



Broxtowe  
Borough  
COUNCIL

# **JUSTIFICATION FOR ADDITIONAL ARTICLE 4 DIRECTIONS IN BROXTOWE BOROUGH**

**EASTWOOD, KIMBERLEY,  
STAPLEFORD, AND THE  
EXTENSION OF THE BEESTON  
ARTICLE 4 AREA**

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# 1. Introduction

This report sets out the justification for introducing three new Article 4 Directions in Broxtowe Borough covering parts of Eastwood, Kimberley, and Stapleford together with an extension to the existing Article 4 area in Beeston. The purpose of these Directions is to remove permitted development rights for the change of use from C3 (dwellinghouses) to C4 (small Houses in Multiple Occupation) where the evidence indicates:

- A significant or increasing concentration of HMOs;
- A housing stock particularly vulnerable to conversion;
- High accessibility to public transport, services, and employment;
- Potential displacement pressures from neighbouring authorities' Article 4 controls.

Collectively, this evidence demonstrates a clear risk of harm to local amenity and the well being of the area, consistent with national guidance on the use of Article 4 Directions.

## **2. Existing and Emerging HMO Pressures in Broxtowe**

### **2.1 Licensed HMO Distribution**

The map of licensed HMOs shows a clear concentration in and around Beeston, particularly in Beeston Central, Beeston North, and Beeston West.

Other parts of the Borough currently have lower numbers, but the growth trend in Eastwood, Kimberley, and Stapleford is evident when comparing licensed and unlicensed data and mapping clusters.

Map 5 shows the location of licenced Houses in Multiple Occupation and Map 7 shows the number of all Houses in Multiple Occupation by ward.

### **2.2 Rising HMO Numbers Beyond Beeston**

Across Eastwood, Kimberley, and Stapleford, the recent increase in HMOs represents the early stages of similar patterns seen previously in Beeston, although these properties are not generally meeting need generated by student demand. Growth is also being driven by short term housing needs. These areas have:

- Older terraced and pre-war semi-detached housing
- Lower purchase prices than Beeston and other parts of the south of the Borough
- Strong bus links to Nottingham, Beeston, and Ilkeston
- Proximity to employment.

These characteristics make them increasingly attractive locations for HMO investment.

### **3. Justification for Proposed Article 4 Directions**

In drawing the boundaries for the three new Article 4 areas, Eastwood, Kimberley and Stapleford, and the extension to the Beeston Article 4 area, a consistent methodology has been applied. The National Planning Policy Framework requires that Article 4 Directions be limited to situations where it is necessary to protect local amenity or the well-being of the area and be based on robust evidence, and apply to the smallest geographical area possible. The following principles have therefore shaped each boundary:

#### **A: Focus on Older, Highly Convertible Housing Stock**

Boundaries deliberately concentrate on the pre-war terraces, Victorian/Edwardian grids, and compact semi-detached homes where HMOs are most viable and financially attractive to investors. These dwelling types typically offer:

- Lower purchase prices
- Straightforward internal subdivision
- Layouts suited to multiple occupation

Newer estates, uniform suburban cul-de-sacs, or low-density modern developments have been excluded because they:

- offer larger floorplates less suited to cost-effective HMO conversion
- typically include design features (integral garages, open-plan layouts) that limit subdivision
- demonstrate little or no evidence of HMO activity

#### **B. Alignment With Strong Public Transport Corridors**

Each boundary closely follows areas within easy walking distance of frequent bus routes, town centres, or tram-adjacent corridors. These locations provide the accessibility characteristics that make HMOs viable and attractive for residents without cars.

Areas further from bus corridors or with weaker transport links were excluded because the risk of conversion pressure is markedly lower.

#### **C. Boundary Edges Follow Logical Physical Features**

Roads, watercourses, and changes in housing character are used as clear, defensible edges. This ensures interpretation is straightforward for residents, landlords, enforcement officers, and planning decision-makers.

#### **D. Targeted Intervention to Address Identified Clusters**

The boundaries have been kept tightly drawn around:

- Streets containing existing HMOs

- Streets where HMO licence applications have recently increased

This ensures proportionate intervention aligned with NPPF requirements.

### **3.1 Eastwood**

The Eastwood proposal covers the older central neighbourhoods and Hill Top. The evidence supports an Article 4 Direction due to:

#### **Growth in HMO Numbers**

While Eastwood currently has modest HMO numbers, mapping shows that new HMOs are forming in clusters along the main transport corridors and traditional terraced streets. These areas are particularly susceptible to further conversions due to the affordability and layout of properties.

#### **Housing Stock Characteristics**

Eastwood's central neighbourhoods consist predominantly of:

- Victorian and Edwardian terraces
- Compact semi-detached dwellings
- Densely built street patterns

These properties lend themselves to easy conversion into small HMOs, with minimal structural alterations.

#### **Public Transport Accessibility**

Eastwood benefits from frequent, direct bus services to Nottingham, Ilkeston, Langley Mill, and surrounding employment areas. High accessibility increases attractiveness for HMO occupation.

#### **Cross-boundary Displacement Risk**

The introduction of new Article 4 areas in Long Eaton and Ilkeston, combined with longstanding restrictions in Nottingham City, creates a credible risk of displacement of HMO investment to nearby, unrestricted areas such as Eastwood.

#### **Proposed Boundaries**

The Eastwood Article 4 boundary encloses the older central neighbourhoods around Hill Top and the historic town centre grid, where the housing stock is predominantly Victorian terraces and pre-war semi-detached dwellings. These streets represent the locations most susceptible to further HMO growth.

The boundary stops at key arterial roads such as Nottingham Road, Derby Road and Lynncroft because housing beyond these points transitions into:

- later-20th-century suburban estates
- lower-density cul-de-sacs
- larger family homes less suited to HMO conversion

The area is also tightly drawn to include only those streets within a short walk of the high-frequency Rainbow One and other bus routes, which represent a key attractor for shared accommodation demand. The approach ensures the boundary remains proportionate and excludes areas with limited HMO pressure.

### **3.2 Kimberley**

The proposed Kimberley Article 4 area focuses on the older parts of the town centre and surrounding residential streets.

#### **Evidence of Emerging HMO Activity**

The HMO map shows early signs of clustering, particularly around the town centre. Although absolute numbers remain lower than in Beeston, early intervention is considered justified.

#### **Suitability of Housing for Conversion**

Kimberley contains:

- Traditional terraced housing
- Smaller-format pre-war properties
- Relatively low house prices compared with Beeston or parts of the south of the Borough.

This creates an environment where rapid HMO growth could occur, particularly as neighbouring authorities tighten controls.

#### **Strong Bus Connectivity**

Frequent services run through Kimberley to Nottingham and Eastwood. This boosts the attractiveness of the area for shared housing and rental investment.

#### **Regional Displacement Pressure**

Kimberley lies between Nottingham City and Ilkeston/Long Eaton, both areas with or proposing Article 4 controls. As additional measures to control HMOs currently apply or will apply to these areas, Kimberley becomes a logical “next area” unless preventative measures are taken.

#### **Proposed Boundaries**

The Kimberley Article 4 boundary encompasses the older terraced streets radiating from the town centre. The boundary edges follow key roads including Hardy Street, Eastwood Road, Greens Lane and Swingate, where character clearly shifts from older compact housing to modern family estates. These streets are characterised by a high density of small, pre-1919 terraces..

The boundary purposely excludes:

- the large post-1990 estates around Kimberley School
- the low-density suburban areas west of the town centre

These neighbourhoods feature larger, modern homes unlikely to be viable for HMO conversion.

### **3.3 Stapleford**

The proposed Stapleford Article 4 area is centred around the older pre-war housing stock north of the A52 and around the town centre.

#### **Concentration of Existing HMOs**

Maps show a growing number of HMOs emerging in Stapleford, particularly in areas closest to the A52 corridor and bus routes into both Nottingham and Beeston.

#### **Highly Convertible Housing Stock**

Stapleford contains:

- Rows of terraced houses
- Compact semi-detached properties ideal for conversion
- Lower purchase costs than Beeston and other parts of the Borough.

#### **Accessibility**

Stapleford benefits from:

- Fast bus services to Nottingham
- Immediate access to the A52
- Proximity to the Toton/Chilwell tram terminus

These transport links make Stapleford a highly sustainable HMO location, increasing development pressure.

#### **Anticipated Displacement from New Article 4 Areas**

With Long Eaton and Ilkeston adjoining Stapleford, the introduction of Article 4 controls in these areas is likely to push interest eastwards into Broxtowe unless action is taken.

#### **Proposed Boundaries**

Stapleford's proposed Article 4 boundary covers the older residential blocks north of the A52 and includes the compact terraced and grid-pattern streets close to the town centre and bus routes.

The boundary follows the River Erewash and major local distributor roads, providing logical edges and ensuring it remains easily interpreted and proportionate. Newer housing estates with larger houses are excluded.

### **3.4. Proposed Extension to the Beeston Article 4 Area**

Beeston already contains the overwhelming majority of HMOs in Broxtowe and has long experienced market pressure associated with proximity to the University of Nottingham, the tram network, and major employment hubs.

## **Justifications for Extension**

### **Continuing Growth at the Edges of the Existing Article 4 Boundary**

Mapping of licensed HMOs shows numbers forming just outside the current boundary, particularly towards:

- Beeston Rylands
- Beeston North
- Areas south of Queens Road and east of Station Road

These fringe areas are vulnerable to conversion as the market seeks opportunities not covered by the existing Direction.

### **Intensification Risk**

Without extension, high concentrations of HMOs in parts of Rylands and North Beeston will continue to fragment communities, alter the local housing mix, and put pressure on parking, noise, and amenity.

### **Transport Links Increasing Pressure**

The tram, rail station, and major bus routes continue to make Beeston one of the most attractive HMO locations in the region. Demand remains strong and unregulated areas are increasingly targeted.

### **Proposed Boundaries**

The proposed boundaries include the existing Article 4 Area but encompass areas to the west and south which have experienced growth in HMO numbers. The A52 acts as a boundary to the north.

## **4. Cross-Boundary Policy Context and Displacement Risk**

### **4.1 Nottingham City**

Nottingham City Council is covered by a City-wide Article 4 area, which includes restricting HMOs in large areas in the western side of the City around:

- Lenton
- Dunkirk
- Wollaton Park

These longstanding restrictions continue to push HMO development outward into adjoining districts such as Broxtowe.

### **4.2 Proposed Article 4 Areas in Long Eaton and Ilkeston**

Neighbouring Erewash Borough Council is progressing Article 4 Directions for Long Eaton and Ilkeston. When implemented, these will require planning permission for small HMOs in these locations.

### **4.3 Resulting Pressure on Broxtowe**

Collectively, the cross-boundary restrictions create a strong likelihood of:

- Increased speculative investment in Broxtowe neighbourhoods with good transport links
- Targeting of the most convertible properties, typically older terraces and smaller pre-war homes
- Accelerated HMO growth in Eastwood, Kimberley, Stapleford, and fringe areas of Beeston.

This displacement effect provides a robust strategic justification for pre-emptive controls.

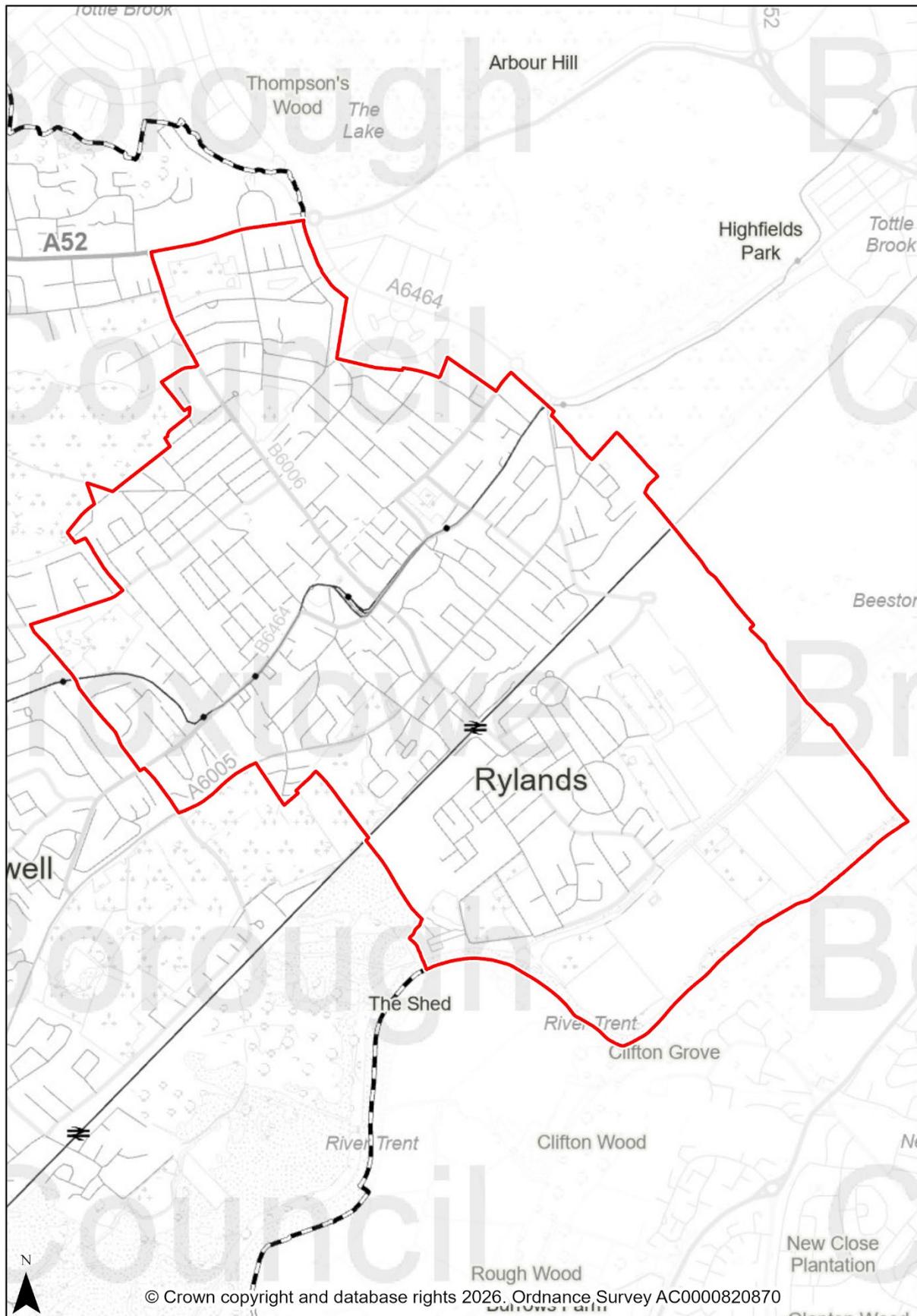
## **5. Summary and Conclusions**

The evidence clearly demonstrates that:

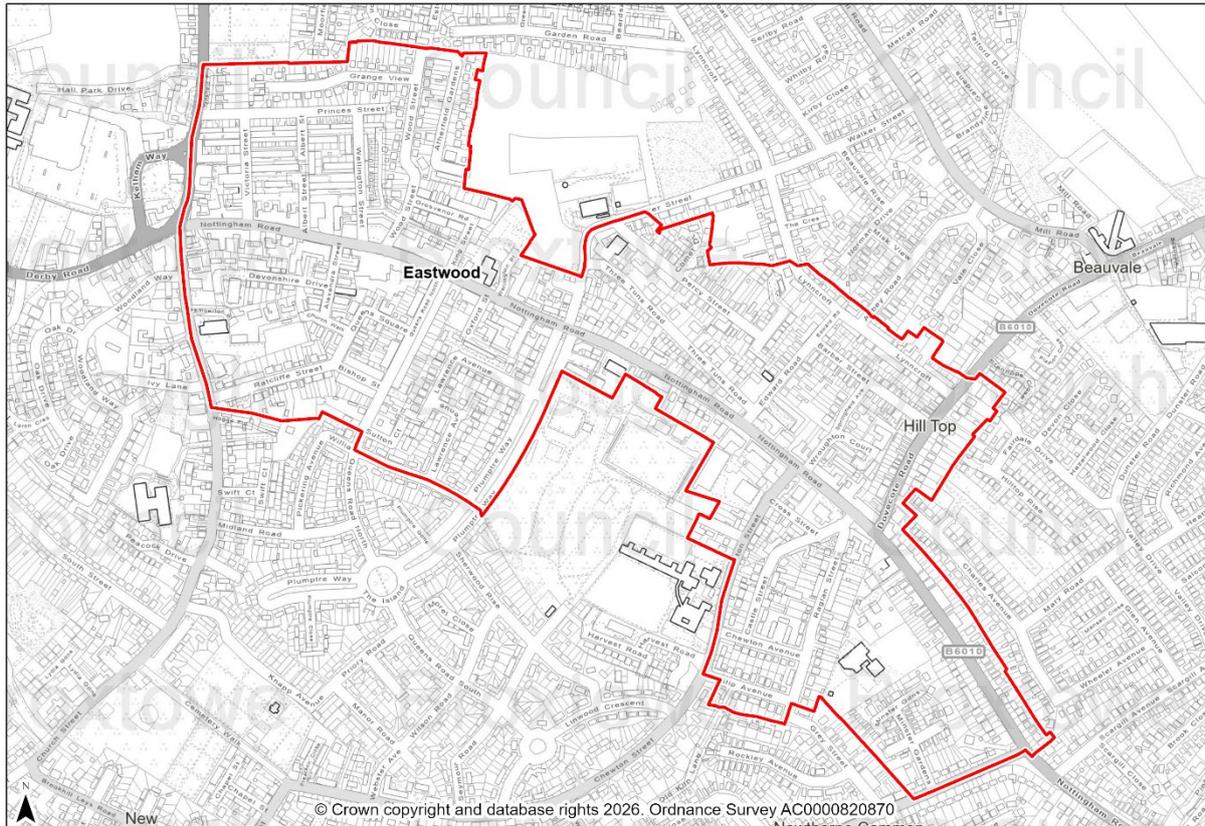
- Beeston remains under significant HMO pressure, and an extension to the Article 4 boundary is justified.
- Eastwood, Kimberley, and Stapleford exhibit early but accelerating HMO growth, with clusters forming around older housing stock and major transport corridors.
- The housing characteristics of these areas make them especially vulnerable to rapid conversion.
- Strong public transport connectivity further enhances their attractiveness to HMO developers.
- Cross-boundary restrictions in Nottingham City, together with emerging Article 4 controls in Long Eaton and Ilkeston, present a substantial displacement risk.

Introducing three new Article 4 Directions, covering Eastwood, Kimberley, and Stapleford, and extending the Beeston Article 4 area is necessary to protect local amenity, maintain balanced communities, and ensure proper planning across the Borough.

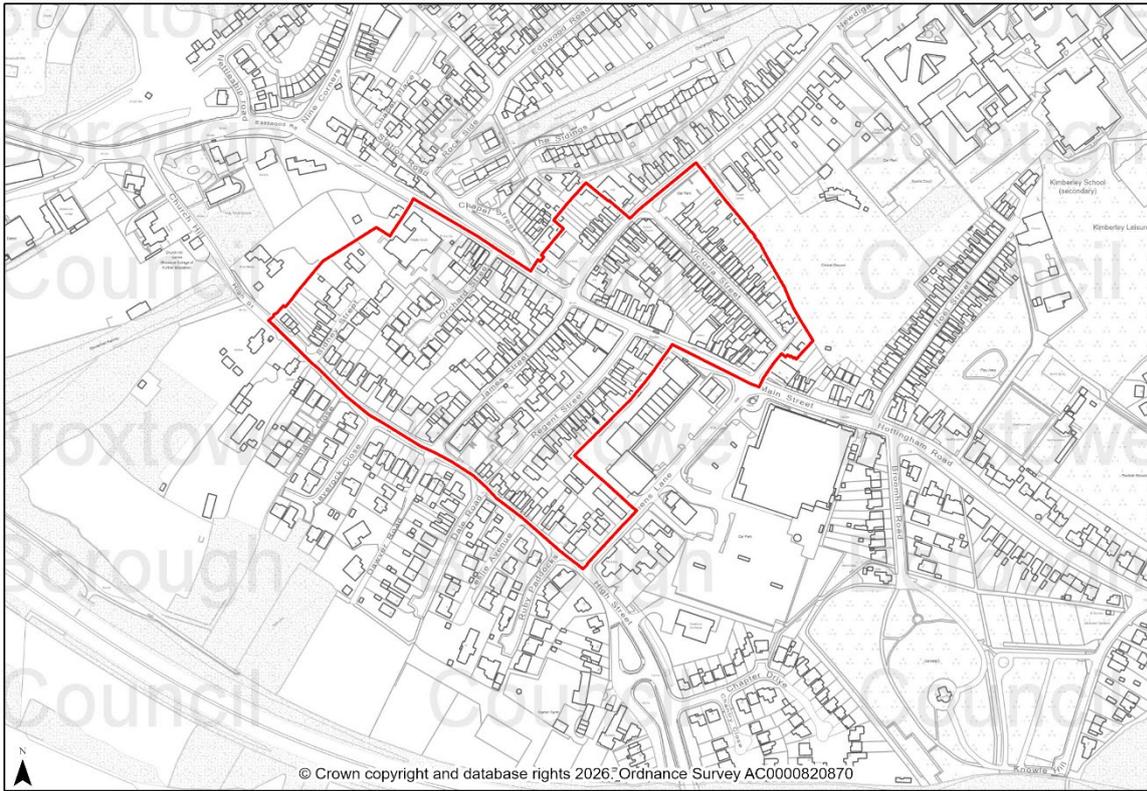
# Map 1: Beeston Article 4 Area (Proposed Expansion)



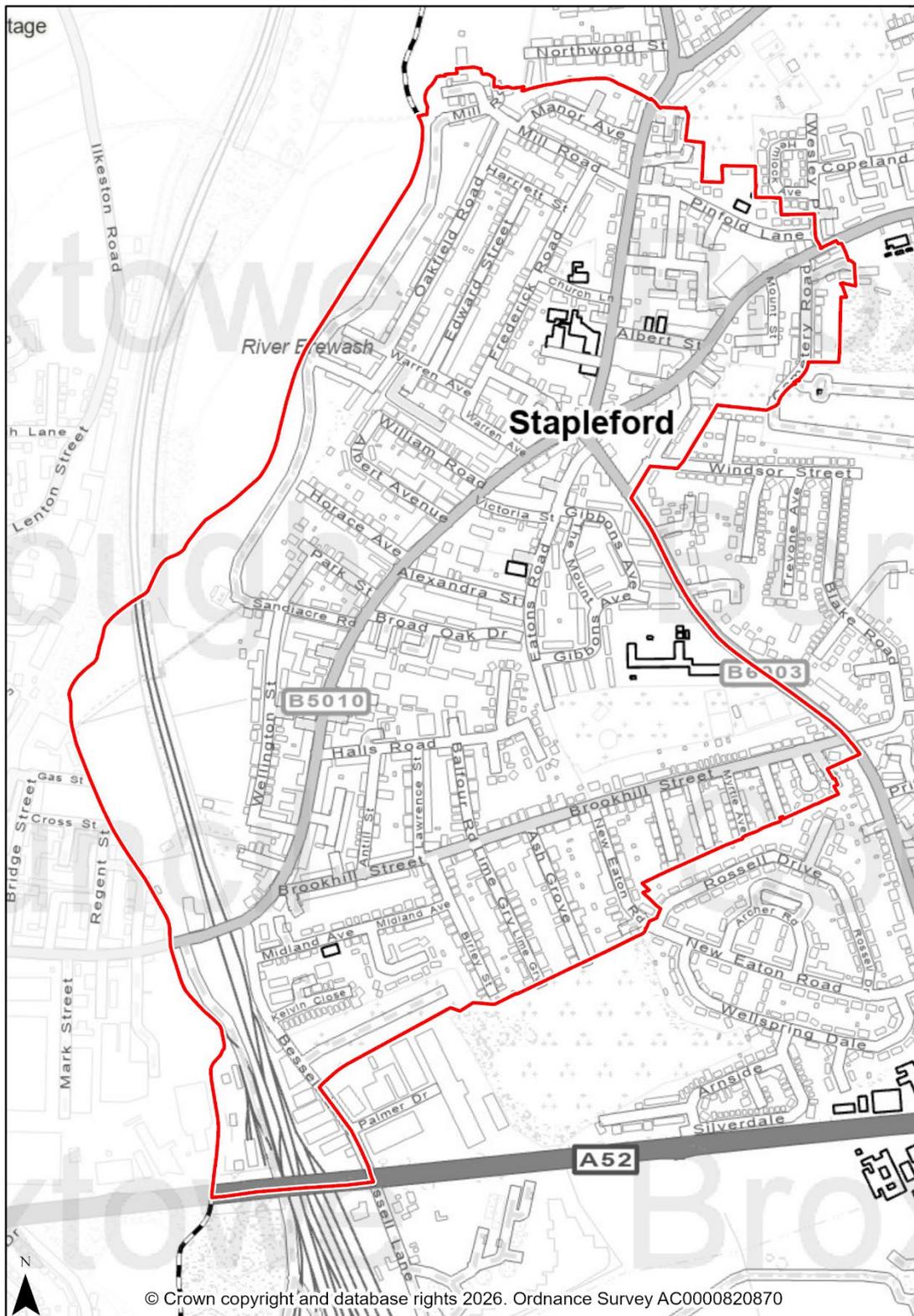
## Map 2: Eastwood Article 4 Area (Proposed)



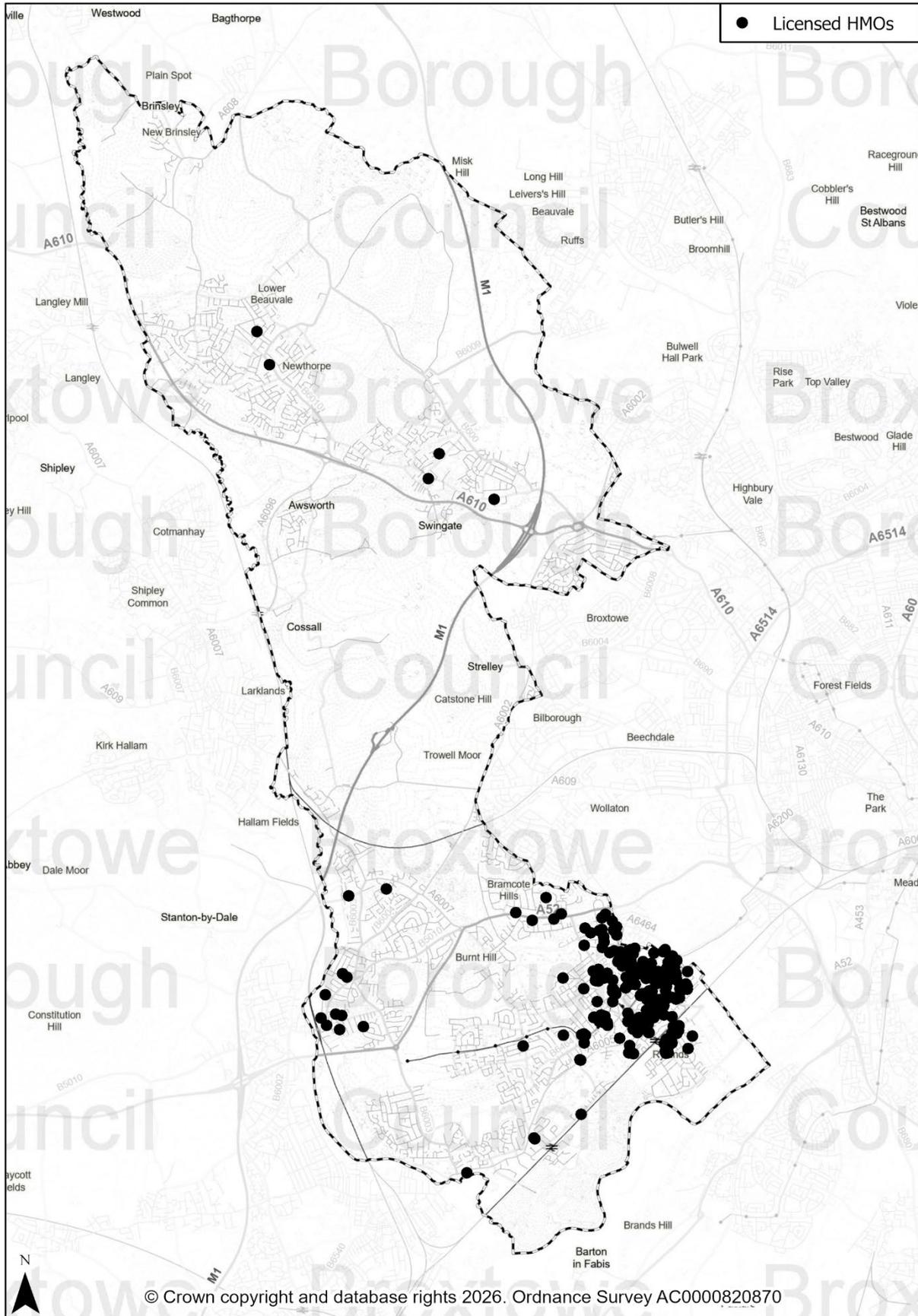
### Map 3: Kimberley Article 4 Area (Proposed)



# Map 4: Stapleford Article 4 Area (Proposed)

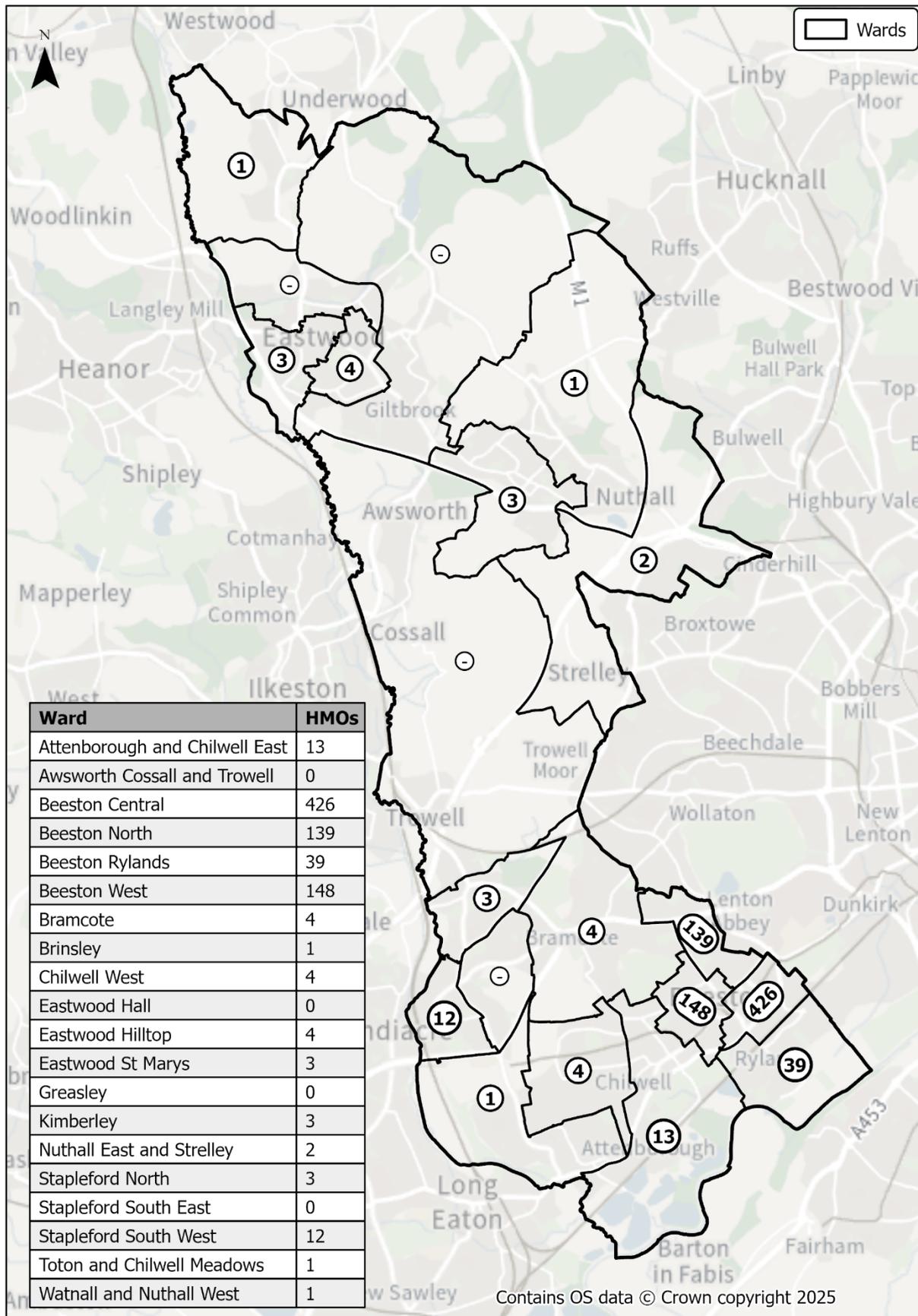


# Map 5: Licenced Houses in Multiple Occupation





### Map 7: All Houses in Multiple Occupation By Ward





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