



Redcar & Cleveland Submission Local Plan April 2017

Town Centre Policies Topic Paper



1. Introduction

1.1. This paper provides the background to support a number of policies within the Local Plan that are related to town centres and town centre uses. The paper relates to the following policies:

- Policy ED1 – Protecting and Enhancing the Borough's Centres
- Policy ED2 – Cleveland Retail Park
- Policy ED3 – Hot Food Takeaways
- Policy ED4 – Retail Development on Industrial Estates and Business Parks
- Policy REG1 - Coatham

2. Background Evidence

Strategic Retail, Leisure and Office Study 2011

- 2.1. The Draft Local Plan 2016 underwent a period of public consultation from 27 June 2016. This draft was prepared using the Strategic Retail, Leisure and Office Study Update 2011 as the most up to date available evidence in relation to town centre uses for the Borough.
- 2.2. The 2011 Study assessed the need for retail, leisure and office development within the borough to 2026. The main conclusion of this study was that there was not expected to be any need for additional retail floorspace of any type within the borough as a whole to 2026, although some levels of localised need were identified.
- 2.3. The 2011 Study also showed a need for leisure development, particularly additional cinema provision, within Redcar Town Centre. A moderate need for some leisure development in the rest of the Borough was also identified.

Town Centre Study 2016

- 2.4. The Town Centre Study 2016 was prepared to provide evidence of the need for additional leisure and retail provision across the plan period up to 2032. The conclusions of the Town Centre Study informed the development of the policies in the Local Plan from the Draft stage to Publication and it replaces the 2011 Study as the most up to date evidence for town centre uses
- 2.5. The 2016 Study has found that the limited growth forecast for convenience goods spending over the plan period is likely to be met by existing commitments. There has, therefore, been no need for additional convenience retail floorspace identified for the Borough. However, some qualitative need for new development has been identified for Redcar Town Centre and it is considered that Eston District Centre would also benefit from some additional development.
- 2.6. In relation to comparison goods, the 2016 Study forecasts some capacity for new floorspace within the medium to long term and identifies Redcar Town Centre as a priority

for new development.

Table 1: Summary of Retail Floorspace Requirements from Town Centre Study 2016

Convenience Goods Requirement at 2032	Redcar Town Centre: 2450 sq.m gross Borough Total: -980 sq.m gross
Comparison Goods Requirement at 2032	Redcar Town Centre: 8972 sq.m gross Borough Total: 13913 sq.m gross

- 2.7. The Town Centre Study 2016 also considered the need for main town centre uses other than retail. The study found that there is theoretical capacity for new leisure facilities in Redcar, which could include a new cinema, bingo hall, tenpin bowling and/or health and fitness centres. Capacity for additional food and beverage development was also identified with 2218m² of capacity within the borough by 2032. The study recommends that the Council should seek to direct as much of this new floorspace as possible to locations within and on the edge of existing centres, particularly Redcar Town Centre.
- 2.8. The Study has also assessed the provision of hotel accommodation within the borough. This is summarised in Table 2.

Table 2: Summary of Serviced Accommodation in Redcar and Cleveland Borough

Size of Facility	Number of Facilities	Number of Bedspaces
11-50 rooms	8	362
<10 rooms	5	68
Total	13	430

- 2.9. It was concluded that the amount of accommodation identified in Table 2 is low, particularly in relation to the scale of Redcar and given its seaside location. As a result, scope to enhance the existing range of provision in Redcar, in both qualitative and quantitative terms, was identified. This is consistent with the findings of other evidence base studies, including the Council's Regeneration Masterplan

Tees Valley Hotel Futures Report and Rural Accommodation Future Report 2009

- 2.10. The Tees Valley authorities jointly commissioned the Tees Valley Hotel Futures Report and the Tees Valley Rural Accommodation Futures Report to assess the future potential for hotel development across the whole Tees Valley sub-region.
- 2.11. The Hotel Futures Report identified that there was the potential for new budget hotels in Redcar and Guisborough and the potential for a new boutique hotel within Guisborough, should an adequate building for conversion become available. The report also identified that there was the potential for existing facilities to expand and increase their leisure/spa and banqueting facilities in some areas of the borough.
- 2.12. The Rural Accommodation Futures Report indicated that there was likely to be a need to provide a wide range of accommodation provision types within the rural parts of the borough.

Redcar & Cleveland Regeneration Masterplan

- 2.13. The Regeneration Masterplan sets out an ambitious long-term 15 year plan for the social, economic and physical development of the borough up to 2025. It identifies a number of projects and initiatives which will be delivered in order to achieve the desired aims, including a number of retail, leisure and tourism projects. In preparing the Local Plan it has been necessary to ensure that the plan has been aligned to the priorities identified within the Regeneration Masterplan in order to support its delivery.

3. Policy ED1 Protecting and Enhancing the Borough's Centres

Retail Hierarchy

- 3.1. The Council's hierarchy of town, district and local centre is set out in Policy ED1. This retains the same approach as previously adopted within Policy CS18 of the LDF Core Strategy, 2007.
- 3.2. The approach within ED1 is to direct development proposals for main town centre uses to the town and district centres. This is compliant with para. 24 of the NPPF and will ensure that the vitality and viability of the borough's centre is preserved and that development is directed to locations which are easily accessible by public transport and which encourage linked trips.
- 3.3. Health checks for the main centres have been carried out within the Town Centre Study 2016. The Council also carries out an audit and monitors the vitality of the centres on an annual basis. Summaries of the status of the centres and any boundary changes proposed from those adopted within the Core Strategy 2007 have been provided below.

Redcar Town Centre

- 3.4. Redcar Town Centre is the main shopping centre within the Borough, containing 5,500m² of convenience goods floorspace and 18,000m² of comparison goods floorspace. It has been identified as continuing to meet the retail and service needs of Redcar and surrounding areas and has been included within the retail hierarchy of Policy ED1 as the borough's Town Centre and the main focus for additional town centre use development.
- 3.5. The boundary of the Town Centre, as proposed in the Local Plan, has been amended from that within the Core Strategy in order to include the Redcar and Cleveland Leisure and Community Heart development, which was completed following the adoption of the Core Strategy. The Council's Regeneration Masterplan had recommended that the town centre boundary should be consolidated at the eastern end of the High Street to allow more residential development to take place under the Redcar House programme. However, as this is a secondary area of the centre, it is considered that its continued retention within the town centre boundary would not restrict a wide variety of uses, including residential. Therefore this change has not been included.

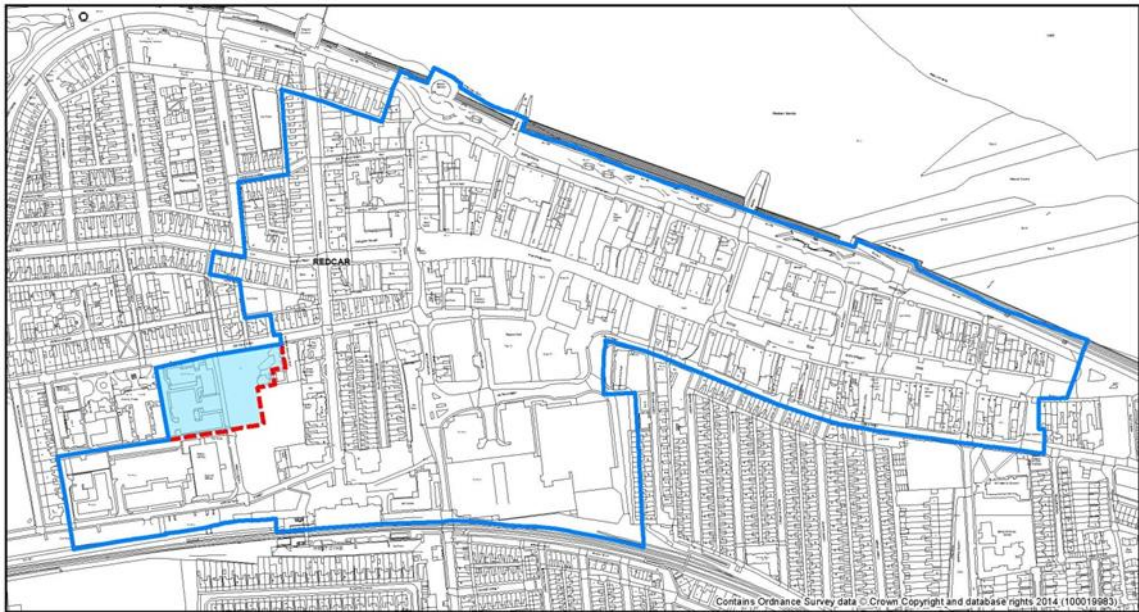


Figure 1: Proposed Redcar Town Centre boundary with extension from the Core Strategy Boundary indicated.

- 3.6. The Town Centre Study 2016 considered that the town centre boundary and PSA, as defined in the Draft Local Plan (May 2016) were appropriate. It was also considered that it was important to ensure that the centre and its core retail function do not become too dispersed and that the PSA is supported as much as possible.
- 3.7. The Study included recommendations relating to a criteria based policy for the PSA in both Redcar and Guisborough and this recommendation and the policy approach in the Local Plan are discussed further from para. 3.37

Eston District Centre

- 3.8. Eston District Centre is located to the south west of Redcar and serves the day to day needs of the Eston residential area. The centre comprises of a purpose built precinct area and a number of traditional terraced shops. The centre has a vacancy level which is significantly above the national average (19%) and which is also high in relation to the other centre within the borough.
- 3.9. It is considered that the centre is suffering from its lack of a medium-large convenience retailer and from the poor quality environment of the precinct area. The evidence base has identified a need to enhance food retailing within the centre. While a deliverable site has not been identified for allocation, Policy ED1 would support new retail development within the centre and other measures to improve the quality of the area.
- 3.10. The Town Centre Study recommended that the centre boundary be extended to the east to include 3 shops and a petrol filling station with convenience store. This amended boundary has been included on the Publication Local Plan Policies Map.

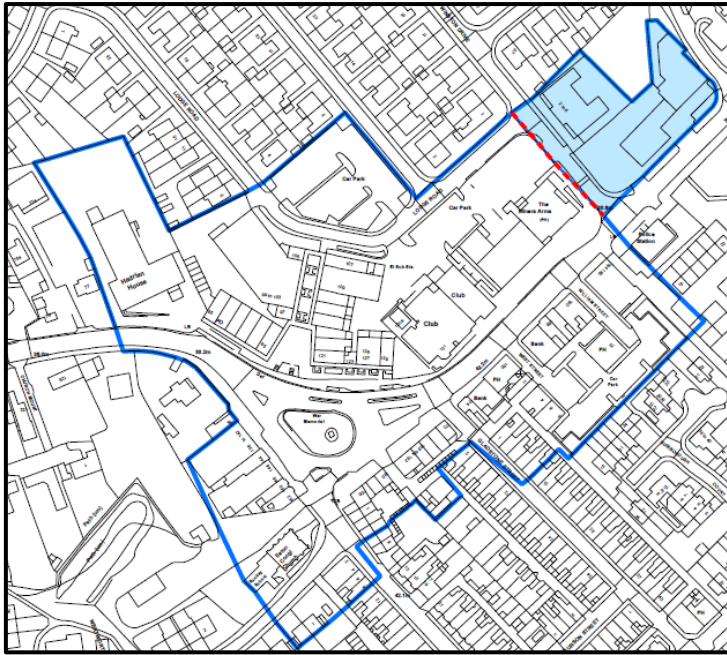


Figure 2: Proposed boundary of Eston District Centre showing area added after Draft Local Plan.

Guisborough District Centre

- 3.11. Guisborough has been identified as a District Centre within the hierarchy of Policy ED1. The centre serves the retail and service needs of Guisborough and the southern area of the borough and has a mix of uses that is broadly in line with the national average.
- 3.12. The centre has a vacancy rate of less than the national average (9% in April 2016) and there are no obvious clusters of vacant units. Overall the centre is considered to be performing well as an attractive District Centre.
- 3.13. The boundary of Guisborough District centre identified within the Local Plan has been amended from that within the adopted LDF. The Strategic Retail, Leisure and Office Study (2011) recommended that the units at the western end of Fountain Street were removed from the centre as these are predominantly terraces of residential properties. This change was made within the Draft Local Plan and the Town Centre Study 2016 considered that this boundary was appropriate and it has, therefore been retained within the Publication Local Plan.

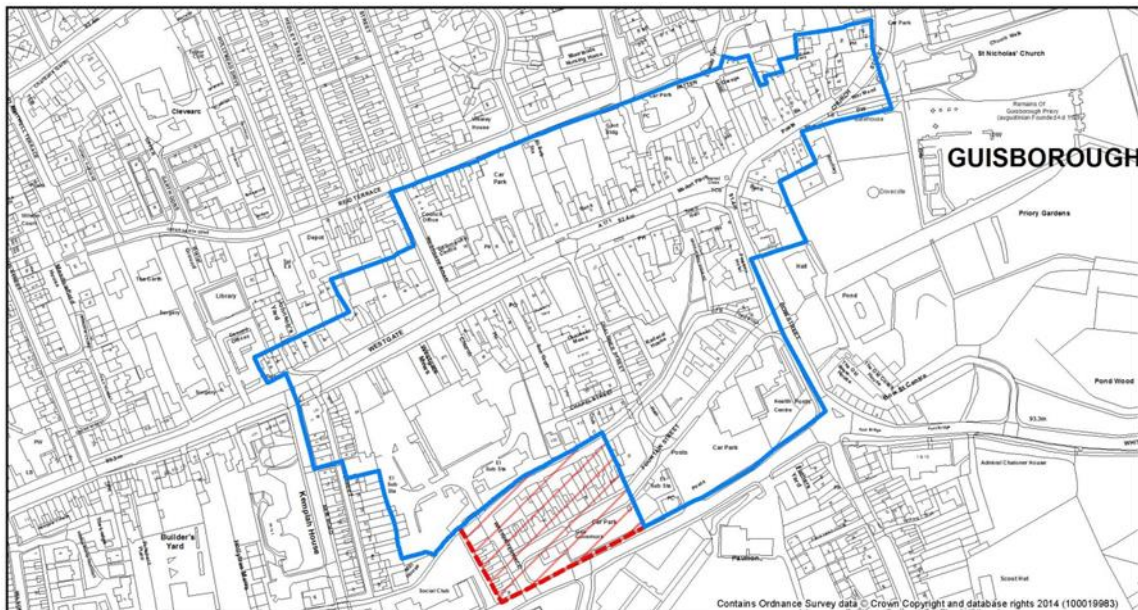


Figure 3: Proposed Guisborough District Centre with area removed after the Core Strategy highlighted.

Loftus District Centre

- 3.14. Loftus District Centre is located within the south east of the borough and serves the needs of Loftus and the surrounding, largely rural, area. The centre boundary is a linear boundary with units dispersed along and east/west axis. The length of the centre as resulted in two main clusters of commercial units located on Zetland Road/West Road and on the High Street.
- 3.15. The centre has a high number of vacant units and a high number of units with a poor visual appearance, although the quality has improved in recent years due to improvements to a number of shop fronts. The dispersed nature of the centre and its poor performance has prompted the Council to propose a reduction in the centre area to consolidate the offer. The Local Plan provides a smaller area for Loftus centre than was identified in the Local Development Framework and this approach is supported by the evidence base. Two units on the south side of the market place have also been included within the boundary of the centre in order to correct an anomaly from the Core Strategy.
- 3.16. Despite the need to reduce the size of the centre, it is still considered that the centre performs an important role for the local community and its continued designation as a District Centre is supported. To reflect the outcomes of the Draft Local Plan consultation, May 2016, and to demonstrate the importance of the area, Policy REG 4 Loftus, has been included within the Publication Local Plan. This policy includes support for improvements to the High Street, additional car-parking for the centre and public realm improvements in the Market Place.
- 3.17. It is considered that, despite the consolidation of the centre and historically high vacancy rates, the centre will continue to provide for the day-to-day needs of Loftus and the surrounding area and to function as a District Centre.

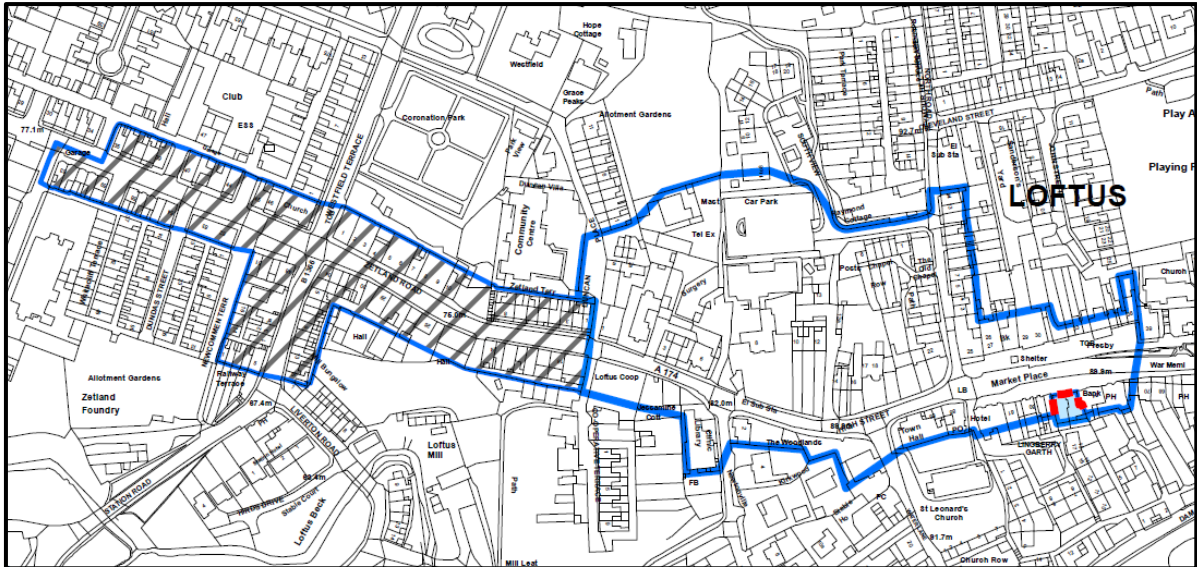


Figure 4: Proposed Loftus District Centre Boundary showing area removed after Core Strategy and units added after Draft Local Plan.

Low Grange Farm District Centre

- 3.18. Whilst Low Grange Farm had been included in the retail hierarchy in the LDF Core Strategy as a District Centre, its boundaries have not been established prior to the Local Plan as the main retail uses were only completed in 2012. The centre includes a large Tesco superstore, several smaller units, a new library and health centre, a drive-thru restaurant and a public house
- 3.19. The centre was originally identified through the Core Strategy in order to replace the former South Bank District Centre, which had suffered from a significant decline in its range of shops and services. Low Grange is currently performing well as a district centre with a range of uses, large anchor store and no vacancies.
- 3.20. The Town Centre Study suggested that the boundary of the centre could be widened to the south and west to incorporate additional community uses. However, it was also considered that this extension to the boundary could create sites for new development that would have a significant adverse impact upon the nearby Eston District Centre. The Council considers that the Eston Centre is important to serve the southern part of the Greater Eston area and should continue to be supported as a District Centre, with previous Council investment in public realm improvements and Policy LS1 demonstrating this commitment to the centre. As a result, the boundary for Low Grange Farm centre, as proposed within the Draft Local Plan, has been retained within the Publication Local Plan, without an extension to the south and west.

Marske District Centre

- 3.21. While Marske centre is relatively small in comparison to other district centres and serves a more localised catchment, the centre offers a range of services and retail units serving the town. It provides an attractive shopping environment with low vacancy rates and good

quality shop fronts. It is, therefore, proposed to maintain the position of the centre in the retail hierarchy and the boundaries as defined within the adopted Core Strategy.

- 3.22. The Town Centre Study included suggestions for an extension to the boundary to incorporate community facilities on the eastern and western edges of the centre. However, these suggestions have not been incorporated in the Publication Local Plan. This is to maintain the focus of the well-functioning centre.

Saltburn District Centre

- 3.23. Whilst the catchment of Saltburn District Centre is relatively limited, Saltburn is a popular tourist destination within the Borough resulting in extra visitors to the centre which enhances its vitality and viability. The centre functions well with a relatively low vacancy rate and an attractive environment.
- 3.24. The Town Centre Study considers that the Draft Local Plan boundaries were largely appropriate for the centre but recommended an extension to the south to include uses around the junction with Station Road. The boundaries of the centre within the Publication Local Plan have been extended to include additional commercial units.

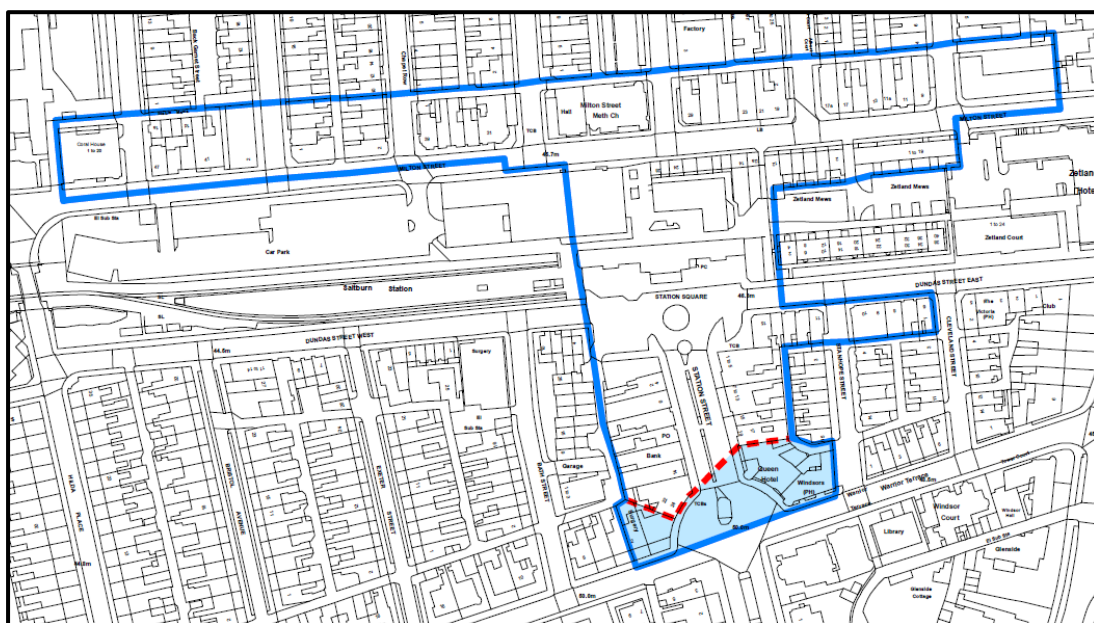


Figure 5: Proposed Saltburn District Centre boundary showing area added after Draft Local Plan.

Local Centres

- 3.25. There are 10 local centres included within the retail hierarchy in Policy ED1. These centres have all been carried forward from the adopted Core Strategy as they are considered to perform a vital role in supporting sustainable local communities. Where changes to the centres have been made within the Local Plan or recommendations relating to the centres were made within the evidence base, these are detailed below:

- Carlin How: This centre comprises of a small row of properties on Front Street. The Council's survey in 2016 identified just three units remaining in commercial use. As

a result, the Town Centre Study has suggested that the centre does not represent a typical local centre. However, it is proposed to maintain the designation of the centre as the units include a post office and general store and it continues to provide an important role for residents in this community. In addition, the housing allocation at Cragg Hall Farm is likely to result in an increased usage of the centre.

- New Marske: This comprises of just 6 commercial units and, similarly to Carlin How, the evidence base suggests that the centre is not consistent with the definition of a local centre. Nevertheless, the centre includes retail and other uses that provide for the day-to-day needs of local residents and it is proposed to maintain protection for this centre.
- Nunthorpe: This centre comprises of a small parade of shops and several smaller units to the rear of the parade. One of these smaller units had been omitted from the centre boundary within the LDF and it is proposed that the boundary is adjusted within the Local Plan to include this unit. In addition, a doctor's surgery at 87 Guisborough Road has also been included.
- Roseberry Square: This centre was rebuilt after the adoption of the Core Strategy, as part of a development which provided a new centre alongside new housing development. As a result, the boundaries of the centre have changed for the Local Plan. The centre continues to provide a range of services and continues to function in a similar role to that which it occupied when adopted as part of the LDF in 2007. Roseberry Square has therefore, been retained as a Local Centre within the hierarchy.

Sequential Test and Impact Assessment

- 3.26. Any proposal for main town centre uses will be expected to follow the sequential assessment approach set out within the NPPF favouring the existing centres designated within Policy ED1, followed by edge of centre sites before out of centre locations are considered. Small-scale proposals of less than 200m² gross will not be required to submit a sequential test, except where the site is safeguarded or allocated for another form of development.
- 3.27. This approach acknowledges the support within the NPPF for sustainable economic growth within the rural area and the requirements of para. 25 which states that the sequential approach should not be applied to applications for small scale rural development.
- 3.28. It is considered that the approach within ED1 relating to sequential testing will allow an appropriate balance between supporting town centres and preventing significant development in unsustainable locations whilst allowing some development to support the rural economy and provide small scale development for local needs.
- 3.29. The NPPF recommends that local authorities should set a proportionate floorspace threshold for retail, leisure and office developments outside of town centres and not in accordance with an up-to-date local plan. The NPPF gives a default threshold of 2,500sq,m where there are no locally set thresholds.

- 3.30. The Town Centre Study 2016 indicates little need for additional retail floorspace within the Borough and over the plan period other than some capacity for comparison goods in Redcar over the longer term. This is due to an oversupply in floorspace and the ability of existing commitments to meet any requirement for growth in retail spend. Due to this limited requirement for additional floorspace, any new proposals have the potential to disproportionately affect the vitality and viability of the Borough's centres.
- 3.31. As a result of the above and the current low market share of available comparison goods expenditure in the Borough achieved by Redcar Town Centre, the Council has included impact assessment thresholds that are at a lower level than the default threshold given by the NPPF. The Town Centre Study 2016 recommends the following:
- Retail development – 750sqm gross; and
 - Leisure development:
 - cinemas, health and fitness clubs, tenpin bowling, casinos, nightclubs and bingo halls – 1,000 sqm gross; and
 - cafes, restaurants, pubs and bars – 500sqm gross.
- 3.32. The Local Plan incorporates the impact assessment thresholds suggested for leisure developments by the Town Centre Study but has introduced the following thresholds for retail development:
- retail development (where Redcar Town Centre is the nearest town or district centre) – 1000m²; and
 - all other retail development – 500m²
- 3.33. These thresholds were recommended by the Strategic Retail, Leisure, and Office Study 2011 and have been maintained by the Council following the Draft Local Plan consultation as it is considered that Redcar Town Centre is more resilient to the impact of out-of-centre retail development due to its status as the largest centre within the Borough and the only Town Centre. Smaller centres are considered to be less resilient to the impact of out-of-centre development, particularly Eston and Loftus, which have vacancy rates significantly above the national average.
- 3.34. Policy ED1 also includes a requirement for any proposal which would increase the floorspace of a centre by more than 10% to be supported by a retail impact assessment. This approach had been questioned by representation DLP_450 during the Draft Local Plan consultation and was also not recommended by the Town Centre Study. Nevertheless, the Council has retained this threshold within the Local Plan.
- 3.35. The requirement for any proposal that would increase the total floorspace of a centre by more than 10% to be supported by an impact assessment is intended to ensure that each of the designated centres continues to fulfil its role and function as set out within the retail hierarchy and to ensure that there would not be overdevelopment of one centre resulting in significant impacts upon any other nearby centre.
- 3.36. It is not considered that this approach would result in out-of-centre development being on the same sequential basis as in centre development, as suggested by DLP_450. The 10% threshold would, for example, only apply to development of over 9922.9m² within Redcar

Town Centre and 848.2m² within the smallest district centre by floorspace (Marske). The scale of both of these developments would be significantly over the thresholds required for proposals outside of the centre.

- 3.37. No further representations relating to the PSA were submitted during the consultation on the Publication Local Plan.

Primary Shopping Areas

- 3.38. The NPPF defines Primary Shopping Areas (PSA) as areas where “retail development is concentrated” and requires that local planning authorities define the extent of PSAs and set policies that make clear the uses which will be permitted in such locations. Policy ED1 identifies Primary Shopping Areas within Redcar Town Centre and Guisborough District Centre.
- 3.39. In these areas, it is considered important to maintain a high proportion of A1 uses in order to protect the retail character and function of the centre. To this end, Policy ED1 seeks to retain an A1 use in 75% of the units within Redcar Town Centre PSA and 55% of the units within Guisborough District Centre PSA. In addition, no A5 uses will be permitted in this area.
- 3.40. The Redcar Town Centre PSA was designated through Saved Policy SH3 of the 1999 Local Plan. The original area for the PSA related to the pedestrianised area of Redcar High Street. This has been extended to include Regents Walk, which provides a pedestrian link to the Morrisons store and has been created since the 1999 Local Plan. The retention of the PSA and its extension to include Regents Walk was recommended within the 2011 Strategic Retail, Leisure and Office Study Update.
- 3.41. The Guisborough District Centre PSA was not previously identified with the Local Plan and its introduction was also recommended by the 2011 Study. Guisborough is the second largest centre in the Borough and is an important centre for the southern part of the Borough. The PSA includes a large proportion of Westgate, including the units fronting onto the pedestrian link between Westgate and Morrisons.
- 3.42. No objections to the PSA or the policy restrictions on the units in these areas were submitted during the consultation on either the Draft Local Plan or the Publication Local Plan and the 2016 Town Centre Study considers that the boundaries of both PSAs are appropriate. However, the 2016 Study has recommended that a criterion based approach to dealing with applications for changes of use from A1 within the PSA be adopted instead of the percentage of units restriction provided in the Draft Local Plan.
- 3.43. Despite this recommendation, the Council has retained the proposed 75% and 55% limits for Redcar Town Centre and Guisborough District Centre respectively and the exclusion for A5 uses. It is considered that the proposed thresholds allow sufficient flexibility to support a range of alternative uses within the PSA. Indeed, the proposed thresholds are significantly less restrictive than the ‘no more than 10% of units in non-A1 use’ recommended within the 2011 Study.

- 3.44. Policy ED1 seeks to maintain only marginally more than half of the units within the PSA of Guisborough within A1 use. Should the proportion of non-A1 units drop below this level, it is likely that the defined PSA will cease to have a predominantly retail character and function. The District Centre of Guisborough is identified as being a well performing and busy centre with a lower than average vacancy rate and it is considered that the approach to the PSA in Policy ED1 will maintain the health of the centre and its role in meeting the retail needs within the south of the borough.
- 3.45. The PSA within Redcar Town Centre contains Regents Walk, which is a modern shopping parade of high quality units, and a number of large prominent units. The significance of Redcar Town Centre as the principal shopping destination within the Borough and the importance of the units within the PSA to the retail function of the centre has prompted the Council to seek to maintain restrictions to non-A1 uses within the Redcar PSA.
- 3.46. In particular, A5 uses are considered to be harmful to the vitality and viability of the PSA and its retail function, due to the usually late opening hours and shuttered day time facades, alongside the increased potential for litter. The Council has, therefore, maintained the exclusion to A5 uses proposed within the Draft Local Plan.

Local Centres and Neighbourhood Facilities

- 3.47. The Local Plan supports the strengthening of the smaller local centres and also recognises the importance of neighbourhood shops, services and community facilities. It seeks to protect those facilities that are outside of the centres but which are important to the day-to-day needs of local communities, particularly in the rural areas of the borough. This reflects the requirement within the NPPF to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

4. Policy ED2 – Cleveland Retail Park

- 4.1. Cleveland Retail Park is an established out-of-centre retail park located on A1075 Trunk Road in South Bank and close to the administrative boundary with Middlesbrough. The site originally formed part of Skippers Lane Industrial Estate and has been included within the area to be safeguarded for B1, B2 and B8 under LDF Policy CS9.
- 4.2. Over the years, the retail park has expanded with various new units and mezzanine floors provided to increase the total floorspace within the centre. This has resulted in a total floorspace of almost 30,000m² making it the second biggest retail destination within the borough in terms of floorspace.
- 4.3. In addition, the range of goods which is permitted to be sold within the retail park has been expanded since the original approvals, with restrictive covenants either being varied or removed. A large proportion of the retail park can now be used to sell all forms of retail goods excluding food, although one unit has been allowed retail food sales and this is currently occupied by M&S Simply Food.

- 4.4. As a result of these expansions, the Town Centre Study 2016 identifies that Cleveland Retail park now accounts for almost a third (32.6% in 2016) of total comparison retail spend within the borough.
- 4.5. In recognition of the role that the retail park plays within the borough and its influence upon the neighbouring authority of Middlesbrough, it is considered necessary to have a specific policy approach for the site within the Local Plan to restrict its further expansion and impact upon designated centres, in order to protect their vitality and viability.
- 4.6. Bulky goods retail will continue to be supported at Cleveland Retail Park, where it is demonstrated that there are no alternative, viable sites within the borough's designated centres. This is in recognition of the fact that it is often difficult for businesses to find suitable units for bulky goods within the centres. However, additional retail for non-bulky goods at the park will not generally be supported by the Council unless the full requirements of the sequential test and impact assessment are met in accordance with Policy ED1.
- 4.7. The restrictions on non-bulky goods retail are to ensure that the existing centres remain the focus for retail development so that their vitality and viability is not undermined. Whilst it is acknowledged that the vast majority of the units within the retail park already have consent to sell non-bulky comparison goods, there is still over 9,000m² (within one unit) which is still restricted to the sale of bulky goods only. The potential addition of 9,000m² of unrestricted retail floorspace in an out of centre location is of concern to the Council due to the potential impact upon designated centres.
- 4.8. Policy ED2 will ensure that the further easing of restrictions at Cleveland Retail Park cannot occur unless there are no more suitable sites within the centres that could accommodate the proposals. The local threshold of 500m² for retail impact assessments, as set within Policy ED1, will ensure that future development proposals at the park are only supported where it is clearly demonstrated that they would not have a significant adverse impact upon the vitality and viability of existing centres both within and beyond the borough boundary.

5. Policy ED3 – Hot Food Takeaways

- 5.1. Over recent years, particular concern has been raised by some Members and local residents about the number and concentration of hot food takeaways within the borough's centres. An over proliferation of such uses can have a detrimental impact upon the vitality and viability of a centre, as many of these uses only open on an evening, presenting a shuttered façade during the daytime and reducing shop front activity and footfall during normal daytime hours.
- 5.2. In July 2008, the Council adopted an interim hot food takeaway policy, in order to address the above concerns in advance of the Local Plan. The interim policy seeks to limit the proportion of commercial units within a designated centre in hot food takeaway use to a maximum of 5% and ensure that there are no more than two adjacent units in use as a hot food takeaway.

- 5.3. Since the introduction of the policy, the Council has been successful in limiting the number of hot food takeaways within the borough's centres and ensuring that the vitality and viability of the centres is protected, with a recent appeal (R/2015/0394/RS) considering that the impact of the proliferation existing A5 uses within Eston centre had contributed to a lack of daytime activity and that an additional unit within the centre would be prejudicial to the general vitality of the centre.
- 5.4. As a result of the success of the interim policy and the Council's continued concerns over the vitality of the borough's centres, a policy to restrict hot food takeaway uses has been included in the Local Plan Publication Draft. Policy ED3 carries forward the restrictions of the interim policy and, in addition, also prevents such uses from locating within the Primary Shopping Areas of Redcar and Guisborough.
- 5.5. The Town Centre Study 2016 has suggested that hot food takeaway uses should not be precluded from the PSA in order to facilitate new development and the re-occupation of vacant units. However, the Council considers that the impact of hot food takeaway uses on daytime activity and active shopping frontages is such that there would be a significant impact upon the appearance and vitality of these important retail areas and that this potential negative impact is sufficient to warrant the preclusion of hot food takeaway uses from the PSAs.
- 5.6. No objections to this approach were received during the Draft Local Plan May 2016 consultation or the consultation on the Publication Local Plan and it is considered that the threshold set within the policy allows a reasonable number of hot food takeaways to be located within a centre to meet the needs of the local community, whilst ensuring that an appropriate diversity of uses is retained.
- 5.7. Whilst a criteria based policy would give a more flexible approach, it is considered that the proposed policy set out a clear framework for decision making which also ensures it can be easily monitored to measure its success. Notwithstanding the above, planning permission could still be approved in individual cases, contrary to the policy, where other material planning considerations dictate otherwise.

6. Policy ED4 – Retail Development on Industrial Estates and Business Parks.

- 6.1. Whilst the Local Plan seeks to direct all forms of retail to existing centres, it is recognised that some bulky goods retailers have specialist requirements for large scale units in order to adequately display and store their full product range. It is, therefore, often difficult to find suitable buildings or sites within existing centres that would meet their requirements.
- 6.2. Where such retailers cannot be accommodated within existing centres, warehousing units on existing industrial estates and business parks often provide the most suitable buildings to meet the requirements of bulky goods retailers. Furthermore, they are designated employment areas with the infrastructure to accommodate large delivery vehicles and are not in locations where there is likely to be neighbouring uses which would be incompatible with a bulky retail use.

- 6.3. In recognition of this 'saved' Local Plan Policy SH12 was adopted to permit bulky goods retail on safeguarded industrial estates and business parks, where it can be demonstrated that the proposals could not be accommodated within or on the edge of existing centres. In addition to permitting bulky goods retail, Policy SH12 also permits retailing which is ancillary to and inextricably linked with a business or industrial use where the main use would be inappropriate in a town centre, and small retail uses providing a service to those working in an industrial estate.
- 6.4. It is considered that this policy approach is still relevant as it maintains the priority for retail to be located in existing centres but acknowledges the requirements of bulky goods retailing and recognises that, where suitable in centre sites cannot be identified, existing industrial estates and business parks would provide the most logical location for such uses. As a result, the approach has been retained by Policy ED4 with an amendment to ensure that bulky goods developments do not impact upon the supply of important employment land (in accordance with Policy ED6)
- 6.5. The Council also intends to continue support for the provision of small retail and food uses (A1, A3 and A5) on industrial estates and business parks, where they provide for a local need, as it is considered that the provision of such units will improve the sustainability of these areas by providing for the demands of local workers and minimising the need for travel. These uses will be limited to 200m² and will only be permitted where they meet a genuine deficiency in that service, in order to prevent any significant impacts upon the viability and viability of nearby designated centres.

7. REG 1 - Coatham

- 7.1. Policy REG 1 carries forward part of a mixed use allocation from the 1999 Adopted Local Plan that was for a major leisure and housing development. Part of the 1999 allocation incorporated a greenfield area that was designated as a village green in 2010. The area of village green is now protected from any development affecting its use and has not been included in the site boundary of the REG1 allocation.
- 7.2. The Council is seeking to retain the 8.7ha site for uses which will support the regeneration of Coatham and the wider transformation of Redcar and assist in the delivery of the Regeneration Masterplan. It is intended that the site will deliver development that will improve the leisure and visitor economy of the area. To this end, the site is allocated for mixed development comprising of leisure, tourism, visitor and retail uses.
- 7.3. In order to support the development of the allocation for leisure and retail uses, the Council commissioned the Coatham Enclosure Retail and Leisure Statement, Feb 2017. This statement provides an assessment of the proposals against the requirements of the NPPF with regards to sequential and impact tests.
- 7.4. Although the whole allocation comprises 8.7Ha, it is envisaged that new leisure and retail development will primarily come forward on the site of a former leisure centre at the

eastern end of the allocation. This site is 1.9Ha and the indicative proposals considered within the statement include the following:

- A five screen cinema, totalling 1,660sqm gross;
- A 156 bed hotel (above the smaller retail/leisure and bar and restaurant uses), comprising 5,384sqm gross over six storeys;
- Large format retail units, totalling around 3,855sqm gross (which could include an anchor foodstore);
- Other retail/leisure units totalling 483sqm;
- Bar and restaurant uses, totalling 1,301 sqm gross floorspace; and
- 196 parking spaces.

- 7.5. While the nature of any development coming forward will depend upon developer and operator need and demand at the time, it is expected that development will be similar in nature to the indicative proposals due to the need to contain a critical mass of floorspace that will attract operators and sufficient customers to make the scheme commercially viable, taking into account site remediation costs. Any development will need to be a successful destination in its own right; retaining retail and leisure spend in the borough by attracting residents who currently travel to facilities outside of the area.
- 7.6. The Coatham Enclosure Statement considered the suitability, availability and viability of potential alternative, sequentially preferable sites within Redcar Town Centre and found no alternative site of sufficient scale. The statement also assessed the proposed allocation in order to identify any significant adverse impacts upon Redcar Town Centre or other designated centres within the Borough. It concluded that the proposals would significantly improve the range of retail and food and drink uses accessible to residents and would help generate linked trips with existing facilities. No significant adverse impacts upon the centres were identified from the allocation.