

NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL

LOCAL PLAN ADVISORY COMMITTEE – 15 OCTOBER 2014

Title of report	TOWN CENTRES – REVIEW OF BOUNDARIES
Contacts	<p>Councillor Trevor Pendleton 01509 569746 trevor.pendleton@nwleicestershire.gov.uk</p> <p>Director of Services 01530 454555 steve.bambrick@nwleicestershire.gov.uk</p> <p>Planning Policy Team Manager 01530 454677 lan.nelson@nwleicestershire.gov.uk</p>
Purpose of report	To outline for members work undertaken to define appropriate town centre boundaries for the principal centres across the district and to seek the views of the Advisory Committee.
Council Priorities	<p>These are taken from the Council Delivery Plan:</p> <p>Value for Money Business and Jobs Homes and Communities Green Footprints Challenge</p>
Implications:	
Financial/Staff	Work already undertaken and proposed can be met from existing staffing resources.
Link to relevant CAT	None
Risk Management	The existing town centre boundaries are out-of-date and if they were not reviewed and amended they would be likely to be challenged which would present a risk to the Local Plan being found sound.
Equalities Impact Assessment	None
Human Rights	None
Transformational Government	Not applicable

Comments of Head of Paid Service	The report is satisfactory
Comments of Section 151 Officer	The report is satisfactory
Comments of Monitoring Officer	The report is satisfactory
Consultees	Local Plan Project Board
Background papers	<p>National Planning Policy Framework which can be found at www.gov.uk/government/publications?topics%5B%5D=planning-and-building</p> <p>North West Leicestershire Local Plan (2002) which can be found at https://www.nwleics.gov.uk/pages/local_plan</p> <p>The Town and Country Planning (Use Classes) Order 1987 (as amended) www.planningportal.gov.uk/permission/commonprojects/changeofuse</p> <p>Technical Consultation on planning - DCLG www.gov.uk/government/consultations/technical-consultation-on-planning</p>
Recommendations	<p>THAT THE ADVISORY COMMITTEE;</p> <p>(I) NOTES THE NEED TO REVIEW THE EXISTING TOWN CENTRE BOUNDARIES;</p> <p>(II) COMMENTS ON THE SUGGESTED TOWN CENTRE BOUNDARIES; AND</p> <p>(III) NOTES THAT THE APPROPRIATE PARISH AND TOWN COUNCILS AND THE COALVILLE AND ASHBY TOWN TEAMS WILL BE CONSULTED ON THE PROPOSED BOUNDARIES (AS MAY BE AMENDED IN THE LIGHT OF THE COMMENTS OF THE ADVISORY COMMITTEE).</p>

1.0 BACKGROUND

- 1.1 A key aspect of the new local plan will be to set out policies for our town and local centres. In this way the Council can seek to control the types of uses within the district's centres with a view to protecting their character and helping to maintain and enhance their vitality and viability.

2.0 THE CURRENT LOCAL PLAN

- 2.1 The 2002 adopted Local Plan defines the town centre boundaries of Coalville and Ashby de la Zouch and the local centre boundaries of the village centres of Castle Donington,

Ibstock, Kegworth, Measham and Whitwick. It also identifies two neighbourhood centres at Norris Hill, Moira and Cropston Drive, Coalville.

- 2.2 In addition Coalville is then divided into three sub-areas; the Core Town Centre Shopping Area, the Outer Town Centre Shopping Area and the Town Centre Services Area. Ashby de la Zouch is divided into just two sub- areas; the Core Town Centre Shopping Area and the Town Centre Services Area.
- 2.3 Local Plan saved policies include the identification of the uses that are considered acceptable in the Town Centre Shopping Areas and Village Centres.
- 2.4 The submitted Core Strategy provided a hierarchy for the districts' centres. Coalville was identified as the primary Town Centre and the preferred location for new town and local centre uses. Ashby de la Zouch, Castle Donington, Ibstock, Kegworth and Measham were identified as centres where the Council would seek to enhance the diverse range of retail and non-retail services that meet day-to-day needs. It also provided for the application of the sequential test in terms of new town centre uses.

3.0 THE NEED TO REVIEW THE BOUNDARIES

- 3.1 Although the town and village centre boundaries are defined in the 2002 adopted Local Plan, their preparation dates back to the 1990s, so they have not been reviewed for over 20 years. However, given the number of years that has elapsed since these designations the character of each of the areas and the uses within them have changed. A review of the boundaries to the centres is considered necessary to ensure that the new Local Plan is based on realistic and up-to-date information.
- 3.2 It is also important to have regard to the National Planning Policy Framework (NPPF). The NPPF provides various definitions to which it is appropriate to have regard in defining appropriate town centre boundaries, including:
 - **Town Centre:** Area defined on the local authority's proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as a centre in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.
 - **Primary Shopping Area:** Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).
 - **Primary and secondary frontages:** Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.
 - **Main town centre uses:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centre,

and bingo halls): offices; and arts, culture and tourism development (including theatres, museum, galleries and concert halls, hotel and conference facilities).

- **Edge of centre:** For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all the other main town centres uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

3.3 The NPPF makes it clear that in drawing up their Local Plan, local planning authorities should define the extent of town centre and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.

3.4 Therefore in light of the years that have passed since the designation of the current town and local centre boundaries and of what is required by the NPPF, it would be prudent to undertake a review of the districts town and local centre boundaries.

4.0 METHODOLOGY

4.1 In determining which areas to review regard has been had to the definition of town centre from the NPPF. On the basis of this both Norris Hill and Cropston Drive are small parades of shops which are of neighbourhood significance only and to which the National Planning Policy Framework (NPPF) definition of a town centre does not apply. Therefore they have not been included in this town centre boundary review.

4.2 Whitwick could potentially be a local centre, indeed as it is defined in the adopted Local plan, but not a town centre as it lacks the range of services and facilities that would reasonably be expected in a town centre. Therefore, this has been excluded from the work undertaken to date but it will be reviewed in due course.

4.3 The centres of Coalville, Ashby de la Zouch, Castle Donington, Ibstock, Kegworth and Measham have therefore been reviewed.

4.4 A survey of the existing ground floor uses (as defined by the current Use Classes Order) within the currently defined town and local centres of the centres referred to above in paragraph 3.3 were undertaken in July 2014. The Use Classes Order puts uses of land and buildings into various classes of land use. A copy of this order is provided in Appendix A. Generally planning permission is needed for change of uses not within the same use class. For example, permission is needed to change from a shop to an estate agent, bank, building society, restaurant, café, pub and hot food takeaway. However permission is not needed to change from one of these uses to a shop.

4.5 Maps 1-6 in Appendices B - G identify the recorded uses of the centres as well as the existing town and local centre boundaries as defined by the current Local Plan. A record of uses within up to 300m of the boundary (i.e. to the edge of the centre as defined by the NPPF) was also taken to enable an assessment of whether the town or local centre should be enlarged.

- 4.6 Members should note that a current ongoing DCLG consultation suggests changes to the Use Classes Order, with potential implications on this piece of work in that it may restrict the Local authority's control over particular changes of uses occurring in our town and local centres.
- 4.7 The Technical Consultation on Planning (DCLG) was published 31 July 2014 with deadline for comments being 26 September 2014. A number of proposals are suggested within the context of supporting the high street and town centres, their purpose being to allow a wider range of uses to adapt more quickly to changing market demands.
- 4.8 The proposed changes include;
- A wider retail (A1) use class to include current financial and professional (A2) uses, apart from betting shops and payday loan shops
 - Permitted development rights for the change of use to the wider retail (A1) class from Betting shops and pay day loans (A2), restaurants and cafes (A3), drinking establishments (A4) and hot food takeaways (A5).
 - Permission will be needed to change a premise to the revised betting shop and pay day loan (A2) use class.
 - Permitted development rights for the change of use of a premises from an A1 or A2 use class to a restaurant/café (A3) use
 - Permitted development rights for the change of use of a premises from an A1 or A2 use class to an assembly or leisure (D2) use

5.0 COALVILLE

Review of Findings

- 5.1 The main town centre uses in Coalville are focused in the Belvoir Shopping Centre, and on the High Street, Belvoir Road, and Hotel Street, part of Ashby Road and around Marlborough Square.
- 5.2 Shop uses are clearly concentrated within the Belvoir Shopping Centre, along the northern section of Belvoir Road and along High Street. The adjacent areas have a stronger representation from non-shop uses, such as eating and drinking establishments and financial and professional uses.

Proposed Town Centre Boundary

- 5.3 A number of changes are suggested to the boundary and are detailed on Map 1A (Appendix B). However they can be summarised as a consolidation of the current boundary to exclude Belvoir Road (south of junction with James Street and Berrisford Street), Jackson Street, Owen Street, Margaret Street, Ashby Road and Bridge Road. It is recommended that these areas are now excluded from the defined town centre boundary due to the character of these areas, being predominantly residential with few town centre type uses. It is also recommended that the areas currently designated as Town Centre Services Areas, not be included within the proposed town centre boundary. These areas contain a limited numbers of town centre uses and their locations are relatively detached from the concentration of shops and other town centres uses, which are mainly focused around the Belvoir Shopping Centre.

Proposed Primary Shopping Area

- 5.4 Having regard to the fact that shops uses are concentrated in the Belvoir Shopping Centre, along the south side of High Street and the northern section of Belvoir Road it is considered that these areas display the characteristics of a Primary Shopping Area (as defined in the NPPF). It is therefore suggested that this area be designated as a Primary Shopping Area and is detailed on Map 1.

Proposed Frontages

- 5.5 Given the scale and character of Coalville it is also possible that there may be a case for the identification of both primary and secondary frontages as defined in the NPPF. However further work will need to be taken on this matter before any recommendations can be made as well as being dependent on the outcome of the current DCLG consultation, which may negate the need for primary and secondary frontages.

6.0 ASHBY DE LA ZOUCH

Review of Findings

- 6.1 The main town centre uses in Ashby de la Zouch are focused along Market Street and its courtyard developments, Bath Street and Bath Street Corner, Derby Road, Brook Street and The Green.
- 6.2 Shop uses are clearly concentrated along Market Street, the courtyard developments, Bath Street and Bath Street Corner. The adjacent areas have a stronger representation from other main town centre type uses.

Proposed Town Centre Boundary

- 6.3 A number of changes are suggested to the boundary and are detailed on Map 2A (Appendix C). However they can be summarised as a consolidation of the current boundary to exclude Station Road, South Street, North Street (Hood Court) as well as a number of properties on Derby Road and The Green. It is recommended that these areas are now excluded from the defined town centre boundary due to the character of these areas, notably more residential in character with few town centre type uses.

Proposed Primary Shopping Area

- 6.4 Having regard to the fact that shop uses are concentrated along Market Street, including the courtyard developments and the Market Hall, Bath Street and Bath Street Corner as well as small sections of Derby Road and Brook Street it is considered that these areas display the characteristics of a Primary Shopping Area (as defined in the NPPF). It is therefore suggested that this area be designated as a Primary Shopping Area and is detailed on Map 2A.

Proposed Frontages

- 6.5 Given the scale and character of Ashby de la Zouch it is also possible that there may be a case for the identification of primary and secondary frontages as defined in the NPPF. However further work will need to be taken on this matter before any recommendations on

this matter can be made as well as being dependent on the outcome of the current DCLG consultation, which may negate the need for primary and secondary frontages.

7.0 CASTLE DONINGTON

Review of Findings

- 7.1 Castle Donington provides a reasonable mix and range of services and facilities that serve and meet the day to day needs of local residents. The majority of the town centre uses are dispersed along the length of Market Street and Borough Street. A number of residential properties are located amongst the town centre uses. There are a small number of town centre uses located on the adjoining streets of Hillside, The Hollow and Clapgun Street.
- 7.2 There are also a number of town centre uses located outside of the currently defined local centre. These uses include the Co-op supermarket as well as the site for the development of a new food store, both on Station Road, and both located outside of the 300m buffer zone. However as these uses are all generally within predominantly residential areas it is not suggested that the local centre boundary be extended to include these premises.

Proposed Local Centre Boundary and Primary Shopping Area

- 7.3 Survey work has identified that the retail and service uses are concentrated along the length of Market Street and Borough Street. It is therefore suggested that this area be defined as the local centre. In addition it is also considered to display the characteristic of a Primary Shopping Area. Previous government guidance (PPS4) has recognised that for smaller centres the boundary for the centre and the primary shopping area may be the same. It is therefore suggested that this area be designated as the Local Centre and also Primary Shopping Area and is detailed on Map 3A (Appendix D) (this guidance has also been had regard to when considering the remaining centres).
- 7.4 A number of changes are recommended to the current boundary taking into account the areas characteristic. These can be summarised as a consolidation of the boundary to exclude Hillside, The Hollow, Clapgun Street, Church Lane and Apiary Gate. It is suggested that these streets be excluded due to the character of these areas, predominantly residential with few town centre uses.

Proposed Frontages

- 7.5 Given the scale and character of Castle Donington it is not considered to lend itself or even be necessary to identify separate primary or secondary frontages.

8.0 IBSTOCK

Review of Findings

- 8.1 Ibstock provides a reasonable range of services and facilities that serve and meet the day to day needs of local residents. The town centre uses are generally dispersed along the length of the High Street. They are laid out as a number of small groupings with residential uses in between.

- 8.2 There are also a number of uses located outside of the currently defined local centre, located on Chapel Street, a little further along High Street beyond the defined boundary as well as a library to the rear of the High Street. All of these are within 300m of the local centre boundary. There is also a Co-op Store to the north of Ibstock centre and this is just beyond the 300m buffer zone. However as these uses are all generally within predominantly residential areas it is not suggested that the local centre boundary be extended to include these premises.

Proposed Local Centre Boundary and Primary Shopping Area

- 8.3 Survey work has identified that the retail and services uses are concentrated along the length of High Street. It is therefore suggested that this area be defined as the local centre. In addition it is also considered to display the characteristic of a Primary Shopping Area. It is therefore suggested that this area be designated as the Local Centre and also Primary Shopping Area and is detailed on Map 4A (Appendix E).
- 8.4 A number of changes are recommended to the current boundary taking into account the areas characteristics. These can be summarised as a consolidation of the boundary to exclude residential properties on High Street, Harratts Close and Chapel Street.

Proposed Frontages

- 8.5 Given the small scale and character of Ibstock it is not considered to lend itself or even be necessary to identify separate primary or secondary frontages.

9.0 MEASHAM

Review of Findings

- 9.1 Measham provides a reasonable range of services and facilities that serve and meet the day to day needs of local residents. The retail and service uses are dispersed along the length of the High Street. A number of residential properties are located amongst the town centre uses.
- 9.2 There are also a number of town centre uses outside of the currently defined local centre. However these are generally within predominantly residential or industrial areas and therefore it is not suggested that the boundary be amended to include these premises.

Proposed Local Centre Boundary and Primary Shopping Area

- 9.3 The retail and service uses are dispersed along part of the length of the High Street and it is clearly visible where within the High Street these uses are focused. It is suggested that this area be defined as the local centre. In addition it is also considered to display the characteristic of a Primary Shopping Area. It is therefore suggested that this area be designated as the Local Centre and also Primary Shopping Area and is detailed on Map 5A (Appendix F).
- 9.4 A number of changes are recommended to the current boundary taking into account the areas characteristic. These can be summarised as a consolidation of the boundary to exclude a number of premises on High Street to the north of Queen Street as beyond this point, the character of the area starts to become predominantly residential. It is also

suggested that a number of residential properties on Bosworth Road be excluded from the proposed local centre boundary.

Proposed Frontages

- 9.5 Given the small scale and character of Measham it is not considered to lend itself or even be necessary to identify separate primary or secondary frontages.

10.0 KEGWORTH

Review of Findings

- 10.1 Kegworth provides a small range of services and facilities that serve and meet some of the day to day needs of local residents. The retail and services uses are located within the Market Place, Church gate, Derby Road and High Street. A number of residential properties are also located amongst the town centre uses.
- 10.2 There are also a number of town centre uses located outside of the currently defined local centre. However these are generally within predominantly residential area and therefore it is not suggested that the boundary be amended to include these premises.

Proposed Local Centre Boundary and Primary Shopping Area

- 10.3 Retail and services uses are dispersed along the length of High Street and Derby Road. However it is clearly visible that the majority of the retail and services uses are focused around the Market Place and Chapel Street. It is therefore suggested that Market Place and Chapel Street be defined as the local centre. It is also considered that this area displays the characteristics of a Primary Shopping Area. It is therefore suggested that this area be designated as the Local Centre and also Primary Shopping Area and is detailed on Map 6A (Appendix G).
- 10.4 A number of changes are recommended to the current boundary taking into account the areas' characteristics. These can be summarised as a consolidation of the boundary to exclude properties on High Street and Derby Road as the character of these areas is predominantly residential. It is also suggested that a number of residential properties on Nottingham Road be excluded from the proposed local centre.

Proposed Frontages

- 10.5 Given the small scale and character of Kegworth it is not considered to lend itself or even be necessary to identify separate primary or secondary frontages.

11.0 POTENTIAL POLICY APPROACH

- 11.1 The suggested designations would support the principles of sustainable development as outlined in the National Planning Policy Framework. The designation of a town or local centre, a primary shopping area as well as a primary or secondary frontage, where appropriate, would assist the Council's role in seeking to protect the character, as well as vitality and viability, of its town and village centres.

11.2 These designations would allow a control over the types of uses that would be permitted in these specific areas, an approach that would have to be accompanied by new planning policies as part of the new Local Plan. Policies could include directing new retail development and main town centres to these centres; protecting the existing town centre uses from uses proposed to be located outside of these centres town centre whilst defining boundaries would also assist in the application of the sequential test for new development as well as any potential land allocation.

12.0 NEXT STEPS

12.1 Subject to the views of the Advisory Committee in respect of the suggested boundaries, it is intended to undertake some informal consultation with the appropriate town or parish council's to ascertain as to whether they consider that the boundaries are appropriate. It is also suggested that the Coalville Town Team and Ashby Town team be invited to comment as well. Responses to this consultation will be used to inform a report to Cabinet on this matter.

APPENDIX A

Town and Country Planning (Use Classes) Order 1987 (As amended)

A1 Shops - Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices (but not sorting offices), pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.

A2 Financial and professional services - Financial services such as banks and building societies, professional services (other than health and medical services) including estate and employment agencies and betting offices.

A3 Restaurants and cafés - For the sale of food and drink for consumption on the premises - restaurants, snack bars and cafes.

A4 Drinking establishments - Public houses, wine bars or other drinking establishments (but not night clubs).

A5 Hot food takeaways - For the sale of hot food for consumption off the premises.

B1 Business - Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.

B2 General industrial - Use for industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).

B8 Storage or distribution - This class includes open air storage.

C1 Hotels - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).

C2 Residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.

C2A Secure Residential Institution - Use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks.

C3 Dwellinghouses

C4 Houses in multiple occupation - small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

D1 Non-residential institutions - Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.

D2 Assembly and leisure - Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).

Sui Generis - Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: theatres, houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, laundrettes, taxi businesses, amusement centres and casinos.