

Retail Report – Tardy Gate Designation

Central Lancashire Core Strategy Supporting Document

December 2010



Retail Report – Tardy Gate

1.0 Introduction

1.1 The aim of this report is to clarify and support the designation of Tardy Gate as a District Centre within the Central Lancashire Core Strategy. This report is part of the supporting documents for the Core Strategy and forms part of the evidence base.

2.0 Planning Policy

2.1 Planning Policy Statement 4 (PPS4): Planning for Sustainable Economic Growth (2009) requires local planning authorities to set out a strategy for the management and growth of centres over the plan period. As part of this authorities are required to be flexible to allow centres to respond to changing economic circumstances and set out a hierarchy of centres that can adapt to the changing economic climate.

2.2 PPS4 defines District Centres/ Local Centres as:

- *'District centres will usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library'.*
- *'Local centres include a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and launderette. In rural areas, large villages may perform the role of a local centre'.*

2.3 The South Ribble Local Plan (February 2000) designated Tardy Gate as a district centre in policy FR1: Definition of District Centres because the centre complied with the definition in PPG 6 Town Centres and Retail Developments (revised) and functioned as a district centre. The South Ribble Local Plan justification text below sets the context for the role of district centres, including Tardy Gate over the last ten years. (Paragraphs 6.34 – 6.45).

'The defined district centres have evolved as the traditional shopping areas in the Borough outside Leyland Town Centre. The identification of the Centres and encouragement of appropriate development within them seeks to retain and enhance this traditional pattern. Such centres offer a range of facilities at convenient and accessible focal points and concentrating new development within them will minimise the need for shoppers to make additional journeys by car.

District centres identified in this policy shall be regarded as town centres for the purposes of interpreting the guidance in PPG6: Town Centres and Retail Developments (Revised) although proposals will be judged in view of the need to interpret the guidance according to the circumstances of each centre.

Not only are shops found within the district centres but professional offices, such as insurance brokers and estate agents, financial institutions such as banks and building societies, libraries, medical facilities, food and drink outlets and other services too. The Council considers that such uses, generally covered by classes A1, A2, A3, D1 and D2 of the Town and Country Planning (Use Classes Order) 1987 are appropriate within district centres to contribute to their vitality and viability'.

2.4 Please find a map of the South Ribble Local Plan adopted boundary for Tardy Gate in Appendix 1.

3.0 Central Lancashire Retail and Leisure Study (2010)

3.1 The three authorities of Central Lancashire commissioned planning consultant's GVA Grimley (2010) to undertake a 'retail and leisure' study on their behalf, to inform the preparation of the Core Strategy DPD and update the evidence base. The main purpose of this study was:

- To understand the shopping and leisure behaviour of local residents living within and adjacent to the Central Lancashire area and to identify convenience and comparison goods expenditure patterns.
- To undertake a healthcheck assessment of the principal centres within the Central Lancashire area.
- To assess the future quantitative capacity and qualitative need for new retail and leisure provision through to 2026.
- To provide strategic advice on the overall future retail need and confirm an appropriate forward development strategy to be taken forward by the Joint Authorities through the Core Strategy and wider LDF process.

3.2 The conclusion of the study in relation to the retail hierarchy was that Tardy Gate should be viewed as a local centre, principally due to the lack of a medium sized foodstore in Tardy Gate.

3.3 However, South Ribble Borough Council considers that Tardy Gate should remain a district centre due to its scale (51 units within the centre boundary, 7 adjacent to the boundary including Lostock Hall Library), its retail offer (a broad mix of A1, A2, A3, A4, A5 as well as D1 and Sui Generis)¹, its historical designation in the South Ribble Local Plan as a district centre and its function as a destination for its catchment area.

3.4 The potential future growth of the area and the need to allow centres to be flexible and adaptable to their changing role and the economic climate during the plan period, further support the designation of Tardy Gate as a District Centre. Please find a map of the proposed boundary for Tardy Gate, as identified by GVA Grimley in Appendix 2.

4.0 Local Retail Centre Survey monitoring (2010)

4.1 On an annual basis South Ribble Borough Council monitor the vitality and viability of the centres in the borough, including use class and vacancy rates. This evidence highlights the importance of Tardy Gate as a district centre, its scale, mix, destination and function.

4.2 Within the adopted district centre boundary there are 51 units, 25 of these are A1, 3 X A2, 3 X A3, 1 x A4, 8 x A5, 2 x D1 and 1 sui generis, thus highlighting the

¹ For further details on the Use Class Order and classification of development see the Town and Country Planning (Use Classes) (Amendment) (England) Order 2010.

broad mix of services both A1 shopping including a foodstore, as well as a café and two restaurants, non retail services including a mortgage advice centre, accountants, estate agents, dentist and GP surgery. Directly adjacent to the centre boundary are a further 7 units including Lostock Hall Library.

- 4.3 The consultant's have proposed to extend the centre boundary of Tardy Gate to the West to include the compatible uses, currently outside of the boundary such as the library. See Appendix 4 for results for Tardy Gate from the Local Retail Centre Survey, 2010.

5.0 Interim Planning Policy: Retail (2004)

- 5.1 An Interim Planning Policy on retail was adopted in November 2004 re: Town and District Centres. In brief, the policy is aimed at retaining retail uses in the primary retail frontages of the Town and District Centres throughout South Ribble, including Tardy Gate. A study had shown that the percentage of retail uses within the town and district centres were diminishing and weakening the vitality and viability of the centres as well as the retail offer.

- 5.2 Tardy Gate as a district centre is seen to have an important role in the hierarchy of centres, for local amenity and functions as a district centre. Its importance is highlighted by the need to protect its vitality and viability and retail offer through this interim policy. See Appendix 5 for the full text and justification of this policy.

6.0 Reason for Designation in Core Strategy (2010)

- 6.1 The Central Lancashire Publication Core Strategy identifies Tardy Gate as a District Centre within Chapter 9: Delivering Economic Prosperity, Policy 11 Retail and Town Centre Uses and Business Based Tourism and the justification of this policy.

- 6.2 Policy 1: Locating and Managing Growth highlights the South Ribble Urban Area as the key area in South Ribble where development will be focussed upon, which includes Lostock Hall, which is the catchment area for Tardy Gate centre.

- 6.3 By taking PPS4 into consideration and allowing centres the ability to be flexible and adaptable to changing economic circumstances, it is felt that Tardy Gate should remain designated as a district centre due to its retail offer and conformity in the most part with the definition in PPS4. Also the potential development of this area highlighted through the Core Strategy and the potential increased catchments area warrants continued designation as a district centre.

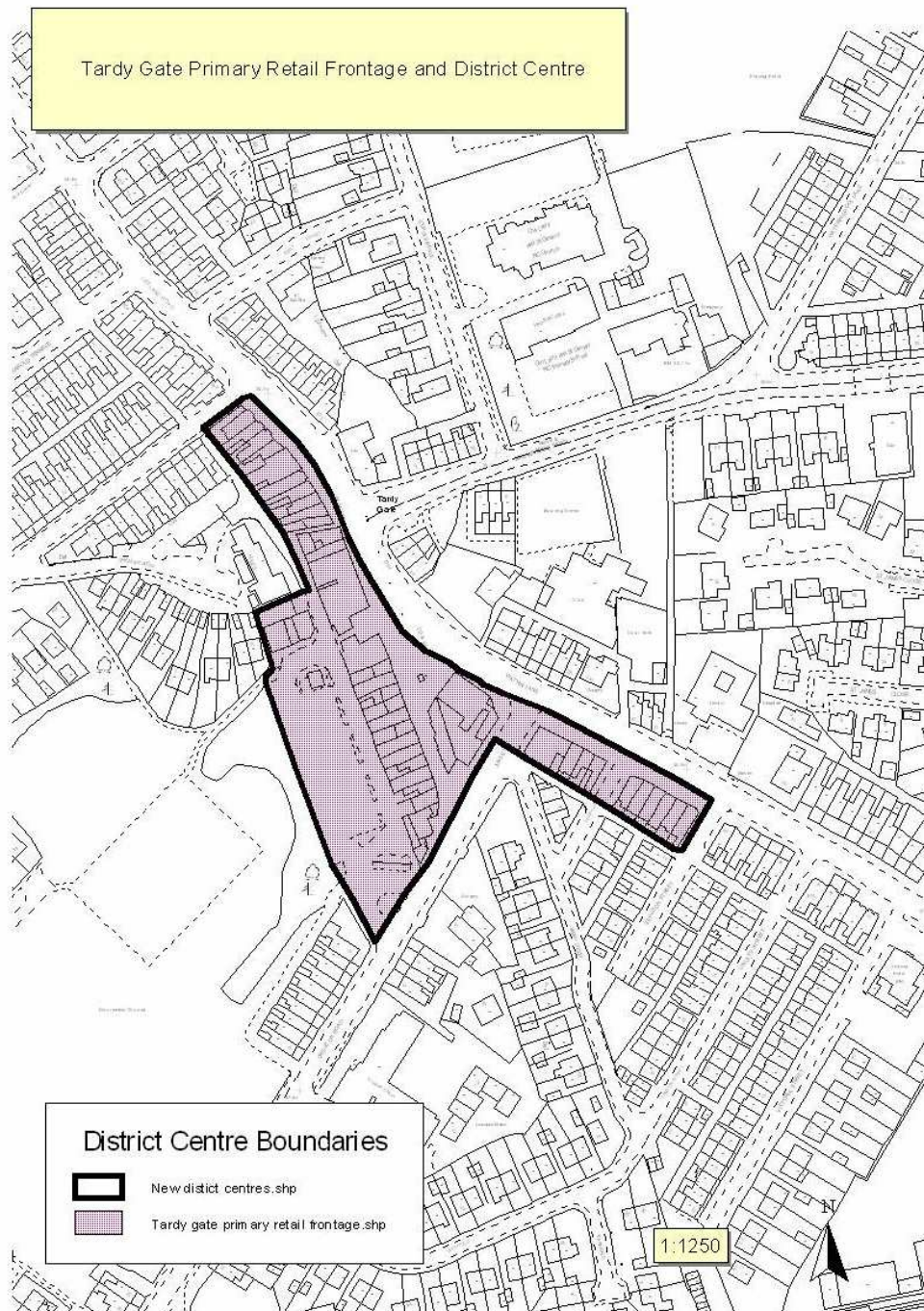
- 6.4 Furthermore, there are a number of suggested sites for development highlighted in the Issues and Options Site Allocations DPD. Whilst no decisions have been made on these sites, there are potentially suitable sites for development, which if implemented would increase the role, function and catchment area of Tardy Gate. All of which needs to be carefully considered when planning for the future hierarchy of centres within South Ribble during the plan period.

7.0 Conclusion

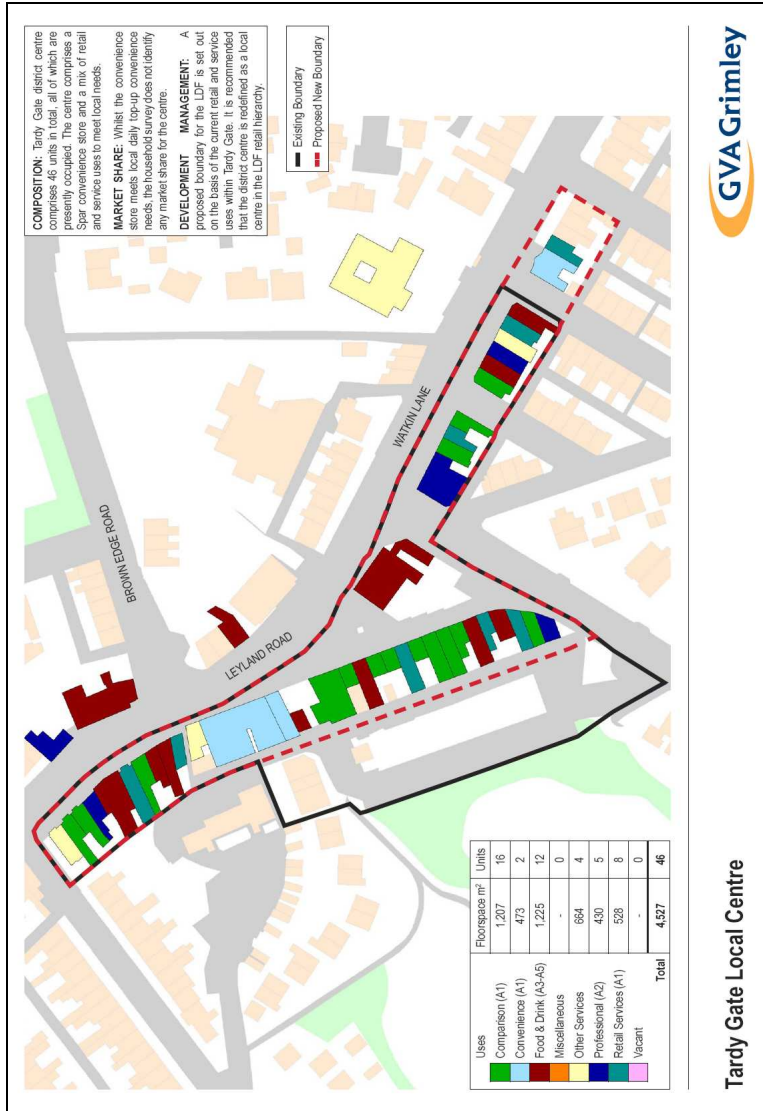
- 7.1 In conclusion, taking into consideration national planning policy, local planning policy and recent evidence base including the GVA Grimley Retail Study and the Local Retail Centres Survey, it is South Ribble Borough Council's view that Tardy Gate be designated as a district centre through the Core Strategy.

Appendices

Appendix 1 South Ribble Local Plan Designation



Appendix 2 GVA Grimley Proposed Local Centre Boundary

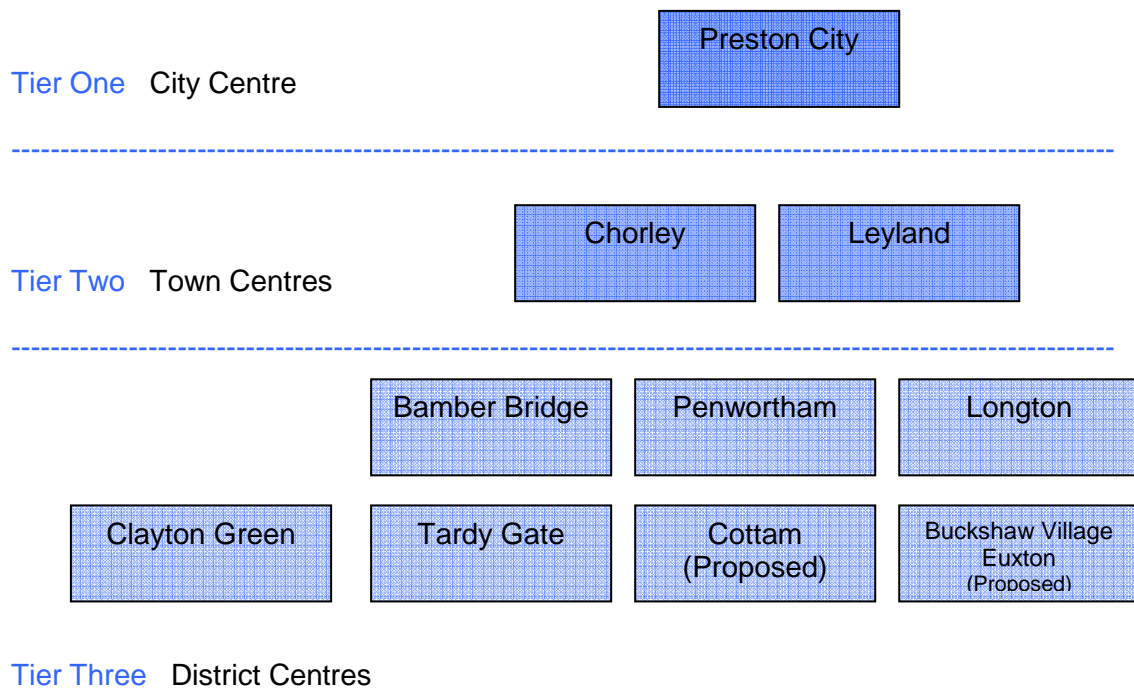


Tardy Gate Local Centre

Appendix 3 Designation of Tardy Gate – Central Lancashire Core Strategy

The Central Lancashire Retail and Leisure Review 2010 identified capacity for additional comparison and convenience shopping floor space that can be provided for over the period to 2026. Together with a Local Retail Centres Survey, it also recommends the following hierarchy of the top retail centres in the plan area.

Figure 11: Central Lancashire Retail Hierarchy



Sources: Central Lancashire Retail and Leisure Review, 2010
Local Retail Centres Survey, 2010

Policy 11: Retail and Town Centre Uses and Business based Tourism

Retail and other town centre uses of a scale appropriate to the retail hierarchy and in sustainable locations will be supported, provided that the development respects the character of the centre, including its special architectural and historic interest and assists in maintaining its existing retail function. The key elements of the hierarchy are:

- **City Centre: Preston**
- **Principal Town Centres: Leyland and Chorley**
- **District Centres: Bamber Bridge, Clayton Green, Longton, Penwortham and Tardy Gate, and those proposed at Buckshaw Village and Cottam**

Retail and town centre uses will be delivered in the following ways:

- (a) Delivering a mixed-use scheme to facilitate the regeneration of the Tithebarn Regeneration Area of Preston.**
- (b) Encouraging other retail, office and leisure investment of an appropriate scale in Preston city centre, so as to retain its role as the main retail, commercial and service centre in Lancashire as a whole.**
- (c) Maintaining and improving the vitality and viability of Chorley town centre by building on the success of the Market Walk shopping centre, through investing in further retail development, supporting a range of other retailers and services, as well as improving the centre's appearance and accessibility.**
- (d) Maintaining and improving the vitality and viability of Leyland town centre, in particular the accessibility, design and environmental improvements put forward in the Leyland Town Centre Masterplan.**
- (e) Maintaining, improving and controlling the mix of uses in the existing District and Local Centres and proposed centres at strategic sites and locations, so as to appropriately serve local needs.**
- (f) Resisting further expansion of out-of-centre retail parks, including the Deepdale Shopping Park, Capitol Centre and Riversway Retail Park.**
- (g) Supporting city and town centre development providing for tourists and visitors, particularly business based tourism.**

Appendix 4 Local Centres Survey Results: Tardy Gate 2010

Address	Main Activity	Use Class	Occupied/Vacant
1 Hope Terrace	Estate Agents	A2	Occupied
2 Hope Terrace	Restaurant	A3	Occupied
3 Hope Terrace	Hairdressers	A1	Occupied
4 Hope Terrace	Café	A3	Occupied
4a Hope Terrace	Taxi Firm	Sui Generis	Occupied
5 Hope Terrace	Wool Shop	A1	Occupied
6 Hope Terrace	Goods	A1	Occupied
7 Hope Terrace	Cards/Gifts	A1	Occupied
8 Hope Terrace	Clothing	A1	Occupied
9 Hope Terrace	Hairdressers	A1	Occupied
10 Hope Terrace	Clothing	A1	Occupied
11 Hope Terrace	Charity	A1	Occupied
11a Hope Terrace	Residential	C3	Occupied
12 Hope Terrace	Takeaway	A5	Occupied
13 Hope Terrace	Chemist	A1	Occupied
14 Hope Terrace	Opticians	A1	Occupied
14a Hope Terrace	Takeaway	A5	Occupied
15 Hope Terrace			Vacant
1b Victoria Terrace	Takeaway	A5	Occupied
1 Victoria Terrace	Bakery	A1	Occupied
2-5 Victoria Terrace	Foodstore	A1	Occupied
6 Victoria Terrace	Training/Treatment	A1	Occupied
7 Victoria Terrace	Dental	D1	Occupied
468 Leyland Road	Barbers	A1	Occupied
466 Leyland Road	Takeaway	A5	Occupied
464 Leyland Road	Takeaway	A5	Occupied
464a Leyland Road			Vacant
462 Leyland Road	Newsagent	A1	Occupied
460 Leyland Road	Hairdressers	A1	Occupied
458/456 Leyland Road	Takeaway	A5	Occupied
454 Leyland Road	Financial	A2	Occupied
452 Leyland Road	Charity	A1	Occupied
450 Leyland Road			Vacant
450FF Leyland Road	Beauty Salon	A1	Occupied
448 Leyland Road			Vacant
448FF Leyland Road	Residential	C3	Occupied
2/4 Watkin Lane	Public House	A4	Occupied
6/8 Watkin Lane	Accountants	A2	Occupied
10 Watkin Lane			Vacant
12 Watkin Lane	Barbers	A1	Occupied
14 Watkin Lane	Pet Shop	A1	Occupied
16 Watkin Lane	Fishing Tackle	A1	Occupied
18 Watkin Lane	Takeaway	A5	Occupied
20 Watkin Lane	Computers	A1	Occupied
22 Watkin Lane			Vacant
24 Watkin Lane	Beauty Salon	A1	Occupied
26 Watkin Lane	Takeaway	A5	Occupied
28 - 30 Watkin Lane	Carpets	A1	Occupied
32 Watkin Lane	Hairdressers	A1	Occupied
35 Watkin Lane	Restaurant	A3	Occupied
1-3 William Street	Doctor's Surgery	D1	Occupied

Outside of the Boundary of Tardy Gate Centre			
446 Leyland Road	Hairdressers	A1	Occupied
444 Leyland Road			Vacant
Library Watkin Lane	Library	D1	Occupied
503 Leyland Road	Betting Office	A2	Occupied
505 Leyland Road	Public House	A4	Occupied
11 Watkin Lane	Takeaway	A5	Occupied
1a Hope Terrace	Florist	A1	Occupied

Results Breakdown

Inside the boundary of Tardy Gate	
A1	25
A2	3
A3	3
A4	1
A5	8
C3	2
D1	2
Sui Generis	1
Vacant	6
Total	51
Outside the boundary of Tardy Gate	
A1	2
A2	1
A3	0
A4	1
A5	1
C3	0
D1	1
Sui Generis	0
Vacant	1
Total	7

Appendix 5 Interim Planning Policy: Retail

INTERIM PLANNING POLICY: TOWN AND DISTRICT CENTRES

Proposals for non-retail uses, including financial and professional services (Class A2) and food and drink uses (Class A3), in the primary retail frontages of Leyland town centre, Bamber Bridge and Tardy Gate and Penwortham, as shown on the accompanying plans will be determined, unless exceptional circumstances are demonstrated, in accordance with the following criteria:

- (i) the overall retail function of Leyland Town Centre, Bamber Bridge and Tardy Gate and Penwortham would not be undermined; and
- (ii) the use would make a positive contribution to the overall vitality and viability of Leyland Town Centre, Bamber Bridge, Tardy Gate or Penwortham; and
- (iii) the proposal would not result in more than three non A1 uses being adjacent to each other; and
- (iv) the proposal is of a high quality design that makes a positive contribution to the character and appearance of the centre, both in relation to adjacent properties and the wider street scene; and
- (v) the proposal would not result in more than 25% of premises in the primary retail frontage being in non-retail uses (i.e. other than class A1) at ground floor level.

In addition where the proposals are acceptable after satisfying above criteria, a retail window display should be provided and maintained.

Justification

A recent study has shown that the percentage of retail uses in Hough Lane are diminishing compared to that available in larger city and town centres in neighbouring areas (such as Preston, Chorley). It is the Council's priority to maintain and enhance the position of Leyland as the main shopping centre in the borough. Leyland is identified as a Tier 2 Centre in the retail hierarchy.

Primary retail frontages are the busiest parts of the town and district centres where the larger shops, supermarkets and chain stores are normally located and are typified by high concentrations of class A1 uses i.e. shops. Excessive proportions of non retail uses in these frontages are considered to undermine the shopping offer. The purpose of this policy is to prevent the over proliferation of non retail uses at the expense of retail provision within the towns and districts in the Borough. It is important to the vitality and viability of the town centre that the retail strength and appearance of these frontages is retained.

The policy applies to the primary retail frontages as shown on the attached plans, which comprise the following properties:

Leyland: No.4 to the Post Office/SPAR (inclusive) on the south side of Hough Lane and numbers 1 to 69 (inclusive) on the north side of Hough Lane, The Kwik Save store to the former Booths premises on Towngate and the Gables Public House on the corner of Towngate and Hough Lane.

Bamber Bridge: 145 to 187, 195 to 231, 148 to 200 (all inclusive) Station Road.

Tardy Gate: 1 to 15 and 6-26 Watkin Lane, 1 to 7 Victoria Terrace, 448 to 468 Leyland Road, 1 to 3 William Street (all inclusive).

Penwortham: 12 to 78, 27 to 79 Liverpool Road (all inclusive).