

Shopping and Town Centres

Introduction

- 7.1 One of the indicators of a buoyant local economy is the performance of an area's retail sector; from small corner shops in rural villages to the largest supermarket chains, these facilities meet the day-to-day requirements of local people. The main town centres in North Lincolnshire are the hub of urban life, and represent many years of investment and development. Besides shopping, these centres are also places where people live, work and find their entertainment. In smaller settlements and rural villages, local shops provide for everyday shopping needs and contribute to the attractiveness and continued viability of these places. In all cases a thriving shopping centre acts as an advertisement for an area, promoting its attractiveness, its sense of worth and a good image.

The Shopping Hierarchy

- 7.2 PPG6 advises local planning authorities that development plans should identify a hierarchy of centres, with a range of sizes, from city centres through to town centres, district centres to local centres and village centres, where investment in new retail and other developments such as leisure and entertainment will be promoted and existing provision enhanced.
- 7.3 The three main retailing centres in North Lincolnshire are Scunthorpe, Brigg and Barton upon Humber. Scunthorpe town centre fulfils the role of a sub-regional town centre in the local shopping hierarchy and, as such, competes directly with other

centres such as Hull, Doncaster, Grimsby, Lincoln and Sheffield Meadowhall centre. Brigg and Barton upon Humber mainly draw their market from the resident population, and the surrounding rural hinterland. The town centre boundaries are defined on the relevant Insets to the Proposals Plan and equate with the central shopping areas defined in the previous Deposit Draft Local Plan dated July 1999.

The Shopping Environment of North Lincolnshire

Scunthorpe

- 7.4 Scunthorpe town centre is the largest retailing centre in North Lincolnshire, providing a wide range of comparison goods retailing outlets, concentrated in the main shopping area. Scunthorpe town centre is, however, vulnerable if it loses major retailers. Scunthorpe is a large enough centre to be in direct competition with other main centres in the Yorkshire and Humber region. A programme of continued improvement and investment has benefited the environment of Scunthorpe town centre, with further growth and inward investment likely in the near future, including the new Arts Centre development and major environmental improvement works at the eastern end of the High Street in Church Square. The Council is committed to an ongoing programme of town centre regeneration which will create further opportunities for enhancement and refurbishment, and generally increase the attractiveness of the centre. Scunthorpe town centre is also an appropriate location for new leisure and entertainment uses such as pubs, clubs, restaurants, cinemas, bingo halls and bowling centres, and a further aim of town centre regeneration will be to increase the range of leisure and

entertainment facilities so as to encourage more linked trips into the town centre to combine leisure and shopping activities in one visit. The Council also wishes to encourage town centre uses outside shop opening hours, so as to maintain town centre activity into the evenings.

- 7.5 Scunthorpe has been affected by the growth of out-of-centre shopping provision, a trend of the 1980s and early 1990s. Skippingdale Retail Park offers a range of retailers and is the most frequented centre in the area for shoppers wishing to purchase DIY goods. A second area of recent comparison growth has taken place at Lakeside Retail Park, comprising 10 retail units. Since 1996, the majority of new out-of-centre retail development in Scunthorpe, has however, been related to the sale of convenience goods, Lidl on Doncaster Road, and the re-opening of the former Co-op Pioneer store on Station Road as a Netto store, competing with the earlier out-of-centre stores, ASDA, Morrisons and Tesco. This level of convenience retail activity suggests that the out-of-centre convenience goods market in the town is now well served. Planning permission also exists for retail development at the Hornsby and Goodwyn site at Brigg Road, on the former Brown Cow public house site on Ashby High Street, on land opposite Glanford Park on the A18 to the west of Scunthorpe and on the Glebe Pit site, off Glebe Road, Scunthorpe. The overall result has been that approximately 56% of the town's existing gross retail floorspace is, at present, located on out-of-town sites, with the potential for this to increase to a figure of 65% if outstanding out-of-centre retail permissions are taken up. The Council sees no need for further development outside Scunthorpe town centre and Ashby High Street district centre.

Brigg

- 7.6 Brigg, an historic market town, has an attractive town centre, largely located within a conservation area. There are many listed buildings and the Brigg Regeneration Project has succeeded in promoting the refurbishment and improvement of a number of premises within the town's central core. The relief road to the north of the town centre has removed traffic from Market Place and Wrawby Street, which have been pedestrianised. The weekly market is a major attractor of trade to the town. A variety of pubs and restaurants maintain a healthy evening economy. Brigg town centre, therefore, offers an attractive and pleasant shopping environment. The recent enhancement has improved the centre and created the potential for a better range of quality shopping. The Market Place in particular offers considerable opportunities for further enhancement.
- 7.7 Retail provision in the centre of Brigg is mixed. There are very few national multiple retailers represented, the majority of the remainder being independent operators, some of whom have regional representation. A range of durable goods is available, from low order, local needs products to higher order, specialist goods. Convenience provision has principally been met by two supermarkets, which given their size and location were unable to provide the same product range and shopping environment as large superstores serving car borne traders located beyond the town's catchment area. Convenience provision has recently been improved by the development of a Tesco store on the former Stockmarket site, at Cary Lane/Barnard Avenue.

Barton upon Humber

- 7.8 Barton upon Humber is a typical country town with an attractive historic core, providing a high townscape quality. The centre is well served by a range of pubs and restaurants. Views onto the Humber Bridge and facilities including Baysgarth Museum and the Rope Walk Arts Centre attract visitors to the area. The Market Place, George Street, High Street and Fleetgate form the retail core. A major retail scheme by Proudfoots on the Ropery site next to Barton Haven was permitted with the aim of and has helped to increase pedestrian flows along Fleetgate.
- 7.9 The shopping profile of Barton upon Humber is distinctly one of independent retailers. There are few household names in evidence and before the Proudfoot Store opened, there was no modern supermarket in the town. 90% of Barton upon Humber's shopping trade is local (i.e. from within 5 miles), 75% living in Barton upon Humber.

Other Centres

- 7.10 In addition to the three main town centres, there are other smaller secondary retail centres (referred to as District Centres) in the area.
- 7.11 Epworth has a well-established retail core centred on High Street, Market Place and Church Street. The centre offers an attractive retail mix of independently operated convenience and specialist goods shops, and the town benefits from local tourism.
- 7.12 In Crowle, there are two main retail areas, both located on High Street, to the north at the junction of Cross Street and to the south, grouped around Market Place. Non-retail uses and a high number of vacant commercial properties fragment the

northern area, although the presence of a supermarket benefits this area. The southern area is a more clearly defined centre with greater stretches of continuous shopping frontages. Planning permission was granted in August 1999 for a 2300 m.sq supermarket on land at the junction of High Street/Godnow Road. This will benefit and improve retail provision in the southern area of Crowle Town Centre.

- 7.13 Kirton in Lindsey has a compact town centre, which focuses on a traditional market square. A range of shops and service outlets meet the needs of Kirton's residents and surrounding rural villages.
- 7.14 The Frodingham Road area is located adjacent to Scunthorpe Town Centre, but functions as a separate district centre, serving the needs of the surrounding Crosby Area. The centre is distinguished by a wide range of shops meeting the needs of the local community.
- 7.15 Ashby High Street, Scunthorpe, is a linear centre, with an increasing number of vacant properties on the south side of the High Street. There is an identified need for environmental improvements in this centre, in terms of replacing street furniture and implementing landscaping schemes.

Local and Rural Shopping Centres

- 7.16 All of the remaining villages and hamlets in the area also carry out a retail function as local and village centres, and small local shops provide for day-to-day needs. Local shopping parades in residential areas of the urban centres of North Lincolnshire play a similar role. These types of facilities are essential in helping to retain the character of settlements and offer important

facilities for local communities, particularly the less mobile members of a community and those without access to a private car/vehicle.

Aims and Objectives

- 7.17 PPG6 emphasises the importance of maintaining the vitality and viability of existing town centres, and recognises the detrimental effects that uncontrolled out-of-centre retail and leisure development can have on the economic prosperity and environmental quality of town centres. It also recognises the environmental and associated benefits that accrue from supporting town centre economies, as this encourages greater use of the existing transport infrastructure of town centres. There are also benefits in encouraging the development of town centres as places where people can live, work, shop and enjoy recreational activities without needing to travel to multiple destinations.
- 7.18 PPG6 advises that proposals for major retail developments are required to demonstrate the need for additional facilities, and that local planning authorities should assess planning applications for major retail development by means of a "sequential approach". This requires a developer to investigate using sites in a town centre as the preferred location for retail and entertainment uses. Only when it can be demonstrated that no appropriate sites exist, to meet a need or capacity for further development will edge-of-centre sites, district and local centres be considered, followed only then by out-of-centre sites in locations that are accessible by a choice of means of transport. Edge-of-centre sites are defined as those that are located within a reasonable walking distance of an existing centre so that people visiting these developments can reasonably combine such trips with

visits to the centre. In each case, consideration must be given to the local topography, including barriers to pedestrian movement, such as major roads and car parks, the extent of attraction of the town centre, and attractiveness of the route to or from the town centre. PPG6 says that most shoppers are unlikely to wish to walk more than 200 - 300 metres, especially when carrying shopping.

- 7.19 PPG6 states that Local Plans should consider existing retail and leisure provision and identify sites for development. It is the Council's aim that new shopping and leisure developments, particularly for durable goods retailing, should be concentrated primarily within the existing town centres of Scunthorpe, Brigg and Barton upon Humber. There is also potential for further retail expansion in the district centres of Crowle, Epworth, Kirton in Lindsey, Frodingham Road and Ashby High Street, of a scale commensurate with the size and function of these centres.

New Retail and Leisure Development

- 7.20 It is the aim of the Local Plan to strengthen the shopping function of Scunthorpe town centre. The Council will prepare development briefs for the key town centre sites identified under policy S1., These will include consideration of what action the Council needs to take to accelerate the process of site assembly if necessary, and where appropriate, compulsory purchase.

S1 - Scunthorpe Town Centre - New Retail and Leisure Development

Proposals for new retail and leisure development will be given favourable

consideration within Scunthorpe town centre on the following sites:

- 1) Land situated between John Street and Lindum Street and bounded by Manley Street and Cole Street.
- 2) Land situated between West Street and Chapel Street and bounded by Gilliatt Street and Wells Street. This site will only be released for development following the completion of development on the John Street/Lindum Street site.

7.21 Major improvements are planned to extend and upgrad the precinct area of Scunthorpe town centre to provide more retail facilities and car parking. This development will cover the majority of site S1-1. This means that land may be available on the West Street car park site (Site S1-2) for further development. This site could accommodate either single large users or a mixed development of smaller and specialist retail uses alongside housing and leisure facilities. A number of other mixed use sites in Scunthorpe town centre offer a range of shopping, leisure, office and housing development opportunities.

S2 - Development in Scunthorpe Town Centre

Within the defined town centre area of Scunthorpe,:

A) The following uses are preferred:

- i) Shops (A1) on the ground floor frontages
- ii) Business (B1) at upper levels

- iii) Residential (C3) at upper levels
- iv) Offices used by the public (A2)
- v) Food & Drink Outlets (A3)
- vi) Hostels & Hotels (C1)
- vii) Residential Institutions (C2)
- viii) Community Facilities (D1) open daily
- ix) Leisure & Recreational Facilities (D2)
- x) Taxi and Vehicle Hire Businesses

B) The following are examples of uses that will not be permitted:

- i) Business (B1) on ground floor frontages
- ii) General Industry (B2)
- iii) Warehouses & Open Storage (B8)
- iv) Car Showrooms
- v) Garage & Transport Depots
- vi) Petrol Filling Stations
- vii) Vehicle Repair Garages

Those areas of Scunthorpe town centre outside the defined frontages of the precinct area are particularly suited to a range of town centre activities. The Council will actively promote uses that increase the number of people living, working and finding entertainment in

the town centre, and promote evening activity beyond shop opening hours.

Proposals for non-shopping uses (i.e. uses not included within Use Class A1 in group (A) of this policy) will be permitted within the defined ground floor frontages of the Scunthorpe town centre precinct area provided that:-

- i) non-shopping uses would not exceed 20% of the total metrage of the defined frontage;**
- ii) any continuous frontage of non shopping uses would not exceed 18m; and**
- iii) the use maintains the retail appearance of the street and the design of the frontage takes into account the character of adjoining buildings and the centre as a whole.**

7.22 *Scunthorpe town centre precinct area will shortly be the subject of extensive refurbishment and extension, and needs to be protected as North Lincolnshire's primary shopping area. Any future erosion of ground floor shopping frontages in this area through the gradual incursion of non A1 (Retail) Class uses must be avoided to maintain its retail offer and attraction.*

7.23 *There is a need to encourage a mix of uses to ensure the ongoing vitality and viability of Scunthorpe town centre. The town centre is an attractive location for local independent retailers and specialist shopping, particularly in the western part of the centre which has also developed as a focus for evening activity and entertainment, with a growth in pubs and restaurants. These types of uses will therefore be encouraged in the town centre, and opportunities have also been identified for more residential development in the*

area, particularly in terms of first and second floor flats. The Council is also establishing a permanent Town Centre Management initiative, one of its aims being to ensure the ongoing vitality and viability of all areas of the town centre.

Retail and Leisure Development in Brigg Town Centre

7.24 There is a potential for further expansion in the town centre of Brigg of a scale appropriate to the size and function of the town centre. A retail study of Brigg indicated that future growth for convenience shopping in the town would best be catered for by the extension of one of the existing stores or the development of a modern foodstore located on the Stockmarket site. The recently developed Tesco store fulfils this requirement. A potential mixed use site on Market Place/Cary Lane, which includes the former Smith Parkinson garage site, provides the opportunity for a range of uses including shopping, offices and leisure in the centre of Brigg. Further opportunities exist to extend the range and quality of retail and leisure provision in Brigg so as to further strengthen the vitality and viability of Brigg town centre.

S3 - Development in Brigg Town Centre

The Council will actively promote the development of additional shopping and leisure facilities within Brigg town centre, of a size and scale compatible with the retail needs and character of the settlement. Particular encouragement will be given to development proposals that further enhance the vitality and viability of the market square area.

In the defined town centre area of Brigg:-

A) The following uses are preferred:

- i) Shops (A1) on the ground floor frontages**
- ii) Business (B1) at upper levels**
- iii) Residential (C3) at upper levels**
- iv) Offices used by the public (A2)**
- v) Food & Drink Outlets (A3)**
- vi) Hostels & Hotels (C1)**
- vii) Residential Institutions (C2)**
- viii) Community Facilities (D1) open daily**
- ix) Leisure & Recreational Facilities (D2)**
- x) Taxi and Vehicle Hire Businesses**

B) The following are examples of uses that will not be permitted:

- i) Business (B1) on ground floor frontages**
- ii) General Industry (B2)**
- iii) Warehouses & Open Storage (B8)**
- iv) Car Showrooms**
- v) Garage & Transport Depots**

vi) Petrol Filling Stations

vii) Vehicle Repair Garages

Proposals for non-shopping uses (i.e. those falling outside Class A1 in group A of this policy) will be permitted within Brigg town centre frontages provided they do not detract from the centre's shopping function. Proposals will be considered having regard to the existing character and function of the shopping street, the contribution which the proposal would make to the vitality and viability of the shopping street and the resulting proportion of non-shopping uses.

7.25 *There is a need to ensure that Brigg town centre continues to be a focus for investment and maintains its role as a service centre for the town. This will be achieved while ensuring that the retail character of the centre is not eroded as a result of inappropriate development.*

Retail and Leisure Development in Barton upon Humber Town Centre

7.26 The town centre area can accommodate a range of town centre uses, and the Council will encourage proposals that will maintain the future vitality and viability of the centre.

S4 - Development in Barton upon Humber Town Centre

The Council will actively promote the development of additional shopping and leisure facilities within Barton upon Humber town centre, of a size and scale compatible with the retail needs and character of the settlement. Particular encouragement will be given to development proposals which achieve regeneration of the west end of the High Street/Fleetgate area.

In the defined town centre area of Barton upon Humber:-

A) The following uses are preferred:

- i) Shops (A1) on the ground floor frontages**
- ii) Business (B1) at upper levels**
- iii) Residential (C3) at upper levels**
- iv) Offices used by the public (A2)**
- v) Food & Drink Outlets (A3)**
- vi) Hostels & Hotels (C1)**
- vii) Residential Institutions (C2)**
- viii) Community Facilities (D1) open daily**
- ix) Leisure & Recreational Facilities (D2)**
- x) Taxi and Vehicle Hire Businesses**

B) The following are examples of uses that will not be permitted:

- i) Business (B1) on ground floor frontages**
- ii) General Industry (B2)**
- iii) Warehouses & Open Storage (B8)**
- iv) Car Showrooms**
- v) Garage & Transport Depots**

vi) Petrol Filling Stations

vii) Vehicle Repair Garages

Proposals for non-shopping uses (i.e. those falling outside Class A1 in group A of this policy) will be permitted within Barton upon Humber town centre frontages provided they do not detract from the centre's shopping function. Proposals will be considered having regard to the existing character and function of the shopping street, the contribution which the proposal would make to the vitality and viability of the shopping street and the resulting proportion of non-shopping uses.

7.27 *It is important that Barton town centre is maintained as a retail centre, and that new investment is focused to maintain the vitality and viability of existing retail areas. Proposals will be supported that secure the re-use of vacant retail units for retail purposes, particularly in the High Street/Fleetgate area. At the same time it is important to ensure that no further erosion of the retail character of Barton occurs through the introduction of inappropriate uses.*

Development in District Shopping Centres

7.28 In addition to the main town centres of Scunthorpe, Brigg and Barton upon Humber, the centres of Crowle, Epworth and Kirton in Lindsey, together with Frodingham Road and Ashby High Street in Scunthorpe function as district shopping centres, serving a more localised catchment and providing mainly specialist shopping, local convenience outlets used for day-to-day "top up" shopping, and in the case of Epworth, shops for tourists.

S5 - Development in Crowle, Epworth, Kirton in Lindsey, Frodingham Road and Ashby High Street District Shopping Centres

The Council will actively promote the development of additional shopping facilities within Crowle, Epworth, Kirton in Lindsey, Frodingham Road and Ashby High Street district shopping centres, of a size and scale compatible with the retail needs and character of the settlement.

In district shopping centres proposals for non-shopping uses (i.e. those falling outside Class A1) will be permitted provided they do not detract from the centre's shopping function. Proposals will be considered having regard to the existing character and function of the shopping street and the resulting proportion of non-shopping uses.

Proposals for a new retail development will be given favourable consideration on the Nursery site and associated car park, Belton Road, Epworth.

7.29 *District shopping centres should offer retail and service facilities of a scale appropriate to meet the needs of their local catchment, and any erosion of their retail character will be resisted.*

Small Local Centres and Corner Shops

7.30 The Council wishes to protect local shopping facilities located in small local centres outside town and district centres, in order to ensure continuing convenience for residents, to promote a continued sense of community and to reduce longer journeys to out-of-centre shopping outlets in accordance with PPG13. It is

acknowledged, however, that the retention of shopping facilities on such a scale, in the current retailing climate, can sometimes be financially unviable. Policies for change of use to restaurants, hot food takeaways, taxi offices, and other normal development control considerations will be applied where appropriate.

S6 - Small Local Centres and Corner Shops

The change of use of corner shops and shops in small local centres from Use Class A1 (Shops) to non-shopping uses will be permitted provided that:

- i) the existing use is not a convenience goods store or retail outlet which is required to meet the day-to-day shopping needs of residents in the neighbourhood; and**
- ii) it can be satisfactorily demonstrated that the unit is no longer viable for retail purposes and that reasonable efforts have been made to dispose of the property for a Class A1 use; and**
- iii) it can be proven that the proposed use would be a significant benefit to the local community.**

7.31 *Policy S6 aims to ensure a continuing role for local shopping facilities outside the town and district centres. It will apply to single shop units and shopping parades within villages and local shopping parades within residential areas of larger centres. In terms of uses that are of significant benefit to the community, these will be uses that provide a direct service to local people so helping to reduce the need to travel to larger centres. Uses that will attract*

visitors to travel into these local centres will not be generally acceptable, as they would be more appropriately located within town and district centres.

Edge-of-centre Retail and Leisure Development

7.32 An edge-of-centre site is defined as a site that allows car-borne shoppers to walk into a town or district centre for other business, and visitors who arrive in the centre by other means of transport, to walk to the site, thereby facilitating linked trips. Hence an edge-of-centre location will be determined by what is an easy walking distance for shoppers walking to, but more importantly, away from the site carrying shopping. The limits on whether a pedestrian flow will result between edge-of-centre development and an existing centre will depend on local topography, including barriers to pedestrian movement, such as major roads and car parks, the strength of attraction of the town centre, and the attractiveness of the walk to or from the town centre.

S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- i) a clear need for the development has been demonstrated;**
- ii) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become**

available within a reasonable time period;

- iii) the site shall be within easy walking distance of the primary shopping area of the centre;**
- iv) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.**

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.

7.33 PPG6 requires developers to demonstrate a need for new retail and leisure development. This assessment should extend beyond simple analysis of demand and spare consumer expenditure capacity to encompass the full range of quantitative and qualitative factors which are relevant to the particular centre and its role in the hierarchy of centres. The Government advocates a sequential approach to assess suitable sites for retail and other developments traditionally located in town centres. This approach acknowledges the adverse effect on the vitality and viability of traditional town centres that results from allowing major retail and leisure growth outside these areas. Where it can be demonstrated that there is no adequate town centre location for a proposed development, a developer should next explore the viability of an edge-of-centre location in accordance

with the criteria set out in policy S7. For the purposes of this Plan, an edge-of-centre location shall be defined as a site outside a defined town centre, and within 200 - 300 metres of the perimeter of the town centre area. This will be particularly relevant in the case of supermarkets, where it may be difficult for operators to find large enough sites in town centre locations. Where a site does not meet the criteria listed in policy S7, a proposal will be considered as an out-of-centre development and will be assessed in accordance with policy S8.

Out-of-centre Retail and Leisure Development

7.34 Recent years have seen increasing pressure for proposals for retail and leisure development on sites that are clearly separate from existing town and district centres. Some types of retailing, such as large stores selling bulky white electrical goods, furniture or DIY materials, are often best suited for this type of location. The uncontrolled spread of major retailing and leisure uses into out-of-centre locations, can, however, result in an adverse impact on the vitality and viability of existing centres, jeopardising future private sector investment in existing centres, increasing vacancy rates, and ultimately the physical condition of a centre. Out-of-centre sites often act as major traffic generating uses, increasing reliance on the private car and limiting the shopping choices of people without access to cars.

7.35 These adverse impacts result not only from single large developments, but also as a result of the cumulative effect of recently completed out-of-centre developments in the catchment areas of existing town, district and local centres. The Council supports the government's objectives of sustaining and enhancing existing

centres. Permission will only be granted where it can be demonstrated that no adverse effects will result or that such effects can be substantially mitigated.

7.36 New forms of retailing have emerged in the early 1990s, such as warehouse clubs specialising in bulk sales at reduced prices, with access often limited to businesses, organisations or individuals that pay for membership. Some factories have opened ancillary retail outlets selling seconds and end-of-line goods. For the purposes of this plan, such establishments will be subject to the same locational policies as other traditional retail uses.

S8 - Out-of-centre Retail and Leisure Development

Planning permission will only be permitted for out-of-centre retail and leisure development where:

- i) a clear need for the development has been demonstrated;**
- ii) the developer can demonstrate that there are no sites for the proposed use within or at the edge of the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period; and**
- iii) the proposal, in addition to the cumulative affects of recently completed developments and outstanding planning permissions, will have no adverse impact on the vitality and viability of existing town or**

district centres and the rural economy. In all cases, applications shall be accompanied by a retail impact assessment;

- iv) the site is, or can be made, accessible by a choice of means of transport, including public transport, walking and cycling.**

Where it is deemed appropriate, conditions will be imposed restricting the minimum unit size of the development and restricting the type and range of goods sold, so as to prevent the operators directly competing with existing town or district centres. In all such cases, the developer will be expected to support the proposal with evidence submitted in an impartial Retail Impact Assessment.

7.37 *PPG6 requires developers to demonstrate a need for new retail and leisure development. This assessment should extend beyond simple analysis of demand and spare consumer expenditure capacity to encompass the full range of quantitative and qualitative factors which are relevant to the particular centre and its role in the hierarchy of centres. The principle of the sequential approach applies to both comparison and convenience shopping. Comparison shopping should continue to be the mainstay of retailing in most sizeable town and district centres. Supermarkets and leisure uses such as cinemas and bowling centres complement comparison retailing. The government advises local authorities to encourage comparison shopping to locate in town and district centres and to avoid the sporadic siting of such uses out-of-centre.*

7.38 *While it is recognised that some types of retailing need large sites for storage and display, and may not be able to find suitable large sites in, or on the edge of town or district centres, there is still a need to ensure that such developments are located where they will be easily accessible by a choice of means of transport and have no detrimental impact on the road user hierarchy.*

Restaurants and Hot Food Takeaways

7.39 *While cold snack and sandwich bars are classed as shops (Use Class A1), restaurants, cafés and takeaway hot food establishments fall under a different class (A3) of the Town and Country Planning (Use Classes) Order 1987, and hence changes of use from existing shops and other uses to hot food takeaways and restaurants require planning permission. Although these uses complement town and district centre retail areas, it is important that they do not become too dominant in primary retail frontages.*

7.40 *A number of problems are often associated when takeaway food shops are proposed near residential areas. They will, therefore, only be appropriately located within town, district and local centres.*

S9 - Restaurants and Hot Food Takeaway Establishments

Proposals for restaurant and hot food takeaway establishments will be permitted in town, district and local centres subject to the following criteria:

- i) the premises are not located where**

individually or cumulatively they would have an adverse impact on the occupiers of nearby residential properties by reason of noise and disturbance, litter or on-street parking;

- ii) **the development must not create a road safety hazard or create traffic congestion, due to its being located on a bend, junction, hill or any other restriction on the public highway;**
- iii) **suitable off or on-street parking is available on or near the premises so as to avoid detriment to road safety or residential amenity;**
- iv) **a suitable fume extraction system and refuse storage area is installed to ensure that the amenity of nearby residents is protected from the emission of smells and fumes;**
- v) **when planning permission is granted for restaurants and hot food takeaway establishments, the Council will consider whether it is desirable to impose conditions, including limiting the hours that the premises may remain open, so as to avoid possible loss of amenity to nearby residents resulting from noise and disturbance.**

7.41 *Takeaway food establishments and restaurants can add to the quality and*

attractiveness of existing centres and provide a useful service to shoppers and local residents. However, at the same time they can cause a nuisance both in the immediate area of the facility itself, through problems with noise, smell, traffic and litter, as well as further away.

Petrol Filling Stations

7.42 There has been a recent expansion in the number of petrol filling stations, and many now have a wide range of non-motorist goods. The Council recognises that this results in a valuable supplementary facility for basic convenience goods, particularly in those areas where local facilities are poor.

7.43 Such facilities can, however, cause a problem if not carefully sited. Particularly near residential areas, environmental problems, in terms of visual amenity, reduction in road safety, light spillage, fumes and noise (particularly late at night) can result. These problems can be exacerbated where ancillary uses such as car wash facilities are included. Within the open countryside, petrol filling stations can be unsightly due to their prominence in the surrounding countryside.

S10 - Petrol Filling Stations

Proposals for petrol filling stations will be permitted subject to the following criteria being met:

- i) **permission will not be granted within residential areas or the open countryside unless it can be demonstrated that there is no viable alternative site in a non-residential area or within a settlement development boundary;**

- ii) **the design of the development should not cause demonstrable harm to the character and appearance of the area. Where appropriate, a condition will be imposed requiring that a scheme of landscaping be implemented to a standard agreed by the local planning authority so as to minimise the visual impact of the development;**
- iii) **the development will not result in highway safety problems;**
- iv) **where necessary, a condition will be imposed limiting the hours of deliveries, equipment maintenance and the operation of car wash facilities so as to avoid any adverse effects on nearby residential properties.**

7.44 *In recent years, retail facilities in petrol filling stations have expanded to serve motorists and increasingly have taken over the role of the traditional corner shop. This trend has, on the whole, been beneficial, but increased activity at petrol filling stations, particularly in terms of longer opening hours, has increased concerns relating to detrimental loss of amenity to adjoining occupiers by way of noise and disturbance. Such facilities can also be of an inappropriate scale and visual appearance to allow for their location in the open countryside. Policy S10, therefore seeks to control any detrimental side effects. Developers are also referred to the Environment Agency document Policy and Practice for the Protection of Groundwater for guidance on how to avoid pollution to important groundwater resources as a*

result of run-off from petrol station forecourts.

Temporary Markets, Car Boot Sales and Lay-by Trading

7.45 These types of trading are becoming increasingly attractive to some operators due to the minimal investment and low overheads required to establish such businesses. Lay-by trading can provide a convenient service to passing drivers, particularly where catering facilities are provided. All such uses can, however, cause severe problems as regards road safety, parking, litter, unsightliness and signing.

S11 - Temporary Markets, Car Boot Sales and Lay-by Trading

Planning permission for temporary markets, car boot sales and lay-by trading will only be granted temporary planning permission provided that:

- i) **access and parking arrangements are adequate and will not result in a reduction of road safety, and;**
- ii) **no adverse impact will result on residential properties in the vicinity as a result of noise, disturbance, etc., and;**
- iii) **the proposal will not have an adverse impact upon the character and appearance of the area, particularly if the proposal is to be located in the open countryside or in other**

**environmentally
sensitive locations.**

- 7.46 *Planning permission is required for any vehicle or trailer that operates from the same site for more than 28 (not necessarily consecutive) days in any calendar year, reduced to 14 days in the case of markets and car boot sales. In order to ensure that facilities do not become permanent, and environmental and road safety problems do not persist in the future, the Council will only be prepared to grant temporary permission to those proposals where parking and access arrangements are adequate and the facility is properly maintained.*

