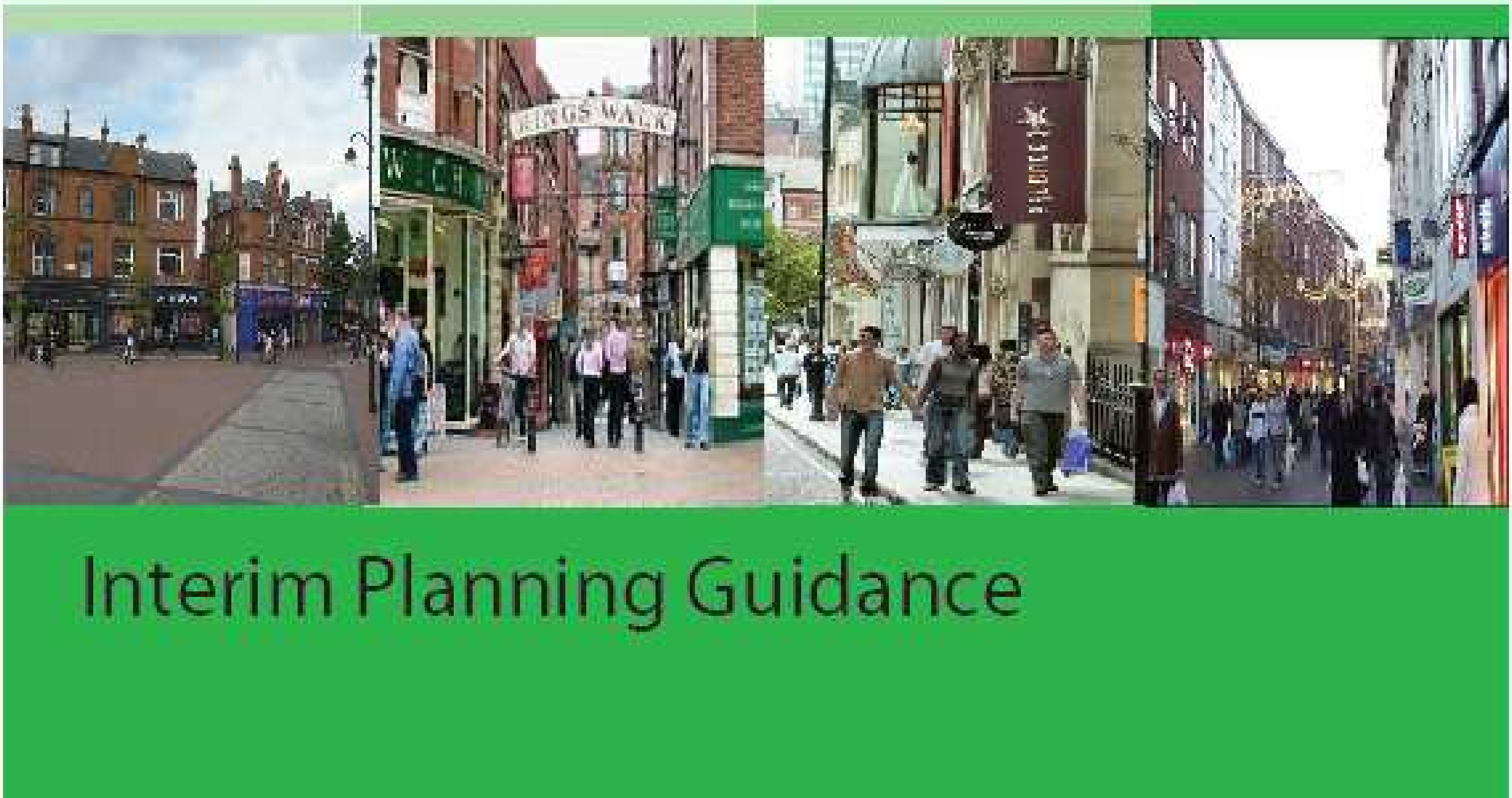
Retail Planning

October 2010



Interim Planning Guidance

LDF Local Development Framework

Nottingham City Council

LDF Local Development Framework

Quick guide to the local development framework: Interim Retail Planning Guidance:

This document sets out the:
- background information that has been used to develop this guidance;
- should be read in conjunction with the 'saved policies' of the Nottingham Local Plan 2005; and
- provides interim assistance for the succesful development of retail opportunities prior to the completion of the emerging Core Strategy.

CONTENTS

1 INTRODUCTION
1.1 The Objectives
1.2 Relevant Spatial Documents
1.3 Significant recent spatial changes

2 STATUS OF THIS INTERIM RETAIL PLANNING GUIDANCE

3 INTERIM RETAIL PLANNING GUIDANCE

3.1 The need for new retail development in Nottingham
3.2 Retail Hierarchy - providing clarity on the role and definition of centres
3.3 Assessing planning applications
3.3.1 The Sequential Approach
3.3.2 The Retail (key town centre) Impact Assessment
3.3.3 Wider Impact Considerations
3.4 Resisting the Loss of Local Facilities
3.5 Crime and disorder issues
3.6 Bringing forward sustainable retail development for the City Centre including that planned in the emerging Core Strategy
3.7 Bringing forward sustainable retail development for the existing centres (excluding the City Centre) including that planned in the emerging Core Strategy

4 PROCEDURES AND PRE-APPLICATION DISCUSSIONS

5 APPENDICES

Appendix 5.1	**Sustainable retail development for existing centres**
Appendix 5.2	**Nottingham City Local Retail Centres Survey (2009) - Summary Report (published March 2010)**
Appendix 5.2.1	**Methodology and Scoring Protocol**
Appendix 5.3	**Standard Specification for Retail Assessments**
Appendix 5.4	**Extracts/Summaries of Relevant Policy Documents**
Appendix 5.4.1	**National and Regional Policy Framework**
Appendix 5.4.2	**Nottingham Local Plan Policies**
Appendix 5.4.3	**Aligned Core Strategy Policies**
Appendix 5.4.4	**Local Strategies, Regeneration Policies and Studies**
MAP 1	**% of households with no car**
MAP 2	**Most deprived Social Output Areas**
Appendix 5.5	**Sustainability Appraisal**
Appendix 5.6	**Sustainability Framework**
Appendix 5.7	**Summary findings from Food Access report**
Appendix 5.8	**Illustrative map of City Centre Primary Shopping Area**

6 CONTACT DETAILS FOR FURTHER INFORMATION

1 INTRODUCTION

Retailing in our City, town, district, local and neighbourhood centres has a key part to play in the successful delivery of The Nottingham Plan (Nottingham's Sustainable Community Strategy). Studies and surveys suggest that many of the retail centres in the City are underperforming and are in need of protection and enhancement, particularly the City Centre and some local centres. The City Council alongside retailers and developers should work together in a positive and constructive way to:

- optimize the sustainability of retail development,
- protect and enhance existing centres, and
- support the retail strategy in the emerging Aligned Core Strategy.

1.1 The Objectives

The overall objectives of this Interim Retail Planning Guidance (IRPG) are to:

- Provide coherent guidance on retailing planning matters
- Help achieve corporate objectives and the delivery of Nottingham's Sustainable Community Strategy, particularly in relation to the City Centre, transforming neighbourhoods, and tackling poverty & deprivation
- Inform Development Plan Documents such as the Core Strategy and Site Specific Land Allocations/Policies and reflect relevant aspects of the "Localism Agenda"
- Inform Supplementary Planning Documents (SPD)
- Improve Nottingham City Centre's retail position in the UK retail hierarchy and enhance its role and status as the region's principal shopping destination.
- Encourage sustainable retail development, particularly where it is in (or 'well-connected' to) existing centres or enhances existing centres
- Help ensure existing centres are vibrant and successful by resisting those proposals considered to be harmful to their vitality and viability
- Provide greater transparency and increased certainty to all those involved in the development process
- Help speed up the Development Management process and improve the quality of service. This is particularly important with major retail planning proposals to ensure that resources are targeted effectively and the development process meets performance targets and provides value for money.
- Improve access to food and essential services

1.2 Relevant Spatial Documents

Policies of the IRPG are set out in ***bold italics***, but no policy is applied in isolation. All IRPG policies may be applicable to any given case and will be applied alongside other relevant policies.

The 'saved' policies of the Nottingham Local Plan 2005 (Local Plan) provide the current statutory planning framework for the City, along with national guidance. The emerging Core Strategy has policies relating to retailing but IRPG is needed during the transitional period prior to its adoption because of the increasing pressure for large scale retail development in less preferable and less sustainable out of centre locations, particularly in and around the periphery of the City Centre.

This document takes account of and should be read in conjunction with the Local Plan and the following relevant spatial documents:

- PPS4 policies are a material consideration which must be taken into account in development management decisions, where relevant. They can be applied directly when determining planning applications. It is only necessary for the development plan to refine them if there are specific factors justifying variation
- The emerging Core Strategy - the relative weight afforded to the Core Strategy compared to the Local Plan will increase as it moves towards adoption.
- In association with DTZ, the City Council has produced a 'Standard Specification for Retail Assessments' (SSRA) to provide additional guidance for applicants. The SSRA provides guidance on the sequential approach and on the thresholds and quantitative expenditure capacity aspects. It was approved by the Portfolio Holder for Neighbourhood Regeneration on 13th April 2010 for immediate use
- Key local strategies, regeneration plans and studies:
    - The Nottingham Sustainable Community Strategy
    - The 2007 Greater Nottingham Retail Study (GNRS)
    - Nottingham City Local Retail Centres Survey (2009)
    - Regeneration Plans including Strategic Regeneration Frameworks (SRF) and Neighbourhood Plans (NP).

1.3 Significant recent spatial changes

There have been some significant spatial changes recently, including:

- a downturn in the economy and an increase in online shopping (approx 10% of all retail in 2009 in the UK)
- an expansion of 'main town/city centre' retail floorspace at out of centre retail parks such as the IKEA retail park at Giltbrook and Riverside Retail Park in Nottingham and more comparison floorspace at large superstores e.g. Tesco, Long Eaton and by expansion of existing superstores e.g. Tesco at Top Valley and Asda at West Bridgford in Greater Nottingham
- the Broadmarsh Centre redevelopment has not taken place but the City Centre has had some new retail development including Trinity Square and additional food retailing eg Waitrose, Tesco Expresses and Aldi.
- competition from new retail developments in the City Centres of Leicester and Derby.
- increasing pressure for large scale retail development in less preferable and less sustainable out of centre locations. Of particular concern recently are out of centre proposals in and around the periphery of the City Centre, including:
    - new and expanding superstores
    - retail warehouses/parks seeking to sell more non bulky goods either by expanding or through relaxation of conditions

2 STATUS OF THIS INTERIM RETAIL PLANNING GUIDANCE

The Council recognises that this guidance is not part of the Development plan, and as such it cannot be afforded full weight in the decision making process. However, this document was subject to public consultation and has been adopted by the City Council's Executive Board on 19th October 2010 as Interim Retail Planning Guidance (IRPG). It represents the current view of the City Council in relation to a series of retail issues. Proposals which conflict with its key principles will need to demonstrate convincing reasons why the Council should depart from its guidance.

It provides amplification to saved Policy S5 of the adopted Nottingham Local Plan, (Nov 2005) and reflects new national planning policy advice contained in PPS4. Where appropriate it will act as a bridge to the emerging Greater Nottingham Aligned Core Strategy where its contributory parts will be subject to formal development plan process.

This document has largely arisen as a result of concerns about the number, scale and nature of retail proposals in out of centre locations which have been proposed and which continue to be placed before Nottingham City Council for consideration. As a statement of the City Councils position it will help interpret, amplify and localise new and emerging national and sub regional retail policies.

As adopted by the City Council's Executive Board on 19th October 2010, the IRPG will be taken into account as a material consideration in determining planning applications with immediate effect during the transitional period leading to the adoption of the Aligned Core Strategy.

On 16th March 2010 The City Council Executive Board **RESOLVED:**

(1) that approval be given for Interim Retail Planning Guidance to be prepared to clarify the scope and application of existing planning policy and guide responses to retail proposals in the City;
(2) that delegated authority be given to the Portfolio Holder for Neighbourhood Regeneration to approve the content of the draft Interim Retail Planning Guidance to be used for consultation purposes;
(3) that the results of the consultation on the final Interim Retail Planning Guidance be submitted to Executive Board for approval;
(4) that an investigation be undertaken to explore the proliferation of premises selling cheap alcohol in the City and associated anti-social behaviour, and to identify actions the Council could take in terms of planning and licensing policy to stop this.

The draft IRPG was approved by the Portfolio Holder for Neighbourhood Regeneration on April 13th 2010 as a basis for a 6 week consultation period from May 17th to June 27th 2010. The results of this consultation are summarized in Appendix 5.6. Final approval was received at the Executive Board meeting on the 19th October 2010.

The IRPG follows a similar preparation process as Supplementary Planning Documents (SPD) being subject to formal Council resolution and subject to 6 weeks of formal public consultation. It also benefits from undergoing a

Sustainability Appraisal based on the approved framework used to assess Aligned Core Strategy policies. It therefore should be given appropriate weight by an Inspector/Secretary of State in relation to any appeals.

It is envisaged that the contents of this IRPG, will be used to inform the Core Strategy or other spatial planning documents as appropriate.

3 THE INTERIM RETAIL PLANNING GUIDANCE

3.1 The need for new retail development in Nottingham

The Local Plan, Aligned Core Strategy and PPS4 each have a 'town centre first' principle. PPS4, particularly Policy EC5, encourages Local Planning Authorities to take a proactive approach to identifying sites to accommodate identified need, for at least the next 5 years.

Interim Retail Policy 1- Retail Impacts on Centres

It is now a prime consideration to safeguard expenditure capacity and retailer demand to support existing centres; giving traders and centre owners the confidence and certainty to make long term plans and commitments. This is particularly important for the Primary Shopping Area of the City Centre, (PSA - shown on the Illustrative Map at Appendix 5.8) including the Broadmarsh enhancement, and for plans to expand and enhance the Victoria Centre. It is also important to give emphasis and certainty to developments who comply with town/local centre planning policy and recognise that major City/town centre schemes can take time to come to fruition. Proposals which can be shown to jeopardise or delay such schemes will therefore be resisted.

Since the 2007 GNRS there has been significant spatial and economic changes:

Comparison Goods	
The 2007 GNRS findings say that up to 2026………	Now
Very little comparison goods growth would be needed outside the City Centre. (based on assumption that the forecast growth in expenditure would support the redevelopment of Broadmarsh Shopping Centre at the time it would be likely to open).	***The need for additional out of centre comparison goods floorspace growth has been reduced because:*** • ***Although there has been delay in the Broadmarsh redevelopment, there are now credible plans for substantial extensions and enhancements at the Broadmarsh and the Victoria Centres as well as in other parts of the city centre PSA.*** • ***There has already been a large expansion of 'main town/city centre' type retail floorspace at out of centre retail parks and more comparison floorspace at new or expanding large superstores.*** • ***There has been increased capacity within the 3 cities sub region as a result of new retail developments in the City Centres of Leicester and Derby*** • ***There has been a downturn in the economy and an increase in online shopping (approx 10% of all retail in 2009 in the UK)*** ***One consequence of these factors is that Vacancy rates in the City Centre have increased*** ***Any future growth in comparisons good expenditure should be directed to the remainder of the City***

	Centre's Primary Shopping Area or to locations in or 'well-connected' to existing centres in those areas with poor access to comparison goods. These areas often display multiple symptoms of deprivation have poor access to a car and are distant from the City Centre.
It will be important to resist principal food retailers / major supermarket operators developing more space for comparison goods sales, particularly in existing out-of-centre superstores or in larger superstores to replace older stores,	***It is increasingly important to resist principal food retailers / major supermarket operators developing large/r amounts of space for comparison goods sales. This is particularly important in out-of-centre superstores or in larger superstores built to replace older stores in centres. This will help to maintain expenditure capacity allowing the necessary growth of centres, particularly the City Centre.***
The continued pressure for more out of centre retail warehouses; and pressure to relax bulky goods conditions on existing retail warehouses should be resisted.	***It follows from the above that there is now little need for any new retail warehouses/parks/clubs or for any existing ones to sell more non-bulky comparison goods or convenience goods. It is increasingly important to resist the pressure from such outlets seeking to sell more non bulky 'city/town' centre goods either by expanding or through relaxation of conditions.****
Although it is recognised that traditional 'bulky goods' stores (furniture & floor coverings, household appliances, audio-visual equipment, and hardware, DIY goods & garden products, particularly the latter) are not always best suited to being within a centre, the 2007 GNRS concluded that there is no conspicuous need for more bulky goods retail warehouses and that Nottingham is particularly well provided for.*	***There is no conspicuous need for more bulky goods retail warehouse/parks/clubs and Nottingham is particularly well provided for.***

Convenience goods	
The 2007 GNRS findings say that up to 2026………	Now
There was no quantitative need in Nottingham City for convenience goods retail floorspace growth (other than growth in the existing town and local centres), but that there is a locational need for a substantial new foodstore to serve the western estates of Nottingham.	***In addition to the new city centre stores opened by Waitrose, Tesco Express and Aldi there are now further plans for a substantial growth in convenience goods floorspace in and "well connected" to centres in Nottingham and Greater Nottingham. These include a substantial new foodstore to serve the western estates and major new foodstores in Beeston and Bulwell. With the possible exception of plans for a new local centre and an appropriately***

	sized food store in the Waterside Regeneration Zone there is no need for any additional large scale new/expansion of out of centre supermarkets or superstores for main food shopping.
There is a potential qualitative deficiency in respect of city centre food retailing.	***Since 2007 there has been some food retailing development in and around the City Centre, including 4 Tesco Expresses, a Waitrose and an Aldi. There may still be scope for further food retailing within the City Centre, if it adds to range, choice and diversity.***

* PPS4 (EC15.2) suggests that evidence supporting claims that bulky goods cannot be sold in centre should no longer be accepted, making the case to trade out of centre more difficult to justify.

3.2 Retail Hierarchy - providing clarity on the role and definition of centres

This section provides clarity on the role and definition of centres within the retail hierarchy. The Local Plan highlights 65 diverse retail centres within Nottingham City and has a hierarchy of City, Town and Local Centres.

In keeping with PPS4 and the emerging Aligned Core Strategy, promoting the hierarchy of centres will help to guide new development to appropriately sized centres across Nottingham and ensure that future growth is adequately balanced across the City.

The Local Retail Centres Survey of 2009 recommends a new 'retail /town centre' hierarchy. The main reason for the revision is to reflect an alignment with the other centres in Greater Nottingham. Although the study did identify that many centres are underperforming, where centres have been reclassified to another level it represents a rationalisation in line with the guidance in PPS4.[1]:

Interim Retail Policy 2- The Proposed Retail Hierarchy

City Centre: Nottingham City Centre

Town Centres: Bulwell

District Centres: Clifton, Hyson Green, Sherwood

Local Centres: Alfreton Road, Aspley Lane, Beckhampton Road, Bracebridge Drive, Bramcote Lane, Bridgeway Centre, Carrington, Mansfield Road, Nuthall Road, Robin Hood Chase, Sneinton Dale and Strelley Road

Centres of Neighbourhood Importance: Arnold Road, Aspley Lane/Glencairn Drive, Beech Avenue, Beechdale Road, Berridge Road, Bobbersmill, Broxtowe Lane, Broxtowe Lane/Coleby Road, Broxtowe Lane/Sherborne Rd. Carlton Road, Carlton Road South, Church Sq. Daybrook, Derby Road/Arnesby Road,

Derby Road Top, Farnborough Road, Hartley Road, Haydn Road, Hermitage Square, Highbury Road/Bedford Grove, Highbury Road/Broomhill, Hucknall Road/Carrington, Hucknall Road/Valley Road, Ilkeston Road West, Lenton Boulevard, Lenton Sands, Middleton Boulevard, Mill Road/Bagnall Road, Monksway, Oakdale Road, Old Farm Rd. Rise Park, Sellers Wood Drive, Sneinton Boulevard, Top Valley Way, Trowell Road, Varney Road, Woodborough Road, Woodside Road.

This hierarchy is emerging through the Core Strategy and would result in Bulwell being reclassified as a Town Centre, but many existing Local Centres in the Local Plan would be reclassified to a new level - as Centres of Neighbourhood Importance ('CoNIs'). The Core Strategy treats CoNIs as 'Centres' and this is the correct approach in Nottingham where virtually all CoNIs are centres comprising more than just a small parade of shops. It is likely that neighbouring district councils will also identify CoNIs and developers are advised to contact them especially if contemplating a retail proposal which could have impacts across administrative boundaries.

It is critical that any 'retail impact assessments' consider the effects on all centres within the relevant catchment area. This will include CoNIs, as local shops and services are important, particularly at the neighbourhood level as evidenced by the Food Access Report. (See Appendix 5.7)

In terms of the sequential approach for a Local Centre: 'edge of centre' will be considered as significantly less than 300m away from a centre – it will usually be taken as immediately adjacent or up to 150m away, subject to local considerations. In the case of CoNIs: 'edge of centre' will usually be taken as immediately adjacent or up to 75m away, subject to local considerations.

As the Core Strategy moves towards adoption, the sequential approach and impact assessments should continue to consider <u>all</u> centres identified on the adopted Local Plan Proposals map, whilst having regard to the hierarchy set out in the emerging Core Strategy.

It is intended that the City Centre Primary Shopping Area will be defined in an inset to the Key Diagram of the Core Strategy.

Subsequently, the other Centres in the Core Strategy and CoNIs will be defined through Site Specific Development Plan Documents. There may be a need for specific policy guidance for some or all of these centres with regard to enhancements / regeneration.

3.3 Assessing Retail Proposals

Interim Retail Policy 3- Assessing planning applications
Planning applications for new retail developments will be assessed in relation to how sustainable they are, based on how they would impact on existing centres, and support, give effect to, or not put at risk, the retail strategy in the emerging Core Strategy.

Whilst all new retail development will be considered against their 'wider impacts', PPS4 provides a clearer and more robust approach to unplanned development which could cause harm - requiring a sequential approach and 2 impact assessments. This will tend to make it harder for applicants to justify development which is not in centre and not in accordance with an up to date development plan. It is a strong material consideration and will be applied directly. This reflects Local Plan Policy S5 and Core Strategy draft Policy Option 6.

3.3.1 The Sequential Approach

Interim Retail Policy 4 – The Sequential Test

Applicants will be required to undertake a sequential approach assessment in the context of adopted and emerging development plans. Full account should be taken of any proposals to bring forward new retail development opportunities in or on the edge of existing centres, in accordance with development plans. The City Council will expect such opportunities to be supported and committed to, before proposals which are not in accordance with development plans are permitted.

This reflects Local Plan Policy S1 and Core Strategy draft Policy Option 6.

To clarify Local Plan Policy S1 for the City Centre:

- A retail proposal is considered to be 'in-centre' if it is within the Primary Shopping Frontage.
- A retail proposal will only be judged 'edge of centre' if it is within 300m of the PSF, though this distance may be less subject to local considerations such as if it is "severed" and thus not "well-connected".
- Proper flexibility of scale, format, car parking and disaggregation will be required from sequential approach assessments.

For further guidance in addition to this IRPG see the Standard Specification for Retail Assessment (SSRA in appendix 5.3) Also see PPS4 particularly EC15 and PPS4 Practice Guidance.

3.3.2 Retail impact assessment (key town centres)

Interim Retail Policy 5 – Retail Impact Assessment

Proposals likely to have a significant adverse impact on defined centres will be resisted. Usually such proposals would be larger than 1,000sqm (gross) and include new build, extensions or other increases in floorspace. In particular this would cover:

- ***Proposals which would significantly reduce expenditure capacity for the Broadmarsh, Victoria Centres redevelopment proposals and City Centre PSA* eg those involving the sale of large amounts of non-bulky comparison goods***
- ***New or expanding out of centre superstores, particularly those seeking to sell more non bulky goods by expansion or through relaxation of conditions***

- ***New retail warehouses/parks/clubs***
- ***Existing retail warehouses/parks/clubs seeking to sell more non bulky goods or convenience goods either by expansion or through relaxation of conditions***
- ***Foodstores in out-of-centre locations – based on page 50 of PPS4 Practice Guidance 'a large out of centre foodstore can have a significant impact even on a district centre and a modest sized out of centre foodstore could have an unacceptable impact on a small or vulnerable centre'.***
- ***Bulky-goods, particularly in out-of-centre locations***

* In order to facilitate rigorous application of the sequential test in accordance with PPS4 and in response to consultation requests, the City Council will define the City Centre in terms of a Primary Shopping Area and seek to incorporate this into the emerging Aligned Core Strategy.

This is designed to give greater protection to defined centres. It considers impact on town centre consumer choice, retail diversity and on existing, committed and planned public and private investment in centre(s). It also seeks to protect town centre trade, and limit impact on the vitality and viability of nearby centre(s). Recent appeal decisions have supported the view that in some circumstances such as the provision of discount food stores out of centre, or cumulative growth significant effects on smaller centres can arise. This is especially the case for vulnerable and underperforming centres. Such proposals often comprise floorspace of about 1,000sqm. Ideally this policy will facilitate a constructive dialogue between the City Council and the prospective developer on information needed to support a planning application.

This policy reflects Local Plan Policies S1-S5 and Core Strategy draft Policy Option 6. For further guidance see the SSRA – particularly on the thresholds and quantitative expenditure capacity aspects. Also see PPS4 particularly EC16.1 and PPS4 Practice Guidance and local assessments including the detailed Local Centres Survey 2009 and City Centre Vacancy studies

3.3.3 Wider Impact Considerations

Interim Retail Policy 6 – Other considerations

When assessing major new retail proposals the City council will also have regard to wider policy objectives including:

- ***climate change resilience or mitigation***
- ***accessibility by a choice of means of transport***
- ***achieving high quality design***
- ***economic development/regeneration potential and***
- ***impact on local employment***
- ***crime and disorder and***
- ***health and wellbeing***

In addition to the usual retail impact considerations there is a need to ensure all retail proposals are fully integrated and consistent with wider objectives. PPS4 Policies EC10 and EC11 outline 5 wider impact considerations for all economic development including all main town centre uses – further guidance is given below from a Nottingham perspective in relation to retailing:

1 Whether the proposal has been planned over the lifetime of the development to limit carbon dioxide emissions, and minimise vulnerability and provide resilience to climate change.

Key issues in Nottingham:

- The rating under the BREEAM or similar assessment –"excellent".
- The principles of sustainable construction should be adopted from the outset of a project – this can significantly reduce energy and environmental impacts and keep costs down.
- New development should be designed to reduce the energy use of buildings for heating, cooling and lighting.
- New buildings and public spaces should be built and managed to withstand what climate change will bring. Adaptation to climate change is about resilience and reducing vulnerability to flooding and extremes of temperature and weather.
- Critical to adapting to climate change and limiting the use of resources is the need to design buildings and public spaces that are adaptive. This means multi-functional spaces and buildings that are able to adapt both shape and function to the prevailing environmental conditions. New proposals will be expected to demonstrate how this requirement has been met.
- The proposal should be designed to deliver a high quality local environment and all green and open spaces must be multi-functional.
- Sustainable drainage and sustainable waste management should be incorporated from the outset into the design of new development proposals.
- Reducing the need to travel is an important planning consideration and new development should demonstrate how opportunities for sustainable transport have been created and secured
- Encourage connection to City Council district heating network

(Source material Local Plan - 2005, City Council "Merton Rule" Requirements for renewable/low carbon energy – 2007, City Council Planning Guidance for Incorporating Sustainable Drainage Systems (SuDS) in Developments in Nottingham City – 2008 and City Council Planning Guidance for New Developments Waste Storage and Collection - 2008)

2 The accessibility of the proposal by a choice of means of transport including walking, cycling, public transport and the car, the effect on local traffic levels and congestion (especially to the trunk road network) after public transport and traffic management measures have been secured.

Key issues in Nottingham:

- Proposals, particularly those which are chiefly car borne, should consider accessibility planning, the impact on non car households and on existing accessible centres thoroughly. 44.9% of households in the City had no car in 2001 and this rises in certain parts of the City to over 78% (see map 1). Accessibility is a key policy objective in Nottingham and it is 'inappropriate to plan further growth at existing out-of-centre locations where these locations do not meet other key policy objectives e.g. accessibility etc'. This is based on PPS4 Practice Guidance para 3.7.

- A detailed Transport Statement /Assessment and Travel Plan will be required in support of applications for developments likely to have significant transport impacts. The requirement for these documents and details of their content can be found in the DfT's Guidance on Transport Assessment. The Transport Assessment should address the following issues in priority order:
    1. Reducing the need to travel by car (through locational decisions, travel demand management measures etc)
    2. Sustainable accessibility (promoting/enabling non-car access to the development)
    3. Strategy to deal with residual trips (network capacity enhancements to protect the strategic and principal road networks)
    4. Mitigation measures (reducing the impacts on local sensitive areas for example outside schools, in residential areas etc)

The Travel Plan must be comprehensive and detailed and address the needs, and promote sustainable travel, for employees and users of any large scale development. This will inform and underpin the Transport Assessment in line with national policy.

3 Whether the proposal secures a high quality and inclusive design which takes the opportunities available for improving the character and quality of the area and the way it functions.

Key Nottingham issues:

- Proposals must consider quality of place i.e. the physical characteristics that affect quality of life.
- Proposals must be planned to respect their context, be of good design and be built of quality materials.
- New buildings should contribute positively to the urban form of the city and the character of the neighbourhood and street.
- New development should reflect community requirements and positively respond to the needs of the locality.
- The relationship of proposals to public areas needs to be fully thought through, particularly with reference to permeability, pedestrian priority, public realm, street character, activity and landscape treatment.
- New developments must provide for active frontages (i.e. ground floor shop windows or transparent frontages so that the activity within the building is clearly visible from the street).
- Proposals must fully consider community safety with designs that minimise the crime, disorder and anti-social behaviour implications in proposals. In complex schemes a mix of uses can help achieve this and all buildings fronting streets and public spaces should include windows on the ground and upper floors.
- Proposals should contribute positively to health and wellbeing
- Proposals should encourage provision of sales of fresh fruit and vegetables
- Where large scale developments are to be brought forward over a number of years Masterplans should be prepared.
- The City Centre Urban Design Guide (May 2009) sets out guidance on how the Urban Form, Public Realm, Activity, Sustainability, Massing and Design should be approached in new developments within the city centre, although its principles have wider application for the whole of the city. Urban blocks are expected to address the city streets giving life, community safety and vitality through 'active frontages'. These are defined in terms of possible engagement with the public realm, the most important element in successful place-making.

The Guide emphasises the significance of masterplanning to achieve an agreed 'Vision' for new city quarters in regeneration areas. It establishes the ground rules for successful place-making.

(Source material Local Plan - 2005, City Centre Urban Design Guide - 2009 and Streetscape Design Manual - 2008)

4 The impact on economic and physical regeneration in the area including the impact on deprived areas and social inclusion objectives.

Key issue in Nottingham:
Will it help to transform our neighbourhoods? – this will help achieve corporate objectives and the delivery of the City's Sustainable Community Strategy. In particular:

- o Sites which are at the heart of neighbourhoods and accessible by a range of transport best serve the needs of deprived areas and should be given preference when considered against alternative sites with similar location characteristics. Deprived areas are defined as the 10% most deprived Super Output Areas based on 'multiple deprivation' - see map 2.
- Any benefits must be clearly linked and appropriately phased with the retail proposals. They should be funded by the development where appropriate.
- Proposals must be fully integrated and consistent with wider regeneration objectives. Using retail development to pump prime regeneration sites / projects must not lead to significant harm to the defined hierarchy or the regeneration of existing centres.
- Proposals should be in accordance with approved regeneration plans including Strategic Regeneration Frameworks (SRFs) and Neighbourhood Plans.

5 The impact on local employment.

Key issue in Nottingham:
Will it result in more local people getting into good jobs? – this will help achieve corporate objectives and the delivery of the City's Sustainable Community Strategy. In particular proposals should:

- consider provision and proportion of local jobs and training for local people.
- consider links with local training/employment organisations
- consider the net effects of proposals on overall full-time equivalent employment, on quality, type, levels and skills having regard to possible displacement of jobs arising as a consequence of their impact, including the potential loss of jobs where development is proposed on land designated for employment purposes.

3.4 Resisting the Loss of Local Facilities

Interim Retail Policy 7 – The Loss of Local Facilities
PPS4 Policy EC13 will be an important material consideration when assessing planning applications affecting existing shops, but also leisure uses including public houses or services in defined centres and CoNIs. So planning applications which fail to protect those existing facilities which provide for people's day-to-day needs will be refused.

The 2009 Local Centres Survey will provide important evidence.

Policy S6 of the Local Plan lists 5 considerations relating to the change of use from shops to other uses. This policy remains important and should apply to all centres including CoNIs as they emerge.

The policies of PPS4 also emphasise that:

- Local Planning Authorities (LPA) should recognise the significance of small shops
- In local centres LPAs should support shops, services and other important small scale economic uses.
- Where reversing the decline of a centre is not possible, allow retail units to change to other uses, whilst aiming wherever possible, to retain opportunities for vital local services

3.5 Crime and disorder issues

It will be important to have regard to crime and disorder issues through the regulation of pubs, bars, nightclubs, and other licensed premises, hot food takeaways and taxi ranks. This would also apply to considerations for 24 hour in-centre food offers. A separate investigation is being undertaken to explore the proliferation of premises selling cheap alcohol in the City and associated anti-social behaviour. This will identify actions the Council could take in terms of planning and licensing policy to control this in cooperation with all the Responsible Authorities.

This is an increasingly important area of work, not just for the city council as Local Planning Authority but also from licensing, policing and health&wellbeing perspectives. The City Council has already pioneered work on a multi agency basis to try and deal with what are often interrelated issues.

One specific issue which was raised during consultation on this guidance relates to the question of the proliferation of fast food outlets in close proximity to schools and other buildings or facilities frequented by young people. The city council believes that there is evidence from recent appeal decisions that the planning inspectorate is increasingly minded to support councils in their attempts to control the provision of hot food takeaways in such sensitive locations and this will be a factor in considering any such future proposals in Nottingham.

3.6 Bringing forward sustainable retail development for the City Centre including that planned in the emerging Core Strategy

It is critical for Greater Nottingham, that retail development is brought forward which would improve Nottingham City Centre's retail position in the UK retail hierarchy and enhance its role and status as the region's principal shopping destination.

Policies S1, S2 and S3 of the Local Plan relate to new retail development in the City Centre. Policies S2 and S3 allocate sites at the Broadmarsh and Victoria Centre respectively. The Local Plan principles of focussing retail development on the PSF and enhancing the Broadmarsh and Victoria Centre continue, and work is already underway to bring forward appropriate significant schemes.

Interim Retail Policy 8 – Broadmarsh and Victoria Centre
Sustainable proposals to enhance the Broadmarsh and Victoria Centre will be encouraged and will be considered in advance of relevant emerging Aligned Core Strategy policy should this be necessary particularly if they are in accordance with Local Plan Policies.

PPS4 sets out in Policy EC10 and EC11 the wider impacts which are important. Other significant issues to consider for the successful development of the Broadmarsh and Victoria Centres are balancing their growth, viability, permeability, the mix of uses and the catalytic and regenerative benefits for Greater Nottingham***.***

The Core Strategy Option for Consultation 2010 states …'Promoting and strengthening current north-south and east-west shopping patterns and permeability through the mixed-use redevelopment of the Broadmarsh Centre, and a mixed-use expansion and re-modelling of the Victoria Centre, through the development of Area Action Plans, Supplementary Planning Documents or Masterplans. Proposals will be subject to an agreed cumulative total additional floorspace threshold'.

Consideration is being given as to whether or not the next stage of the Core Strategy should provide more specific and detailed policies on the Broadmarsh and Victoria Centres with more guidance on additional floorspace thresholds for each centre - defined by an appropriate and timely assessment of need. The possible setting of thresholds is likely to involve consideration of:

- Whether the thresholds would be significant enough to increase the share of the sub-regional market, improve the national retail ranking of the City Centre in the UK retail hierarchy and enhance its role and status as the region's principal shopping destination.
- Whether the thresholds help maintain a prosperous city centre in a balanced way
- Design factors including placemaking, transport and sustainability.
- The impact on the Primary Shopping Frontage of the City Centre, for example the West End (between Parliament St. and Maid Marian Way)
- Any further evidence, including from the retailers and developers

3.7 Bringing forward sustainable retail development for other existing centres (excluding the City Centre) including that planned in the emerging Core Strategy.

Interim Retail Policy 9 – Vitality and Viability
The vitality and viability of existing established centres will be maintained and enhanced. The emerging Core Strategy has already identified Bulwell, Clifton, Strelley Road, Robin Hood Chase, the Bridgeway Centre, Beckhampton Road, Alfreton Road and Carlton Road as requiring enhancement. See Appendix 5.4.2. Other centres which are underperforming or in need of enhancement could be identified via Regeneration plans including the Strategic Regeneration Frameworks and Neighbourhood Plans.

It is recognised that major residential-led development and areas of deficiency may require additional retail development of an appropriate scale and type. Nottingham is served by a diverse range of centres, all of which serve important roles in meeting the various needs of its people. It is important that centres continue to act as the focus for community life where residents can not only meet their retail needs but also engage in other activities which help to strengthen social cohesion.

Protecting and enhancing centres will ensure that they become, or continue to be, vibrant and successful – this accords with PPS4. Those centres which are within or serve Nottingham's most deprived areas, where many households have no access to a car, are often the most vulnerable in this regard.

It is acknowledged that in some circumstances the provision of retail facilities in Sustainable Urban Extensions (SUEs) may well require new centres. Where this is deemed appropriate by the relevant Local Planning Authority, it will be important to consider impacts on established centres located within the City Council's boundaries.

4 PROCEDURES AND PRE-APPLICATION DISCUSSIONS

The Development Department of the City Council is undertaking a review of the procedures for planning applications, particularly the Pre-Application advice procedures and charging.

Pre-application discussions are recommended in order to reduce the uncertainty about the likely outcome of proposals. Clarity will be provided in those cases where proposals are considered unlikely to be acceptable, and this will avoid the need for abortive work. In those cases where a proposal might be acceptable in principle, pre-application discussions will provide certainty as to how proposals are likely to be viewed and progressed.

A pre-applications checklist is emerging and consideration will also be given as to whether it would be appropriate for the local planning authority and prospective applicants to enter into a Planning Performance Agreement. The approach outlined could mean a considerable amount of officer time spent on pre-application advice and charges may need to reflect this. Charges are most likely to be levied in relation to proposals for major developments. Details have yet to be finalised, but further information can be obtained from Development Management Team 0115 8764057.

The City Council will use the Checklist set out in Appendix 5.3 when advising on the scope and main focus of retail assessments, it is based on PPS4 Practice Guidance para 7.37-7.40

In addition the prospective applicant should also provide details of:

- The scale of new development i.e. gross floorspace, net sales area etc.
- The type of floorspace i.e. food/non-food, and any suggested planning conditions e.g. range of goods, unit sizes etc.
- The proposed levels of parking;
- Accessibility by non car modes and
- The site, broad layout principles and degree of integration.

The City Council will, where practicable, provide an initial view in writing on:

- Whether it considers the proposal is in accordance with an up to date development plan.
- Whether the site is appropriate, or if it considers there are potentially sequentially preferable sites, to identify them.
- Any initial views on key town centre impacts e.g. effects on other investments planned, and on the vitality and viability of any nearby centre(s).
- Any other initial views on wider impacts which the council considers may be particularly significant, including transport, climate change/carbon emissions reduction, design, employment, regeneration, social inclusion
- Initial comments on the adequacy of the proposed levels of accessibility and linkages.

Applications will not be formally registered unless they are accompanied by the sequential approach and any impact assessments where relevant.

Note that the advice provided by the case officer at pre-application stage or in the initial stages of processing the application is given in good faith but is not binding on the City Council and may be subject to alteration during the process as a result of issues that emerge from consultations.

5 APPENDICES

Appendix 5.1
Sustainable retail development for existing centres (excluding the City Centre)

Centre	Source	Emerging Core Strategy (Policy 6 Option for consultation)	Preferred Anchor Store (based on PPS4 definitions – supermarket = <2,500sqm trading floorspace superstore = >2,500sqm trading floorspace)	Other planned enhancement
Bulwell	'Heart' in North-West SRF	Enhancement to a Town Centre	Tescos gained planning permission for an in centre 10,000sqm superstore in December 2009. Under construction.	A Joint Service Centre has planning permission
Clifton	It is recognised that in light of the proposals South of Clifton and NET Phase 2 that an enhancement / regeneration strategy will be required for Clifton. An SRF for the southern part of the City has yet to commence.	Enhanced District Centre	Expanded in-centre small superstore selling convenience goods – mainly food in Clifton. Any sale of comparison goods should be limited and ancillary. This would be welcomed particularly if proposals for NET Phase 2 and a Sustainable Urban Extension South of Clifton are developed. Any retail development in a Sustainable Urban Extension – 'South of Clifton' should particularly consider the impact on existing centres in Clifton.	
Strelley Road	'Heart' in North-West SRF. Also 2007 GNRS considered that there is locational need for a substantial new food store to serve the western estates of Nottingham.[2]	Enhanced Local Centre	A supermarket or possibly small superstore selling convenience goods – mainly food to serve the Western Estates. This should be in-centre or edge of centre if integrated, well-connected and linked to the centre and genuinely function as part of the centre. Any sale of comparison goods should be limited and ancillary.	
Beckhampton Road	'Heart' in North-West SRF	Local Centre	A remodelled in-centre convenience store / small supermarket selling convenience goods – mainly food - but it is recognised that it is limited by its proximity to Arnold Town Centre.	A clustering of new service space including a range of facilities alongside the re-modelling of the existing retail units and new public realm treatments to

[2] The 2007 GNRS concluded that there is a locational need for a substantial new food store to serve the western estates of Nottingham, and reduce the need for the residents of this area to travel further afield for their convenience goods shopping.

				create a viable & vibrant centre.
Bridgeway Centre	Draft Meadows Neigbourhood Plan	Enhanced Local Centre – which may be relocated	New in-centre supermarket selling convenience goods – mainly food	
Alfreton Road	The site of Forest Mill has also been identified in SPG and in the Local Plan (MU8.5), also Draft East/ Central SRF and Draft Radford Neighbourhood Plan as a site with potential for retail development. It may be subject to a Growth Point bid	Local Centre	New in-centre small supermarket selling convenience goods – mainly food at Forest Mill as part of a mixed use scheme	
Robin Hood Chase	Draft East/ Central SRF	Enhanced Local Centre	There is already outline permission for a new in-centre small supermarket selling convenience goods – mainly food	There are already detailed proposals for a Joint Service Centre
Carlton Road	Draft East/ Central SRF	Centre of Neighbourhood Importance but replacing the vacant Co-op with a new in-centre supermarket would help to retain its Local Plan role as a Local Centre	Replacing the vacant Co-op with a new in-centre supermarket selling convenience goods is desirable and would help to retain its Local Plan role as a Local Centre	
New centre in Waterside Reg.Zone	Waterside Interim Planning Guidance	New Centre to serve new sustainable communities	It is intended that new retail and community facilities would be provided in the vicinity of Moreland Street, close to the centre of Waterside. This would be a commercial local centre for the Waterside area. A supermarket or small food store selling convenience goods – could provide a focus for the area with associated community uses.	
Beeston Town Centre	Broxtowe Local Plan	Enhanced Town Centre	Tesco Extra 9,200sqm opens late 2010	
Long Eaton Town Centre	Erewash Local Plan	Enhanced Town Centre	2,700sqm mezzanine extensions at existing Tesco and Asda stores	

Appendix 5.2
Nottingham City Local Retail Centres Survey (2009)
Summary Report March 2010

Background

The 2009 Local Centres Survey follows on from 2 previous ones undertaken in 1998/9 and 2005. In light of the then draft PPS4 ('Planning for Sustainable Economic Growth') and the need for the establishment of a robust evidence base for the Core Strategy, a new Survey was required to review the shopping centre hierarchy, and inform both Development Management and Planning Policy decisions and responses to applications received and policy to be written, - including proposed Interim Retail Planning Guidance (IRPG).

The 2009 Local Centres Survey is more comprehensive than the 2 previous ones. The 2005 survey sought to rank centres via scoring the amenities and transport whilst giving further information on parking, environment, and activity.

The 'saved' policies of the Nottingham Local Plan (adopted in 2005) provide the current adopted planning framework for the City, - this highlights 65 diverse local centre areas within Nottingham City. All of these were surveyed in Autumn 2009 and a scoring system devised to give objective weightings to identify a hierarchy.

The 4 main centres (Bulwell, Sherwood, Hyson Green and Clifton) total 100,000sqm, -about the same as the Victoria Centre and 40% more than the 5 retail parks in the City. Although the survey has regard to the City Centre, out of town retail parks, and centres outside the City it does not specifically look at them in detail. Retail Parks are not included as PPS6 ('Planning for Town Centres') and its replacement PPS4 are clear that they are not to be regarded as centres.

The Local Centres Survey forms part of an emerging evidence base to be used with other data and proposals eg Strategic Regeneration Frameworks/Neighbourhood Plans and the Greater Nottingham Retail Study (GNRS).

Methodology and Scoring Protocol

In order to review the centres and produce a comparable timeline, it was agreed that existing information from previous studies should be used to initially populate an access database and allow a trend to be established for each centre. It is noted that previous studies do not necessarily contain all the details required under the PPS4 guidance. The 2009 survey looked at quantitative and qualitative information for the following (further details are in Appendix 5.2.1):

- Pedestrian flows
- Transport
- Parking
- Environment
- Potential for expansion
- Sustaining vitality
- Proportion of vacant street level properties
- Unit detail

The Nottingham Local Retail Centres Survey has led to the proposed revised hierarchy:

Town Centres: Bulwell

District Centres: Clifton, Hyson Green, Sherwood

Local Centres:
Alfreton Road, Aspley Lane, Beckhampton Road, Bracebridge Drive, Bramcote Lane, Bridgeway Centre, Carrington, Mansfield Road, Nuthall Road, Robin Hood Chase, Sneinton Dale and Strelley Road.

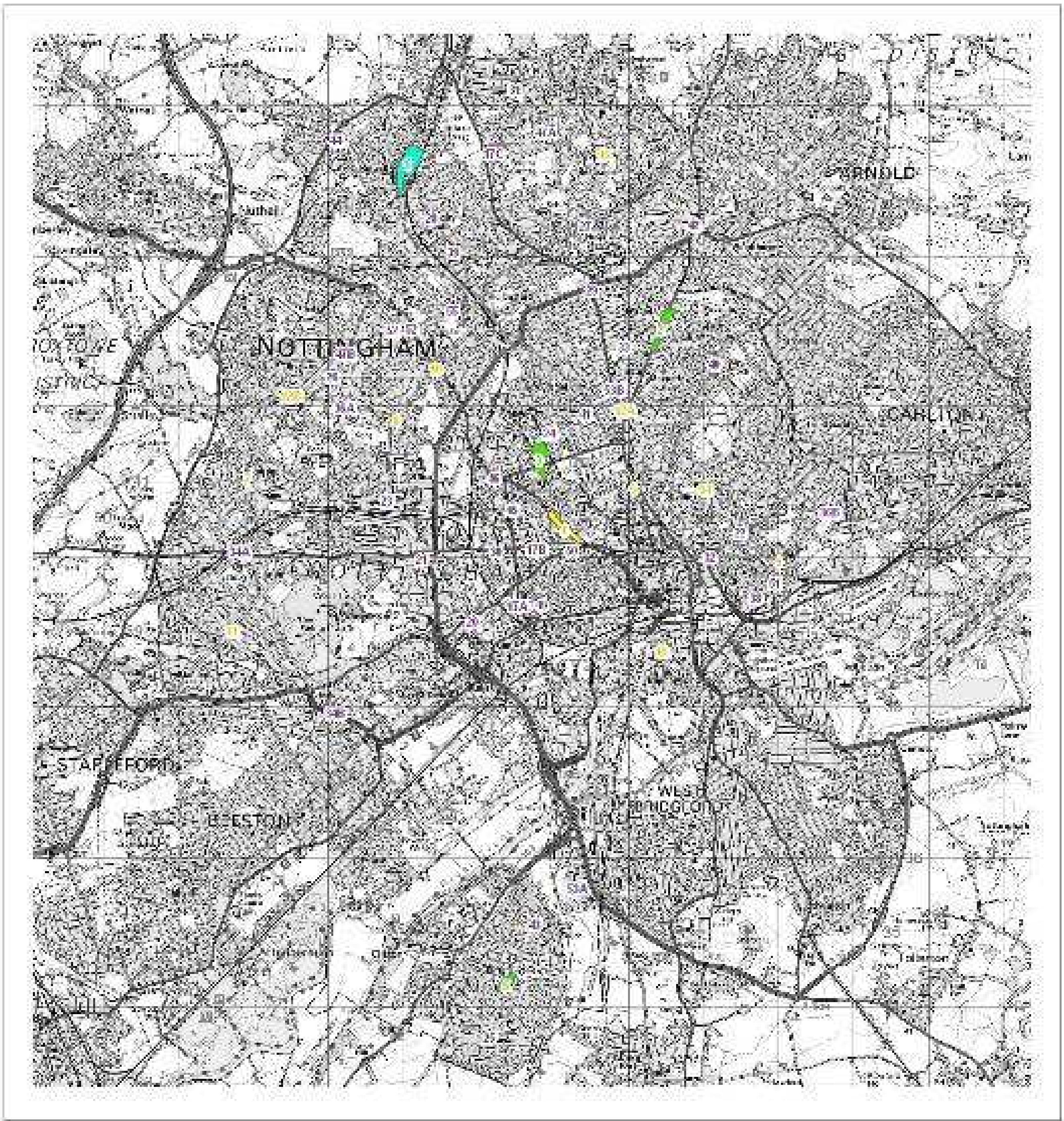
Centres of Neighbourhood Importance:
Arnold Road, Aspley Lane/Glencairn Drive, Beech Avenue, Beechdale Road, Berridge Road, Bobbersmill, Broxtowe Lane, Broxtowe Lane/Coleby Road, Broxtowe Lane/Sherborne Road, Carlton Road, Carlton Road South, Church Square, Daybrook, Derby Road/Arnesby Road, Derby Road Top, Farnborough Road, Hartley Road, Haydn Road, Hermitage Square, Highbury Road/Bedford Grove, Highbury Road/Broomhill, Hucknall Road/Carrington, Hucknall Road/Valley Road, Ilkeston Road West, Lenton Boulevard, Lenton Sands, Middleton Boulevard, Mill Road/BagnallRoad, Monksway, Oakdale Road, Old Farm Road, Rise Park, Sellers Wood Drive, Sneinton Boulevard, Top Valley Way, Trowell Road, Varney Road, Woodborough Road, Woodside Road

Significant Findings
2009 ranking for each centre (based on 2009 scoring)

1	Bulwell Town Centre
2	Sherwood District Centre
3	Hyson Green District Centre
4	Alfreton Road
5	Clifton District Centre
6	Mansfield Road
7	Bracebridge Drive
8	Aspley Lane
9	Sneinton Dale
10	Nuthall Road
11	Bramcote Lane
12A	Strelley Road
12B	Carrington
14	Robin Hood Chase
15	Beckhampton Road
16	Bridgeway Centre
17A	Top Valley Way
17B	Lenton Sands
17C	Lenton Boulevard
20	Derby Road/Arnesby Road
21	Middleton Boulevard
22	Carlton Road
23	Beechdale Road
24	Berridge Road
25	Farnborough Road
26	Broxtowe Lane/Coleby Road
27	Arnold Road
28	Highbury Road/Broomhill
29	Hucknall Road/Valley Road
30	Ilkeston Road West
31	Rise Park
32	Carlton Road South
33	Haydn Road
34A	Woodside Road
34B	Trowell Road
36A	Oakdale Road
36B	Aspley Lane/Glencairn Drive
38	Hermitage Square
39	Highbury Road/Bedford Grove
40	Woodborough Road
41	Beech Avenue
42	Daybrook
43	Varney Road
44	Sellers Wood Drive
45	Hartley Road
46	Bobbersmill
47A	Old Farm Road
47B	Broxtowe Lane
49	Church Square
50	Derby Road Top
51	Sneinton Boulevard
52	Broxtowe Lane/Sherborne Road
53A	Monksway
53B	Hucknall Road/Carrington
55	Mill Road/Bagnall Road

January 2010

Local Centres Survey 2009



Key

- Town
- District
- Local
- Coni

Scale: 1:58,777

Nottingham City Council
Environment and Regeneration

- The main reason for the revision to the hierarchy is to reflect an alignment with the other centres in Greater Nottingham. The 2009 Methodology places the cut-off between Local Centres and Centres of Neighbourhood Importance at those centres scoring 100 points.

- In accordance with the new methodology for the 2009 Local Centres Survey Hot Food Takeaways (HFTAs) have been viewed as less a draw to a Centre. Thus the new scoring system awards HFTAs less points. It is fair to say that the growth of HFTAs in a centre detrimentally affect the centre (i.e. they lose their position in the rankings) and that those centres with an above average number of HFTAs (11%) are those that dominate the bottom portion of the rankings table.

- A general and unsurprising trend that has come to light following the 2009 Local Centres Survey is that a centre is detrimentally affected by the loss of shops (A1 Retail units). This is highlighted in Centres such as Broxtowe Lane which has lost 5% of its' shops and has also lost 20 places in the rankings. Berridge Road and Hartley Road also present such a trend with a loss of 13% and 7% respectively causing Berridge Road to drop 7 places and Hartley Road 10 places.

- As with the trend seen amongst shops, a decline in A1 Service (i.e. hair dressers/beauty salons) leads overall to centre decline. It is apparent by-and-large that those centres that experience a loss of service units are those losing shop units. This may highlight in those Centres either contraction, competition from elsewhere or a general decline in the local economy.

- Restaurants and cafes (A3 units) play a major part in the examination of a Centre, - from one of the poorest quality Centres (Church Square) to one of the most successful (Mansfield Road). They show how successful a Centre may be but they do not operate within the confines of the Centre's economy as such. Restaurants and cafes do not need the Centre but a Centre could benefit greatly from a Restaurant and cafe.

- Drinking establishments (A4 units) make up the smallest numbers both in 2005 and in 2009. With numbers as low as 56 in 2005 and then lower still in 2009 with only 25.

Specific Centres
The top 5 Centres

<u>Bulwell Town Centre (1)</u>

Bulwell Town Centre has come out on top of the rankings in 2009 as it did in 2005. This is highlighted by the distinction of being named in the 2009 survey as a Town Centre rather than a District Centre.

When the survey was carried out there was no large superstore in Bulwell. However, Tescos has gained planning permission in December 2009 for nearly 10,000sqm (gross) / over 5,000sqm (internal) development in centre which should have a positive impact on the centre and help it compete with the retail park to the north of Bulwell.

Although there was a contraction of the Centre from 149 units in 2005, to 118 units in 2009, this decline in unit numbers is largely a result of the focus being shifted to the units operating on Bulwell's Main Street. This has led to the exclusion of units operating on Hazel Street, Coventry Road, Carey Road, and Station Road.

With the reduction of unit numbers Bulwell has also experienced a decline in vacant unit numbers. For Bulwell the vacant units have gone from 8% in 2005 down to 5% in 2009. This compares favourably to the Nottingham averages of 12% and 11% for 2005 and 2009 respectively.

A noted failing of Bulwell Town Centre following the 2009 Local Centre Survey appears to be the relatively low provisions for a night time economy. It seems that this was also a problem in 2005 but has over the four years gotten slightly worse. A comparison of Restaurants and cafes (A3), Drinking establishments (A4) and HFTAs (A5) units in Bulwell (making the majority of night time economy units) shows a moderate decline in these provisions, with units falling from 17 units (12% of all units) in 2005 down to 13 units (11%) in 2009.

Sherwood District Centre (2)

Sherwood District Centre is made up of two banks of shops stretched along a key radial route. In many ways Sherwood District Centre performs the role of a traditional high street. It currently provides a good independent retail offer, however there are some prominent vacancies. Sherwood should continue to reinforce its offer of a traditional high street with a 'village feel.

Sherwood District Centre has expanded since 2005 boasting 142 units with a 6% (9 units) vacancy rate rather than 133 units with an 8% (11 units) vacancy rate. The boundaries of the Centre have been extended slightly to include more of Mansfield Road.

With below average A1 and A5 units but above average A2, A3 and A4 Sherwood District Centre does not appear to have a strong enough focus on a day-time economy or retail experience. Where this Centre succeeds is on its night time provisions of restaurants and pubs. Sherwood District Centre is the counter for Bulwell Town Centre. A well provisioned Centre that is the almost the complete opposite to Bulwell and yet almost as successful.

Sherwood District Centre has moved up one place in the 2009 rankings over Hyson Green District Centre. This has in large part been due to the contraction of Hyson Green rather than the expansion of Sherwood District Centre.

Hyson Green District Centre (3)

Hyson Green District Centre has acutely contracted since 2005 with a 32% drop in unit numbers in the Centre. This contraction of the centre resulting in 59 units no longer being considered lowers considerably the number of vacant units within Hyson Green.

Hyson Green has a wide range of specialist services catering for the ethnically diverse residents of Nottingham and in particular the Hyson Green area.

Twinned with Berridge Road, Hyson Green draws people from across the city to use the specialist services provided.

Ranking well in 2009 Hyson Green has lost one place in the rankings being overtaken by Sherwood District Centre. However, it is still a strong centre and a good example of what a District Centre would need.

Alfreton Road (4)

Alfreton Road has a higher score than Clifton, but is close to the City Centre and Hyson Green and not considered appropriate to currently classify as a District Centre. Alfreton Road Local Centre benefits and suffers from its proximity to the City Centre but is often over looked due to its poor environmental quality.

Clifton District Centre (5)

Clifton District Centre is a relatively small centre, especially compared to the other District Centres and even against some of the other Local Centres (in terms of unit numbers).

Clifton has the same number of vacant units in the 2005 and 2009 Local Centre Studies. In fact is seems that Clifton has not changed very much at all over the past four years with all unit counts roughly matching up to the 2005 levels. Moving up one place in the comparable rankings Clifton is benefitted from the deterioration of the Mansfield Road Local Centre.

Despite its size Clifton is a well used Centre, providing the right amount and range of services to Clifton residents who often find it simpler to travel there than out to West Bridgford or the City Centre. This is represented through the transport links which crisscross the area bringing people from across it to this District Centre.

Other Centres

Centres just making it into the Local Centres classification

There are several centres which just made it into the Local Centres Category eg Beckhampton Road (15), Bridgeway Centre (16), Robin Hood Chase (14) and Strelley Road (12B). These centres should all be enhanced and strengthened in order to maintain their position.

Centres missing out on being classified as Local Centres

The main reason for the revision to the hierarchy is to reflect an alignment with the other centres in Greater Nottingham. Many of the centres in Nottingham missing out on being proposed for the Local Centres through the emerging Core Strategy are greater than just a parade of shops and/or are of more than neighbourhood significance.

The survey was just a snap shot in time, and there were some centres (Carlton Road, Sneinton Hermitage, Farnborough Road and Rise Park) which had vacant supermarkets. If the supermarkets had been open the centres would have had a higher score. Indeed the Centre of Carlton Road (22) just misses out on being thought of as a Local Centre mainly due to the closure of the Co-op supermarket. Replacing the aforementioned Co-op with a similar sized supermarket would be welcomed and the combined Carlton Road Centre could be viewed as a Local Centre.

Arnold Road - ‘The biggest climber since 2005’ (27)

A smaller centre than even Broxtowe Lane, Arnold Road is only 8 units but it has made the very best of them. A good selection of services has ensured that this Centre is well used and it has maintained an environment that makes certain that people will visit the centre. A small but well used Centre, Arnold Road having filled its’ vacant units deserves to climb 46 places and ranking 27th.

Appendix 5.2.1.
Local Centres Survey – Methodology and Scoring Protocol

Pedestrian Flow
Surveys to be conducted between 9 and 4 to avoid commuter flows.

Site yourself at or near the hub of the centre – this may be simply in the middle of the area or a larger store in a particular area. Mark on the map where you stood.

If the latter, or if a larger centre, consider doing 2 pedestrian flow counts in different locations and averaging the flows.

We are more interested in flow within/to the centre rather than simply passing through which may be relevant in some locations (e.g. Derby Road Top) so discount pedestrians obviously flowing through.

It may be worth speaking to shop employees to establish if there are rush times such as lunches or where there are schools nearby 3:30 onwards. Make brief comments to the right of the Pedestrian flow box on the form. Also not weather at time of visit if this may influence.

Transport
This can be conducted via desk based analysis so just gain an <u>impression</u> of the amount of activity to and from bus stops. Use the following

Low use – indicators would be less than 5 people leaving buses as they arrive or insignificant queues at the stop(s) (if there is more than one stop try to take this into account)

Medium Use – 5-10 or small queues at stops

High Use **-** over 10 or longer queues at stops.

Consider the time of your visit and any impact this may have.

Record the number of bus stops considered in the No of Stops in centre box and record the usage above in the Number of Bus Routes box.

Parking
Regarding numbers it is important to remember that there may be more than one car park in a centre.

Record a <u>rough estimate</u> of number of spaces serving centre. If there is a mix of pay and free parking record estimates of numbers for each.

Record whether on street or designated car parks and details of any disabled parking available.

Environment
The judgment needs concluding Poor, Ok or Good with evidence to support.
Example would be

Poor – Significant litter levels, poor quality buildings/vacancies with broken windows, noticeable graffiti and a general poor impression.

Ok – Bits of litter and a bit run down, vacant units boarded or not impinging on area significantly.

Good – No litter and buildings clean and vibrant – any vacant units presentable and encouraging to potential occupants.

Expansion
You need to consider the extremities of the local centre area (existing Local Plan Centre marked in Red on your maps).

Has the centre expanded? – if so draw new boundary and include new unit details.

Could the centre expand? – if so highlight where, on map and what changes would be needed and what expansion would suit the centre.

Also if centre has contracted mark this on map.

Sustaining Vitality
What would improve the existing centre?

Is there a type of offering missing that is likely to encourage use of the centre? e.g. Greengrocers, Post Office, Hair Dressers.

Are there any issues keeping people away?

We're after your overall thoughts on what would improve or assist the centre in its continued existence.

Unit Detail – Methodology
The Unit detail sheets are populated with information held on LLPG and Address Point. This may not be accurate and so a space is provided to update with actual premise names.

Reference numbers are shown on the maps if street number and name on the unit summary do not tally to existing units.

Record vacant units and ask neighbouring stores to try to establish length of vacancy. We will also be able to do some desk based work using Business Rates on this.

Premise Type should state what store offers e.g. Greengrocer, Hair Dressers, Bookmakers

Use Class – Use the Use Class Order sheet provided – majority likely to be one of the A classes.

Floorspace – This will largely be established via desk based analysis but where there are vacant units with agent boards please record the floorspace stated.

Convenience/Comparison – This considers the types of goods provided by the unit. Convenience represents a category of consumer goods which are bought frequently, quickly and with a minimum of emotional involvement; the category includes staples, impulse goods and emergency goods.

Comparison goods can be described as goods that consumers buy at infrequent intervals and normally would compare prices before buying e.g. TV, Fridges, clothes etc

Split – larger stores may offer both types of goods and so please consider which is its main offering and a rough split (based on an estimate amount of floorspace given over) to each sort. Below is the scoring used when establishing the hierarchy in 2005

Old Scoring	
Unit Type	Score
Post Office	8
Newsagent	6
General Convenience	6
Small Supermarket	15
Large Supermarket	20
Superstore	25
Pharmacy/Chemist	10
Hairdresser	4
Hot Food Takeaway	6
Video Sales/Rental	4
Greengrocer	6
Butcher	6
Off Licence	4
Bookmaker	3
Launderette	6
Florist	3
Baker	6
Bank	6
Cash Dispensers	6
Library	10
Health Centre/Doctors Surgery	15
Dentist/Optician	6
Community Centre	6
Leisure Centre	6

When reviewing this for the 2009 survey, with an eye to creating sustainable centres as guided by the Draft PPS4, it was felt that further amenities needed consideration when producing a new score and hierarchy. This new scoring has been applied to the 2005 survey in order to produce a consistent trend analysis.The new scoring used is set out below.

New Scoring	
Unit Type	Score
Clothes Shop	6
Baker	6
Bank	6
Bookmaker/Amusement Arcades	3
Butcher	6
Café/Restaurant	6

Dentist/Optician	6
Domestic/Electronic Appliances	6
Estate Agent	3
Filling Station	6
Florist	3
Specialist Retail	3
Garage	3
General Convenience	6
General Retail	6
Green grocers	6
Hair dressers/Beauty Salon	4
Health centre/Doctors	15
HFTA/Food Outlet	4
Large Supermarket	20
Launderette	6
Leisure Centre/Club	6
Library	10
News agent	6
Off Licence	4
Pharmacy/Chemist	10
Post Office	8
Pub/Bar	4
Public/Community Services	6
Small Supermarket	15
Specialist Services – inc Cheques cashing & Hotels	3
Superstore	25
Offices, Training & Advice	3
Charity Shop	3
Market	25

Following discussion with others in the Environment & Regeneration Department a points value has been added for markets located in local centres as an equivalent 'draw' to supermarkets.

The following non retail considerations were also factored into the new scoring as follows.

Each allocated +15 for 'good' and -15 for 'poor'

Consideration	Good	Poor
Pedestrian Flow	greater than 0.75 people per unit	Less than).5 people per unit
Transport	More than 10 people leaving buses as they arrive or significant queues at the stop(s) OR 3+ bus routes/3+ Stops in centre	less than 5 people leaving buses as they arrive or insignificant queues at the stop(s) OR no buses serving centre.
Parking	Judgment based upon survey information provided – e.g. High level or mixed or off street parking	Judgment based upon survey information provided e.g. No or low level of on street parking only
Environment	No litter and buildings	Significant litter levels,

	clean and vibrant – any vacant units presentable and encouraging to potential occupants.	poor quality buildings/vacancies with broken windows, noticeable graffiti and a general poor impression.

Vacant Units

These obviously impact on a centre and so we have considered deducting a further 3 points per vacant unit but decided against this on the grounds that it would have a greater adverse effect on larger centres with more units. This is likely to be reflected in the environmental quality if significant.

STANDARD SPECIFICATION
for Retail Assessments in Nottingham

for

Nottingham City Council

Contents

1. Introduction

2. Specification for Quantitative Expenditure Capacity and Retail Impact Forecasts

3. Application of the Sequential Approach

1. Introduction

National planning policy for economic development, including retail development, is set out in PPS4 'Planning for Sustainable Economic Growth'. Policy EC14 of PPS4 requires applications for planning permission for retail developments which are not in town centres and not in accordance with an up-to date development plan to include evidence of compliance with the sequential approach, and on each of the tests for impact set out in Policies EC10 and EC16. Policy EC16 sets out 6 impact criteria, of which criterion d. includes:
'....the impact of the proposal on in-centre trade/turnover and on trade in the wider area, taking account of current and future consumer expenditure capacity in the catchment area up to five years from the time the application is made...'.
Criterion e. applies to proposed development in or on the edge of a town centre, and is:
'....whether the proposal is of an appropriate scale (in terms of gross floorspace) in relation to the size of the centre and its role in the hierarchy of centres.'
Thus criteria d. and e. together relate to expenditure capacity to support the proposed development, its scale (gross floorspace) in relation to the size of the centre, and its likely quantitative impacts on existing shopping facilities in terms of trade diversion.

Applicants for planning permission for new retail development in Nottingham which is not in existing centres or in accordance with an up-to-date development plan, are therefore required by PPS4 to take account of future consumer expenditure capacity in the catchment area in submitting evidence of the impact upon existing, committed and planned retail facilities. They are also required to submit evidence that their proposed development complies with the sequential approach. This reflects Local Plan Policy S5 and Core Strategy draft Policy Option 6. Such evidence should be provided in the form of a retail assessment submitted with the planning application. Applications will not be formally registered unless they are accompanied by such an assessment.

Experience of reviewing large numbers of retail assessments submitted by applicants for planning permission for new retail developments has shown that these vary widely in how they are undertaken, the degree of detail provided, the accuracy of the data used, and the reliability of the assumptions made. This makes it difficult for local planning authorities to assess the reliability of the conclusions on consumer expenditure capacity and trade diversion. In cases where a local planning authority is considering potentially competing retail applications at the same time, it makes it very difficult to compare the impacts between them.

Experience has also shown that applicants undertake their sequential approach assessments on widely differing bases. These often do not take proper account of the potential to disaggregate parts of the proposed development; or fail to recognise that there may be other ways of meeting identified needs than by means of the proposed development, which better comply with the development plan. As a result, applicants are often asked to undertake further work on the sequential approach, such as considering additional sites, or undertaking the assessment in relation to a different scale or format of development. This delays consideration of the application, which can slow down important economic development.

Nottingham City Council's retail strategy in the emerging Core Strategy is focused on protecting and enhancing the existing retail centres in the city. In the city centre, substantial extension of the

Broadmarsh and Victoria Centres will be supported as expenditure capacity arises, together with other retail development within the Primary Shopping Frontage. Safeguarding expenditure capacity and retailer demand to support these 2 major schemes and the Primary Shopping Frontage of the City Centre will be a prime consideration. A new hierarchy of town, district and local centres and centres of neighbourhood importance will be established; and centres identified for enhancement include Bulwell, Clifton, Strelley Road, Robin Hood Chase, and the Bridgeway Centre. The Core Strategy also identifies that there should be a new centre to serve sustainable new communities in the Waterside Regeneration Zone. The Council intends that a large new foodstore shall be developed to serve the Western Estates, which currently suffer from poor access to modern foodstores. The strategy envisages strict control of retail development in out-of-centre locations. This will include restrictions on expansion of existing out-of-centre retail parks, whether by relaxation of restrictive conditions or physical development. It also envisages that in-centre retail development should take precedence wherever possible over out-of-centre development. Beckhampton Road, Alfreton Road and Carlton Road are also identified for enhancement.

Other local authorities in Greater Nottingham, working in partnership with Nottingham City Council through the preparation of a Core Strategy, have similar policy emphasis on existing centres in preference to out-of-centre shopping, and on providing new shopping facilities for local needs in areas of deficiency, or to serve sustainable new communities and are encouraged to adopt these assessment criteria to ensure consistency of approach across the conurbation. The City Council will assess planning applications for new retail developments in relation to how sustainable they are, and particularly how well they would protect and enhance existing centres, and support and give effect to and not put at risk the retail strategy in the emerging Core Strategy.

PPS4 was accompanied by publication in December 2009 by CLG of 'Planning for Town Centres – Practice Guidance on need, impact and the sequential approach' (hereinafter referred to as the 'Guidance'). That document is intended *'to help those involved in preparing or reviewing need, impact assessments and sequential site assessments, and to help the interpretation of town centre policies set out in the PPS'*. It states that it is not intended to be prescriptive or stifle innovation. As a result, whilst it discusses issues and approaches, and provides examples, it does not provide a specification for retail assessments accompanying planning applications. Although of general assistance to applicants and local planning authorities, it does not fully overcome the difficulties experienced by local planning authorities outlined above.

Nottingham City Council has therefore decided that a Standard Specification for Retail Assessments in the city is needed. This is not intended to replace or supplant the Guidance. Rather, its purpose is to provide further detail within the broad framework set out in the Guidance, of how such assessments are to be undertaken in Nottingham; so as to improve the reliability of trade diversion forecasts, and the reliability of sequential approach assessments in the city. It is also to facilitate comparison between concurrent applications for potentially competing retail developments, in the specific circumstances of Nottingham.

The threshold in the City for a Retail Assessment addressing the impacts in Policy EC16.1 of PPS4 is over 2,500 sq m GROSS floorspace. However, it may occasionally be relevant to consider the impact of proposals below this threshold, for example if they are large compared with a nearby centre, or likely to have a disproportionate effect or 'tip the balance' of a vulnerable centre

(Guidance paragraph 7.5) or put at risk or undermine more sustainable retail development or the retail strategy in the emerging Core Strategy. This is keeping with both the Local Plan and PPS4. Early discussion with the City Council is therefore recommended, particularly if the scheme is over 1,000 sq m GROSS retail floorspace.

Applicants will be required to submit retail assessments which comply with this Standard Specification. They may in addition submit additional forecasts on other bases if they wish. However, the Council's primary review of each assessment will be based on the Standard Specification, which will also be used when comparing potentially competing retail developments.

The City Council has produced a 'Standard Specification for Retail Assessments' (SSRA) in association with DTZ. Section 2 of this report sets out the Council's requirements in terms of the Standard Specification for taking account of expenditure capacity and preparing trade diversion forecasts; and Section 3 sets out requirements for sequential approach assessments. In each case, the Council's objective is to improve the reliability of the evidence submitted by applicants; and therefore the quality of its decision taking and the speed with which applications can be determined. It is also to provide a standardised basis for comparing potentially competing retail developments.

The Specification set out in this report applies to all applications for retail development in Nottingham, which is not in the city centre, or in a town, district or local centre, or a centre of neighbourhood importance, as defined in the draft Core Strategy for Greater Nottingham, and not in accordance with an up-to-date development plan. It could also, exceptionally, be applied to development within a centre which is so significant that it may radically increase the attraction of a centre and potentially affect other identified centres (As per PPS4 EC14.6) This includes new foodstores and retail warehouses, extensions to existing foodstores and retail warehouses (whether by internal alterations or external construction), and relaxations of restrictive conditions on existing retail floorspace. It does not apply to changes of use of, or alterations to individual shops in the city centre or town, district or local centres, or centres of neighbourhood importance in the city.

2. Specification for Quantitative Expenditure Capacity and Retail Impact Forecasts

PPS4 requires the impact on in-centre trade/turnover to be undertaken *'taking account of current and future consumer expenditure capacity in the catchment area...'* (Policy EC16.1.d.). In addition, the Guidance advises that '*Impact assessments build on the same baseline analysis described in Appendix B'* ['Quantifying Retail Need'] (Appendix D, paragraph D1). Before impact on existing centres and out-of-centre stores can be reliably assessed therefore, it is necessary to estimate actual sales of existing centres and stores, by means of an expenditure capacity calculation. This is not a needs test; but is required because it is not sufficient to forecast impacts on estimated sales based on 'benchmark' sales densities in existing stores and centres.

Appendix B of the Guidance advocates a step-by-step approach to estimating current and future sales in existing centres and stores and forecasting future surplus expenditure capacity to support new retail development. Building on the capacity assessments, the Guidance advises that impact assessments also need to follow a series of steps. This Specification adopts the same broad approach, but indicates in more detail how Nottingham City Council requires applicants to apply it in preparing their retail assessments. Each step is discussed below, and a summary of the Council's requirements for each is set out in bold italics. Steps 1 to 5 below are based on Steps 1 to 5 in Appendix B of the Guidance, and Steps 6 to 9 below are based on Steps 2 to 5 in Appendix D of the Guidance. In this Specification, the two processes of forecasting capacity and impact have been combined into a single process in this way, because Policy EC16.1.d of PPS4 makes clear that future retail expenditure must be taken into account in assessing retail impact.

Step 1: Define assessment area and determine assessment time frame

The catchment area of a proposed development is to be defined mainly by reference to existing household interview survey data on actual shopping patterns wherever possible, and is to include the catchment areas of centres likely to suffer impacts.

The base year for the analysis should normally be the year preceding that in which the retail assessment is prepared, or the current year for assessments prepared late in the year.

Expenditure capacity and impact forecasts are to be provided for a design year which is the second full calendar year of trading after opening of the proposed new retail development.

The area covered by the assessment will vary according to the scale and location of the proposed retail development. However, the catchment area identified for the analysis should not be based on drive time isochrones alone or other arbitrary definition. Use of existing household interview survey data on actual shopping patterns is greatly to be preferred. The most recent such household interview survey, covering the whole of Greater Nottingham and beyond, is that undertaken in 2007 for the Greater Nottingham Retail Study (GNRS). The results in Appendix 2 of the GNRS should be consulted and used to help identify a realistic catchment area of the proposed development. It should be wide enough to cover the whole of the area from which the proposed development would be likely to attract all but insignificant expenditure. This area should if necessary be modified to include the catchment areas of all centres which would be likely to suffer a significant impact. This is to enable the assessment to include estimates of actual current sales and forecasts of future sales in each centre likely to be affected by the proposed development, preparatory to the trade diversion assessment, rather than basing the trade diversion calculation on notional ‘benchmark’ sales in existing centres.

The base year for forecasting should normally be the year preceding that in which the retail assessment is prepared (although for assessments prepared towards the end of a year, the current year could be more realistic). A realistic assessment of the likely date of opening of the proposed development should be made and the reasons for this date clearly set out. Expenditure capacity and impact assessments should then be undertaken for a ‘design year’ which accords with the definition in Appendix A of the Guidance. The City Council will take no account of forecasts of expenditure capacity and impact for dates beyond this design year.

Step 2: Analysis of consumer demand

Population estimates and forecasts for the catchment area should take account of the recent recession and its aftermath, and be checked with the City Council before the application is submitted.

Expenditure forecasts are to be on a goods basis, distinguishing between convenience and comparison goods. Growth projections are to take account of the recent recession and the below-trend growth in expenditure expected in the next few years. All retail expenditure and sales figures are to be in 2008 prices.

Standard deductions from per capita expenditure to allow for SFT should be made as indicated in the table below.

Assumptions about inflows and outflows of expenditure from the catchment area, and the proportion of the proposed development’s sales which would be attracted from the catchment area, should be supported by evidence derived from household interview survey data on actual shopping patterns.

It is important that realistic estimates of current and future population of the defined catchment area are used. In the first instance, population estimates for the catchment area should be obtained from Pitney Bowes or Experian. These should then be checked against the most up-to-date development plan population forecasts, taking account of recent actual housebuilding rates, and realistic housebuilding rates over the short term to the design year. Assumptions that pre-recession housebuilding and population growth targets will be met will not be accepted, where there is evidence that such growth is not actually likely to occur in practice by the design year, as a result of the recession. Where possible, estimates of current population and forecasts of future population in the defined catchment area should be checked with the City Council as part of pre-application correspondence.

Quantitative expenditure capacity and impact forecasting should distinguish between convenience and comparison goods, as defined in Appendix A of the Guidance; and should be on a goods basis, not a business basis. The most recently available local per capita expenditure estimates of convenience and comparison goods expenditure specific to the catchment area should be obtained from Pitney Bowes or Experian. These should be projected forward using the most recently published growth forecasts by the data supplier for the period up to the design year. Forecasts based on applying ultra-long, long, medium or short-term trend-based growth to the per capita expenditure figures supplied by Pitney Bowes or Experian will not be accepted by the City Council, if these do not take proper account of the recent recession and the below-trend growth expected in the next few years.

All expenditure and sales figures are to be in 2008 prices. Where it is necessary to convert from a different price basis, the price conversion indices set out in 'Retail Expenditure Guide 2009/10' published by Pitney Bowes, or equivalent indices published by Experian, should be used.

Expenditure on Special Forms of Trading (SFT) is to be deducted from per capita catchment area expenditure. SFT includes internet shopping, vending machines, mail order, party plan retailing, and temporary market stalls, and is therefore expenditure which is not available to retail shops (although some internet shopping and mail order sales is attributable to retail shops, e.g. internet food sales from some superstores). Information published by Verdict Research Limited shows that internet shopping in particular has been increasing at very rapid rates in the last few years; and Verdict predicts that high levels of growth will continue over the period likely to be covered by most applicants' retail assessments.

The City Council wishes to see realistic deductions for expenditure via SFT by all applicants. Use of standard deductions will also assist comparison between potentially competing applications. Deductions from per capita expenditure should therefore be made as follows:

Year	Convenience Goods	Comparison Goods
2009	4.0%	10.0%
2010	4.4%	11.2%
2011	4.7%	12.2%
2012	5.0%	13.0%
2013	5.2%	13.7%
2014	5.3%	14.2%
2015	5.4%	14.7%
2016	5.5%	15.0%

Depending upon the nature of the proposed development and the extent of the defined catchment area, it may be necessary to make allowances for inflows and outflows of expenditure from this catchment area. Evidence for the assumptions about such inflows and outflows should be provided. The best evidence will be household interview survey data on actual shopping patterns.

Step 3: Assess existing retail supply and market shares

3a Up-to-date data on existing and committed shop floorspace should be obtained from the data sources indicated below.

Estimates of existing retail floorspace in the catchment area should be based on the most up-to-date information from the following data sources:

Category	Data Source
Foodstores	Institute of Grocery Distribution for net retail sales areas; supplemented by Nottingham City Council data from planning applications in the case of more recently developed or extended stores. All mezzanine floors are to be included. Verdict Research Limited for company average allocations of space between convenience and comparison goods; modified as necessary for individual stores by consultants' on-site surveys.
Retail Warehouses	Experian and/or Valuation Office Agency Rating List; supplemented by Nottingham City Council data from planning applications in the case of more recently developed or extended stores. Where Experian or Rating List data is not available, consultants' own surveys based on OS map measurements. All mezzanine floors are to be included. Net to gross ratios to be 85% unless otherwise indicated for individual stores by site survey or other data.
All Centres	Experian, taking account of upper trading floors, and applying an average net to gross ratio of 80%.
Committed Developments	Nottingham City Council data from planning applications.

The Guidance advises that household interview surveys are the most cost-effective method of obtaining information on actual shopping patterns, from which market shares of catchment area expenditure attracted by existing centres and stores can be derived. However, they are only a reliable source of such information if they are undertaken in a technically sound manner. The City Council will expect reliable household interview survey data to be used to support assumptions about shopping patterns and market shares. Where no bespoke householder surveys are undertaken the results from the 2007 GNRS will be used.

3b Assessments of shopping patterns in Nottingham should be based on household interview surveys, and all household interview surveys in Nottingham should conform to the following quality standards:

1. The total survey sample of interviews should be divided between the zones comprising the catchment area approximately in proportion to the population of each zone. This is to avoid the need for excessive weighting of the results for individual zones when calculating the total responses for the catchment area as a whole. However, there should be a minimum of 100 interviews in any one zone. This is to ensure acceptable confidence limits for the results from each zone.

2. Within each zone, the interviews for the zone should be distributed approximately in proportion to the spatial distribution of the population of the zone, so as to avoid the risk of a disproportionate number of interviews being undertaken in any part of the zone.

3. Recent experience has shown that the results of household interview surveys undertaken by telephone can now be heavily biased towards the older age groups and retired people. This is because younger people are increasingly dispensing with land-line telephones in favour of mobile telephones (the numbers for which are not available from directory sources), or are increasingly unavailable for or unwilling to respond to such surveys. To minimise such bias, age-related quota sampling should now be used, which sets interview quotas for each age group which are representative of the age distribution of the population of the catchment area as a whole. Market research companies which undertake such surveys can advise on techniques for age-related quota sampling.

4. For convenience goods shopping, surveys should ask a question about shopping locations for main food shopping, and a question about locations for top-up food and other convenience goods shopping.

5. For comparison goods shopping, surveys must ask carefully worded questions about shopping habits for each main sub-category of comparison goods which can be closely matched to the international standard Classification of Individual Consumption by Purpose (COICOP) definitions of comparison goods expenditure, as in the retail expenditure estimates provided by Pitney Bowes and Experian. Thus it will not be adequate for surveys to ask broadly worded questions about shopping habits for non-specific goods, e.g. ‘Christmas and anniversary goods’. Experience has shown that there can be substantially different shopping patterns between different goods categories. A good example is chemists’ goods, medical and beauty products; which have one of the most localised shopping patterns and which account for a substantial proportion of comparison goods expenditure. The following 8 sub-categories of comparison goods, as used in the GNRS, are preferred:

- Clothing and footwear
- Furniture, carpets and other floor-coverings
- Household textiles
- Domestic electrical and other appliances
- Audio-visual equipment, televisions, computers, photographic and optical equipment
- DIY goods, decorating supplies and garden products
- Chemists goods, medical and beauty products
- Other goods such as china, glassware and household utensils, books, DVDs, jewelry, leisure and recreational goods
- Survey results are normally used to calculate market shares of convenience and comparison goods expenditure attracted from the catchment area by existing centres and stores.

When using the results in this way:

6 For convenience goods, the results of the main food shopping and top-up shopping questions should be weighted 75:25 respectively, when combining them into market shares for all convenience goods. The top-up shopping market shares should be calculated from the total samples, not from the reduced samples excluding those respondents who do not do top-up

shopping (because the 75:25 weighting already makes adequate allowance for some respondents not doing top-up shopping).

7 For comparison goods, the results for each sub-category of goods should be weighted according to catchment area expenditure on each sub-category, when combining them into market shares for all comparison goods (as in Appendix 3 of the GNRS, for example).

Steps 4 & 5: Compare existing retail supply with demand and assessing future capacity

'Benchmark' company average sales densities for foodstores should distinguish between convenience and comparison goods sales densities. Estimates of base year sales in all centres should be based on household interview survey data on actual shopping patterns wherever possible.

Before allocating growth in expenditure to proposed new floorspace, account should be taken of the likely re-occupation by the design year of existing vacant floorspace. A floorspace efficiency factor of 1.5% per annum should be applied to all existing comparison goods floorspace, from the base year to the design year. No floorspace efficiency factor is necessary for convenience goods floorspace.

All assumed market share changes should be clearly set out, transparent, and fully justified.

In order to judge some of the impacts under PPS4 Policy EC16, it will be necessary to assess potential surplus expenditure capacity to support new retail floorspace. To do this 'benchmark' company average sales densities should be applied to those stores for which such information is available. These are mainly foodstores and retail warehouses. For foodstores, separate assessment of sales based on 'benchmark' sales densities should be made for the convenience and comparison goods floorspace in the stores. For each, the appropriate sales density should be used; e.g. to assess 'benchmark' sales for convenience goods, apply the 'benchmark' convenience goods sales density to the convenience goods net sales area, and similarly for comparison goods. Hybrid calculations which apply the combined convenience and comparison goods sales density to the convenience goods floorspace alone, for example, will not be accepted by the Council. Detailed data on company average sales proportions for convenience and comparison goods, and company average space allocations for each goods category, is published by Verdict Research Limited, and can be used to derive separate sales densities for the convenience and comparison goods floorspace in foodstores. For comparison goods retail warehouses, data on company average sales densities is published in 'UK Retail Rankings' by Mintel.

In the case of all centres, estimates of actual base year sales will be necessary, as discussed in the Guidance. These should be derived from reliable household interview survey data on actual shopping patterns, wherever possible, as indicated in the Guidance at paragraph B35 of Appendix B.

It will be necessary to allocate a proportion of the forecast growth in expenditure to existing floorspace. This should be done by making realistic assessments of the likely re-occupation of existing retail floorspace which is vacant at the base year; and by applying floorspace efficiency factors to existing floorspace, as defined in Appendix A of the Guidance. For convenience goods, it is unlikely that there will be significant increases in trading efficiency of existing floorspace over the short period covered by most applicants' retail assessments. It will therefore not be necessary to apply floorspace efficiency factors to convenience goods floorspace. For comparison goods, whilst the potential for increases in sales densities may vary from centre to centre, to enable comparisons to be made between potentially competing development proposals, a standard floorspace efficiency factor of 1.5% per annum should be applied from the base year to the design year. This should be applied to all comparison goods floorspace, including that in foodstores, retail warehouses, and all designated centres.

At the design year, it may be realistic to allow some changes in the base year pattern of market shares which was indicated by the results of the household interview survey. This is to reflect the fact that a new retail development will attract shoppers and expenditure, which would otherwise have gone to existing stores and centres. It is these market share changes which result in trade diversion from and impacts upon existing stores and centres.

Step 6: Examine 'no development' scenario

Sales in existing and committed retail floorspace at the design year should be estimated, as the basis for assessing individual and cumulative impacts. All committed new retail floorspace should be assessed as trading at 'benchmark' company average levels (with allowances for comparison goods floorspace efficiency increases between the base and design years), including foodstore extensions.

Realistic forecasts should be made of sales in existing stores and centres at the design year, if the proposed development does not occur. These will then form the sales levels on which impacts of the proposed development can be calculated. Account should also be taken of likely sales in committed retail developments, as having the first call upon 'surplus' expenditure (after take-up of vacant floorspace and growth in efficiency of existing floorspace). This will form the basis for assessment of cumulative impact of the committed and proposed developments.

When assessing likely sales in committed new retail floorspace, 'benchmark' company average sales densities (distinguishing between convenience and comparison goods sales densities and floorspace as above) should be used for proposed foodstores, and for comparison goods retail warehouses. For committed floorspace in all designated centres, sales densities appropriate to the scale, role and function of each centre should be used, guided by the estimated sales density of the existing floorspace.

For committed extensions to existing foodstores, the ‘benchmark’ company average sales densities should be used (distinguishing between convenience and comparison goods sales densities and floorspace as above). The City Council will not accept forecasts based on the assumption that extension floorspace will trade at less than the ‘benchmark’ company average level.

Steps 7 & 8: Assess turnover, trade draw and impacts

Proposed developments should be assessed as trading at ‘benchmark’ company average levels (with allowances for comparison goods floorspace efficiency increases between the base and design years), including foodstore extensions. Realistic assessments of changes in market shares, expenditure flows and sales due to the committed and proposed developments should be made. These should be clearly indicated and transparent. Impacts on in-centre trade/turnover and on trade in the wider area should be calculated from the differences in design year sales with and without the committed and proposed developments; and the impacts expressed incrementally and cumulatively.

As with committed new retail floorspace, sales in the proposed development should be based on ‘benchmark’ company average sales densities (distinguishing between convenience and comparison goods sales densities and floorspace as above). Again, this includes proposed extensions to existing foodstores, which should be assessed as trading at the ‘benchmark’ company average levels (with allowances for comparison goods floorspace efficiency increases between the base and design years). The City Council will not accept forecasts based on the assumption that extension floorspace will trade at less than the ‘benchmark’ company average level.

Trade draw to the proposed development should be assessed by reference to the base year pattern of market shares of existing stores and centres, indicated by the household interview survey data. It will be preferable to use a modelled approach, which starts from the base year pattern of market shares of convenience and comparison goods expenditure attracted by existing stores and centres, and then indicates clearly and transparently how this pattern will be likely to change in the design year as a result of, first the committed developments, and second (and cumulatively) the proposed development (see paragraphs D27 to D29 in Appendix D of the Guidance). This will then show the pattern of market shares expected to be attracted by the committed and proposed developments, the resulting expenditure flows to each, and their expected sales in the design year. The resulting trade diversion and retail impacts should then be calculated by comparing design year sales in the existing stores and centres in the absence of the committed and proposed developments, with the reduced sales which will occur as a result of the committed and proposed developments.

Realistic assessments must be made, and it will not be sufficient merely to allocate the great majority of the impact onto out-of-centre stores, if that is not a realistic change to the base year pattern of market shares. Evidence shows that the rise of food superstores in the past has been accompanied by decline in every other category of food and convenience goods retailing; so it is not correct to assume that food superstores and superstore extensions only compete with other superstores. The evidence shows that they also compete with City, town, district and local centres. - This could include Centres of Neighbourhood Importance.

Step 9: Consider the consequences of the forecast impacts

Up-to-date 'healthchecks' of existing centres likely to be affected by proposed developments should be undertaken, preparatory to assessing the likely consequences of the forecast levels of impact. They should be based on the indicators of vitality and viability set out in Annexe D of PPS4. Where possible, such 'healthchecks' should be based on the latest such analysis undertaken by or for the City Council and its partners, or for other local authorities as appropriate, updated as necessary. Realism should be applied in drawing conclusions about the commercial 'health' of any centre, and its ability to withstand forecast impacts, much of which may well fall on its 'anchor' store or stores.

In assessing the consequences of forecast impacts, regard should be had to the principles set out in the Guidance. This includes assessing the consequences for the policies and developments set out in adopted and emerging development plans. In particular, careful consideration should be given to potential prejudice to new developments which the City Council or adjoining local authorities propose to bring forward, for example new district or local centres or new retail developments to strengthen existing centres. These are summarised in Appendices A & B below.

Up-to-date and realistic 'health checks' of centres likely to be affected by proposed developments should be undertaken, using the indicators in PPS4. The effects on development plan strategies to bring forward new retail developments should be considered in a commercially realistic way.

Application of the Sequential Approach

Policy EC14.3 of PPS4 requires applicants to provide sequential approach assessments for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date development plan. Policy EC15 sets out considerations which should apply in undertaking such assessments. These include taking a flexible approach to scale and format of the proposed development, the amount of car parking provided, and considering possible disaggregation of elements of the development to separate locations. The City Council will therefore require such flexibility by applicants. It will not accept sequential approach assessments which merely review sites potentially capable of accommodating the proposed development.

Applicants will be required to undertake their sequential approach assessments in the context of adopted and emerging development plans. They will need to recognise in their assessments that there may be other ways of accommodating forecast expenditure capacity, than their proposal; which may better comply with the development plan strategy for designated centres. Thus for example, if an existing superstore is trading at well above the 'benchmark' company average levels, resulting in difficulties for the retailer and its customers, such over-trading could as effectively be relieved by developing a new foodstore in or on the edge of a nearby centre in accordance with the development plan, as by extending the over-trading store. Similarly, if a food retailer wishes to sell more comparison goods, it might be possible for it to open a comparison goods store in a nearby centre, rather than extending its existing foodstore.

Full account should be taken of any proposals by the City Council, its partners, and other local authorities in Greater Nottingham to bring forward new retail development opportunities in and on the edge of existing centres, in accordance with development plans. (These are the "supported and committed" proposals referred to elsewhere.) The City Council will expect such opportunities to be supported and committed to, before proposals which are not in accordance with development plans are permitted. In the Aligned Core Strategy Options for Consultation (February 2010) draft, retail policies include:

- Policy 6.2: '….New retail developments…. will be located in or on the edge of centres. Such developments should be appropriate in scale and nature to the role and function of that centre…'

- Policy 6.3: '…. The development of new centres will be expected to consolidate and strengthen the network and hierarchy of centres and not harm the viability and vitality of existing centres.'

- Policy 6.6: 'New development should retain the compactness of the centre for the convenience of shoppers…., be compatible with the scale and nature of the centre…'

- Policy 6.7: 'Retail development in out-of-centre locations will be strictly controlled. Proposals will need to demonstrate their suitability through a sequential site approach and also provide a robust assessment of impact on nearby centres.'

For reference, the policies of the current Local Plan are attached at Appendix 5.4.2 and the policies of the Core Strategy Options for Consultation Draft are attached at Appendix 5.4.3.

Sequential approach assessments should recognise and take account of development plan strategies for new retail development; which will be preferred over proposed developments which are not in accordance with development plans, and which could put development plan strategies at risk. Proper flexibility of scale, format, car parking and disaggregation will be required from sequential approach assessments.

Appendix 5.4.

Extracts and/or summaries of other Relevant Policy Documents and Guidance

5.4.1 National and Regional Policy Framework

Planning Policy Statement 4 – (PPS4) Planning for Sustainable Economic Growth was published in December 2009. Key points include:

a) PPS4 advocates a ‘town centre first’ principle of retail development

b) A sequential assessment is required for planning applications for main town centres uses that are not in an existing centre and are not in accordance with an up to date development plan.

c) PPS4 has removed the Needs Test and introduced a more robust Retail Impact Assessment, designed to give greater protection to Centres and small shops. It considers town centre consumer choice, retail diversity and investment and town centre trade. PPS4 sets out that the threshold for assessing these impacts is over 2,500sqm gross floorspace, but also allows for a different threshold to be set locally.

d) PPS 4 also assesses implications for other issues such as climate change / carbon emissions reduction, design, transport, job creation, social inclusion etc

e) PPS4 also promotes more local authority work on identifying sites and potential for growth within existing centres.

Other relevant National and Regional Policy documents include:

a) Planning Policy Statement 1 – Delivering Sustainable Development (2005) encourages local authorities to ensure suitable locations for retail, commercial, tourism and leisure are available.

b) Planning Policy Guidance 21 - Tourism

c) East Midlands Regional Plan (2009) - Policy 22 requires local authorities, in partnership with other key partner organisations, to promote vitality and viability of town centres, addressing under performance, promoting investment through design initiatives and management strategies and meeting identified needs.

d) The Regional Economic Strategy

5.4.2 Nottingham Local Plan 2005 - Shopping and Town Centres Chapter (Saved Policies)

New Retail Development in the City Centre

S1: Planning permission for retail development within the Primary Shopping frontages, defined on the Proposals Map, will normally be granted having regard to the following considerations:

a) whether they reinforce the range of retail facilities and attractions of Nottingham as a regional shopping centre, particularly department stores, larger retail units and speciality shopping;
b) whether they create more commercially attractive retail units through renovation or redevelopment of existing retail units, to a high quality of design that safeguards the character of the area;
c) whether they reinforce the retail vitality of the primary shopping frontages, especially west of the Old Market Square and in the Hockley area;
d) whether they help to create an attractive and safe pedestrian environment, which provides accessibility for people with disabilities; and
e) whether they help to improve the appearance of the City Centre.

S2: Planning permission will be granted for a major retail development and extension to the Broad Marsh Centre, as shown on the Proposals Map, to accommodate shopping, leisure and associated uses of regional significance together with a transport interchange and car parking.

S3: Planning permission will be granted for retail development, or mixed use development predominantly for retail uses, on a site adjoining the Victoria Centre, as shown on the Proposals Map.

New Retail Development in Town and Local Centres

S4: Planning permission for retail development within the Town Centres and Local Shopping Centres, defined on the Proposals Map, will normally be granted having regard to the following considerations:

a) whether it maintains the compactness of the shopping area for the convenience of shoppers;
b) whether it is compatible with the scale and nature of the Centre
c) whether it reinforces the range and vitality of retail facilities and attractions of the centre;
d) whether it helps to improve the environment of the centre, including appearance and accessibility for people with disabilities.

New retail development on the edge of or outside existing centres

S5: Planning permission for new retail development (other than to meet purely local needs) outside existing centres will only be granted where the need for the development has been demonstrated and where no suitable sites are available firstly, within the City Centre or Town Centres or secondly, on the edge of the City Centre or Town Centres or within Local Centres.

Where the need for the development has been demonstrated and no suitable sites are available within Centres, planning applications for new retail development on the edge of or outside the City Centre or Town Centres, or outside Local Centres, will be considered against the following criteria:

a) whether the proposal would impact on the strategy and objectives of the Local Plan to sustain and enhance the vitality and viability of existing Centres, either by itself, or cumulatively with other proposals;
b) the extent to which the site is, or can be made, accessible by a choice of means ofransport and whether the proposal would add to the overall number and length ofcar trips;
c) whether the development would assist in enabling the wider redevelopment of
d) brownfield sites for a variety of uses;
e) whether there are alternative sites available which better meet the above criteria.

Non-Retail Uses

S6: Within the primary shopping frontages in the City Centre, the shopping areas in the Town Centres and within the Local Centres, shown on the Proposals Map, planning permission will be granted for change of use from shops (Class A1) to other uses where the proposed use is not detrimental to the vitality and viability of the City Centre, Town Centre or Local Centre and the predominantly shopping character of the frontage. The assessment of the proposal will involve consideration of:

a) the existing number, proximity and distribution of uses other than Class A1 and the proportion of vacant street level property in the shopping area ;
b) the length of frontage of the proposal;
c) the location and prominence of the proposal in the shopping area;
d) the nature of the proposed use, including the associated level of activity, hours of operation and whether a shop front would be included;
e) whether the proposed use would be harmful to the living or working conditions of nearby occupiers and residents.

Food and Drink

S7: Planning permission will be granted for food and drink uses (Use Classes A3, A4 and A5) where:

a) for key town centre uses, the location is in accordance with the sequential approach set out in Policy S5;
b) the character or amenity of the area would not be detrimentally affected;
c) the development would not result in, or aggravate, traffic congestion or be a hazard to road safety;
d) the development includes adequate consideration of efficient ventilation, bin storage and sound insulation; and
e) the effect of noise, disturbance, anti social behaviour, smells and litter on the amenities of nearby occupiers and residents, is capable of being adequately controlled by means of planning conditions or obligations, including those requiring the installation of CCTV and the limitation of opening hours where appropriate.

S8: Planning Permission will not be granted for high occupancy (1,000 people or greater) licensed premises (A4 and nightclubs) in the City Centre, unless it can be clearly demonstrated that they will not give rise to increased noise, disturbance, or anti-social behaviour.

5.4.3 Aligned Core Strategy Policies (Options for Consultation Draft 2010)

POLICY 5 NOTTINGHAM CITY CENTRE

The City Centre will be promoted as the region's principal shopping, leisure and cultural destination. The role of the City Centre will be enhanced in the future by adopting the following strategy:

1 Maintaining a prosperous compact and accessible retail centre by:

- Promoting and strengthening current north-south and east-west shopping patterns and permeability through the mixed-use redevelopment of the Broadmarsh Centre, and a mixed-use expansion and re-modelling of the Victoria Centre, through the development of Area Action Plans, Supplementary Planning Documents or Masterplans. Proposals will be subject to an agreed cumulative total additional floorspace threshold.
- Safeguarding the Primary Shopping frontages as the focus for City Centre retail development;
- Ensuring that other new retail development is well integrated and closely linked with the Primary Shopping frontages in terms of proximity, continuity of function and ease of access; and
- Ensuring that the Primary Shopping frontages remain predominantly in retail and shopping (Use Class A1) use.

2 Developing an economically prosperous City Centre through the location of offices and businesses and supporting related uses such as new hotels, exhibition and conference venues.

3 Creating an inclusive and safe City Centre by:

- Making the City Centre more attractive to pedestrians, cyclists and public transport users;
- Encouraging uses that make key night time pedestrian routes safe and well used;
- Providing new facilities for young people;
- Supporting family orientated leisure development and cultural facilities that appeal to the broadest spectrum of the conurbation's population; and
- Having regard to crime and disorder issues through the regulation of pubs, bars, nightclubs, and other licensed premises, hot food takeaways and taxi ranks.

4 Making the City Centre the focus of public transport and sustainable transport modes by:

- Providing for the delivery of NET Phase 2 and any future NET proposals;
- Improving Nottingham Midland Rail Station and its integration with the City Centre.
- Providing replacement City Centre bus stations and improving other bus interchange facilities;
- Increasing bus stop capacity and regulating quality, access and timings;

- Looking at the redistribution of through traffic movements to the east and south of the city and re-prioritising access for public transport;
- Managing parking supply and pricing;
- Improving cycling access and permeability throughout the City Centre: and
- Rolling out Real Time Information for all City Centre bus services.

5 Creating a network and hierarchy of safe pedestrian routes and good quality civic spaces to connect all parts of the City Centre by linking key historic and cultural assets, facilities and venues and reducing the severance effects of the current road network and urban form.

6 Supporting City Centre living initiatives, where suitable living conditions can be secured by:

- Having regard to residential amenity when considering development in relation to the night-time economy and considering a restraint on uses and opening hours to reduce the risk of noise and other disturbance;
- Diversifying the current profile of City Centre housing; and
- Enabling the provision of facilities such as schools and health centres that would improve the diversity of the housing market.

7 Exploiting the rich historic, cultural and high quality built environment for its tourism potential to attract visitors and tourists, which will be supported by the development of appropriate facilities.

POLICY 6 ROLE OF TOWN AND LOCAL CENTRES

1 The following network and hierarchy of centres will be promoted:
<u>City Centre</u>: - Nottingham City Centre
<u>Town Centres</u>: - Arnold, Beeston, Bulwell, Hucknall, Ilkeston and Long Eaton
<u>District Centres</u>:- Carlton Square, Clifton, Eastwood, Hyson Green, Kimberley, Stapleford, Sherwood and West Bridgford.
<u>Local Centres</u>:
Alfreton Road (Nottingham City), Aspley Lane, Beckhampton Road, Bingham, Borrowash, Bracebridge Drive, Bramcote Lane, Bridgeway Centre, Carrington, Cotgrave, East Leake, Keyworth (The Square), Mansfield Road (Nottingham City), Mapperley Plains, Netherfield, Nuthall Road, Radcliffe on Trent, Robin Hood Chase, Ruddington, Sandiacre, Sneinton Dale and Strelley Road.
<u>Centres of Neighbourhood Importance:</u>
Centres of Neighbourhood Importance will be set out through subsequent Site Specific Development Plan Documents.

2 The boundaries of centres will be defined in Site Specific Development Plan Documents. New retail development and other town centre uses (apart from those to meet purely local needs) will be located in or on the edge of centres. Such developments should be appropriate in scale and nature to the role and function of that centre and of the area it serves.

3 New retail development of an appropriate scale will be required in the following locations to serve new sustainable communities at:

a) Gedling Colliery/Chase Farm
b) Waterside Regeneration Zone
c) East of Gamston
d) South of Clifton
e) Stanton (Erewash)

The development of new centres will be expected to consolidate and strengthen the network and hierarchy of centres and not harm the viability and vitality of existing centres. Other major residential-led development may require retail development of a lesser scale.

4 The following centres are considered to be underperforming or in need of enhancement, and Area Action Plans, Masterplans and/or Management Plans will be prepared in order to enhance their vitality and viability:

a) Bulwell, which will be enhanced from a District Centre to a Town Centre over the Core Strategy period
b) Hucknall
c) Cotgrave
d) Strelley Road
e) Robin Hood Chase
f) Clifton
g) Netherfield
h) The Bridgeway Centre, which may be repositioned

A similar approach will be followed for other centres which display signs of underperformance or are in need of enhancement.

5 The vitality and viability of all centres will be maintained and enhanced, including widening the range of uses (whilst maintaining a strong retail character), environmental enhancements and improvements to access. The primary focus for office-based development will be within the City Centre, with development of a lesser scale promoted in the Town Centres.

6 New development should retain the compactness of the centre for the convenience of shoppers and other users, be compatible with the scale and nature of the centre (unless that centre is identified as changing its role in the network and hierarchy), and improve its environment and accessibility for people with mobility problems.

7 Retail development in out-of-centre locations will be strictly controlled. Proposals will need to demonstrate their suitability through a sequential site approach and also provide a robust assessment of impact on nearby centres.

5.4.4 Local strategies, regeneration plans and studies

The Nottingham Sustainable Community Strategy
(known as the Nottingham Plan to 2020), the Local Area Agreement for Nottingham 2008-2011 and the Council Plan 2009-2012 form the high level strategic policy framework for Nottingham and establish the broad vision and priorities for the city. These are to:

1. Develop Nottingham's international standing for science and innovation, sports and culture
2. Transform Nottingham's neighbourhoods
3. Ensure that all children and young people thrive and achieve
4. Tackle poverty and deprivation by getting more local people into good jobs
5. Reduce crime, the fear of crime, substance misuse and anti-social behaviour
6. Improve health and wellbeing

The Greater Nottingham Retail Study (GNRS 2007)
This was undertaken by consultants DTZ as an evidence base for the retail issues for the Core Strategy. - The GNRS is a wide ranging study identifying the need for new retail development in Greater Nottingham, and recommending how it should be accommodated in accordance with national planning policies for town centres set out in PPS6. The GNRS was published in January 2008. Key findings include that upto 2026:

- There was no quantitative need in Nottingham City for convenience goods retail floorspace growth (other than growth in the existing town and local centres), but that there is a locational need for a substantial new foodstore to serve the western estates of Nottingham.
- There was very little comparison goods growth needed outside the City Centre (based on the proposed redevelopment of Broadmarsh Shopping Centre being supported by the forecast available expenditure by the time it will be likely to open).
- The continued pressure for more out-of-centre development of retail warehouses; and pressure to relax bulky goods conditions on existing retail warehouses should be resisted as this will result in the slower and more difficult in centre options not being possible or being deferred.
- Resist principal food retailers (major supermarket operators) developing more space for comparison goods sales, particularly in existing out-of-centre superstores or in larger superstores to replace older stores to maintain the expenditure capacity to allow the necessary growth in the centres and particularly the City Centre (in terms of the commitment to the redevelopment of the Broadmarsh Centre). Instead, principal food retailers (major supermarket operators) should be pressed to open non-food only stores in the town centres, perhaps to help anchor new town centre developments.
- Retail development in the smaller centres will require the encouragement of non-traditional forms of development. Either mixed use schemes or low cost developments such as simple free-standing stores

- The study area is particularly well provided for in terms of access to traditional ‘bulky goods’ stores (furniture & floor coverings, household appliances, audio-visual equipment, and hardware, DIY goods & garden products, particularly the latter). Much of these sales are in non-central retail warehouses (although Nottingham City Centre is reasonably strong in these categories, apart from the hardware/DIY goods category); indicating that there is no conspicuous need for more bulky goods retail warehouses in the study area.
- The market shares of catchment area expenditure in the study area as a whole for clothing & footwear and the ‘all other comparison goods’ category are significantly lower than for the ‘bulky goods’ categories. Most of the shopping for the former categories of goods is undertaken in the town centres, rather than in the retail warehouses. There is therefore a need to achieve new town centre developments selling these categories of goods, so as to reduce leakage of expenditure from them to other centres. The Broadmarsh Centre extension would have gone some way towards achieving this in Nottingham City Centre.
- Any large new food store, unless developed as the ‘anchor’ to a new district centre, should be prevented by condition from including a pharmacy within the development.

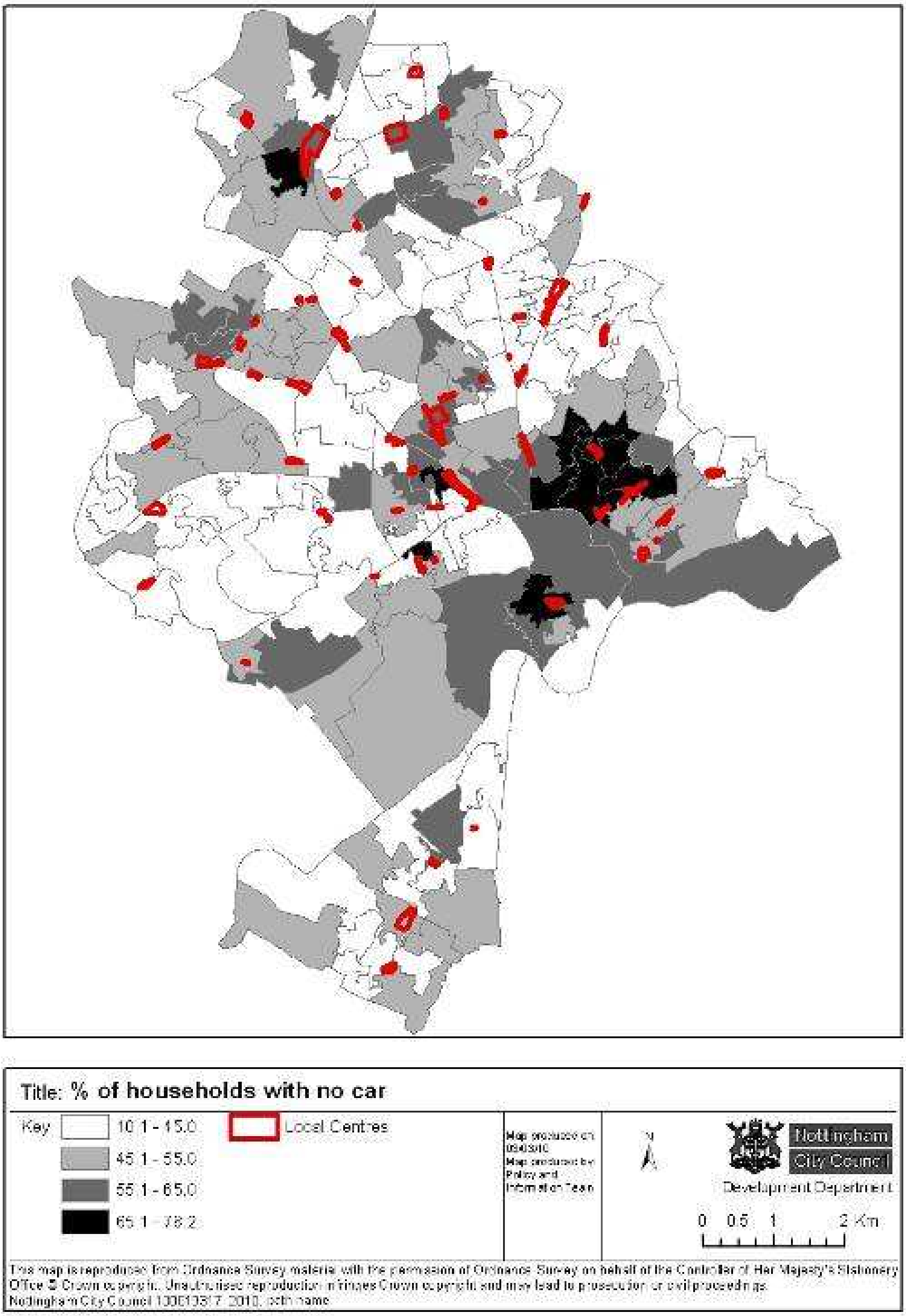
Strategic Regeneration Frameworks (SRF) & Neighbourhood Plans (NP)

- The North West SRF was approved by Executive Board in May 2009. It proposes New ‘Hearts’ at Bulwell, Strelley Road and Beckhampton Road to provide a clear hierarchy of service and retail provision and ensure that communities are re-connected around these new foci.
- The East / Central SRF Draft Jan 2010 focuses retail growth on the existing centres including Robin Hood Chase, Alfreton Road and Carlton Road
- The Draft Radford NP Jan 2010 has identified Alfreton Road as an area for improvement and need of a retail focus (including a small supermarket) particularly around Forest Mill.
- Draft Meadows Neighbourhood Plan includes improving or physically repositioning the Bridgeway Centre

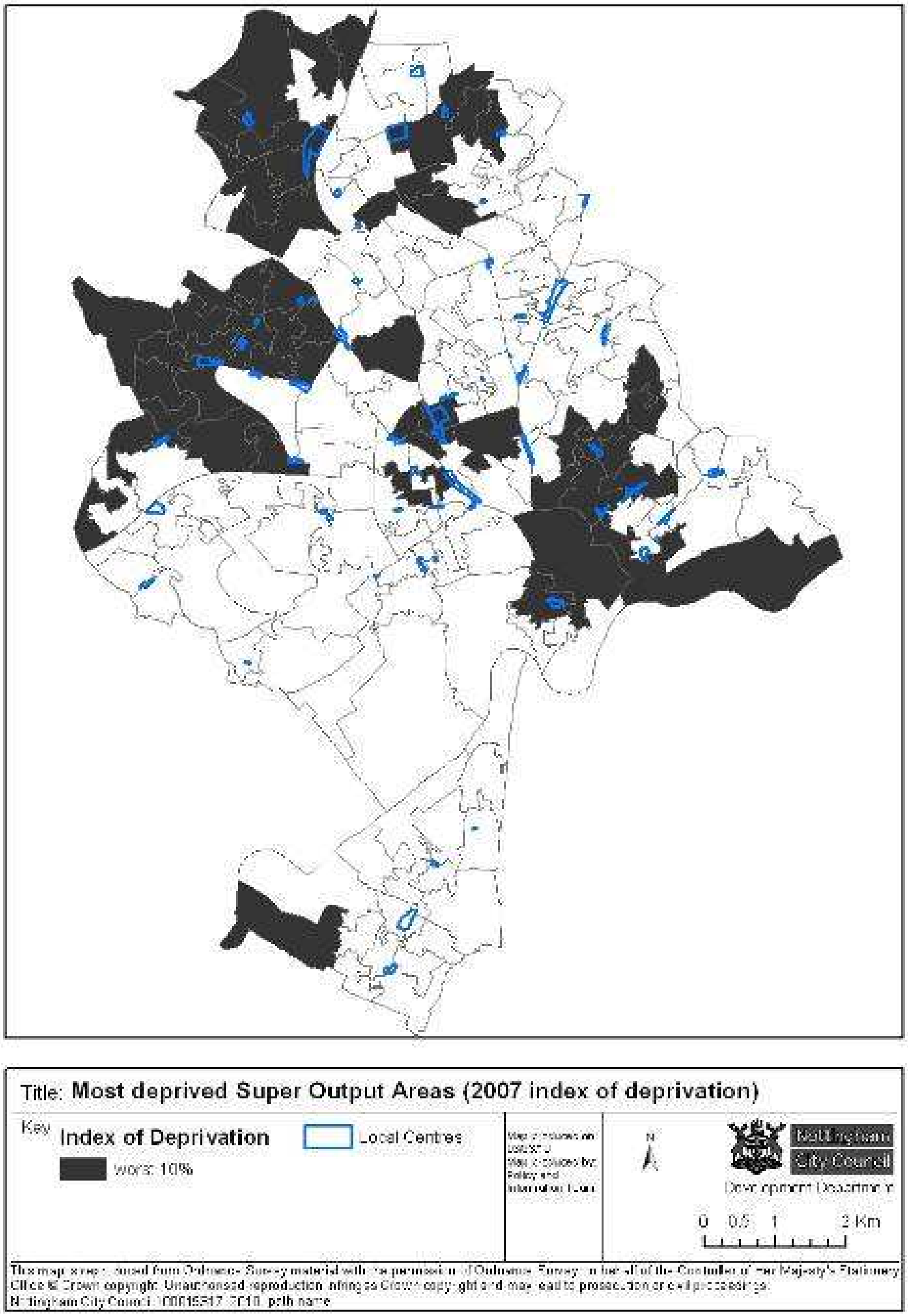
Other relevant documents include:

- City Centre Urban Design Guidance
- East Midlands Tourism Strategy 2003 – 2010
- Regional Cultural Strategy 2006-11, 'The Place of Choice'
- City Centre Performance Reports
- Health Strategies such as those relating to obesity
- Food Access Report

MAP 1


Title: % of households with no car
Key
10.1 - 45.0
45.1 - 55.0
55.1 - 65.0
65.1 - 78.2
Local Centres
Map produced by Policy and Information Team
N
Nottingham City Council
Development Department
0 0.5 1 2 Km
This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
Nottingham City Council 100019317 2010. path name

MAP 2


Title: Most deprived Super Output Areas (2007 index of deprivation)
Key
Index of Deprivation
worst 10%
Local Centres
N
Nottingham
City Council
0 0.5 1 2 Km

Appendix 5.5
Sustainability Appraisal

	Policy1 Impact on centres	**Policy 2** Retail Hierarchy	**Policy3** Assessing Planning Apps,	**Policy 4** Sequential Test	**Policy5** Retail Impact Asses.	**Policy6** Other factors	**Policy7** Loss of Local facilities	**Policy 8** Broadmarsh Vic. Centre	**Policy 9** Vitality & Viability
Sustainability Objectives									
Housing	o	o	o	o	o	o	o	o	+
Health	+	+	+	o	+	++	++	++	+
Heritage	+	+	+	o	+	++	+	+	+
Crime	+	+	+	o	+	++	+	++	++
Social	+	+	+	o	+	+	++	+	++
Bio+GI	uk	uk	uk	o	uk	uk	uk	uk	uk
Env.+ Landcape	+	+	+	o	+	+	+	+	+
Nat.Res+ Flood	uk	uk	uk	o	uk	uk	uk	uk	uk
Waste	o	o	o	o	uk	+	o	+	o
Energy	o	o	o	o	o	+	o	+	o
Transport	++	++	++	o	++	++	++	++	++
Employment	+	+	+	o	+	+	+	+	+
Innovat’n	-	-	-	o	-	-	-	-	-
Econ.Structure	-	-	-	o	-	-	-	-	-

Key

++	very positive
+	positive
o	no impact
-	negative
--	very negative
uk	unknown

Methodology based on the Sustainability Framework incorporating Sustainability Objectives and Decision Criteria taken from the Options for Consultation version of the Greater Nottingham Aligned Core Strategy. (Summary attached)

Sustainability Appraisal Summary
Essentially the policies from the IRPG for Nottingham endeavour to achieve very similar outcomes in that they seek to secure the location of retail growth in centres wherever possible. It is therefore to be expected that each policy displays a similar profile against the sustainability objectives. The overall impact of the proposed suite of policies is very positive. This stems principally from the social and environmental benefits which derive from focusing new retail development in established centres. Positives for transport and health are particularly strong. The main negative effect is found in relation to innovation and economic structure where evidence suggests that jobs created are often relatively unskilled and some retail businesses prefer locations which are out of centre. Policy 4 deals with procedure and as such does not lend itself to meaningful sustainability appraisal.

Appendix 5.6 The sustainability framework

Objective	Decision making criteria	Indicators
1. To ensure that the housing stock meets the housing needs of Nottingham	• Will it increase the range and affordability of housing for all social groups? • Will it reduce homelessness? • Will it reduce the number of unfit homes?	• Affordable housing • House prices; housing affordability • Homelessness • Housing completions (type and size) • Housing tenure • LA stock declared non decent • Sheltered accommodation • Vacant dwellings by tenure
2. To improve health and reduce health inequalities	• Will it reduce health inequalities? • Will it improve access to health services? • Will it increase the opportunities for recreational physical activity?	• Adults taking part in sport • Health inequalities • Life expectancy at birth • New/enhanced health facilities • People killed/seriously injured in road accidents • Teenage conception rates
3. To provide better opportunities for people to value and enjoy Nottingham's heritage	• Will it provide new open space? • Will it improve the quality of existing buildings and open space? • Will it help people to increase their participation in cultural activities?	• Open spaced managed to green flag award standard • New and enhanced open space • Satisfaction with open space • Museums
4. To improve community safety, reduce crime and the fear of crime	• Will it provide safer communities? • Will it reduced crime and the fear of crime? • Will it contribute to a safe secure built environment?	• Crimes – by category and total • Fear of crime • Noise complaints
5. To promote and support the development and growth of social capital across the region	• Will it improve access to, and resident's satisfaction with community facilities and services? • Will it encourage engagement in community activities?	• Community centres • Gains/losses of community facilities • Leisure centres • Libraries/mobile library stops • Participation involuntary and community activities • A place where people from different backgrounds get on well together • Satisfaction with leisure facilities
6. To increase biodiversity levels across the region	• Will it help protect and improve biodiversity and in particular avoid harm to protected species? • Will it help protect and improve habitats? • Will it increase, maintain and enhance sites designated for their nature conservation interest? • Will it maintain and enhance woodland cover and management?	• Local/National nature reserves • Local wildlife sites (Biological SINCs) • SSSIs

Objective	Decision making criteria	Indicators
7. To protect and enhance the rich diversity of the natural, cultural and built environmental and archaeological assets of the region	• Will it protect and enhance existing cultural assets? • Will it protect and enhance the historical and archaeological environment?	• Ancient woodland • Conservation Areas • Historic Parks and Gardens • Listed Buildings/Buildings at risk/locally listed buildings • Archaeological assets • Scheduled ancient monuments • Woodland areas/new woodland
8. To manage prudently the natural resources of the region including water, air quality, soils and minerals	• Will it improve water quality? • Will it improve air quality? • Will it lead to reduced consumption of raw materials? • Will it promote the use of sustainable design, materials and construction techniques? • Will it minimise the loss of soils to development? • Will it maintain and enhance soil quality?	• Greenfield land lost • Carbon dioxide emissions • Contaminated land • Flood risk • Households in Air Quality Management Areas • Number of days moderate/high air pollution • Employment and housing developed on PDL • Density of dwellings • Developments incorporating SUDS • Planning applications granted contrary to advice of EA • Biological/chemistry levels in rivers, canals and freshwater bodies • Production of primary and secondary/recycled aggregates
9. To minimise waste and increase the re-use and recycling of waste materials	• Will it reduce household waste? • Will it increase waste recovery and recycling? • Will it reduce hazardous waste? • Will it reduce waste in the construction industry?	• Controlled waste produced • Capacity of new waste management facilities by alternative to landfill • Household waste arisings composted, land filled, recycled, used to recover energy
10. To minimise energy usage and to develop the region's renewable energy resource, reducing dependency on non-renewable sources	• Will it improve energy efficiency of new buildings? • Will it support the generation and use of renewable energy?	• Energy use – renewables and petroleum products • Energy use (gas/electricity) by end user • Renewable energy capacity installed by type

Objective	Decision making criteria	Indicators
11. To make efficient use of the existing transport infrastructure, help reduce the need to travel by car, improve accessibility to jobs and services for all and to ensure that all journeys are undertaken by the most sustainable mode available	• Will it utilise and enhance existing transport infrastructure? • Will it help to develop a transport network that minimises the impact on the environment? • Will it reduce journeys undertaken by car by encouraging alternative modes of transport?	• Accessibility to education sites, employment sites, health care, leisure centres, open space, shopping centres • Change in road traffic mileage • Development of transport infrastructure that assists car use reduction • Levels of bus and light rail patronage • New major non-residential development with travel plans • People using car and non-car modes of travel to work • Railway station usage • Road traffic levels
12. To create high quality employment opportunities	• Will it improve the diversity and quality of jobs? • Will it reduce unemployment? • Will it increase average income levels?	• Average annual income • Benefit claimants • VAT business registration rate, registrations, deregistrations • Businesses per 1000 population • Employment rate • Jobs • New floor space • Shops, vacant shops • Unemployment rate
13. To develop a strong culture of enterprise and innovation	• Will it increase levels of qualification? • Will it create jobs in high knowledge sectors?	• 15 year olds achieving 5 or more GCSEs at Grade A* - C • 19 year olds qualified to NVQ level 2 or equivalent • 21 year olds qualified to NVQ level 3 or equivalent • Working age population qualifications
14. To provide the physical conditions for a modern economic structure, including infrastructure to support the use of new technologies	• Will it provide land and buildings of a type required by businesses? • Will it improve the diversity of jobs available?	• Completed business development floorspace • Land developed for employment • Employment land lost • Employment land allocated • Profile of employment by sector

Appendix 5.7 - Mapping Access to Healthy Food in Nottingham City

The project brief was to show the ease of access, both on foot and by bus, to both healthy and unhealthy food outlets in the Aspley/Leen Valley area and St Ann's, all areas identified as being at high risk for heart disease.

<u>Main findings and conclusions</u>

This study clearly identifies that availability and affordability are significant barriers to healthy eating.

Comparison of the different options shows that the most accessible food retail destinations are the supermarkets, by public transport and then by walking. The least accessible destinations are the local health food shop clusters when traveling by foot.

The high numbers of takeaway food outlets in the area are noteworthy. In Aspley and Leen Valley over half the food shops are takeaway food outlets.

There is easy access to takeaway food shops for a large proportion of the residents in the area. The majority of residential areas within the study area are within a 15 minute walk of a takeaway.

When compared with the other demographic variable groups it is the elderly that have the worst levels of accessibility to healthy shops and supermarkets in terms of journey times.

There were many other interesting findings. For example in the Aspley/Leen Valley area:

- Most of the stores surveyed did not have all the items in our healthy shopping basket example
- Takeaway 'unhealthy' food outlets generally outnumbering other food shops had a significant impact on school children.
- Community consultation found healthy 'shopping baskets' to be higher priced in local food shops compared to those for similar lines in the supermarkets.
- The convenience versions of the larger supermarkets (Tesco Express and Sainsbury's Convenience) have higher prices than their larger counterparts.

The research also indicated that pricing was a barrier to healthy eating. The qualitative evidence brought together in this project indicates that diet is poor and consumption of fruit and vegetables in Aspley is very low. The reasons why are not clear-cut. However access to, and affordability of, healthy foods, combined with easy access to cheap unhealthy foods would appear to be key factors.

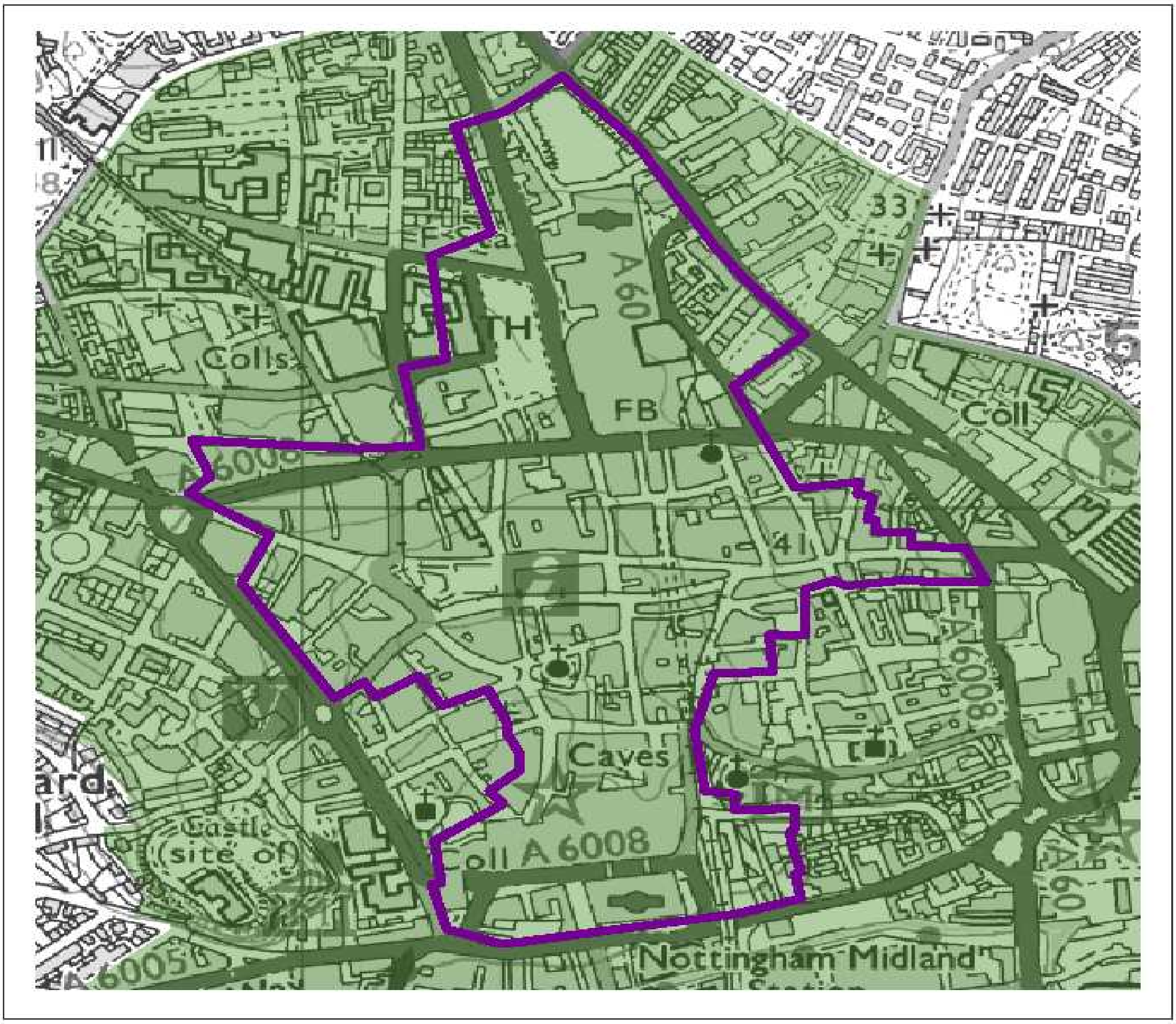
This combination, together with lack of knowledge about eating a healthy diet and lack of skills around preparing healthy food from basic ingredients also indicated in the earlier study 'Health and Life in the West', add to the range of barriers around healthy eating that will need multi-agency intervention to overcome.

The conclusions around accessibility and affordability of healthy foods in Aspley are likely to apply to other disadvantaged areas of the City where car ownership is low and there are a limited number of shops with very little competition between them.

At a strategic level there needs to be a much greater awareness of the cost of a healthy diet and the impact that rising food prices and rising energy prices will have on the diet of people already on low incomes.

Appendix 5.8 – Illustrative Map of City Centre Primary Shopping Area

Primary Shopping Area



Key

- Primary Shopping Area
- City Centre

Scale: 1:5,750

Map Produced on: 25/08/10 by: Planning Policy Team.
pathname: h:\Users\CityDevelopment\Policy\DREEDM\Misc\Primary Shopping Area.mxd

Nottingham City Council
Development Department

6 CONTACT DETAILS FOR FURTHER INFORMATION

For further information on this document please contact :

Policy & Information Team, Development Department,
Nottingham City Council
Development Department
Loxley House
Station Street
Nottingham
NG2 3NG

Contacts :

Planning Policy Team
Tel : 0115 8763975
email : eric.rennie@nottinghamcity.gov.uk

For Development Management enquiries contact :
Tel : 0115 8764057
email : development.management@nottinghamcity.gov.uk

www.nottinghamcity.gov.uk

The Standard Specification for Retail Assessments has been produced by Nottingham City Council in association with DTZ.

This document is available in alternative formats. If you wish to receive this document in another language other than English, or an alternative format such as Braille, large print or audio tape, we will do our best to help. Please telephone (0115) 915 4475

[illegible] 0115 915 4475.

[illegible]

[illegible] 0115 915 4475. [illegible]

[illegible] 0115 915 4475. [illegible]

[illegible] 0115 915 4475: [illegible]

यह एक प्लानिंग डाक्यूमैंट है जो कि नाटिंगम सिटी काउनसिल द्वारा स्वाया गया है। यदि आप इस डाक्यूमेंट को किसी अन्य फार्मेट या भाषा में चाहते हैं तो हम आपकी माँग पूरी करने की पूरी कोशिश करेंगे। कृप्या इस नंबर पर टेलीफोन करें 0115 915 4475.

Safer, cleaner, ambitious
Nottingham
A city we're all proud of