



# Ipswich Local Plan

*Supplementary Planning Guidance*

## Central Shopping area - identified frontages



**IPSWICH**

**BOROUGH  
COUNCIL**

Sue Arnold BA MRTPI  
Local Plan Officer  
Ipswich Borough Council  
The Civic Centre  
Civic Drive  
Ipswich IP1 2EE

Telephone (01473) 262933  
Fax (01473) 262936

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# Central shopping area identified frontages

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# Central shopping area- identified frontages

1.1 The Shopping Chapter of the adopted Ipswich Local Plan (May 1997), contains the following objectives relating to Ipswich Town Centre:

To protect the vitality and viability of the Town Centre in order to maintain and enhance its role as the main shopping area of the Town and as a regional shopping centre.

To provide flexibility of use in the Town Centre in order to effectively respond to the changing patterns of the Town's retailing and allied activities.

1.2 These objectives are a more detailed interpretation of the Council's strategic aims to protect and promote the Town Centre as the principle shopping area whilst acknowledging the importance of secondary shopping locations (such as local shopping centres).

1.3 The Local Plan contains a number of policies to assist the Council in meeting these shopping objectives. This document provides supplementary guidance to and interpretation of the three shopping policies dealing with proposals for change of use from shops (A1 retail uses) - to professional services (A2 uses), such as banks, building societies and estate agents, or to food and drink establishments (A3 uses), such as public houses and restaurants. Appendix 1 includes details of the Use Classes Order 1987, (as modified). Policies S3, S4 and S5 of the Local Plan are included as Appendix 2 to this draft Guidance.

1.4 After consideration of comments made during the consultation period this document will be adopted as Supplementary Planning Guidance by the Council and used in the consideration of planning applications within the Central Shopping Area.

1.5 The intention is to produce a document which provides useful information for potential developers, retailers, businesses, members of the public and Council officers and to aid in the implementation and monitoring of Local Plan policy.

## 1. INTRODUCTION

## Central shopping area - identified frontages

### 2. BACKGROUND TO POLICIES S3, S4 and S5

2.1 In drawing up the shopping policies and objectives for the Local Plan the Council has taken into account local circumstances and evolving Government Guidance. A Central Shopping Area has been identified which is divided into Primary, Secondary and Speciality areas (see Plan attached at Appendix 3). The boundaries of these three areas are derived from a Study undertaken for the Council by consultants in 1993.

2.2 The definition of the Central Shopping Area, its subdivision into the three areas and the proportions of frontages that can be non-retailing were discussed at length at the Local Plan Public Inquiry. The Inspector in his Report, April 1996, on the Local Plan stated:

*"... that the methodology [used in defining the Central Shopping Area] was satisfactory, taking account of rents, pedestrian flows and other relevant factors."*

2.3 The Council seeks to ensure that the Central Shopping Area remains predominantly in retail use to make the Town Centre as attractive as possible to visitors. The Council acknowledges the important role other uses such as banks and building societies have within the Town Centre but does not wish to see these concentrated within the main shopping streets.

2.4 As a result the Council has established a hierarchical approach to assessing proposals in the Central Shopping Area which provides greater flexibility for non-retail uses in the Secondary and Speciality Shopping Areas than in the Primary Shopping Area. These areas are defined on the Proposals Map Inset Map and also on Plan No.7 in the Shopping Chapter of the Plan.

2.5 There are separate policies which apply to each of the three shopping areas. These policies allow for a proportion of shopping frontages to be made up of non-retail uses. The primary and secondary shopping frontages are listed in paragraphs 10.17 and 10.18 of the Plan.

2.6 The proportion of the shopping frontage made up of non-retailing uses that is considered acceptable within the Primary Shopping Area is 10%, in the Secondary Shopping Area 20%, and in the Speciality Shopping Area 33%.

2.7 The operation of Policies S3, S4 and S5 will be closely monitored, because the mix of Class A uses and the ease with which they can change from one to another is an important consideration in maintaining the vitality and viability of Ipswich Town Centre. The Council currently undertakes annual land use surveys in the Central Shopping Area which will be used to update baseline data and highlight changes over time.

## Central shopping area identified frontages

3.1 This document identifies shopping frontages within the Central Shopping Area and demonstrates how frontage lengths will be calculated. It also clarifies how the shopping policies of the Local Plan will be interpreted.

### 3. SCOPE OF THIS GUIDANCE

4.1 The definition of a shopping frontage is contained within paragraph 10.21 of the Ipswich Local Plan (May 1997), which states :-

*"The identified frontages usually comprise a continuous line of frontage buildings segregated by intersecting streets, lanes or other forms of physical break in the building line."*

### 4. THE DEFINITION OF IDENTIFIED SHOPPING FRONTAGES

Identified frontages are included as Appendix 4 to this draft SPG.

4.2 Some additional points are relevant to this definition which are explained below.

#### 4.3 **Continuous Lines**

4.3.1 The definition of a continuous line has been interpreted to reflect individual circumstances on the ground. In some instances, frontages may have been defined whereby:-

- (i) adjacent units are not on the same building line, i.e. a unit is slightly set back from its neighbour;
- (ii) the frontage of an individual unit is not a straight line (for example Princes Street/Queen Street corner); or
- (iii) there is a break in the frontage line for minor non-public routes (such as access to operational car parking).

4.3.2 In these circumstances calculations will be based on the sum of frontage lengths of individual units (see Section 6 below).

# Central shopping area - identified frontages

## **4. THE DEFINITION OF IDENTIFIED SHOPPING FRONTAGES**

### **4.4 Exceptions to the definition**

4.4.1 The three enclosed shopping centres (Buttermarket, Eastgate and Tower Ramparts) have been defined using a single shopping frontage for each publicly accessible floor.

### **4.5 Buildings within the Central Shopping Area but not within an identified shopping frontage**

4.5.1 There are some buildings within the Central Shopping Area which are not included within an identified frontage, for instance the mediaeval churches. They do, however, remain an important part of the Central Shopping Area and are covered in policy terms by Policy S2 of the Plan.

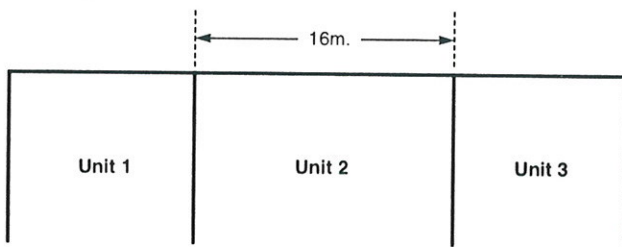
# Central shopping area - identified frontages

5.1 The frontage length of a unit is usually calculated as being the straight line distance between the two ends of a unit. If it is not a straight line (i.e. partly set back, or curved) the frontage length is calculated as the distance between the two end points.

## 5. CALCULATING FRONTAGE LENGTHS

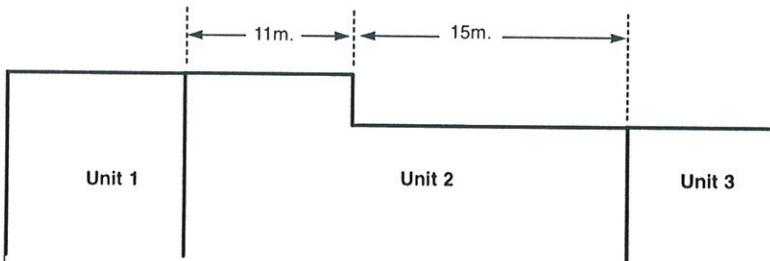
The following examples illustrate these points:

### Example 1



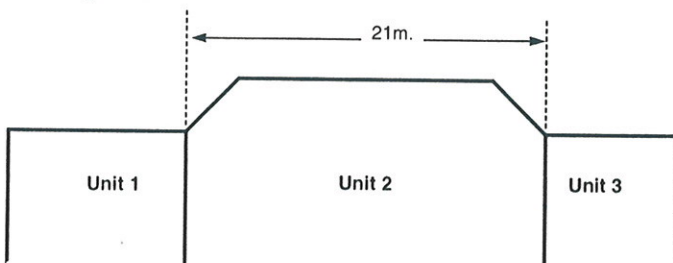
The frontage width of Unit 2 is 16m.

### Example 2



The frontage width of Unit 2 is 26m.

### Example 3



The frontage width of Unit 2 is 21m.

# Central shopping area - identified frontages

## 5. CALCULATING FRONTAGE LENGTHS

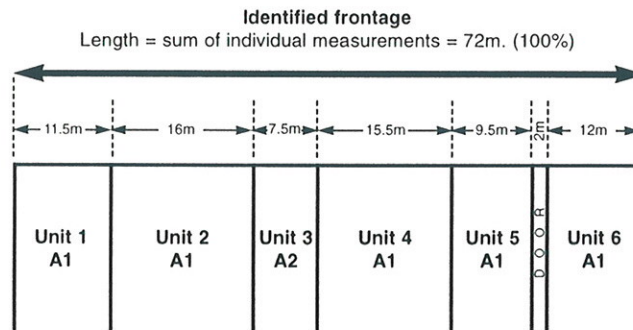
5.2 Total frontage lengths are calculated using the sum of the lengths of individual units. Where an identified frontage contains a small alleyway or door to another floor, these have been excluded in the calculations of the total length of the identified frontage.

5.3 From the identified frontage length percentages for the individual units have been calculated. Proposals for the change of use of properties can be judged against the relevant policies in the Local Plan using the plans included as Appendix 4 to this draft Guidance.

## 6. A THEORETICAL EXAMPLE

6.1 An identified frontage contains 6 units and a doorway as follows:

### Example 4



	Use Class	Frontage Length	Percentage of Frontage
Unit 1	A1	11.5m	16.0%
Unit 2	A1	16.0m	22.2%
Unit 3	A2	7.5m	10.4%
Unit 4	A1	15.5m	21.5%
Unit 5	A1	9.5m	13.2%
Unit 6	A1	12.0m	16.7%
<b>Total</b>		<b>72.0m</b>	<b>100%</b>



## Central shopping area identified frontages

6.2 In this example the current position is:

A1	=	89.6%; and
Non-A1	=	10.4%

If there was a proposal to change unit 5 to an A2 or A3 use then:

A1 would	=	76.4%; and
Non-A1 would	=	23.6%

6.4 This proposal would:

- not be acceptable in the Primary Shopping Area as the non-A1 frontage would be greater than 10% of the whole of the identified frontage and, therefore, the proposal would be contrary to Policy S3;
- be marginally greater than the 20% of non-A1 frontage permitted in the Secondary Shopping Area. The Council would consider the merits of the proposal and may permit the change of use if the proposal was acceptable in terms of the other criteria of Policy S4 and satisfied other Local Plan policies; and
- be acceptable in principle in the Speciality Shopping Area as the non-A1 frontage would be less than the 33% figure allowed providing the proposal was acceptable in terms of the other criteria of Policy S5 and satisfied other Local Plan policies.

6.5 Appendix 4 lists occupiers of units and includes calculations of the percentages of identified frontages based on 1996 land use survey data. Development proposals will be judged against the land use situation at their time of consideration.

### 6. A THEORETICAL EXAMPLE

# Central shopping area - identified frontages

## 7. INTERPRETATION OF POLICY

7.1 In some instances frontages have been defined which overlap shopping areas (for example Lloyds Avenue which is partly Primary and Speciality). Proposals for change of use of units within these frontages will be judged against the relevant policy for the Shopping Area within which the unit lies. Calculations will be based on the total identified frontage length.

7.2 S3 and S4 of the Plan do not permit proposals for the same non-A1 uses in adjacent properties. Proposals for change of use in units bordering Primary and Secondary Shopping Areas should still meet this policy criteria.

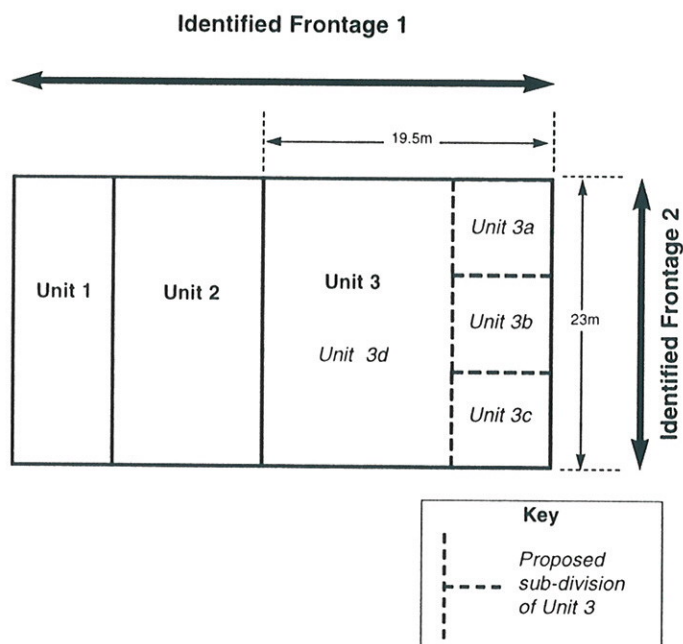
## 8. ASSESSING APPLICATIONS FOR UNITS WITHIN MORE THAN ONE IDENTIFIED FRONTAGE

8.1 Some units, mainly corner units, often fall within more than one identified frontage and may add vitality to both shopping frontages. These units will be assessed as follows:

8.1.1 If an application is received for a unit which falls within more than one identified frontage then the percentage will be calculated either using both frontages, or, where possible, the major frontage of the property (usually including the main access to the property).

8.1.2 In the case of proposals for subdivision of units the following procedures will apply :-

### Example 5



## Central shopping area identified frontages

The major identified frontage for Unit 3 is Identified Frontage 1. If an application is received for a change of use from A1 to A2 or A3 for Unit 3 then the percentage frontage will be calculated on Identified Frontage 1.

If, however, the proposal was to split Unit 3 into four units (*3a, 3b, 3c, and 3d*), as illustrated, the major frontage for *Unit 3a* would be either Frontage 1 or Frontage 2, depending on the location of the doorway, and the percentages for a change of use of *Unit 3a* from A1 to A2 or A3 would then be calculated against that frontage. For a change of use of *Unit 3d* the calculations would be undertaken for Identified Frontage 1 comprising Units 1, 2, *3d* and *3a*.

9.1 This draft Supplementary Planning Guidance explains the approach the Council will adopt when assessing proposals for the change of use of units within the Central Shopping Area. The draft Guidance expands on Local Plan policies covering identified frontages in the Primary, Secondary and Speciality Shopping Areas. The plans and tables contained within Appendix 4 of this Guidance provide a useful reference point for the consideration of planning applications for changes of use.

9.2 It is the Council's intention that the use of Local Plan Shopping Policies will be closely monitored. This draft Supplementary Planning Guidance provides a framework for monitoring, and if necessary, review. Information contained within this draft Supplementary Planning Guidance and the results of annual survey work will be incorporated into the Local Plan Annual Monitoring Report and as base line information for carrying out the environmental appraisal of the Local Plan.

### 9. CONCLUSIONS AND MONITORING

# Contacts

## 10. CONTACTS

Planning Policy:

Sue Arnold  
Local Plan Officer  
Direct Line: 262930

Harvey Emms  
Principal Planning Officer  
Direct Line: 262932

Development Control:

Mike Smith  
Head of Development Control  
Direct Line: 262902

Rod Lay  
Central Area Planning Officer  
Direct Line: 262911

Jackie Ratcliffe  
Central Area Assistant Planning Officer  
Direct Line: 262910

## Appendix 1

Use Classes Order 1987  
(as modified)**EXAMPLES**

<b>Class A1</b> <i>Shops</i>	Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, showrooms (other than car showrooms), domestic hire shops, dry cleaners
<b>Class A2</b> <i>Financial and professional services</i>	Banks, building societies, estate and employment agencies, professional (non-medical) and financial services, betting offices
<b>Class A3</b> <i>Food and drink</i>	Restaurants, pubs, snack bars, cafes, wine bars, shops for sale of hot food
<b>Class B1</b> <i>Business</i>	General offices (not within A2), research and development, studios, laboratories, high technology and light industry
<b>Class B2</b> <i>General industry</i>	General industry
<b>Class B8</b> <i>Storage or distribution</i>	Wholesale warehouses, repositories, distribution centres
<b>Class C1</b> <i>Hotels</i>	Hotels, boarding and guest houses,
<b>Class C2</b> <i>Residential institutions</i>	Residential schools and colleges, hospitals, convalescent/nursing homes
<b>Class C3</b> <i>Dwelling houses</i>	Dwellings, small businesses at home, communal housing of elderly or disabled people
<b>Class D1</b> <i>Non-residential institutions</i>	Places of worship, church halls, clinics, health centres, creches, day nurseries, consulting rooms, museums, public halls, libraries, art galleries, exhibition halls, non-residential education and training centres
<b>Class D2</b> <i>Assembly and leisure</i>	Cinemas, music and concert halls (excluding theatres), dance, sports halls, baths, skating rinks, gymnasiums, and other indoor and outdoor sports and leisure uses, bingo halls and casinos
<b>Other uses</b> <i>(Sui generis)</i>	Emergency services, public transport, car showrooms, hostels, allotments, public open space and private open space, car parks, theatres, taxi business, amusement arcades and other uses not fully within any of the above classes

## Appendix 2

# Local Plan Policies

The policies below are those which are specifically mentioned in the draft SPG. They are taken from Ipswich Local Plan, May 1997. The Local Plan includes supporting text to these policies.

The Local Plan can be viewed at Ipswich Borough Council Main Reception or is available for purchase.

The policies are listed in the order within the Local Plan.

- S2 Within the Central Shopping Area defined on the Proposals Map proposals for new Class A1 retail uses will be acceptable.**
- S3 Within the identified Primary Shopping Area, proposals for change of use from Class A1 Shops use at ground floor level to Class A2 Financial and Professional Services and Class A3 Food and Drink uses will be permitted where:-**
- (a) the percentage of non Class A1 uses whether as a result of the proposal or otherwise, does not exceed 10% of a group of identified frontages and the site is not adjacent to an existing non-retail use within the same Use Class as the proposal;**
  - (b) the character of a listed building or conservation area is not prejudiced;**
  - (c) there would be no detrimental effect on the amenities of occupiers of nearby residential accommodation in terms of noise, fumes, smell, litter and general activity generated from the use; and**
  - (d) there would be no unacceptable levels of traffic generated within close proximity of the site to the detriment of highway safety.**
- S4 Within the identified Secondary Shopping Area, proposals for change of use from Class A1 Shops use at ground floor level to Class A2 Financial and**

Appendix 2

Local Plan Policies

**Professional Services and Class A3 Food and Drink uses will be acceptable providing:-**

- (a) the percentage of non-Class A1 retail uses whether as a result of the proposal or otherwise, does not exceed 20% of a group of identified frontages; the proposal does not create a concentration of more than 30 metres of non-retail frontage and the site is not adjacent to an existing non-retail unit within the same Use Class as the proposal;**
- (b) the character of a listed building or conservation area is not prejudiced;**
- (c) there would be no detrimental effect on the amenities of occupiers of nearby residential accommodation in terms of noise, fumes, smell, litter and general activity generated from the use; and**
- (d) there would be no unacceptable levels of traffic generated within close proximity of the site to the detriment of highway safety.**

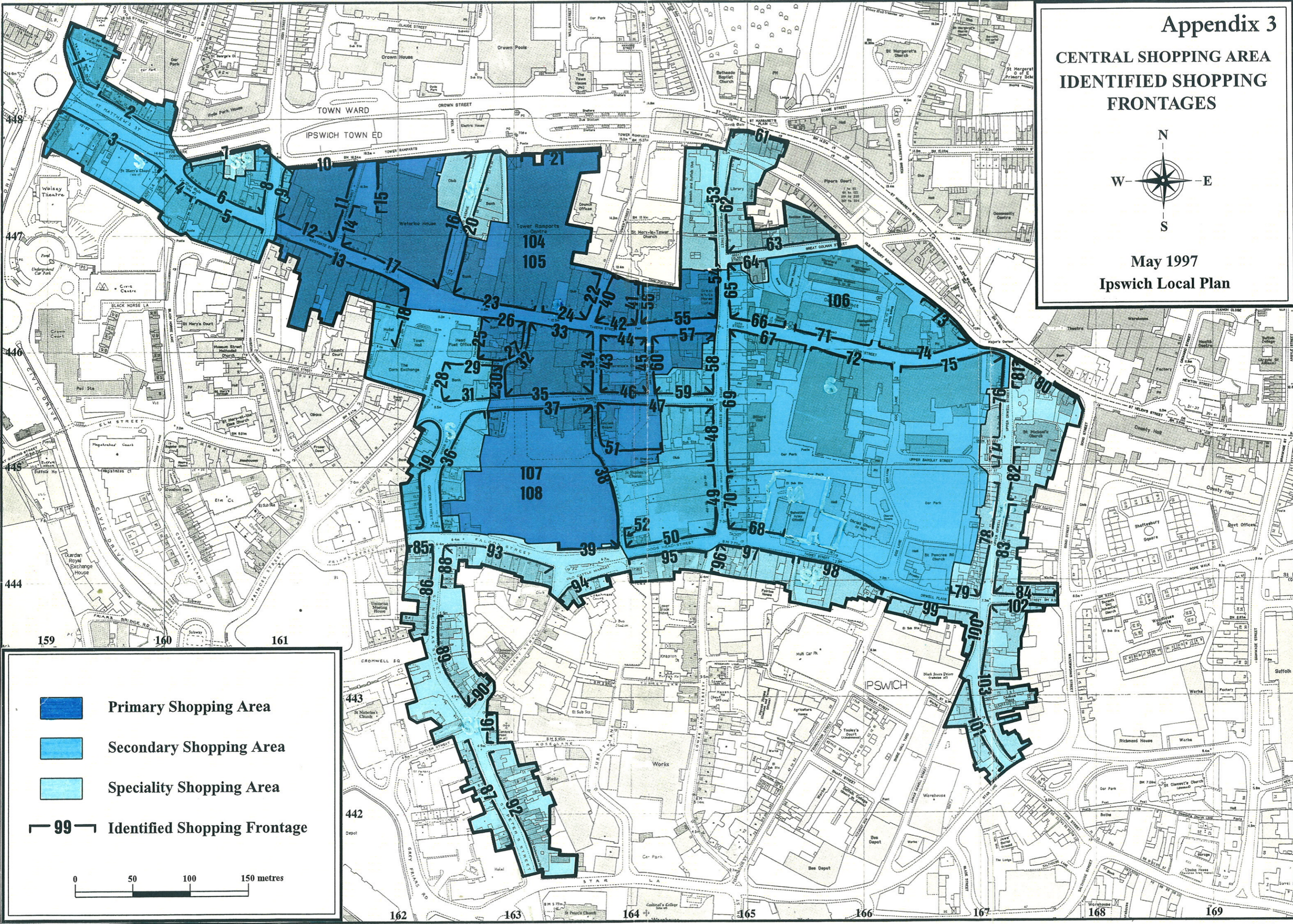
**S5 Within the identified Speciality Shopping Area, proposals for change of use from Class A1 Shops use at ground floor level to Class A2 Financial and Professional Services and Class A3 Food and Drink uses will be acceptable providing the percentage of non-Class A1 uses whether as a result of the proposal or otherwise does not exceed 33% of a group of identified frontages or the shopping character of the street would not be adversely affected and the provisions of Policy S4(b), S4(c) and S4(d) can be met.**





# Appendix 3

## CENTRAL SHOPPING AREA IDENTIFIED SHOPPING FRONTAGES



May 1997  
Ipswich Local Plan



-  Primary Shopping Area
-  Secondary Shopping Area
-  Speciality Shopping Area
-  99 Identified Shopping Frontage

