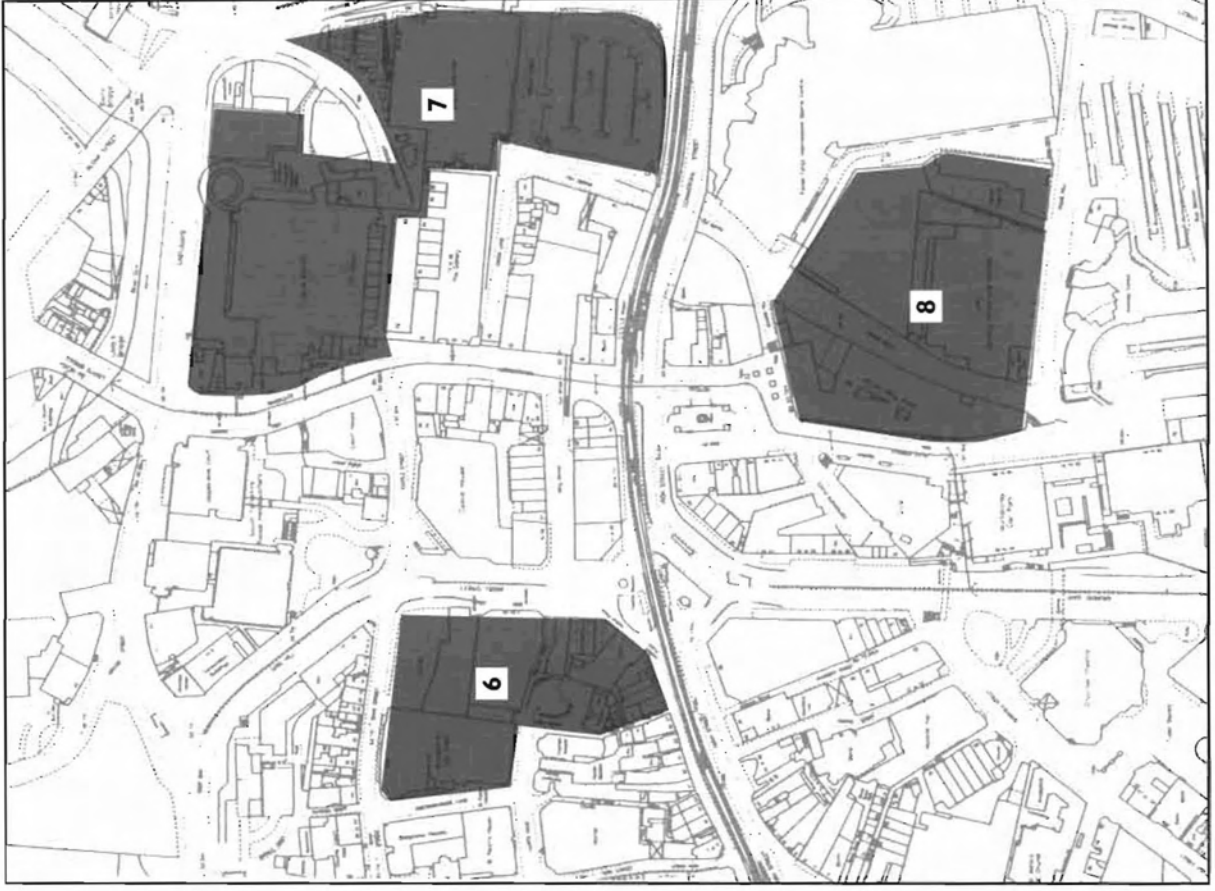
- 1. West Street (Co-op Site)**
- 2. Carver Street**
- 3. West Street (Royal Hospital)**
- 4. Cambridge Street**



- 5. Union Street**

MAP 14 Development Sites in or at the edge of the Central Shopping Area (continued)

- 6. Angel Street Castle Square**
- 7. Broad Street (Market Site)**
- 8. Pond Hill**



S3 DEVELOPMENT IN THE CENTRAL SHOPPING AREA

In the Central Shopping Area, other than on ground floor frontages in the Retail Core, the following uses will be:

Preferred

Shops (A1)
 Offices used by the public (A2)
 Food and drink outlets (A3)
 Housing (C3)

Acceptable

Business (B1)
 Hotels (C1)
 Residential institutions (C2)
 Community facilities and institutions (D1)
 Leisure and recreation facilities (D2)
 Amusement centres
 Car parks
 Hostels

Unacceptable

General industry (B2)
 Warehouses and open storage (B8)
 Car showrooms
 Garage and transport depots
 Petrol filling stations
 Scrapyards

Car parks must comply with Policies T21 to T24.

All new development must comply with Policies H12 and S10 as appropriate.

Reasons for the Policy

There are opportunities for shopping development off the Retail Core and on streets like West Street, Glossop Road, Division Street, Devonshire Street and Wicker. There are good opportunities for specialist shops to develop in accessible but less costly locations.

But it is not necessary to have the high concentration of shops in these areas that are required in the Retail Core and other uses, like offices, are more acceptable.

Other uses help to make the City Centre a more lively and attractive place. They provide an additional stimulus for shopping trips to the City Centre and help it compete with developments elsewhere.

There are also opportunities for other City-wide services such as community facilities which may be appropriate to the City Centre but not able to locate in the Retail Core.

Definitions

'Central Shopping Area' and 'Retail Core' - as for Policy S2, above.

Other information

For Policies T21 to T24, see pages 276-281.

For Policies H12 and S10, see pages 158 and 199.

However, other uses would prejudice shopping in these areas either by taking up sites or harming the environment for shoppers. Car-related land uses would attract excessive traffic in an area where measures are being taken to reduce it (see Policy T13, page 267).

How it will be put into practice

By:

Deciding planning applications.

Providing appropriate advice to developers, including supplementary planning guidance.

Identifying and promoting sites suitable for development.

OTHER SHOPPING LOCATIONS

Shopping Areas have been defined which help to make shops accessible for all. Each type of Area has a different role and needs different Policies.

District Shopping Centres are places both for everyday food shopping and for shopping around for non-food items. They must have a large enough variety of shops for this to be possible.

District Centres are not just shopping centres. They can offer a wide range of services and leisure facilities and can be the hub of everyday community life. So there are other types of land use which can contribute to their vitality and be allowed in District Shopping Centres.

Local Shopping Centres are useful for both everyday shopping and for 'top-up' shopping.

Retail Parks allow people the opportunity to compare and buy bulky household goods such as carpets, furniture and electrical goods and bulky DIY items.

Because of the scale and effect of Meadowhall there is limited potential for further large out-of-centre shopping developments, and expansion of Meadowhall should be restricted.

The Policies that follow aim to direct new shops, of whatever size, to where they will be most accessible, and to ensure the continued vitality and viability of existing accessible shopping facilities.

S4 DISTRICT CENTRE SHOPPING

Retail development will be promoted in the District Shopping Centres. Food retail development will be promoted within District Shopping Centres and, where there are no suitable sites within such Centres, at their edges.

Definitions

'District Shopping Centres' - as for Policy S1, page 183.

Definition

'At the edge of' - as for 'Edge-of-centre' in Policy S1, page 183.

Other Information

For Policy S5, see page 191.

Proposals for retail development within District Shopping Centres will be permitted only provided that they would comply with sub-paragraphs (a) and (b) of Policy S5 in relation to the Central Shopping Area.

Proposals for retail development at the edge of District Shopping Centres will be permitted only provided that they comply with Policy S5.

Reasons for the Policy

The Central Shopping Area and District Shopping Centres should continue to be the main areas for shopping facilities. This Policy aims to improve the quality and competitiveness of District Shopping Centres.

The District Centres identified in the Plan are accessible to all sections of the community, particularly those without the use of a private car. They provide a sense of place and community identity. As well as shopping facilities for local residents and others, they generally provide high levels of accessibility to a broad range of services and facilities for all the community, as well as employment opportunities. The retail function should continue to underpin such centres.

New shops help District Centres remain attractive and viable. They can then compete with out-of-centre developments which cater primarily for car-borne shoppers. Development in the District Centres can encourage public transport or enable one car journey to serve several purposes and so reduce transport emissions of carbon dioxide and air pollutants.

However, in the case of non-food shops, the benefits offered by major retail development in District Centres have to be balanced against possible harm to City Centre shopping. The City Centre is a preferable location for major non-food retail development and proposals which would affect the vitality and viability of the City Centre should not be allowed.

Food supermarkets in District Centres often play a vital role in maintaining the quality and range of shopping there. They thus provide an essential service for the less mobile members of the community.

In cases where there is little scope for development of food stores within the District Centre the next best solution for food shops in many cases will be development at the edge of the Centre. The development may provide parking facilities that enable those shopping at the store to walk to the centre for their other business. In this way one trip can serve several purposes. The new shop is more likely to be accessible to those without cars and will contribute to the economic strength of the Centre. However, it would be necessary to ensure that the additional development would not undermine the existing centre and the criteria set out in Policy S5 still apply.

How it will be put into practice**By:**

Deciding planning applications.

SHOPPING

Providing appropriate advice to developers, which could include supplementary planning guidance and planning briefs.

Promoting appropriate sites within and at the edge of the District Shopping Centres when the opportunity arises.

District Shopping Centres in Sheffield (with number in brackets shown on Map 13 facing page 184):

Stocksbridge (Proposals Map 1)

Stocksbridge (1)

North West (Proposals Map 2)

Crookes (2), Hillsborough (3)

Chapel Green (Proposals Map 3)

Chapelton (4)

North East (Proposals Map 4)

Firth Park (5), Spital Hill (6)

East End (Proposals Map 5)

Darnall (7)

South East (Proposals Map 6)

Gleadless Townend (8), Manor Top (9)

Mosborough (Proposals Map 7)

Crystal Peaks (10), Woodhouse (11)

South (Proposals Map 8)

Heeley (12), Woodseats (13)

South West (Proposals Map 9)

Banner Cross (14), Broomhill (15), Ecclesall Road (16), London Road (17).

Development Sites in District Centres

Within District Centres the following potential development sites will be promoted for key town centre uses including shopping (see Map 15 opposite). Other sites may be identified as opportunities arise.

Stocksbridge (Proposals Map 1)

Manchester Road, (2.6 ha)

Appropriate for shops, restaurants, offices, housing, leisure uses or a nursing home.

North West (Proposals Map 2)

Hillsborough Barracks (0.2 ha)

A disused jailhouse, with permission for conversion to retail and office use.

Bradfield Road (0.4 ha)

A peripheral site with retail permission, appropriate for retail warehousing or leisure uses.

East End (Proposals Map 5)

Staniforth Road (2.0 ha)

A derelict factory, appropriate for housing and shops.

South (Proposals Map 8)

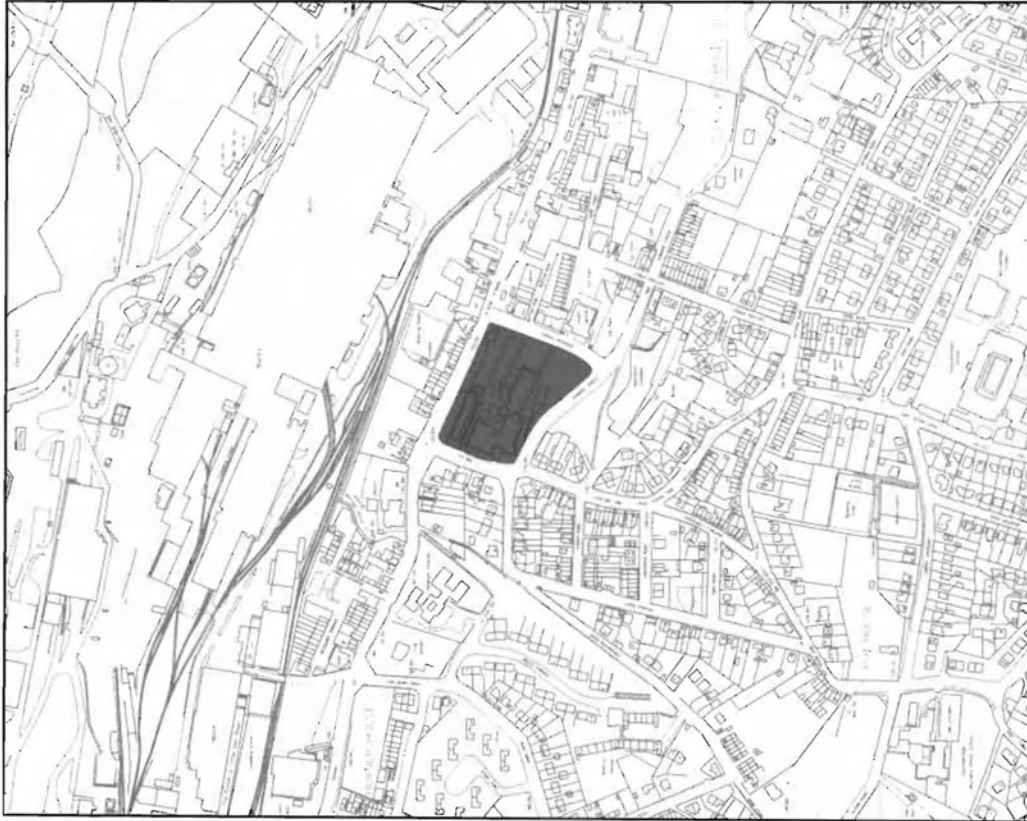
Heeley Sidings (2.5 ha)

Permission exists for a retail park.

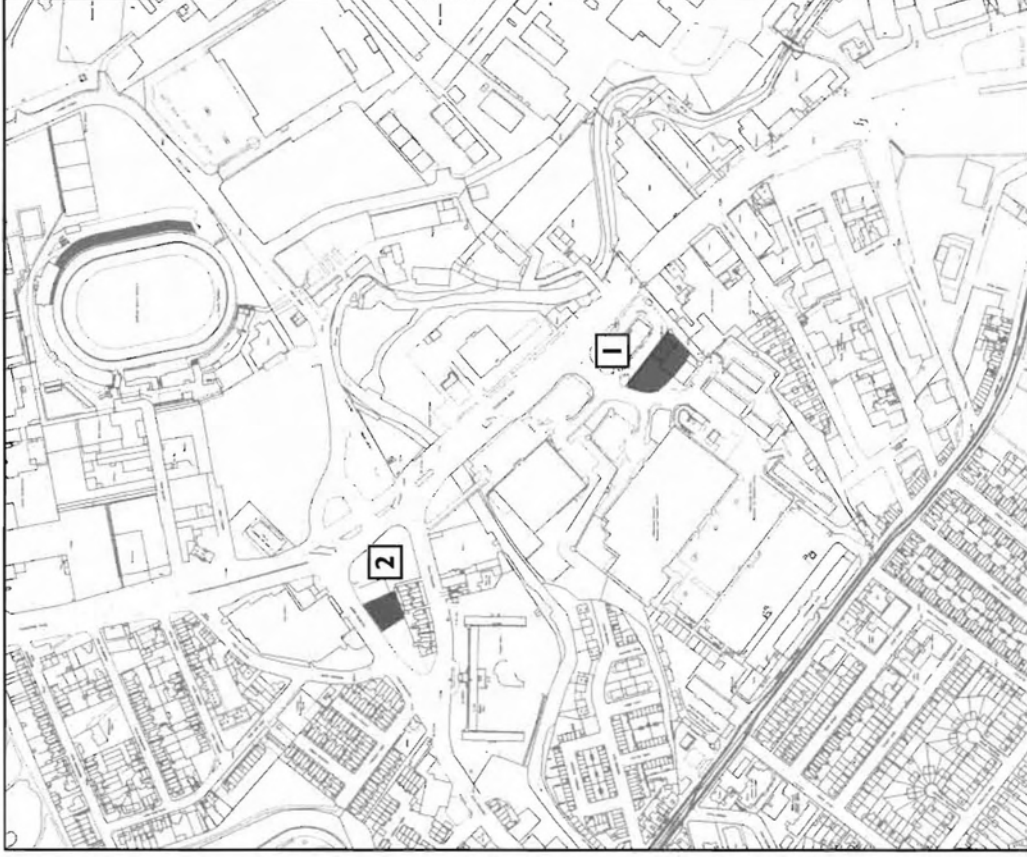
The Council will promote development by advertising the sites and providing advice to developers.

Where appropriate, the City Council will, in partnership with developers, make sites available by using its power of compulsory purchase.

MAP 15 Development Sites in or at the edge of District Shopping Centres

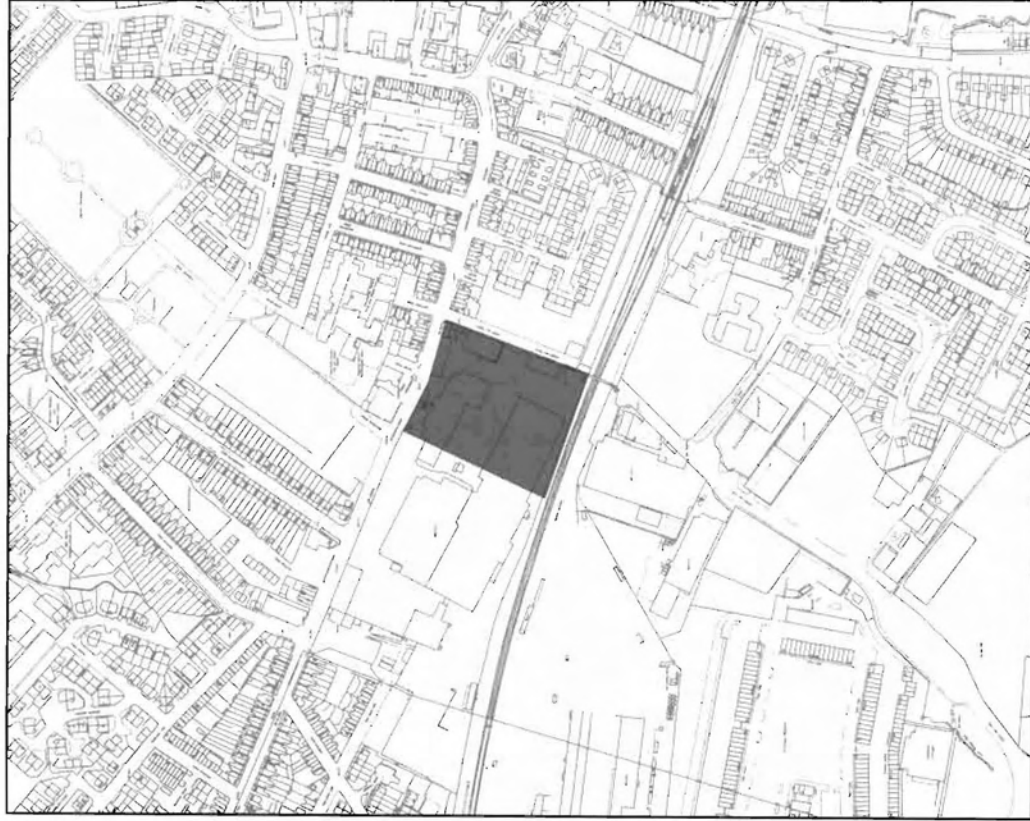


Manchester Road, Stocksbridge



**1. Hillsborough Barracks
2. Bradfield Road**

MAP 15 Development Sites in or at the edge of District Shopping Centres (continued)



Staniforth Road, Darnall



Heeley Sidings

S5 SHOP DEVELOPMENT OUTSIDE THE CENTRAL SHOPPING AREA AND DISTRICT CENTRES

Edge-of-Centre Development

Retail development for food will be permitted at the edge of the Central Shopping Area or District Shopping Centres only where there is no suitable site within them.

Major retail development for non-food will be permitted at the edge of the Central Shopping Area or District Shopping Centres where for the sale of mainly bulky goods in Retail Parks.

Other development for non-food will be permitted at the edge of the Central Shopping Area or District Shopping Centres only where there is no suitable site within them.

In all edge-of-centre development the criteria set out below must be satisfied.

Other Development

Retail development other than within or at the edge of the Central Shopping Area or District Shopping Centres will be permitted where the criteria set out below are satisfied and the development is:

- (a) of a small shop; or
- (b) in, or at the edge of, a local centre, for appropriately sized food stores and other facilities to serve the day-to-day needs of the local population; or
- (c) in a Retail Park, subject to Policy S9; or
- (d) in Meadowhall, subject to Policy S8.

The Criteria

In addition, all retail development outside the Central Shopping Area and District Shopping Centres must satisfy the following criteria:

- (a) it would not undermine the vitality and viability of the City Centre or any District Shopping Centre as a whole, either taken alone or cumulatively with other recent or proposed development; and
- (b) it would not jeopardise private sector investment needed to safeguard the vitality and viability of the Central Shopping Area or District Shopping Centres or put at risk the strategy or proposals for promotion and regeneration of those areas; and
- (c) it would be easily accessible by public and private transport and provide satisfactory access for people with disabilities and people arriving by foot, cycle or public transport; and

Definitions

'At the edge of' - as for 'Edge-of-centre' in Policy S1, page 183.

'Major retail development' - as for Policy S1, page 183.

'Small shop' - a shop usually with not more than 280 sq.m. sales area or which is ancillary to other acceptable uses in the Area.

'Retail Park' - as for Policy S1, page 183.

Definitions

'Where other uses are required' - where sites are explicitly safeguarded for industry and business (see Policy IB8) or for housing (see Policy H13).

'Preferred' - as in Policies IB5 to IB7 pages 128-133, H10 and H11 pages 154-158, CF6 and CF7 pages 176-178, MU3 to MU5 and MU7 to MU9 pages 206-210 and 212-215. See also Appendix 1.

'Retail warehouses' - as for Policy S1, page 183.

'Warehouse clubs' - out-of-centre businesses specialising in bulk sales of reduced price quality goods in unsophisticated buildings with large car parks. The operator may limit access to businesses, organisations or classes of individual and may agree to limit the number of lines sold.

'Factory outlets' - groups of shops, usually away from the town centre, specialising in selling seconds and end-of-line goods at discount prices.

Other information

For other areas where retail warehouses may be acceptable, see also Policy S9, page 197.

- (d) **it would not have a significant harmful effect on public transport services or priority measures or on other movement on the surrounding road network as existing or, where appropriate, as proposed to be improved; and**
- (e) **the traffic generated would not result in a significant increase in the number and length of customer trips; and**
- (f) **it would not take up land where other uses are required nor give rise to shortages of land for those uses which are preferred; and**
- (g) **it would comply with Policies IB9, H14, CF8, S10 or MUI1 as appropriate.**

Reasons for the Policy

Out-of-centre shops can damage the City Centre and District Centres, particularly if they sell a similar range of goods. And, where there are other recent or proposed developments, the effect of these also need to be considered.

The City Centre's vitality and viability would be harmed by any non-food development which severely affected retailers' or investors' confidence in the City Centre or increased the likelihood of relocation of one or more major anchor stores from the City Centre. Therefore a cautious approach should be taken to all non-food retail development outside the City Centre such as retail parks, retail warehouses, warehouse clubs and factory outlets.

In the case of food retailing, the benefits of a new food store outside the City or District Centres would have to be weighed against the possibility of a Centre losing a significant part of its general food retailing and against any effects on the vitality and viability of a centre due to its loss of trade associated with that food shopping.

For social and environmental reasons the Government's national planning guidance is that new development should be easily accessible by a choice of means of transport and not lead to a significant increase in pollutants. Development adjacent to existing shops can often achieve these aims. One trip can serve several purposes and so reduce the number of car trips necessary. The new shop is more likely to be accessible to those without cars and contribute to the vitality and viability of the centre. Therefore retail development on sites in existing centres is preferable to development outside.

Where there is no scope for further food store development within District Centres, in many cases the best solution will be the edge-of-centre food stores that provide parking facilities that enable those shopping at the food store to walk to the centre for their other business in the town.

Where there is no scope for further food store development within District Centres, in many cases the best solution will be the edge-of-centre food stores that provide parking facilities that enable those

shopping at the food store to walk to the centre for their other business in the town.

The development of land needed for other uses designated in the Plan would be wasteful. Retail development on industrial land might also limit the types of industrial development that could subsequently proceed.

Major retail development at the edge of a District Centre, but not in the Shopping Area itself, should not harm the environment of neighbouring areas.

How it will be put into practice

By:

Deciding planning applications, taking into account retail and traffic impact studies, progress being made on the implementation of regeneration strategies, in particular through public investment, and how easy it is to reach proposed developments on foot and by public transport.

Keeping a check on the likely future requirements for shopping facilities.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Making sites available.

S6 CONDITIONS ON MAJOR SHOP DEVELOPMENT

Conditions will be applied to permission for new shop development to restrict:

- (a) **the range of goods sold**
- (b) **the maximum or minimum unit size,**

where such conditions would prevent the proposals from undermining the vitality and viability of the Central Shopping Area or a nearby District Centre in a way which would otherwise justify refusal, and where the proposals are in other respects acceptable.

Reasons for the Policy

The types of goods sold and sales area determine how new shops affect existing shopping centres. For example, retail parks or retail warehouses may have different impacts on the City Centre from shops that offer a range of shopping in direct competition with that provided in the City Centre.

Without conditions being imposed on the development, retailers can sell different goods from those originally approved. Use of agreements or conditions can control these changes to reduce the direct impact on the vitality and viability of existing centres.

In the City Centre the retail sectors most at risk are department and variety stores, which are critical to Sheffield's continued retail function,

Other information

For the Government's national planning guidance, see *Planning Policy Guidance Notes Revised PPG6, Town Centres and Retail Developments*, Department of the Environment, 1996, and *PPG13, Transport*, Department of the Environment, 1994.

For the implications of transport infrastructure for development, see also *Policy T28*, pages 285.

Definitions

'Retail parks' - as for *Policy S1*, page 183.

'Retail warehouses' - as for *Policy S1*, page 183.

and other fashion and footwear retailers, electrical goods retailers and durable goods stores.

If the City Centre and District Centres are to be competitive, out-of-centre stores selling small or high value goods must be limited. For example, conditions might need to be imposed to restrict the type of goods to be sold to:

- furniture, carpets and floor coverings
- DIY goods, namely building materials, tools and plumbing fittings
- gardening equipment
- office furniture and supplies
- electrical goods
- motor accessories.

Similarly, conditions might be imposed to limit the minimum floorspace of any single unit to 500 sq. m. and the maximum unit size to 4,000 sq. m. and to disallow the subdivision of any units to create units smaller than 500 sq. m. The maximum limit would mean that a development could not then accommodate a department store. The minimum limit would mean the development could not accommodate small stores of the sort usually found in existing centres.

How it will be put into practice

By:

Deciding planning applications.

Negotiating with developers and entering into legal agreements.

S7 DEVELOPMENT IN DISTRICT AND LOCAL SHOPPING CENTRES

In District and Local Shopping Centres, the following uses will normally be:

Preferred

Shops (A1)

Acceptable

Offices used by the public (A2)

Food and drink outlets (A3)

Business (B1)

Hotels (C1)

Residential institutions (C2)

Housing (C3)

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Car parks

Definitions

'District Shopping Centres' - as for Policy S1, page 183.

Car showrooms

Hostels

Launderettes

Petrol filling stations on Strategic Roads

Taxi and vehicle hire businesses

Unacceptable

General industry (B2)

Warehouses and open storage (B8)

Garage and transport depots

Scrapyards

Development proposals for uses not listed will be decided on their individual merits.

Car parks must comply with Policies T21 to T24.

All new development must also comply with Policies S4, S5, S10 and T22 to T24.

Reasons for the Policy

Shops are the key part of shopping centres and give them much of their vitality and so they are the preferred development. Certain other uses such as banks, cafes and launderettes provide useful facilities that complement the shops.

Some offices and other business uses are also acceptable and can be developed sensitively so that the shopping role of the centre is not undermined.

Shopping centres can provide suitable places for people to live in. In turn, residents of shopping centres can help make them more lively and attractive places. Shopping areas can provide opportunities for small, low-cost homes such as flats over shops. These may enable shopkeepers to live close to their work, and make fuller use of existing buildings.

Community facilities, such as doctors' surgeries and meeting places, and leisure and recreation developments can complement shopping centres by providing local amenities.

Car-related uses are acceptable if they can be accommodated without adverse effects (see Policy S10, page 199).

It is accepted that some of the developments allowed in the Policy may result in living conditions in or near the Centre not being as good as elsewhere in Housing Areas. But it is still important to ensure that they are satisfactory for people living there.

Industry and other similar developments are not compatible with the Centres' shopping function and would harm the environment for people who shop, work or live nearby. There are better locations elsewhere for these uses.

Other information

For Policies T21 to T24, see pages 276-281.

For Policies S4, S5 and S10, see pages 188-193 and 199.

How it will be put into practice**By:**

Deciding applications

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Identifying and promoting sites suitable for development.

Advising developers about other Areas of the City where development which is unacceptable in District and Local Shopping Centres might be allowed.

S8 DEVELOPMENT AT MEADOWHALL

In Meadowhall the following uses will be:

Acceptable

Shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)

Business (B1)

Hotels (C1)

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Unacceptable

General industry (B2)

Warehouses and open storage (B8)

Residential institutions (C2)

Housing (C3)

Car showrooms

Garage and transport depots

Scrapyards

Proposals for major non-food development will not be permitted where it would undermine the Plan strategy of concentrating such development within the Central Shopping Area and District Shopping Centres by:

- (a) significantly and harmfully increasing the retail draw of Meadowhall; or
- (b) directly facilitating relocation from the Central Shopping Area of forms of retailing fundamental to its continuing vitality and viability; or
- (c) significantly and harmfully expanding forms of retailing fundamental to the continuing vitality and viability of existing Centres.

Proposals for non-retail development will be permitted only provided that:

- (d) it would not undermine the vitality and viability of the City Centre as a whole, and
- (e) it would not jeopardise private sector investment needed to safeguard the vitality and viability of the City or put at risk the strategy for regeneration of the Central Shopping Area; and
- (f) there would be sufficient capacity in the surrounding road network to manage the

traffic generated; and

- (g) the traffic generated would not result in a significant increase the number and length of customer trips.**

Car parks must comply with Policies T21 to T24.

All new development must also comply with Policies SP2, S5 and S10 as appropriate.

Reasons for the Policy

As a regional shopping centre and an undoubted commercial success, Meadowhall both complements and competes with the City Centre. It has brought about a significant improvement in the range and quality of comparison goods shopping in the Sheffield sub-region and it attracts visitors from a much wider catchment area than did the City Centre.

However, the vulnerability of the City Centre is now a major cause for concern and further major development at Meadowhall should be considered against the need to restore retailers' and investors' confidence in the City Centre and maintain and enhance its vitality and viability.

Small-scale development enabling Meadowhall to sustain its regional retail role - such as the expansion of existing stores for operational reasons - is not likely to result in serious harm to the vitality and viability of the City Centre.

However, the continuing decline of the Central Shopping Area could be accelerated by major retail development at Meadowhall - such as a mall extension or a reconfiguration to accommodate major new businesses. Such development could increase Meadowhall's ability to accommodate major new retailers or increase the likelihood of relocation of one or more major anchor stores from the City Centre. It could seriously affect shops in the key retail sectors of the City Centre - department and variety stores, which are critical to Sheffield's continued retail function, and other fashion and footwear retailers, electrical goods retailers and durable goods stores.

Proposals for non-retail development such as leisure and entertainment facilities could also affect the City Centre, particularly if they were to lead to loss of vitality in the evenings.

How it will be put into practice

By:

Deciding planning applications, taking into account retail and traffic and other impact studies.

S9 DEVELOPMENT IN RETAIL PARKS

Development in Retail Parks which enables them to sustain their function primarily as locations for the sale of bulky household goods catering mainly for car-borne customers will

Other information

For Policies T21 to T24, see pages 276-281.

For Policies SP2, S5 and S10, see pages 36, 191 and 199.

Definitions

'Small-scale development' - development with gross floorspace less than 2,500 sq. metres.

'Major retail development' - as for Policy S1, page 183.

Definitions

'Retail Parks' - as for Policy S1, page 183.

Definition

'Retail warehouses' - as for Policy S1, page 183.

Other information

For Policies S5 and S10, see pages 191 and 199.

be permitted.

Proposals for retail development must also comply with Policies S5, S6 and S10.

The following uses will be:

Preferred

Retail warehouses (A1)

Acceptable

Offices used by the public (A2)

Food and drink outlets (A3)

Leisure and recreation facilities (D2)

Unacceptable

Other shops (A1)

Business (B1)

General industry (B2)

Warehouses and open storage (B8)

Hotels (C1)

Residential institutions (C2)

Housing (C3)

Garage and transport depots

Scrapyards

Development proposals for uses not listed will be decided on their individual merits.

All new development must also comply with Policies S5 and S10.

Reasons for the Policy

The Retail Park Areas on the Proposals Map are easily accessible by public and private transport, and are evenly distributed over the City. They allow people the opportunity to compare and buy bulky household goods such as carpets, furniture and electrical goods and bulky DIY items.

Nevertheless, the Retail Park Areas are not counted as established District Shopping Centres so proposals for development there will be considered as 'out-of-centre'. Because of their out-of-centre location, development there should be limited to retail warehouses for the reasons given under Policies S1, S5 and S6 (pages 183, 191 and 193).

Retail development within or adjacent to the Central Shopping Area and established District Shopping Centres is to be preferred to development outside these centres.

The other uses listed in the Policy as acceptable, such as leisure and recreation, may complement the main function of Retail Parks, providing services for customers and enabling some car trips to serve more than one purpose. But the main focus for these services should continue to be the City, District and Local Centres.

How it will be put into Practice

By:

Deciding planning applications, taking into account retail and traffic and other impact studies.

Putting conditions on planning permissions, where appropriate.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Retail Parks in Sheffield (with number in brackets shown on Map 13 facing page 184):

North East (Proposals Map 4)

Kilner Way (1)

East End (Proposals Map 5)

Meadowhall (2)

Mosborough (Proposals Map 7)

Drakehouse (3)

South (Proposals Map 8)

Woodside Quarry, Chesterfield Road (4)

South West (Proposals Map 9)

Queens Road (5)

S10 CONDITIONS ON DEVELOPMENT IN SHOPPING AREAS

In Shopping Areas, new development or change of use will be permitted provided that it would:

- (a) not lead to a concentration of uses which would prejudice the dominance of preferred uses in the Area or its principal role as a Shopping Centre; and**
- (b) not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions, including air pollution, noise, other nuisance or risk to health or safety; and**
- (c) provide, where appropriate, an environmental buffer to shield sensitive land uses; and**
- (d) be well designed and of a scale and nature appropriate to the site; and**
- (e) comply with Policies for the Built and Green Environment as appropriate; and**
- (f) be served adequately by transport facilities and provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians.**

Definitions

'Shopping Areas' - all Policy Areas relating to shopping shown on the Proposals Map.

'Dominance' - as set out in Appendix 1.

'Environmental buffer' and **'Sensitive uses'** - as for Policy IB14, page 139.

Other information

For Policies for the Built and Green Environment, see pages 59-119.

Definitions

'Adequately served by transport facilities' - complying with Policy T28 page 285.

'Appropriate car parking' - as set out in Policies T21 to T24, pages 276-281.

Other Information

For housing in the City Centre, see also Policy H12, page 158.

For living conditions for people in need of care, see also Policy H8, page 152.

For parking provision in new developments, see Parking Guidelines, pages 288-297.

Reasons for the Policy

New development should not undermine the main function or character of existing Shopping Centres. Proposals will be assessed in terms of their scale, location and prominence in the street scene, likely effects on pedestrian flows and the general level of activity, and the number and distribution of other non-retail uses in the surrounding area.

It may not always be possible in Shopping Areas to ensure the environmental standards achieved in Housing Areas. Even so, new development should not create unacceptable living conditions for people living nearby or in the new buildings. Suitable buffering may make it possible to site uses next to each other that might otherwise be bad neighbours.

Good design of new development would enhance the character and improve the appearance of these areas.

New development should not make access difficult or unsafe or create parking problems on roads and streets.

How it will be put into practice**By:**

Deciding planning applications and setting conditions for new development.

Providing appropriate advice to developers which could include supplementary planning guidance or planning briefs.

Assessing the demands of new development on transport (see Policy T28, page 285).

DESIGN AND IMPROVEMENT OF SHOPS AND SHOPPING CENTRES

These Policies aim to ensure that new shopping development is both attractive, convenient and accessible to all. And older shopping centres need to be brought up to a similar standard.

S11 DESIGN OF RETAIL DEVELOPMENT

Retail development will be required to:

- (a) provide access for pushchairs and people with disabilities; and
- (b) provide for safe and easy pedestrian movement at ground level; and
- (c) provide car and cycle parking for people who live or work in the development; and

- (d) **provide or contribute towards appropriate shoppers' car and cycle parking or measures to assist public transport, walking or cycling required as a direct result of that development, either as part of the development or elsewhere in the shopping centre; and**
- (e) **have shop fronts which are in keeping with the building in which they are contained and with the street as a whole; and**
- (f) **comply with Policies BE5 to BE9**

Where the scale of the development and the needs of the shopping centre justify it, developments will also be encouraged to provide:

- (g) **additional car parking and cycling for shoppers; and**
- (h) **facilities for the comfort and convenience of shoppers; and**
- (i) **nursery facilities for members of staff; and**
- (j) **waste recycling facilities.**

Reasons for the Policy

Shopping is an activity which touches on the lives of virtually everyone in the community and so it is particularly important that shopping facilities should be well designed to meet the needs of all users. This Policy sets out what will generally be expected in shopping developments though what is sought in each case will depend largely on the size and nature of what is proposed. Where provision of facilities is to be encouraged this will be a matter for negotiation rather than one on which determination of planning applications will turn.

It is important that all shoppers, including those with restricted mobility, are able to move around shopping developments in safety and comfort.

There needs to be enough car parking in shopping centres to meet the needs of people living and working there, as well as shoppers.

Good design of shopping frontages can enhance the appearance and attractiveness of shopping centres.

Car parking for shoppers is needed to help make shopping centres safe, convenient and attractive. Rather than provide car parks solely for people visiting new shops there may be scope for shared use with others needing short-term parking in the area.

Commuted payments may be sought where they are necessary to overcome a valid objection to planning permission. They will be reasonably related in scale to the size and nature of the development and to the Plan's Parking Guidelines and will be used only for the purpose for which they are sought, and within a reasonable period of time.

The design of many existing shopping centres does not take full account of shoppers' needs. Redevelopment offers opportunities to bring traditional centres up to modern standards.

Definition

'Appropriate parking'
- as set out in Policies T21 to T25, pages 276-282.

For Policies BE5 to BE9, see pages 64-70.

Definition

'Facilities for the comfort and convenience of shoppers' - includes seats, toilets, canopies, baby feeding/ changing rooms, planting, bus shelters, uniform or themed street furniture and surfacing materials, information points and displays, function and meeting rooms, and creches.

Other information

For access, see Policy BE9, page 69.

For parking provision in new development, see also Parking Guidelines, pages 288-297.

For commuted payments for shoppers' parking, see Policy T24, page 280.

Other Information

For national planning guidance on recycling facilities, see Planning Policy Guidance Note Revised PPG6, Town Centres and Retail Developments, Department of the Environment, 1996, paragraph 2.39.

For development in areas of architectural or historic interest, see Policies BE15 to BE20, pages 76-83.

Definitions

'Environmental improvements' and 'Areas of known poverty' - as for Policy BE4, page 62-63.

Other information

For traffic calming and related measures, see Policies T12 to T14, pages 266-269.

Nurseries and creches will enable more people with caring responsibilities for children to work in new shops (see Policy CF4, page 172).

Both the Government and the City Council wish to encourage recycling in the City (see Policy MW6, page 244). National planning guidance indicates that the design of superstores and most supermarkets should incorporate recycling facilities. Such facilities may also be appropriate at smaller stores in order to encourage recycling.

How it will be put into practice**By:**

Deciding planning applications.

Negotiating with developers and entering into legal agreements to provide community benefits (see Policy CF5, page 173).

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Consulting with groups representing disabled people and other users of the development.

S12 IMPROVEMENTS TO SHOPPING CENTRES

The City Council will undertake and assist with environmental improvements to make Shopping Centres more attractive and convenient to use, especially in or near to areas of known poverty.

Reasons for the Policy

Physical and environmental improvements and promotional activities can help to attract more customers. In turn, these can increase a shopping centre's viability.

Resources for this type of work are limited and priorities need to be decided. So the City Council will give priority to those shopping centres serving areas with high concentrations of people with low incomes or other disadvantaged groups.

How it will be put into practice**By:**

Drawing up priorities for improvements to shopping centres.

Negotiating shopping centre improvements with developers.

Making improvements in partnership with the private sector and through regeneration programmes.