District and Local Centres and Centres of Neighbourhood Importance Background Paper

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Introduction

1. This paper outlines the approach to future district and local centre and centres of neighbourhood importance policies that will be contained within the Rushcliffe Local Plan Part 2 (Land and Planning Policies) publication draft.

2. Part 1 of this paper identifies and justifies the District and Local Centres and the primary shopping areas and retail frontages within these areas. It also identifies Centres of Neighbourhood Importance.

3. Part 2 sets out policy approaches within these economically important areas of the Borough. This background paper supports the Council’s position that policies which manage development within Rushcliffe’s District and Local Centres and Centres of Neighbourhood Importance comply with National Planning Policies and are sound.

National Planning Policies Framework

4. Paragraph 23 of the National Planning Policy Framework (NPPF) states that planning policies should be positive, promote competitive town centre environments and set policies for the management and growth of centres over the plan period.

5. It specifically requires planning authorities recognise town centres as the heart of communities and pursue policies to support their viability and vitality. This is achieved by:

- Defining a hierarchy of centres that is resilient to anticipated changes
- Defining the extent of town centres (identified as District or Local Centres, or Centres of Neighbourhood Importance in the Core Strategy) and primary shopping areas, based on a clear definition of primary and secondary frontages in designated areas, and setting policies which identify permitted uses.

6. Policies should promote competitive town centres that provide customer choice and a diverse retail offer and reflect the individuality of town centres.

Adopted Local Plan Part 1: Core Strategy

7. In accordance with the NPPF, the Local Plan Part 1: Core Strategy Policy 6 part 1 identifies the following hierarchy of centres:
- **District Centres**: Bingham and West Bridgford
- **Local Centres**: Cotgrave, East Leake, Keyworth (The Square), Keyworth (Wolds Drive), Radcliffe on Trent and Ruddington
- **Centres of Neighbourhood Importance** (identified in Local Plan Part 2 (Land and Planning Policies))

8. Policy 6 (2) specifies that boundaries of centres, primary shopping areas and the identification of sites for main town centre uses to meet identified need will be defined in Local Plan Part 2.

9. As required by the NPPF and Core Strategy this report justifies the extent of District and Local Centres, their primary shopping areas, and primary and secondary frontages as identified within the Publication Draft Local Plan Part 2.

10. The defined retail centres within the borough have been reviewed in light of the NPPF’s requirements, to establish the extent of the district and local centres (as identified in the Core Strategy) and current primary and secondary frontages.

11. The appropriateness of the extent of the Non-Statutory Replacement Local Plan policy Shop2a areas will also be considered, to ensure that the vitality and viability of centres is retained and enhanced. Shop 2a areas broadly reflect the primary shopping areas as defined in the NPPF (these comprise the primary and secondary frontages).

**Broxtowe, Gedling, Nottingham City and Rushcliffe Retail Study 2015**

12. Part 2 of this paper (policy approaches within district and local centres) is informed by the Broxtowe, Gedling, Nottingham City and Rushcliffe Retail Study 2015\(^1\), which includes a health check and assessment of current and future retail needs of the Borough’s district and local centres.

13. It concludes that Bingham’s District Centre is healthy and vibrant, meeting the needs of the residents of the town and the adjoining villages. A qualitative need is identified to improve convenience retail provision in the centre, which is limited to ‘local’ format foodstores. Whilst there is potential to promote more intensive development within the north east corner of existing town centre Primary Shopping Area, the centre would benefit from expansion of the Primary Shopping Area.

\(^1\) *Broxtowe, Gedling, Nottingham City and Rushcliffe Retail Study 2015* Carter Jonas
14. West Bridgford’s District Centre is a successful, vibrant and vital centre, offering a mix of retail and service operators. The existing defined Primary Shopping Area and shopping frontages assist in maintaining the right balance of retail and service uses in the centre. Therefore, no changes are recommended to the defined boundaries.

15. Based on capacity requirements, limited opportunities within centres and existing permissions the study recommends that proposals for new comparison and convenience goods retailing of 500m$^2$ at edge and out of centre locations in the Borough should not have significant adverse impact on the centres, either on their own or cumulatively with other commitments in the area. The threshold for undertaking an impact assessment of retail developments within an edge or out-of-centre location, as set out in LP2, is therefore 500m$^2$ (see Policy 27).

16. Whilst there are a number of extant planning permissions for supermarkets at Edwalton and West Bridgford and the local retail centres proposed within the strategic urban extensions, due to the planned level of growth in the Core Strategy, further retail capacity may be required. The study suggests a review of the District and Local Centres should be undertaken when key housing sites and retail development have been completed and any changes in shopping patterns are established. This may result in the promotion of Bingham and West Bridgford from District to Town Centres. This should occur through the review of the Local Plan.

17. Within local centres (Cotgrave, Radcliffe on Trent and Ruddington) a similar situation exists. As vacancy rates are generally low it is considered that all centres are performing positively.

**Defining District and Local Centres, Primary Shopping Area and Retail Frontages**

**Methodology**

18. Annex 2 of the NPPF provides the following designations and definitions for retail areas.

**Primary shopping area**

19. Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).
Primary frontages

20. Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods.

Secondary frontages

21. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

Town centre

22. Area defined on the local authority’s policies map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance (identified as Centres of Neighbourhood Importance in the Core Strategy and included in this paper). Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres. For example the small retail area (identified as a Centre of Neighbourhood Importance) and supermarket at Gamston, adjacent to the A52, is considered an out-of-centre location.

Defining retail areas within Rushcliffe

District and local centre boundaries

23. The NPPF requires the definition of town, district and local centres. For the purposes of this background paper and Local Plan Part 2, centre boundaries are defined according to the existing primary shopping area (primary and secondary frontages), civic, religious and community buildings, leisure and cultural facilities, car parks and office developments.

Primary shopping area

24. These represent the main retail centre, encompassing the primary retail frontage and adjacent secondary frontage.

25. As recognised in the Core Strategy, in some areas, a significant second Local Centre has developed spatially separate from the primary shopping area, notably the Wolds Drive precinct in Keyworth. Such areas may still have a fairly high footfall count and may contain a mix of retail opportunities. For the
purposes of this paper, Wolds Drive has been classed as a primary shopping area with secondary frontages.

**Primary frontages**

26. These are characterised in general by a higher proportion of A1 retail uses than secondary frontages. The percentages of retail and other units for each District and Local Centres primary frontages are set out in Appendix A. Primary frontages act as the main focal point for settlements, and tend to have a high footfall count compared to adjacent areas. Commercial rental rates tend to be highest in primary frontage areas, reflecting consumer demand. Street level vacancy rates also tend to be lower than in secondary frontage areas. To maintain the viability and vitality of primary frontage areas, policies will ensure that an appropriate mix of retail uses is maintained.

27. Primary shopping frontages identified in this paper reflect existing retail policy (policy Shop2a in NSRLP), although these frontages have been reviewed following representations on Local Plan Part 2 and the need to reflect current retail conditions. NSRLP policy Shop2a states that non-A1 retail uses should not exceed 35% of all units, and the identification of primary frontages has followed this policy, with the exception of West Bridgford and Radcliffe on Trent, where non-A1 units comprise 37% and 42% of their respective primary retail frontages.

**Secondary frontages**

28. These are characterised in general by a more diverse mix of commercial uses other than A1 retail, for example encompassing a greater mix of cafes, banks and businesses. The percentages of retail and other units for each District and Local Centre secondary frontages are set out in Appendix A. Secondary frontages tend to have a lower footfall count and often lower rental levels, although this may not be clear cut. Street level vacancies may be higher in secondary areas, as a reflection of lower commercial demand. Secondary frontages are normally located directly adjacent to primary frontages and the diverse mix of uses help to support primary shopping areas. Secondary frontages reflect current Rushcliffe Shop2b, allowing for development and change of use that is of A1, A2, A3, A4 or A5 use.

**Centres of Neighbourhood Importance**

29. These contain a mix of commercial uses but may be spatially separated from the main retail centres within settlements. These areas service the everyday needs of local communities, rather than acting as a major focal point within settlements. Therefore, in accordance with the NPPF, these neighbourhood centres are considered out-of-centre locations and the 500m² threshold, which
requires an impact assessment, should be applied. This is set out in the draft Policy 27. Whilst they have been identified within this paper, as with the District and Local Centres, their boundaries and the policies that apply within them will be confirmed following consultation and examination of Local Plan Part 2.

**Bingham**

30. Bingham has a compact retail centre, which existing planning policies aim to maintain. The 2015 Retail Study confirms that Bingham’s District Centre is healthy and vibrant, meeting the needs of the residents of the town and the adjoining villages. A qualitative need is identified to improve convenience retail provision in the centre, which is limited to ‘local’ format food stores. Whilst there is potential to promote more intensive development within the north east corner of existing town centre Primary Shopping Area, the centre would benefit from expansion of the Primary Shopping Area.

31. Some retail uses have emerged outside of the current Shop2a policy area, including two supermarkets (Lidl and Aldi) although these are isolated outside the primary shopping area. The current Shop2a policy area still appears to be adequate, and should set the basis for the Primary Shopping Area.

**District Centre**

32. Bingham’s District Centre includes all the primary shopping area, extending west to Fairfield Street and north to Newgate Street. This area includes the main car park, health centre and Library. The District Centre also includes: the South Nottingham College Buildings and offices north of the Market Place; the Chesterfield Arms on Church Street; and the Bingham public house, offices and retail units on the south side of Long Acre.

**Primary Shopping Area**

33. The Primary Shopping Area follows the previous Shop2a policy area, with a few alterations to exclude residential uses to the North of the Market Place.

**Primary Retail Frontage**

34. Market Street was found to have a high footfall count compared to Union Street, with a predominantly A1 use class frontage. Church Street was also found to be well used, particularly due to the presence of bus stops.

35. Market Street (West of):
   - 2 Market Street to 8 Market Street (Sainsbury’s).
36. The following frontages are identified as secondary frontages. Following consultation on the Draft Issues and Options, the courtyard off Long Acre was added to as a secondary frontage. The secondary frontages in Bingham comprise:

- Market Street (East of): 5-13
- Market Street: 19-20
- Long acre (odds) including the small courtyard: 19-51
- Church Street: 1, 1a, 25, 27
- Courtyard of Longacre
Cotgrave

37. The primary shopping area is clearly defined by means of a purpose built shopping precinct and as such the currently defined Shop2a policy area remains relevant. A spatially separate cluster of retail exists around the Bingham Road/Plumtree Road junction, but does not represent a significant continuous frontage.

Local Centre

38. Cotgrave’s Local Centre includes the car park and amenity spaces between the primary shopping area, Candleby Lane and Scotland Bank.

Primary Shopping Area

39. The Primary shopping area encompasses the precinct, following the current NSRLP Shop2a policy area. The area is well defined as a shopping area, and is fully pedestrianised.

Primary Retail Frontage

40. The north and west of the precinct represents the main retail frontages, with a mixture of A1 and other uses. The southern and external extent of the precinct is mainly fronted by non-retail uses including a health centre, library and police station, although a café is located to the south.

Potential Centre of Neighbourhood Importance

41. Bingham Road/Plumtree Road junction
East Leake

42. The primary shopping area is focused on the Main Street/Gotham Road junction. Some retail is located in purpose built parades, whilst other developments exist as a change of use to residential properties. Both Main Street and Gotham Road were found to have a fairly comparable footfall count, although this is slightly higher on Main Street.

Local Centre

43. The boundary of the Local Centre extends beyond the Primary Shopping Area, including the car parks (off Gotham Road and to the rear of the Cooperative Store), public toilets, library and health centre of Gotham Road. The boundary also includes the Catholic Church of Our Lady of the Angles and Nags Head west on Main Street, and the Bulls Head public house east on Main Street. Following advice from East Leake Parish Council, the Local Centre boundary was extended to reflect the Village Centre boundary as shown within the adopted Neighbourhood Plan.

Primary Shopping Area

44. The Primary Shopping Area follows the previous Shop2a policy area in the NSRLP.
Primary Retail Frontage

45. Primary Retail Frontage represents the main retail area, containing a number of A1 uses. The Cooperative Store represents a major A1 retail unit but lies spatially separate from the main parade.

- Main Street (evens) 42 - 64
- Main Street (odds) 67 - 79
- Gotham Road (odds) 1 - 13
- Gotham Road (evens) 2 – 6
- Pedestrianized area leading from Gotham Road to the health centre and library.

Secondary Retail Frontage

46. The Secondary Retail Frontage includes Main Street east (including the Cooperative store) and two blocks west of the shopping precinct.
Keyworth

47. The main retail area is based around ‘The Square’ although a shopping parade exists separate from this area on Wolds Drive. Despite the fact that ‘The Square’ is designated as a Shop2a policy area, Wolds Drive was found to have a slightly higher footfall count. The adopted Core Strategy has designated Wolds Drive as a local centre. On this basis, two primary shopping areas have been designated for the purpose of this paper.

Local Centres

48. Keyworth has two local centres identified within the adopted Core Strategy:
   - The Square
   - Wolds Drive

49. The Square Local Centre extends north to the Webster Hall, St Mary Magdalene Church and Rectory, east to the Church Hall and Plough Public House, south to the post office and west to the Health Centre, fitness club and car park.

50. Wolds Drive Local Centre extends north to the end of the Parade, east to the Keyworth Tavern Public House and along Wolds Drive, south to the leisure centre, and west to the Library on Church Drive. As a proportion non-retail landuses (leisure centre, library, and public house) contribute significantly to the extent of Wolds Drive Local Centre.

Primary Shopping Areas

51. The primary shopping areas for The Square and Wolds Drive follow the previous Shop2a policy area in the NSRLP

Primary Retail Frontage

52. The Square is the only area in Keyworth with Primary Retail Frontages:
   - 2-18 The Square, 1-11 The Square
   - 2- 8 Main Street

Secondary Retail Frontage

53. On The Square the Secondary Shopping Frontages are located on Main Street, south and east of The Square.

54. On Wolds Drive the Precinct and Budgens provide Secondary Retail Frontages.
Centre of Neighbourhood Importance

55. The junction of Nottingham Road and Debdale Lane is identified as a Centre of Neighbourhood Importance within the Local Plan Part 2. Its designation is supported by Keyworth Parish Council and is identified as an ‘Area of Neighbourhood Importance’ in the emerging Neighbourhood Plan. Within these areas development proposals in Use Classes A1-A4 is encouraged, particularly those which achieve a strong active frontage during the day. This neighbourhood plan policy is more restrictive than the criteria applied to development in centres of neighbourhood importance, as set out in Policy 26 of Local Plan Part 2, which allows A5 uses (hot food and take-away).

56. The area contains a range of local retail units, which include a fish and chip shop, DVD rentals, automotive and cycle parts shop, barbers shop, public house, convenience store and veterinary service. The quantity and mix of retail, services and facilities and their accessibility within the northern area of Keyworth warrants the areas identification as the only centre of neighbourhood importance outside West Bridgford.
Radcliffe-On-Trent

57. The shopping area is focused around a small shopping parade and Cooperative on Main Street. This area has wide pavements incorporating some outdoor seating, and has a high footfall count. A number of shops including a parade exist along Bingham Road east of the Primary Retail Frontage, although this area has a generally lower footfall.

Local Centre

58. The Local Centre extends east, south and west of the Primary Shopping Area. It includes the small parade of shops east on Bingham Road (identified as a Secondary Retail Frontage), car parks and Grange Hall south of the main shopping area and the Church and Royal British Legion west on Main Road. Following advice from Radcliffe on Trent during consultation on the Issues and Options Draft Local Plan Part 2, the Local Centre boundary was amended to reflect the Village Centre boundary as identified within the adopted Neighbourhood Plan. This includes the railway station north of the main retail area.

Primary Shopping Area

59. The primary shopping areas broadly follow the previous Shop2a policy area in the NSRLP. However the Tesco’s local store (formally The Black Lion Public House) has now been included.

Primary Retail Frontage

60. The Primary Retail Frontage is located either side of Main Street between the junction with Shelford Road, and Richmond Terrace.

Secondary Retail Frontage

61. The Secondary Retail Frontages are located east and west of the Primary Retail Area on Bingham Road and Shelford Road. A small secondary frontage is further east on either side of Bingham Road.
Ruddington

62. The shopping area is focused around the High Street, with a linear pattern rather than a defined centre. This is where most of the A1 uses can be found, and has the highest footfall. A number of units exist on side-roads off from High Street, with a cluster of units along Church Street, including a Cooperative and a number of isolated units (bakery, restaurant and takeaway).

Local Centre

63. The Local Centre of Ruddington extends east and west of the Primary Retail Frontages along the High Street and Church Street. Public houses on Easthorpe Street have been included within the Local Centre east of the High Street.

64. West of the High Street, the Local Centre includes the Church and War Memorial, Village Museum, Methodist Church, Library, Cooperative Food Store, and a limited number of retail, takeaway food establishments and restaurants. It has been extended south along Church Street to encompass the Whitehorse Public House and Knitters Museum.
Primary Shopping Area

65. The Primary Shopping Area follows the Shop2a defined policy area within the NSRLP, with an extension to incorporate some retail adjacent to Sainsbury’s on High Street.

Primary Retail Frontage

66. The Primary Retail Frontages are on the High Street and Church Street.

- East side of the High Street from numbers 1 to 21
- West side of the High Street from numbers 2 to 24
- Both sides of Church Street numbers 1 to 15 and 2 to 14

Secondary Shopping Frontage

67. The Secondary Retail Frontages are located on:

- Church Street south of the St Peters Church, including the Cooperative.
- High Street north of the Church Street junction to the Sainsbury’s local store.
- High Street between Asher Lane and Kirk Lane (on the east side)
- Charles Street numbers 1 to 3
West Bridgford District Centre

68. Central Avenue forms a well-defined semi-pedestrianized shopping area, incorporating a range of A1 retail uses. A number of shops including a small shopping precinct are located around Tudor Square. The Central Avenue was found to have a higher footfall and greater proportion of A1 uses than Gordon Road and Bridgford Road, and acts as the focal point for the primary shopping area.

District Centre

69. The District Centre extends north and east of the primary shopping area (Bridgford Road, Central Avenue and Gordon Road). It includes the Library and adjacent car park, and Bridgford Park (formal gardens only). The Cooperative customer car park, St Giles Church, Rushcliffe Council Contact Centre and Police Station extend the District Centre west of the primary shopping area.

Primary Shopping Area

70. Following the Shop2a defined policy area, but extending to incorporate Gordon Road and Bridgford Road.

Primary Retail Frontage

71. The Primary Retail Frontages are:
   - Central Avenue
   - Tudor Square (including Albert Road, Rectory Road and Davies Road)

Secondary Retail Frontage

72. The Secondary Retail Frontages are:
   - Gordon Road between Tudor Square and the Test Match public house.
   - Bridgford Road between the Bridgford Business Centre and Millicent Road.
Centres of Neighbourhood Importance in West Bridgford

73. In addition to the District Centre, West Bridgford contains 10 potential Centres of Neighbourhood Importance. These are located at:

- Abbey Road
- Boundary Road
- Compton Acres
- Gamston Local Centre
- Hilton Crescent
- Loughborough Road
- Melton Road
- Musters Road
- Radcliffe Road
- Trent Boulevard

Abbey Road

74. Abbey Road contains a small row of independent shops and café. One of the eight units is vacant. On the opposite side of Abbey Road of Eltham Road there is an additional retail unit and hairdressers.
Boundary Road

75. Boundary Road contains a small selection of independent retail units (five), including a convenience store, and café. All the units are occupied.
Compton Acres

76. Compton Acres precinct is a small purpose built shopping complex which contains a supermarket ‘local’ store, hot food takeaways, restaurants and retail units. There is also a dentist and nursery.

Gamston

77. Gamston’s potential Centre of Neighbourhood Importance has limited retail activity (one pet store) which is adjacent to a vets practice. The community facilities (health centre and community centre) and nursery provide important services. Opposite the retail units and community centre, a large public house is included within the centre of neighbourhood importance.

78. The neighbouring supermarket has been excluded from the Centre of Neighbourhood Importance as it serves a much wider area, beyond Gamston.
Hilton Crescent

79. The Hilton Crescent precinct is a small purpose built shopping area which contains eight retail units, including a supermarket ‘local’ store. One unit is vacant at the present time.
Loughborough Road

80. The potential Centre of Neighbourhood Importance on Loughborough Road consists of a variety of independent retailers, hot food takeaway restaurants, a national mobile phone retailer, café, and post office. Vacant units are located towards the north of the row of shops.

81. Opposite the row of shops is a large public house which has been included within the centre of neighbourhood importance, and a supermarket, which is excluded as it serves the wider area of West Bridgeford.

Melton Road

82. Melton Road potential Centre of Neighbourhood Importance is a vibrant retail area consisting of a wide variety of independent shops, post office, professional and health services and petrol station. There are no vacant retail units within the area.
Musters Road

83. Musters Road is located in close proximity to Trent Bridge, the cricket and football grounds, county and district council offices and West Bridgford District Centre. It contains a variety of hot food takeaways (predominantly located closer to Bridgeford Road and cricket ground), offices, retail units (including the ‘local’ superstore on Bridgeford Road) and nursery. The Friary Uniform Reformed Church and Fellowship Centre are also included within the potential Centre of Neighbourhood Importance.
Radcliffe Road

84. The potential Centre of Neighbourhood Importance along Radcliffe Road extends from Trent Bridge to Lady Bay Bridge. Towards Trent Bridge the frontage is dominated by hot food takeaways. Units opposite the cricket ground are a mixture of retail and hot food takeaways and restaurants, with retail the dominant activity towards Lady Bay Bridge.
Trent Boulevard

85. Trent Boulevard contains three blocks of retail, hot-food takeaway and cafés. The post office and public house are located to the west. There are a number of vacant units indicating that viability may be an issue in this area.

Part 2: Local Plan Part 2 Policies within District and Local Centres, or Centres of Neighbourhood Importance

86. NPPF paragraph 23 requires positive planning policies that promote competitive town centres and manage growth by:

- Pursuing policies that support their viability and vitality;
- Promoting competition and providing customer choice;
- Allocating a range of sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development;
- Allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available;
- Setting policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres;
Recognising the residential development can play a part in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites; and

Planning positively where centres are in decline.

87. Core Strategy Policy 6 (5) states that the vitality 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.

88. Non-Statutory Replacement Local Plan (NSRLP) Policy Shop 2A prevents the proportion of A2, A3, A4 and A5 exceeding 35% of the total units in the Shop 2A policy areas (excluding West Bridgford District Centre where no restrictions on A1, A2, A3, A4 or A5 in the shopping parade are in place).

89. The current mix of retail (A1, A2, A3, A4 and A5 uses) and other uses within the defined District and Local Centres are set out in Appendix A. These were surveyed during 2016 and they indicate that, with the exception of Radcliffe on Trent and West Bridgford, non-retail units comprise less than 35% within the primary retail frontages. All secondary frontages exceed this target.

Policy approach within existing District and Local Centres and Centres of Neighbourhood Importance

90. In light of the survey results, the NPPF, Core Strategy, existing non-statutory policy, and critically, the 2015 Retail Study\(^2\) (which highlighted that the current and future retail provision was healthy overall and that the District and Local Centres were vibrant and offered a variety of convenience and comparison retail options), there is no need to:

- Extend the primary retail areas (as defined by the NPPF) beyond the existing SHOP2 area (as defined in the Non-Statutory Replacement Local Plan);
- Allocate sites for retail development. Given the limited options within the District and Local Centres these would be located within out-of-centre locations;
- Impose a stricter requirement of no more than 35% non-retail units within the primary retail area (formally the SHOP2A area in the NSRLP); or
- Include a policy that positively encourages independent retailers in order to maintain vitality and competition.

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\(^2\) Broxtowe, Gedling, Nottingham City & Rushcliffe Retail Study 2015 Final Report Carter Jonas
91. However there is a need to:

- Identify the extent of the District and Local Centres and apply policies that positively support non-retail, office, community and leisure facilities (termed main town centre uses within the NPPF) beyond the primary and secondary retail frontages;
- Differentiate between primary and secondary frontages, especially within the District Centres of West Bridgford and Bingham and apply necessary policies, which maintain the current mix of town centre uses within Rushcliffe’s District and Local Centres and the prioritisation of retail uses within the Principle Retail Area,
- Protect the existing mix of retail uses (A1 to A5) within Centres of Neighbourhood Importance.
- Incorporate flexibility within the policy in order to address future changes in retail (most notably through increased internet shopping and the accessibility of centres), usage of centres (e.g. increased night-time use and café culture), and the significant increase in housing on the edge of the main urban area and Key Settlements which is identified within the Local Plan.

92. The following policies within the draft Local Plan Part 2 are proposed for development within District and Local Centres, and within Centres of Neighbourhood Importance:

**Policy 25: Development within District Centres and Local Centres**

1. Main town centre uses (retail, office, entertainment, cultural and leisure) will be permitted within the District Centres and Local Centres, as defined within the policies map, provided they are designed at a scale and character which reflects the role, function and distinctive qualities of the centre. Any development that would harm the vitality and viability of a defined centre will not be permitted.

2. Within the primary frontages, as defined within the policies map, non-retail (non-A1) uses will be permitted provided:
   a. it does not result in non-A1 uses exceeding 40% of the total units; or
   b. it does not result in non-A1, A2, A3, A4 or A5 uses exceeding 20% of the total units; or
   c. it does not result in A5 (hot food and take-away) uses exceeding 10% of the total units.
3. Within the secondary frontages, as defined within the policies, map all retail, leisure, cultural and business uses will be permitted provided it does not result in non-A1, A2, A3, A4, or A5 uses exceeding 40% of all the units.

4. In District and Local Centres, development will be expected to create a more accessible, well-connected and well-designed centre. It should therefore:
   a. be of a high standard of design and not adversely affect the centre by reason of its scale, bulk, form, layout or materials;
   b. not result in the loss of buildings or other features, including open space, which make an important contribution to the appearance of the centre;
   c. not cause a significant adverse impact on the amenity of nearby residents and occupiers;
   d. not give rise to unacceptable environmental or public safety impacts; and
   e. provide appropriate provision for parking.

5. New local centres will also come forward as part of strategic allocations set out in the Core Strategy, where they are appropriate in scale to the level of growth proposed.

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**Policy 26: Development within Centres of Neighbourhood Importance**

1. The following Centres of Neighbourhood Importance in West Bridgford and Keyworth are defined within the policies map:
   a. Abbey Road;
   b. Boundary Road;
   c. Gamston Centre;
   d. Hilton Crescent;
   e. Loughborough Road;
   f. Melton Road;
   g. Musters Road;
   h. Radcliffe Road;
   i. Trent Boulevard; and
   j. Nottingham Road in Keyworth.

2. Within the centres of neighbourhood importance planning permission will be granted for development proposals provided:
   a. individually or cumulatively it would not undermine the vitality, viability or character of the centre; and
b. it does not result in an unacceptable grouping of non-A1, A2, A3, A4 or A5 uses.

3. In centres of neighbourhood importance, development will be expected to create a more accessible, well-connected and well-designed centre. It should therefore:

   a. be of a high standard of design and not adversely affect the centre by reason of its scale, bulk, form, layout or materials;
   b. not result in the loss of buildings or other features, including open space, which make an important contribution to the appearance of the centre;
   c. not cause a significant adverse impact on the amenity of nearby residents and occupiers;
   d. not give rise to unacceptable environmental or public safety impacts; and
   e. provide appropriate provision for parking.

4. New centres of neighbourhood importance will also come forward as part of strategic allocations set out in the Core Strategy, where they are appropriate in scale to the level of growth proposed.

Policy approach for edge and outside of the District and Local Centres

93. Annex 2 of the NPPF determines that the edge of centre extends 300m from the primary shopping area for retail purposes, 300m from the town centre boundary for other town centre uses, and 500m from a transport interchange for office purposes. Proposals beyond these distances would be considered out-of edge of centre. However in determining whether a proposal is edge-of or out-of the town centre, local circumstances should be taken into account.

94. NPPF Paragraph 24 requires a sequential test to planning applications for centre uses that are not in a centre location. Depending on identified retail needs, if suitable centre and then edge of centre sites are not available, out of centre sites can be considered.

95. Paragraph 26 requires impact assessments on the centre if proposals for retail, leisure and office development outside of centres are over proportionate and not in accordance with the Local Plan. NPPF sets a default threshold of 2,500 sq, however the Broxtowe, Gedling, Nottingham City & Rushcliffe Retail Study (2015) states that 500m² thresholds would be appropriate given the limited opportunities to extend retail provision within District and Local Centres and need to maintain the quality and extent of retail provision.
96. Core Strategy Policy 6 (6) reiterates the NPPF, requiring a sequential site approach in out-of and edge-of centre locations and to provide an assessment of impacts on the centre, with the threshold set within the forthcoming LAPP.

97. The NSRLP contains two policies which address out-of and edge-of centre retail proposals. Policy SHOP1 (Large New Stores), prevents proposals for superstores, hypermarkets, retail warehouses, garden centres or stores greater than 2,500 sq m outside the centre, unless: there is a need which cannot be located in a suitable centre location; the proposal would not harm the vitality and viability of the centre; and the site is or could be served by non-car modes of transport.

98. Policy SHOP2 (Local Shopping) permits small scale A1, A2, A3, A4 and A5 uses which comply with the County Council’s car and cycle parking guidance.

99. Considering the requirements of the NPPF, the adopted Core Strategy, existing non-statutory local plan policy and the 2015 Retail Study, the draft Local Plan Part 2:

- Should adopt the 300m distance beyond the edge of the centre boundary to establish whether an application is edge of out-of-centre.
- Retail or other town centre uses beyond the District or Local Centre, or Centre of Neighbourhood importance will be subject to the sequential test, and will not be permitted where a suitable site is available within the centre.
- The threshold for requiring an impact assessment of retail developments beyond the centre boundary should be 500m².

100. The following policy within the draft Local Plan Part 2 is proposed for town centre uses beyond the defined District Centres, Local Centres and Centres of Neighbourhood Importance:

**Policy 27: Main Town Centre Uses outside District Centres, Local Centres and Centres of Neighbourhood Importance**

1. Development, including extensions to existing facilities, for main town centre uses outside of the defined District and Local Centres and Centres of Neighbourhood Importance will only be permitted if, following a Sequential Assessment, it could be demonstrated that the development could not be accommodated within a suitable and available centre or edge of centre location having demonstrated appropriate flexibility in the format and scale of development proposed.

2. Development proposals within out-of-centre locations, which
improve their quality of design and connectivity, will be encouraged only where there is no increase in floorspace and there is no impact on the vitality and viability of other centres.

Development for main town centre uses, with a net floorspace exceeding 500 sqm, in edge or out of centre locations, including within Centres of Neighbourhood Importance, will be permitted if, following an Impact Assessment, it would not have a significant adverse impact on existing centres.
### Appendix A: Frontages within District and Local Centres

#### District Centres

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* These centres were survived during 2016