Review of City, District and Local Centres in Plymouth for the Joint Local Plan March 2017

Introduction & Background

This paper sets out a review of the primary and secondary shopping frontages of the centres included in the Plymouth and South West Devon Joint Local Plan (JLP). It sets out the methodology and evidence used to create the frontages, and is published alongside the pre-submission version of the JLP for consultation. The paper will inform the preparation of supplementary planning documents for the Plymouth and Thriving Towns and Villages Policy Areas.

The overall approach to planning for future retail needs across Plymouth, South Hams and West Devon (outside of the Dartmoor National Park) is set out in the following policies of the JLP:

Policy SPT5: Provision for Retail Development.
Policy SPT6: Spatial Provision of Retail and Main Town Centre Uses (including the retail hierarchies for the JLP area)
DEV16: Providing Retail and Town Centre Uses in Appropriate Locations
DEV17: Promoting Competitive Town Centres
DEV18: Protecting Local Shops and Services

The approach to the need for new retail floorspace, and the hierarchy of centres (including proposed new centres) is set out in the Spatial Strategy section (SPT policies) of the JLP, while the policies which set out how proposals for new retail or development, or the change of use of existing retail premises, are set out in the Development Policies section (DEV policies). The Primary Shopping Areas of all centres defined in the JLP are shown on the Policies Map. This document sets out the Primary and Secondary Shopping frontages associated with these centres, which are associated with the provisions of Policy DEV18.

The Retail Hierarchy in the Plymouth Policy Area

The centres in the Plymouth retail hierarchy for the Plymouth Policy Area were reviewed in 2012 through The Plymouth City Council Retail and Centres Study, Roger Tyms and Partners, 2012. A link to this study is provided below:

www.plymouth.gov.uk/plymouthretailandcentresstudy
The 2012 study informed the last review of the retail centres through the Shopping Centres SPD which was also published 2012. The SPD identified the centres boundary, the primary shopping area and the primary frontages. The document also identified key challenges and opportunities of the each of the centres. In addition Plymouth City Council commissioned GVA to undertake City Centre Development Study in 2014 and a Plymouth Retail Study in 2017. The 2014 study made clear findings regarding the core retail area around the eastern part of the City Centre and supported the recommendations of the 2012 study.

A link to both studies is provided below:

www.plymouth.gov.uk/PlymouthCityCentreDevelopmentStudyMainReport.pdf

www.plymouth.gov.uk/PlymouthRetailStudy.pdf

Policy SPT6 of the JLP, (Spatial provision of retail and main town centre uses), establishes the retail hierarchy within the development plan.

At the top of the retail hierarchy sits the City Centre. This is the location that provides the main shopping destination for both the city’s residents and visitors and the focus for new retail development. Beneath this there are seven District Centres; these are localities that are usually anchored by a large supermarket a support main food retailing as well as a variety of complementary uses. At the bottom of the retail hierarchy are 37 Local Centres that provide access to goods and services mainly for ‘top up’ retailing, the character of these centres vary significantly across the city. The Joint Local Plan will also see one new mixed use District Centre at Derriford, which is to complementary with the role of the City Centre. A further 4 new Local Centres primarily for top up shopping and local services will be provided. Both of these provide for a qualitative justification.

The retail hierarchy in Plymouth is set out below:

<table>
<thead>
<tr>
<th>City Centre (regional / sub-regional)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plymouth City Centre</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>District Centres (main food / convenience shopping and other retail and services as appropriate to role of the centre)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Estover</td>
</tr>
<tr>
<td>Plymstock Broadway</td>
</tr>
<tr>
<td>Transit Way</td>
</tr>
<tr>
<td>Local Centres (daily / top-up food / convenience shopping and local / neighbourhood level services)</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Albert Road</td>
</tr>
<tr>
<td>Colebrook</td>
</tr>
<tr>
<td>Delamere Road</td>
</tr>
<tr>
<td>Elburton</td>
</tr>
<tr>
<td>Glenholt</td>
</tr>
<tr>
<td>Honicknowle Green</td>
</tr>
<tr>
<td>Leigham</td>
</tr>
<tr>
<td>Oreston</td>
</tr>
<tr>
<td>Salisbury Road</td>
</tr>
<tr>
<td>Stone Barton</td>
</tr>
<tr>
<td>Upland Drive</td>
</tr>
</tbody>
</table>

| West Park | Whitleigh Green | Wolseley Road |
| Seaton neighbourhood (proposed) | Woolwell | Millbay |
| Plymstock Quarry (proposed) | Keyham (proposed) | (proposed, part of core tourism area) |

**Primary Shopping Areas and Retail Frontages**

The information in this document will complement the approach set out in the JLP policies, and particularly DEV18, in the following way:
• The Primary Shopping Areas (PSA) define those locations where development providing new retail floorspace, or other town centre uses are considered to be ‘in centre’ and are not therefore subject to the sequential approach or to impact assessments.

• Within the Primary Frontages the primary role of retailing will be preserved with only complementary supporting A2 and A3 uses permitted and only limited other town centre uses.

• Within secondary frontages a wider mix of uses will be permitted including other town centre uses.

• In areas outside of any frontages a broader range of uses will be supported which contribute to the vitality of an area and do not lead to an inactive frontage.

• With the exception of the City Centre the Primary Shopping Area will also form the centre boundary.

The following principles were used for defining the Frontages:

• Primary Frontages will be drawn around A1 uses which provide the focus and greatest footfall for the centre. Typically this will include main food stores in the centre particularly where these stores anchor the centre.

• Secondary Frontages will not be used, unless the role and function of centre has a sufficiently large enough retailing function to support a wider variety of functions other than just retailing e.g. banking, post office functions or clusters of other non A1 uses such as estate agents needed to support the primary retailing role.

• In smaller centres there may be insufficient retailer representation to identify a primary role, in these locations a broader range of uses that maintain an active frontage may be appropriate.

The Retail Hierarchy in the Thriving Towns and Villages Area

The centres in the Thriving Towns and Villages Area were reviewed and assessed in February 2017 as part of the Retail and Leisure Study undertaken by Peter Brett Associates. A link to this document is provided below:

www.plymouth.gov.uk/RetailAndLeisureStudy.pdf

Policy SPT6 of the JLP (Spatial provision of retail and main town centre uses) and figure 3,9 sets establishes the retail hierarchy within the development plan.

At the top of the hierarchy are the 6 main towns provide the main convenience shopper and other retail services, with 9 Villages and Community centres of the town and larger village provide daily top up and local neighbourhood services.

The retail hierarchy for Thriving Towns and Villages Policy Area is set out below:
Town centres of Main Towns (main food / convenience shopping and other retail and services as appropriate to role of the centre)

<table>
<thead>
<tr>
<th>Town</th>
<th>Main Town</th>
<th>Main Town</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dartmouth</td>
<td>Ivybridge</td>
<td>Kingsbridge</td>
</tr>
<tr>
<td>Okehampton</td>
<td>Tavistock</td>
<td>Totnes</td>
</tr>
</tbody>
</table>

Village and community centres of the towns and larger villages (daily / top-up food / convenience shopping and local / neighbourhood level services)

<table>
<thead>
<tr>
<th>Village</th>
<th>Community Centre</th>
<th>Community Centre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bere Alston</td>
<td>Dartington</td>
<td>Hatherleigh</td>
</tr>
<tr>
<td>Lifton</td>
<td>Modbury</td>
<td>North Tawton</td>
</tr>
<tr>
<td>Salcombe</td>
<td>Stokenham /</td>
<td>Yealmpton</td>
</tr>
<tr>
<td></td>
<td>Chillington</td>
<td></td>
</tr>
</tbody>
</table>

There are no boundaries or frontage yet identified for the Village and community centres.

Primary Shopping Areas and Retail Frontages within Thriving Towns and Villages Policy Area

The information in this document will complement the approach set out in the JLP policies, and particularly DEV18, in the following way for TTV through proposals which result in the following:

- The Primary Shopping Areas (PSA) define those locations where development providing new retail floorspace, or other town centre uses are considered to be 'in centre' and are not therefore subject to the sequential approach or to impact assessments.
- Result in the loss of ground premises in retail use (A1) within Primary Frontages to uses within A2 and A3 only where they do not create a continuous frontage of more than two non A1 uses and not more than 15m of continuous frontages that are not A1;
- Do not result in more than 35% of the overall number of units within the Primary Frontage being in non- A1 uses in Ivybridge and Okehampton;
- Do not result in more than 25% of the overall number of units within the Primary Frontage being in non- A1 uses in Dartmouth, Kingsbridge, Tavistock and Totnes;
- Provide uses outside classes A1, A2 or A3 in ground floor premises within Primary Frontages only where the use would achieve a significant improvement in the vitality or viability of the centre;
• Result in the loss of ground floor premises in retail use (A1) within secondary frontages to other main town centres uses where they encourage footfall within the centre and support the main functions of the rest of the centre.

• The Primary Shopping Area will also form the centre boundary.

The following principles were used for defining the Frontages:

• Primary Frontages will be drawn around A1 uses which provide the focus and greatest footfall for the centre. Typically this will include main food stores in the centre particularly where these stores anchor the centre.

• Secondary Frontages will not be used, unless the role and function of centre has a sufficiently large enough retailing function to support a wider variety of functions other than just retailing e.g. banking and main post office function to

• In smaller centres there may be insufficient retailer representation to identify a primary role, in these locations a broader range of uses that maintain an active frontage may be appropriate.

Next stages
The boundaries of each of the centres within the hierarchy within the Plymouth Policy Area and the Town Centres of Main Towns have already been incorporated into the Policy Map that is being consulted upon with the main Joint Local Plan consultation.

The frontages identified within this document will be consulted on alongside the Joint Local Plan for a period of six weeks from 15th March to 26th April 2017. The results of the consultation will be considered and the boundaries will then be taken forward in the Supplementary Planning Document that will support the Joint Local Plan.

Annex 1 Plymouth Policy Area Centres.

Annex 2 Town Centres of Main Towns
City, District & Local Centre Boundaries Map

Centre Name: Mutley District Centre

Key
- Primary Shopping Area
- Primary frontages
- Secondary Frontage

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Centre Name: Roborough District Centre
City, District & Local Centre Boundaries Map

Centre Name: St Budeaux District Centre

[Map of St Budeaux District Centre with key: Primary Shopping Area and Primary frontages]

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City, District & Local Centre Boundaries Map

Centre Name: Albert Road Local Centre

Key
- Blue: Primary Shopping Area
- Red: Primary frontages
City, District & Local Centre Boundaries Map

Centre Name: Barbican Local Centre

Key
- Primary Shopping Area
- Primary frontages
Centre Name: Chaddlewood - Local Centre

Key
- Blue: Primary Shopping Area
- Red: Primary frontages

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100018633
Centre Name: Crownhill - Local Centre
City, District & Local Centre Boundaries Map

Centre Name: Delamere Road- Local Centre

Key
- Primary Shopping Area
- Primary frontages

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100018633
City, District & Local Centre Boundaries Map

Centre Name: Ebrington Street- Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: Efford- Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

March 2017

Centre Name: Ernesettle - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: Glenholt - Local Centre
Centre Name: Honicknowle Green - Local Centre
Centre Name: Hooe - Local Centre
City, District & Local Centre Boundaries Map

Centre Name: Hyde Park Road
Centre Name: Leigham - Local Centre
City, District & Local Centre Boundaries Map

Centre Name: Marlborough Street - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: North Prospect - Local Centre
City, District & Local Centre Boundaries Map

Centre Name: Oreston - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: Pennycomequick - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

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Centre Name: Peverell Park Road - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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Centre Name: Salisbury Road - Local Centre
City, District & Local Centre Boundaries Map

March 2017

Centre Name: Tamerton Foliot - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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Centre Name: Upland Drive - Local Centre
City, District & Local Centre Boundaries Map

Centre Name: Victoria Road - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: West Hoe - Local Centre

Key

- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: West Park - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: Whitleigh Green

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

Centre Name: Wolseley Road - Local Centre

Key
- Primary Shopping Area
- Primary frontages

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City, District & Local Centre Boundaries Map

March 2017

Town Centre of Main Town: Dartmouth

Key
- Primary Shopping Area
- Primary frontages
- Secondary Frontage

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City, District & Local Centre Boundaries Map

March 2017

Town Centre of Main Town: Totnes

Key
- Primary Shopping Area
- Primary frontages
- Secondary Frontage

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City, District & Local Centre Boundaries Map

Town Centre of Main Town: Tavistock

Key
- Primary Shopping Area
- Primary frontages
- Secondary Frontage

March 2017

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City, District & Local Centre Boundaries Map

March 2017

Town Centre of Main Town: Kingsbridge

Key
- Primary Shopping Area
- Primary frontages
- Secondary Frontage

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City, District & Local Centre Boundaries Map

Town Centre of Main Town: Ivybridge

March 2017

Key

- Primary Shopping Area
- Primary frontages
- Secondary Frontage

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