Nathaniel Lichfield & Partners
Planning. Design. Economics.

Retail, Leisure & Office Assessment 2013

Burnley Borough Council

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Registered Office:
14 Regent's Wharf
All Saints Street
London N1 9RL

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1.0 Planning for Burnley Town Centres

1.1 Burnley Borough Council commissioned Nathaniel Lichfield & Partners (NLP) to prepare a Retail, Leisure and Office Assessment for Burnley and Padiham town centres. The Study is written to inform policy development across the Borough but focuses specifically upon the two principal centres.

1.2 The key objective of the Study is to provide a robust and credible evidence base to inform the work of the Council on its emerging Local Plan.

1.3 The Study:

1. assesses the future need and capacity for retail floorspace in the Borough over the period to 2026;
2. audits existing commercial leisure provision and assesses potential future requirements;
3. provides an assessment of office needs, having regard to three demand scenarios;
4. assesses the role, vitality and viability of Burnley and Padiham town centres, provides an audit of facilities in Colne Road, Briercliffe Road and Accrington Road district centres and a summary of provision in local centres;
5. assesses the potential to enhance/reintroduce markets in Burnley and Padiham town centres;
6. advises on how to meet any identified quantitative and qualitative need for new convenience and comparison retail floorspace, leisure floorspace and office space up to 2026;
7. investigates deficiencies in retail provision, particularly 'food deserts';
8. reviews existing town centre and primary shopping area boundaries and advises upon the need to extend or contract them where appropriate;
9. advises upon impact assessment thresholds and local impact tests; and
10. appraises sites with the potential to accommodate future town centre development.

2.0 Retail and Commercial Leisure Trends

Retail Trends

2.1 The economic downturn has had, and is likely to continue to have, an impact on the retail sector and it is therefore important to consider national changes and the implications for Burnley. A number of national operators have failed (e.g. Comet, JJB Sports, Clinton Cards, Woolworths, MFI, Land of Leather, Borders, Game, Firetrap, Peacocks, La Senza, Past Times, Barratts and Habitat), leaving major voids within centres and retail parks. Many town centre development schemes have been delayed and the demand from traditional retail warehouse operators is also diminished. Even some of the main food store operators have seen a reduction in growth.

Expenditure Growth

2.2 Historic retail trends indicate that expenditure has consistently grown in real terms, generally following a cyclical growth trend. The underlying trend shows consistent growth and is expected to continue in the future. However, the current economic downturn is expected to lead to limited growth in the short term.

2.3 In the past, expenditure growth has fuelled the growth in retail floorspace, including major out-of-centre development in the 1980s and 1990s. The economic downturn suggests that growth during the past few years has slowed and a return to previous levels of growth is unlikely to be achieved in the short term. However, the underlying trend over the medium and long term is expected to lead to a need for further retail floorspace. NLP anticipates these national trends will be mirrored in Burnley Borough.

2.4 New Forms of Retailing

2.5 New forms of retailing have emerged in recent years as an alternative to more traditional high-street shopping. Home/electronic shopping has expanded considerably with increasing growth in the use of personal computers and the internet. Smart phone technology, Apps and QR (Quick Response) codes are set to increase the proportion of shopping transactions undertaken remotely. Trends within this sector will have implications for retailing within Burnley. The growth in home computing, smart phone usage and interactive TV is likely to lead to a growth in remote shopping and will have further effects on retailing in the high street.

2.6 Online shopping has experienced rapid growth since the late 1990s but the latest available data suggests it remains a limited proportion of total retail expenditure. Recent trends suggest continued strong growth in this sector, albeit there is still uncertainty about its longer-term prospects and the potential effects on the high street. Experian (September 2011) projections suggest this growth will level off by 2016/17 and that growth in e-tailing has to a certain extent been at the expense of other forms of home shopping such as catalogue and mail order.

2.7 The implications on the demand for retail space are unclear. For example, some retailers operate online sales from their traditional retail premises e.g. food store operators. Therefore, growth in online sales may not always mean there is a reduction in the need for retail floorspace.

Retail Operators

2.8 In addition to new forms of retailing, operators have also responded to changing customer requirements e.g. extended opening hours and Sunday trading increasing significantly in the 1990s. Retailers have also responded to stricter planning controls by changing their trading formats. Some major food operators introduced smaller store formats capable of being accommodated within town centres, such as the Morrison's 'M Local', Tesco 'Express' and 'Metro', Sainsbury 'Local' and M&S 'Simply Food' formats. Asda has moved into the smaller store market through the acquisition of Netto. Food operators have also entered the local convenience store market, including Tesco 'Express' and M&S 'Simply Food' convenience stores linked to petrol filling stations. The entrance of European discount food operators such as Aldi and Lidl was rapid in the 1990s and 2000s, and this trend is evident within Burnley Borough (i.e. Aldi and Lidl in Burnley).

2.9 Food store operators also have a rolling programme of store extensions and reinvigoration, particularly Tesco, Sainsbury and Asda. These operators, faced with limited growth in food expenditure, attempted to increase the sale of non-food products within their food stores, including clothing and electrical goods. The recent recession has halted this trend, and is now reversing it.

2.10 Comparison retailers have also responded to recent market conditions. The bulky goods retail warehouse sector has rationalised, including a number of mergers and failures, and scaled down store sizes. Other traditional high street retailers, including Boots, TK Maxx and Poundstretcher, have sought large out-of-centre stores. Matalan opened numerous discount clothing stores across Great Britain in the 1990s. Sports clothing retail warehouses including Decathlon and JD Sports have expanded out-of-centre.

2.11 Within town centres, many high street multiple comparison retailers have changed their format. High street national multiples have increasingly sought larger modern shop units (over 200 sq. m) with an increasing polarisation of activity into the larger regional and sub-regional centres.

2.12 The effects of the recession may continue to have an impact on shop vacancy levels in the Borough. The demand for premises within the bulky goods sector, (i.e. furniture, carpets, electrical and DIY goods), is particularly weak in 2013.

2.13 The continuation of these trends may also influence future operator requirements in Burnley with smaller vacant units becoming less attractive for new occupiers and existing retailers looking to relocate into larger units in higher order centres. As the largest centre in the district, Burnley will have better prospects for attracting multiple retailers than Padiham.

Commercial Leisure Trends

2.14 The demand for commercial leisure facilities has increased significantly during the last 25 years. The growth in the commercial leisure sector was particularly strong during the late 1980s and again in the mid 1990s. Average household expenditure on leisure services increased in real terms by 93% between 1984 and 1995 (source: Family Expenditure Survey), and by a further 48% between 1995 and 2005. The sector has experienced more limited growth since 2005. Many analysts consider that the commercial leisure market has now reached saturation in some sub-sectors, such as bingo, multiplex cinemas and tenpin bowling. The economic downturn since 2008 has curbed further growth in leisure spending and this sector is an early casualty of reduced disposable income, albeit the concept of the 'staycation' has positive repercussions for the domestic commercial leisure industry.

2.15 The mid-1990s saw the expansion of major leisure parks which are generally anchored by a large multiplex cinema and offer other facilities such as ten-pin bowling, bingo, nightclubs, health/fitness clubs, themed destination restaurants, pub/restaurants, children's nurseries and budget hotels. Commercial leisure facilities have typically been located on the edge of town centres or out-of-centre, with good road access. Many leisure uses have also emerged on retail warehouse parks. This type of development is most evident in major centres, including Burnley and nearby Blackburn and Preston, and is less of a feature in smaller town centres such as Padiham.

2.16 The cinema market remains an important sector as this is often an anchor leisure use and provides footfall for other uses. However, growth has slowed significantly in recent years with many areas reaching saturation levels. Notwithstanding this, operators such as City Screen, Mainline Pictures and Reel Cinemas have opened new cinemas or taken over small cinemas in recent years. Cineworld recently confirmed that it is on track to open a further 25 locations by the end of 2017 and in November 2012 announced that it had bought the arthouse cinema chain, Picturehouse which operates from 21 locations. Although the private health and fitness market has remained strong, it is the no-contract, budget operators such as The Gym Group, Pure Gym and easyGym that are currently seeking premises across the UK and continue to grow rapidly. The economic downturn and squeeze on disposable income has had an impact on established multiple operators, most notably Fitness First, which was recently forced to close a number of gyms as a result of falling membership revenues

3.0 New Research: 2012 Surveys

Telephone Household Survey

3.1 NEMS Market Research carried out a telephone survey of 1,000 households in October 2012 across a study area encompassing Burnley Borough, extending east into Calderdale and west and north into Ribble Valley and Pendle. The Study Area is divided into six sub-zones.

3.2 The plan at **Appendix 1** illustrates the extent of the Study Area and its division by postcode sector. Table 3.1 below the post-code sectors in each survey zone.

Table 3.1 Study Area Survey Zones

Survey Zone	Post Code Sectors
1. Burnley Central	BB11 1, BB11 2, BB11 4
2. Brierfield and Burnley East	BB9 0, BB9 5, BB10 3
3. Burnley South East	BB10 4, OL14 8
4. Burnley South	BB11 3, BB11 5
5. Padiham	BB12 6, BB12 7, BB12 8
6. Burnley North	BB10 1, BB10 2, BB12 0

3.3 The 2012 household survey questionnaire is similar to that used in the 2005 Study to allow for comparison of change over time. **Appendix 2** includes the questionnaire and raw results of the household survey. Commentary on shopping patterns is provided in Section 4.0 and the results inform the capacity assessments at Section 6.0.

Pedestrian Counts

3.4 Property Market Research Services (PMRS) undertook a pedestrian flow count survey at 30 points around Burnley and 21 points around Padiham town centre on a Friday and Saturday in late November 2012. The PMRS research allows for comparison with previous pedestrian flow surveys in Burnley. **Appendix 3** sets out the detailed tabulated results, a plan showing the count points and an explanatory note of the approach adopted.

Business Surveys

3.1 A business occupier survey was distributed to commercial businesses in Burnley (285 no.), Burnley Market (70 no.) and Padiham (105 no.). The business occupier survey analyses:

- origin of and nature of trade (for shops and leisure uses);

- future plans (relocation, extension, re-fits or closure);
- views on current and likely future business performance;
- constraints affecting business performance;
- views on the strengths/weaknesses of the town as a place for work and business;
- the need for better small business support; and
- suggested improvements.

3.2 **Appendix 4** includes the questionnaire, raw results and analysis. Commentary is provided in the summary of town centre health at Section 5.0.

Operator Demand Questionnaire

3.3 A short questionnaire was sent to nearly 300 leading retail/leisure/hotel/restaurant operators in October 2012, including those listed by EGI, and others who might reasonably be expected to be located in towns within the Borough. The survey includes operators currently represented as existing businesses may have plans to expand in the Borough. The questionnaire examined:

- operators' perceptions of Burnley and Padiham town centres;
- potential space requirements;
- the availability and need for premises and sites; and
- changes that would be required to make the centres more attractive.

3.4 **Appendix 5** includes the questionnaire, raw results and analysis. Commentary is provided in the summary of town centre health at Section 5.0.

4.0 The Shopping Hierarchy and Retail Performance

Centres in Burnley and the Surrounding Area

4.1 Burnley is located in the Central Lancashire City-Region and is bounded by the administrative areas of Hyndburn, Calderdale, Ribble Valley, Pendle and Rossendale. Burnley town centre is the largest centre in Pennine Lancashire and performs a sub-regional role for shopping, services, leisure and public administration.

4.2 Padiham is the second largest town in the Borough and plays a supporting role to Burnley in the retail hierarchy, primarily serving the surrounding rural area. There are three district centres within the Burnley administrative area: Colne Road, Briercliffe Road and Accrington Road. These district centres play a more specialist role and largely comprise of smaller scale food stores, independent shops and services which meet day-to-day shopping needs. There is also a network of nine local centres, which vary greatly in the range of retail and service provision.

4.3 Centres proximate to Burnley Borough include Nelson, Colne, Todmorden and Accrington. The higher order centres of Manchester (36km to the south), Blackburn (16km to the west) and Preston (31km to the west) also compete with Burnley.

4.4 Management Horizon Europe's (MHE) UK Shopping Index 2008 ranks retail centres across the country. The MHE index rank for town centres in Burnley and competing centres in other administrative areas is shown in Table 4.1 below.

Table 4.1 MHE Retail Ranking

Centre	Rank ('08)	Rank ('03-'04)	Change	Classification
Manchester	4	2	-2	Major City
Preston	42	34	-8	Major Regional
Blackpool	98	89	-9	Regional
Blackburn	141	135	-6	Sub-Regional
Lancaster	158	140	-18	Sub-Regional
Burnley	**145**	**143**	**-2**	**Sub-Regional**
Accrington	282	251	-31	Major District
Rawtenstall	669	863	+194	Minor District
Clitheroe	858	716	-142	Minor District
Nelson	858	538	-320	Minor District
Colne	1325	1194	-131	Local
Padiham	**2247**	**-**	**-**	**Minor Local**

Source: Management Horizons Europe Shopping Index (2008)

4.5 The MHE score does not necessarily reflect the overall size of the town centre or the number of shops, but the presence of national multiples and the relative draw and importance that stores have. Each centre is given a weighted score which takes account of its provision of multiple retailers and anchor store strengths. For example, anchor department stores such as John Lewis or Debenhams receive a higher score (10) than other multiple operators such as H&M (3) in order to reflect their major influence on non-food shopping patterns.

4.6 Therefore, a location which has stronger retailers who attract more visitors to the centre and have a greater influence on shopping patterns will receive a higher score than those that do not. Towns with a greater number of independent shops may have a low MHE score in relation to their overall size because of the weight that is given to national multiple retailers and their influence on shopping patterns.

4.7 MHE ranks Burnley as the main centre in the Borough and 145th of all centres in the UK. Burnley is ranked below Blackburn and Preston within the Central Lancashire City-Region, but has suffered from less of a fall in the rankings over the period from 2003/04 when compared with other higher order centres. Padiham is much lower in the index at 2,247th, reflecting the relatively local role and function played by the centre. Rawtenstall has seen the most improvement in terms of the lower order centres outside of the Borough, whilst Nelson has fallen in ranking significantly.

Household Shopping Patterns

4.8 The plan at Appendix 1 illustrates the Study Area adopted and the six sub-zones. The Study Area is post-code sector based and as such does not follow administrative boundaries precisely. The six zones approximate well to the boundary of Burnley Borough, albeit Zone 2, Zone 3 and Zone 5 are part within and part outside the Borough (covering parts of Pendle, Calderdale and Ribble Valley respectively).

4.9 Allowance is made for inflow of expenditure into Burnley and Padiham from outside of the Study Area adopted based on the shopping patterns recorded in 2005 Study (Table 6)[1].

4.10 Typical convenience shopping habits result in the utilisation of a number of destinations for convenience goods purchases. The household survey reflects this by querying primary main food destination, secondary main-food destination and top-up shopping destination. The analysis of the household survey assumes that 50% of available expenditure is directed to primary main-food destinations, 20% is directed to secondary main-food destinations and 30% is

[1] Burnley Retail and Leisure Study 2005-2012

directed to top-up shopping destinations. The split between main-food and top-up shopping is informed by Experian demographic information and local retail characteristics. There is not a set formula for splitting expenditure by primary, secondary and top-up destinations but the NLP approach is robust and reflective of standard practice in the completion of retail and town centre studies. The analysis of the household telephone survey excludes 'internet'/'mail-order' responses and 'don't know/'don't buy' answers except where, in the primary main-food sector, internet spending on food goods is apportioned to stores based upon proximity to home address and the fascia identified by those interviewed.

4.11 The comparison retail spending power of the Study Area is split amongst categories of goods. The division of comparison goods spending power is:

- Clothing and Footwear – 25%;
- Domestic Electrical Appliances ('White Goods') – 4%;
- Other Electrical Goods including TVs/Music Systems/Computers – 12%;
- Furniture and Floor Coverings – 12%;
- DIY – 11%;
- Health and Beauty – 11%; and
- Books, CDs and Toys – 25%.

4.12 The proportion of expenditure directed to different categories of goods is informed by Experian demographic information. In common with the convenience goods assessment, there is not a set formula for splitting expenditure amongst different categories of goods but the NLP approach is robust and reflective of standard practice in the completion of retail and town centre studies.

4.13 The analysis below is based upon interviewees' responses to detailed questioning about: main food (primary and secondary destinations) and top up food shopping; and comparison shopping across the seven categories of goods. The analysis provides commentary on overall food and non-food shopping patterns.

4.14 The household survey results at Appendix 2 provide details of responses to questions querying primary main-food, secondary main-food and top-up shopping patterns and shopping patterns across the seven categories of comparison goods.

4.15 The statistical tables at **Appendix 6** combine the main-food and top-up shopping patterns, to arrive at overall convenience shopping patterns in the Borough. The same approach is adopted for the comparison retail sector, where shopping patterns across goods categories are combined to provide an overall picture of comparison shopping patterns.

Convenience Retail Shopping Patterns

4.16 Table 4.2 sets out market shares in the retail convenience sector.

Table 4.2 Convenience Retail Market Share in Burnley Borough

Centre	Market Share (%)
Burnley Town Centre	5.7
Burnley Free-Standing stores	57.3
Burnley Sub-Total	**63.0**
Padiham Town Centre	2.9
Padiham Free-Standing Stores	5.6
Padiham Sub-Total	**8.5**
Other Destinations in Burnley Borough	14.8
Burnley Borough Total	**86.4**
Leakage	**13.6**

Source: NEMS Household Survey October 2012

4.17 As set out at paragraph 4.8, Zone 2, Zone 3 and Zone 5 are part within and part outside Burnley Borough. For the purposes of calculating the proportion of expenditure generated within the Borough that is retained within the administrative area, the weight afforded to Zone 2 and Zone 3 has been reduced to half.

4.18 Burnley Borough retains a healthy proportion of convenience retail expenditure (86.4%), although 62.9% of expenditure generated is directed to free-standing stores outside of defined centres. The market share of Padiham town centre is low at 2.9%, but this excludes the recently opened edge-of-centre Tesco store on Lune Street (5.6% market share). Freestanding stores around Burnley town centre on Centenary Way (Tesco Extra) and Active Way (Aldi, Asda and Sainsbury's) account for over half (53.9%) of all convenience retail spending in the Borough. Table 6 at Appendix 6 provides further details.

4.19 Convenience retail expenditure retention in Burnley Borough (main food and top-up) is highest in Zone 1: Burnley Central (96.1%), Zone 4: Burnley South (92.1%), Zone 5: Padiham (85.9%) and Zone 6: Burnley North (90.0%) although the majority of this is directed to the freestanding stores outside of town centres.

4.20 There is a lower level of convenience retail expenditure retention in Zone 2: Brierfield & Burnley East and Zone 3: Burnley South East, which cover parts of Pendle and Calderdale respectively. This indicates that a significant proportion of expenditure is directed to centres in Pendle and Calderdale and is retained in these administrative areas, rather than lost from Burnley. The most visited destination from Zone 2 and Zone 3 are Asda in Colne and Morrison's stores in Nelson and Todmorden.

Change in Convenience Market Share 2005 to 2013

4.21 The 2005 Study records the convenience market share of Burnley Borough (Zone 1 and Zone 2 of a wider Survey Area) as 60.1%. However, this relates to primary main food shopping only and does not include secondary main and top-up (primary and secondary shopping). The 2005 Study indicates that Tesco at Finsley Gate is the most important 'secondary' destination for main-food shopping and destinations in Burnley Borough are also important for top-up shopping trips (76.6%). Direct comparisons between these two retention figures should therefore be treated with caution.

Comparison Retail Shopping Patterns

4.22 Market shares for Burnley Borough in the comparison sector are:

Table 4.3 Comparison Market Share in Burnley Borough

Centre	Market Share (%)
Burnley Town Centre	55.8
Padiham Town Centre	1.9
Burnley Retail Parks	2.4
Other destinations in Burnley Borough	12.0
Burnley Borough Total	**69.6**
Leakage	**30.4**

Source: NEMS Household Survey October 2012

4.23 Over two-thirds of the comparison retail expenditure generated is directed to destinations within Burnley Borough. A broad range of other destinations attracts comparison retail expenditure from the Borough, the greatest proportion of which is to directed to Manchester City Centre (6.0%), followed by Blackburn (4.7%), Nelson (3.9%) and Colne (3.9%). Table 13 at Appendix 6 provides further details.

4.24 The market share of Burnley Borough varies across the six zones. In Zone 1: Burnley Central and Zone 4: Burnley South, the retention rate is above 74%. Conversely, the lowest proportion of comparison retail expenditure to Burnley Borough is from Zone 2: Brierfield & Burnley East (52.5%). However, in common with convenience shopping patterns, this is a result of expenditure being directed to centres in Pendle (including Nelson and Colne) and being retained in these administrative areas.

5.0 Summary of Town Centre Health

5.1 **Appendix 7** sets out vitality and viability assessments for Burnley and Padiham town centres and an audit of facilities for Colne Road, Briercliffe Road and Accrington Road district centres. A summary of facilities and services within the nine defined local centres is also provided.

5.2 This section of the report summarises the findings of the assessments included at Appendix 7 and draws upon the findings of the new empirical research undertaken.

Burnley Town Centre

5.3 The headline findings for Burnley town centre are:

1. Burnley is the principal and dominant retail centre in the Borough;
2. There is a significantly lower proportion of convenience retail floorspace in Burnley than the national average, which is due in part to the edge of centre/out of centre location of the main food stores in the town;
3. Whilst the proportion of comparison retail floorspace is above the national average, the proportion of comparison retail units is less than the national average. This is a reflection of the larger units located within Charter Walk and around the Primary Shopping Area;
4. 18 of the 31 leading 'high street' multiples have stores in Burnley;
5. A significant proportion of retail floorspace is located outside of the defined Primary and Secondary Shopping Areas but within the existing Town Centre boundary, which is broadly drawn;
6. The centre comprises a significantly lower proportion of Class A3 and Class A5 units than the national average;
7. Burnley is not a principal leisure destination (i.e. Manchester and the Trafford Centre) and there are few leisure/ entertainment facilities;
8. The vacancy rate within the centre is above average, as is the proportion of vacant floorspace. There is a cluster of vacant units around the peripheral areas of St James Street and Standish Street;
9. NLP considers that the strengths of Burnley town centre are its broad retail offer, which includes high street multiple retailers and a large indoor market, as well as the well-maintained physical environment. Weaknesses include the lack of a department store and entertainment/leisure uses and concentrations of vacant units, albeit these are largely in peripheral areas;
10. There is an opportunity to improve the retail offer through redevelopment of the former Co-operative Pioneer site, which until March 2012 was proposed as a circa 15,000 sq. m gross retail and leisure scheme by Henry Boot Developments (known as 'The Oval'). It is also considered

that there is potential to build on the increased number of students that may be accommodated in the town within the former Great Universal Building. Constraints include the proximity of retail parks on Active Way, which tend to offer larger and more modern footprints than the retail units found in the town centre.

Padiham Town Centre

5.4 The headline findings for Padiham town centre are:

1 Padiham is subordinate to Burnley in the local retail hierarchy;

2 Padiham has a lower than average proportion of comparison retail units and floorspace and contains none of the 31 leading 'high street' retailers identified by GOAD, which reflects its position in the retail hierarchy;

3 Both the proportion of convenience units and floorspace is above average. With the exception of the Co-operative store, this comprises small scale independent businesses;

4 A Tesco store, located on the edge of the town centre, opened in October 2012. This is considered to be positive for the town in terms of retention of convenience retail expenditure and spin-off benefits for comparison retailers;

5 There is a proliferation of service uses in the centre, particularly A1 and A2 uses, which contribute to its secondary character;

6 Padiham has a high vacancy rate, both in terms of the number of units and floorspace which suggests a lack of commercial interest in the centre;

7 Padiham is accessible by car and bus, but busy roads running through the centre do not provide for ease of pedestrian movement;

8 NLP considers that the strengths of Padiham include the range of uses within the centre, particularly the number of independent specialist shops and cafes/restaurants, as well as its historic environment. Weaknesses include the limited comparison retail offer and pedestrian accessibility being hampered by through-traffic;

9 Opportunities exist to expand the retail offer in vacant units and on development sites, as well as promoting the town as a niche shopping destination. Constraints include the proliferation of smaller scale and dated units, the constrained layout of the town centre and proximity to higher order centres.

District Centres

Briercliffe

5.5 Briercliffe District Centre comprises a purpose-built parade of shops (Briercliffe Shopping Centre) and commercial units which extend along Briercliffe Road. Although the centre is well-provided for in terms of convenience provision (Co-operative and Iceland stores), there are few comparison outlets and a higher than average proportion of Class A1 service uses. Vacancy rates in the centre are significantly above the national average at 42% and NLP perceives this to be due to a lack of retailer interest in units within Briercliffe Shopping Centre. This may be attributed to the close proximity of Briercliffe Road to Burnley town centre. NLP considers that there is potential to capitalise on passing trade on this main route into Burnley.

Colne Road

5.6 Colne Road is a linear centre anchored by a Lidl foodstore. The centre performs a local shopping role, catering primarily for service and top-up food shopping needs. Despite its high profile location on a major through-route in the Borough, NLP anticipates that there is limited operator demand for representation in the centre. The poor environment and quality and range of existing uses most likely exacerbate the lack of retailer interest.

5.7 Although there are a large number of vacant units, these are generally small and dispersed throughout the centre. Land adjacent to the Lidl unit is currently being developed for a Home Bargains store.

Accrington Road

5.8 Accrington Road is performing poorly as a district centre. There is limited diversity in the range of uses provided and the centre is interspersed with non-commercial properties. Generally, the centre appears run down and seems to be struggling to maintain its retail role. There is a poor representation of Class A1 retail uses, which, with the exception of a Farmfoods, are specialist stores (Fireplace Warehouse and Travis Perkins). There is no anchor retailer or focal point to the centre and this provides little by way of a catalyst for future development.

5.9 There is potential to accommodate small scale retail or community uses in the former Wood Top school, but the focus of the Council in the future should be consolidation of the centre (including those units to the east of the Farmfoods store) and environmental enhancement initiatives.

Local Centres

5.10 The role and function of the nine Local Centres identified within the Burnley Borough Local Plan (Policy CF11) is varied. The adopted Proposals Map does not define a boundary for any of the Local Centres and it is clear that in most cases, there is no consensus amongst stakeholders on their extent. NLP visited each Local Centre on two occasions, having regard to practical experience of it being difficult to determine whether some units are closed at the time of visit or vacant. For smaller units it is often not possible to determine status on a single visit, as they might be vacant or might simply not have been trading at that time. The NLP recommendation on the hierarchy of centres at Section 11.0 takes into account both these issues.

5.11 In general terms, the Local Centres are linear in nature with limited parking provision and comprise small clusters of shops which serve their immediate surroundings.

5.12 Rose Grove/Lowerhouse Lane, Coal Clough Lane, Padiham Road, Lyndhurst Road and Harle Syke offer a range of retail and service facilities to meet the day to day needs of local residents and are generally well maintained. With the exception of Coal Clough Lane and Lyndhurst Road, which are made up of independent retailers, top-up convenience shopping needs are met by stores operated by Spar. It is noted however that community facilities within these local centres are limited and only Coal Clough Lane and Rose Grove/Lowerhouse Lane offers any such provision (library).

5.13 Pike Hill and Manchester Road are more limited in scale as local shopping destinations, but both provide basic amenities and facilities including a convenience store (operated by Spar) and post office. The library at Pike Hill also provides a useful resource for the local community, but is free-standing from the centre.

5.14 Parliament Street and Abel Street local centres are the most limited in terms of their ability to serve the local community in which they are located. The provision of Class A1 retail uses is limited and both suffer from dereliction and decay, largely due to demolition associated with the East Lancashire Housing Market Renewal Initiative. However, the redevelopment of these areas to provide new homes offers the opportunity for wholesale improvement to the existing offer.

6.0 Assessment of Retail Needs

Introduction

6.1 This section assesses the quantitative and qualitative scope for new retail floorspace in Burnley Borough over the period from 2013 to 2026. It provides a quantitative capacity analysis in terms of increases in levels of spending on convenience and comparison goods translated into floorspace capacity.

Methodology

Population and Expenditure Data

6.2 The findings of the household survey are applied to the most up-to-date population and expenditure data to assess current trading patterns and project forward capacity for additional retail floorspace at 2013 and to 2018, 2023 and 2026.

Commitments

6.3 The figures shown in Tables 7.1 and 7.2 below and at Appendix 6 do not take into account existing commitments. Commitments that come forward will reduce the overall capacity for new floorspace.

6.4 Full planning permission for a circa 15,000 sq. m gross retail and leisure development on land at Curzon Street in Burnley was granted on 9 May 2011 (ref. APP/2011/0052). The scheme, known as 'The Oval' was originally approved in September 2006, but was later revised in response to changing retailer requirements. Henry Boot Developments announced in March 2012 that it would no longer be progressing with the project due to a lack of take-up from retailers.

Constant Market Share Approach/Modelling Uplift

6.5 The figures at Tables 7.1 and 7.2 assume a constant market share approach, with one exception. The household survey was undertaken shortly after the opening of Tesco in Padiham in October 2012, and as a result, the convenience retail turnover of the store is recorded to be only 40% of what would be expected were it to trade at a company average level. It can take up to 12 months for a new retail store to achieve a settled pattern of trading and NLP expects that the Tesco store will increase its convenience retail turnover to expected levels by end of 2013. The expenditure tables at Appendix 6 model uplift in the turnover of the Tesco store to company average performance from 2014 onwards, and growth pro-rata to growth in catchment area spending power thereafter.

6.6 Modelling uplift in the turnover of the Tesco Padiham store requires a commensurate reduction in the turnover of other destinations. From 2014 onwards, a commensurate reduction in turnover of all other destinations is factored-in on a pro-rata basis.

Floorspace Efficiencies

6.7 An allowance is made for the turnover of existing comparison retail floorspace increasing by 1.7% per annum, as a result of the more efficient use of floorspace. This is a more modest rate of floorspace efficiency that was adopted commonly prior to the beginning of the economic downturn in 2008 and the reserved approach is a reflection if the continued economic uncertainty. The continued economic uncertainty is also the reasoning behind the adoption in the convenience retail assessment of 0% floorspace efficiency over the period covered by the Study.

Inflow of Expenditure

6.8 The extent of a Study Area adopted and the sphere of influence of a destination affect the extent to which the total turnover of that destination is captured. The Study Area adopted for the 2005 Study is broadly drawn, extending as far as Bury in the south and Barnoldswick to the north. In reviewing the findings of the empirical research informing the previous study, NLP considered it appropriate to reduce the extent of the Study Area adopted for this assessment. Allowance is made for inflow of expenditure to destinations in Burnley Borough from Zone 4 (Rawtenstall) and Zone 5 (Rural North) of the 2005 Study to achieve a realistic recording of convenience and comparison retail turnover (including that deriving from outside of the Study Area adopted in this assessment).

Quantifying Capacity

6.9 The following section details the capacity for additional convenience and comparison retail floorspace in Burnley and Padiham. For both centres, capacity is calculated by dividing the expenditure capacity generated by a typical sales density. The sales densities adopted for Burnley and Padiham are different to take into account the varying scales and format of retailing that is likely to be attracted. Capacity is presented as a net sales area, as it is this figure that is relevant to retail impact assessments required by The Framework. The gross floorspace of retail developments will always be greater than the net trading area, but the ratio between net and gross floorspace varies greatly. The net sales area in a corner shop might be up to 90% of the gross whereas the equivalent figure for a large format food store might be as little as 60%.

6.10 There are references in the following section to convenience retail floorspace trading at above or below expected levels. Table 11 at Appendix 6 compares the survey derived turnover of convenience destinations in the Borough with expected (benchmark) turnover levels. The expected turnover of a convenience destination is the turnover that it would achieve were it to trade at either company average (for food stores) or typical (for other floorspace) sales densities. Comparing survey derived turnover with benchmark turnover for convenience retail floorspace gives an indication as to whether destinations are trading above or below what might be expected. Floorspace data is derived from a number of sources including GOAD and planning application data. Comparing survey derived turnover with benchmark turnover gives an indication as to whether destinations are trading above or below what might be expected.

6.11 Comparison retail floorspace is assumed to be trading at survey derived turnover at 2013, which is adopted as the benchmark turnover. In the longer term, existing floorspace within the Borough is expected to increase its benchmark turnover in real terms and a growth rate of 1.7% per annum is adopted. Trends indicate that comparison retailers historically will achieve some growth in trading efficiency. This is a function of spending growing at faster rates than new floorspace provision and the ability of retailers to absorb real increases in their costs by increasing their turnover to floorspace ratio.

Burnley

6.12 Table 6.1 sets out the current convenience and comparison retail capacity in Burnley and the capacity for additional floorspace over the periods to 2018, 2023 and 2026.

Table 6.1 Quantitative capacity for additional convenience and comparison retail floorspace - Burnley

Year	Convenience		Comparison	
	£(m)	sq. m (net)	£(m)^	sq. m (net)^
AT 2013	-	-	-	-
BY 2018	-	-	4.0	607
BY 2023	-	-	14.9	2,104
BY 2026	-	-	25.3	3,390

Comparison sales density of £6,000 per sq. m at 2013 increased by floorspace efficiencies to 2026 of 1.7% per annum.

^2018, 2023 and 2026 comparison retail capacity assumes Burnley Borough retains a constant market share.

Capacity figures do not account for commitments. Commitments coming forward will reduce the capacity for additional new floorspace.

Convenience Goods

6.13 Overall, existing convenience retail floorspace in Burnley is trading at below expected levels. The effect is that existing convenience stores in the Borough have the capacity to absorb growth in convenience expenditure over the period 2013 to 2026 without generating a need for additional floorspace. The growth in convenience retail spending will assist in enhancing the performance of these stores but there is no identified capacity for additional convenience retail floorspace in Burnley over the plan period to 2026.

Comparison Goods

6.14 Table 17 at Appendix 6 summarises the current comparison retail performance of Burnley Borough. It is assumed that destinations in Burnley are trading at expected levels at 2013 and it is therefore the year-on-year growth in comparison retail spending which accounts for the increase in capacity for additional comparison retail floorspace over the period to 2026.

6.15 Capacity for 607 sq. m net of additional comparison goods floorspace is identified by 2018, increasing to 2,104 sq. m net by 2023 and 3,390 sq. m net by 2026. The additional capacity identified in the long term could deliver a meaningful extension to the comparison retail offer of the town centre but is not on the scale of proposals being promoted pre-recession.

6.16 An assessment of sites that offer the potential to accommodate this growth is included at Section 9.0.

Padiham

6.17 Table 6.2 sets out the capacity for additional floorspace in Padiham over the periods to 2018, 2023 and 2026.

Table 6.2 Quantitative Capacity for Additional Convenience and Comparison retail floorspace - Padiham

Year	Convenience		Comparison	
	£(m)	sq. m (net)	£(m)^	sq. m (net)^
AT 2013	-	-	-	-
BY 2018	-	-	0.1	27
BY 2023	-	-	0.4	91
BY 2026	-	-	0.6	147

Comparison sales density of £3,500 per sq. m at 2013 increased by floorspace efficiencies to 2026 of 1.7% per annum.

^2018, 2023 and 2026 comparison retail capacity assumes Burnley Borough retains a constant market share.

Capacity figures do not account for commitments. Commitments coming forward will reduce the capacity for additional new floorspace.

Convenience Goods

6.18 Overall, existing convenience retail floorspace in Padiham is trading at below expected levels. Although this position improves once an adjustment is made to the turnover of the Tesco store from 2013 onwards (trading at benchmark levels), it is still considered that existing floorspace will absorb growth in convenience spending over the period to 2026 and no capacity is identified for additional convenience retail floorspace in Padiham.

Comparison Goods

6.19 Comparison retail floorspace is assumed to be trading at survey derived turnover at 2013. There is limited quantitative capacity for additional comparison retail floorspace in Padiham town centre, with growth in spending creating capacity for 147 sq. m net of additional floorspace over the long term to 2026. This quantum of floorspace might be best accommodated by an extension to existing provision.

Town Centre Markets

6.20 Markets can bring substantial benefits to the towns, cities and communities that sustain them. They contribute to the vitality and viability of a town by providing a sense of place, increased footfall and local access to fresh produce and other goods, as well as offering opportunities for independent retailing, local employment and business start-ups. However, the 2005 Rhodes Study[2] concluded that in general, the core of most market operators business was in decline.

6.21 A 2009 Communities and Local Government Select Committee Inquiry[3] into traditional retail markets identified six factors contributing to the overall decline of the sector, including; competition from supermarkets and the growth of the internet; higher expectations of the shopping experience; marginalisation of the market; neglect from local authorities; the slowness of the industry to adapt to change; and a lack of new traders.

6.22 The Portas Review (December 2011) recognises the importance of retail markets and traders to the future of the UK high street. The report includes the establishment of a 'National Market Day' and the removal of unnecessary regulations preventing trade on the high street, both of which were supported by the Government.

6.23 The following provides an assessment of the potential to enhance the existing market in Burnley town centre and the reintroduction of a market to Padiham town centre in the context of the above, drawing on the results of the 2012 NEMS household survey and Burnley market business occupier survey.

Burnley

6.24 Burnley's town centre market is made up of an extensive Market Hall and an 'open market' which accommodate approximately 219 stalls in total. The offer is varied and ranges from the sale of fresh food to electrical appliances, clothes, mobile phones and cards.

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[2] Nick Rhodes, First National Survey of Retail Markets (2005)

[3] http://www.publications.parliament.uk/pa/cm200809/cmselect/cmcomloc/308/308i.pdf

6.25 The NEMS household survey undertaken in October 2012 queries the use of Burnley market. Of the 72% of respondents in the Study Area who visit Burnley market, the majority (26%) do so less than once a month, with 17% visiting once a week.

Table 6.3 Frequency of visits to Burnley market

Frequency of visit	%
Everyday	1
2-3 times a week	7
Once a week	17
Once a fortnight	7
Once a month	15
Less than once a month	26
Never	28
Total	**100**

Source: NEMS household survey October 2012

6.26 When asked what, if anything would make those who visit Burnley market do so more often, the most frequent response was a ‘better choice of stalls’ followed by ‘more stalls selling food and non-food goods’ and ‘better quality goods’.

6.27 Although there was a limited response from the occupier survey distributed in Burnley market in November 2012 (19%), it provides an insight into the views of existing businesses. When queried on the measures that would improve Burnley market, the most frequent response was cheaper/more flexible parking (21%), followed by greater promotion/marketing (18%) and a new Market Hall (12%). It is also noted that 31% of traders identified Blackburn town centre, which features a modern and contemporary market hall (named as Indoor Market of the Year 2012 by the National Association of British Market Authorities), as their biggest competition.

6.28 Burnley town centre has a sizeable catchment and the existing market benefits from having a number of established traders and being situated in a purpose-built indoor location. However, the results of the NEMS household survey and business occupier survey suggest that there is scope for enhancement to ensure that the market remains attractive to customers. In particular, it is considered that there is scope to build upon the complementary offer of the market and its location at the heart of the town centre to generate additional linked trips. The provision of more places to sit, eat and drink, and improvements to the way in which customers move through and around the market could also encourage people to stay longer and visit more frequently.

6.29 There is also a perception that the traditional market is an outdated and unfashionable place in which to shop. The provision of improved facilities and targeted promotion/branding could assist in this regard, and also serve to attract additional market traders and an improved mix of stalls.

Padiham

6.30 Padiham market was established by Burnley Borough Council in the 1970s, operating from land on Burnley Road/Clitheroe Street until its closure in 2007 due to operating losses resulting from falling trader numbers and declining footfall.

6.31 Prior to its closure, a report of the Padiham Market Working Group[4] considered the deliverability and financially viability of four options for the revitalisation of Padiham town centre market, but none were found to justify further capital investment from Burnley Borough Council. The report concluded that expressions of interest should be sought from the private sector to operate a market, however, none were forthcoming.

6.32 The NEMS household survey undertaken in October 2012 queried whether the respondent would use a market in Padiham town centre. Table 6.4 sets out the responses recorded in each zone across the Study Area, which indicates that most support is from Padiham (Zone 5 – 59.5%) and the area immediately surrounding it (Zone 4 – 46.0%), This suggests that a town centre market in Padiham would have a limited catchment.

Table 6.4 Support for reintroduction of Padiham town centre market

Response	Zone 1 – Burnley Central	Zone 2 – Brierfield &Burnley East	Zone 3 – Burnley South East	Zone 4 – Burnley South	Zone 5 – Padiham	Zone 6 – Burnley North	Total
Yes	32.6	29.5	18.7	46.0	59.5	28.5	35.8
No	64.6	67.0	73.3	52.0	37.5	68.5	60.5
Don't know	2.7	3.5	8.0	2.0	3.0	3.0	3.7
Total	100	100	100	100	100	100	100

Source: NEMS household survey October 2012

6.33 Taking into account the above and the extensive financial viability work already undertaken by Burnley Borough Council, as well as competition from the well-established market in Burnley and nearby Accrington and Blackburn (both of which have seen extensive Market Hall refurbishment schemes), it is considered that there is limited scope for the reintroduction of a traditional market in Padiham town centre at this time. However, this does not preclude an

[4] http://www.burnley.gov.uk/egov_downloads/Padiham_Market.pdf

exploration into the potential for 'pop-up' or seasonal markets planned around specific events, which would attract visitors to the centre and provide trading opportunities for new and niche retailers.

7.0 Commercial Leisure Assessment

Introduction

7.1 This section assesses the potential for growth in the commercial leisure sector in Burnley Borough, including cinemas, tenpin bowling, bingo, nightclubs, health and fitness clubs and restaurants, pubs and bars.

Catchment Potential

7.2 In general, commercial leisure facilities will draw the main part of their trade from residents living within a radius of up to 20 minutes travel time. Major leisure facilities such as multiplex cinemas, ten-pin bowling centres, ice rinks and family entertainment centres require a large catchment population, and often benefit from locating together on large out-of-centre leisure parks.

7.3 The population of the Study Area at 2013 is approximately 110,000, which provides for a sizeable catchment. However, residents have good access to leisure facilities in nearby Accrington and Blackburn (Peel Leisure and Retail Park), as well as the Trafford Centre and the regional centre of Manchester. The proximity of these centres limits the catchment area and potential for new commercial leisure facilities within Burnley Borough.

Methodology

7.4 The results of the NEMS household survey undertaken in October 2012 are utilised to quantify the requirement for new commercial leisure facilities in Burnley Borough. An analysis of typical patronage rates per head of population is undertaken and standard benchmarks applied. This is then compared against existing commercial leisure provision in Burnley Borough to identify if there is any requirement for additional facilities.

7.5 NLP is not aware of any existing commitments for additional commercial leisure provision in Burnley Borough that should be factored into this assessment.

Cinemas

7.6 There is currently one cinema in Burnley Borough; the 9-screen (1,571 seat) Apollo at Hollywood Park, Burnley. The household survey results indicate that 45% of respondents visit the cinema; 80% of which visit the Apollo at Hollywood Park.

7.7 There is a high retention rate of cinema trips within the Study Area and current usage is considered against existing provision in order to assess whether there is an unmet demand for additional facilities. The catchment potential is converted into a total number of expected cinema screens and seats, which is calculated by dividing the population by the current national average (16,300 people per screen and 78 people per seat). The results of this exercise are shown in Table 7.1.

Table 7.1 Cinema Potential in Burnley

	2013	2018	2023	2026
Study Area Population	110,667	111,441	112,343	112,730
Market Retention	80%	80%	80%	80%
Catchment Potential	88,534	89,153	89,874	90,184
Cinema Screen Potential	5.4	5.5	5.5	5.5
Cinema Seat Potential	1,135	1,142	1,152	1,156
Existing Screen Provision	9	9	9	9
Existing Seat Provision	1,571	1,571	1,571	1,571

7.8 The above analysis suggests the existing cinema provision in Burnley Borough is sufficient to meet existing demand in terms of the number of screens/seat provision over the study period, and there is no requirement to plan for additional cinema provision unless patronage rates increase considerably. As set out above, the retention rate of the Apollo cinema is high at 80% and is unlikely to be improved upon. However, there is still the potential to increase the proportion of the Borough population who engage in cinema-going and tap into a latent demand for additional facilities. It may be that qualitative improvements to the existing offer would attract more cinema goers.

Health and Fitness Clubs

7.9 There are a number of health and fitness clubs in Burnley Borough, including:

1. Angelz Gym, Burnley
2. Crow Wood Leisure, Burnley
3. Fitness Factory, Burnley
4. Invirgor8, Burnley
5. The Oaks Leisure Club & Spa, Burnley
6. St Peter's Leisure Centre, Burnley
7. Padiham Leisure Centre, Padiham

7.10 The adult population of the Study Area is approximately 81,400 in 2013 which could generate demand for about 9,770 public and private membership places, based on the national average membership rate (12%). Taking into account this figure and the seven identified health and fitness clubs in the Borough, there is an average of around 1,396 members per club, which is similar to the national average for private fitness clubs (1,375 members). This suggests that there is not any significant demand for additional health and fitness clubs in Burnley Borough at present.

Tenpin Bowling

7.11 There is currently one Tenpin Bowling centre in Burnley; the 24-lane 1st Bowl at Finsley Gate (formerly trading under the AMF brand). This equates to one lane per 4,611 people in 2013, which is considered to be more than sufficient to meet the needs of residents based on a national average of one lane per 12,000 people. It is therefore considered that there is no requirement to plan for additional bowling facilities in Burnley Borough.

Bingo

7.12 The adult population of the Study Area (approximately 81,400 residents) could generate about 142,450 bingo hall admissions based on the national participation rate (1.75 trips per adult).

7.13 Gala in Burnley is the only bingo hall in the Borough. Based on the average admissions per club (113,000), there may be capacity for an additional bingo hall, but existing provision in Accrington (New Empire) and Blackburn (Gala) is likely to reduce the commercial viability of new facilities in the Borough.

Casinos

7.14 144 licensed casinos operated in Great Britain at March 2008, which equates to approximately one casino per 400,000 people. Attendance at casinos by members and guests was 16 million trips in 2008. There are no casinos within Burnley Borough, but there is a several facilities in nearby Blackpool (4 no.), Bolton (2 no.) and Manchester (6 no.).

7.15 Burnley Borough does not have a catchment population large enough to support a casino and it is a certainty that operators' requirements are better met in larger centres, such as Blackpool, Bolton, Preston or Manchester.

Family Leisure Provision

7.16 Indoor leisure facilities such as the Wacky Warehouse children's play centre in Burnley provide the main family entertainment facilities in the Borough.

7.17 Indoor play centres are a growing area in the commercial leisure sector and are becoming more common in less central locations. However, these facilities are an emerging trend and it is therefore difficult to determine whether there is any latent demand for additional provision in Burnley Borough. If such proposals are forthcoming, it is an important planning consideration to ensure that they are sited in appropriate locations.

Theatres

7.18 The household survey indicates that approximately 30% of respondents in the study area visit theatres. Manchester is the most popular destination for theatre trips (47%), followed by Burnley Mechanics (16%).

7.19 The current provision of theatres in Burnley (Burnley Mechanics) and the fact that the catchment is served by theatres in larger surrounding towns and cities suggests that there is limited scope for new privately operated theatres in the Borough.

Bars and Restaurants

7.20 Food and drink establishments (Class A3, A4 and A5) including restaurants, bars and pubs support other major leisure uses on leisure and retail parks and are important services within town centres. National information available from Experian Goad indicates that the proportion of non-retail uses within town centres across the country has increased over the last decade as shown in Table 7.2.

Table 7.2 GB GOAD Plan Town Centres Use Class Mix

Type of Unit	% Change 2000 to 2012	Proportion of Total Number of Units (%)			
		2000	2005	2009	2012
Class A1 (Retail)	- 15.4	59.1	56.4	54.0	50.0
Class A1 (Services)	+ 31.7	8.2	9.6	9.8	10.8
Class A2	- 4.5	8.9	8.9	9.0	8.5
Class A3/A5*	+ 41.1	11.2	13.7	14.5	15.8
Miscellaneous	- 14.3	1.4	1.4	1.3	1.2
Vacant/under Const.	+ 22.3	11.2	10.1	11.4	13.7
Total	**-**	**100.0**	**100.0**	**100.0**	**100.0**

Source: Goad Centre Reports (excludes bars/public houses (Class A4))

7.21 The proportion of Class A1 retail units in Goad-surveyed town centres has decreased by 15% between 2000 to 2012 (9.1%), whilst Class A3/A5 uses and vacant units have increased. Growth in Class A3 to A5 uses within town centres may continue in the future, and will compete for shop premises with other town centre uses. A balance between Class A1 and Class A3 to A5 uses needs to be maintained. The mix of uses in the town centres of Burnley and Padiham is shown in Table 7.3.

7.22 Burnley town centre contains a lower than average proportion Class A3/A5 units. This is reflective of the high proportion of vacant units and the overall decline of retail and leisure floorspace in favour of service uses. It is considered that Burnley town centre could reasonably accommodate additional Class A3/A5 units without prejudicing the retail function of the centre. Indeed, current proposals for additional student accommodation in Burnley town centre (Kingsway House) and the consequent population increase in a central location could generate future demand for additional Class A3/A5 uses. NLP therefore recommends that the Council seeks to encourage provision for new Class A3/A5 floorspace in town centre schemes, which will not only contribute to the vitality and viability of the centre, but also improve the night-time economy which appears to be limited in its offer.

Table 7.3 Burnley Town Centres Use Class Mix

Type of Unit	Proportion of Total Number of Units (%)	
	Burnley	Padiham
Class A1 (Retail)	43.0	37.1
Class A1 (Services)	12.1	16.7
Class A2	14.9	9.3
Class A3-A5	9.6	15.7
Miscellaneous	1.1	0.9
Vacant/under Const.	19.3	20.4
Total	**100.0**	**100.0**

Source: GOAD Centre Reports (NLP updated October 2012)

7.23 The proportion of Class A3/A5 units in Padiham is in-line with the UK average. However, the proportion of Class A1 retail units is below average, with the proportion of Class A1 and A2 service uses above the UK average. Future proposals for Class A3/A5 uses in Padiham town centre should therefore be given careful consideration to ensure that the balance of uses and the primary retail function of the town centre maintained.

8.0 Office Assessment

Introduction

8.1 This assessment mirrors the approach adopted in the Padiham Retail, Leisure and Office Study 2010 in considering existing commercial office provision within Burnley and Padiham town centres and providing an estimation of the demand for additional floorspace over the period 2013-2026.

8.2 The National Planning Policy Framework (the Framework) defines offices as a main town centre use. Commercial offices perform an important role in maintaining and enhancing the vitality and viability of town centres and should therefore be considered as part of a proactive planning approach for town centres.

Current Office Provision

8.3 The major location for commercial offices in the Borough is Burnley town centre, which is the administrative centre and contains a variety of converted and purpose-built premises. However, there are no major new office sites and the commercial market in both Burnley and Padiham town centres is limited, with much of the existing stock occupied by professional and public services.

8.4 Burnley Borough Council currently operates from six properties in Burnley town centre, but is due to consolidate its office requirements, resulting in the closure of one of the largest buildings (Nicholas Street). It is understood that despite being marketed since April 2012, there has been no firm interest in either the sale or let of the building.

8.5 The latest available information on the type and quality of office provision within Burnley and Padiham town centres is contained within the Lancashire Town Centre Office Premises Study (2008). Although Burnley is amongst the top three boroughs in Lancashire in terms of the proportion of town centre office stock (37,910 sq. m), the Study notes that there is a lack of modern office space.

8.6 Table 8.1 provides a summary of the condition of existing town centre office provision, which indicates that much of the stock in Burnley and Padiham is dated, non-DDA compliant and suffer from a lack of on-site parking. However, there is some recently refurbished and good quality town centre office accommodation provided at Lodge House, St James's House and Calder House (Burnley).

Table 8.1 Condition of Existing Office Stock 2008

Centre (no. of properties)	Building Age Pre-1940 (%)	Building Age Post-2000 (%)	Average size (sq. m)	DDA-compliant (%)	On-site parking (%)	Vacancies (%)
Burnley (99)	86.0	2.0	396.4	23.2	13.1	16.4
Padiham (9)	88.9	0.0	204.5	11.1	11.1	8.8
Blackburn (76)	88.2	3.9	816.5	44.7	10.5	7.8
Accrington (46)	78.3	6.5	246.4	26.0	8.7	10.9

Source: Lancashire Town Centres Study 2008

8.7 In general terms, the more modern, high quality office accommodation in the Borough is located outside of Burnley and Padiham town centres, in close proximity to the M65 corridor (Burnley Business Centre, Shuttleworth Mead Business Park, Network 65 and within established industrial areas).

8.8 Table 8.2 indicates the available commercial property in the Borough. Although this data relates to Burnley Borough as a whole, it is noted that key town centre office locations with available commercial offices include Lodge House, Calder House, St James's House and Padiham Town Hall. A large proportion of the Great Universal Building on Kingsway in Burnley is vacant, but is subject to current proposals for conversion to student accommodation.

Table 8.2 Available Commercial Office Floorspace in Burnley Borough

Size Range	Availability at October 2012	Enquiries in Period 2007-2012
0 to 999 sq. ft	92	25
1,000 to 2,999 sq. ft	99	39
3,000 to 4,999 sq. ft	26	11
5,000 to 9,999 sq. ft	24	12
10,000 to 24,999 sq. ft	13	15
25,000 sq. ft +	7	5
Total	**261**	**107**

Source: Burnley Borough Council Regeneration and Planning Policy 2012

8.9 In summary, there has been very little change in office provision in Burnley and Padiham town centres since the 2010 Study, with no major office schemes developed in the 2009/10 and 2010/11 monitoring periods. However, the provision of out of town office floorspace has risen, with a 5,620 sq. m office development completed in 2010 in the established Liverpool Road employment area.

Estimating Demand for Office Floorspace

8.10 As noted above, this assessment broadly follows the methodology of the 2010 Study. However, it has not been possible to provide a VOA Trend-Based Assessment as comparable commercial floorspace data is no longer produced by VOA/DCLG. The future need for office floorspace over the period 2013-2026 is therefore assessed having regard to the following demand scenarios:

1. Annual Monitoring Report (AMR) Trend-Based Demand Estimates;
2. Enquires Received by Burnley Borough Council; and
3. Experian Econometric Projections.

8.11 It should be noted that the above scenarios relate to Burnley Borough as a whole, rather than Burnley and Padiham town centres as much of the data utilised is not available below Borough-level.

AMR Trend-Based Demand Estimates

8.12 An analysis of Burnley Borough Council's Annual Monitoring Reports (AMR) at Table 8.3 indicates that from 2005 onwards, a total of 15,364 sq. m of B1a floorspace has been developed across the Borough. Although the exact locations of these developments are not set out in the AMR, it is understood from officers that in the 2005 to 2011 monitoring periods, a very small proportion of the B1a floorspace completed was situated in town centre locations.

Table 8.3 Employment Completions (sq. m gross)

Use Class	2005	2006	2007	2008	2009	2010	2011	**Total**
B1a	**3,469**	**3,000**	**2,250**	**367**	**564**	**5,620**	**94**	**15,364**
B1c					1,428			1,428
B2	34,309	19,718	4,752	-		-	278	59,057
B8	-	1,091	-	2,593		-	610	4,294
Mixed	-	-	-	2.840		6,280	267	9,387
Total	37,778	23,809	7,002	5,800	1,992	11,900	1,249	**89,530**

Source: Burnley Borough Council Annual Monitoring Report (2005 to 2011)

8.13 Since the publication of the 2010 Study, the most significant B1a office completion relates to a 5,620 sq. m development which forms part of an established employment area on Liverpool Road (Burnley Business Centre).

8.14 The annual average of B1a completions (from 2005 onwards) is 2,195 sq. m. If this trend continues over the period to 2026, there could be a future net requirement for 28,310 sq. m of commercial floorspace in Burnley Borough. This includes a margin of choice equal to 2 years worth of past take up and an annual average allowance for losses.

8.15 In terms of the margin of choice, this is considered to be appropriate as it allows for flexibility in terms of the likely 1-2 years lag between the grant of planning permission and the implementation of any office scheme. Detailed information on the loss of B1a floorspace is not provided within Burnley Borough Council's AMR. The proportion of office floorspace as a total of all commercial/industrial floorspace within Burnley Borough (10.2%)[5] has therefore been applied to the employment losses recorded in the AMR.

8.16 It is considered that the use of AMR Trend-Based Estimates to estimate future demand should be treated with a degree of caution, as this assumes a continuation of past trends and does not take into account the current economic climate. This and other issues will be considered in further detail in the forthcoming Employment Land Review.

Enquiries Received by Burnley Borough Council

8.17 Table 8.4 indicates that almost two-thirds (60%) of office floorspace enquiries received by Burnley Borough Council over the period October 2007 to October 2012 related to premises under 2,999 sq. ft (279 sq. m).

Table 8.4 Office Enquiries Received by Burnley Borough Council (2007-2012)

Size Range	Enquiries Received 2007-2012
0 to 999 sq. ft	25
1,000 to 2,999 sq. ft	39
3,000 to 4,999 sq. ft	11
5,000 to 9,999 sq. ft	12
10,000 to 24,999 sq. ft	15
25,000 sq. ft +	5
Total	**107**

Source: Burnley Borough Council Regeneration and Planning Policy 2012

8.18 The data set out above relates to Burnley Borough as a whole. Discussions with business support officers indicate that very few enquiries are directed to town

[5] Sourced from VOA Commercial Floorspace data August 2008

centre premises as much of the stock is dated and non-DDA compliant. The lack of associated town centre car parking is also a common issue.

8.19 It is not possible to estimate the demand for commercial office floorspace based on this data, but enquiries received by Burnley Borough Council over the past five years provide a useful reference point for future operator requirements.

Experian Econometric Projections

8.20 The latest local area-based econometric job forecasts have been obtained for Burnley Borough from Experian Business Strategies. Job growth was forecast over the period 2013 to 2026. Experian's sub-regional economic model takes account of the existing economic structure of each Local Authority (broken down by economic sector) and the historical relationship between the regional performance of an industry and the performance observed at the Local Authority level. As indicated in Table 8.5, the Experian model suggested that the Borough will grow by around 1,000 workforce jobs.

Table 8.5 Forecast Employment Change in Burnley Borough 2013 - 2026

	2013	2026	Absolute Change	% Change
Burnley Borough Total Employee Jobs	35,845	36,884	1,039	2.9
Burnley Borough Total B1a employment	4,093	4,568	475	11.6

Source: Experian Business Strategies/NLP 2012

8.21 In order to translate job forecasts into estimates of potential employment space, it is necessary to allocate the level of employment change forecast for each industrial sector. For office uses, this relates to job growth/decline in the financial and business service sectors[6]. The Experian Baseline 2013 employment projections for Burnley indicates that there will be an increase of 475 jobs in the B1a sector, the majority of which will be in professional services (240).

8.22 The resulting figures are translated into employment land projections by applying employment densities (as recommended in the HCA Employment Densities Guide[7]) and plot ratios. It has been assumed that one B1a general

[6] i.e. Media Activities, Computing & Information Services, Telecoms, Finance, Insurance & Pensions, Real Estate, Professional Services, some Administrative & Supportive Services (BRES (SIC 82.1, 82.2, 82.3, 82.9) as % of (SIC 77, 78, 79, 80, 81, 82) and 10% of Public Administration and Defence.

[7] Adapted from HCA OffPAT (2010), Employment Densities Guide, 2nd Edition, converting NIA to GIA/GEA where appropriate and from FTE to jobs

office job requires 12.5 sq. m of employment floorspace (GEA) and that a gross area of 1ha is required to develop 4,000 sq. m of out-of-centre office space (equal to a plot ratio of 40%).

8.23 For town centre office space, previous studies elsewhere in the country (see Arup/Donaldson's' Demand for Employment Land in Greater Manchester, 2006) use 200% as an appropriate plot ratio when calculating employment land requirements in City Centres. This latter figure assumes an office building of four stories in height, with 50% plot coverage. However, local agents suggest that there is no proven demand for town centre offices in Burnley or Padiham as there has never been a significant market. As such, it is likely that most demand will be for a fairly low density product. It has therefore been assumed that even if the Council can stimulate a town centre office market, office development will remain at a low density (plot ratio 40%).

8.24 To ensure consistency with the AMR Trend-Based Demand Estimate set out above, an annual allowance for losses and a conservative margin of choice equal to 2 years worth of past take up is also applied.

8.25 Using the methodology summarised in brief above, this generates a gross employment land requirement of 1.48 ha, or 5,936 sq. m for the period 2013-2026 as indicated in Table 8.6.

Table 8.6 B1a Floorspace Requirements for Burnley 2013-2026

	Net Job Growth 2013-26	Employment Density (sq. m per employee)	Floorspace requirement (sq. m)	Land Requirement (net ha)	Margin of Choice	Replacement of Losses	Land requirement (gross)
Office B1a	475	12.5	+ 5,936	1.48	1.1	1.3	3.88

Source: Experian Business Strategies/NLP 2013

8.26 It is noted that whilst econometric forecasts can provide a helpful starting point as to the likely future requirements for employment space, some degree of caution needs to be applied due to the wide range of factors that shape economic outcomes locally. The starting point for this assessment, 2013, represents a time when productivity in the economy was recovering slowly from a historical low point, and hence the forecast factors in the continued economic slowdown.

Qualitative Considerations

8.27 Discussions with local agents and Burnley Borough Council suggest that the town centre office market is not just flat in Burnley Borough, but across the wider Pennine Lancashire area.

8.28 Generally, few enquiries relating to town centre offices have been recorded by local agents. Burnley and Padiham town centres are often perceived as being unable to meet the needs of modern occupiers, who require open plan, modern specification and DDA compliant flexible serviced accommodation. Furthermore, a large proportion of office floorspace in Burnley and Padiham town centres does not have dedicated car parking and it is therefore unable to compete with the out of town business parks.

8.29 Local agents advise that serviced business centres in less central locations, including those at Northbridge House, Empire Business Park, Lancashire Digital Technology Centre (Burnley) and Shuttleworth Mead Business Park (Padiham) receive the most enquiries from prospective tenants. It is understood that occupancy levels of these serviced offices is currently around 70%. However, even this modern purpose built floorspace struggled initially and the improved take-up is partly due to favourable rental packages.

8.30 Unless there are significant improvements to the existing town centre office stock it is considered likely that this trend will continue over the period to 2026. Major employment developments comprising office floorspace include the proposed Burnley Bridge Business Park, located close to Hapton at Junction 9 of the M65. The out of town scheme, which will comprise a total of circa 650,000 sq. ft of employment space (including 26,000 sq. ft office space), secured a grant from the European Regional Development Fund (ERDF) in January 2012 to enable construction to commence.

Summary

8.31 The assessment above sets out the demand for B1a office space in Burnley Borough using a variety of methodologies. It is important to identify an appropriate level of need that achieves a balance between market realism and economic and planning policy objectives, and in this regard:

- There is a general perception that the town centre office market in Burnley Borough is limited, with much of the existing stock occupied by professional services and public services.
- The Lancashire Town Centre Office Premises Study (2008) indicates that much of the existing office stock in Burnley and Padiham town centres is located in pre-1940 premises and there is a perception that it does not meet modern occupier requirements.
- The most significant vacancies in town centre locations include St James's House, Calder House and the former Great Universal Building (Burnley). The forthcoming vacancy of Nicholas Street will add a significant amount of floorspace to the available stock.
- The M65 corridor and accessible locations around Burnley and Padiham is where demand for B1a office space is greatest, and where the better quality accommodation is generally located. It is considered likely that this trend will continue over the period to 2026.

- The net requirement for additional office floorspace across Burnley Borough ranges from 5,936 sq. m to 28,310 sq. m. It is difficult to assess what proportion of this should be distributed to Burnley and Padiham town centres, but due regard should be given to the sequential approach set out in the Framework and the requirement for such uses to be located within town centres.
- Equally, this should be balanced with the need to provide bespoke office floorspace in a business park environment. The forthcoming Employment Land Review will consider this and other issues in further detail.

9.0 Accommodating Growth: Development Sites

9.1 NLP has reviewed potential commercial development sites identified by Burnley Borough Council in Burnley and Padiham town centres. The feasibility of accommodating retail, leisure or office floorspace, either singularly or as part of a mixed-use development, on the identified sites are assessed against the following factors:

- existing land uses and availability, categorised as follows:
  a) short term – up to 2018
  b) medium term – up to 2023
  c) long term – likely to be completed after 2026
- commercial potential for retail/leisure development and the most likely form of development;
- potential scope to accommodate additional retail/leisure/office floorspace (net increase), categorised as follows:
  a) small scale - under 1,000 sq. m gross floorspace;
  b) medium scale – 1,000 to 5,000 sq. m gross floorspace;
  c) large scale - over 5,000 sq. m gross floorspace;
- potential development constraints; and
- possible alternative uses.

9.2 The overall development prospects of each opportunity, taking on board the factors listed above, is categorised as:

- Good - development sites that have good prospects for providing additional retail/leisure floorspace, and should be considered for implementation in the short to medium term; or
- Reasonable - development sites which are well located and may provide potential for additional floorspace, although obstacles to development will need to be overcome, but implementation may only be achieved in the long term; or
- Poor - development sites that may be unattractive or unsuitable for retail or leisure development or where their delivery is uncertain.

9.3 The overall rating afforded to each site is based on an initial evaluation by NLP. The level of analysis undertaken at this stage is limited, i.e. detailed appraisals of development constraints, land ownership and potential development costs have not been undertaken. A more detailed examination of each site will need to be undertaken before sites can be brought forward for development or ruled out as not viable options. The evaluations undertaken for each opportunity are not detailed planning appraisals and they do not imply that planning permission should be granted or refused for retail, leisure or office development on any site. However, the evaluation is expected to identify potentially suitable development opportunities that may be worthy of further consideration by the

Council/bringing to the attention of potential developers/investors. This evaluation provides a framework within which the Council can consider the implementation of a development strategy for each centre.

Evaluation of Potential Development Sites

9.4 Each of the opportunity sites identified by Burnley Borough Council for the provision of additional retail, leisure or office floorspace has been evaluated based on the factors set out above. A full assessment of each site is provided in Appendix 8. The sites that are considered to offer the greatest potential for retail, leisure and office uses are summarised below.

Burnley

Retail and Leisure

9.5 As set out in Section 6.0, there is no capacity identified for additional convenience retail floorspace in Burnley town centre over the plan period to 2026. The capacity for additional comparison retail floorspace identified over the long term (3,390 sq. m net) could be accommodated on a single site to deliver a meaningful extension to the comparison retail offer of the town centre.

9.6 The former Co-operative Pioneer site (ref. BTC4) is considered to be the most appropriate location to provide a comprehensive comparison retail and leisure extension to the town centre given its location in relation to the existing retail core and availability in the short term (albeit the loss of the existing temporary car park will have be taken into account in context with overall parking provision in the town). If a scheme similar to that proposed previously by Henry Boot Developments comes forward, there will be no requirement to identify further sites for retail development over the period to 2026.

9.7 Given that the scale of any retail and leisure development coming forward at the former Co-operative Pioneer site is likely to be less than that envisaged previously, there may be scope to include office floorspace within any mixed use development proposal.

9.8 An alternative option to accommodate the comparison floorspace capacity identified is the site of the former William Thompson Recreation Centre (ref. BTC8). This site is cleared and is currently in use as a public car park. It has good linkages with the main shopping area and civic quarter and is easily accessible by public transport. The site would most appropriately be brought forward for a mixed use development including retail, leisure and office floorspace. Again, the loss of town centre car parking is an important consideration which would have to be justified in context with wider provision in the town and the merits of any development proposal put forward.

9.9 The opportunity to re-occupy vacant units (particularly larger floorplates such as the former JJB store) and further improvements to Charter Walk Shopping

Centre should be explored before the less central sites are allowed to come forward for development as main town centre uses.

Office

9.10 Land at Westgate (ref. BTC1) is considered to be the most appropriate site to provide office development of a significant scale, albeit there may be scope for a mixed retail, leisure and office development at the former Co-operative Pioneer Site (BTC4 considered above). This cleared site is situated in a gateway location and is accessible by various modes of transport including train (Burnley Barracks and Burnley Central railway stations are in close proximity), bus, cycle and on-foot. As the land was formerly in residential use there are no obvious constraints to development connected with previous uses. There may be a requirement to improve existing access arrangements, dependent upon the nature of any development proposed and its likely traffic generating potential. Subject to market demand, the site is of a sufficient scale to provide high-quality, modern office accommodation with dedicated parking, which would help to address an identified qualitative shortfall within the existing town centre stock.

Padiham

Retail, Leisure and Office

9.11 There is no capacity identified for additional convenience retail floorspace in Padiham over the period to 2026, and only limited capacity for additional comparison goods floorspace (up to 147 sq. m net in the long term).

9.12 The former Tesco Express store on Sowerby Street offers good potential for re-occupation by a single retailer or sub-division to allow a number of retail/leisure operators to trade from the premises. However, there is limited scope (and little need) for the provision of additional retail floorspace through either the extension of the existing building or redevelopment of the site without the loss of car-parking.

9.13 Mill buildings outside of the town centre boundary may provide the opportunity for conversion to commercial uses, but are unlikely to be suited to an expansion of the retail offer serving the Padiham area and the commercial viability of such redevelopment, at least in the short term, is questionable.

10.0 Food Deserts

10.1 NLP has undertaken an assessment of potential for 'food deserts' in Burnley Borough. A food desert is an area of population which is underprovided for in terms of food store provision, particularly those which are 'bulk-food' destinations. In order to identify such areas, NLP has adopted catchment areas for different sized food stores in the Borough. The catchment areas adopted are based upon a guideline of the distance considered both reasonable and sustainable to travel for main food and top-up shopping.

10.2 The following catchment areas are adopted for food stores of different sizes:

- Between 0 and 300 sq. m – 0.5 mile catchment area;
- Between 301 and 800 sq. m – 1 mile catchment area;
- Between 801 and 2,000 sq. m – 2 mile catchment area; and
- More than 2,001 sq. m – 4 mile catchment area.

10.3 The above catchment areas are applied to convenience stores within Burnley Borough and those stores that are outside of the Borough where the household survey indicates that the catchment area overlaps part of Burnley. The plan at Appendix 9 illustrates concentrations of population within Burnley and the catchment areas of stores.

10.4 The stores included within the assessment are main food shopping destinations and key top-up shopping destinations operated by multiple retailers. Independent retailers operating the small food stores are not identified on the plan, as their presence does not overcome the problem of food deserts.

Evaluation of Food Deserts

10.5 The plan at Appendix 9 indicates that the built-up area of Burnley and the surrounding rural areas are well provided for in terms of main food and top-up shopping destinations. There is also some overlap in the catchment areas of food stores in neighbouring authorities, including those located in settlements such as Accrington, Rawtenstall, Nelson and Colne.

10.6 A small part of the rural area to the east of Burnley is outside of the catchment area of any of the identified food stores. However, this is an area of moorland where the population is less than 5 persons per hectare.

10.7 The settlements within Cliviger parish to the south west of Burnley (including Walk Mill, Lane Bottom, Overtown, Mereclough and Holme Chapel) are close to the edge of the catchment area for main and top-up shopping destinations within Burnley Borough and neighbouring authorities. However, in such rural areas, it is considered reasonable for residents to travel further for food shopping and the limited population restricts the number of unsustainable shopping trips made. There is potential for shopping trips from the most rural areas to be linked with other activities, as those living in the remotest parts of the Borough have to travel to centres for other services and employment opportunities.

10.8 Other smaller settlements including Worsthorne and Hapton are served by small-scale local provision (Premier and independent newsagents). Accordingly there are no areas within Burnley Borough that can be defined as 'food deserts'.

11.0 Impact Tests and Town Centre Boundaries

11.1 Major retail and town centre development which will draw from a Borough-wide catchment area should be directed to Burnley town centre. Burnley is the largest centre in the Borough and should continue to provide a sub-regional role for shopping, services, leisure and public administration. Padiham town centre is secondary to Burnley in the retail hierarchy and provides for the convenience food shopping, specialist shopping and service needs of local residents. Other destinations outside of these main centres are limited in role, catering for day-to-day needs and primarily top-up food shopping and services.

11.2 The Framework requires an impact assessment for retail, leisure and office proposals outside of town centres, which are not in accordance with an up-to-date Local Plan and over a proportionate, locally set floorspace threshold (paragraph 28). In the absence of a locally set threshold, the default is 2,500 sq m.

11.3 Based upon the scale and role of centres within Burnley Borough and the retail floorspace projections set out within this Study, NLP considers that proposals for retail, leisure or office developments of 2,500 sq. m gross and below could have a significant impact on town centres and the default threshold is therefore not appropriate to local circumstances. A comparison retail development in excess of 1,000 sq. m gross would account for a significant proportion of the projected capacity for comparison retail floorspace in Burnley up to 2026 and would be much greater than the capacity identified in Padiham.

11.4 NLP therefore considers that the impact of edge-of-centre and out-of-centre retail proposals should be assessed having regard to the following floorspace thresholds:

- Burnley – 1,000 sq. m gross and above; and,
- Padiham – 500 sq. m gross and above.

11.5 NLP advises that the Council include these local impact thresholds within the emerging Local Plan.

11.6 The sequential approach requires that town, district and local centres are the preferred location for new retail development. Some forms of development may be more appropriate in neighbourhood centres, villages or shopping parades, if there are localised areas of deficiency. The key issues are the nature and scale of development proposed and the catchment area that the development seeks to serve.

11.7 In general, development within local and village centres, should primarily serve the village/settlement within which it is located, and perhaps smaller nearby settlements which do not have a retail offer. Neighbourhood centres and shopping parades should primarily serve walk-in catchment areas.

Town Centre Boundary and Frontage Review

11.8 The Burnley Local Plan Proposals Map (adopted 2006) identifies a Town Centre Boundary, Main Shopping Area (Policy BTC1), Secondary Shopping Areas (BTC2) and Retail Development Outside The Main Shopping Area (BTC3). For Padiham town centre, the Local Plan identifies a Town Centre Boundary, Central Area (PTC1), Burnley Road Area (PTC2) and Church Street/Burnley Road Area (PTC3).

11.9 The Framework states that local authorities should:

'Define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres' (paragraph 23).

11.10 In town centres it is important to define a Primary Shopping Area (PSA) to allow for the proper application of the sequential approach by applicants preparing proposals for retail uses. To inform the preparation of the emerging Local Plan, NLP has reviewed the boundaries set out on the existing Local Plan Proposals Map and provides a series of recommendations in line with the requirements of the Framework.

11.11 Three options have been considered in reviewing the currently defined retail boundaries: maintaining the existing boundaries and designations as shown on the adopted Local Plan Proposals Map; contracting boundaries and designated areas; and extending boundaries and designated areas.

11.12 The different types of location for main town centre uses are set out at Annex 2 of the Framework and are defined as follows:

Town Centre: Area defined on the local authority's proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

Primary Shopping Area: Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

Primary Frontage: Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods.

Secondary Frontage: Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

Burnley Town Centre

11.13 The existing retail designations set out in the Burnley Local Plan do not relate directly to those defined within the Framework. It is recommended that the emerging Local Plan should be brought in line with the Framework definitions to create a robust position for assessing future proposals for retail development in Burnley Borough.

11.14 NLP considers that the defined Main Shopping Area largely meets the Framework definition of a Primary Shopping Frontage, albeit units along the northern part of Parker Lane and Croft Street might better be defined as Secondary Shopping Frontage.

11.15 The majority of the areas defined as Secondary Shopping Areas reflect the Framework definition of a Secondary Shopping Frontage. As set out above it is recommended that units along the northern part of Parker Lane and Croft Street are included within the Secondary Shopping Frontage.

11.16 It is necessary to define a Primary Shopping Area (PSA) to allow for the robust application of the Framework tests. It is considered appropriate to define the areas within the suggested Primary Shopping Frontage and Secondary Shopping Frontage as the PSA.

11.17 Policy BTC3 of the Burnley Local Plan identifies a number of sites outside the defined main and secondary shopping areas where retail development is permitted. It is not considered necessary to carry this policy forward into the emerging Local Plan as the Framework tests are structured to allow edge of centre development where it can be demonstrated such proposals cannot be accommodated in the town centre and would not have a severe adverse impact upon the health of the town centre. Specific sites for development should be considered as part of the emerging Local Plan process.

11.18 The Framework also requires the definition of a Town Centre boundary. The current Town Centre boundary is drawn widely to include the Crown Court, Weaver's Triangle and the Anchor/Yorkshire Street Retail Parks, as well as a number of employment land allocations. The Council should consider reducing the area within the Town Centre boundary to focus on the area where town centre uses exist, which NLP considers to be the area contained by Queen's Lancashire Way, Church Street, Centenary Way and Active Way.

Padiham Town Centre

11.19 Whether a defined PSA is appropriate in addition to a town centre boundary is dependent upon the scale and layout of a centre. Padiham is a small, compact centre and it is not necessary or appropriate to separate the Town Centre and PSA boundaries under the requirements of the Framework.

11.20 It is considered that the Padiham Town Centre boundary as drawn relates well to the concentration of town centre uses, but should be extended to include the Tesco store on Lune Street which provides an anchor to the town centre and is well-connected to the main concentration of retail activities in the defined Central Area. To ensure clarity, the Council should indicate in the emerging Local Plan that for the purposes of retail and town centre planning, the PSA is considered to be the town centre boundary.

Hierarchy of Centres

11.21 Policy CF11 of the Burnley Borough Local Plan identifies three District Centres and nine Local Centres. Suburban retail facilities are an important part of the shopping provision in Burnley Borough and complement the retail, leisure and service provision in the town centres. However, as set out in Section 5.0, these centres vary considerably in role and function and it is recommended that the Council give consideration to their future designations.

11.22 A review of designations is particularly relevant to the currently defined Local Centres, which are generally limited in scale and range of provision. There is also an apparent lack of consensus on their extent amongst stakeholders. Notwithstanding this, it is recognised that such areas provide an important service to the local community and NLP recommends that outside of the town and district centres, shopping provision is best protected, supported and enhanced (where necessary) by policy relating to Local Shopping Parades. Individual shopping parades do not need to be defined on Proposal Maps, provided that policy provides protection to any agglomeration of local facilities.

11.23 Consideration may also be given to strategies for the rejuvenation of Local Shopping Parades, which could include environmental improvements, investment in new and existing businesses and working with community organisations to champion local events. The Council should also keep under review the network of Local Shopping Parades, and any areas of the Borough where the decline in retail facilities has led to a deficiency in provision.

12.0 # Conclusions

Purpose and New Research

12.1 Burnley Borough Council commissioned Nathaniel Lichfield & Partners (NLP) to prepare a Retail, Leisure and Office Assessment for Burnley and Padiham town centres. The Study is written to inform the work of the Council on its emerging Local Plan and focuses specifically upon the two principal centres.

12.2 The Study is informed by: a telephone survey of 1,000 residents in a survey area covering Burnley Borough and extending into neighbouring Pendle, Calderdale and Ribble Valley; a survey of all commercial businesses in Burnley and Padiham town centres and Burnley Market; and a survey of nearly 300 leading 'high street' commercial operators, including both those represented and not represented in the Borough.

12.3 The extent of the Study Area adopted for this assessment is reduced from that which informs the 2005 Study, but an increased number of sub-zones allow for greater interrogation of shopping, leisure and office-use patterns amongst local residents. Allowance is also made for inflow of expenditure into Burnley and Padiham from outside of the Study Area adopted based on the shopping patterns recorded in the 2005 Study.

Shopping Patterns 2013

12.4 Burnley Borough retains over two-thirds (69.6%) of the comparison retail spending power in the Borough. The majority of expenditure is directed to Burnley town centre (55.8%), with Padiham playing a subordinate comparison retail role (1.9%). The leakage of comparison retail expenditure to destinations outside of Burnley Borough (30.4%) is split amongst a range of destinations including Manchester City Centre (6.0%), followed by Blackburn (4.7%), Nelson (3.9%) and Colne (3.9%).

12.5 The retention of convenience shopping expenditure in the Borough is healthy at 86.4%, although 62.9% of expenditure generated is directed to free-standing stores outside of defined centres. The large-format stores situated close to Burnley town centre on Centenary Way (Tesco Extra) and Active Way (Aldi, Asda and Sainsbury's) account for over half (53.9%) of all convenience retail spending in the Borough.

Retail Capacity Assessment

12.6 There is no identified capacity for additional convenience floorspace in either Burnley or Padiham town centre over the period to 2026, as overall, existing convenience retail floorspace is trading at below expected levels and can absorb the limited growth in expenditure that is predicted to occur over the Local Plan period.

12.7 Table 12.1 summarises the capacity for additional comparison retail floorspace in the Borough. Capacity beyond 2018 should be viewed with caution as there is little certainty over long term economic performance and prosperity.

Table 12.1 Comparison Capacity by Centre

Centre	Comparison Capacity (sq. m net)			
	At 2013	At 2018	At 2023	At 2026
Burnley	-	607	2,104	3,390
Padiham	-	27	91	147

Commercial Leisure Assessment

12.8 Burnley Borough has a fairly broad range of commercial leisure facilities. However, the level of provision is not as comprehensive as that in higher order centres and destinations such as Manchester and the Trafford Centre. The proximity of these centres, as well as nearby Accrington and Blackburn, which also offer a range of commercial leisure facilities, limits the catchment area and potential for additional provision within Burnley Borough.

12.9 The key commercial leisure sectors e.g. cinemas, health and fitness clubs, ten-pin bowling, family leisure, theatres and bars and restaurants are represented in Burnley Borough. The assessment undertaken by NLP suggests that existing facilities are sufficient to support the catchment population, although qualitative improvements to existing cinema provision may assist in increasing the number of cinema goers.

12.10 Burnley town centre has a lower than average proportion of Class A3/A5 uses and the Council should seek to encourage provision for new floorspace in town centre schemes, with an emphasis on broadening the offer of uses in the town centre. Additional demand for such uses may also arise from the proposed conversion of Kingsway House to student accommodation.

Office Assessment

12.11 The quantitative and qualitative assessment of existing commercial office provision indicates that the town centre office market in Burnley Borough is limited, with much of the existing stock occupied by professional services and public bodies; and in the main the Borough Council. Generally, the more modern, high quality office accommodation in the Borough is situated in out of town locations. There is a need to improve the existing town centre stock to meet modern occupier requirements.

12.12 The net requirement for additional office floorspace across Burnley Borough ranges from 5,936 sq. m to 28,310 sq. m. It is difficult to assess what proportion of this should be distributed to Burnley and Padiham town centres, but due regard should be given to the sequential approach set out in the

Framework and the requirement for such uses to be located within town centres.

Town Centre Markets

12.13 Burnley market is well-established and benefits from its location in a purpose-built indoor hall. However, it is considered that there is scope for enhancement to ensure that the market remains attractive to customers and to build upon its location at the heart of the town centre in order to generate additional linked trips. Qualitative improvements and a marketing campaign could encourage people to stay longer and visit the market more frequently.

12.14 With regard to Padiham, it is considered that there is limited scope for the reintroduction of a traditional market at this time due to financial viability and competition from nearby centres.

Advice by Centre

Burnley

12.15 Burnley is the principal and dominant retail destination in the Borough and performs a sub-regional role for shopping, services, leisure and public administration. St James Street East, The Mall and the Charter Walk Shopping Centre provide the main focus for comparison floorspace in the centre. The proportion of convenience retail floorspace in the town centre is low, with the main convenience offer in free-standing stores situated around Active Way (Aldi, Asda, Sainsbury's) and at Centenary Way (Tesco Extra).

12.16 Although Burnley is the key administrative centre of the Borough, there is a perception that existing office floorspace does not meet modern occupier requirements. It is therefore recommended that the Council focuses upon improving the current town centre office provision. Subject to market demand, it is considered that land at Westgate offers good potential to provide high-quality modern office accommodation.

12.17 The capacity for comparison retail floorspace identified in the long term to 2026 is sufficient to deliver a meaningful extension to the town centre offer, but is not on the scale of the scheme promoted by Henry Boot Developments prior to the recession. The former Co-operative Pioneer site is considered to be the most appropriate location to provide a comprehensive comparison retail and leisure development and, if this is developed-out, there is not any need for additional sites to come forward to meet the capacity identified. If the former Co-operative Pioneer site does not come forward, the site of the former William Thompson Recreation Centre also offers potential to accommodate new retail, leisure and office floorspace. All proposals for additional retail and leisure floorspace outside of the Primary Shopping Area would be subject to the Framework tests. Vacant units could also help to accommodate growth in the short term.

12.18 The town centre boundary as currently drawn is extensive and it is recommended this is reviewed to focus on the area where town centre uses exist. The Council should define in its emerging Local Plan a town centre boundary, primary shopping area, primary shopping frontages and secondary shopping frontages for Burnley town centre. This will ensure robust applications of the Framework tests for future proposals for retail development.

Padiham

12.19 Padiham performs a supporting role to Burnley in the retail hierarchy. The town has a limited comparison goods offer, which is largely comprised of independent and specialist retailers. The recently opened Tesco store on Lune Street, which is currently situated outwith the town centre boundary, provides a main food shopping destination for local residents and the surrounding rural area.

12.20 The capacity assessment identifies scope for an additional 147 sq. m of comparison retail floorspace in the centre by 2026. Opportunities for expansion of the town centre are limited due to physical constraints and a lack of available development sites. It is therefore considered that it would be most appropriate to plan for the organic growth of existing businesses and premises to meet the capacity identified. This might be through the development of a small scale individual store or an extension to an existing unit, and could be brought about most effectively by re-use of the site of the former Tesco on Sowerby Street. The scale of floorspace for which capacity is identified is appropriate to the character of the centre.

12.21 The town centre boundary for Padiham is compact and functions well in its existing form. However, it is recommended that consideration is given to incorporating the Tesco store on Lune Street in identifying a town centre boundary within the emerging Local Plan.

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