

**Salford City Council**

# **Salford Shopping City Supplementary Planning Guidance**

April 2002

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## 1. Introduction

Salford City Council intends adopting Supplementary Planning Guidance for Salford Shopping City, to set out for all those with an interest in the centre - local residents, businesses, and the development industry - how, within the context of policies and proposals in the adopted Unitary Development Plan, it and other agencies can help to secure a viable and successful future for shopping in this part of the City. The guidance seeks to guide future development in the area and seeks to improve activity in and around the town centre.

The role, function and purpose of Supplementary Planning Guidance is set out in Planning Policy Guidance Note 12:Development Plans (Paragraph 3.15). SPG does not form part of the development plan, but supplements the policies and proposals within it.

This document has undergone the statutory consultation period and has been amended in light of the comments received.

## 2. Salford's Town Centres

Shopping provision within Salford is based upon four town centres, a number of local centres, together with some 'out of centre' facilities. Manchester, as the regional centre, has a very dominant role in terms of shopping provision, as does the Trafford Centre and sub-regional centres like Bolton.

Salford is unique in Greater Manchester in that it does not have a higher order sub-regional centre as the main focus of shopping activity. As such there is locally a heavy reliance on the town centres (Eccles, Swinton, Walkden and Salford Shopping City) all of which have large precinct developments constructed over the past 30 years. However, these centres are generally dependent on relatively small catchments for much of their trade, and are of a low status within the existing hierarchy of centres within Greater Manchester. They are therefore vulnerable to major new retail developments. They function as district centres, heavily reliant on convenience shopping for food, and providing a range of community facilities (libraries, sports facilities, Council offices, etc).

### 3. Salford Shopping City

Salford Shopping City is located in Pendleton, 3.2km (2 miles) from Manchester City Centre, (see plans 1 and 2). The centre comprises a compact purpose built precinct bounded to the north by Rossall Way, to the east by Hankinson Way, to the south by Market Way and to the west by Pendleton Way. It lies in the former central redevelopment area of Pendleton and is accessed via a slip road off the A6, this a key arterial route in and out of the regional centre, (plan 2). The centre lies within 4.8km (3 miles) of the Trafford Centre.

The centre is primarily a 1970s purpose built precinct that was refurbished in 1991. The centre is constructed around wide covered walkways that protect shoppers from changes in the external climate. The centre benefits from multiple access points and adjacent dedicated surface parking. The centre operates on ground floor level only, with first floor storage. At the centre lies a residential block of flats, Briar Hill Court. The precinct is surrounded by car parks and access roads with bus stops along Hankinson Way to the east and Pendleton Way to the west.

The remainder of the town centre holds a number of individual buildings that lie outside the precinct, these being the market, public house, church and community buildings, including Broadwalk Library and a police station. A bingo hall lies just outside the boundary on Hankinson Way and offices at St James' House on Pendleton Way. A Lidl store is located on Fitzwarren Street.

To the east of the shopping centre lies the Precinct housing area. This area of mainly Local Authority housing stock, has seen considerable investment in the last decade. This has included the demolition of tower blocks and other unpopular housing types, the remodeling of the estate layout and the diversification of the tenure in the area.

To the south west of the centre lies Seedley and Langworthy, an area of predominantly privately owned terraced housing. This area is currently undergoing comprehensive regeneration, utilizing Single Regeneration Budget funding. As part of this process it will be essential to create good links to Salford Shopping City which provides the focus for retail provision in the area.

#### 4. Unitary Development Plan Policies and Proposals

The Unitary Development Plan is the statutory land-use plan for the whole City. It sets out the Council's policies and proposals that guide the development and use of land. The key aim of the UDP in relation to retailing and town centres, fully accords with Government Guidance for Town Centres and Retail Development (PPG 6), Regional Planning Guidance for the North West (RPG 13) and the draft Regional Planning Guidance that was subject to a public inquiry in February 2001.

In summary the UDP seeks to:-

ensure access for the City's residents to a wide range of shopping opportunities to meet their needs and reflect the evolving nature of retailing;

ensure that existing town centres continue to be the main focus for retail facilities, and that that role is strengthened and diversified.

ensure that retailing contributes to the key objective of urban regeneration.

The key policies in the UDP which relate to retailing and town centres (and which are set out in full in Appendix 1) are:-

*Policy S1 (Town Centres)* sets out the key mechanisms by which the City Council will seek to protect, maintain and improve town centres. These include:-

- preparing strategies or action plans for the town centres where appropriate;
- promoting and supporting schemes for the comprehensive refurbishment of precinct and other retail floor space;
- normally permitting a range of uses within or adjacent to town centres;
- improving the overall shopping environment, access for pedestrians and the disabled, car parking, facilities for non-car borne shoppers and service facilities; and
- reducing pedestrian and vehicular conflict.

The Town Centres are shown on the UDP Proposals Map, the boundaries for Salford Shopping City are included in Appendix 1.

*Policy S2 (Location of New Retail Development)* states the City Council's intention to normally require all new retail development to be located in or immediately adjacent to existing shopping centres, unless, it is to meet purely local needs. Exceptions to the policy have to be justified by assessing proposals against a range of specified criteria.

*Policy S6/1 (Maintenance and Improvement of Town Centres)* states the City Council's intention to encourage the refurbishment of the town centres.

The Supplementary Planning Guidance set out here will help to explain how the City Council intends to implement these policies and proposals for Salford Shopping City.

## 5. Threats and Opportunities

Implementation of policies and proposals in the UDP has to be considered against a background of changing circumstances, and in particular a number of development proposals have emerged in recent months which could have a major impact on the Town Centre and its future. In this context the City Council has to give very serious consideration to the best means of protecting (and, indeed, enhancing) the vitality and viability of Salford Shopping City, and the range of services and facilities it provides for the local catchment area.

A number of threats and opportunities can be identified which will significantly affect the Town Centre's future.

### Threats and Opportunities

#### i) In-Centre Retailing

Until recently the centre was anchored by a 3,400 sq m Marks and Spencer's store and a 2,000 sq m Tesco's, but also held many other multiples including Boots, Woolworths, Birthdays, Bon Marche, Argos, Currys, JJB Sports, Superdrug and Granada. The City Council has carried out Vitality and Viability studies in all 4 of its town centres since 1997. These studies have indicated that in terms of prime shop rental levels, prime retail yields, retailer representation and vacancy rates, Salford Shopping City is the strongest centre in the city. However there has been an increase in yield and a decline in pedestrian footfall in the centre over recent years which may indicate increasing problems in the centre.

Furthermore, early in 2001 Marks and Spencer's announced that they would be closing their store within the centre. As an anchor store and large unit, its loss had a negative effect on pedestrian flows in the centre. A replacement tenant for this unit is currently being sought.

With the completion of the Wm Morrison, store in Eccles in September 2001, Salford is the only town centre in the City without a large modern food store. The City Council has had a longstanding desire to create a larger purpose built store with associated car parking, but no suitable site has been found.

There is growing concern about the long term viability of a market of 180 stalls, with recent trends indicating that the market may reduce in size as competition with discount and other shops becomes more intense.

#### ii) Competing Centres

Salford Shopping City functions as both a local convenience centre and a local comparison goods centre. As such it draws the majority of its customers from a local catchment, with most either walking or coming by bus to shop. The majority of people visit the centre 2 or 3 times a week.

Manchester City Centre stands as the main traditional centre competing in the comparison goods market, and is easily accessible by all forms of transport. Other local town centres are also competitors, namely Eccles, Swinton, and Cheetham Hill District Centre.

Shopping City also experiences competition from a variety of out of town retail developments. In the food sector this comes from Sainsbury at Regent Road and the Asda store in Trafford Park. In the comparison goods sector the main competition comes from the Regent Road warehouses, White City Retail Park, and Queens Road warehouses in Cheetham Hill. Competition for comparison goods also comes from the Trafford Centre which contains 1.3 million sq ft of retail and leisure floor space in a readily accessible location less than 5km from Salford Shopping City.

The centre also faces competition from 2 new developments opened in late 2001. The first is the "West One" development on the former Ladywell Hospital site in Eccles, which will comprise 13,000 sq.m. of non-food retail warehousing with a drive thru' restaurant. The second is the Lowry Galleria mixed use development that contains some comparison retailing. This forms part of the Lowry complex on Salford Quays but is targeted towards specialist shopping that should complement Shopping City.

The City Council considers that whilst Salford Shopping City has a strong, loyal local catchment, a combination of substantially enhanced out-of-centre provision (including that already in place and to be implemented), the loss of the largest retailer in the centre, the lack of a modern food store in the centre, and increasing car ownership will threaten the future vitality and viability of the Town Centre unless active steps are taken to ensuring that the local area has access to appropriately sited new retail facilities. In the light of Government advice and its UDP policies the City Council has examined the opportunities for such provision in- centre, edge-of-centre and out of centre, which are described in the next section.

### iii) Non-Retailing Activity

The City Council supports the view that a healthy and successful centre is home to a mixture of uses, to help generate activity and support much needed community and other facilities. The City Council is currently seeking to establish a One Stop Shop within the centre which will provide information on a wide range of council services. The City Council recognises the importance of the office / commercial uses within town centres. Trade from the users of these offices is important to the Town Centre and the City Council will continue to support such uses within the vicinity of Salford Shopping City. Leisure and entertainment facilities are also important in supporting the shopping function of the centre.

### iv) Transportation and Traffic

Government guidance, including the new PPG6 and PPG13 (Transport), emphasises the need for better integration of land use and transportation issues in developing strategies for town centres. PPG 13 states that town and district centres should provide a focus for all forms of development that generate significant amounts of travel demand; that they should be accessible by walking, cycling and public transport, with priority being given to people over traffic and that they should function as a quick and efficient transport interchange.

Access to Salford Shopping City, including by walking and public transport is one of its key strengths, and there are major opportunities. Key issues include:-

- The need to improve pedestrian access particularly from the Charlestown area to the north of the centre but also from Seedley and Langworthy.
- Buses - improvements to bus facilities are under active consideration to ensure that quality facilities are provided in the area.
- Road network – the road network around the centre is confusing and isolates the centre from the surrounding residential communities. It therefore needs to be made more pedestrian friendly.

## 6. New Retail Facilities for Salford

The City Council is taking active steps to secure the future of Salford Shopping City through a range of physical and non-physical measures. Taking into account the threats to the future vitality and viability of the Town Centre, and the opportunities that present themselves, the City Council believes that the retail base must be strengthened so that the Centre is provided with modern shopping facilities that help it to retain and indeed enhance its competitive edge. If its local catchment is to remain loyal, then it is the view of the City Council that Salford requires a site for a major new foodstore as a first priority.

Taking into account UDP policy and National Government guidance, the City Council has first considered whether it is possible to identify a site for a new foodstore of the size required in-centre. Having looked at all the options, there appears to be a possible location that is partly in-centre and part adjacent to the centre. The site is identified in Plan 3.

A car park, 2 schools and associated playing fields, a youth centre, a laundry and a Methodist church currently occupy the site. The church and the car park form part of the town centre, as defined on the proposal map of the Unitary Development Plan, with the two schools occupying an edge of centre location. Redevelopment of the whole site for retail purposes is therefore considered to be broadly acceptable in planning policy terms as it involves the use of land both within and immediately adjoining the town centre.

The two schools are subject to UDP policy SC3 “Education Land and Buildings”. This requires that where land and buildings become surplus to educational requirements and can be released without detriment to educational provision, consideration will be given in the first instance to a public use, where an identified need exists. In this case a new school will be provided elsewhere within the local area and this new school should provide a focus for community use and activity. On this basis release of the site for retail development, which in turn will fund investment in the improvement of local educational and community provision, is consistent with the policy.

Policies R1 and EN3 of the UDP afford a degree of protection to school playing fields as they provide both a recreational facility and an area of open land. Replacement school playing fields would be provided as part of the new school facility, which would therefore satisfy these requirements.

The site is currently in the ownership of 4 parties:

- Salford City Council – majority landowner
- Salford Diocese – St James’ School
- Laundry Building – privately owned
- Methodist Church

Discussions with the other 3 parties have indicated that there is a willingness to take forward the proposals, subject to adequate compensation and/or alternative provision. The City Council is now actively investigating the implementation of such a scheme. It can use its considerable land holdings in the area as a catalyst for change and to support an achievable development proposal.

It is considered that the proposed site is capable of accommodating a large modern foodstore with all the associated facilities such as servicing, car parking (in accordance with PPG13) and a petrol filling station. In addition, and dependent on the size of the store, there is potential to allow for the development of some complimentary retail or leisure uses on the site.

There are a number of key design considerations that need to be addressed in any development. These include:

- The store is to be located in order to facilitate integral links with Salford Shopping City;
- The stores entrance is to be orientated towards Salford Shopping City to aid the integration of the two facilities;
- The petrol filling station should be located in a prominent and accessible position;
- Car parking should be provided to an adequate level to serve the store and integrate with SSC car parking provision;
- The service yard should be located, designed and configured so as to enable easy access and avoid noise disturbance to surrounding residential properties;
- A landscape buffer, consisting of trees and ground cover, should be created between the development, the residential properties on Seedley Road and Fitzwarren Street, and St James House;
- The development must satisfactorily accommodate for new well integrated public transport facilities;
- Pedestrian access to the site will need to be facilitated both from the surrounding residential areas (particularly from the directions of Fitzwarren Street, Seedley Road and Langham Road) and between Salford Shopping City and the potential food store. This could be achieved through the use of quality paving materials, coordinated environmental improvements, avenues of trees, directional signs and possibly covered walkways.
- The City Council would like to see the development of an innovative store design.
- The scheme should make adequate provision for disabled persons and the provision of secure parking for cyclists and motorcyclists.

The proposed development will also need to address issues relating to traffic and transportation, particularly in relation to Pendleton Way. This should be reduced to a single carriageway, which is restricted to buses, car park access, servicing, disabled access and taxis, and the displaced traffic will travel via Hankinson Way. Traffic calming measures should also be introduced to reduce the speed of traffic. Careful choice of surfacing material and coordinated environmental improvements should also be utilized to make Pendleton Way more pedestrian friendly.

The City Council would want to enter into a Local Labour Agreement with any developer of the site to ensure that both the construction and the operation of the store maximize the opportunity for local people to receive relevant training and compete for job opportunities.

## **APPENDIX ONE: UDP POLICIES FOR SALFORD SHOPPING CITY**

### **Town Centres**

#### **Policy (Part I)**

**S1** - The City Council will seek to protect, maintain and improve Salford's district centres, in the form of the town centres at Salford Precinct, Swinton, Eccles and Walkden by:

- i) preparing detailed strategies or action plans for each town centre, where appropriate
- ii) promoting and supporting schemes for the comprehensive refurbishment of precinct developments and other retail floorspace;
- iii) normally permitting within, or adjacent to existing town centres
  - a) changes of use or redevelopment to Class A1 (Shops) of the Town and Country Planning (Use Classes) Order 1987; and
  - b) changes of use or redevelopment to Class A2 (Financial and Professional Services) or A3 (Food and Drink) of the Town and Country Planning (Use Classes) Order 1987, unless this would have an unacceptable effect on the amenity, environment, vitality or viability of a town centre, either individually or by virtue of the cumulative effect of such developments.
- iv) improving the overall shopping environment, access for pedestrians and the disabled, car parking, facilities for non-car-borne shoppers and service facilities; and
- v) reducing pedestrian and vehicular conflict.

#### **Reasoned Justification (Part II)**

The City Council recognises the importance of Salford's town centres in meeting the shopping and associated requirements of Salford residents and those working in the City. There is therefore a clear need to maintain and improve them.

To this end, the City Council encourages retail and other appropriate development which reinforces and, enhances these town centres. In considering planning applications for non-retail uses, the City Council will need to be satisfied that such developments (either, individually or cumulatively) do not seriously detract from the primary retail function, in order to maintain the concentration of shopping floorspace and prevent a decline in the shopping environment through the fragmentation of shopping frontages. Notwithstanding this the City Council acknowledge that non-retail uses have a place in town centres.

The City Council will prepare more detailed strategies for the comprehensive and co-ordinated improvement of its town centres. These strategies will form supplementary planning guidance as defined in paragraph 1.5 of the UDP,

which is consistent with PPG12 "Development Plans and Regional Planning Guidance".

## **Location of New Retail Development**

### **Policy (Part I)**

**S2** - The City Council will normally require all new retail development to be located in or immediately adjacent to existing shopping centres, unless it is to meet purely local needs. The City Council will also expect such developments to be appropriate in scale and character to the areas which they serve.

The City Council will consider whether any exceptions to this policy might be justified by assessing proposals against the following criteria:

- i) the effect on urban regeneration;
- ii) the benefits for local residents;
- iii) the economic effects particularly on the vitality and viability of existing town centres both within and outside Salford;
- iv) the environmental effects on the locality and on any existing shopping centre;
- v) accessibility by public as well as private transport and its effects on the highway network;
- vi) the feasibility of using any alternative sites in or immediately adjacent to a shopping centre, including environmental acceptability;
- vii) the need for, and suitability of, the site for other land uses; and
- viii) the particular nature of the scheme proposed and any exceptional locational requirements.

### **Reasoned Justification (Part II)**

The City Council recognises the important role played by Salford's existing shopping centres and the need to maintain and improve them.

The City Council recognises that retailing is a dynamic and evolving industry and its requirements change over time. The public too can benefit from a widening choice of shopping facilities and increased competition.

The City Council acknowledges that in certain circumstances, out of centre development may be permissible, but that this needs to be well justified in respect of particular factors.

## **Maintenance and Improvement of Town Centres**

### **Policy (Part II)**

**S6** - The City Council will encourage the refurbishment and improvement of the following town centres as defined on the proposals map, in accordance with policies S1 and S2:

1. Salford Precinct;
2. Swinton;
3. Walkden;
4. Eccles.

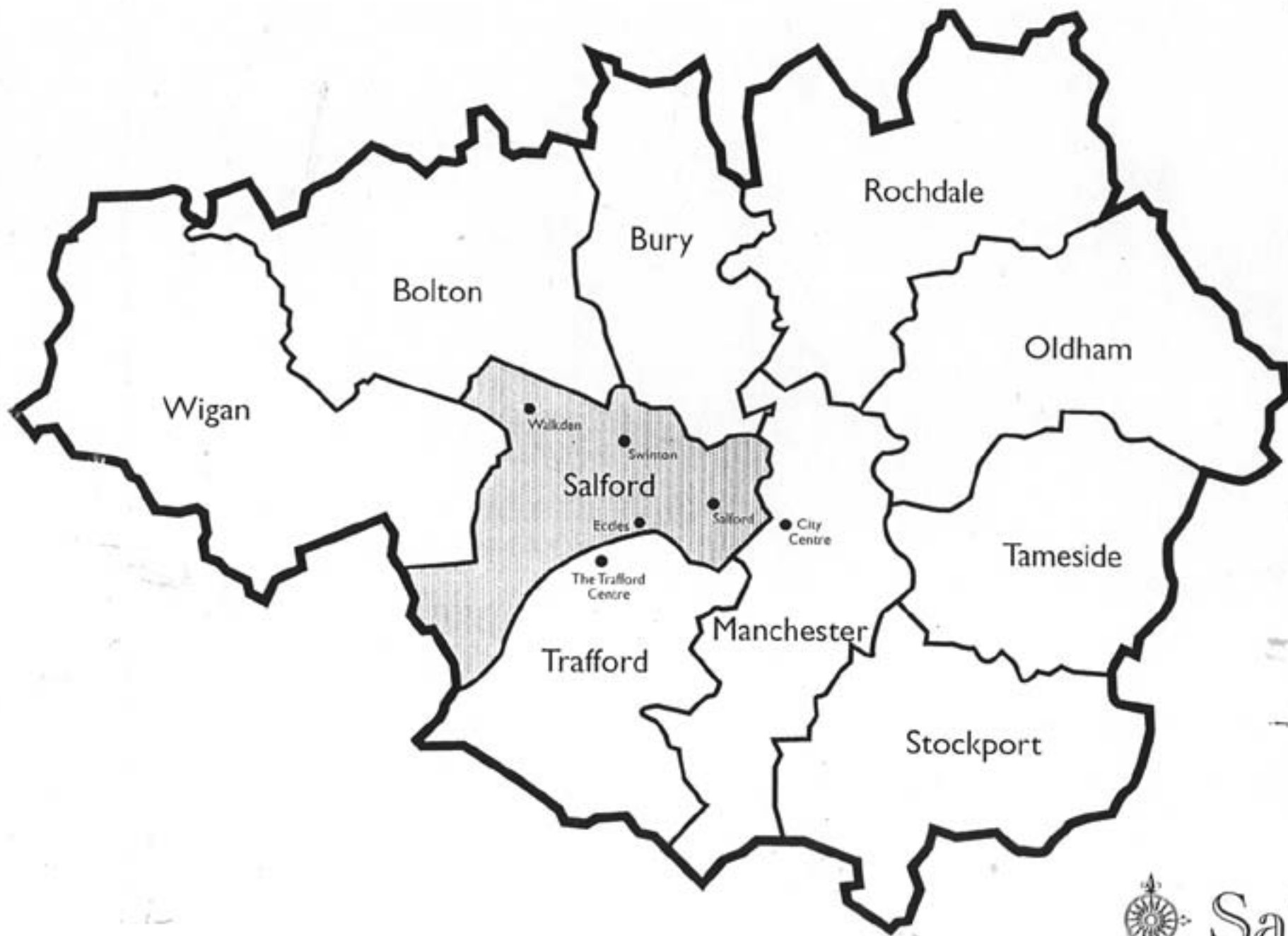
Reasoned Justification (Part II)

1. Salford Precinct

The Precinct was developed in the early 1970's. It has been subject to a recent comprehensive refurbishment scheme which has considerably enhanced its attractiveness. It would however benefit from improved parking provision.

# Salford's Regional Context

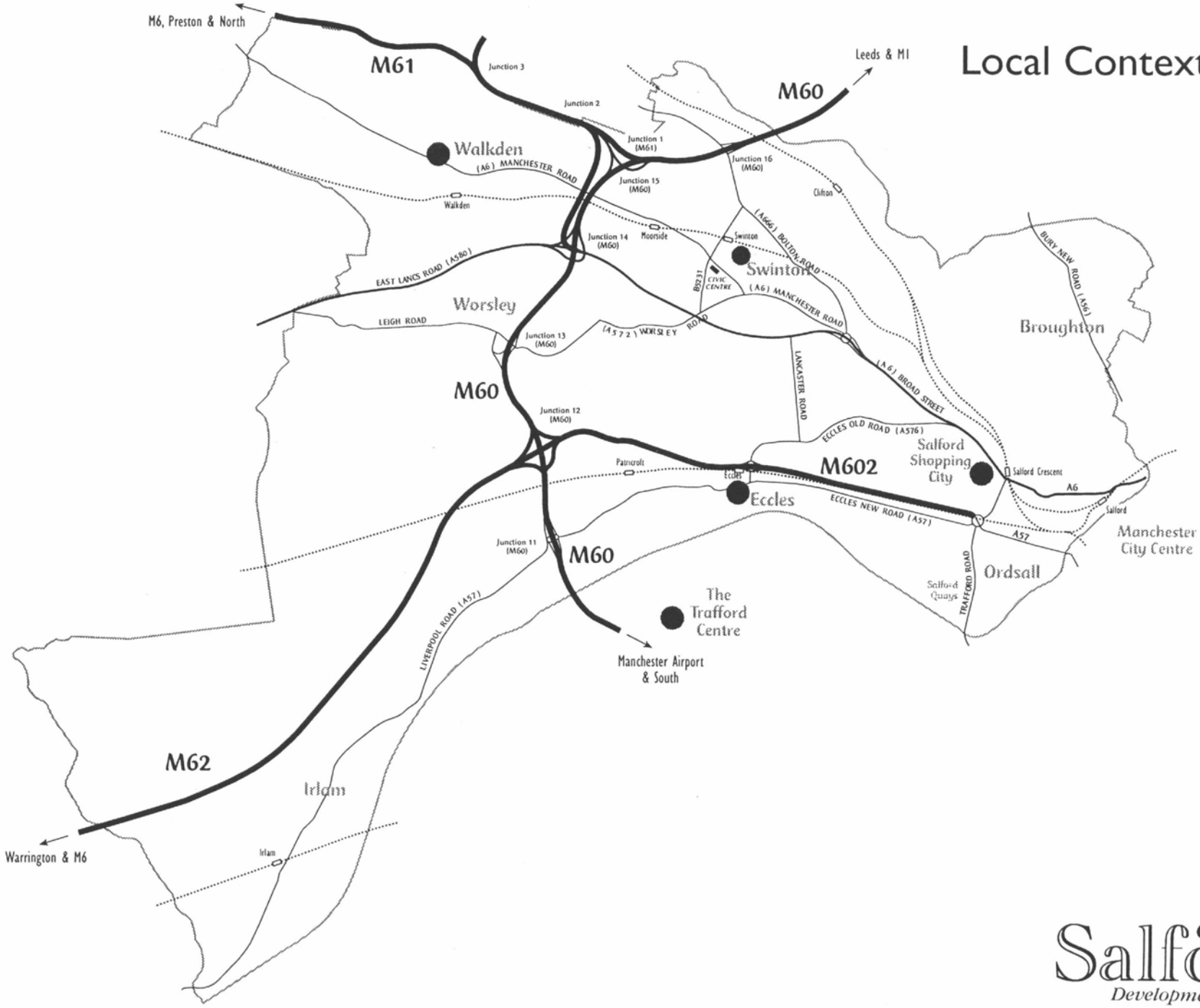
Plan 1



*City of*  
**Salford**

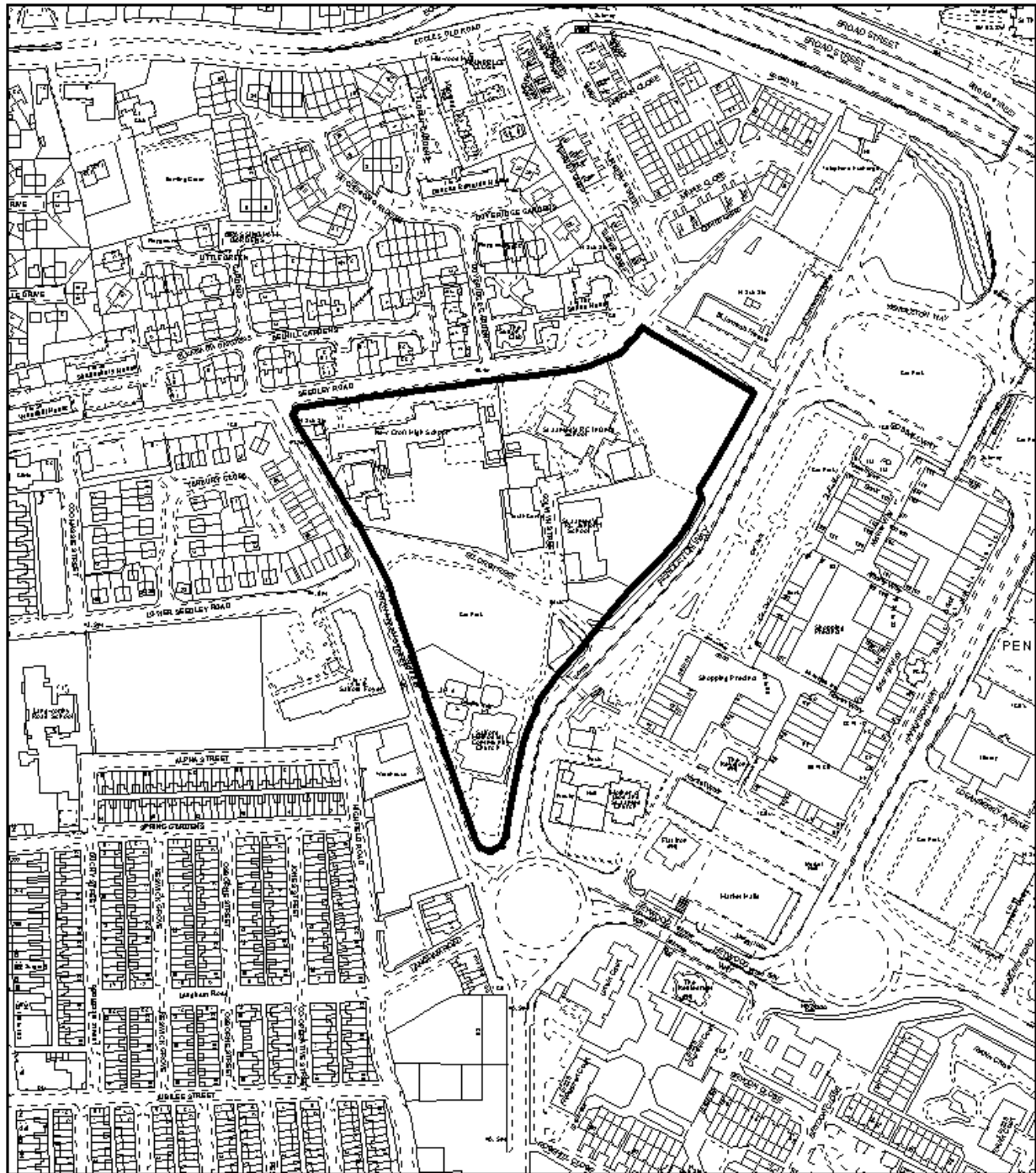
# Local Context Plan

## Plan 2



# PLAN REFERRED TO

FOR IDENTIFICATION PURPOSES ONLY



**Salford**  
*City of*

*Development Services*  
Malcolm Sykes, B.A., Dip. T.P., M.R.T.P.I.,  
Director of Development Services  
Salford Civic Centre, Chorley Road,  
Swinton, Salford. M27 5BW.

## Location Plan

SCALE : 1:3000

DATE : February 2002

MAP REF : Plan 3

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**Salford City Council**

Planning and Building Control  
Salford Civic Centre, Chorley Road  
Swinton, Salford, M27 5BW

Tel: 0161 794 4711  
[www.salford.gov.uk](http://www.salford.gov.uk)