

Ipswich Local Plan

Central Shopping Area – Retail Units by Zone Supporting Information and Guidance

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Introduction

Retail monitoring is undertaken to inform the Authority Monitoring Report. The Authority Monitoring Report (AMR) is required through Section 113 of the Localism Act 2011 and is implemented through compliance with the Town and Country Planning (Local Planning) (England) Regulations 2012, Part 8. The AMR is prepared on the previous financial year, April to April. The Borough has published its most recent retail monitoring for the financial year 2021/22.

Since the adoption of the 2017 Ipswich Local Plan, the Ipswich retail monitoring methodology measured ground floor frontages in the Central Shopping Area. The new Ipswich Local Plan was adopted on 23 March 2022. This meant it was adopted in the final week of the 2021/22 monitoring period for the AMR. This resulted in the Central Shopping Area monitoring for the 2021/22 AMR being still based on the 2017 Ipswich Local Plan methodology, because so little of the monitoring period was covered by the new 2022 Local Plan.

The new adopted Ipswich Local Plan (March 2022), changed this methodology for retail monitoring in the Central Shopping Area from measuring ground floor frontages to measuring ground floor uses in the defined Central Shopping Area in Local Plan Policy DM27.

In addition, due to COVID lockdowns and the associated furlough periods, the retail monitoring was not conducted for 2019/20 and 2020/21. Use Class E of the Use Classes Order 1987 (as amended) was introduced on 1 September 2020 and covers the former use classes of A1 (shops), A2 (financial and professional), A3 (restaurants and cafes) as well as parts of D1 (non-residential institutions) and D2 (assembly and leisure) and puts them all into one new use class.

To help ease the transition from one monitoring methodology to another, and to assist compliance with Policy DM27 parts a), b), and c), in the 2022 adopted Local Plan, a supporting spreadsheet has been provided that identifies all the individual units in the Central Shopping Area and has broken this information down into three shopping zones - primary, secondary and specialist shopping zones in the Central Shopping Area. A detailed map of the Central Shopping Area has also been produced that shows where all individual units within the Primary, Secondary and Specialist Shopping Zones are located.

This spreadsheet captures all the data from the 2022 Retail Survey and also provides some analysis on the levels of non-class E use. This is to assist in ensuring compliance with the retail hierarchy which through a sequential test, guides main town centre uses towards town centre locations first. (Paragraph: 009 Reference ID: 2b-009-20190722 of the Town Centres and retail national Planning Policy Guidance or PPG).

The spreadsheet information below can be used as guidance to assist the impact and implementation of Ipswich Local Plan Policy DM27 in the Central Shopping Area during the transition to the AMR for the 2022/23 financial year. **NB This is guidance only in terms of content as it is only fully accurate at the time the retail survey took place.**

User guide

Spreadsheet - master

Open the spreadsheet Central Shopping Area “csa_retail_units_by_zone_jan_2023” can be downloaded at

https://www.ipswich.gov.uk/sites/www.ipswich.gov.uk/files/csa_retail_units_by_zone_jan_2023.xls
X

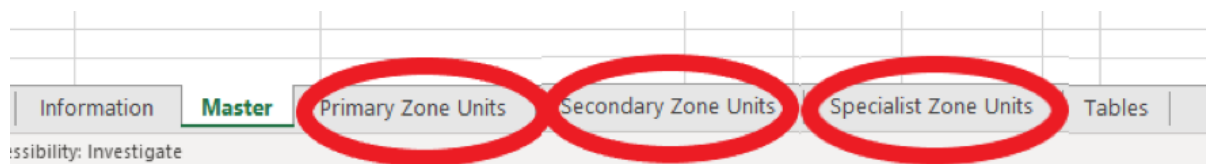
When opening the spreadsheet it should look like this when selecting the “Master” tab

Unit Ref	Street Number	Street Name	Zone	Sub Zone	Frontage Number	Occupant 2022	Type of Business	Use Class
TC-001 and 001b	28+28b	St Matthew's Street	S	Sec4	1	My Local	Convenience Store	E
TC-001a	28a	St Matthew's Street	S	Sec4	1	Zac's	Barbers	E
TC-002	26	St Matthew's Street	S	Sec4	1	Flame Lounge (Vacant)	Billiard Hall/Café (Vacant)	E (V)
TC-003	24	St Matthew's Street	S	Sec4	1	Lucky's Souvlakis (Ipswich Restaurant)	Restaurant	E
TC-004	22	St Matthew's Street	S	Sec4	1	Sultan Café (O Patio)	Café	E
TC-005	18-20	St Matthew's Street	S	Sec4	2	Southgate Funeral Directors	Undertakers	E
TC-006	16	St Matthew's Street	S	Sec4	2	Coal City Barbers & Beauty (CLC Bookshop)	Barbers	E
TC-007	14	St Matthew's Street	S	Sec4	2	M&M Pharmacy	Pharmacy	E
TC-008	12	St Matthew's Street	S	Sec4	2	St Elizabeth Hospice	Charity shop	E
TC-009	8	St Matthew's Street	S	Sec4	2	Ipswich Furniture Project	Second-hand furniture	E
TC-010	4-6	St Matthew's Street	S	Sec4	2	Choose to Re-use Secondhand Goods (Ipsv	Second-hand Goods	E
TC-011	2	St Matthew's Street	S	Sec4	2	British Heart Foundation	Furniture and electrical charity shop	E
TC-012	1	Civic Drive	S	Sec4	3	Residential (Vacant)	Residential (Vacant)	C1 (V)
TC-013	23-31	St Matthew's Street	S	Sec4	3	Spoon World Buffet	Restaurant / Public house	E
TC-014	21	St Matthew's Street	S	Sec4	3	Star Express Restaurant	Café	E
TC-015	19	St Matthew's Street	S	Sec4	3	Mind	Charity Shop	E
TC-016	17a	St Matthew's Street	S	Sec4	3	KEBAPIZZA	Takeaway	SG
TC-017	17	St Matthew's Street	S	Sec4	3	Alpha Hair and Beauty	Beauty	E
TC-018	15	St Matthew's Street	S	Sec4	3	Regal	Newsagent	E
TC-019	13	St Matthew's Street	S	Sec4	3	Fresh Food Market (Vacant)	Convenience Store (Vacant)	E (V)
TC-020	3-11	St Matthew's Street	S	Sec4	3	Vacant (Vacant)	Vacant (Vacant)	V (E)
TC-021	1	St Matthew's Street	S	Sec4	3	Franklins	Haberdashery	E
TC-022	67	Westgate Street	S	Sec4	4	New Collections	Clothing	E
TC-023	65	Westgate Street	S	Sec4	4	Ipswich Outreach	Charity Shop	E
TC-024	63	Westgate Street	S	Sec4	4	Warhammer	Games	E
TC-025	59a	Westgate Street	S	Sec4	4	LAS Barbers	Hairdressers	E
TC-025a	59b	Westgate Street	S	Sec4	4	Chick Friend (Shawarma Bistro)	Takeaway	SG
TC-025c	59c	Westgate Street	S	Sec4	4	European Mini Mart (Slemani Food store)	Supermarket	E
TC-025d	2	Blackhorse Walk	S	Sec4	4	Casa a de la Musica	Nightclub/Live music venue	V (SG)
TC-025e	4	Blackhorse Walk	S	Sec4	4	Unique Taste	Takeaway	SG
TC-026	55-57	Westgate Street	S	Sec4	5	Merkur Slots (Cashino Amusements)	Gaming	SG
TC-027	53	Westgate Street	S	Sec4	5	Cancer Research UK	Charity shop	E
TC-028	51	Westgate Street	S	Sec4	5	Greggs	Bakery	E
TC-029	45-49	Westgate Street	S	Sec4	5	Ipswich Furniture Project (Vacant)	Second-hand goods (Vacant)	E (V)
TC-030	41-43	Westgate Street	S	Sec4	5	Trespass	Outdoor clothing	E
TC-031	39	Westgate Street	S	Sec4	5	German Doner Kebab	Take away	SG
TC-032	37	Westgate Street	S	Sec4	5	Betfred	Betting Office	SG
TC-033	35	Westgate Street	S	Sec4	5	Vacant (Vacant)	Vacant (Vacant)	V (E)
TC-034	58	Westgate Street	S	Sec4	6	Pretzie (Eastern Savings Credit Union)	Artisan Bakery (Financial services)	E (E)
TC-035	56	Westgate Street	S	Sec4	6	Stitch World (Everest)	Clothes repair/ decoration (Barber sh	E
TC-036	50-54	Westgate Street	S	Sec4	6	Belfast Beds (Bon Marche)	Bed sales (Clothing)	E
TC-037	48	Westgate Street	S	Sec4	6	Weich Pharmacy	Pharmacy	E

From this tab you should be able to see the name, location and Use Class of each individual unit in the Central Shopping Area identified from the 2022 Retail Survey. This tab also includes detail of which shopping zone (Primary, Secondary or Specialist) it is located in and its sub-zone.

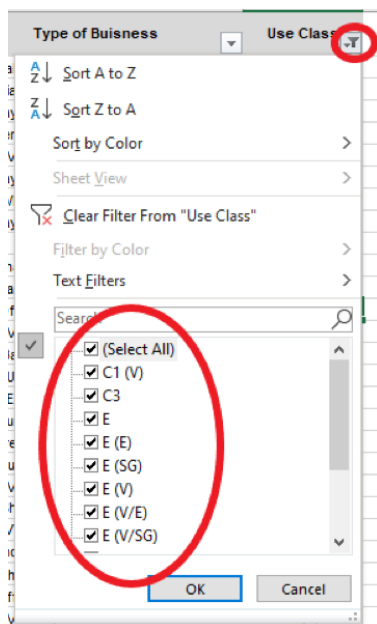
Breakdown of the units in a Specific Zone

For a breakdown of the units in a specific zone you can select one of the three tabs as shown below:

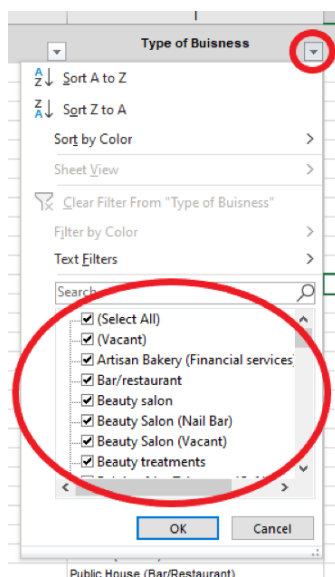


To manually assess the Use Classes in one of the Shopping Zones you can do so through either:

1. Selecting the drop-down arrow from the “Use Class” field to access the filter and then tick the use (e.g. E) from the list



2. Or - to search the type of business (e.g. public houses, bars, takeaways, etc) you can do so by selecting the "Type of Business" filter and tick the types of the business from the list



Counting units with a particular ground floor use

You should then be able to count the individual uses by highlighting all the cells in the column and then using the "Count" option in the red ringed section on the bottom right of the spreadsheet

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U
196	TC 490	75	Can Street	S	Sec6	74		Major's	Newsagent	E											
197	TC 492	81-89	Can Street	S	Sec6	74		Aspin and Aho Ltd	Convenience store	E											
198	TC 493	65-67	Can Street	S	Sec6	74		The Salvation	Public house	SG											
199	TC 494	63	Can Street	S	Sec6	74		Angel	Beauty salon	SG											
200	TC 495	53-61	Can Street	S	Sec6	74		Vacant (Argos)	Vacant (Catalpa store)	V (E)											
201	TC 496	47-51	Can Street	S	Sec6	74		BM Store	Household goods	E											
202	TC New04	1	Arcade Street (& 2 Elm	S	Sec3	109 New		Arcade Street Tavern	Public house	SG											
203	TC New05	2-6	Arcade Street	S	Sec3	109 New		Elkins/Boots Solicitors	Solicitors/office	E											
204	TC New06	9	Lon Street	S	Sec3	109 New		The Mobilo	Bar/restaurant	SG											
205	TC New07	Rear of 8	Lon Street	S	Sec3	109 New		The Club	Night Club	SG											
206	TC New08	Swan and	King Street	S	Sec3	110 New		Swan and Hedgehog	Public house	SG											
207	TC New09	7	King Street	S	Sec3	110 New		Tung Flowers	Florist	E											
208	TC New10	9-11	King Street	S	Sec3	110 New		Rapely	Coffee shop	E											
209	TC New11	Mutual Hse	Princes Street	S	Sec3	111 New		Surftek Building Society	Building society	E											
210	TC New12	4	Princes Street	S	Sec3	111 New		A-Plan Insurance	Insurance office	E											
211	TC New13	5	Princes Street	S	Sec3	111 New		Connells Estate Agents	Estate agent (office)	E											
212	TC New14	8-10	Princes Street	S	Sec3	111 New		Vacant	Vacant	E											
213	TC New15	12-14	Princes Street	S	Sec3	111 New		Isarwich Combat Academy	Jiu-Jitsu Academy	E											
214	TC New16	16	Princes Street	S	Sec3	111 New		William H. Brown	Estate agent (office)	E											
215	TC New17	18	Princes Street	S	Sec3	111 New		Everyday Loans	SG												
216	TC New18	20	Princes Street	S	Sec3	111 New		Residential Plans	Residential	C3											
217	TC New19	7-9	Princes Street	S	Sec3	112 New		Carter Davies FA solutions	Financial planning office	E											
218	TC New20	11-13	Princes Street	S	Sec3	112 New		Pura Recruitment	Employment Agency/office	E											
219	TC New21	15	Princes Street	S	Sec3	112 New		Vacant	Vacant	V (E)											
220	TC New22	17	Princes Street	S	Sec3	112 New		S&J Estates	Estate Agent	E											
221	TC New23	19	Princes Street	S	Sec3	112 New		Abbracadora Tattoo Art (upstairs unit)	Tattoo Studio	SG											
222	TC New24	21-23	Princes Street	S	Sec3	112 New		Evaluate Optohthalmology	Medical treatment and diagnostic centre	E											
223	TC New25	25-27	Princes Street	S	Sec3	112 New		Choices Healthcare	Medical recruitment	E											
224	TC New26	Electric Hse	Lloyds Avenue	S	Sec5	20 (add to 7)		Heart	Estate Agent	E											
225	TC New27	Old Post	Comhill	S	Sec3	25 (add to 7)		The Botanist	Bar/restaurant	SG											
226	TC New28	29	Crythes Gardens	S	Sec3	113 New		London	Supermarket	E											
227	TC New29	5	Prins Street	S	Sec3	113 New		Ta Dancer	Restaurant	E											
228	TC New30	5	Cox Lane	S	Sec6	114 New		Adam & Eve	Hairdresser	E											
229	TC New31	5	Cox Lane	S	Sec6	114 New		Wellbeing Pharmacy	Pharmacy	E											
230	TC New32	7-10	Cox Lane	S	Sec6	114 New		DIV Boutique	Clothes Shop	E											

This process can be used for counting the number of individual class uses (e.g. Sui Generis – or SG)

Calculating Ground Floor Uses in individual Zones in the Central Shopping Area

To easily get calculations to measure against the individual zones (ie. a) Primary Zone, b) Secondary Zone and c) Specialist Zone in Policy DM27), there is a “Tables” tab that identifies the existing uses taken from the 2022 Retail Survey

Non class E use by area					
	Total non class E units	Total non class E percentage	Total non class E occupied	Total non class E occupied percentage	DM27 Non class E Use limit
Primary	14	6.9%	10	6.0%	0%
Secondary	48	21.0%	43	18.8%	15%
Specialist	37	21.9%	34	20.1%	40%
Pubs, Drinking and Takeaway percentage					
	Total Pubs, Drinking and Takeaway units	P, D & T percentage	Total Pubs, Drinking and Takeaway units occupied	P, D & T occupied percentage	DM27 Pub, Bar and Takeaway Limit
Primary	4	2.0%	3	1.5%	0%
Secondary	17	7.4%	16	7.0%	10%
Specialist	15	8.9%	13	7.7%	35%
Primary					
Total Primary	202				
Total E	188				
Total non E	14				
Total non E occupied	10				
Total Pubs, Drinking and Takeaway units	4				
Total Pubs, Drinking and Takeaway units occupied	3				
Secondary					
Total Secondary	229				
Total E	181				
Total non E	48				
Total non E occupied	43				
Total Pubs, Drinking and Takeaway units	17				
Total Pubs, Drinking and Takeaway units occupied	16				
Specialist					
Total Specialist	169				
Total E	132				
Total non E	37				
Total non E occupied	34				
Total Pubs, Drinking and Takeaway units	15				
Total Pubs, Drinking and Takeaway units occupied	13				

This provides a breakdown of the most up to date analysis of ground floor uses in the Primary, Secondary and Specialist Shopping Zones. This can be used by planning stakeholders and developers to identify if proposed changes of use in the Central Shopping Area will comply with the percentage requirements of sui generis (uses which are stand alone and do not comply with a particular use class) and other uses as prescribed in Policy DM27.

Appendix 1 – 2017 previously adopted Local Plan (2011 – 2031)

Policy DM20 - The Central Shopping Area

POLICY DM20: The Central Shopping Area

The Council will support the town's vitality and viability by promoting and enhancing appropriate development in the Central Shopping Area.

The Central Shopping Area comprises the Primary, Secondary and Specialist Shopping Frontage Zones, which are defined on the IP-One Area inset map. A site identified as suitable for major retail investment will be allocated in the Site Allocations and Policies (incorporating IP-One Area Action Plan) Development Plan Document.

Class A1 retail use should remain the predominant use at all times in the Central Shopping Area, to ensure the strategic retail function of Ipswich is maintained. A2-A5 uses and other main town centre uses will also be supported in the Secondary and Specialist Shopping Frontage Zones, provided the overall percentage of the frontage does not exceed the levels specified and accords with the criteria set out below. A1-A5 uses and other main town centre uses are defined in the Glossary.

- a. Primary Shopping Frontage Zone – A2-A4 uses, betting shops and payday loan shops will be permitted where they will not exceed 15% of a group of identified ground floor frontages and ground and first floor frontages in the Buttermarket and Tower Ramparts Shopping Centres and the site is not adjacent to an existing non-A1 use within the same Use Class as the proposal. A5 uses will not be permitted.
- b. Secondary Shopping Frontage Zone – A2-A5 uses, betting shops and payday loan shops and other main town centre uses will be permitted where they will not exceed 25% of a group of identified ground floor frontages, and provided the proposal does not create a concentration of more than 30 metres of non-A1 frontage, and the site is not adjacent to an existing non-A1 use within the same Use Class as the proposal. Of this 25%, no more than 10% of the total identified ground floor frontage will be permitted for A4 or A5 uses.
- c. Specialist Shopping Frontage Zone – A2-A5 uses, betting shops and payday loan shops and other main town centre uses will be permitted where they will not exceed 40% of a group of identified ground floor frontages. Of this 40%, no more than 35% of the total identified ground floor frontage will be permitted for A2, A4 or A5 uses.

A3, A4 and A5 uses and other main town centre uses will only be permitted where they have no detrimental effect on the amenities of nearby residential accommodation in terms of noise, fumes, smell, litter and general activity generated from the use and retain an active frontage.

Mixed use development, including B1 office, A2 financial and professional services, C3 housing, and C1 hotel or any combination of these uses will be supported in the Central Shopping Area, provided there is a ground floor use in accordance with the above.

The Council will not grant planning permission for the use of a ground floor unit to a use falling outside classes A1 to A5 in Primary Shopping Frontage Zones and outside A1 to A5 and other main town centre uses in Secondary Shopping Frontage Zones.

The Council is planning to redevelop the Cornhill. When applying frontage policies in this area any redevelopment proposal would be taken into account.

The Council also supports the retention of the open market.

NB This policy has been superseded by that in the new Local Plan policy in Appendix 2

Appendix 2 – current 2022 Adopted Ipswich Local Plan

Policy DM27 - The Central Shopping Area

POLICY DM27: The Central Shopping Area

9.247 The Government recognises that the role of town centres is changing from its traditional retail high street approach. Town centres need to be dynamic and flexible in order to remain relevant and to be able to compete effectively with other retail sources such as on-line shopping as well as accommodating wider town centre uses. This is reflected in the Government NPPF and updated PPG 18 September 2020. The Government advises that Councils review the town centre and create character zones. The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 amended the Town and Country Planning (Use Classes) Order 1987 and introduced changes to the system of 'use classes'. The result of this was to replace former Classes A (Retail), B1 (Business), D1 (Non-Residential Institutions) and D2 (Assembly and Leisure) with new use classes. This included the creation of 'Class E' (commercial, business and service), combining formerly separate retail (A1), financial and professional services (A2), food and drink (A3), business (office, research and development and light industrial process) (B1), non-residential institutions (medical or health services, creches, day nurseries and centres), and, assembly and leisure (indoor sport, recreation or fitness and gyms) into one use class. In addition, public houses and drinking establishments (formerly A4) and hot-food takeaways (formerly A5) are now 'sui generis'. Cinema, concert hall, bingo hall, dance hall and live music venues (formerly D2) are also now 'sui generis'. The reasons for the changes to the Use Classes Order were to better reflect the diversity of uses found on high streets and in town centres and to provide the flexibility for businesses to adapt and diversify to meet changing demands.

The Council will support the Town's vitality and viability by promoting and enhancing appropriate development in the Central Shopping Area, building in flexibility to meet the needs of retailers and leisure businesses appropriate to the Central Shopping Area.

The Central Shopping Area comprises the Primary, Secondary and Specialist Shopping Zones, which are defined on the IP-One Area Inset Policies Map. Sites identified as suitable for major retail investment are allocated in the Site Allocations and Policies (incorporating IP-One Area Action Plan) Development Plan Document Review.

Class E use (commercial, business and service) should remain the predominant use at all times in the Central Shopping Area, to ensure the strategic town centre function of Ipswich is maintained.

- a) Primary Shopping Zone – this is the principal retail centre for Ipswich. All uses in the Primary Shopping Zone are required to be primary commercial, business and service uses on the ground floor. Here takeaway uses will not be permitted.
- b) Secondary Shopping Zone – public houses, drinking establishments, takeaways, betting shops and payday loan shops and other main town centre uses (as defined by the NPPF 2021) will be permitted where they will not exceed 15% of the units within the zone, provided the proposal does not create a concentration of more than three adjacent non-class E units, and the site is not adjacent to an existing non-class E use within the same Use Class as the proposal. No more than 10% of the total identified units within the Secondary Shopping Zone will be permitted for public houses, drinking establishments or takeaway uses. The Council will support Local Development Orders which help to maintain an appropriate mix of uses and will support the use of pop-up shops. This could also include limited use of training centres (F.1) and other such uses appropriate to the Secondary Shopping Zone.
- c) Specialist Shopping Zone – this zone comprises non-multiple retail uses, specialist shops such as music shops and services such as beauticians and hairdressers and jewellers or bespoke clothing and bags. Many of the units are listed buildings. It is in this zone and the Secondary Shopping Zone where there are the majority of unlet units. Again, the Council supports the use of unlet units for pop-up shops and restaurants. Main town centre uses, other than retail, as defined in the NPPF will be permitted where they will not exceed 40% of the units. No more than 35% of the total identified units within the identified sub-group of the Specialist Shopping Zone will be permitted for public houses, drinking establishments and takeaway uses.

Proposals for non-class E uses that would exceed the maximum thresholds outlined for the zones above will only be permitted in circumstances where it can be robustly demonstrated that such a change would be beneficial to the vitality and viability of the shopping zone, such as uses that help to attract people to visit the centre during the evening, as well as flats above shops.

Restaurants (where permission is required), public houses, drinking establishments and takeaway uses and other main town centre uses will only be permitted where they have no detrimental effect on the residential amenities of nearby residents in terms of noise, fumes, smell, litter and general activity generated from the use and retain an active frontage.

Mixed use development, including offices, financial and professional services, C3 housing, and C1 hotel or any combination of these uses will be supported in the Central Shopping Area, provided there is a ground floor use in accordance with the zone guidance above.

The Council will not grant planning permission for the change of use of a ground floor unit to a use falling outside Class E, public houses, drinking establishments and takeaway uses in Primary Shopping Zones; and falling outside Class E, public houses, drinking establishments and takeaway uses or a suitable town centre use as defined by the NPPF in the Secondary Shopping Zones.

The Council will support opportunities to use vacant shop units for uses such as pop-up shops. It will also work closely with other organisations so that a shared town centre vision is created for the 21st century.

The Council also supports the retention of the open market and will work to ensure it meets the needs of residents and visitors to the Borough.

Developers need to also ensure that proposals contribute positively to the objectives of the Ipswich Town Centre and Waterfront Public Realm Strategy SPD, Shopfront Design Guide SPD and other relevant SPD. The Council will expect proposals to contribute to the creation of a dementia-friendly town centre which is fit for all.

Appendix 3 – Map of Central Shopping Area

