

District Centres, Local Centres & Community Facilities

Supplementary Planning Guidance

October 2010



District Centres, Local Centres and Community Facilities

Supplementary Planning Guidance

October 2010



*City and County of Swansea
Economic Regeneration and Planning
Civic Centre
Oystermouth Road
Swansea
SA1 3SN*

*Tel: 01792 635744
UDP@swansea.gov.uk*

All plans within this document are orientated to north.

Photographs reproduced with the permission of City and County of Swansea and Welsh Assembly Government.

None of the images in this document may be reproduced or circulated in any form without the prior permission in writing of the copyright holders.

Contents

Page Number

1. Introduction	1
Overview	
Definitions	
Status of the Document	
2. Planning Policy Context	5
Introduction	
National Planning Guidance	
Development Plan Policy	
3. District Centres	13
Introduction	
District Centres in Swansea	
District Centre Profiles	
Summary	
4. Local Centres and Community Facilities	29
Introduction	
Local Centres in Swansea	
Community Facilities	
Summary	
5. Key Issues and Development Pressures	39
Introduction	
Development Trends and Consumer Choice	
Population Changes	
Economy and Investment	
Use Class Changes	
Travel and Mobility	
Summary	
6. Planning Guidance - District and Local Centres	43
Introduction	
Primary and Secondary Frontages	
Safeguarding A1 Shop Units	
Non-Retail Development	
Opening Hours	

Use of Upper Floors
Vacancy
Accessibility and Parking
Other Legislation and Agencies
Other Guidance

7. Planning Guidance - Community Facilities **52**

Introduction
Identifying a Community Facility
Safeguarding Important Uses and Facilities
Establishing Importance or Merit
Establishing Viability

Appendix A	55
TAN 4 Criteria	
Appendix B	56
District Centre Boundaries and Primary Frontages	
Appendix C	65
Matrix Assessment	
Appendix D	67
Distribution of Local Centres	
Appendix E	69
Calculating Non-retail Uses in Primary Frontages	

1. Introduction

Overview

- 1.1 Swansea benefits from a wide range of *District and Local Centres*, many of which have provided a local resource and focal point for the communities they serve for generations. As well as providing shopping opportunities, District and Local Centres also supply other supporting services and facilities to meet the needs of residents and visitors alike. Away from these Centres, *community facilities* are found in rural locations and suburban neighbourhoods across the County. Such facilities often provide a valuable local amenity and can play an important economic and social role.
- 1.2 Maintaining a network of vibrant and attractive District and Local Centres, and retaining important community facilities outside of these, are key aims of planning policy at both national and local level. This approach helps safeguard communities and, where appropriate, facilitate the sustainable growth of expanding settlements.
- 1.3 Development and enhancement of Centres in a manner consistent with adopted policies will help reduce the number and length of car journeys, and ensure that convenient and highly accessible facilities are provided for the benefit of all. Similarly, the retention of community facilities that provide a local resource will play an important role in helping to sustain community life for future generations, particularly in more rural parts of the County.
- 1.4 This guidance confirms the Council's commitment to safeguarding the important role of District Centres, Local Centres and community facilities. It sets out planning guidance that responds to the key issues and highlights the various development pressures that affect their future role and standing. The guidance provides a basis for clear and consistent planning decision making and aims to ensure that the function and status of such areas and facilities is not undermined by unacceptable development.

Definitions

- 1.5 The definition of District and Local Centres (which are referred to collectively throughout this document as 'Centres') encompasses a broad range of destinations throughout Swansea. The underlying principle for all such Centres is that each will comprise a meaningful grouping of units that provide shopping and other opportunities for the community it serves.

-
- 1.6 A ***District Centre*** can be described as a large group of shops, together with appropriate supporting non-retail facilities and services, which collectively form a coherent shopping centre. The retail emphasis in District Centres is on food and other convenience goods, though larger Centres can also support a wide range of comparison goods outlets and other essential services. They are normally anchored by at least one supermarket or superstore (described further in Chapter 3). Non-retail facilities and services encompass a range of uses outside Use Class A1 Shops¹. This includes banks, building societies, restaurants, café's, pubs, launderettes, healthcare facilities, public libraries, leisure facilities, places of worship and buildings for community uses. Not all of the aforementioned uses will be present in every District Centre. They normally feature not less than 50 units, often many more, and are well placed to serve the County's major population concentrations.
- 1.7 A ***Local Centre*** is the next step down in the retail hierarchy, offering a smaller range of facilities than those present in a District Centre. Nonetheless they play an equally important role in meeting the day-to-day shopping needs for the community, particularly the less mobile and elderly. Local Centres appear in a variety of forms, from single linear streets and parades of shops through to more sprawling and/or scattered layouts. They typically feature a newsagent and/or small convenience store, along with various other small shops of a local nature, which could include, for example, a hairdressers, post office and/or travel agent. Local Centres will have more than 5 but fewer than 50 units and serve catchment populations of less than 15,000 people, in many cases far less than this figure.
- 1.8 A ***community facility*** describes a locally orientated service or amenity such as a convenience store, post office, pub, social club, community hall, health facility, and a range of other uses typically serving a very localised population. In some instances such a facility may be part of a small group of other shops or services, whereas in other areas it can be an isolated resource of individual merit.

Status of the Document

- 1.9 The purpose of this document is to provide supplementary planning guidance (SPG) in support of relevant adopted planning policies. It is

¹The Town and Country Planning (Use Classes) Order 1987, as amended, describes the range of uses that are permitted under each defined Use Class. Those uses listed under A1 Use include shops, hairdressers, travel and ticket agencies and post offices.

intended to provide clarity for developers who wish to submit planning applications within, or near, established District and Local Centres in Swansea. It also provides a policy framework against which proposals relating to important community facilities within the County can be considered.

- 1.10 The document highlights the key issues to be addressed in the formation of proposals and sets out a clear framework against which planning decisions will be made.
- 1.11 A draft version of this planning guidance was subject to a 6 week public consultation process. This allowed members of the public, Councillors, businesses and other interested parties to comment on and inform the document. The consultation was a crucial element in achieving a broad consensus of support for the principles and policy presented in the guidance.



Commercial frontage at Mumbles District Centre

2. Planning Policy Context

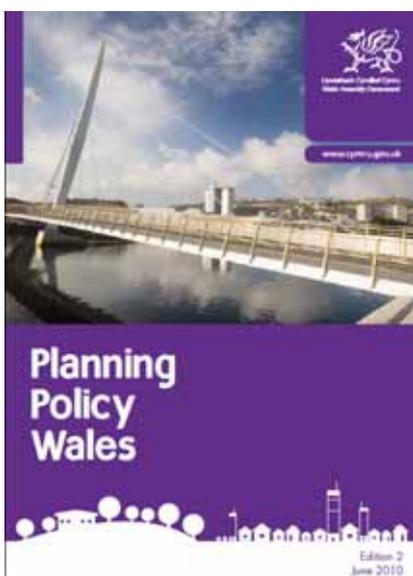
Introduction

- 2.1 This chapter describes the planning policy context that frames this guidance. It details relevant national planning policies as well as those set out in the Council's adopted development plan. It also highlights other planning guidance relevant to considering proposals at District and Local Centre level.
- 2.2 Planning applications submitted to the Local Planning Authority (LPA) for sites within and near Centres, as well as proposals for new or existing community facilities away from these areas, must have regard to this planning policy context.

National Planning Guidance

Planning Policy Wales (2010)

- 2.3 **Planning Policy Wales (PPW)** sets out the land use planning policies of the Welsh Assembly Government and provides the overarching policy framework for delivering sustainable development in Wales. The Assembly Government requires local authorities to make planning decisions having regard to national policy set out in PPW. The following principles and objectives are considered of particular relevance²:



- Place sustainability at the heart of the decision making process, including promoting sustainable patterns of development.
 - Promote access to *inter alia* shopping, leisure and community facilities, thereby maximising opportunities for community development and social welfare.
 - Maintain and improve the vitality, attractiveness and viability of town, district, local and village centres.
- Encourage an appropriate mix of uses in town centres and other appropriate places to add activity and choice.
 - Foster social inclusion by minimising the demand for travel, especially by private car, and by ensuring that full advantage is taken.

²PPW, Chapter 4 'Planning for Sustainability'

of the opportunities to secure a more accessible environment.

- Take a long term perspective to safeguard the interests of future generations, whilst at the same time meeting needs of people today.

2.4 More specific guidance for District, Local and Village Centres is set out in Chapter 10 of PPW. This also sets out the Assembly Government's policies for new retail development more broadly. The guidance emphasises that the key national objectives on such matters are to:

- promote established town, district, local and village centres as the best locations for retailing, leisure and for other functions complementary to it;
- enhance the vitality, attractiveness and viability of town, district, local and village centres;
- secure accessible, efficient, competitive and innovative retail provision for all communities in Wales; and
- promote access to these centres by public transport, walking and cycling.

2.5 PPW makes clear that the emphasis on District, Local and Village Centres as the most appropriate locations for new retail and other community facilities is in the interests of: sustaining communities; contributing to sustainable travel patterns; and safeguarding the vitality, attractiveness and viability of established shopping centres³.

2.6 PPW also highlights that whilst retailing should continue to underpin Town Centres, shopping facilities are one of a number of factors that contribute towards the wellbeing of a Centre. In that context, national policy encourages promoting a diverse and complementary mix of appropriate uses in order to help create lively Centres and reduce the need to travel. At the same time, it makes clear the importance of ensuring ground floor use class changes to non-retail uses are not permitted where they create a predominance of such uses, unacceptably dilute the shopping street frontage, or undermine the vitality, viability or attractiveness of a Centre. It emphasises that primary frontages are best characterised by a high proportion of retail uses, while secondary frontages are best placed for other commercial non-retail uses such as leisure facilities. Importantly it states that such secondary uses should not be allowed to dominate primary shopping areas in a way that can

³PPW, paragraph 10.1.2

undermine the retail function⁴. Definitions of primary and secondary frontages within District Centres in Swansea are dealt with in Chapter 6 of this document.

- 2.7 Turning to the retention of certain uses within Centres, PPW specifically highlights the importance of retaining an adequate level of provision for food shopping, together with post offices and pharmacies⁵.
- 2.8 With regard to retaining community facilities, PPW recognises the positive economic and social role of local/village shops and pubs, and that their loss can be damaging to a local community⁶. It also states that LPAs should adopt a positive approach to applications for conversion of suitable village properties to shops and for extensions to village shops to improve their viability. National guidance makes clear that the loss of important facilities can be a material consideration in the determination of planning applications.
- 2.9 Overall, PPW is clear in requiring local authorities to devise policies and make decisions on planning applications that will support communities, retain important facilities and contribute towards successful Town, District, Local Centres and villages.

Technical Advice Note (Wales) 4 'Retailing and Town Centres' (1996)

- 2.10 Technical Advice Notes (TANs) are to be read in conjunction with PPW and are material to decisions on individual planning applications. The focus in **TAN 4 Retailing and Town Centres** is to provide guidance on planning matters affecting the vitality and viability of Town, District and Local Centres. The TAN lists a range of information considered to be of value in measuring the vitality, attractiveness and viability of such Centres. These criteria are set out at Appendix A of this document.
- 2.11 The TAN states that retail applications likely to have a large impact on a Town or District Centre must be supported by an impact assessment. This assessment should provide evidence of its likely economic impact, as well as other impacts, upon established retail locations. This includes consideration of any cumulative effects and applies to Local Centres and villages in addition to Town and District Centres.
- 2.12 TAN 4 emphasises that a flexible approach to the use of available units within Centres is important in order to help sustain their vitality. In

⁴PPW, paragraphs 10.2.4 and 10.2.7

⁵PPW, paragraph 10.3.7

⁶PPW, paragraphs 10.1.4 and 10.3.9

this regard, the TAN usefully describes the Use Class changes that are permitted without the need for planning permission. However the guidance also refers to the adverse impact that can be caused by inappropriate changes of use within Centres. It states that in some instances changes of use can create new concentrations of single uses, such as restaurants and take-away food outlets, where the cumulative effects can cause local problems. It emphasises that such proposals should be assessed against development plan policies, their contribution to diversification, and the cumulative effects on matters such as parking and local residential amenity.

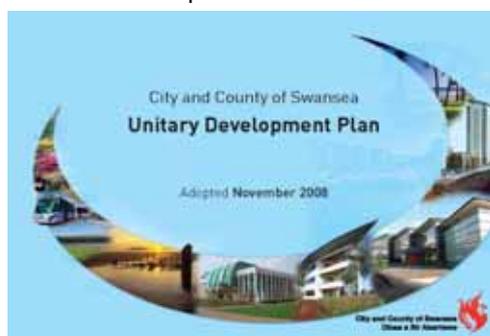
Technical Advice Note (Wales) 6 'Planning for Sustainable Rural Communities' (2010)

- 2.13 TAN 6 **Planning for Sustainable Rural Communities** was updated following consultation in 2010. The TAN states that planning authorities should adopt a positive approach to planning proposals in rural areas designed to improve the viability, accessibility or community value of existing services and community facilities, This includes village shops and post offices, rural petrol stations, village and church halls and rural pubs that play an important role in sustaining rural communities. It emphasises that policy should support the retention and expansion of these local facilities and make clear the criteria that apply when considering planning applications that will result in the loss of important village services⁷.

Development Plan Policy

City & County of Swansea Unitary Development Plan (2008)

- 2.14 The **Swansea Unitary Development Plan (UDP)** was adopted in November 2008. It provides the relevant local planning policy framework for determining all planning applications submitted to the LPA and is consistent with national guidance. The overall Spatial Strategy of the Plan includes commitments to: promoting sustainable development; facilitating regeneration; supporting community planning; and ensuring developments are well located in terms of environ-



⁷TAN 6, 2010, paragraph 5.1.3

mental, social and economic aspirations⁸.

- 2.15 The following Objective is set out in Part 1 of the UDP and is central to the overall vision and overarching strategy of the Development Plan:
- **Objective 2.e** To improve the range, choice and quality of shopping opportunities accessible for all sections of the community and visitors to the area
- 2.16 Emanating from this overarching objective, the UDP features both strategic and detailed policies in Parts 1 and 2 of the Plan respectively. The policies considered of particular relevance to this document are described below.
- 2.17 The UDP Part 1 strategic policy that this document supplements is: **Policy SP6 'Developing the Economy'**. This makes clear the intentions of the UDP with regard to encouraging investment within Centres and states that:
- "The primary focus for new retail, cultural, and business development will be the City Centre. The improvement and enhancement of District and Local Shopping Centres will also be supported."*
- 2.18 The main UDP Part 2 Policies that this document supplements are as follows:
- **Policy EC4 'New Retail Development'**
 - **Policy EC5 'District Shopping Centres'**
 - **Policy EC6 'Local Shopping Centres and Neighbourhood Facilities'**
 - **Policy ECNR 'Non-Retail Uses in Shopping Centres'**
 - **Policy HC15 'Community and Health Facilities'**
 - **Policy HC18 'Leisure Facilities and Areas'**
- 2.19 **UDP Policy EC4** sets out the criteria against which proposals for new retail development will be determined. The criteria includes assessment of the impact a proposal would have on established Centres, and whether it would be compatible with the function, scale and character of a particular Centre. This document provides supplementary guidance to UDP Policy EC4 in order to assist the assessment of these criteria.

⁸City and County of Swansea Unitary Development Plan, 2008, page i

-
- 2.20 **UDP Policy EC5** identifies the locations designated as District Centres within Swansea (as described further in Chapter 3 of this document). The policy states that:

“Developments of an appropriate type and scale that maintain or improve the range and quality of shopping facilities within designated district centres will be encouraged”.

- 2.21 The policy emphasises that developments at District Centres must be compatible with the type and scale of existing outlets, be in keeping with the function and character of the Centre, and have no significant adverse impact on the amenities of residents. Policy EC5 also encourages improvements to the physical environment and enhancing accessibility to Centres by non-car modes of travel, and provides some guidance on proposals for use class changes within District Centres. This document provides supplementary guidance to assist the objectives of UDP Policy EC5.

- 2.22 **UDP Policy EC6** highlights the important contribution to community life that Local Centres and neighbourhood facilities can play. Policy EC6 identifies small parades of shops, corner shops, village stores and farm shops as fulfilling such a role. The policy states that:

“The provision of appropriate small scale local shopping and neighbourhood facilities will be encouraged within local shopping centres, and in areas of acknowledged deficiency, in order to meet local need”.

The policy identifies particular locations considered to have a deficiency in local shopping provision. It emphasises that proposals for local needs shopping (defined as less than 1000 sq m) should be integrated with existing provision and/or located centrally within the area that it is intended to serve.

- 2.23 For the avoidance of doubt, the term ‘neighbourhood facilities’ used in UDP Policy EC6 is set within the context of UDP retailing policies and therefore relates specifically to the provision of shopping facilities. Such neighbourhood shopping facilities are indeed an important example of a ‘community facility’, however the latter term as applied in this SPG also includes a range of other uses such as pubs, social clubs and community centres. Further detail on the types of uses that can comprise a community facility is provided in Chapter 4.

This document provides supplementary guidance to Policy EC6 and aims to assist with the objectives of that policy.

-
- 2.24 **UDP Policy ECNR** sets out the criteria for considering any non-retail proposals within a District Centre or Local Centre. Fundamentally, the policy emphasises that non-retail uses that would undermine the shopping role of a Centre, or have an adverse impact on its vitality, viability or attractiveness will not be permitted. In this context, the policy refers to the importance of maintaining a high proportion of shops at ground floor level within the primary shopping streets of a given Centre. This document provides supplementary guidance to the aims of Policy ECNR. In particular it delineates those frontages within designated Centres that are considered to be primary shopping streets and those considered secondary.
- 2.25 **UDP Policy HC15** also deals with the provision of community facilities. It encourages the enhancement of existing facilities as well as new provision at appropriate locations. The policy sets out criteria to determine the acceptability of such proposals, including: suitability of the proposed site to serve the surrounding community; impact on amenity standards; impact on natural heritage and historic environment; and effect on vehicle traffic. The policy states that developers will be asked to contribute to the provision of community facilities where appropriate, if a proposal would increase the demand in an area with insufficient community provision. Health and social care facilities are identified in the policy as being particularly important community facilities to serve local populations and it is stated that such provision at appropriate locations will support the well being of the local population.
- 2.26 Finally, **UDP Policy HC18** focuses on the development of leisure facilities in urban areas. It requires an evaluation of need for all leisure schemes proposed outside Centres and that a sequential approach be taken to site selection. Crucially it makes clear that locations either within or on the edge of Centres are to be afforded priority, and that proposals do not undermine the vitality and viability of Centres.



Commercial frontage at Sketty District Centre

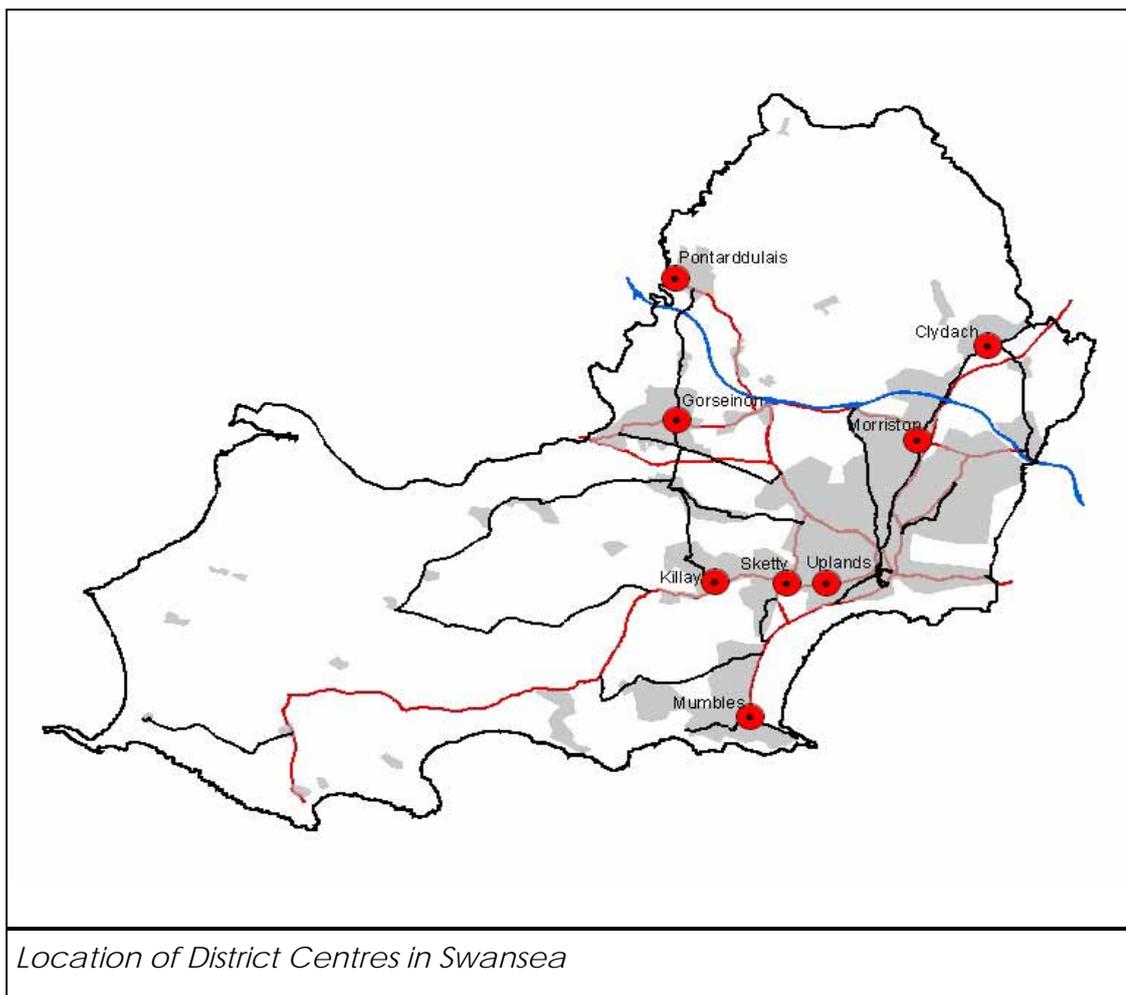
3. District Centres

Introduction

- 3.1 This Chapter identifies the range of destinations across Swansea that are designated as District Centres. It confirms the boundaries of each Centre and also describes their individual character and status.

District Centres in Swansea

- 3.2 A District Centre is a large grouping of shops, together with other appropriate supporting non-retail facilities and services, which are laid out to collectively form a coherent shopping centre. They normally feature more than 50 units and serve population catchments of greater than 15,000. The majority of District Centre commercial units will ideally be shops, and will include at least one anchor supermarket and/or relatively large store that sells mainly convenience goods.
- 3.3 The definition of '*convenience goods*' are those items purchased on a regular basis for relatively immediate consumption such as food, drinks, newspapers, magazines, tobacco and confectionary. The above reference to '*non-retail facilities and services*' encompasses a range of uses outside A1 shops. This includes banks, building societies, restaurants, cafés, pubs, launderettes, healthcare facilities, public libraries, leisure facilities, places of worship and buildings for community uses. Not all of the aforementioned uses will be present in every District Centre.
- 3.4 District Centres are considered second only to the City Centre in terms of sequential order and the established retail hierarchy. Therefore, whilst the primary focus for significant new retail and enterprise development within Swansea is the City Centre, where this is not feasible or appropriate such investment should be directed towards District Centre locations.
- 3.5 The District Centres identified in this document are those designated as 'traditional district shopping centres' in the UDP (Policy EC5 refers). These are distributed across the County at the following locations:
- Mumbles
 - Killay
 - Sketty
 - Uplands
 - Gorseinon
 - Pontarddulais
 - Morriston
 - Clydach



- 3.6 The UDP designates the shopping park at Fforestfach, known as 'Parc Fforestfach', as a 'modern district centre'. However this area comprises only 15 units in mainly large format, warehouse style buildings that are typical of out-of-centre retail parks, together with a large foodstore. It is also supported by a large area of adjacent free car parking that caters to the needs of the car borne shopper. In view of the markedly different character and form of Parc Fforestfach as compared to the traditional district centres identified above, this area has been excluded from the scope of this document.
- 3.7 The boundaries of all District Centres in Swansea were appraised and agreed in the formulation of the UDP and have been accepted for the purposes of this document. Plans illustrating these boundaries are shown in Appendix B. The plans also highlight the location of all Council owned/leased car parks that serve each area.

District Centre Profiles

- 3.8 Each of the County's traditional District Centres have been appraised in terms of their characteristics, form and function. These appraisals have taken into account various criteria, including: catchment area; population within walking distance; number and range of shops; supporting non-retail facilities; accessibility by non-car travel modes; and level of car parking provision.
- 3.9 The Matrix Table at Appendix C summarises the quantitative data collated as part of the above appraisals. It highlights the number of A1 shops and the proportion of shops in relation to all commercial units. The prevalence of post offices, pharmacies and pubs within each Centre have been separately identified in view of the importance attributed to their retention in national guidance. The Matrix Table also records the number of A3 units and identifies other supporting community outlets within District Centre boundaries.
- 3.10 The size of the catchment area for each District Centre has been estimated using Geographical Information System (GIS) techniques. This provides broad indications of potential population demand based on drive times. Since these are indicative figures, with inevitable overlap of catchment areas, they are intended only to illustrate the relative differences between each District Centre. The Matrix Table also highlights potential walk-in catchment population for each Centre. This was calculated using distances of 400m and 800m from each boundary as a measure of reasonable maximum walking distances.
- 3.11 The paragraphs that follow provide a brief profile of each Centre and summarise their key characteristics and attributes. These highlight certain local issues, such as traffic problems and poor retail representation, that could pose challenges to maintaining vitality and attractiveness.

Mumbles

- 3.12 Mumbles lies approximately 7km to the west of Swansea City Centre, and is situated on the southern curve of Swansea Bay in close proximity to the Gower AONB. As well as providing services and facilities for residents, it is also an important Centre for tourists and visitors, particularly during the summer months. The character of the area takes much from its close association with the sea, and original role as a fishing village. Many of the properties date back to the 19th Century, and make a significant contribution to the areas townscape. A conservation area abuts the District Centre boundary at its southern end, which extends southwards and encompasses much of the attractive seafront.



Newton Road frontage, Mumbles

- 3.13 Mumbles District Centre is broadly an 'L' shape, focused on Newton Road and Mumbles Road. Newton Road can be broadly divided into 'upper' and 'lower' sections, with both considered to comprise primary retail frontage. The Centre features a wide range of shop units, including two medium sized supermarkets on Mumbles Road, arcade units at both Castleton Walk and Tivoli Walk, and various 'boutique style' shops on Newton Road dedicated to higher end fashion and furnishings. The arcade and boutique shopping opportunities contribute much to the distinctive character of Mumbles. The high number of A1 shops as a percentage of all commercial units (between 60-70%) is far greater than any other District Centre and is illustrative of the ongoing success of Mumbles as a shopping destination.
- 3.14 As well as featuring a number of cafés, bars, pubs and restaurants, Mumbles District Centre incorporates a range of other non-retail uses and facilities. This includes banks, estate agents, salons, places of worship, office space (mainly upper floors) and a large amusement centre on Mumbles Road (Tivoli Amusements). Centrally located on Newton Road is a large community hall (The Ostreme Centre) and Mumbles community police station.

- 3.15 Located outside, but within close proximity to, the District Centre boundary are: Mumbles Public Library and community hall on Dunns Lane; leisure facilities on Mumbles Road (tennis courts and bowling green); a primary school on Newton Road; and Oystermouth Castle and its surrounding grounds. The Castle provides an impressive backdrop to the Centre and a resource for visitors and residents alike.
- 3.16 A large development site of approximately 1.2ha at Oystermouth Square occupies a prominent seafront location adjacent to the District Centre boundary. The site is the subject of an adopted development brief and it is anticipated that proposals will come forward for a mixed use scheme to include an appropriate blend of retail, leisure, and hotel uses. There is also a prominent site on Newton Road opposite the police station, which extends to around 0.25ha. A planning application for a mixed use development featuring apartments on upper levels and retail space on the ground floor fronting Newton Road was submitted to the LPA in 2008.
- 3.17 Mumbles is well served by frequent bus services that connect to the City Centre. It also has a large number of off-street parking facilities. In total, the number of spaces within a short walk of the Centre is in excess of 200. This includes Pay and Display facilities at a number of points



Parking at Castle Avenue, Mumbles

along Mumbles Road. Visitor parking currently available at the Oyster-mouth Square development site may reduce, depending on the precise nature of future redevelopment proposals for the site. Parking is also available on-street on Mumbles Road, Newton Road, Castle Avenue and other adjoining residential streets. These offer free parking but some spaces are restricted to short stay only.

Killay

- 3.18 Killay District Centre is dominated by a circa 1960 precinct known as Swan Court that lacks character and has a rather dated appearance. It lies approximately 5km west of Swansea City Centre and is the smallest of all the District Centres in Swansea. It has a frontage onto Gower Road as well as a number of units arranged around the Swan Court Precinct at its eastern end, which is the focus of the primary retail area. The Precinct has a concentration of A1 shop units but also features non-retail uses including a bank, restaurant, pub and day nursery. There are two small supermarkets within the Centre, each being less than 1000 sqm gross floor area. A1 shops also front Gower Road on its north side, but west of the supermarket these are noticeably less concentrated than the Swan Court Precinct. Retailing along this frontage has been diluted by incremental Use Class changes. Existing non-retail premises along the Gower Road frontage include a betting shop, salon, opticians, pub, offices and a residential property.



Gower Road frontage, Killay

-
- 3.19 The appraisal (see Appendix C) highlights that the total number of units/premises within the defined boundary is 45, which is less than the minimum number of 50 units normally expected for District Centres. However there are a further 12 commercial units/facilities that lie within very close proximity, and it is on this basis that the critical mass is considered sufficient for Killay to warrant District Centre designation. Those commercial units and services located outside the defined Centre boundary include a pub and estate agent fronting the south side of Gower Road, and a doctors surgery and chapel on Goetre Fawr Road. There are also a number of units west of the defined centre on Gower Road, including a cosmetic clinic, estate agent, funeral home as well as A1 shops.
- 3.20 Parking facilities are available on-street at marked bays on Gower Road (approx 30 spaces). In addition, an off-street car park comprising around 60 spaces is accessed via Cygnet Close. Hourly bus services run on Gower Road which connects to the City Centre as well as surrounding residential areas at Upper Killay, Dunvant and Derwen Fawr.

Sketty

- 3.21 Sketty District Centre is located approximately 2.5 km from the City Centre and is just over a kilometre west of the nearby Uplands District Centre. Although not one of the largest in terms of unit numbers, it has a sprawling, fragmented layout that extends along a number of streets that intersect with Gower Road, mainly Vivian Road, Dillwyn Road and Eversley Road. There is also a scattering of shops near the junction of Vivian Road and Frogmore Avenue and a public library on Vivian Road, however these lie outside the designated boundary and as such have been omitted from the matrix analysis (see Appendix C).
- 3.22 In total there are 74 premises within the defined Centre boundary. A1 shops include 2 mini market convenience stores on Gower Road, each less than 1000 sqm gross floor area, which lie at the heart of the primary retail frontage. The Centre features a range of other uses including A2 units (banks, estate agents, betting office), a number of A3 units, B1 offices and vehicle repairs (B2 use). Also within the District Centre boundary is the petrol filling station on Gower Road.
- 3.23 Sketty benefits from being located on a high frequency bus route that links to the City Centre and other areas. A Pay and Display car park is located off Eversley Road, which provides around 40 spaces. There are also limited on street parking facilities, the majority on Eversley Road. Car parking regularly occurs at the bus lay by located on the south side



Eversley Road, Sketty

of Gower Road, contrary to traffic regulations in the area. Levels of traffic congestion and incidences of indiscriminate parking detract from the District Centre.

Uplands

- 3.24 The District Centre at Uplands is the nearest District Centre to Swansea City Centre, lying less than 1 kilometre to the west.
- 3.25 Like Sketty District Centre, which is located just over a kilometre further west, Uplands is divided at its centre by a signalised junction where congestion at peak times is a common problem. Uplands Crescent is a major arterial road from the City Centre to areas in west Swansea, and as such is subject to high vehicle flows. Similar to Sketty, the District Centre at Uplands has a scattered form with units distributed across the intersecting streets, including Gwydr Square, Gwydr Crescent and The Grove. Levels of congestion and road severance makes the Centre less pedestrian friendly than other District Centres.
- 3.26 Broadly half the 74 units within the District Centre are A1 shops, however there is also a relatively high number of A3 units that punctuate the retail frontage at its centre.



Signalised junction at Uplands Crescent, Uplands

- 3.27 Whilst Uplands is highly accessible by public transport, with frequent services running on Uplands Crescent, a lack of parking facilities is a significant issue affecting the District Centre. There is no dedicated off street car park and the availability of on-street parking is limited. This gives rise to regular incidences of parking infringements, which includes vehicle parking in bus lay-bys on Upland Crescent, and general congestion.

Gorseinon

- 3.28 The District Centre at Gorseinon is located in the north west of Swansea, around 7 km from the City Centre, and is one of the largest Centres in the County. It has more than 160 units within its defined boundary and benefits from a wide range of uses and services, the majority being located on High Street/Alexandra Road. Whilst broadly a linear Centre, a number of units are also located on adjoining streets at its western end at the junction of Alexandra Road and West End. Some environmental enhancements have been carried out, which provides a good standard pedestrian surface for the primary retail area.
- 3.29 The main focus for A1 shops is High Street, particularly at its western end which is the focus of the primary retail frontage. A concentration of A1 shops is also found at Alexandra Road. The District Centre has a number of pubs and a significant proportion of other A3 outlets, including hot



High Street, Gorseinon

food take away outlets. Gorseinon Infants School is located centrally at the junction of Brighton Road and High Street but lies outside the defined District Centre boundary. Characteristic of Gorseinon District Centre is the high number of B1 offices at the western end on Alexandra Road, Pontarddulais Road and West End.

- 3.30 There are currently two supermarkets that anchor the Centre to the west and east. The supermarket to the east forms part of a 'precinct' of six units, which also houses a national multiple fashion retailer. Two new supermarkets on separate edge of centre sites to the north and east of the Centre were granted planning permission in 2009. Asda Stores Ltd secured planning permission for a 5,375 sq m store that opened in 2010, whilst Aldi gained permission for a 1,650 sq m store. The Garngoch Industrial Estate is located less than 1km to the east of Gorseinon District Centre. The Estate contains a number of retailers, which are generally large format traders, as well as a food store. Whilst there may be some degree of linked trips between these areas, further proliferation of unrestricted retailing at the out-of-centre Garngoch Estate could pose a threat to the future vitality and viability of the nearby District Centre.
- 3.31 Gorseinon benefits from its own bus station at West End, and as such is highly accessible by public transport. There are also a high number of

free off-street parking spaces that serve the Centre. Parking areas are located at both the eastern and western ends of the Centre adjacent to the supermarkets. In addition the Lime Street car park has over 200 spaces. A number of other small car parks are accessed via Brighton Road and Lime Street. On street parking is also available and is generally restricted to 1 hour maximum stays.

Pontarddulais

- 3.32 Pontarddulais District Centre is located the furthest distance from Swansea City Centre, and lies adjacent to the boundary with Carmarthenshire in the north west of the County. It is a large Centre of over 140 units/premises and has a very linear form that extends along St Teilo Street, which is one way in a westerly direction. Environmental enhancement works along this street provided upgraded paving, as well as tree planting and street furniture.
- 3.33 A1 shops account for around 50% of all commercial uses within the District Centre. The primary frontage is considered to be along the southern side of St Teilo Street. Pontarddulais also benefits from a good representation of non commercial premises/facilities, including a public library, police station, places of worship and a GP surgery.



St Teilo Street, Pontarddulais

- 3.34 The retail frontage along St Teilo Street is punctuated by a range of other uses, and as such there is a lack of continuous shop frontages in parts of the Centre. The prevalence of residential dwellings interspersed with the commercial units is a prevailing characteristic. There is a particular concentration of residential properties on the north side of St Teilo Street close to the junction with Dulais Road.
- 3.35 A medium size convenience store is located centrally on St Teilo Street. Additionally a large superstore (approx 4,000 sq m) with associated petrol filling station was granted planning permission in 2009 on a site adjacent to the District Centre boundary off New Road.
- 3.36 Pontarddulais District Centre is served by regular bus services. Off street parking facilities are few with the majority of vehicle parking opportunities restricted to on-street bays on St Teilo Street. Parking is time limited in these spaces. The main off street car park is located off centre at Water Street (36 spaces). There is also a poorly located site at the rear of the existing convenience store (34 spaces) and a small site off St Teilo Street that is limited to only a few spaces and suffers from poor access/egress arrangements. However the proposed new superstore has a large surface level car park of around 320 spaces that will be available to all shoppers and visitors to Pontarddulais and not just patrons of the store.



Pedestrian areas outside retail frontage, Morryston

Morrison

- 3.37 Located around 5km north of the City Centre, the District Centre at Morrison is the largest in the County in terms of unit numbers with nearly 180 premises. It is a well established District Centre having served generations of surrounding communities, predominantly in the north east of Swansea. It offers a good range of shops and services, and a large primary retail frontage, however like other District Centres frontages have been incrementally eroded by use class changes to non retail uses.
- 3.38 Morrison faces the double challenge of competition from two nearby out-of-centre retail parks that provide both convenience and comparison goods shopping. The Enterprise Park at Llansamlet is located less than a kilometre to the east of Morrison and has long been recognised as posing a significant threat to the ongoing viability of Morrison District Centre. Additionally, the Morfa Retail Park is under two kilometres south of the Centre. Both retail parks include large superstores, bulky goods retailers and some fashion retailing that can also be found on traditional high streets.
- 3.39 Whilst much of the Centre lies within a Conservation Area, it incorporates buildings of poor quality and physical condition as well as those that are well kept and have architectural merit. Its character is varied, featuring intricate historic buildings such as the Tabernacle Chapel, as



Woodfield Street, Morrison

well as new, functional designs with no distinguishing features.

- 3.40 Morriston is highly accessible by public transport, with services connecting the District Centre with outlying residential areas as well as the City Centre. On street parking is available along the length of Woodfield Street and connecting residential streets. In addition, around 120 spaces are available in off-street car parks.

Clydach

- 3.41 Clydach District Centre is situated in the north east of the County, close to the boundary with Neath and Port Talbot. It is a long established Centre that serves a relatively large catchment area. It has a linear form with the vast majority of properties fronting onto High Street. It features around 80 units/premises which include a public library, doctors surgery, police station and pubs. It also includes a supermarket on the southern side of High Street and a small convenience store at the junction of High Street and Heol y Nant.
- 3.42 The proportion of A1 shops is significantly less in Clydach than in other District Centres, with the frontage regularly punctuated by non-retail uses such as Class A3 and B1 offices. A new health centre and pharmacy accessed off High Street is situated outside, but adjacent to, the defined boundary. The primary retail frontage is relatively small and fo-



High Street, Clydach

cused on the area around the convenience store and post office. Similar to Pontarddulais District Centre, there is also a high incidence of residential dwellings interspersed within the commercial and service units.

- 3.43 Clydach has benefited from environmental improvement initiatives that have upgraded the public realm, pedestrian areas and overall visual appearance of the Centre. Notwithstanding this, some of the properties are in a generally poor condition.
- 3.44 The Centre is served by regular bus services that connect to surrounding residential areas and Swansea City Centre. Car parking is provided by on street parking bays on High Street and an off-street car park that provides 65 spaces.

Summary

- 3.45 The results of the appraisal process (including the matrix assessment in Appendix C) confirms that each of the eight locations identified at the beginning of this chapter meet the criteria to merit District Centre status. It is clear that each Centre has similarities in terms of providing a range of facilities and services but this chapter has also identified a number of features that distinguish one Centre from another.
- 3.46 Guidance on development affecting District Centres is set out in Chapter 6.



Community facility in a rural area

4. Local Centres and Community Facilities

Introduction

- 4.1 This chapter identifies the locations across Swansea that have been designated as Local Centres. It also describes the approach taken in this guidance to the identification of neighbourhood and community facilities that lie outside these areas.

Local Centres in Swansea

- 4.2 Local Centres comprise a smaller grouping and more limited range of facilities than those present in a District Centre. However they can play an equally important role in meeting day-to-day shopping needs for the local communities they serve. They appear in a variety of forms, from a single linear street in some cases, through to a small parade of shops. Local Centres will typically feature a newsagent and/or small convenience store, along with other shops and supporting units of a local nature. These could, for example, include a hairdressers, post office and/or travel agent. They typically feature more than 5 units but less than 50, and typically serve catchment populations of less than 15,000 people.
- 4.3 The Swansea UDP encourages the provision of small scale shopping facilities within Local Centres (UDP Policy EC6 refers). It does not identify the location of all Local Centres within Swansea and instead focuses on defining those neighbourhoods where a deficiency in local shopping provision was identified at the time the UDP was prepared. It is acknowledged that the UDP approach could in some instances give rise to uncertainty as to whether or not a particular small grouping of facilities is classified as a Local Centre. This guidance therefore seeks to remove the potential for such uncertainty by defining all Local Centres in the County.
- 4.4 Each Local Centre is described in Table 4.1 overpage. This describes their location and established form, and gives an indication of the range of uses that are provided.
- 4.5 The spatial distribution of Local Centres is shown in Appendix D. This highlights the shortage of such Centres in parts of the County. In older established residential areas their absence is often compensated for by the presence of a greater array of community facilities, the characteristics of which are described in the following section.

List of Local Centres

Local Centre	Description
Alderwood Road, West Cross	A parade of 10 units on Alderwood Road, accessed via West Cross Lane. Includes a post office, A3 takeaways, hair salon, and three units combined to form a convenience store. Benefits from dedicated parking bays and a small car park close to the junction with Mumbles Road.
Broughton Avenue, Blaenymaes	A parade of 6 units in generally poor physical condition that serves the dense residential estates of Blaenymaes. Includes pharmacy, post office A3 units and hair/beauty salon. Adjacent to a multi use sport field.
Brynymor Road, Brynymor	Located only 0.5 km west of Swansea City Centre, focused primarily on Brynymor Road and St Helens Road (west of the junction with Beach Street). A few units are also found on King Edward Road and Beach Street. As well as A1 shops (which includes a post office) it also features an unusually high number of café's/restaurants and pubs. Parking is severely limited and indiscriminate parking can cause vehicle congestion. Abuts the St Helens Road Local Centre.
Carmarthen Road, Fforestfach	A range of unit types and sizes at the cross junction of Carmarthen Road and Ravenhill Road, which is subject to heavy traffic flows. Includes a new parade of small units on west side of Ravenhill Road (A1 and A3), plus an array of shops and supporting services fronting Carmarthen Road. Very limited off street parking opportunities.
Colwyn Avenue, Winch Wen	An arrangement of 6 units in a range of building types and sizes at the junction of Colwyn Avenue and Caldicot Road. Includes two convenience stores, pharmacy, hair salon and takeaway units. Limited off street parking bays.

Local Centre	Description
Conway Road, Penlan	Linear row of 7 premises, which includes a post office, chemist, convenience store and a public house. It benefits from dedicated parking bays outside the shop units, perpendicular to the highway. The pub has a separate parking area for patrons.
Crwys Terrace, Penlan	A small parade of 5 units with residential accommodation above, with an adjacent A3 restaurant in a large detached building. Lacking in its range of uses it serves the residential estates of Penlan. Small amount of off street parking.
Gors Avenue, Mayhill	One of the smallest Local Centres comprising only 5 units in separate detached units on Gors Avenue near the junction with Gwent Road. Existing uses include butchers, post office, take-away and convenience store. Benefits from a number of off-street parking bays.
Graiglwydd Square, Townhill	Located at the roundabout junction of Townhill Road and Graiglwydd Square. It features a pharmacy, convenience stores, hair/beauty salon and a number of takaway establishments. Benefits from parking bays on Townhill Road.
Llangyfelach Road, Brynhyfryd	Approximately 2km north of the City Centre. A collection of some 16 commercial premises scattered along Llangyfelach Road, Cwm Level Road and Brynhyfryd Square. Includes a supermarket, chemist, other retail shops, A3 uses and a health surgery. There are few parking opportunities which can give rise to indiscriminate parking on street to the detriment of highway safety.
Mayhill Road, Mayhill	A small parade of 7 units on Mayhill Road at junction with Townhill Road. Small on street parking area fronting the units, close to junction. Comprises bakery/convenience shop, news-agents, hair salon, takeaways and two units combined to form a convenience store.

Local Centre	Description
Neath Road, Hafod	An unusually long and linear Local Centre characterised by the sporadic nature of commercial units sited amongst residential dwellings. Notwithstanding the scattered distribution, Hafod is considered to be a distinct and identifiable Centre. Uses include launderette, small convenience shops, and a number of A3 uses.
Pennard Road, Kittle	A small Centre that serves the surrounding rural community and provides a resource for visitors particularly during summer months. Comprises 6 commercial premises, 4 of which are in a parade opposite Kittle Green that benefits from off-street parking bays. The remaining premises are a general stores and a long established pub, the latter being served by a large car park at its rear.
Penygraig Road, Townhill	A small parade of 6 units on Penygraig Road located less than 0.5 km from Swansea City Centre. It features a post office, convenience store, A3 units and hair /beauty salon. Served by around 5 off-street parking bays.
Port Tennant Road, Port Tennant	A linear Centre focused on Port Tennant Road that stretches from the junction with Danygraig Road at its eastern end to the junction with Lee Street at its western end. Includes some specialist comparison goods shops, as well as convenience shops, cafes, takeaway outlets, hair/beauty salons, dentist and A2 uses.
Ravenhill Cross, Ravenhill	A relatively large local centre, extending over an area of approximately 1.5ha. It is focused at the cross junction of Pentregethin Road and Ravenhill Road, and has expanded eastward from the original parade of shops constructed circa 1960 on Ravenhill Road. It features 16 units, which includes a 14,500 sq. ft Lidl supermarket located at the eastern end.

Local Centre	Description
Rheidol Avenue, Clase	A small parade of 6 units opposite Clase Primary School, featuring a post office, pharmacy, convenience store, and hot food takeaways. Benefits from a number of off-street parking bays.
Sketty Park Drive, Sketty	Located on the roundabout at Sketty Park Drive and Parkway. 10 units of varying sizes fronted by a wide pedestrian area. In addition to a double unit convenience store, also includes pharmacy, bakers, butchers, florists, hair salon and takeaway outlet. Benefits from adjacent parking bays.
St Helens Road	Located immediately adjacent to the City Centre boundary this is an unusually long, linear Centre, with the majority of shop units on the southern side of St Helens Road. A1 shops are predominately at the value end of the market, including a number of charity and second hand stores. There is a focus on ethnic foodstores and restaurants, which gives the Centre a distinct identity. The northern side of St Helens Road features residential units and commercial offices. Abuts Brynymor Local Centre at its western end.
Station Square, Penclawdd	A rural centre serving north Gower with a scattering of shops, A3 establishments and other businesses, dominated by a large supermarket on Station Square.
Sterry Road, Gowerton	One of the largest local centres in the County with around 30 commercial units, serving a large catchment area. Primarily comprises premises along Sterry Road interspersed with residential dwellings, it also includes units on Gorwydd Road. It features a number of pubs/clubs, small convenience store, post office, other specialist A1 shops, and supporting A2 uses.
Trallwn Road, Trallwn	A parade of 7 uniform sized units with residential accommodation above on the east side of Trallwn Road. Opposite on the west side of Trallwn Road is a dental surgery and a pub.

Tycoch Cross, Tycoch	Approximately 3 km west of the City Centre at the junction of Carnglas Road/Harlech Crescent/Tycoch Road. A small centre of around 0.7 Ha, with 18 units (4 of which are residential dwellings). Specialist traditional convenience retailers (e.g. Butchers/greengrocers) have generally been replaced with convenience stores and service uses. Development potential at former Sketty school site—allocated for housing in UDP
West Cross Lane, West Cross	A small parade of 6 units of uniform size comprising convenience stores, hairdressers, off licence, take-away outlet and community facility. Also at the rear of the units is a dentist and within 100 metres a pharmacy and doctors surgery. Benefits from dedicated parking bays and a small off street car park.



Local Centre at Alderwood Road, West Cross



Local Centre at Ravenhill Cross, Ravenhill



Local Centre at Trallwn Road, Trallwn

Community Facilities

- 4.6 The term 'community facility' encompasses a wide range of locally orientated services and amenities. It can include, for example, a convenience store, post office (or other locally orientated business/service), pub, social club, sports centre, community hall, health facility or leisure use. The term can apply equally to an individual premises, or to a small, loosely arranged grouping (typically less than 5) that has insufficient critical mass, unit representation or cohesiveness to justify designation as a Local Centre. Whether it is a single unit or part of a small group, community facilities will tend to serve a very localised catchment and captive population.
- 4.7 This guidance does not seek to identify every individual building or collection of shops within the County that would be regarded as a community facility. Instead, the paragraphs below describe the sorts of circumstances where the term is deemed to be appropriate. This approach will ensure that the guidance remains sufficiently flexible and adaptive to changes in development and representation over time. Further detail on definition is provided in Chapter 7.
- 4.8 Outside the main urban areas of Swansea, rural stores and village shops provide a vital lifeline for communities where access to District and Local Centres is poor. In rural, scenically attractive parts of the County, facilities that serve local residents can also provide an important resource for visitors to the area. As well as convenience stores and the more obvious tourist/gift shops, this can include facilities such as pubs, coffee shops, other A3 outlets and leisure facilities.
- 4.9 In addition to the above rural examples, there are also locations throughout urban Swansea that are insufficiently served by either a District or Local Centre where a particular shop (often a convenience store), or scattering of commercial units, can provide an important resource for residents. These loose clusters of shops or isolated units are often found within older residential areas and neighbourhoods.
- 4.10 Importantly, community facilities can in some instances provide a social function and focus to help sustain the life a community, either by virtue of the particular service it provides and/or as a meeting place and venue for social gatherings. This can apply to pubs and shops as much as it does to the more obvious community halls and social clubs. It is often difficult to quantify the degree of benefit and value that such facilities bring to a particular community. However in cases where there is a lack of opportunities for people to congregate, the loss of such a facility

is capable of having a significant adverse impact in terms of community vitality and cohesiveness. This can apply equally in both rural and urban areas.

Summary

- 4.11 This chapter has identified the large number of Local Centres distributed across the County. It has clarified the difference between a Local Centre and those concentrations of services and amenities that are instead referred to as community facilities. Guidance on development affecting Local Centres and community facilities is set out in Chapters 6 and 7.



Examples of Community Facilities

5. Key Issues and Development Pressures

Introduction

- 5.1 This chapter identifies some of the key demographic, lifestyle and development trends that can influence change in District and Local Centres. It identifies circumstances and pressures that planning policy should respond to wherever possible.

Development Trends and Consumer Choice

- 5.2 Shoppers are increasingly able to choose from a diverse range of retail locations and channels. As well as the City Centre and traditional District and Local Centres, people can choose between, for example, out-of-centre superstores, retail parks, catalogues or on-line shopping.
- 5.3 As in many other parts of the UK, supermarkets and superstores have become increasingly dominant in Swansea as suppliers of the full range of convenience goods, as well as an increasing range of comparison goods items. The notion of the 'one stop shop' journey has become a well established shopping pattern in this context, particularly at larger superstores. Whilst some of these are located within Centres, many are to be found at edge-of-centre and out-of-centre sites. Large food stores that do not integrate with Centres, particularly those that 'over provide' for the catchment population, can lead to significant trade diversion and disinvestment within Centres that can ultimately have an adverse effect on their vitality and viability. Conversely, appropriately sized, well integrated stores can generate linked trips and have a positive influence on the health of a Centre. It is this latter approach that is supported by UDP policy and current national guidance.
- 5.4 Swansea has a number of out-of-centre retail parks that provide opportunities for both comparison and convenience goods shopping. These are served by large areas of free parking and are an attractive prospect for many, particularly for the car borne shopper. The range of goods available at such locations has traditionally not been diverse, generally being limited to bulky items, however there is increasing pressure to remove restrictions and thereby open up such locations for unrestricted retailing. In the interests of sustaining the vitality and viability of District and Local Centres, the Council will seek to resist such pressures for out-of-centre retailing. This approach is a key element of UDP policy.
- 5.5 Internet shopping has become an increasingly popular method by which households are choosing to shop. The long term impact of online retailing on 'the high street' is the subject of ongoing research, however there are obvious concerns regarding the loss of footfall and trade.

5.6 The traditional Centre clearly needs to acknowledge and respond to these increased choices available, as well as the demands amongst consumers for flexibility and convenience. There are a number of factors that can influence whether a Centre is perceived as providing an attractive choice for shoppers, which will include:

- presence of anchor stores;
- number of convenience shops and specialist/niche retailers;
- presence of well used complementary facilities such as healthcare and other similar community uses;
- levels of traffic congestion, the availability/cost/convenience of parking facilities, and accessibility by other travel modes;
- extent to which shops are aligned to their potential customer base in terms of, for example, age and income;
- extent to which the Centre has an attractive character and/or heritage;
- environmental quality and degree of maintenance of public spaces;
- recognisable events or schemes to draw in shoppers (such as, for example, support for independent stores initiatives);
- marketing, promotion and management strategies

Population Changes

5.7 The Swansea UDP identifies Pontarddulais, Clydach and Gorseinon (together with nearby settlements of Loughor and Penllergaer), as particular growth areas within the County. These areas benefit from housing and employment allocations made within the Plan, which are intended to help support and reinforce their shopping centres. In this context it is important to sustain a sufficient critical mass of units and range of uses within these District Centres to support anticipated levels of future growth, which includes retaining adequate food shopping provision. Whilst not specifically identified as growth settlements, the County's other District Centre areas are also anticipated to see population increases within their catchment areas.

5.8 In some suburban locations and rural parts of the County, populations have declined and/or shifted in their age structure and socio-economic composition. De-population and/or reductions in higher spending age groups can place increasing pressure on the ability of areas to maintain healthy and viable Local Centres and community facilities.

Economy and Investment

- 5.9 Economic trends at both national and local levels directly affect development choices and influence patterns of investment. Certain Centres more than others, particularly those in less affluent areas, have difficulties in encouraging investment and such problems are intensified in times of economic downturn. Furthermore, falling sales and downward pressure on prices squeezes margins and ultimately lead to lost profits for retailers.
- 5.10 Perhaps the most visible illustration of a lack of investment in Centres is a high proportion of vacant properties. Whilst a certain level of vacancy is an inevitable and necessary feature in order to facilitate responses to market changes, unacceptably high levels can have a material adverse impact. Vacant units can lower the visual appeal of a Centre and can reinforce problems of falling investment confidence and expenditure. Whilst the prolonged vacancy of units should be avoided, it should not be at the expense of unacceptable development or the loss of an adequate supply of units required for future retail use.
- 5.11 Similar to high levels of vacancy, deterioration in the condition of buildings and areas of public space within or near Centres can also have adverse effects on their attractiveness, and can ultimately result in the reduction of footfall and expenditure.
- 5.12 Land values in Swansea have increased significantly in recent years, particularly in more affluent and sought after areas. The high price of land in rural and scenically attractive areas, coupled with policies that seek to restrain growth in such locations, has increased pressures for re-development of community facilities, particularly for the provision of new housing.

Use Class Changes

- 5.13 As in many other authorities, in recent years Swansea has witnessed a significant rise in the number of planning applications for use class changes away from retailing within Centres. Whilst appropriate supporting uses can complement retail shops, the shopping function of District and Local Centres can be eroded by incremental planning consents for non-retail use. Consequently, when considering such proposals it is vital that an assessment is carried out on the impact of the proposed change of use on retail frontages, as well as the overall impact upon the vitality, attractiveness and viability of the Centre.

Travel and Mobility

- 5.14 Rising levels of car ownership have significantly increased personal mobility and have probably been the greatest single influence on shopping patterns. High levels of personal mobility have provided the opportunity for residents to travel outside traditional catchment areas, in particular to out of town centres served by large areas of free parking. This has increased competition and pressure on District and Local Centres in retaining their traditional local population base.
- 5.15 District and Local Centres are unlikely to ever be able to compete with retail parks in terms of the number of parking spaces provided, however it is crucial that efforts are made to ensure travel to traditional Centres is as convenient as possible. As well as parking provision, shoppers will respond positively to: legible signing; frequent and good quality public transport; good disabled access; and quality cycle routes and facilities.

Summary

- 5.16 This chapter has identified issues and pressures that planning policies need to recognise and respond to wherever possible. Responding to such pressures is considered essential if the continued health and success of our Centres are to be maintained, and the provision of important community facilities are to be safeguarded in future.

6. Planning Guidance - District and Local Centres

Introduction

- 6.1 The guidance in this chapter has been developed to devise appropriate policy responses to issues and pressures being experienced at District and Local Centres. The sections that follow provide guidance to supplement the UDP, and is intended to help guide development proposals and inform decision making by the LPA.

Primary and Secondary Frontages

- 6.2 Within District Centres, certain retail frontages have particular importance in terms of retaining their character and function. This guidance separately identifies the primary retail frontages from the more secondary areas within each District Centre in Swansea (see plans in Appendix B). Those units that lie outside the highlighted primary frontage are considered, by default, to form part of a more secondary retail area.
- 6.3 **Primary frontages** are found in those areas representing the core retail activity. As would be expected, primary frontages are generally centrally located within a Centre. These frontages should retain a high proportion of A1 shops, and such units should not be isolated amongst non-retail uses in order to safeguard the established shopping function. They are normally characterised by higher rental values, footfall and concentrations of national and/or international retailers. **Secondary frontages** are found in areas of more mixed commercial character, where the incidence of non-retail uses such as restaurants, banks and other financial institutions may be higher. Units located within a secondary frontage will often have lower rateable values than primary areas, although this is not always the case.
- 6.4 In the case of Local Centres, primary frontages have not been identified in this SPG. This reflects their relatively small size and the resultant lack of clearly distinct primary and secondary areas.

Safeguarding A1 Shop Units

- 6.5 In order to promote a successful retailing sector it is vital that District and Local Centres should retain a high proportion of Class A1 retail shops. National planning policy guidance emphasises the importance of ensuring ground floor use class changes are not permitted where this would create a predominance of non-retail uses that would lead to an unacceptable dilution of the retail frontage or undermine the attractiveness of the Centre.

- 6.6 This SPG will be used to help determine what constitutes an appropriate proportion of Class A1 retail shops, with reference to the thresholds in the table below.

Minimum % of A1 shops to be retained within District Centres	Frontage	
	Primary	Secondary
	50%	35%

- 6.7 Within District Centres, the thresholds set out in the table should be used as a clear guide to retaining a minimum number of A1 shops at primary and secondary frontages. The LPA will not normally permit use class changes where the proportion of A1 shop units within defined primary and secondary frontages would fall below the thresholds. The figures specified reflect an appraisal undertaken of the proportion of A1 shops within District Centre frontages in Swansea and reflect the minimum proportions that the LPA seeks to maintain to ensure they remain lively, attractive and commercially viable. In some instances it will be appropriate to retain a higher proportion of retail shops than the minimum thresholds specified, depending on factors such as the character of the frontage and the nature of the units that the frontage comprises.
- 6.8 In order to establish the proportion of A1 units within a given frontage, measurements should be based on ground floor units only. The assessment should provide a proportional figure based on the number of A1 units as a percentage of the total number of all units within the particular frontage identified, and also a measurement of A1 unit frontage length as a percentage of the total frontage length in question. Both these figures will be taken into account in determining the suitability of a proposed change to non-retail use. Extant, unimplemented planning permissions for non-retail use will be interpreted as a non retail unit for the purpose of calculations. In the absence of any such permissions, vacant properties will be allocated to their previous permitted use. Additional guidance on how to define and measure frontages and proportions of units within them is set out in Appendix E.
- 6.9 There will be instances when the minimum thresholds specified have already been undermined in certain frontages, due to incremental use class changes that have occurred. In these circumstances the thresholds should be seen as an aspiration to ultimately redress the existence of a diluted frontage, and as such further erosion by proposed non-retail uses will not normally be permitted.

-
- 6.10 Notwithstanding the thresholds described above, a flexible approach will sometimes be employed to allow a deviation from the figures in certain cases. This will only be appropriate in circumstances where the applicant clearly demonstrates the proposed A2 or A3 use would: generate footfall akin to a retail use; bring increased vitality to the area; positively enhance the relevant frontage by virtue of its design; and satisfactorily address the criteria set out in UDP Policy ECNR. Examples include a retail orientated bank or coffee shop that incorporates a high quality, street focused shopfront, which the LPA considers to be as equally appealing within the streetscene as a retail use of the premises.
- 6.11 In the case of Local Centres, whilst this guidance does not specify minimum thresholds, proposals for use class changes will only be permitted if the criteria set out in UDP policy ECNR are met and the ability for the Centre to meet the future shopping needs of the community is not compromised.

Non-Retail Development

- 6.12 Whilst retailing should continue to underpin District and Local Centres, a broad range of appropriately located supporting non-retail facilities and services will be encouraged to help safeguard their wellbeing. Well planned mixed use developments within Centres can bring vibrancy, add vitality, and reduce the need to travel to access a range of facilities. In this context, both the Swansea UDP and this guidance align with national guidance by encouraging an appropriate, complementary mix of uses in Centres.
- 6.13 It is vital however that non-retail uses are appropriately located within a Centre in order to safeguard its vitality, viability and future role as a community resource. Change of use proposals to non-retail uses within a Centre will not be permitted where this would result in an unacceptable imbalance of non-retail uses in comparison to retail uses or where a proposal would have an adverse impact on its primary shopping function. The full range of criteria for determining change of use proposals is set out in UDP Policy ECNR.
- 6.14 As well as maintaining minimum unit shop numbers and frontage lengths for retailing purposes, it is important to avoid localised concentrations of non-retail uses or arrangements that isolate A1 shops within a primary frontage. Determining the appropriateness or otherwise of a non-retail proposal will inevitably require an assessment within the context of surrounding units. For example, whether it would serve to isolate a section of the retail centre, cause an unacceptable break in the flow of retail

units and/or lead to a predominance of non-retail uses.

- 6.15 It is important to maintain a critical mass of shopping units within a legible, contained area in order to sustain the viability and attractiveness of a Centre. Maintaining a continuous shop frontage is crucial in this regard. The isolation of A1 shops and the clustering of non-retail uses can disrupt the continuity of shopping streets, reduce footfall and deaden frontages. To avoid such scenarios, within most primary frontages, no more than two non-retail uses should be adjacent to each other, and between individual or groups of non-retail uses there shall be at least two intervening A1 shops. Three adjacent non-retail uses may exceptionally be permitted in larger District Centres only, where there is an otherwise sufficient concentration of A1 retail shops in the vicinity and the proposed change of use would not deaden the frontage.
- 6.16 Important shop premises and units sited in visually prominent locations should remain in A1 retail use. The length and prominence of the unit frontage, its relative location to important shopping frontages and architectural/design features of a building are all relevant factors to consider.
- 6.17 Whilst the loss of a single A1 unit to a non retail use may not in itself undermine the retail vitality and viability of the Centre, cumulative impact will be a consideration.

A3 food and drink uses

- 6.18 In general terms, A3 uses are considered an appropriate use within District and Local Centres. Such uses can meet the needs of residents and visitors to a Centre, add vibrancy to an area and contribute positively to vitality and viability. There will however be instances when the prevalence of A3 uses will need to be controlled due to concerns over adverse impact on amenity and retail function.
- 6.19 The proliferation of A3 uses will be resisted where this would have an unacceptable adverse impact on the character of an area or frontage, or where this would reduce the opportunities for a wider range of other non-retail uses to be established. District and Local Centres that offer less choice of supporting non-retail uses due to over dominance of A3 units are generally less attractive and not consistent with policies aimed at maintaining the vitality and viability of Centres.
- 6.20 Commercial frontages can be deadened by over concentrations of certain A3 development, such as hot food take-away establishments orientated towards evening trade that close during the day time and

units that deliver food only. Where such concerns are overriding, planning permission will be refused.

- 6.21 Concentrations of such uses can also generate hotspots of activity around the premises and compound problems of noise and disturbance sometimes generated by large numbers of patrons, particularly during the evening. In some instances such problems can lead to instances of crime and anti-social behaviour, and the police authority may be consulted to assess any such concerns. Planning permission will be refused where it is considered that clustering of A3 uses would give rise to unacceptable impacts of this kind. Such impacts can be particularly acute at small Local Centres where there is a greater risk of over dominance by take away outlets that cumulatively detract from the area.
- 6.22 The use of outside areas by customers for drinking, eating and sitting out will not be permitted where significant noise and disturbance or loss of privacy is likely to be caused to residents and occupiers of nearby properties and cannot reasonably be controlled by an effective planning condition restricting the hours during the day when such areas can be used.
- 6.23 Planning conditions may be used to secure various controls and improvements in the operation of A3 uses and mitigate potentially un-neighbourly effects. Where appropriate this will include requiring the provision of appropriate litter bins in or near the premises and the installation of appropriate filtration equipment to reduce cooking smells.

Financial and professional services

- 6.24 Banks, financial institutions and other similar professional services within A2 Use Class can provide important services for the community and their retention within District and Local Centres will be encouraged. However such uses will not be allowed to dominate primary shopping frontages and unit frontages must be sensitively designed.
- 6.25 Where such uses are considered permissible they will be required to incorporate a glazed, open window display that affords clear views from the adjacent street into the property to show activity within the premises and support a lively street scene.
- 6.26 Betting shops have become an increasingly visible use within some Centres. They can in some instances enhance the range of facilities available in a Centre and generate additional footfall where such a service

does not currently exist. Betting shops will not however be permitted in locations where the proposed window display would offer less activity and interest for passing shoppers, or fail to support a lively streetscene. Planning conditions will be imposed where appropriate to ensure unit frontages and window displays do not deaden retail frontages.

Leisure facilities

- 6.27 Appropriate D2 leisure uses can benefit Centres and, with adequate attention to safeguarding amenities, contribute to a successful economy. The provision of a wide range of leisure facilities at locations across the County is an important element of the Council's leisure and recreation strategy and UDP policy prioritises the City Centre and District Centres for such development (UDP Policy HC18 'Leisure Facilities and Areas' refers). Such facilities should be of an appropriate scale and should not undermine the vitality and viability of Centres. They should not give rise to any unacceptable deadening effect on the relevant frontage, for instance by virtue of their opening hours, design or window display.
- 6.28 In terms of amusements centres, this guidance echoes national guidance which makes that clear amusement centres are most appropriately sited in secondary shopping areas or in areas of mixed commercial developments. They will not normally be acceptable in primary shopping frontages, close to housing, or near schools, places of worship, hospitals and hotels. They will also be unlikely to be supported in conservation areas or other places of special architectural, historic, landscape or natural environment character.

Other non-retail uses

- 6.29 B1 offices at ground floor level typically have a deadening effect and will not generally be permitted. D1 uses can in some cases have a similar deadening effect, and will require careful consideration of matters relating to shopfront design, activity at ground floor level and proposed opening hours.
- 6.30 Change of use from commercial to residential at ground floor level will only be permitted on the fringes of District and Local Centres, and only where such development would serve to consolidate the primary retail function and provide a cohesive and viable commercial core of sufficient critical mass.

Opening Hours

- 6.31 Information regarding opening hours is required to be submitted to assist assessment of the impact of any proposed change of use, particularly in terms of generated footfall, patterns of pedestrian movement and impact on amenity. Premises that are regularly closed to the public during typical shopping hours can have a deadening effect at certain locations, which should be avoided.
- 6.32 The opening times of establishments will be controlled where appropriate in order to mitigate any adverse effects upon the enjoyment and amenity of nearby residential properties and businesses. Where necessary opening hours will be controlled by means of planning conditions, the nature of which will depend upon the use proposed, its location and the characteristics of surrounding properties.

Use of Upper Floors

- 6.33 Change of use proposals at upper floors from residential to commercial use will not normally be supported where the existing residential use is not already adjacent to a commercial use. This approach is consistent with UDP policy (Policy HC8 'Over the Shop Housing' refers) and national guidance aimed at retaining the number of homes at sustainable, brownfield locations. Such an approach serves to support existing commercial premises and supporting services within the relevant Centre, and ultimately helps sustain vitality and viability.
- 6.34 Planning applications for change of use at upper floors to commercial uses will be resisted if levels of acoustic insulation would not be sufficiently effective to protect the amenities of residents in adjoining rooms/buildings.

Vacancy

- 6.35 The possibility of retail premises lying unoccupied for an extended period will be a material consideration in determining the suitability of a proposed use class change. The LPA will balance concerns about the incremental loss of retail units that can dilute shopping function with the desire to avoid excessive, longstanding vacancy that can have an adverse impact on attractiveness of a Centre.
- 6.36 Where retail premises have been vacant for some time, proposals for changes to non-retail uses will need to be supported by evidence to demonstrate the extent of marketing that has been carried out to secure a retail occupier. Marketing and advertising should normally be for

a minimum of 12 months and be of a nature that is reasonably likely to reach potentially interested occupiers.

- 6.37 Similarly, marketing evidence will also be required in instances where a unit is currently occupied by a retail use but the applicant proposes to change the use class on the grounds the existing business will cease trading and it is argued another retail occupier cannot be found.

Accessibility and Parking

- 6.38 Vehicle parking to serve new development in District and Local Centres should comply with the Council's adopted standards. There are particular amenity concerns arising from hot food takeaway establishments that generate increased incidences of on-street vehicle parking close to the premises. In those instances where this would give rise to noise nuisance, congestion or other highway safety concerns such as restricting the free flow of traffic, planning permission will be refused.

Other Legislation and Agencies

- 6.39 Proposals in District and Local Centres may also require approvals under other legislation, for example environmental protection, licensing and building regulations. Applicants are responsible for compliance with these requirements.

Other Guidance

- 6.40 Developments within, and on the edge of, District and Local Centres must be appropriate in terms of their type and scale. They should be compatible with established outlets/premises, be of a scale that does not over dominate the facilities at the Centre, and be in keeping with its character and function.
- 6.41 The expansion of Centres outside defined boundaries into adjacent residential properties will not normally be permitted. Exceptions to this may include instances where the application site relates more clearly to the adjoining commercial frontage than the residential properties alongside it, and instances where the site would provide a unit of alternative dimensions and characteristics than would otherwise be available within the Centre and that is attractive to potential investors.
- 6.42 The LPA will seek to retain an adequate level of provision for food shopping, together with post offices and pharmacies, within District and Local Centres. Proposals that would unacceptably reduce such provision will not be permitted.

-
- 6.43 In some instances conditions will be attached to a planning permission to restrict future trading to the particular use proposed and prevent an alternative use in the same Use Class. For example, a condition might restrict a restaurant or café from operating as a hot food takeaway establishment or wine bar, if the additional noise and nuisance to arise from these uses are considered likely to have an unacceptable impact.
- 6.44 The LPA will seek to preserve and, where appropriate, encourage improvements to the physical environment and condition of buildings within Centres through the planning application process. Parts of some District Centres have Conservation Area status. Proposals within or adjacent to Conservation Areas and/or Listed buildings must not harm either the character of the area or have an adverse impact on key buildings.

7. Planning Guidance - Community Facilities

Introduction

- 7.1 The guidance in this chapter has been developed to respond to issues that surround the provision of community facilities in urban and rural areas, and to safeguard such provision where appropriate. The sections that follow provide guidance to supplement the UDP, and is intended to help guide development proposals as well as inform decision making by the LPA.

Identifying a Community Facility

- 7.2 The term 'community facility' encompasses a wide range of locally orientated services and amenities in both urban and rural locations. The following list, whilst not intended to be definitive, provides examples of uses that can provide a community facility:

- Retail shop (including post office, convenience goods shop, gift shop, village/rural store, etc.)
- Pub
- Restaurant/café/coffee shop
- Social club
- Sports club
- Community Hall/Centre
- Place of worship
- Health facility
- Leisure use

- 7.3 In some instances one of the above uses may be an isolated resource of individual merit where there is no comparable facility within the vicinity. In other instances the term 'community facility' applies to a small grouping of premises (often featuring A1 and A3 uses), where there is insufficient unit representation for that grouping to warrant designation as a Local Centre. Such groupings are typically found in suburban areas of the County and will generally be less than 5 units in total. They can be loose clusters of shops or a small row of a few units, and are often found in older residential neighbourhoods and post-war suburban estates built as social housing.

- 7.4 A common theme for all community facilities is that they will tend to serve a very localised and captive population. Notwithstanding this local function, some premises will also provide an important resource for visitors to the locality, including tourists, whilst some establishments such as pubs may be sufficiently renowned to bring in trade from a wider catchment.

Safeguarding Important Uses and Facilities

- 7.5 It is the intention of this guidance to safeguard a community facility only where it is shown to be of particular value or merit to the community that it serves and where its loss would be of demonstrable disbenefit to that community. This policy stance is consistent with national guidance set out in PPW, which states at paragraph 10.1.4 that:

“Corner shops in urban areas, village shops in rural areas, as well as public houses and other individual outlets with a retail function which are not part of established centres, can play a vital economic and social role and their loss can be damaging to a local community”

- 7.6 A community facility can be ‘lost’ by virtue of either a change of use to an existing building, or by means of a redevelopment scheme on the site of the facility.

Establishing Importance or Merit

- 7.7 The LPA will need to establish the relative importance and individual merit of a particular community facility in order to determine whether or not it is appropriate to safeguard that facility and resist its loss.
- 7.8 A number of factors will be taken into account to establish the importance or merit of the facility, some of which will be more relevant than others depending on the community facility being considered and the characteristics of its location. These include:
- number and relative proximity of other similar facilities that serve the community;
 - convenience and accessibility of the facility to serve the community as compared to the locations of other facilities;
 - evidence on the extent to which the facility is valued by the community;
 - impact on the local economy;
 - sensitivity of the location to change;
 - distinctiveness/uniqueness of the facility as a destination;
 - effect on the character of the area;
 - whether the facility provides a wider social function, such as venue for social interaction and/or an informal meeting place;
 - any other added value the facility may bring in terms of wider benefits for the community

Establishing Viability

- 7.9 Case law has established that, in certain circumstances, it will be necessary to show on the balance of probability that if permission is refused for a proposed alternative use or redevelopment, the premises/site would be put to the use that a party is seeking to preserve⁸. As such, the viability of the premises as a continuing business or other enterprise will often be material to the assessment of a proposal for change of use or redevelopment of an important community facility.
- 7.10 In instances where the LPA requests it, an applicant will be required to submit evidence that demonstrates the current financial status of a business. Details of the information to be provided would be subject to discussions between the LPA and applicant and will be dependent on the nature of the business. The information must however be sufficient to enable the LPA to adequately assess whether an alternative occupier could maintain a financially viable enterprise at the site.
- 7.11 Establishing viability is not exclusively a financial issue. Community facilities that are non profit making such as health centres and places of worship will require an assessment of non-financial matters in order to establish ongoing viability. This includes for example an assessment of patronage/attendance levels, the prevalence of other similar facilities in the area and inherent suitability of the location.
- 7.12 The likelihood of a community facility property remaining vacant for an extended period will also be a material consideration. In such instances evidence of marketing and advertising carried out to secure the sale of the premises for the established use will be required.

⁸Westminster City Council v British Waterways Board [1985]

Appendix A

TAN 4 Criteria

The following information is set out in TAN 4 as being of value in measuring vitality, attractiveness and viability of Centres:

turnover in relation to floorspace: turnover figures vary greatly and can be of assistance as an indication of the relative activity of different shopping areas and centres;

commercial yield on non-domestic property: i.e. the capital value in relation to the expected market rental) may be of assistance in demonstrating the confidence of investors in the long-term profitability of the centre;

shopping rents: pattern of movement in primary shopping area rents (i.e. the frontage which attracts the highest rental value);

retailer representation and change: present representation and demand from retailers wanting to come into the town, or to change their representation in the town, or to contract or close their representation;

the diversity of uses: how much space is in use for different functions, such as: offices; shopping; other commercial; cultural and entertainment activities; restaurants; hotels; educational uses; housing, and how that balance has been changing;

accessibility: the ease and convenience of access by a choice of means of travel, including the quality, quantity and type of car parking, the availability of public transport services and the quality of provision for pedestrians and cyclists;

pedestrian flow: the numbers and movement of people on the streets, in different parts of the centre at different times of the day and evening, and changes over time;

the proportion of vacant street level property: vacancies can arise even in the strongest town centres, and this indicator must be used with care;

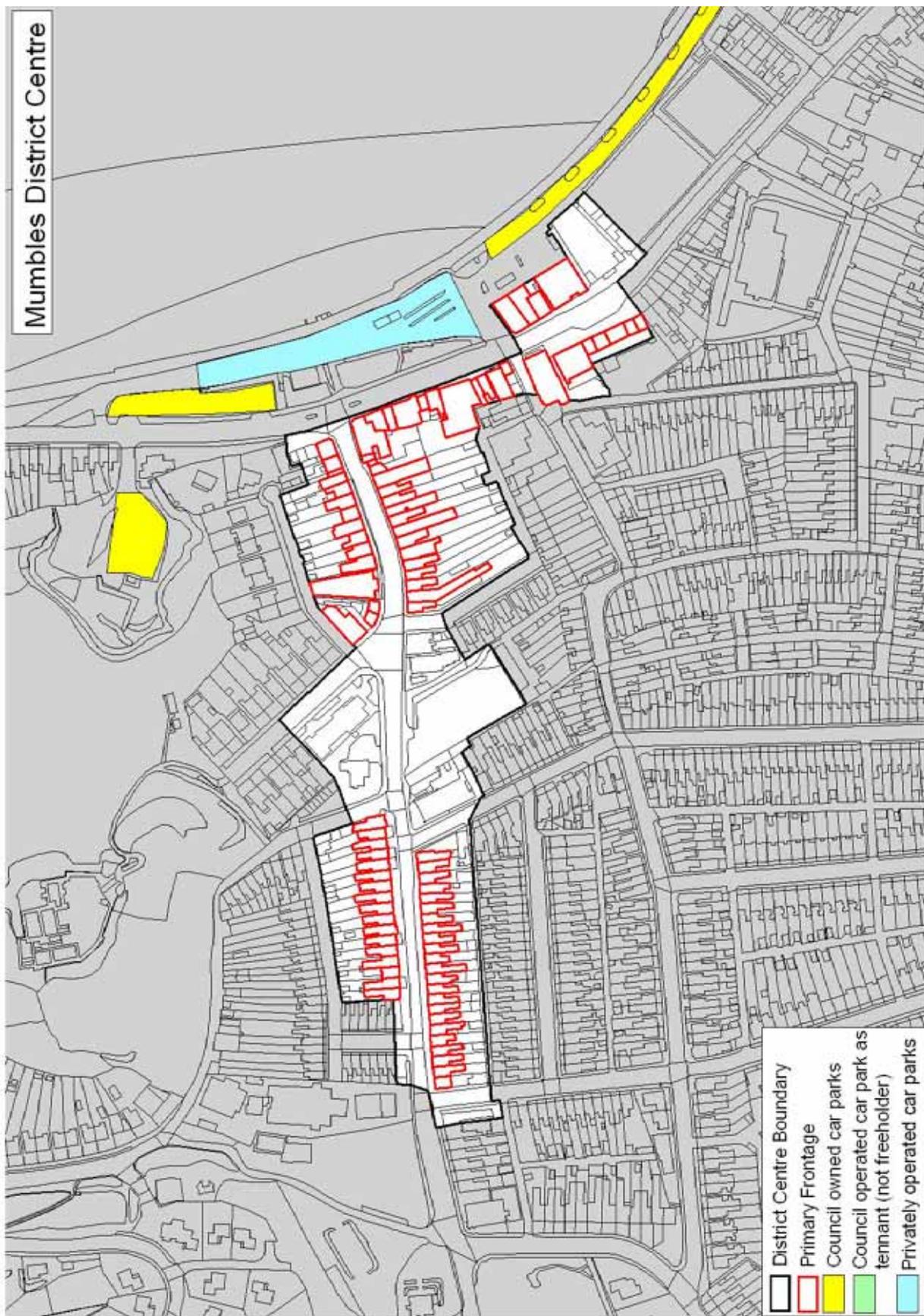
customer views: regular surveys of customer views will assist authorities in monitoring and evaluating the effectiveness of town centre improvements and of town centre management;

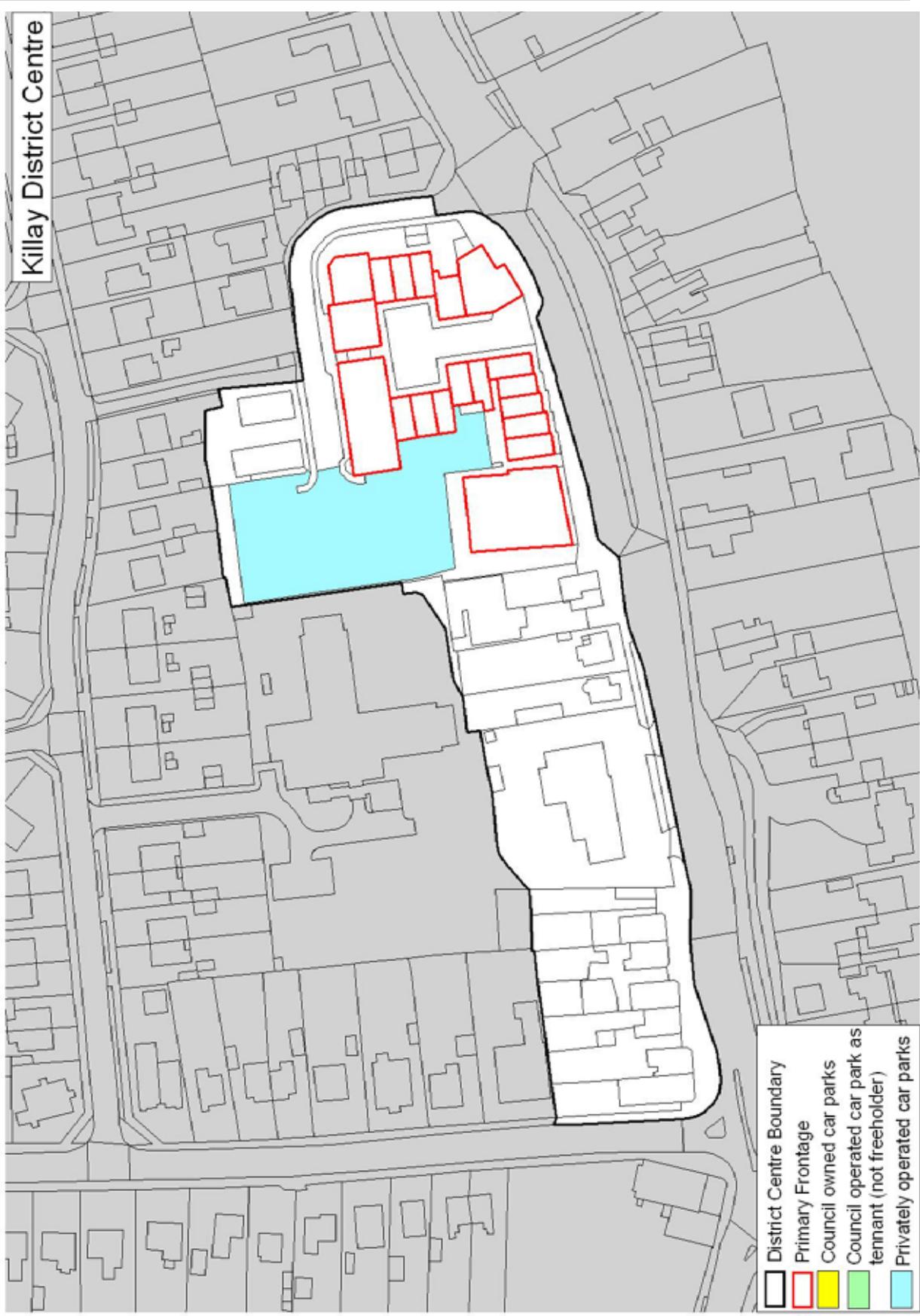
environmental quality: this should include information on air quality, noise, trees, landscaping, open spaces, litter and graffiti;

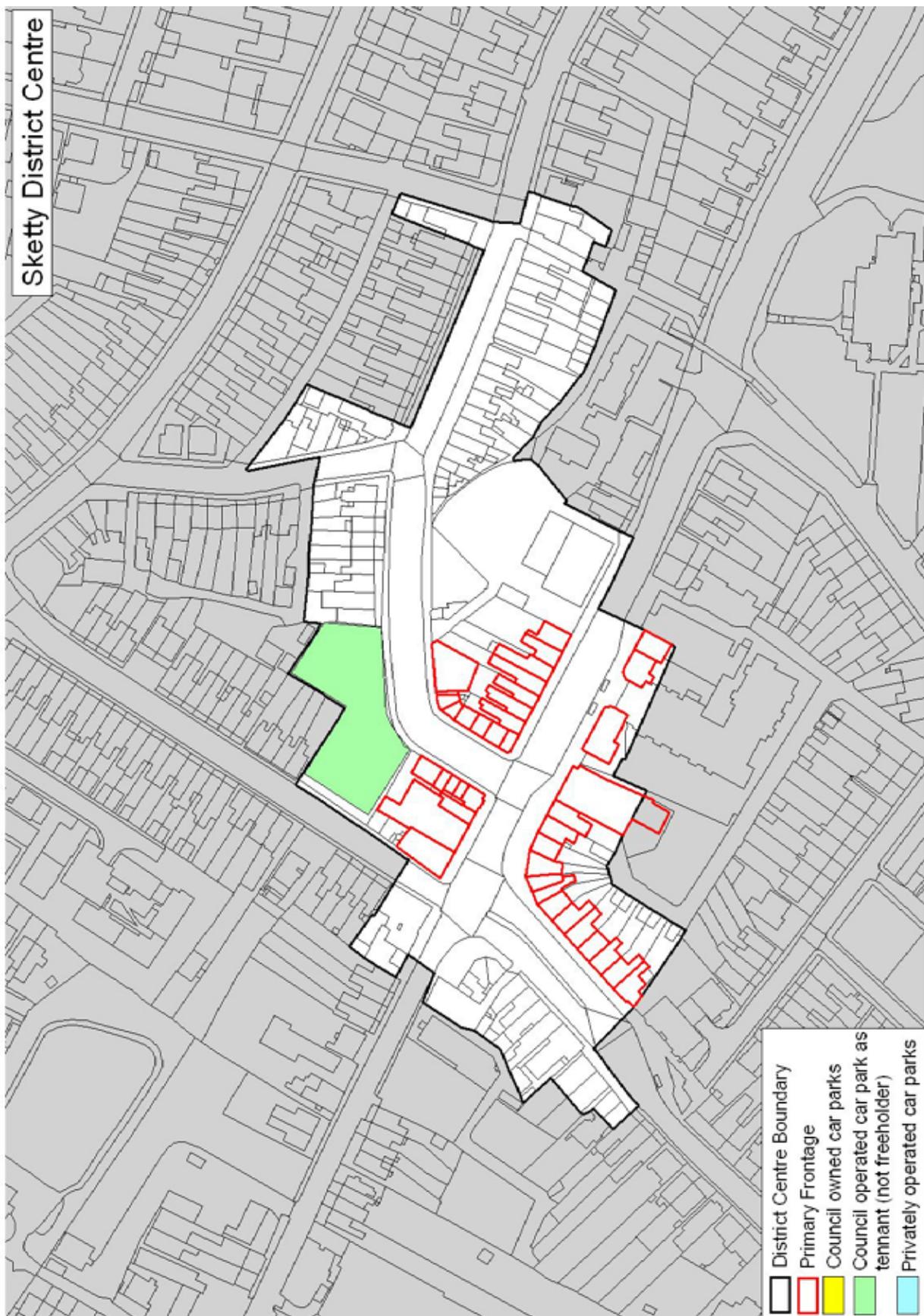
perception of safety/occurrence of crime: this should include information on safety and security.

Appendix B

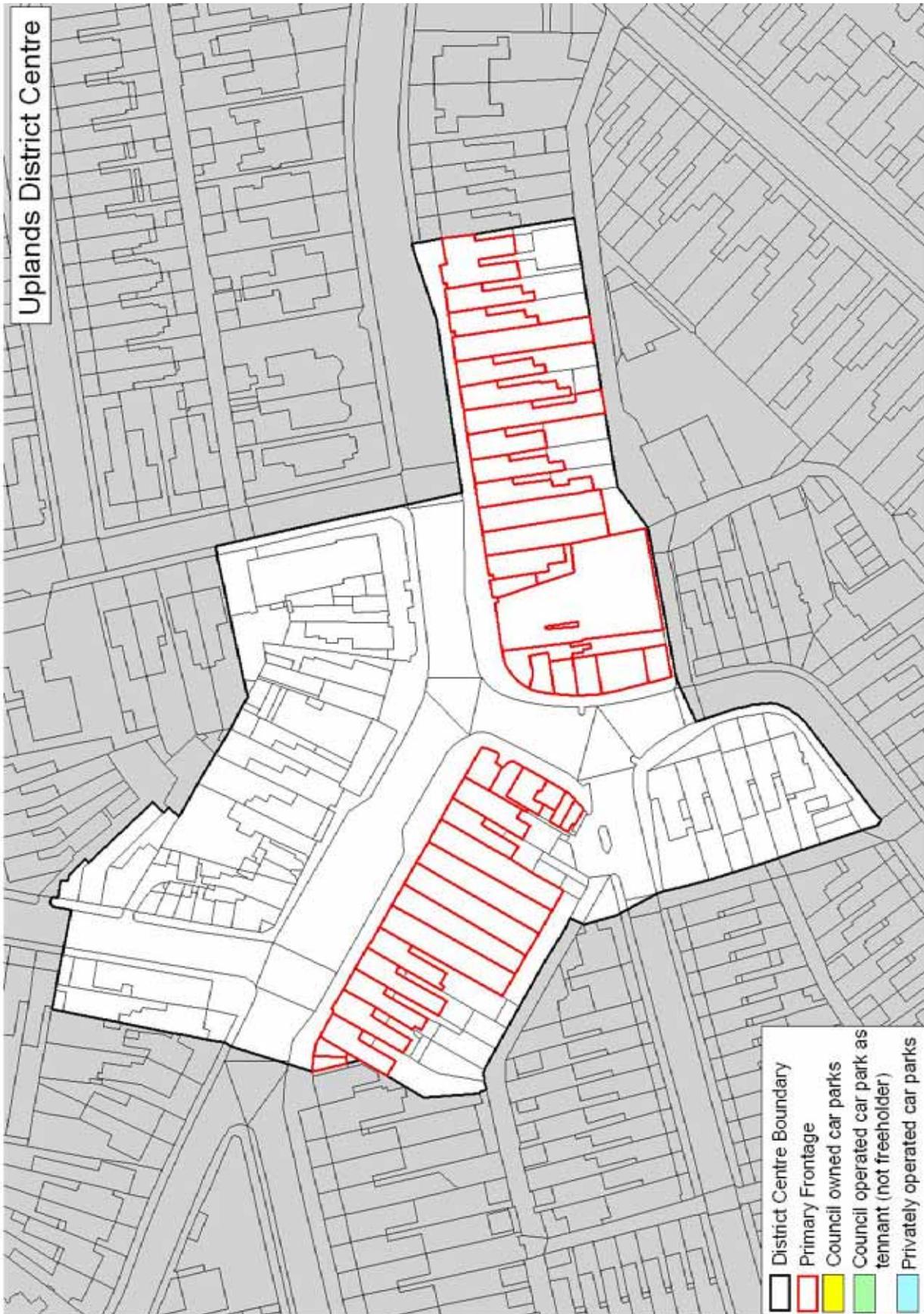
District Centre Boundaries and Primary Frontages

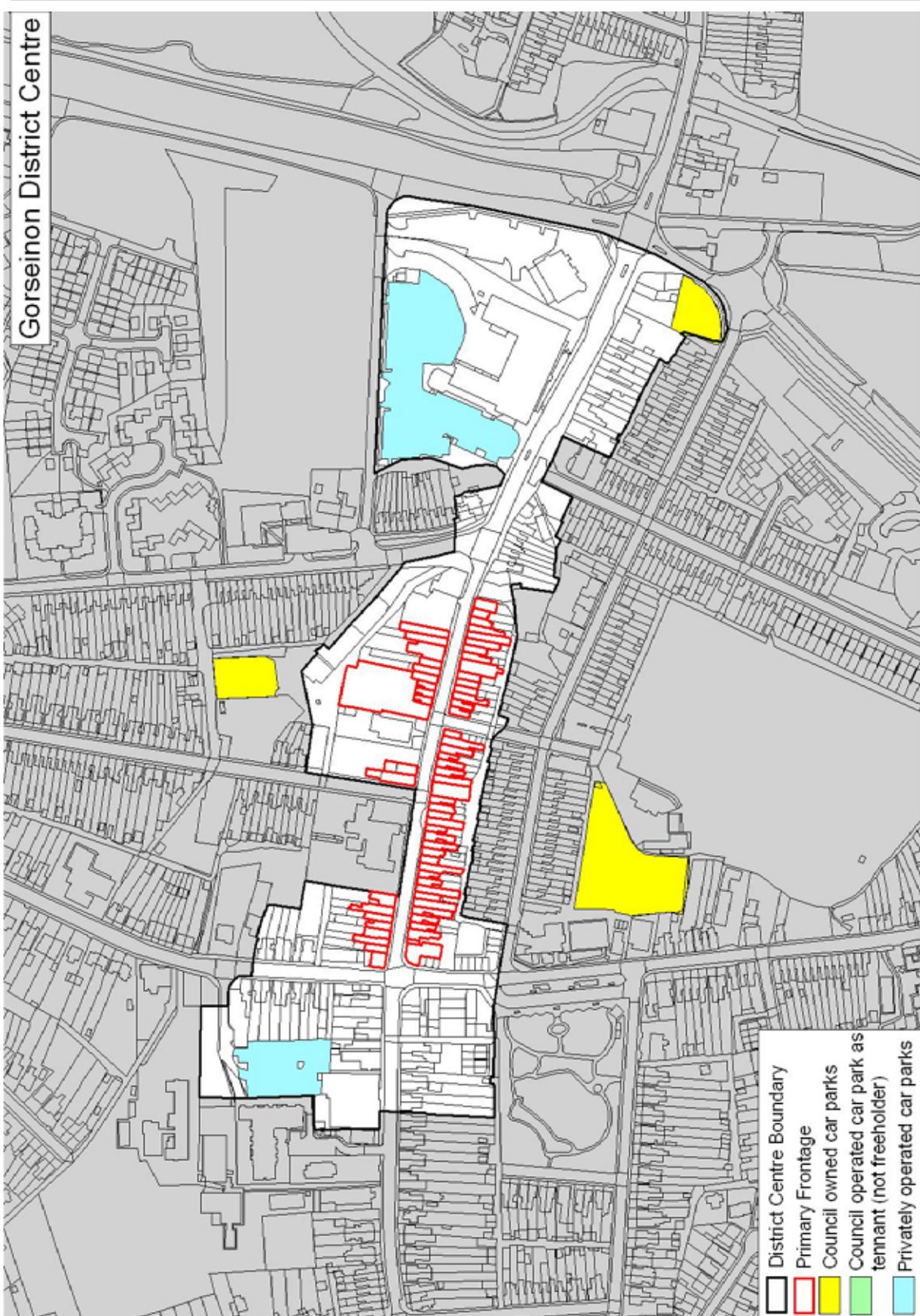




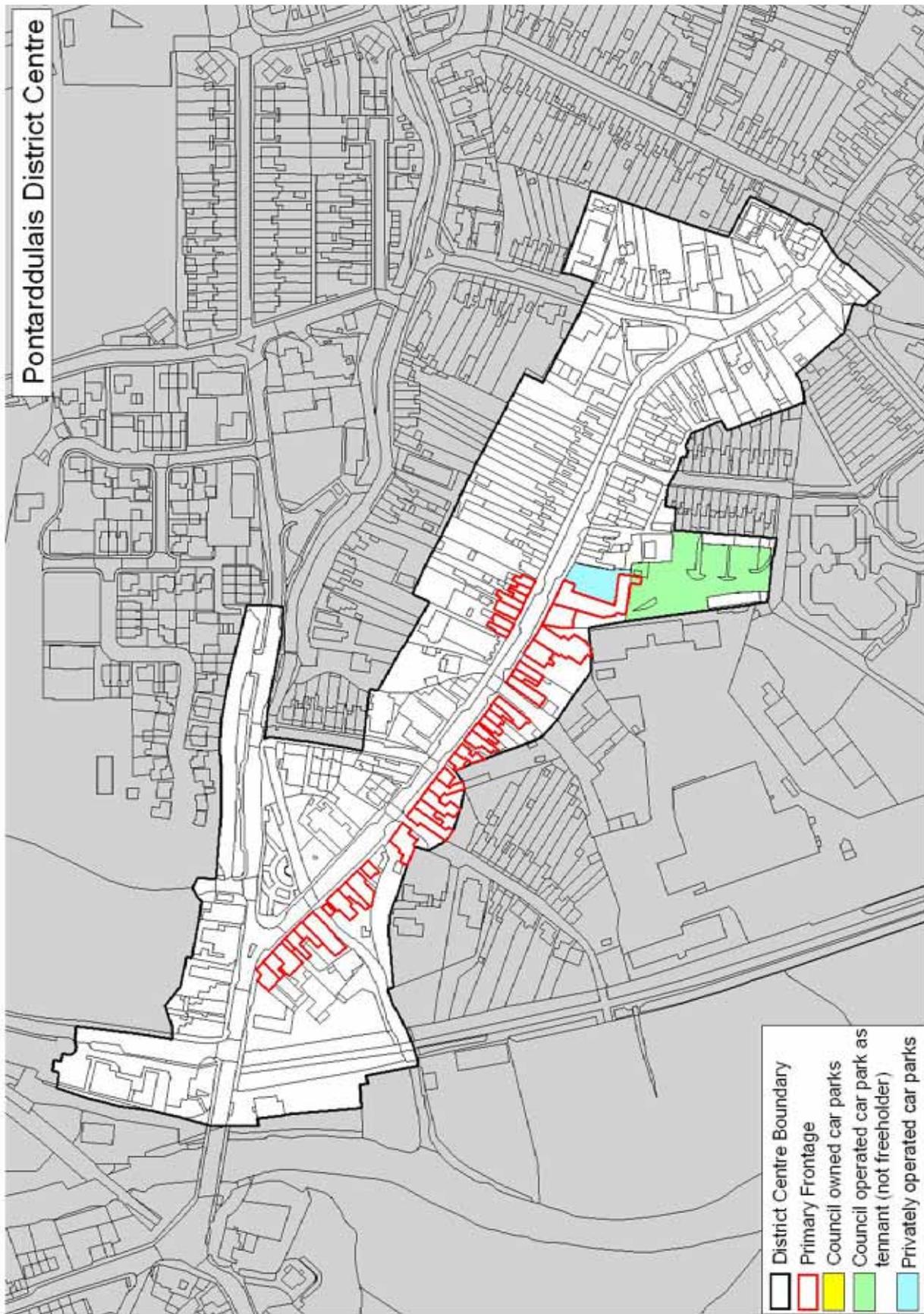


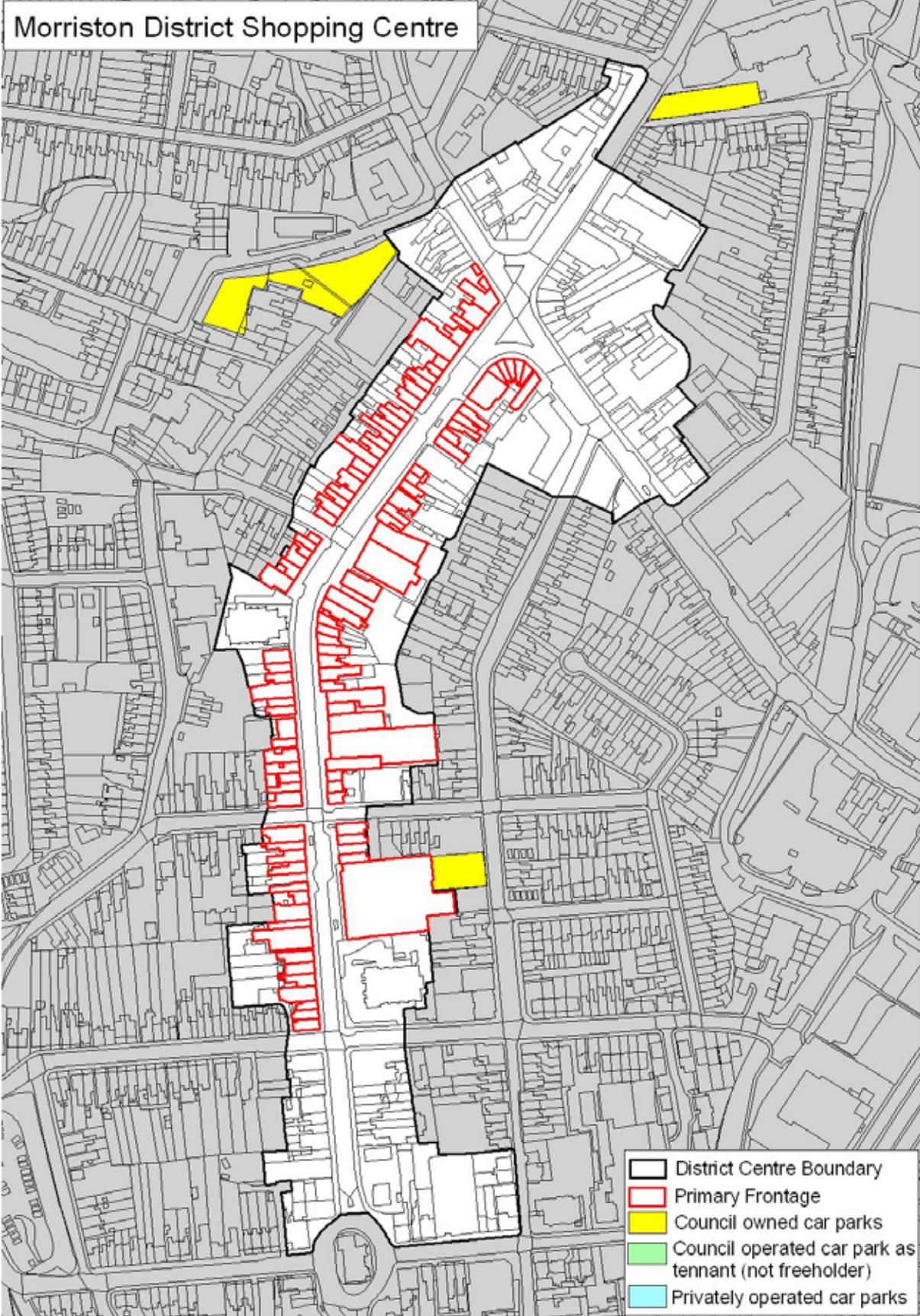
Uplands District Centre



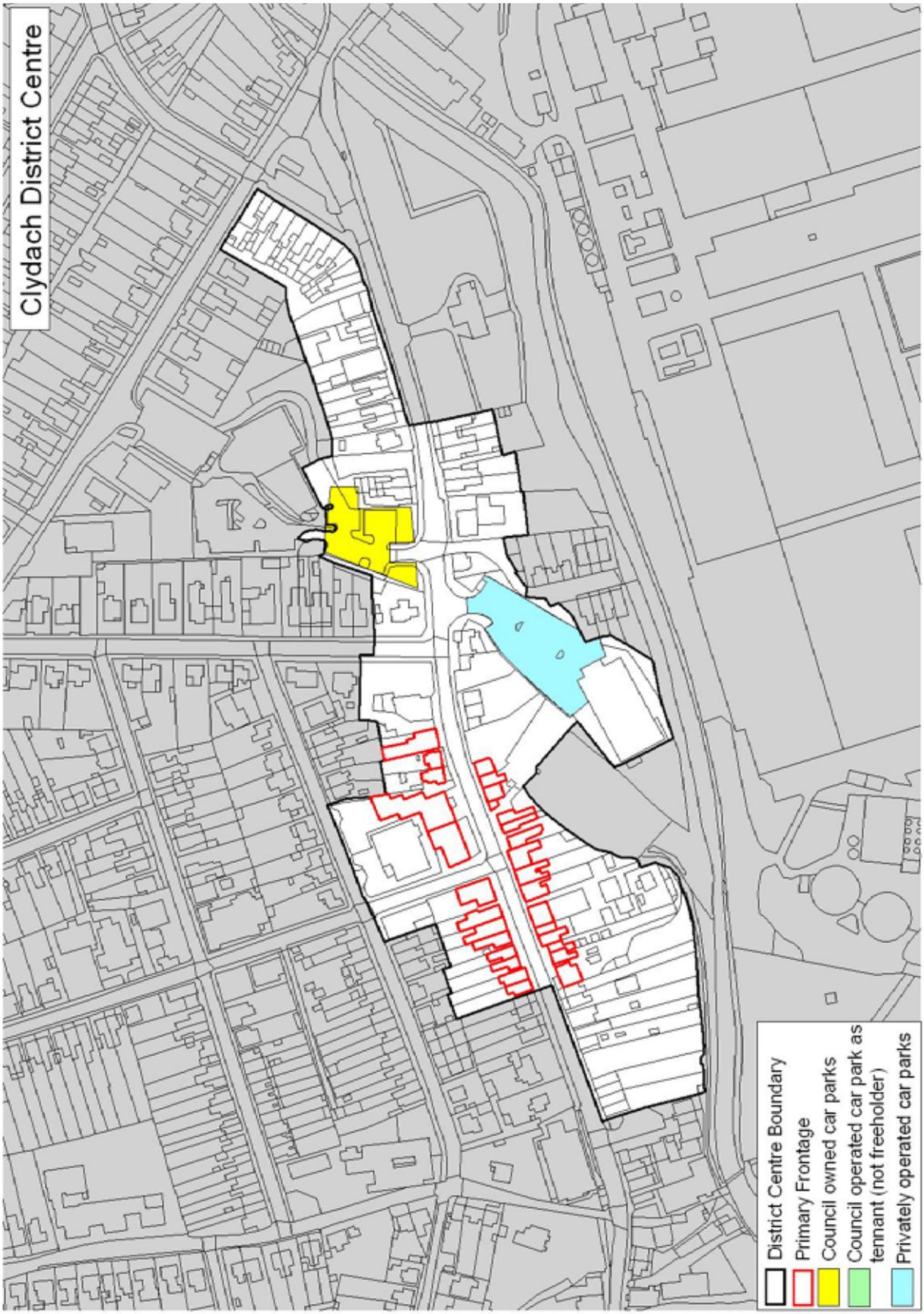


Pontarddulais District Centre





Clydach District Centre



Appendix C

Matrix Assessment

Criteria	District Centres							
	Mumbles	Killay	Sketty	Uplands	Gorseinon	Pontarddulais	Morrison	Clydach
Indicative catchment population (10 minute drivetime)	40,900	95,200	125,000	107,600	41,800	13,000	101,800	46,700
Population within 400m	1922	962	2345	3777	2838	1550	3157	1556
Population within 800m	3614	3846	6910	10675	6362	3663	6790	3707
Total no. of premises/facilities*	123	45	74	74	164	141	176	77
No. of A1 shops	77	20	28	35	59	43	59	21
No. of Supermarkets or medium sized convenience stores	2	2	2	2	2	1	1	1
Pharmacy	✓	✓	✓	✓	✓	✓	✓	✓
Post Office	✓	✓	✓	✓	✓	✓	✓	✓
A1 shops as % of commercial units**	67	44	41	51	39	47	37	41
No. of A3 units	15	5	13	11	22	13	25	8
No. of A3 units that are hot food take aways	3	2	7	5	10	6	12	5
Community outlets within District Centre boundary***	Place of worship (X4) Community Hall Police Station				Infants School Place of worship	Place of worship (X3) Police Station GP Surgery Public Library	Place of worship (X3)	Public Library Police Station
Dedicated off-street car parks for public use	✓✓	✓	✓	X	✓✓	✓	✓✓	✓
Level of on street/layby parking spaces within defined boundary	✓✓	✓✓	✓	✓	✓✓	✓✓	✓✓	✓✓

The data presented in the table correct at time of surveys in 2009

*Total no. of premises/facilities refers to all individual units/premises/facilities that lie within the defined District Centre boundary

**No. of commercial units is not the same as the total no of units/premises/facilities as it excludes health centres, police stations, community halls, libraries, places of worship and residential

***In some instances community outlets are located immediately adjacent to, rather than being within, District Centre boundaries. In those instances the community outlet is not featured in the matrix.

Appendix D

Distribution of Local Centres

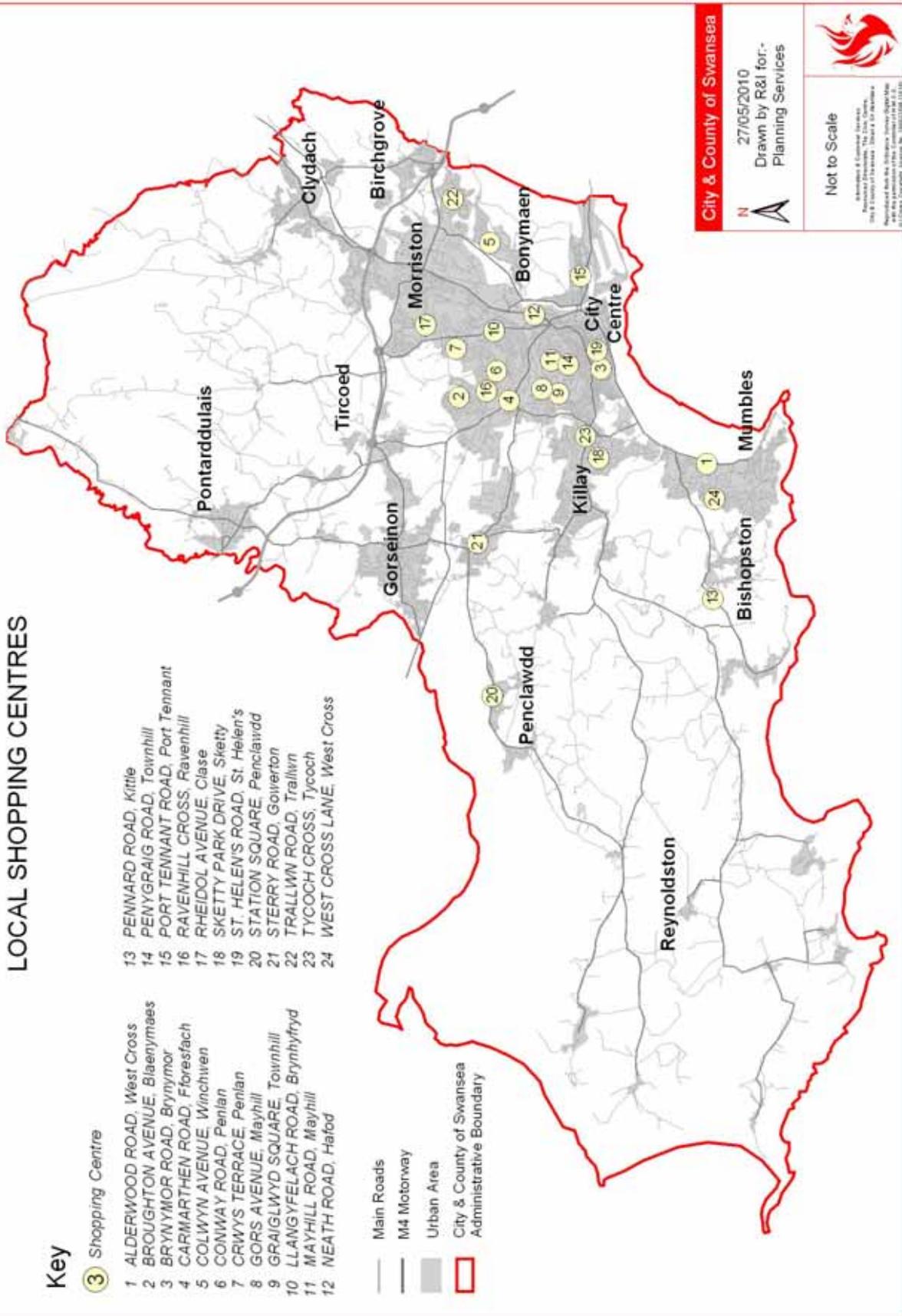
LOCAL SHOPPING CENTRES

Key

③ Shopping Centre

- | | |
|----------------------------------|------------------------------------|
| 1 ALDERWOOD ROAD, West Cross | 13 PENNARD ROAD, Kittle |
| 2 BROUGHTON AVENUE, Blaenymaes | 14 PENYGRAIG ROAD, Townhill |
| 3 BRYNYMOR ROAD, Brynymor | 15 PORT TENNANT ROAD, Port Tennant |
| 4 CARMARTHEN ROAD, Floresfach | 16 RAVENHILL CROSS, Ravenhill |
| 5 COLWYN AVENUE, Winchiven | 17 RHEIDOL AVENUE, Clase |
| 6 CONWAY ROAD, Penlan | 18 SKETTY PARK DRIVE, Sketty |
| 7 CRWYS TERRACE, Penlan | 19 ST. HELEN'S ROAD, St. Helen's |
| 8 GORS AVENUE, Mayhill | 20 STATION SQUARE, Penclawdd |
| 9 GRAIGLWYD SQUARE, Townhill | 21 STERRY ROAD, Gowerton |
| 10 LLANGYFELACH ROAD, Brynhyfryd | 22 TRALLWYN ROAD, Trallwn |
| 11 MAYHILL ROAD, Mayhill | 23 TYCOCH CROSS, Tycoch |
| 12 NEATH ROAD, Hafod | 24 WEST CROSS LANE, West Cross |

- Main Roads
- M4 Motorway
- Urban Area
- City & County of Swansea
- Administrative Boundary



City & County of Swansea

27/05/2010
 Drawn by R&I for:-
 Planning Services



Not to Scale

Administrative & Commercial Boundaries
 © Crown Copyright and the Swansea City & County Council
 Reproduced with the permission of the Swansea City & County Council
 All Rights Reserved. The Project is licensed under the Creative Commons Attribution-NonCommercial-ShareAlike license.

Appendix E

Calculating Non-retail Uses in Primary Frontages

The plans at Appendix B identify whether a unit forms part of the primary retail frontage, or alternatively is located in a more secondary part of the District Centre. Those units not defined as being primary are considered, by default, to be within a secondary area.

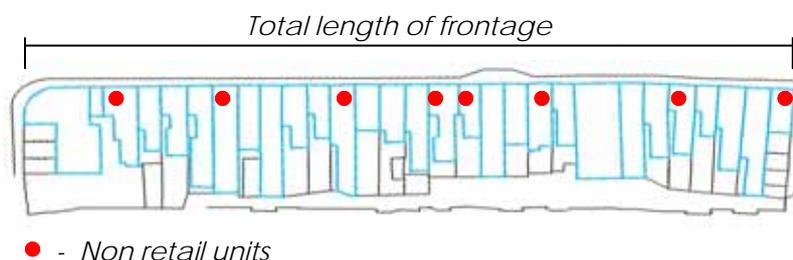
Set out below is the methodology for calculating the proportion of units with a non-retail use, expressed as a percentage of all units within a particular frontage.

Measurements should provide figures for both 'before development' and 'after development' to illustrate the change. The calculations should provide a proportional figure based on:

- the number of A1 units as a percentage of the **total number of all units** within the frontage identified, **and**
- a measurement of A1 unit frontage length as a percentage of the **total frontage length** in question.

A frontage should generally comprise a continuous, linear run of adjacent properties on the same street that together form a meaningful grouping. There should not normally be any clearly identifiable physical gap (such as a road or significant undeveloped space), which would constitute a break in the frontage and as such require the two frontages to be considered separately.

The following illustration provides an example of how to perform the calculations (frontage shown for illustration only):



Number of A1 retail units = 21

Total number of units in frontage = 29

Calculation to ascertain % of A1 shops based on unit number: $21 / 29 \times 100 = 72.4$

Length of shop fronts of all A1 units combined = 73.5m

Total frontage length = 104.2

Calculation to ascertain % of A1 shops based on frontage length: $73.5 / 104.2 \times 100 = 70.5$

