

Meeting	<b>LOCAL PLAN ADVISORY COMMITTEE</b>
Time/Day/Date	6.30 pm on Wednesday, 15 October 2014
Location	Council Chamber, Council Offices, Coalville
Officer to contact	Democratic Services (01530 454512)

All persons present are reminded that the meeting may be recorded and by attending this meeting you are giving your consent to being filmed and your image being used. You are kindly requested to make it known to the Chairman if you intend to film or record this meeting.

The Monitoring Officer would like to remind members that when they are considering whether the following items are exempt information under the relevant paragraph under part 1 of Schedule 12A of the Local Government Act 1972 they must have regard to the public interest test. This means that members must consider, for each item, whether the public interest in maintaining the exemption from disclosure outweighs the public interest in making the item available to the public.

## AGENDA

Item	Pages
<b>1. APOLOGIES FOR ABSENCE</b>	
To receive and note any apologies for absence.	
<b>2. DECLARATION OF INTERESTS</b>	
Under the Code of Conduct members are reminded that in declaring disclosable interests you should make clear the nature of that interest and whether it is pecuniary or non-pecuniary.	
<b>3. MINUTES OF PREVIOUS MEETING</b>	
To approve the minutes of the meeting held on 9 September 2014.	<b>3 - 10</b>
<b>4. COMMITTEE TERMS OF REFERENCE</b>	
Terms of Reference attached.	<b>11 - 12</b>
<b>5. TOWN CENTRES - REVIEW OF BOUNDARIES</b>	
Report of the Director of Services.	<b>13 - 48</b>



Circulation:

Councillor R D Bayliss  
Councillor J Bridges (Chairman)  
Councillor D De Lacy  
Councillor C Large  
Councillor J Legrys  
Councillor T J Pendleton (Observer)  
Councillor V Richichi  
Councillor S Sheahan

MINUTES of a meeting of the LOCAL PLAN ADVISORY COMMITTEE held in the Council Chamber, Council Offices, Coalville on TUESDAY, 9 SEPTEMBER 2014

Present: Councillor J Bridges (Chairman)

Councillors R D Bayliss, D De Lacy, C Large, J Legrys, V Richichi and S Sheahan

In Attendance: Councillors R Adams, D Everitt, J Geary, D Howe, G Jones, T Neilson and T J Pendleton

Officers: Mr M Sharp (Consultant), Mr S Bambrick, Mrs C Hammond, Mr I Nelson and Mr S Stanion

## **21. APOLOGIES FOR ABSENCE**

There were no apologies for absence.

## **22. DECLARATION OF INTERESTS**

Councillor S Sheahan declared a Disclosable Non-Pecuniary Interest in item 6, Local Plan – Risk Assessment, as a property owner who could be affected by the proposed route of HS2, due to the fact that HS2 was mentioned in the report, but only insofar as to indicate that it did not have any bearing on the Authority's planning policies prior to the final route being announced.

## **23. MINUTES OF THE PREVIOUS MEETING**

Consideration was given to the minutes of the meeting held on 3 June 2014.

Councillor J Legrys requested that Councillor T Neilson be added to the attendance list for the meeting, as he had attended the meeting and was mentioned in the minutes.

Councillor D De Lacy queried if the SHMA figures had been agreed and what was the position of the 5 year land supply.

The Planning Policy Team Manager advised Members that the SHMA figures had not yet been agreed and this would be covered in item 5. He added that the district had a 5 year plus supply using the SHMA figures and that if the Authority was to use the old figures a 5 year supply would be tight.

Councillor D De Lacy asked for clarification that any applications that had been submitted for the Green Wedge would be recommended for refusal.

The Director of Services advised Members that he was unable to comment on individual applications, but officers would take into account the policy when considering them.

It was moved by Councillor J Legrys, seconded by Councillor R D Bayliss and

RESOLVED THAT:

Subject to the amendment above, the minutes of the meeting held on 3 June 2014 be approved and signed by the Chairman as a correct record.

## **24. COMMITTEE TERMS OF REFERENCE**

Councillor J Legrys queried with the terms of reference which states that the Advisory Committee would meet at least once every two months, it had now been three months since the last meeting and wanted to know why this was.

Councillor J Bridges stated that the Advisory Committee had agreed to meet when there was business to discuss.

The Planning Policy Team Manager advised Members that two months from the last meeting would have been August and it was felt that as this was the main holiday period, it would be more appropriate to hold the meeting in early September.

Councillor J Legrys stated that the Advisory Committee had a criteria and that it should stick to it. He felt that if they were going to be laid back about this condition what other conditions would they be laid back about.

## **25. UPDATE IN RESPECT OF THE STRATEGIC HOUSING MARKET ASSESSMENT**

The Director of Services presented the report to Members. He reminded Members that they had considered a report on the Strategic Housing Market Assessment (SHMA) at the last meeting. He advised Members that at a meeting of the Members Advisory Group (MAG) in July it was proposed that a Memorandum of Understanding be agreed in respect of the amount and distribution of housing across the Leicester and Leicestershire Housing Market Area (HMA), as there was a consensus that up until 2031 there would be no need for any authority to redistribute. He went on to inform Members that the report identified risks should the SHMA be challenged. He added that one authority had already been challenged and that a second would be examined later in the year. He advised Members that the Packington Road appellant would be presenting evidence against the SHMA, and that this would be monitored closely. He stated that the advice that the Authority had received remained the most up to date and that would be used in creating the plan and making planning decisions.

Councillor S Sheahan expressed his concern over the alternative SHMA and moved to incorporate an additional recommendation that the Advisory Committee reaffirms support to the SHMA endorsed by the MAG on the 17 July. This was seconded by Councillor J Legrys.

Councillor C Large asked if there were any examples of previous figures being successfully contested.

The Planning Policy Team Manager advised Members that some Local Plans had fallen down on the issue of housing numbers where they had not demonstrated to an Inspector's satisfaction that the evidence was robust. However, he was not aware of any instances where an alternative SHMA had been produced and supported.

Councillor J Legrys stated that he was thankful that the GL Hearn work had been done and that this was recognised. He expressed concerns over the risk that the Council had taken with a countywide approach as the district would be affected if issues were to arise. He added that he would like to see the Memorandum of Understanding and it would be wrong if the Committee did not see it, and that he was hopeful that it would be signed. He stated that he was confident that the SHMA would be challenged and that Members needed to take into account that the authority would be working on a much lower figure. He asked officers to emphasise which SHMA they were talking about.

The Director of Services reminded Members that this did not relate to just North West Leicestershire, but to the whole of the market area.

Councillor J Legrys acknowledged the statement, but expressed concerns that there was a possible risk at County level, as they could challenge their own figures.

Councillor S Sheahan stated that the alternative SHMA could only be a critique and that it should be reported as such and that greater weight should be given to the GL Hearn figures.

Councillor J Legrys stated that it was unfortunate to have an alternative SHMA and that the Advisory Committee should focus on the GL Hearn figures, if that was approved policy.

The Legal Advisor informed Members that it was inaccurate to describe the alternative SHMA as such.

Councillor D De Lacy supported the recommendation as there was a big difference between the two and that at this stage the Council's position should be that of the GL Hearn and that the agreement should be signed. He added that the position should have cross party support to ensure that doubts weren't raised over the supply.

Councillor J Bridges supported the additional recommendation

It was moved by Councillor S Sheahan, seconded by Councillor J Legrys and

RESOLVED THAT:

The Advisory Committee notes;

1. The proposal to agree a Memorandum of Understanding in respect of the amount and distribution of housing.
2. The fact that an alternative SHMA had been produced;

And reaffirms support to the SMHA that was endorsed at the Members Advisory Group on the 17 July 2014.

## **26. LOCAL PLAN - RISK MANAGEMENT**

The Director of Services presented the report to Members. He advised Members that to develop the plan, it was being done as a project and therefore there was a need to bring the risk assessment to Members to give them an opportunity to comment and add to it.

Councillor J Legrys expressed gratitude that officers had undertaken the necessary work. He stated that HS2 couldn't be taken into account however he was disappointed that Roxhill was not included as it was live and happening. He raised concerns at how the risk of a challenge on the SMHA had gone down from 12 to 4 and how the risk of insufficient budget had lowered from 16 to 1. He also questioned how the risk of local politics had been assessed. He stated that a lot of this had been built on the expertise of officers and external consultants. He added that he understood politics could be unfair, but if the Members showed trust and were open there would not be a need to discuss.

The Director of Services advised Members that the process was about managing a project built on judgement. He explained that the project team would contribute experience and knowledge, but it was not black and white, and for this reason it was being reported to Members for the opportunity to debate. He stated that in relation to HS2 this was more of a generic risk if it was to materialise and he felt that the Roxhill would not be a project risk as this had been submitted to the Inspectorate.

Councillor D De Lacy felt that local politics could still be high risk, even though it talks about the working party, there were chances that views would not be listened to and that more members should be consulted.

Councillor J Bridges agreed that Councillor D De Lacy had made a good point as at the first meeting of the Advisory Committee, Members had discussed feeding back to other colleagues the progression on the plan.

The Planning Policy Team Manager advised Members that as the Plan was still going through the process, it could not be assumed that it would be agreed.

Councillor S Sheahan welcomed the report and stated that it covered everything, and showed that the authority was watching its back.

By affirmation of the meeting it was

RESOLVED THAT:

The Advisory Committee notes the current risk assessment.

## **27. PLAN PERIOD UPDATE**

The Director of Services presented the report to Members. He reminded Members that at the first meeting of the Advisory Committee, Members had agreed to recommend to Council that the period of the plan covered 2011-2036. He informed Members that since then, with the SHMA being agreed and as a result of the proposed Memorandum of Understanding that all authorities in the Housing Market Area could accommodate their housing requirements to 2031, it was now being suggested that 2031 be the plan end date. He advised Members that whilst 2031 raised the issue of the plan not hitting the time horizon, it was less of a risk than to commit to 2036. He stated that this was the Cabinet preferred option and that it had requested the Advisory Committee to reconsider this.

Councillor J Legrys stated that he understood the need for the report and the date coming down, however he was aware that some neighbouring authorities were looking at a 2028 end date. He added that the three year period between 2028 and 2031 would make a difference and questioned the inconsistency. He highlighted that the NPPF makes clear the period length and that he could not understand why all authorities could not be consistent. He added that whatever the Authority chose, once the plan was approved, it would need to be reviewed.

The Director of Services advised Members that in looking at an end date of 2028, Leicestershire County Council had tested the likely highway impacts but that should the Authorities in the HMA go to 2031, it would require a small piece of work, but they would be looking at each authority meeting its needs. He added that the Authority needed to progress the plan as soon as possible, and should they go to 2036, it would require more work and possible redistribution as the City would not meet their needs. He added that some authorities may go to 2036 as they were comfortable to do this. He reminded Members that the district needed a robust plan soon.

Councillor J Legrys stated that he was not suggesting 2036, but he felt that consistency was required across the whole market area. He added he was aware that the City would struggle past 2030, but wanted the district to be consistent with neighbouring authorities in going for 2028.

The Planning Policy Team Manager advised Members that the Authority would struggle with 2028.

The Consultant added that it would be a big risk to go with an end date of 2028.

Councillor C Large expressed her concerns with 2028. She stated that the Director of Services had explained the reasoning well and that she was happy to move the recommendation to amend the plan period. This was seconded by Councillor R D Bayliss.

Councillor D De Lacy stated that it was a big call and that Members had just considered the risks involved with preparing the plan. He advised Members that it would not take much of a delay for the risks to increase. He added that he could not judge risks and therefore would go with officers, but stated that if it went wrong it would be a big disaster.

The Legal Advisor informed Members that it was a big call and that the plan should be drawn up over an appropriate timescale and that this was an informed risk.

It was moved by Councillor C Large, seconded by Councillor R D Bayliss and

RESOLVED THAT:

The Advisory Committee recommends to Council that the Local Plan Period be amended to cover 2011-2031.

## **28. LIMITS TO DEVELOPMENT**

The Planning Policy Team Manager presented the report to Members. He advised Members that they were now starting to get down to the potential detail of the plan. He explained that the existing proposed limits to development were prepared twenty years ago and that they needed to be reviewed. He stated that having boundaries was the right way to go as it gave certainty. He informed Members that they were taking the Core Strategy as a starting point in terms of which settlements might require the identification of limits to development. He suggested that a workshop be held to allow all Members to provide comments.

Councillor C Large queried what the role of the SHLAA was in terms of identifying limits to development?

The Planning Policy Team Manager advised Members that the intention was to look at what was on the ground and that if more sites were required then they would look at the SHLAA when allocating sites.

Councillor J Legrys welcomed the report, but did not agree with sections three and four. He raised concerns about changing Limits to Development as this was understood by most. He stated that the report sets out pros and cons, but it was not clear leaving some settlements with no boundaries and it did not talk about overlaps with the South Derbyshire District areas. He advised that he was not happy with recommendation 2 stating that changing the name would lead to confusion. He added that it was not clear in what the Authority was trying to achieve and requested that limits were put on the Green Wedge and Charnwood Forest, and would put this as an amendment.

The Planning Policy Team Manager reminded Members that they were looking at what was on the ground now and that Charnwood Forest would need to be reviewed and a boundary defined separately. Following an additional question from Councillor J Legrys about the Green Wedge, he advised that the western section of the wedge was outside of limits in the existing Local Plan, but the central and eastern section were within the limits as it was surrounded by development.

Councillor R D Bayliss stated that whatever it was called, it would be criteria based on a case by case reason. He added that it would be difficult for criteria based to work in tandem with a neighbourhood plan.

The Director of Services stated that criteria based did not give certainty on judgements, however having a boundary did.

Councillor C Large stated that the authority should not change the name and that the Green Wedge Limits to Development could be amended.

The Planning Policy Team Manager advised that this could be looked at and what was behind the policy as the Green Wedge was not considered as countryside, but Members could now decide that it would be outside the limits.

Councillor J Legrys stated that recommendation 2 needed to be amended. He went on to ask officers for a timescale for the process and that the workshops were held at suitable times. He added that Town and Parish Councils should also be invited to the workshops as he had been lobbied by many over the process.

The Planning Policy Team Manager stated that it was hoped to find a suitable date before the next meeting and that the workshops would be held between 4pm and 8pm. He went on to advise Members that it was envisaged that the workshops would be held for District Councillors first before rolling out to Town and Parish Councillors.

Councillor D De Lacy expressed that he felt the current plan was a waste of space as it had been ignored, due to the 5 year housing land supply, as many applications had been submitted outside the limits and that limits were needed in the new plan with a rigid approach. He added that he supported the idea that the name shouldn't be changed and that he agreed that each settlement should have a boundary. He went on to state that the workshops were crucial and that decisions should not be made before consultations.

Councillor R D Bayliss requested that when Town and Parish Councils were invited to attend workshops, this be extended to non elected members of any neighbourhood plan groups.

Councillor C Large stated that if the limits were being drawn using the SHLAA and based on the current applications, it was not showing the growth or predictions and therefore would be out of date very quickly.

The Planning Policy Team Manager stated that allocations would be done as part of the plan and that the workshop would cover the areas of development as they were now, but in the event of allocations being made it would be necessary to tweak the limits from those proposed.

Councillor J Legrys stated that he was unclear on what was trying to be achieved and stated that they could not put approved sites in as they were currently outside. He added that the authority needed 7,000 homes and that currently the council had approved 5,500, therefore the authority only needed to find 1,500. He added that he preferred the limits in the 2002 plan.

The Director of Services advised that allocating sites would provide a tool to be used on applications over the next 25 years and that part of the preparation of the plan would be revisiting the Limits to Development if it was required during the process.

Councillor C Large stated that consultation was needed on the Limits to Development and that they needed to look at sites, but it did not require two rounds.



Councillor V Richichi asked officers if a site was put forward that was brownfield, but outside the limits to development would it get planning permission.

The Planning Policy Team Manager stated that each application would be considered on its own merit and as it stood it may not be granted it was not sustainable.

Councillor J Legrys stated he was unable to vote as he thought it was very misleading and that he preferred Councillor C Large's approach that it needed to be clear and precise.

The Consultant advised Members that he understood that they were trying to involve everyone and helping officers to go forward as soon as possible, however if the Limits to Development were not agreed it would delay and be hard to keep to the programme.

Councillor S Sheahan asked officers what the consequence of not agreeing the limits now and if there was another way of progressing.

The Planning Policy Team Manager advised Members that when a draft plan had been formulated and a complete picture formed it would be put out to consultation.

Councillor J Bridges agreed with going to the next stage and that in deciding the limits it was a case of picking up what the authority already had and see what was left, he added that Members did not want to slow down the process and they were not intending to block the process, but felt that they could not commit.

Councillor C Large stated that she agreed with the wording change, but was concerned at just looking as it currently stands and then looking at it again a few months down the line.

The Planning Policy Team Manager confirmed with Members that they wished to amend the recommendations to read "Limits to Development".

Councillor J Legrys expressed concern that the Authority be abundantly clear to all during the process and agreed with Councillor C Large that it should all be wrapped up in one process. He stated that there was a lack of trust in the planning process and added that Members needed to be clear that officers were trying to kick start the process.

Councillor S Sheahan felt that the issue was not being presented right and that Members should consider deferring the decision to the next meeting if they weren't sure it was right. He asked what the implications would be if it was deferred.

Councillor D De Lacy stated that limits needed to be in the plan and that he was happy with recommendations 1 and 2, however if there was to be big changes he agreed that it should be deferred, if there were to be no changes then it should go forward for officers to prepare the plan and then bring back to Members.

Councillor J Bridges raised concerns if there was a delay in bringing the report back at a later date.

The Planning Policy Team Manager advised Members that the next meeting would be in October.

The Director of Services advised Members that they needed to prepare bespoke issues and focus attention on this, discussing with others at a later stage, otherwise they were in danger of going back to the old process whereby officers prepared a draft plan in isolation from members and then it was issued for consultation.

Councillor S Sheahan suggested that the workshops be held for the District Councillors and that a further report be brought back to Committee following the outcome.

By affirmation of the meeting it was

RESOLVED THAT:

The Advisory Committee:

1. Notes the limitations of settlement boundaries, particularly where there is no up to date plan or the lack of a 5 year supply of housing land;
2. Recommends that the Limits to Development settlements be defined as part of the new local plan;
3. Agrees that officers prepare draft Limits to Development for those settlements listed in paragraph 4.5 of this report:
4. Notes that workshop(s) will be arranged to allow all Members to be involved in discussion and guidance on the preparation of settlement boundaries.
5. Following the Member workshop(s) a report be brought back to the Advisory Committee to agree the next steps.

Councillors D Everitt and J Geary left the meeting at 7.10pm.

Councillors R Adams and G Jones left the meeting at 7.15pm.

Councillor D Howe left the meeting at 7.50pm.

The meeting commenced at 6.30 pm

The Chairman closed the meeting at 8.25 pm

## **LOCAL PLAN ADVISORY COMMITTEE TERMS OF REFERENCE**

### **Purpose of the Local Plan Advisory Committee**

To enable cross-party discussion, guidance and support for the development of the North West Leicestershire Local Plan.

### **Role of the Local Plan Advisory Committee**

- To consider and comment on documents that relate to the North West Leicestershire Local Plan including (but not restricted to) policy options, draft policies and evidence prepared to support the Plan.
- To make recommendations as required to Council in respect of the North West Leicestershire Local Plan.
- To monitor progress on the preparation of the North West Leicestershire Local Plan.
- To provide updates to other Members who do not sit on the Local Plan Advisory Committee.
- To consider and comment on responses to plans being prepared by other local planning authorities as part of the Duty to Cooperate.

### **Membership of the Local Plan Advisory Committee**

- The Advisory Committee comprises four Members of the ruling group and three Members from the opposition group.
- The Council's Substitution Scheme will apply.
- The Advisory Committee will select a Chair at its first meeting of each civic year.
- Other members may be invited to attend and participate in meetings of the Advisory Committee in a non-voting capacity at the discretion of the Chair.
- The Advisory Committee meetings must have at least 3 members to be quorate.

### **Operation of the Local Plan Advisory Committee**

- Council Procedure Rule 4 will apply to the Local Plan Advisory Committee
- The Advisory Committee will meet at least once every two months, but will meet more frequently where necessary to enable continued progress on the North West Leicestershire Local Plan.
- The Advisory Committee will have no direct decision-making powers but will consider documents and information relating to the Local Plan and make recommendations to Council. Any such report will include specific comments and issues raised by the minority group.
- The Advisory Committee will be supported by the Director of Service and officers in the Planning Policy Team.
- Meetings will be organised, administered and minuted by Democratic Services with agendas and minutes being made available on the Council's website.
- The Portfolio Holder may attend as an observer.

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**NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL**

**LOCAL PLAN ADVISORY COMMITTEE – 15 OCTOBER 2014**

Title of report	<b>TOWN CENTRES –REVIEW OF BOUNDARIES</b>
Contacts	<p>Councillor Trevor Pendleton 01509 569746 <a href="mailto:trevor.pendleton@nwleicestershire.gov.uk">trevor.pendleton@nwleicestershire.gov.uk</a></p> <p>Director of Services 01530 454555 <a href="mailto:steve.bambrick@nwleicestershire.gov.uk">steve.bambrick@nwleicestershire.gov.uk</a></p> <p>Planning Policy Team Manager 01530 454677 <a href="mailto:lan.nelson@nwleicestershire.gov.uk">lan.nelson@nwleicestershire.gov.uk</a></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>
<p>Implications:</p> <p>Financial/Staff</p> <p>Link to relevant CAT</p> <p>Risk Management</p> <p>Equalities Impact Assessment</p> <p>Human Rights</p> <p>Transformational Government</p>	<p>Work already undertaken and proposed can be met from existing staffing resources.</p> <p>None</p> <p>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.</p> <p>None</p> <p>None</p> <p>Not applicable</p>

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 <a href="http://www.gov.uk/government/publications?topics%5B%5D=planning-and-building">www.gov.uk/government/publications?topics%5B%5D=planning-and-building</a></p> <p>North West Leicestershire Local Plan (2002) which can be found at <a href="https://www.nwleics.gov.uk/pages/local_plan">https://www.nwleics.gov.uk/pages/local_plan</a></p> <p>The Town and Country Planning (Use Classes) Order 1987 (as amended) <a href="http://www.planningportal.gov.uk/permission/commonprojects/changeofuse">www.planningportal.gov.uk/permission/commonprojects/changeofuse</a></p> <p>Technical Consultation on planning - DCLG <a href="http://www.gov.uk/government/consultations/technical-consultation-on-planning">www.gov.uk/government/consultations/technical-consultation-on-planning</a></p>
Recommendations	<p><b>THAT THE ADVISORY COMMITTEE;</b></p> <p><b>(I) NOTES THE NEED TO REVIEW THE EXISTING TOWN CENTRE BOUNDARIES;</b></p> <p><b>(II) COMMENTS ON THE SUGGESTED TOWN CENTRE BOUNDARIES; AND</b></p> <p><b>(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).</b></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 a 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.

**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.

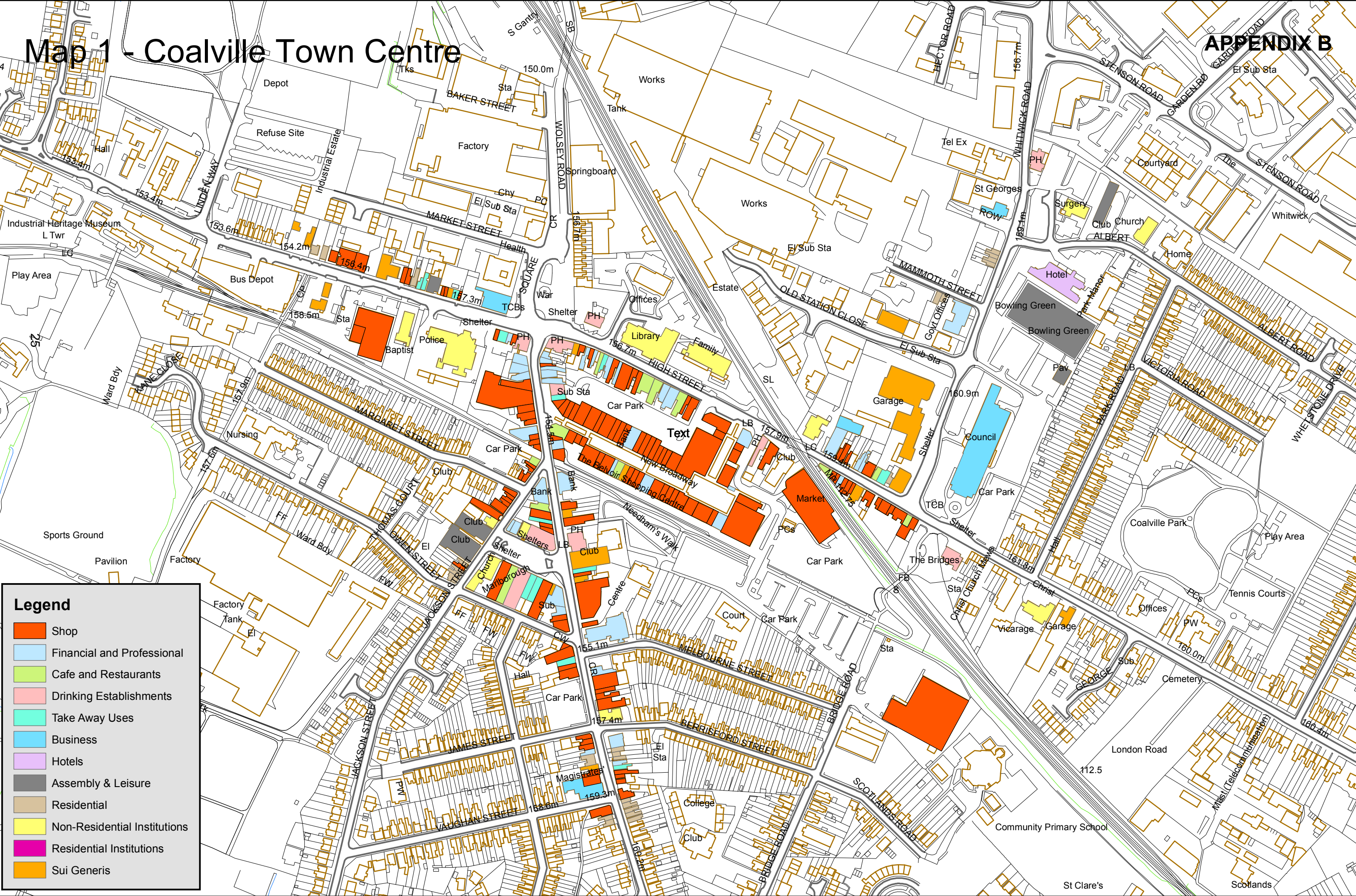
**D2 Assembly and leisure** - Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).

**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.



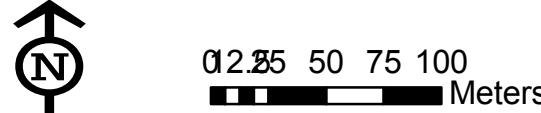
# Map 1 - Coalville Town Centre

# APPENDIX B



**Legend**

- Shop
- Financial and Professional
- Cafe and Restaurants
- Drinking Establishments
- Take Away Uses
- Business
- Hotels
- Assembly & Leisure
- Residential
- Non-Residential Institutions
- Residential Institutions
- Sui Generis



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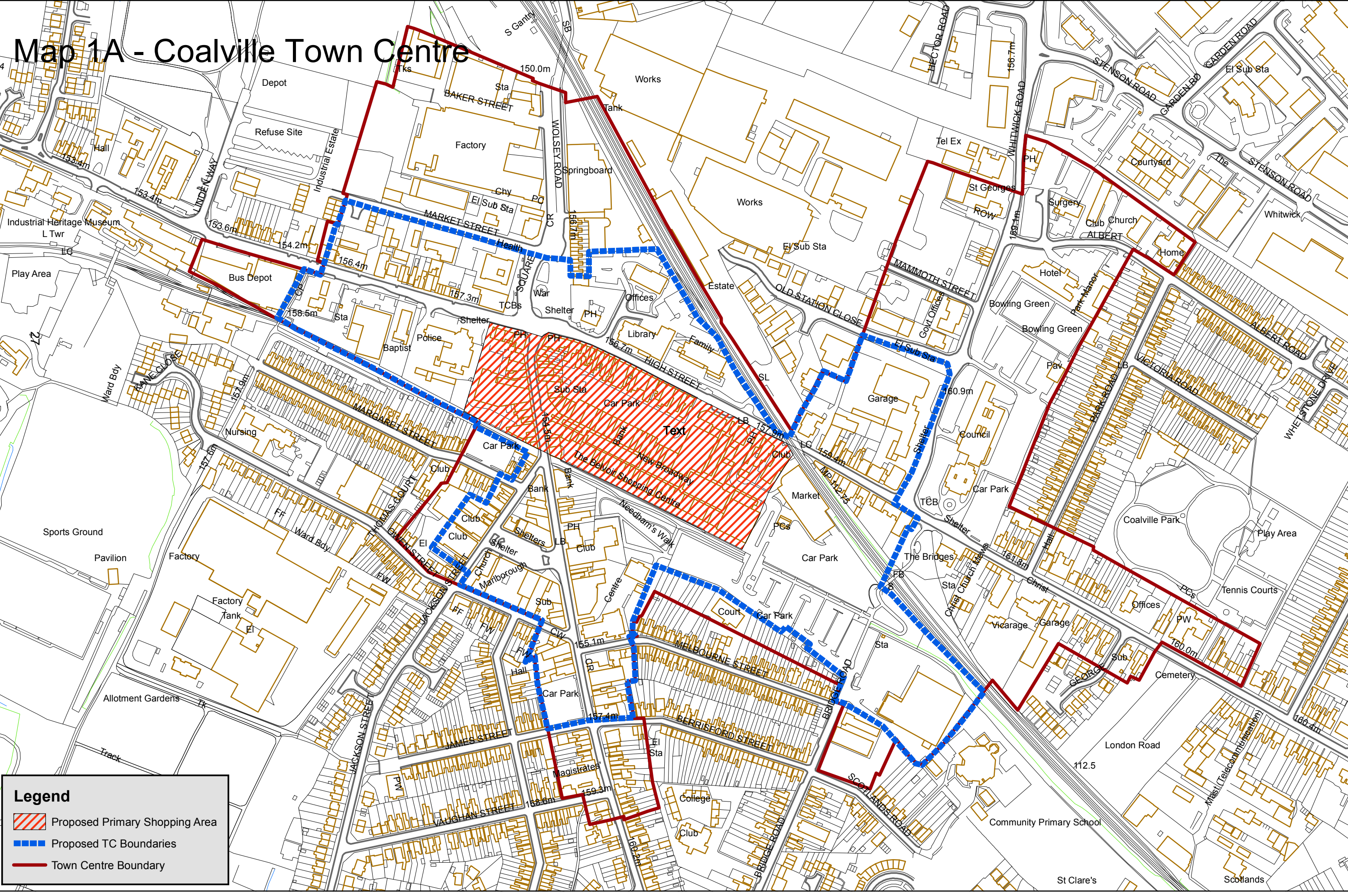
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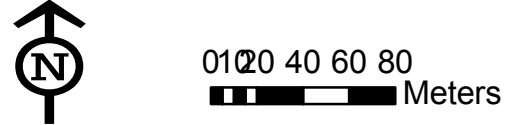


# Map 1A - Coalville Town Centre



**Legend**

- Proposed Primary Shopping Area
- Proposed TC Boundaries
- Town Centre Boundary



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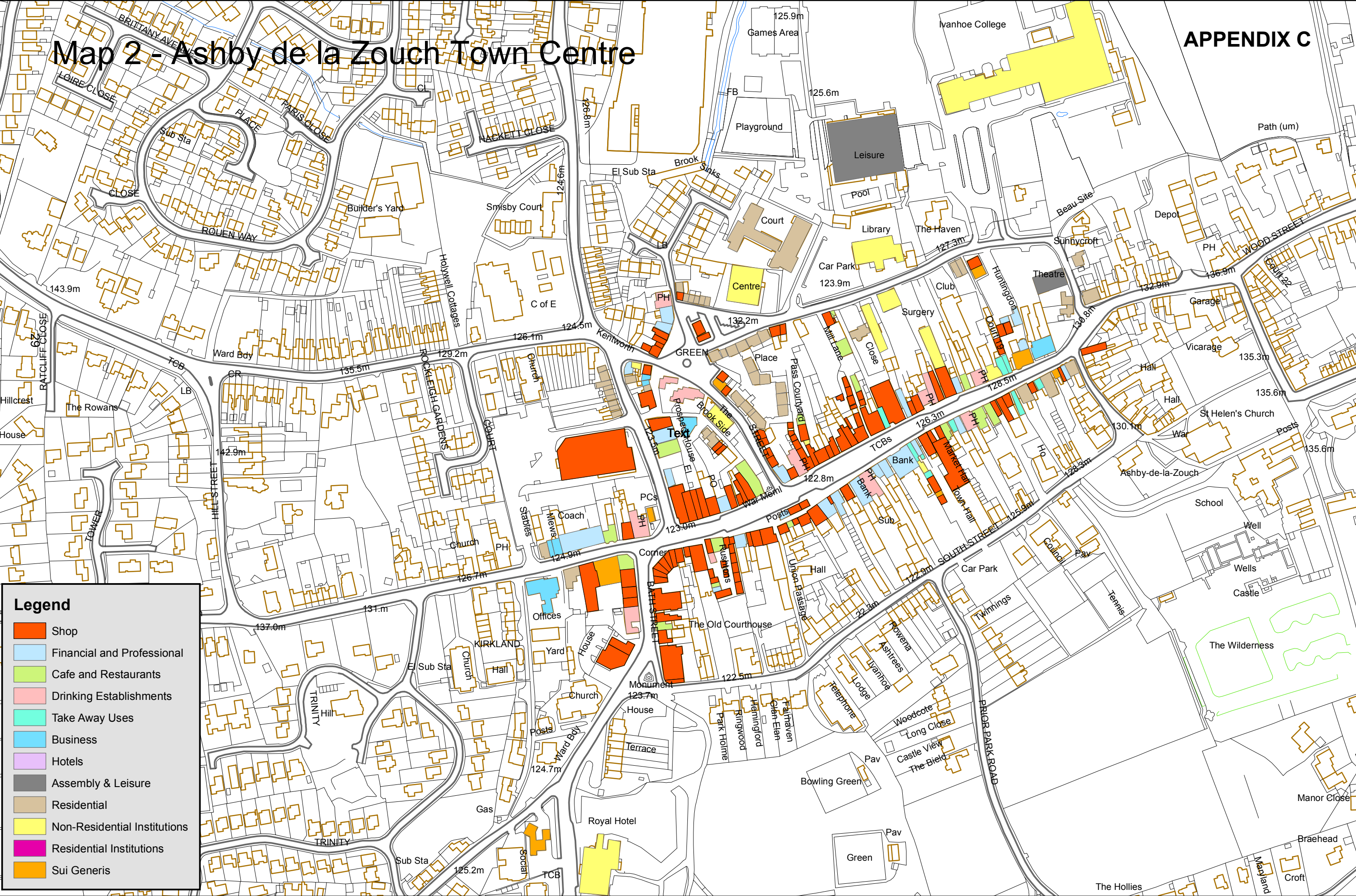
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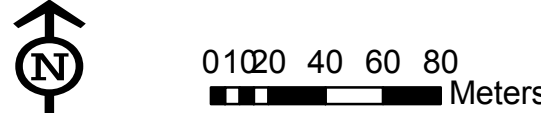
# Map 2 - Ashby de la Zouch Town Centre

## APPENDIX C



**Legend**

- Shop
- Financial and Professional
- Cafe and Restaurants
- Drinking Establishments
- Take Away Uses
- Business
- Hotels
- Assembly & Leisure
- Residential
- Non-Residential Institutions
- Residential Institutions
- Sui Generis



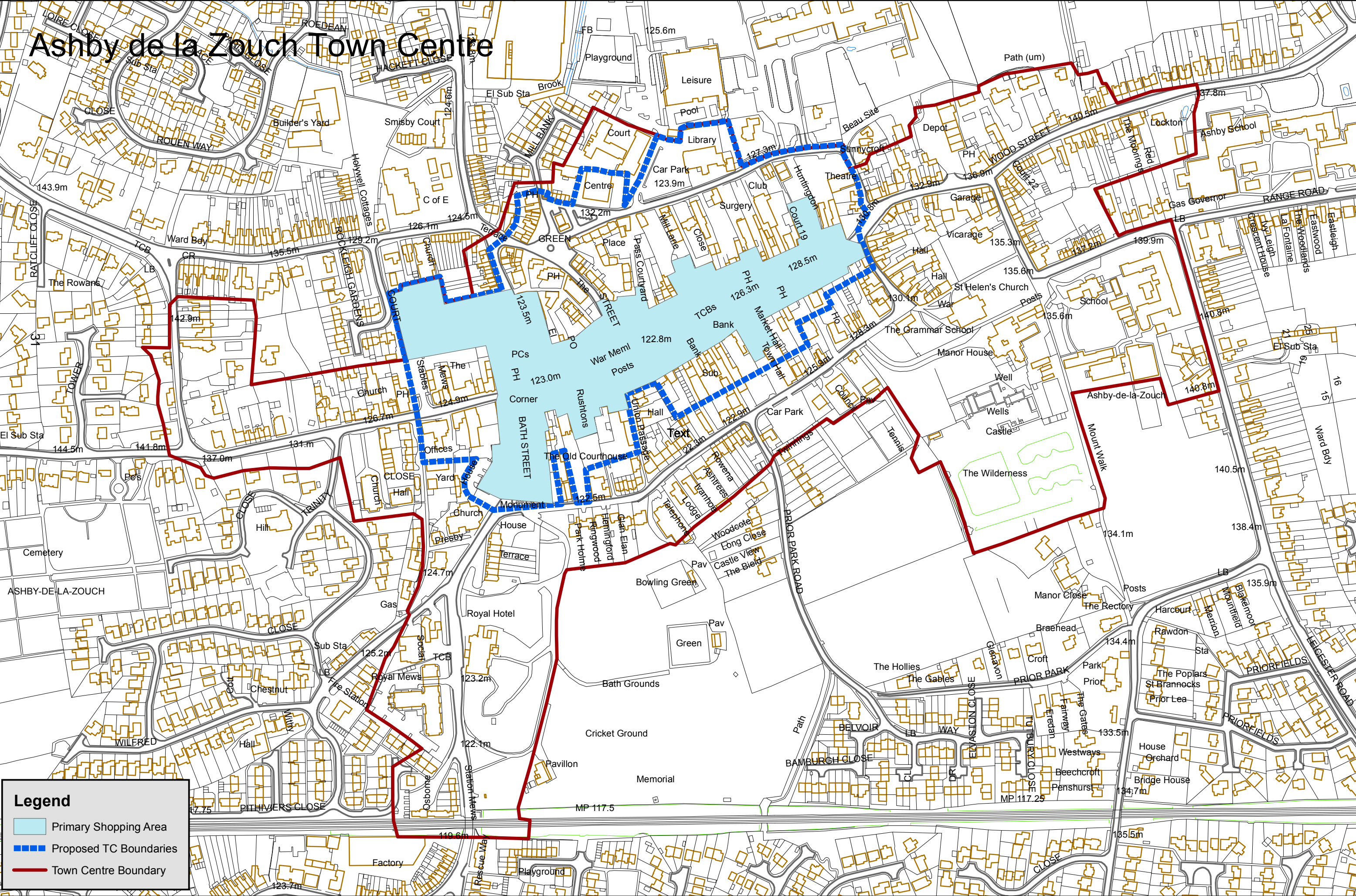
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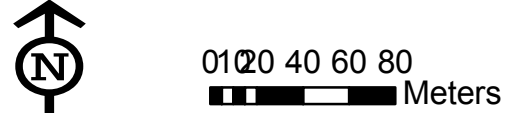


# Ashby de la Zouch Town Centre



**Legend**

- Primary Shopping Area
- Proposed TC Boundaries
- Town Centre Boundary



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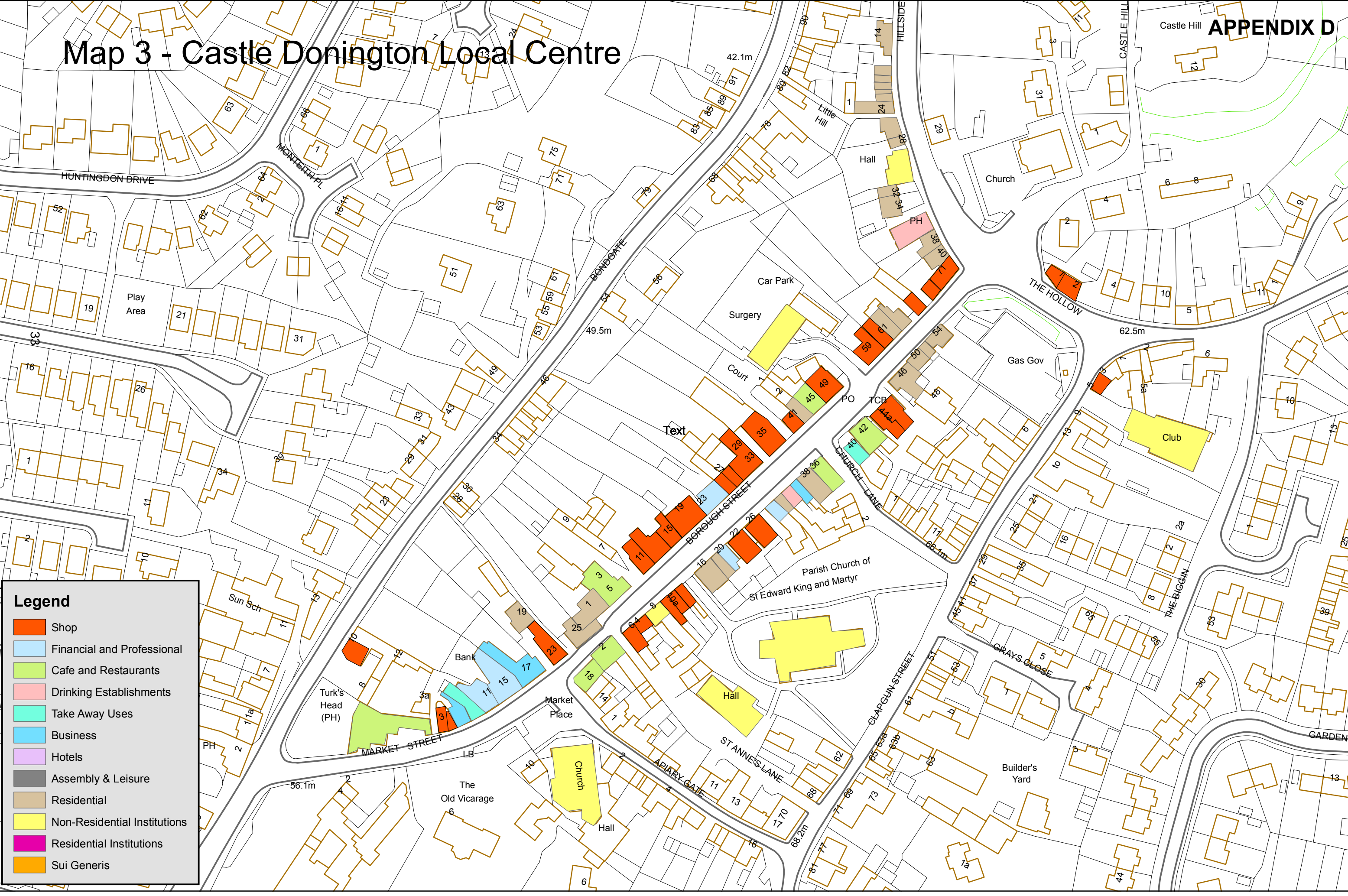
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# Map 3 - Castle Donington Local Centre



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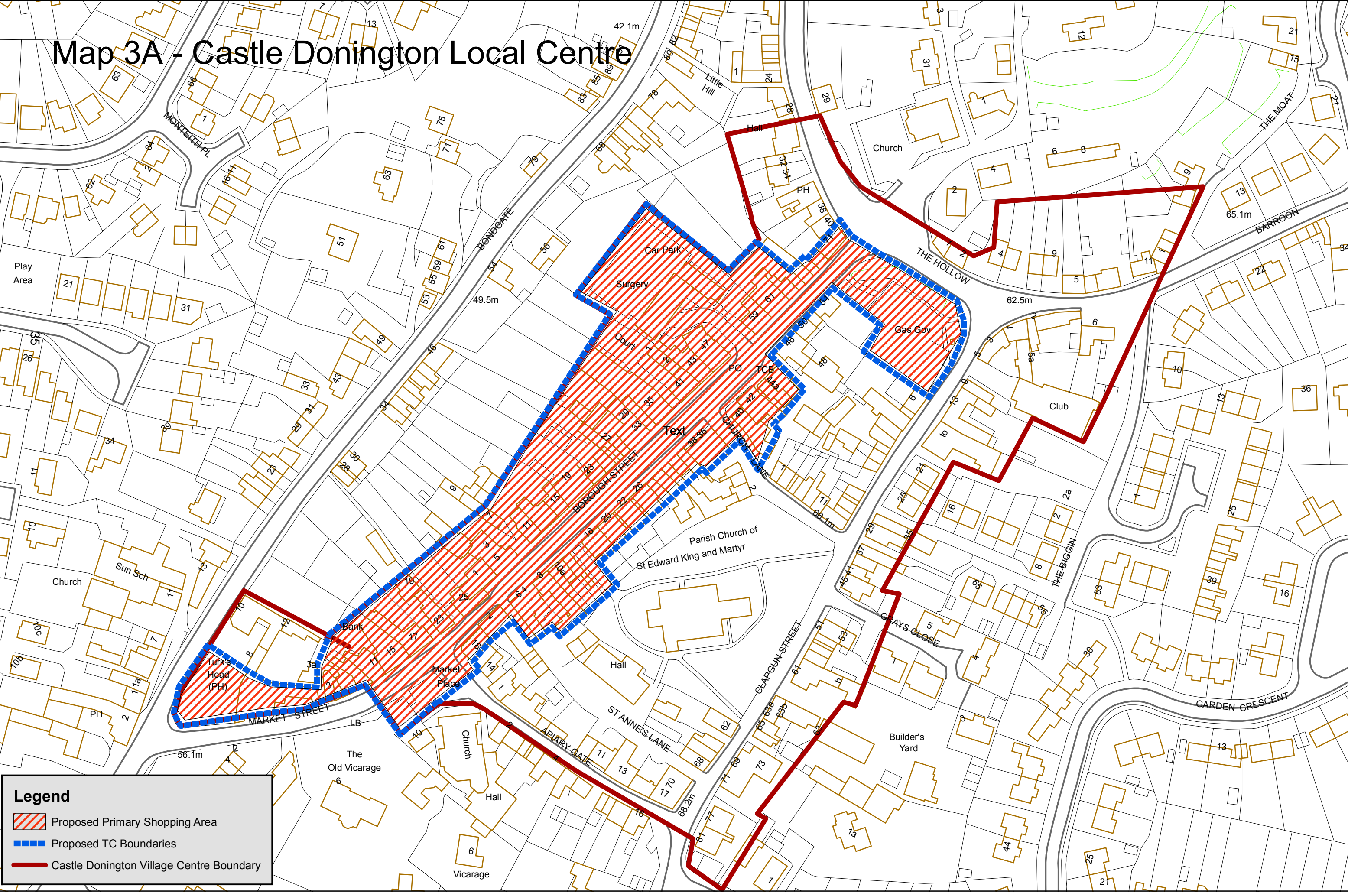
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# Map 3A - Castle Donington Local Centre



**Legend**

-  Proposed Primary Shopping Area
-  Proposed TC Boundaries
-  Castle Donington Village Centre Boundary

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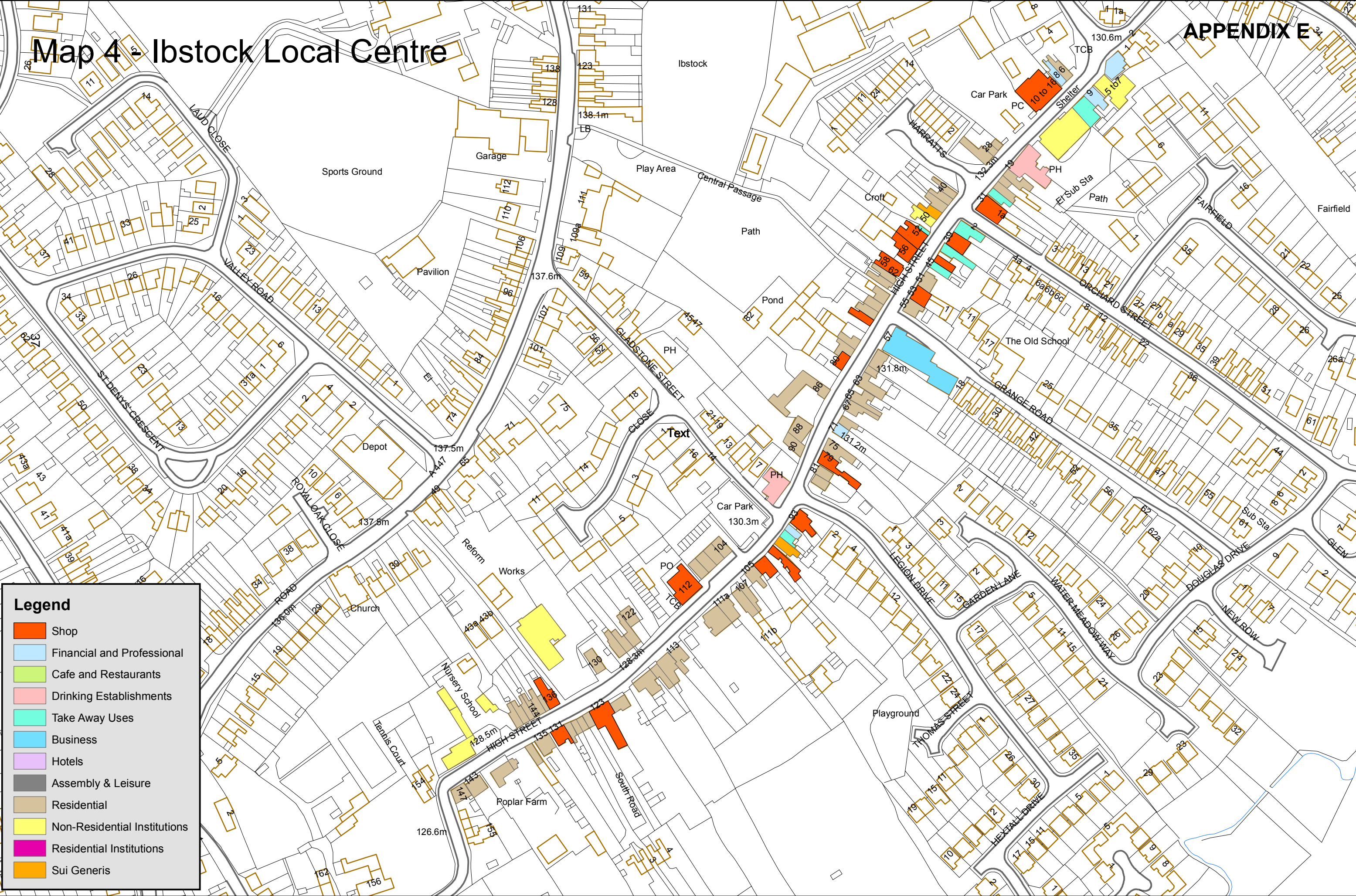
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# Map 4 - Ibstock Local Centre



**Legend**

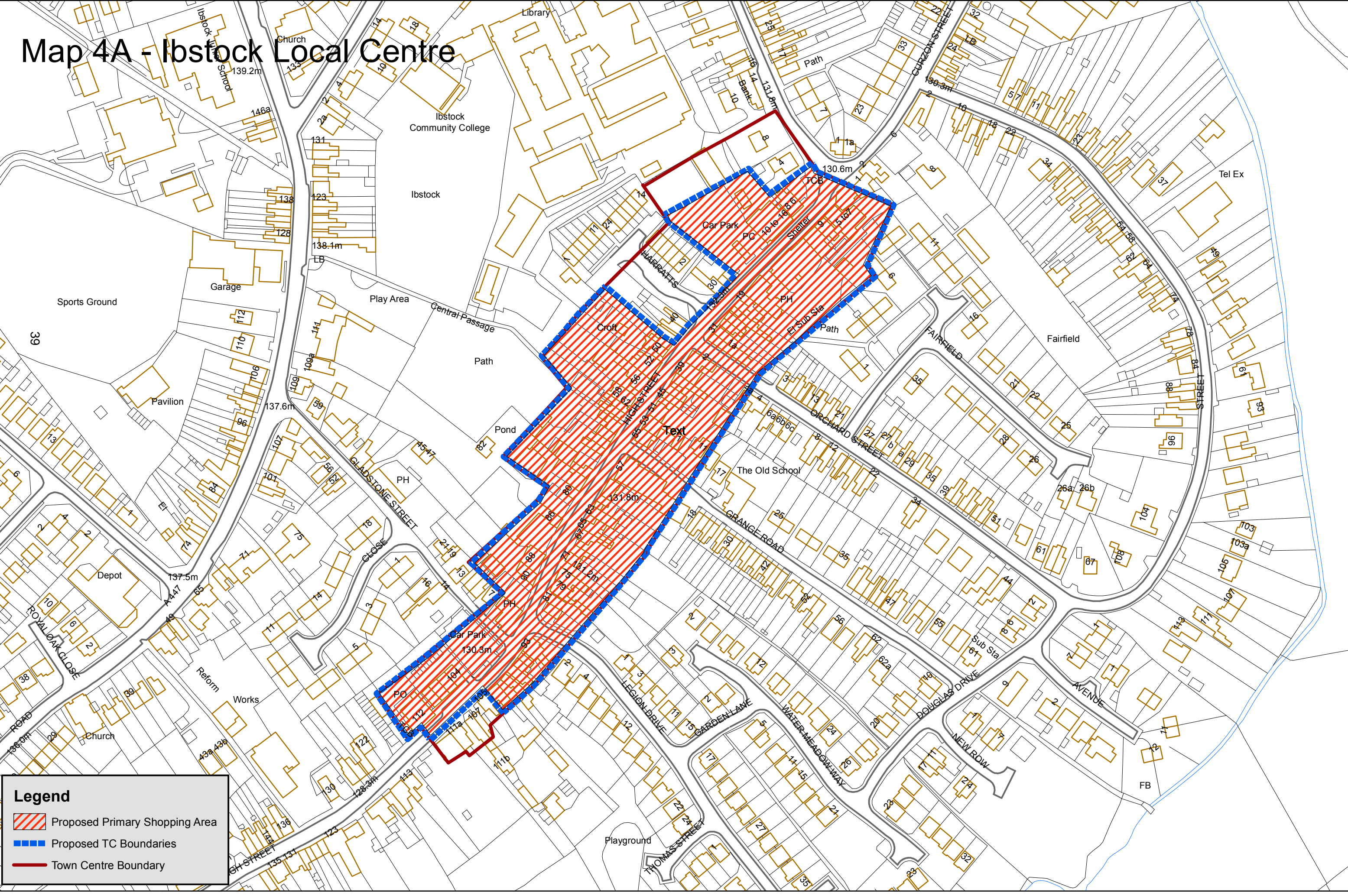
- Shop
- Financial and Professional
- Cafe and Restaurants
- Drinking Establishments
- Take Away Uses
- Business
- Hotels
- Assembly & Leisure
- Residential
- Non-Residential Institutions
- Residential Institutions
- Sui Generis

0510 20 30 40  
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# Map 4A - Ibstock Local Centre



**Legend**

- Proposed Primary Shopping Area
- Proposed TC Boundaries
- Town Centre Boundary

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 Meters

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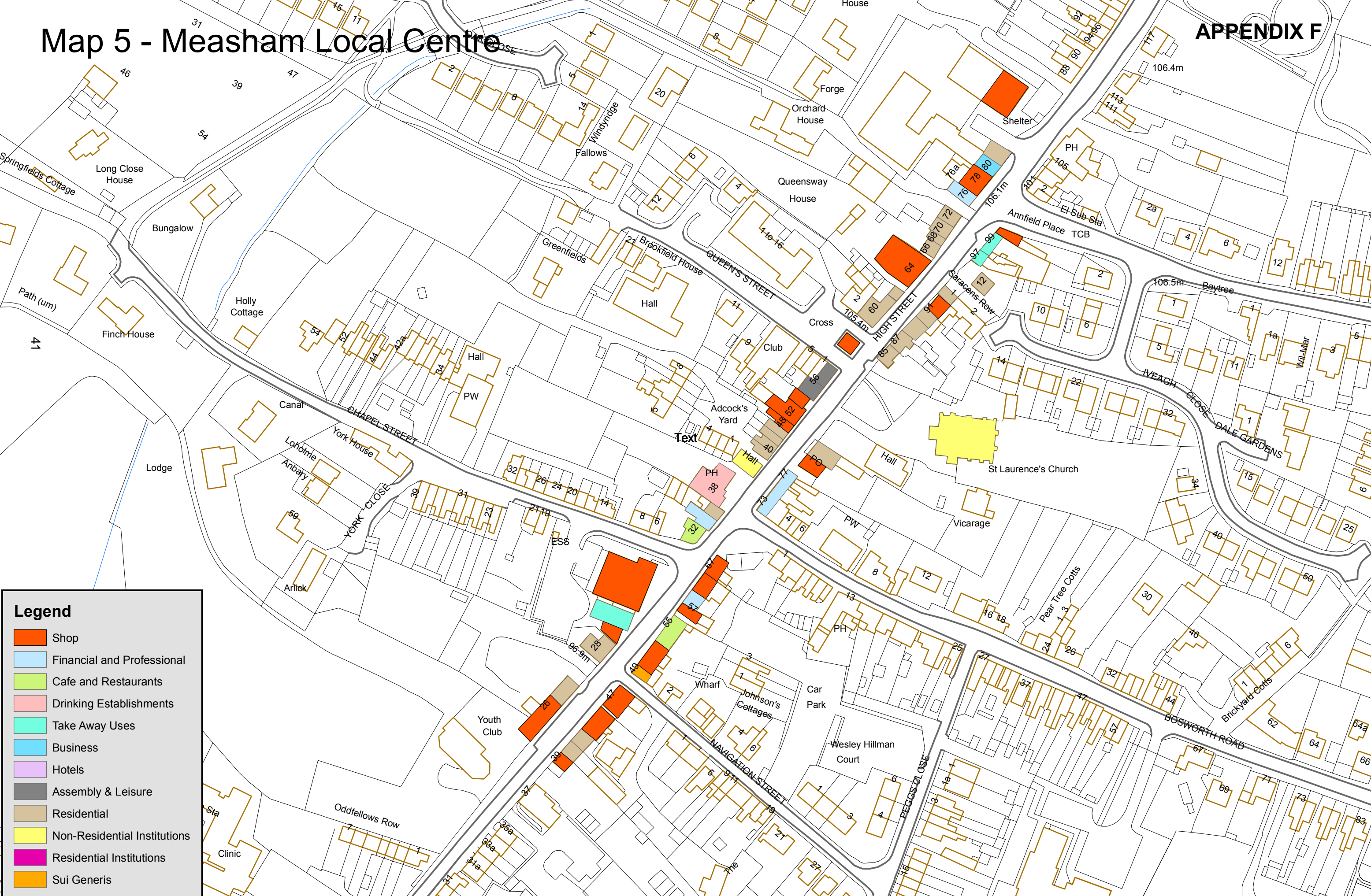
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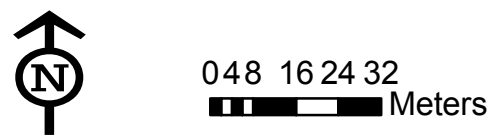
# Map 5 - Measham Local Centre

APPENDIX F



**Legend**

- Shop
- Financial and Professional
- Cafe and Restaurants
- Drinking Establishments
- Take Away Uses
- Business
- Hotels
- Assembly & Leisure
- Residential
- Non-Residential Institutions
- Residential Institutions
- Sui Generis



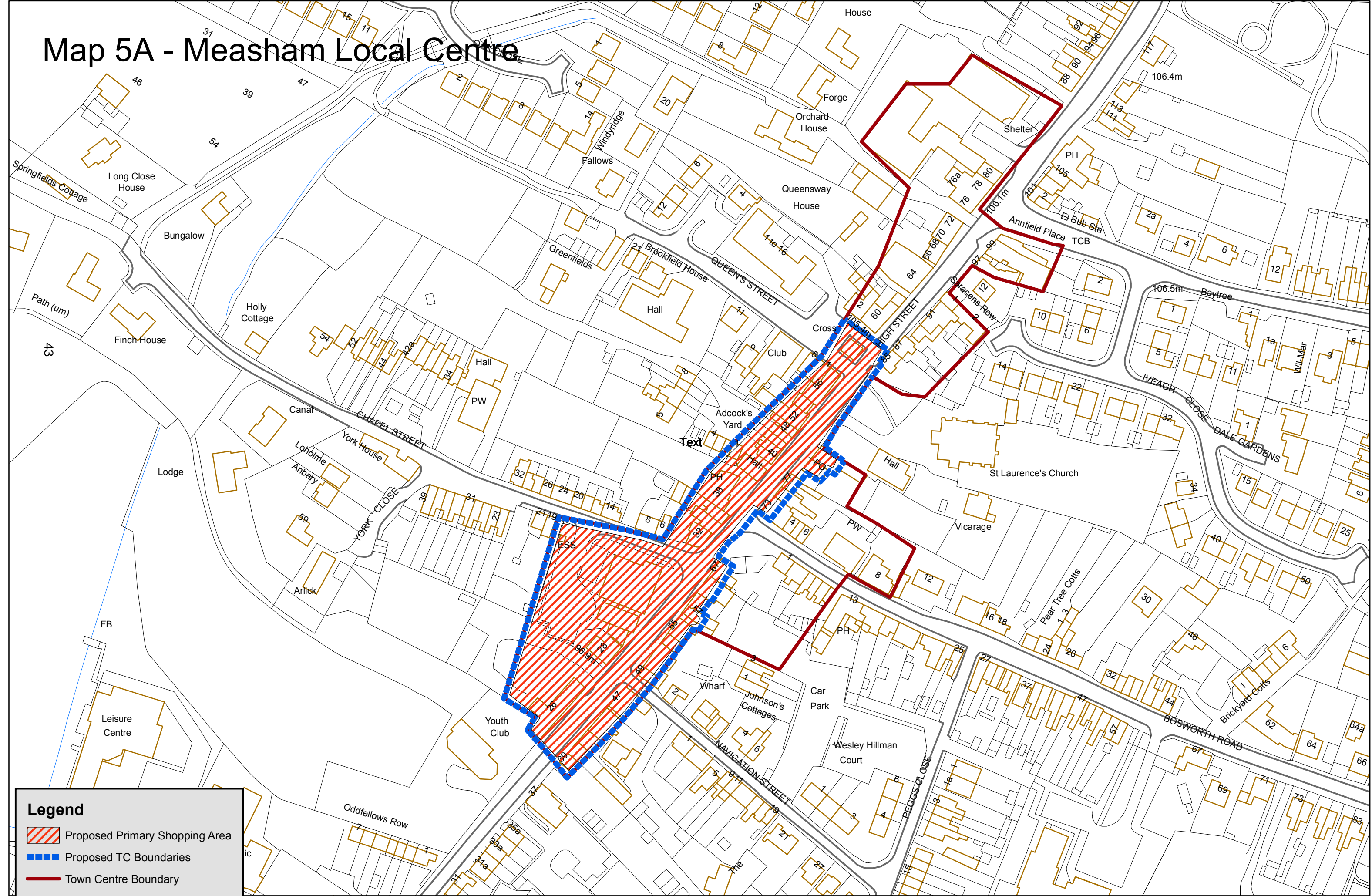
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# Map 5A - Measham Local Centre



**Legend**

-  Proposed Primary Shopping Area
-  Proposed TC Boundaries
-  Town Centre Boundary



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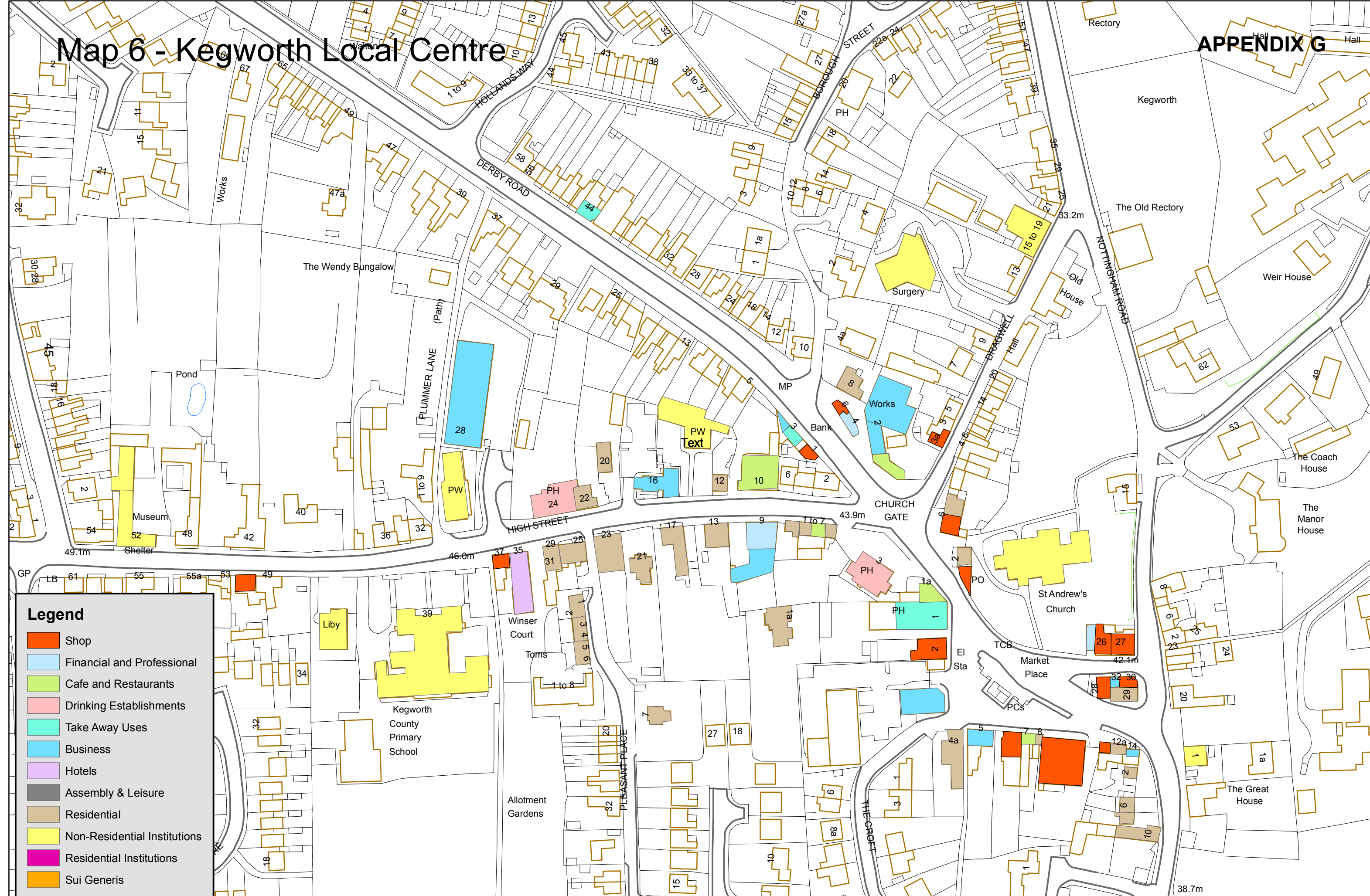
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# Map 6 - Kegworth Local Centre

# APPENDIX G



**Legend**

- Shop
- Financial and Professional
- Cafe and Restaurants
- Drinking Establishments
- Take Away Uses
- Business
- Hotels
- Assembly & Leisure
- Residential
- Non-Residential Institutions
- Residential Institutions
- Sui Generis

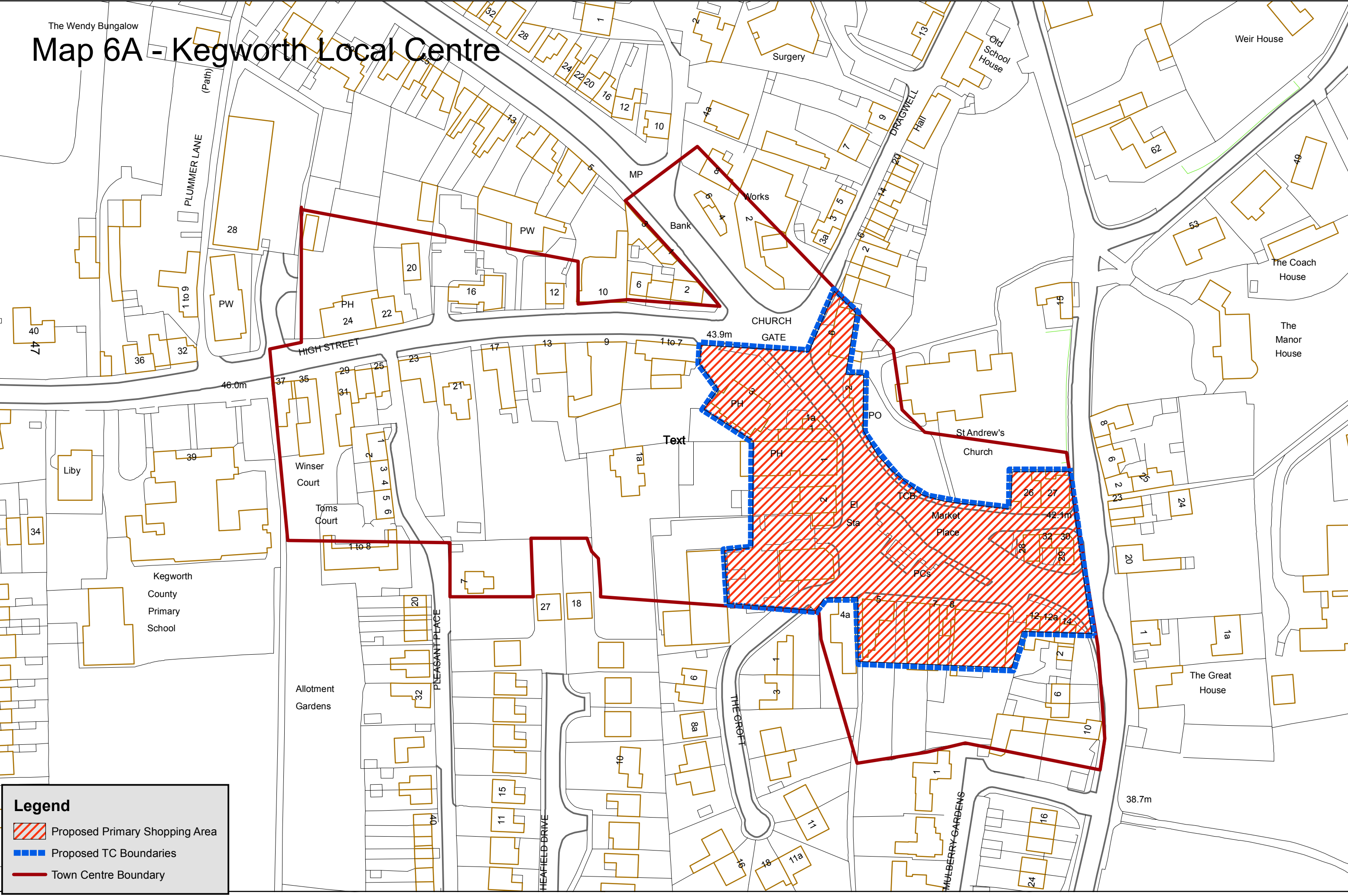
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The Wendy Bungalow  
**Map 6A - Kegworth Local Centre**



**Legend**

-  Proposed Primary Shopping Area
-  Proposed TC Boundaries
-  Town Centre Boundary

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