Shopping & Local Centres
Supplementary Planning Document (SPD)

Monitoring Report 2017

Birmingham City Council

Shopping & Local Centres SPD: Monitoring Report 2017

Context

The Shopping and Local Centres SPD was adopted in March 2012 and was produced to help address a range of issues affecting the vibrancy and vitality of Birmingham's largest 73 shopping centres outside the city centre. Its purpose is to encourage investment into local centres and guide future development to help maintain a viable balance between retail and non-retail uses.

The SPD identifies a hierarchy of centres - Town, District and Neighbourhood - in line with both national policy guidance and Birmingham's Development Plan. For each centre a definitive boundary is established, within which a Primary Shopping Area (PSA) is identified.

The main policies established seek to:
1) maintain a minimum of 55% of units in the Primary Shopping Area of Town and District Centres and 50% of units in the Primary Shopping Area of Neighbourhood Centres in A1 retail use.
2) avoid an overconcentration of A5 hot food take-away uses by restricting their number to no more than 10% of the total units in a centre or individual parade, and
3) ensure no individual proposal adversely affects local amenity or contribute to non-retail clustering.

Upon adoption of the Birmingham Development Plan (BDP), Policies 1 and 4 of the SPD were incorporated into BDP Policy TP24. This gives them full Development Plan status. The remainder of the SPD will shortly be reviewed to reflect this, and clarify its role in identifying up-to-date Centre and Primary Shopping Area boundaries.

Baseline data

During the preparation of the SPD, detailed land use surveys were undertaken for each local centre. The survey data was mapped and summary land use information published on the Council's website along with the adopted SPD, http://www.birmingham.gov.uk/spdlocalcentres. The survey data had a baseline date of April 2011.

Since adoption, the Council has monitored all planning permissions and refusals within centres and this has enabled us to assess how the policies are working and how the balance of uses may be changing.

Scope of monitoring

Monitoring reports have been produced annually since 2013. This monitoring information is dated to 31st March 2017.

Previous monitoring has been based on desktop updates of planning permissions in view of the resource implications of re-surveying each centre every year. For 2016, full resurveys were undertaken to ensure that changes of use under Permitted Development rights are included.

The changes to the Use Class Order in 2015 resulted in various uses moving to the Sui Generis Use Class. The methodology previously used to calculate the percentages in Tables 2 and 3 has therefore been updated to include Sui Generis and selected Class B1/D1/D2 Uses in retail premises (as defined in the Shopping & Local Centres SPD Appendix) to ensure accuracy.

Key Findings 2012 – 2017

Since the adoption of the Shopping & Local Centres SPD and the application of its policies, the following decisions and trends have been monitored:

<u>**Table 1**: Planning Permissions and refusals in Local Centres 2012-2016</u>

<table>
<tr><th></th><th colspan="2">2012-2016</th><th colspan="2">2016-17</th><th>Total</th></tr>
<tr><td>Total number of relevant planning decisions</td><td colspan="2">524</td><td colspan="2"></td><td></td></tr>
<tr><td colspan="6">A1</td></tr>
<tr><td>Permissions leading to loss of A1 retail use</td><td colspan="2">139</td><td colspan="2">49</td><td>188</td></tr>
<tr><td>Permissions granted for new A1 retail use</td><td>87 units</td><td rowspan="3">229 units</td><td>9 units</td><td rowspan="3">21 units</td><td rowspan="3">260 units</td></tr>
<tr><td>Permissions granted for Change of use (CoU) to A1 retail use</td><td>37 units</td><td>6 units</td></tr>
<tr><td>Permissions granted for A1 retail as part of mixed use permissions</td><td>20 schemes, 105 units</td><td>4 schemes, 6 units</td></tr>
<tr><td colspan="6">A2</td></tr>
<tr><td>New construction or CoU to A2 (financial & professional services) permissions</td><td colspan="2">29 units</td><td colspan="2">0 units</td><td>29 units</td></tr>
<tr><td>New A2 or CoU to A2 as part of mixed permissions</td><td colspan="2">10 units</td><td colspan="2">0 unit</td><td>10 units</td></tr>
<tr><td colspan="6">A3</td></tr>
<tr><td>New construction or CoU to A3 (restaurant & café) use</td><td colspan="2">63 units</td><td colspan="2">22 units</td><td>85 units</td></tr>
<tr><td>New A3 as part of mixed permissions</td><td colspan="2">24 units</td><td colspan="2">2 units</td><td>26 units</td></tr>
<tr><td colspan="6">A4</td></tr>
<tr><td>CoU to A4 (drinking establishment) use</td><td colspan="2">6 units</td><td colspan="2">1 unit</td><td>7 units</td></tr>
<tr><td>New A4 or CoU to A4 as part of mixed permissions</td><td colspan="2">3 units</td><td colspan="2">2 units</td><td>5 units</td></tr>
<tr><td colspan="6">A5</td></tr>
<tr><td>New construction or CoU to A5 (hot food takeaway) use</td><td colspan="2">23 units</td><td colspan="2">13 units</td><td>36 units</td></tr>
<tr><td>New A5 or CoU to A5 as part of mixed permissions</td><td colspan="2">12 units</td><td colspan="2">3 units</td><td>15 units</td></tr>
<tr><td colspan="6">A3/A5</td></tr>
<tr><td>New or CoU to A3/A5 permissions (not counted above)</td><td colspan="2">21 units</td><td colspan="2">5 units</td><td>26 units</td></tr>
<tr><td colspan="6">D1</td></tr>
<tr><td>New construction or CoU to D1 (non-residential institutions) use</td><td colspan="2">33 units</td><td colspan="2">12 units</td><td>45 units</td></tr>
<tr><td>New D1 or CoU to D1 as part of mixed permissions</td><td colspan="2">3 units</td><td colspan="2">1 units</td><td>4 units</td></tr>
<tr><td colspan="6">D2</td></tr>
<tr><td>New D2 or CoU to D2 (assembly & leisure) use</td><td colspan="2">13 units</td><td colspan="2">6 units</td><td>19 units</td></tr>
<tr><td colspan="6">C3</td></tr>
<tr><td>Conversion from B1 (business) to C3 (residential) use</td><td colspan="2">496 units including 11 schemes (64 units), plus
3 large schemes</td><td colspan="2">131 units</td><td>1033 units</td></tr>
</table>

	(426 units)		
Conversion from D1 (non-residential institutions) to C3 (residential) use	6 units	0 units	6 units
Sui Generis			
New construction or CoU to Sui Generis use	8 units - not monitored prior to 2016.	2 units	10 units
Refusals and appeals in centres			
Number of A3 refusals	5*	1	6
Number of A3 applications withdrawn	11*	14	25
Number of A5 refusals	32	4	36
Number of A5 applications withdrawn	5*	6	11
Number of A3/A5 refusals	10	0	10
Number of A3/A5 (or other mixed uses including A5) applications withdrawn	10*	1	11
Number of A5 appeals	15	3	18
Number of A5 appeals dismissed since adoption of SPD	12	1	13
Number of A5 appeals allowed since adoption of SPD	3	2	5
Number of A5 appeals outstanding	1	0	0
Outside centres			
New construction or CoU to A5 (hot food takeaway) use outside Centres	73 units	3 units	76 units
Mixed use proposals including A5 use outside Centres	16 units*	18 units	34 units
Number of A5 refusals outside Centres	47 units	9 units	56 units
Mixed use proposals including A5 use refused outside Centres	10 units*	1 units	11 units

*2014-16 only – not previously monitored.

Monitoring the Shopping & Local Centres SPD – A1 Uses

Most centres remain within the Policy 1 threshold of 50/55% for A1 Uses within Primary Shopping Areas. The exceptions are:

- Queslett and Scott Arms, where the part of those centres within Birmingham is below the 50% threshold, but the centres as a whole are within the policy threshold.
- Ivy Bush, at under 40%
- Selly Oak, at just over 45%, is subject to two significant redevelopment proposals which increase the amount of A1 floorspace, but reduce the number of A1 Units. Cumulatively, with changes outside planning control, the policy thresholds have been breached, but in this instance the regeneration benefits are considered to be paramount.
- Balsall Heath and Moseley, at 48%, are both below their 50% threshold.

Other centres at or close to their policy thresholds are: Fox & Goose, Frankley, and Highfield Road. Planning applications in these centres will need to be considered carefully to avoid further breaches of the policy.

There are several centres where major redevelopments are proposed or have been completed:

With permission: Not yet started	Under construction	Recently completed
Erdington	Stirchley	Sheldon
Selly Oak	Edgbaston (Shopping Centre/Auchinleck House)	Swan, Yardley
	Longbridge (Largely completed)	Mere Green

Table 2: Primary Shopping Area Statistics 2017

Centre	No of PSA Units 2011	No of A1 Units 2011	PSA %A1 2011	Status 2011	No of PSA Units 2017	No of A1 Units 2017	PSA %A1 2017 inc SG/B/D	Trend 2011-2016	Status 2017
Acocks Green	130	89	68.46		146	88	60.27	▼	
Alum Rock Road	240	183	76.25		264	199	75.38	▼	
Balsall Heath	27	14	51.85		27	13	48.15	▼	
Boldmere	89	62	69.66		90	55	61.11	▼	
Bordesley Green	39	26	66.67		34	26	76.47	▲	
Castle Vale	11	10	90.91		10	8	80.00	▼	
College Road	19	12	63.16		21	11	52.38	▼	
Cotteridge	87	60	68.97		86	51	59.30	▼	
Dudley Road	99	76	76.77		103	75	72.82	▼	
Edgbaston (Five Ways)	53	37	69.81		42	27	64.29	▼	
Erdington	241	159	65.98		217	142	65.44	▼	
Fox and Goose	89	50	56.18		84	43	51.19	▼	
Frankley	10	6	60.00		12	6	50.00	▼	
Glebe Farm	25	20	80.00		27	20	74.07	▼	
Green Lane	46	38	82.61		48	37	77.08	▼	
Hall Green	79	49	62.03		80	42	52.50	▼	
Harborne	129	84	65.12		125	74	59.20	▼	
Hawthorn Road	51	33	64.71		56	34	60.71	▼	
Hay Mills	58	39	67.24		63	38	55.88	▼	
Highgate	23	19	82.61		24	18	75.00	▼	
Highfield Road	36	19	52.78		38	19	50.00	▼	
Ivy Bush	21	12	57.14		39	15	38.46	▼	
Jewellery Quarter	160	132	82.50		157	120	76.43	▼	
Kings Heath	239	170	71.13		242	147	60.74	▼	
Kings Norton Green	42	25	59.52		36	19	52.78	▼	
Kingsbury	58	38	65.52		59	34	57.63	▼	
Kingstanding Circle	65	41	63.08		64	37	57.81	▼	
Ladypool Road	171	127	74.27		178	113	63.48	▼	
Lea Village	36	24	66.67		39	24	61.54	▼	
Longbridge	10	7	70.00		32	18	56.25	▼	
Lozells	91	68	74.73		93	59	63.44	▼	
Maypole	25	17	68.00		26	18	69.23	▲	
Meadway	31	28	90.32		30	25	83.33	▼	
Mere Green	98	65	66.33		105	64	60.95	▼	
Moseley	81	42	51.85		84	41	48.81	▼	
New Oscott	65	42	64.62		80	45	56.25	▼	
Newtown	21	13	61.90		20	14	70.00	▲	
Northfield	175	133	76.00		169	119	70.41	▼	

Olton Boulevard	57	39	68.42		61	41	67.21	▼	
Pelham	77	51	66.23		76	51	67.11	▲	
Perry Barr	143	102	71.33		143	104	72.73	▲	
Queslett *	22	12	54.55		8	3	37.50	▼	
Queslett (whole centre)					24	12	50.00	▼	
Robin Hood	49	35	71.43		52	33	63.46	▼	
Rookery Road	115	84	73.04		113	74	65.49	▼	
Scott Arms *	48	29	60.42		26	12	46.15	▼	
Scott Arms (whole centre)							55.26	▼	
Selly Oak	153	92	60.13		143	65	45.45	▼	
Shard End	12	11	91.67		13	9	69.23	▼	
Sheldon	119	80	67.23		123	72	58.54	▼	
Short Heath	33	23	69.70		31	18	58.06	▼	
Slade Road	38	21	55.26		40	22	55.00	▼	
Small Heath	257	161	62.65		272	173	63.60	▲	
Soho Road	236	169	71.61		248	162	65.32	▼	
Sparkbrook	67	73	58.90		76	49	64.47	▲	
Sparkhill	237	170	71.73		251	192	76.49	▲	
Springfield	133	98	73.68		138	100	72.46	▼	
Stechford	37	24	64.86		41	25	60.98	▼	
Stirchley	117	76	64.96		99	61	61.62	▼	
Sutton Coldfield	273	128	73.99		176	125	71.02	▼	
Swan**	11	5	45.45		38	26	68.42	▲	
The Radleys	43	30	69.77		45	28	62.22	▼	
Timberley	39	27	69.23		27	19	70.37	▲	
Tyseley	23	19	82.61		20	17	85.00	▲	
Villa Road	36	26	72.22		38	28	73.68	▼	
Walmley	28	21	75.00		29	20	68.97	▼	
Ward End	64	42	65.63		65	45	69.23	▲	
Weoley Castle	60	43	71.67		59	37	62.71	▼	
West Heath	22	16	72.73		23	16	69.57	▼	
Witton	99	56	56.57		104	66	63.46	▲	
Wylde Green	87	67	77.01		92	57	61.96	▼	
Yardley Road	50	27	54.00		36	20	55.56	▲	
Yardley Wood	24	17	70.83		24	13	54.17	▼	
Yew Tree	59	42	71.19		57	35	61.40	▼	

Note: Definitions of the number of units and calculation percentages are defined in Appendix 1 of the SPD.

For earlier trends, see previous Monitoring Reports.

▲	Trend – Use Class increasing in percentage
▼	Trend – Use Class decreasing in percentage
=	Percentage unchanged
	Policy compliant
	Policy compliant but close to, or at threshold
	Centre not policy compliant
*	Queslett & Scott Arms local centres are mainly (50% and 75% respectively) outside the city boundary. The 2016 monitoring applies only to the parts of those centres within Birmingham.
**	Major redevelopment at The Swan, Yardley in progress in 2011.

Monitoring the Shopping & Local Centres SPD – A5 Uses

With regard to Policy 4 on Hot Food takeaways, at the time of adoption of the SPD almost half the local centres (33 out of 73) exceeded the policy's 10% threshold. It was chosen as an average, based on the baseline surveys, so it is expected that approximately half of the centres will exceed it.

Organic change means that variations will occur over time. The 2013 monitoring revealed that a further two centres (Rookery Road and Stirchley) had exceed the threshold. The reason for this is the implementation of permissions granted since the original surveys but prior to adoption of the SPD. In 2013/14, no additional centres exceeded the threshold. In 2015, Selly Oak and Ivy Bush exceeded the threshold following complete resurveys, and Walmley reached 10%. In 2017, 28 out of 73 centres exceeded the threshold, as shown in Table 3 below.

Furthermore, Alum Rock Road, Bordesley Green, Kingstanding Circle, Rookery Road, Walmley and Wylde Green currently contain in excess of 9% A5 uses. Although they are just below the 10% threshold, any future proposals for Hot Food takeaways in these centres will require careful consideration if they are to remain policy compliant.

Table 3: Percentage of Class A5 Uses Statistics 2017

Centre	No of Units 2011	No of A5 Units 2011	%A5 2011	Status 2011	No of Units 2017 inc SG	No of A5 Units 2017	Trend 2011-2017	%A5 2017 inc SG/B/D	Trend (%) 2011-2017	Status 2017
Acocks Green	148	10	6.76		150	11	▲	7.33	▲	
Alum Rock Road	237	18	7.59		265	24	▲	9.06	▲	
Balsall Heath	60	7	11.67		63	9	▲	14.29	▲	
Boldmere	89	4	4.49		92	4	=	4.35	▼	
Bordesley Green	51	6	11.76		55	5	▼	9.09	▼	
Castle Vale	11	0	0.00		11	0	=	0.00	=	
College Road	25	3	12.00		28	5	▲	17.86	▲	
Cotteridge	117	12	10.26		121	10	▼	8.26	▼	
Dudley Road	125	17	13.60		136	21	▲	15.44	▲	
Edgbaston (Five Ways)	61	2	3.28		63	4	▲	6.35	▲	
Erdington	236	14	5.93		236	12	▼	5.08	▼	
Fox and Goose	86	4	4.65		89	7	▲	7.87	▲	
Frankley	10	1	10.00		12	1	=	8.33	▼	
Glebe Farm	42	7	16.67		43	8	▲	18.60	▲	
Green Lane	45	3	6.67		48	2	▼	4.17	▼	
Hall Green	78	8	10.26		84	7	▼	8.33	▼	
Harborne	186	7	3.76		180	7	=	3.89	▲	
Hawthorn Road	51	4	7.84		56	3	▼	5.36	▼	
Hay Mills	69	10	14.49		80	9	▼	11.25	▼	
Highgate	25	3	12.00		24	4	▲	16.67	▲	
Highfield Road	43	3	6.98		46	3	=	6.52	▼	
Ivy Bush	45	7	15.56		50	9	▲	18.00	▲	
Jewellery Quarter	172	1	0.58		173	2	▲	1.16	▲	
Kings Heath	246	11	4.47		259	12	▲	4.63	▲	
Kings Norton Green	43	2	4.65		38	2	=	5.26	▲	
Kingsbury	56	6	10.71		59	7	▲	11.86	▲	
Kingstanding Circle	66	7	10.61		66	6	▼	9.09	▼	
Ladypool Road	170	11	6.47		180	10	▼	5.56	▼	
Lea Village	36	8	22.22		40	8	=	20.00	▼	
Longbridge	16	5	31.25		42	3	▼	7.14	▼	

Lozells	96	12	12.50		101	13	▲	12.87	▲	
Maypole	35	4	11.43		36	4	=	11.11	▼	
Meadway	32	1	3.13		30	1	=	3.33	▲	
Mere Green	96	3	3.13		105	6	▲	5.71	▲	
Moseley	109	7	6.42		118	6	▼	5.08	▼	
New Oscott	59	6	10.17		80	6	=	7.50	▼	
Newtown	21	1	4.76		20	1	=	5.00	▲	
Northfield	193	10	5.18		194	13	▲	6.70	▲	
Olton Boulevard	55	8	14.55		61	8	=	13.11	▼	
Pelham	73	9	12.33		76	10	▲	13.16	▲	
Perry Barr	142	8	5.63		148	7	▼	4.73	▼	
Queslett *					10	2	▼	20.00	▼	
Queslett (whole centre)	19	3	15.79		22	3	=	13.64	▼	
Quinton	24	3	12.50		12	1	▼	8.33	▼	
Robin Hood	50	6	12.00		55	6	=	10.91	▼	
Rookery Road	114	11	9.65		113	11	=	9.73	▲	
Scott Arms *					26	0	▼	0.00	=	
Scott Arms (whole centre)	75	6	8.00		76	6	=	7.89	▼	
Selly Oak	155	12	7.74		157	16	▲	10.19	▲	
Shard End	12	0	0.00		13	2	▲	15.38	▲	
Sheldon	118	7	5.93		127	10	▲	7.87	▲	
Short Heath	39	5	12.82		36	5	=	13.89	▲	
Slade Road	59	8	13.56		69	12	▲	17.39	▲	
Small Heath	250	27	10.80		297	37	▲	12.46	▲	
Soho Road	297	21	7.07		344	22	▲	6.40	▼	
Sparkbrook	67	6	8.96		79	4	▼	5.06	▼	
Sparkhill	241	12	4.98		263	17	▲	6.46	▲	
Springfield	150	15	10.00		143	11	▼	7.69	▼	
Stechford	36	5	13.89		41	5	=	12.20	▼	
Stirchley	139	13	9.35		162	14	▲	8.64	▼	
Sutton Coldfield	229	2	0.87		222	6	▲	2.70	▲	
Swan**	26	4	15.38		51	3	▼	5.88	▼	
The Radleys	42	7	16.67		46	10	▲	21.74	▲	
Timberley	39	4	10.26		27	4	=	14.81	▲	
Tyseley	22	2	9.09		20	1	▼	5.00	▼	
Villa Road	57	7	12.28		69	5	▼	7.25	▼	
Walmley	29	2	6.90		31	3	▲	9.68	▲	
Ward End	65	7	10.77		74	9	▲	12.16	▲	
Weoley Castle	59	8	13.56		59	8	=	13.56	=	
West Heath	22	2	9.09		23	2	=	8.70	▼	
Witton	96	12	12.50		104	11	▼	10.58	▼	
Wylde Green	98	7	7.14		104	10	▲	9.62	▲	
Yardley Road	46	5	10.87		50	6	▲	12.00	▲	
Yardley Wood	26	3	11.54		28	3	=	10.71	▼	
Yew Tree	77	4	5.19		75	6	▲	8.00	▼	

For earlier trends, see previous Monitoring Reports.

▲	Trend – Use Class increasing in percentage
▼	Trend – Use Class decreasing in percentage
=	Percentage unchanged
	Policy compliant
	Policy compliant but close to, or at threshold
	Centre not policy compliant
*	Queslett & Scott Arms local centres are mainly (50% and 75% respectively) outside the city boundary. The 2016 monitoring applies only to the parts of those centres within Birmingham.
**	Major redevelopment at The Swan, Yardley in progress in 2011.

Conclusions

- Of the city’s Local Centres, Balsall Heath, Ivy Bush, Moseley and Selly Oak currently fall below their minimum thresholds for Class A1 Uses in Policy 1.
- Queslett and Scott Arms are centres which extend beyond the city boundary. Baseline monitoring in 2011 calculated the Policy 1 percentage on the whole of those centres. From 2013 this was revised to only the parts within Birmingham, causing a significant decrease in the percentage figures in those centres. For 2017, whole centre figures are included in the tables above for comparative purposes.
- 28 out of 73 centres are over 10% A5s when SG uses are included in the calculations.
- 45 are under 10%, of which 6 are in excess of 9% A5s.
- Prior to adoption of the SPD, Class A5 Uses were being approved in the absence of strong policy. Extant consents accounted for some increases in A5 Uses above the 10% threshold in Policy 4 before 2014, but this trend has now ceased.
- Permitted Development changes are showing organic change in centres, which accounts for small changes in percentage rates.