

Replacement Local Development Plan 2018-2033

Background Paper

## **BP27: Primary Shopping Areas and Shopping Zones**



**Deposit Plan**

**February 2024**



**Mae'r ddogfen hon ar gael yn Gymraeg hefyd.**

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## 1 Introduction

- 1.1 This is one of a series of Background Papers (BP) accompanying the Replacement Local Development Plan (RLDP). When the Council publishes its Deposit Plan, it must also explain how the policy has been formulated based on the evidence base available to the Council at the time.
- 1.2 The purpose of this background paper is to review the retail centre boundaries in the adopted Conwy LDP. This includes Primary Shopping Areas, Shopping Zones and Parc Llandudno and Mostyn Champneys retail parks. In addition, Llandudno Junction Leisure Park has been reviewed and a boundary introduced. This BP should be read in conjunction with BP/26: Retail Hierarchy and BP/61: Town Centres First Study.
- 1.3 Primary Shopping Area and Shopping Zone designations are only proposed in the Sub-regional shopping centre, Llandudno and the 4 town centres, Abergel, Colwyn Bay, Conwy and Llanwrst, as outlined in Background Paper 26: Retail Hierarchy.
- 1.4

## 2 National planning policy and guidance

- 2.1 Planning Policy Wales (PPW – Edition 12) has been revised in order to bring it in line with the Well-being of Future Generations (Wales) Act 2015. PPW is split into four distinct themes, which bring the requirements of the Act into context for planning policy and show the inter-linkages between planning policies. Retail is covered in the Active and Social Places section.
- 2.2 PPW identifies three overarching objectives for retail and commercial centres:
  - Promote viable urban and rural retail and commercial centres as the most sustainable locations to live, work, shop, socialise and conduct business;
  - Sustain and enhance retail and commercial centres' vibrancy, viability and attractiveness; and
  - Improve access to, and within, retail and commercial centres by all modes of transport, especially walking, cycling and public transport.
- 2.3 Paragraph 4.3.5 of PPW states that development plans should establish a clear strategy and supporting policies for retail development to achieve vibrant, attractive and viable centres. Paragraph 4.3.32 states that policies should encourage a diversity of uses in centres. Proposals maps should include details of primary and secondary retail uses. Primary frontages typically have a high proportion of A1 retail. Secondary areas have a broader range of uses, and also include food and drink, financial uses and community facilities.
- 2.4 A range of uses brings a diversity of activity and contributes to vibrant and viable centres, which also reduces the need to travel. A flexible approach may be required to find the right balance of use and activity. Where a balance is not achieved,

consideration should be given to making changes to acceptable uses in the designated areas or change their boundaries. Retaining A1 uses in designated retail areas where units are vacant in the long-term can undermine a centre's viability and vitality. In poorly performing centres, rationalising a boundary can help concentrate retail and other town centre uses in a smaller, more viable area.

- 2.5 Technical Advice Note 4 provides further guidance. Development plan policies and supplementary guidance should develop their retail evidence base and plan positively to protect and enhance the vibrancy, viability and attractiveness of centres. The diverse range of uses found in retail centres needs careful planning and management to ensure that no conflicts arise.
- 2.6 Section 9 provides detailed guidance for changes of use in designated primary and secondary areas. Designating these areas can help promote and maintain an effective distribution and balance of uses.
- 2.7 It outlines that primary areas are characterised by high proportions of A1 shops. Secondary areas have a broader mix of uses, including cafes, restaurants, banks and services, in addition to shops. Paragraph 9.2 promotes restricting non- A1 uses in a primary area when a centre has good economic performance and a buoyant retail sector. If a centre's performance is poor, however, this approach can weaken a centre's prospects, and a more flexible strategy should be applied. Non-A1 uses can have a positive impact and should be explored.
- 2.8 TAN4 outlines that a flexible approach to allow changes of use is essential in vulnerable or declining centres. A restrictive approach may be appropriate for larger, more diverse centres. Smaller centres can also benefit from more flexibility. Changes of use can, however, cause concentrations of single uses. These proposals should be carefully assessed for their contribution towards diversifying the retail or commercial centre. Cumulative effects on matters including residential amenity and parking should also be considered.
- 2.9 The Town Centres First approach in Wales prioritises town centres as the first location for new commercial, retail, education, health, leisure, and public service facilities, ensuring these vital community hubs receive primary consideration in decision-making processes, especially within local development plans and development proposals. This strategy, outlined in the Future Wales plan, aims to regenerate and revitalise town centres by promoting a sequential approach to site selection, encouraging the public sector to co-locate services, and tackling empty or dilapidated buildings. See BP/61: Town Centres First Study.

### **3 Methodology**

- 3.1 Site surveys of each retail centre were conducted, which recorded the occupier and use class of each unit found there. Existing town centre retail boundaries were reviewed to see if any changes were needed to incorporate new units or remove those which had been lost to long-term alternate uses such as residential. For

Llandudno and Colwyn Bay, the designated Primary Shopping Areas boundaries were reviewed to ensure that they contained the retail core of the centre, predominantly made up of A1 uses. This reflects latest national planning policy.

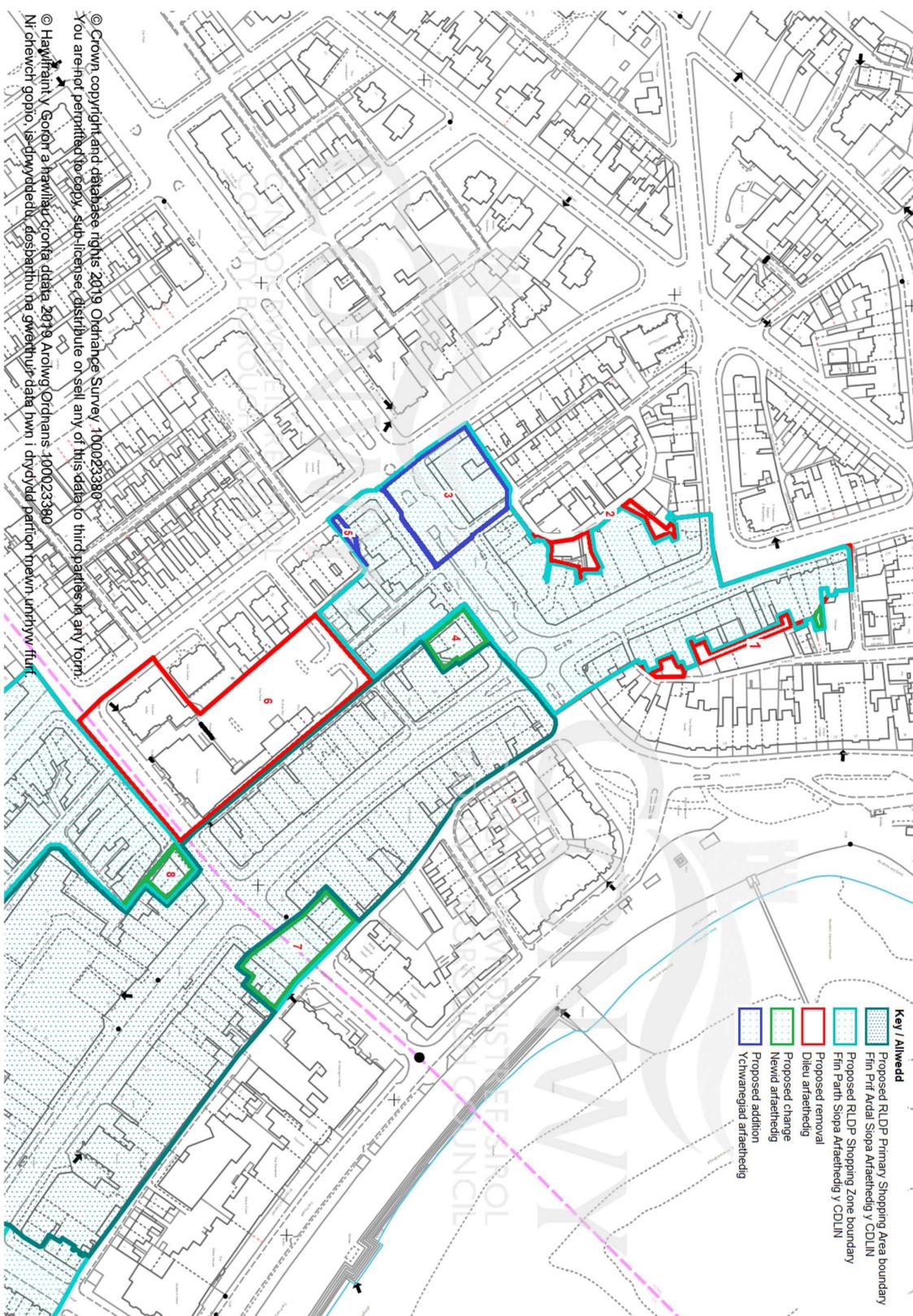
## 4 Llandudno

Llandudno has a designated Primary Shopping Area and Shopping Zone. Minor changes are proposed to these designated retail areas as outlined in the map below and include the following.

- Removed properties which do not have a frontage on Mostyn Street
- Addition following redevelopment of site and ground floor A use class units
- Change of designation to Shopping Zone as units have no frontage on Mostyn Street
- Addition following change of use to A use class
- Removal of car park and non-A use class properties

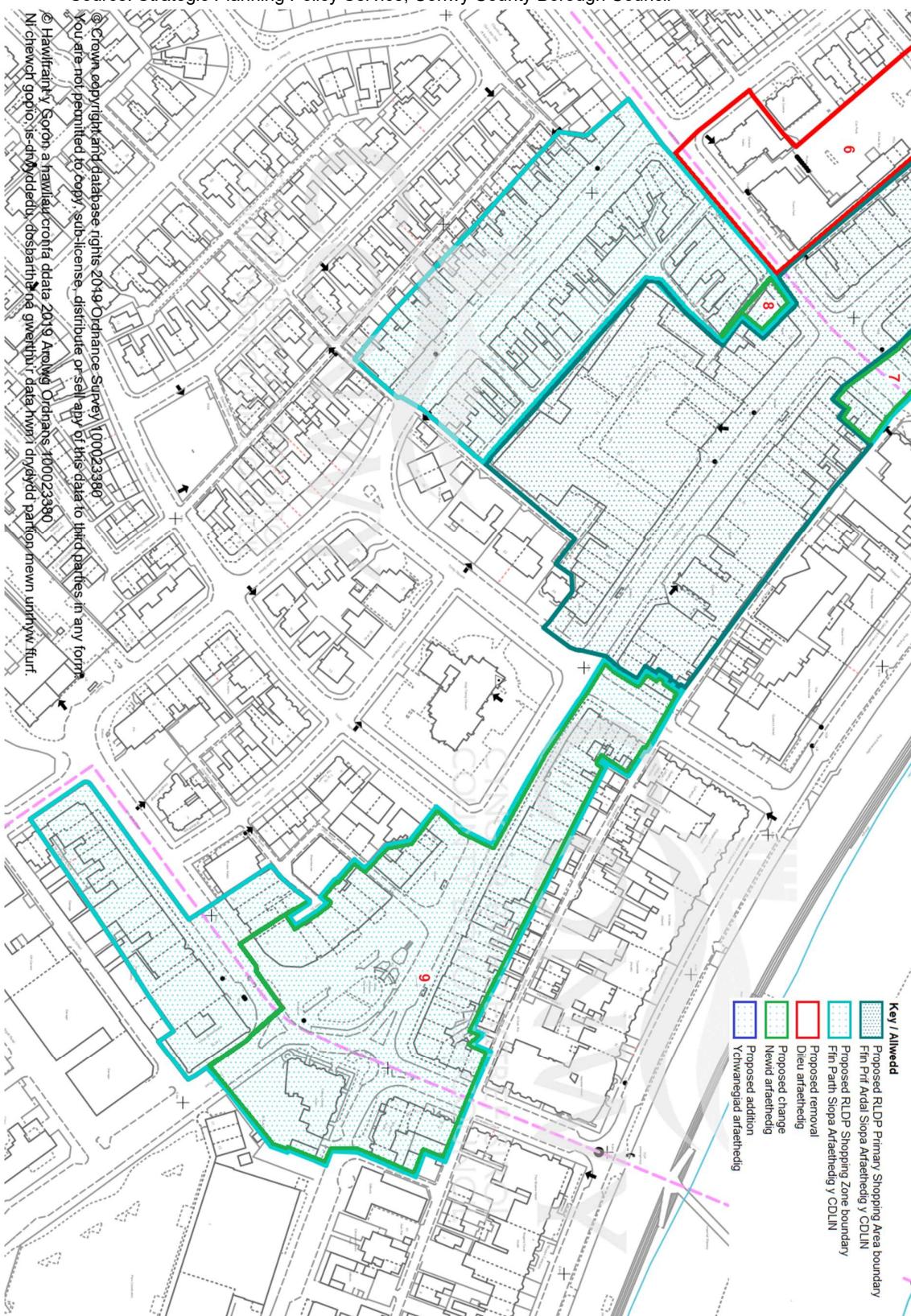
## Map 1: Llandudno retail zones

Source: Strategic Planning Policy Service, Conwy County Borough Council



## Map 2: Llandudno retail zones

Source: Strategic Planning Policy Service, Conwy County Borough Council

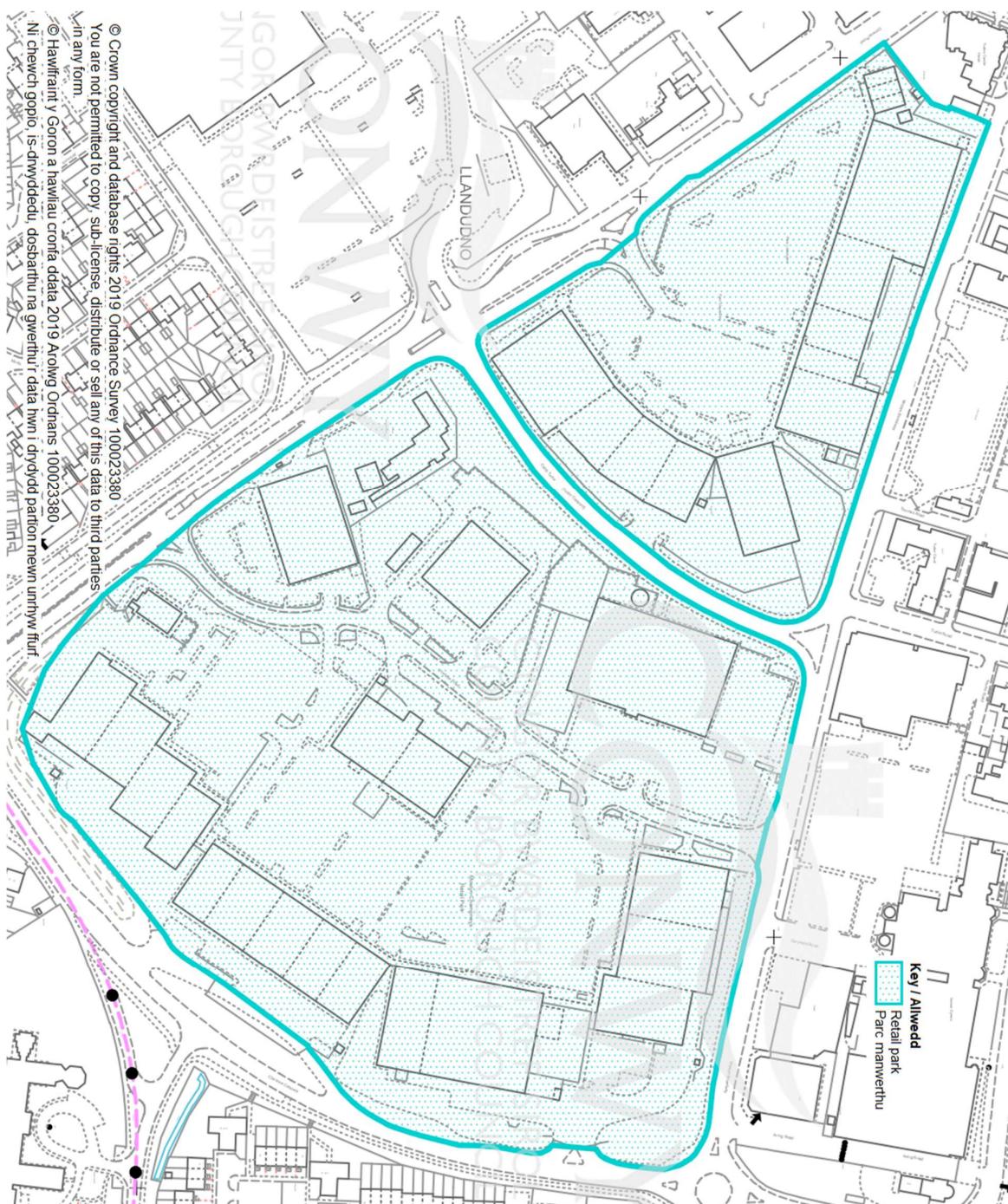


4.1 The currently adopted Conwy LDP (2013) includes retail boundary designations at Parc Llandudno and Mostyn Champneys. No boundary changes are proposed to these areas.

4.2

### Map 3: Llandudno retail parks

Source: Strategic Planning Policy Service, Conwy County Borough Council



## 5 Colwyn Bay

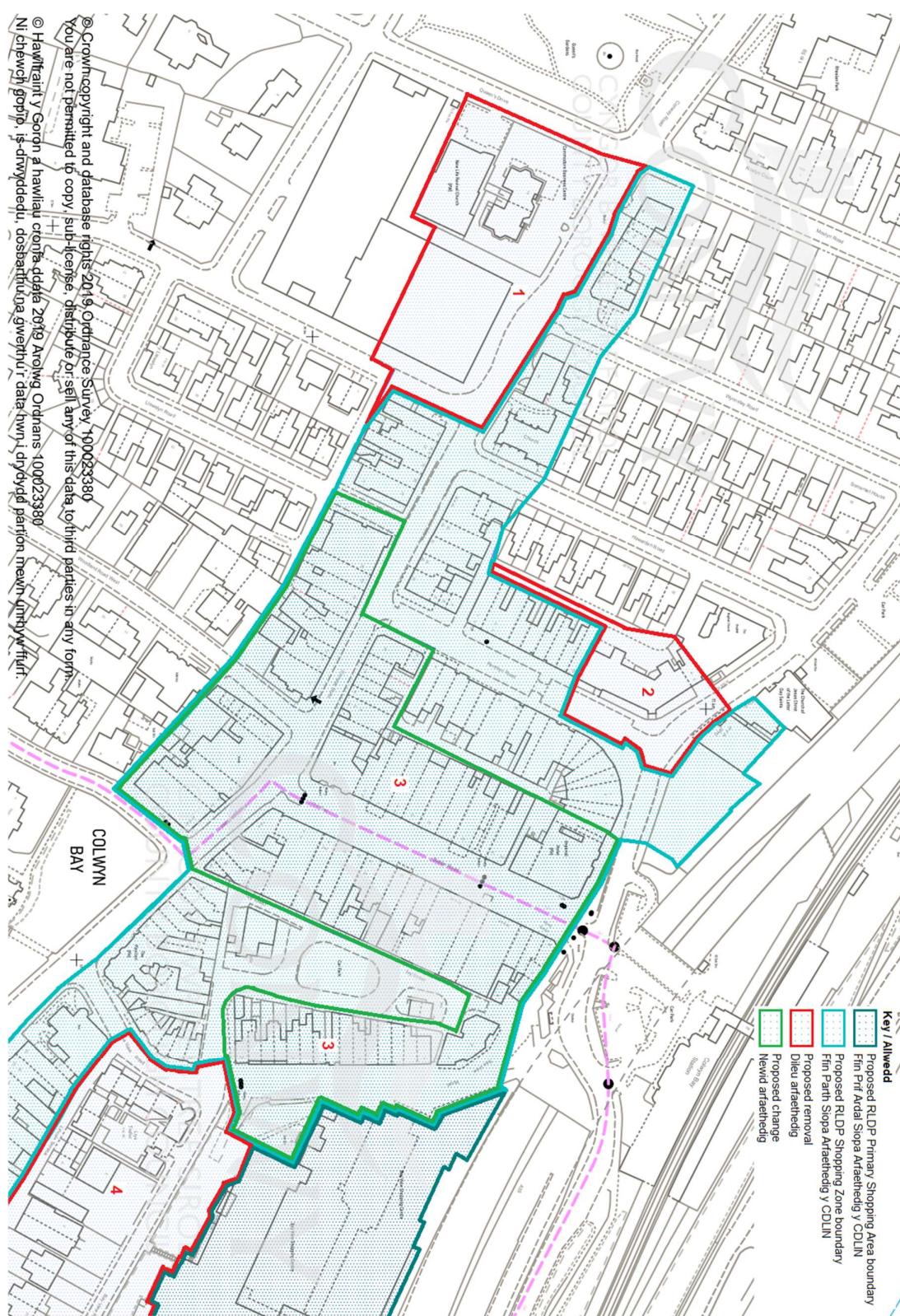
5.1 Significant changes are proposed to retail designations in the centre of Colwyn Bay. The changes are in-line with those recommended as a result of the Benchmarking Town Centres assessment work and BP/61: Town Centres First Study. It is hoped that these changes will assist with regenerating the town centre.

Changes proposed to Colwyn Bay Primary Shopping Area and Shopping Zone include the following;

- Removal of non-A use class properties
- Redesignated to Shopping Zone to reflect the wider range of uses present in the area. Applications for changes of use will have more flexibility to encourage occupiers of vacant units
- Removal of lands behind high street frontage – units remain in designation
- Removal of non-A use class properties and broken frontage
- Removal from the Shopping Zone

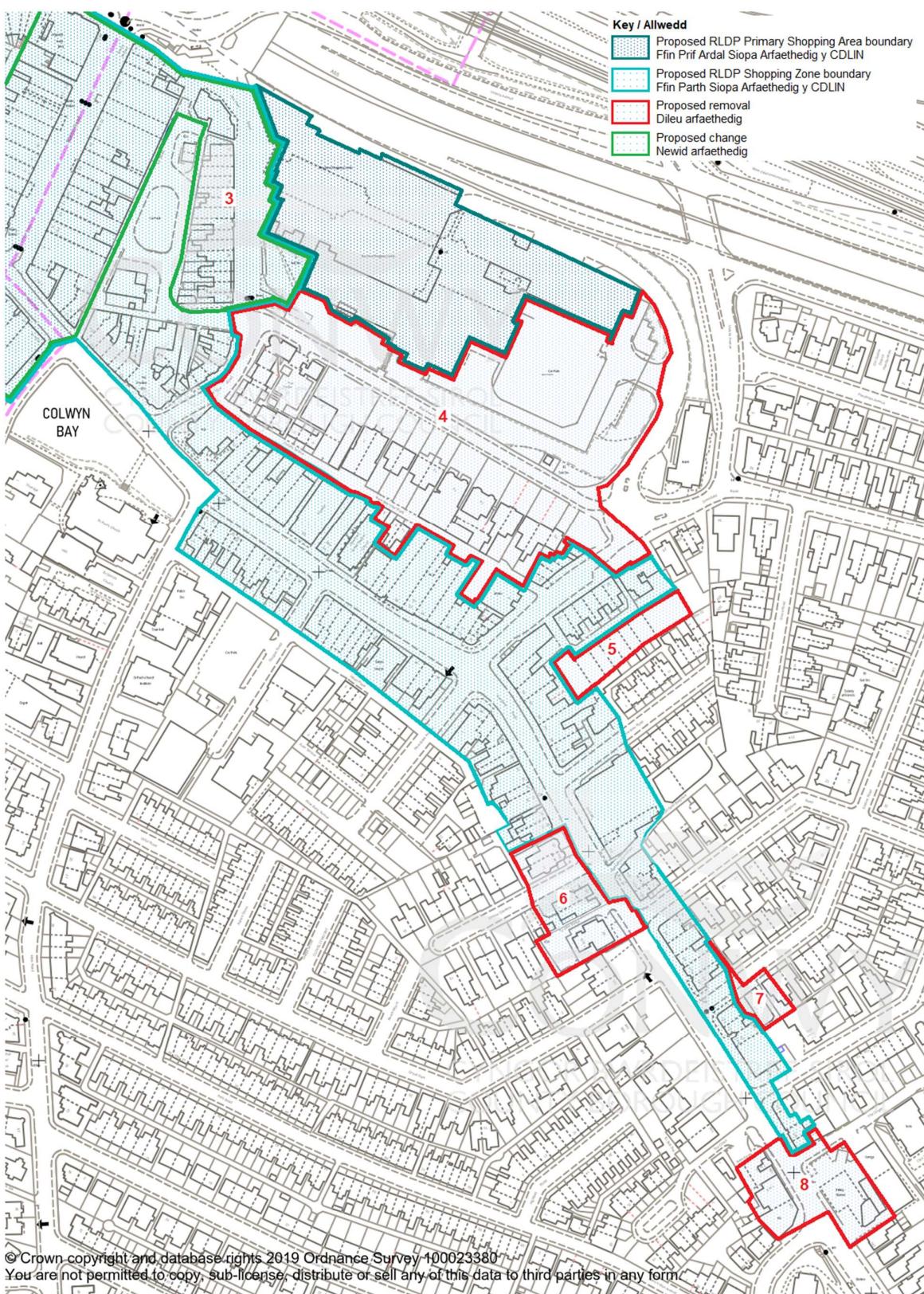
### Map 4: Colwyn Bay retail zones

Source: Strategic Planning Policy Service, Conwy County Borough Council



## Map 5: Colwyn Bay

Source: Strategic Planning Policy Service, Conwy County Borough Council



## 6 Abergel

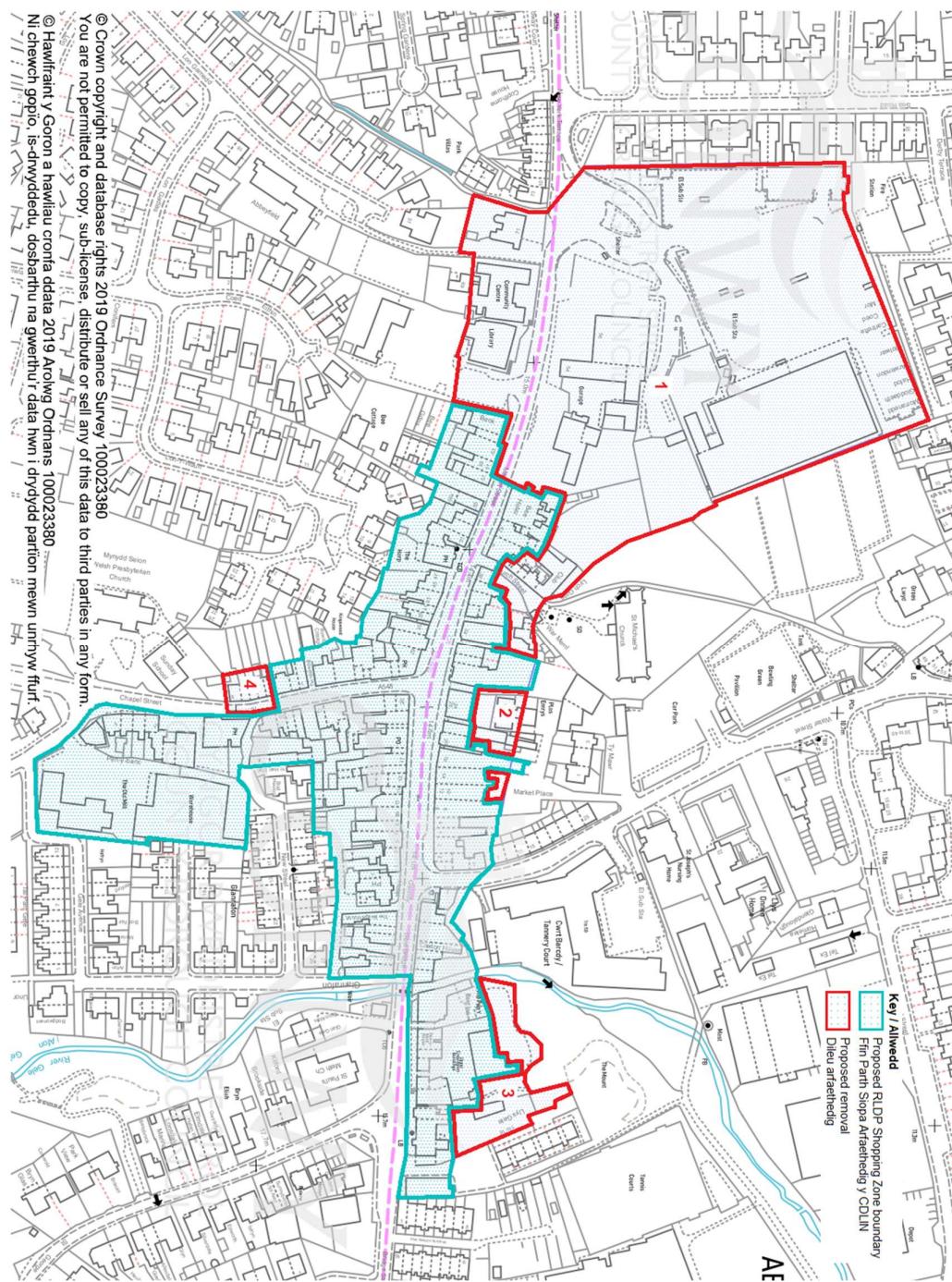
Changes proposed to the Shopping Zone in Abergel can be found in the map below and include the following;

- Although some of the properties are typical town centre uses, as recommended in PPW, they are physically separate in character and appearance from the shopping centre of Abergel. It is proposed to remove them from the designation, so that they are an edge-of-centre area.
- Removal of residential properties
- Removal of additional parking and non-retail property
- Removal of residential properties from retail designation

6.1 Retail centre health checks for Abergel have shown that there are high vacancy rates in the designated LDP Shopping Zone. It is hoped that the proposed removal of the Tesco store and other uses (map ref 1) will concentrate the retail centre in existing A use class units. Any new proposal in this area would need to satisfy requirements of national retail policy regarding need and a sequential approach to site selection.

## Map 6: Abergele retail designation

Source: Strategic Planning Policy Service, Conwy County Borough Council



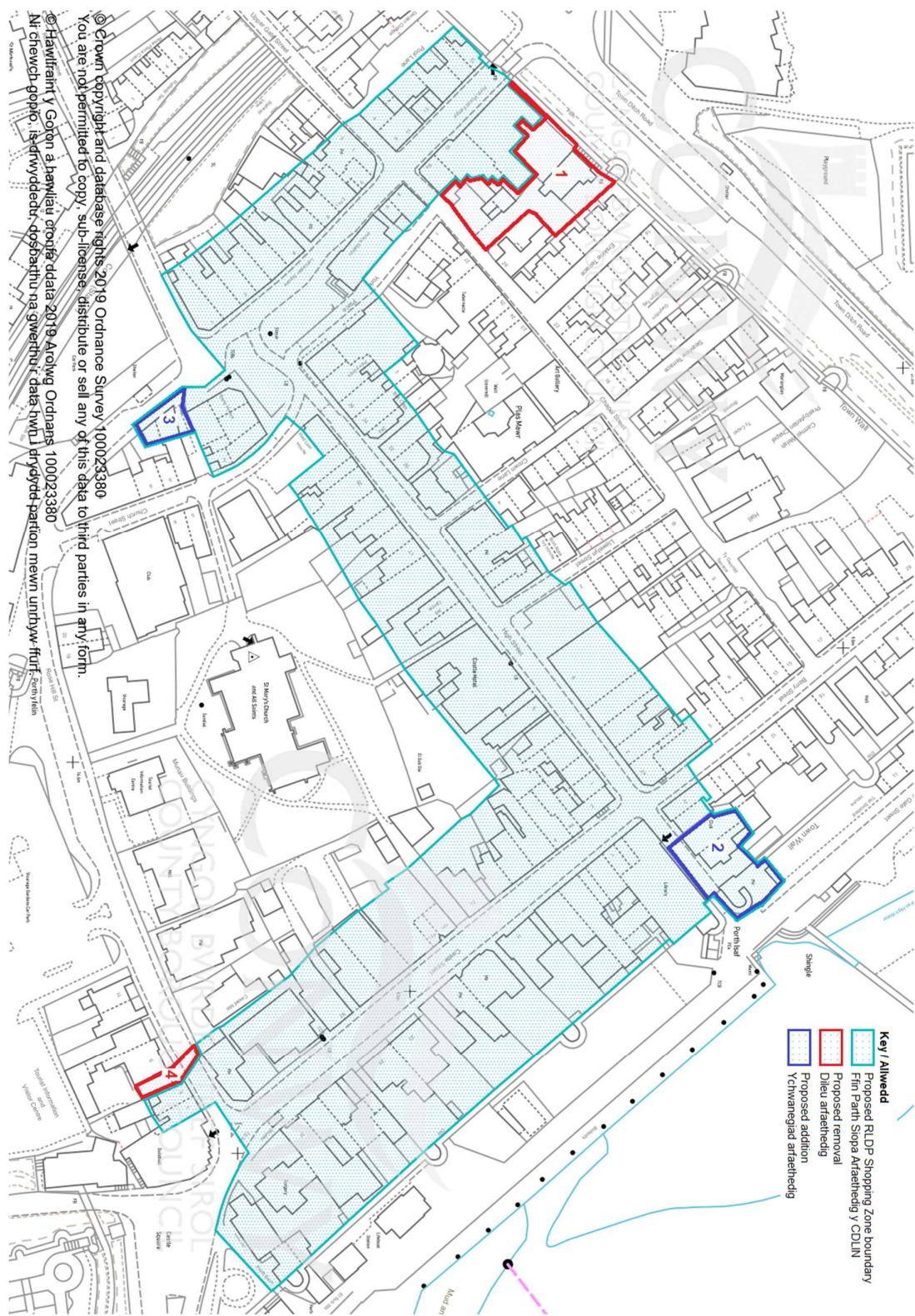
## 7 Conwy

The changes proposed to the Shopping Zone in Conwy can be found in the map below and include the following;

- Addition of A use class units adjacent existing LDP boundary
- Addition of A use class units adjacent existing LDP boundary
- Removal of residential property from retail designation

## Map 7: Conwy retail designation

Source: Strategic Planning Policy Service, Conwy County Borough Council

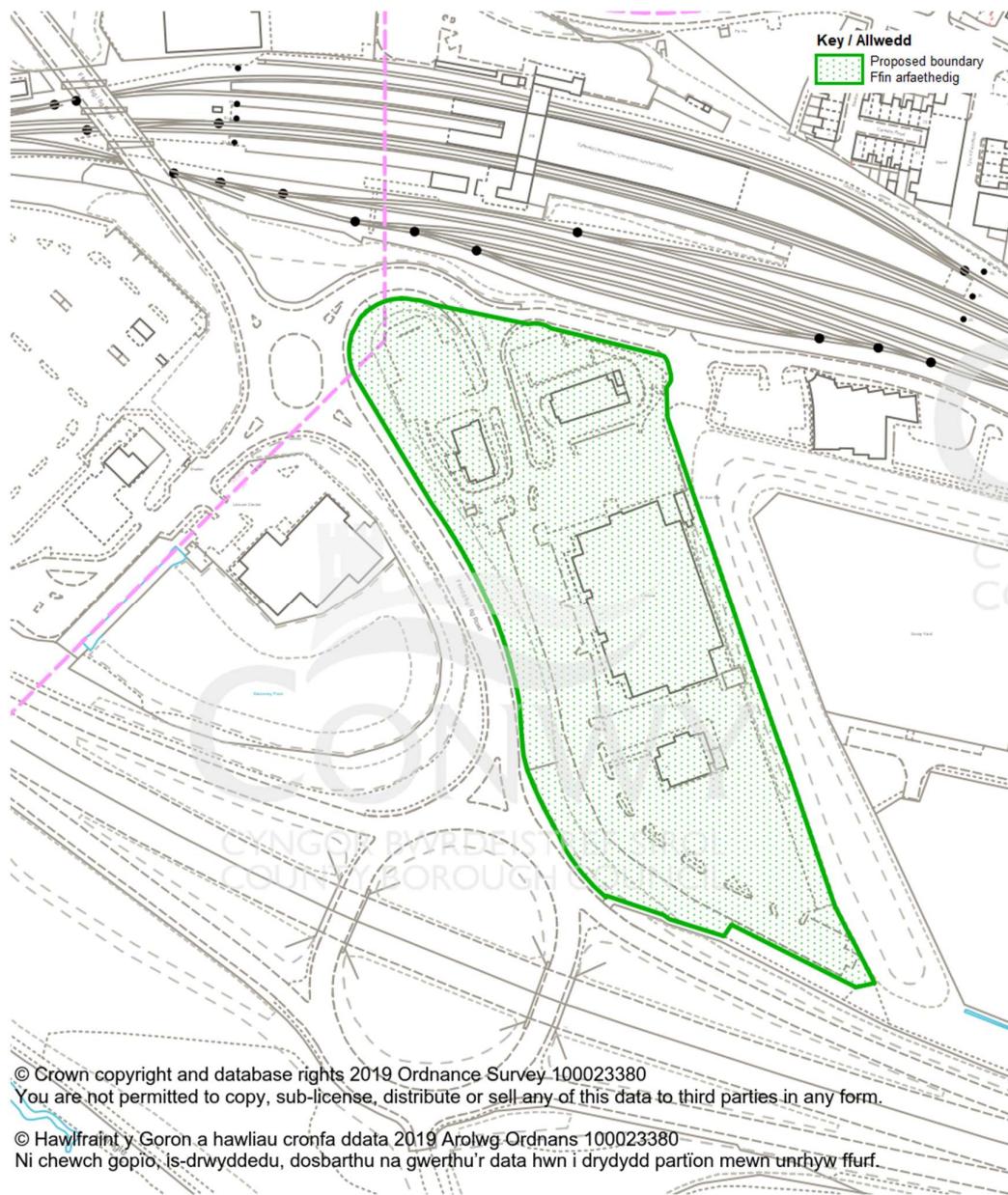


## 8 Llandudno Junction

- 8.1 Following public consultation of the RLDP Preferred Strategy, Llandudno Junction is now classified as Local Centre in the Retail Hierarchy. No Primary Shopping Area or Shopping Zone boundaries are proposed in this retail tier. See BP/26: Retail Hierarchy for more detail.
- 8.2 However, Llandudno Junction Leisure Park has become established, with occupiers including a cinema and fast-food outlets. Officers considered this area would benefit from a leisure designation to protect these uses and prevent any negative impact on the nearby town centres through inappropriate development. The boundary is proposed as follows:

### **Map 8: Llandudno Junction Leisure Park**

Source: Strategic Planning Policy Service, Conwy County Borough Council



## 9 Llanrwst

A summary of the changes proposed to the Shopping Zone in Llanrwst can be found in the map below and include the following;

- Addition of retail units adjacent to existing Shopping Zone boundary
- Removal of residential properties.

## Map 1: Llanrwst retail designation

Source: Strategic Planning Policy Service, Conwy County Borough Council

