



Retail Impact Assessment

For:

Purbeck District Council

Consultants Brief

January 2010

Purbeck Retail Impact Assessment

Part One: The Requirements of the Brief

1 Introduction

- 1.1 This brief sets out the requirements for a retail impact assessment (the assessment) of the development options for additional retail development within Purbeck District (Dorset) for the period to 2026.
- 1.2 The results of the 2008 Retail Study indicated that around 80% of the local population at the market town of Wareham carry out their major convenience shopping outside of the town and actually beyond the District. This constitutes a major 'leakage' of trade from the town/district which needs to be addressed in order to reduce the need to travel by private car to centres at Poole and Dorchester.
- 1.3 The Retail Study identified a need for 2000-2500 sqm convenience floorspace by 2016 and suggested three options for additional development. These options were subjected to public consultation through the Core Strategy in late 2009. The Council's Preferred Option is a large supermarket at Wareham, but due to lack of town centre and edge of centre sites this would require the allocation of an out of centre site. Similar proposals have been resisted by the Council in the past following retail impact assessments. However there have been some material changes that require further assessment.

2 Objectives

- 2.1 The assessment will:
 - Provide clear recommendations on how to meet the need for convenience floor space across the District.
 - Recommend whether a large out of town supermarket at Wareham is the most appropriate and least harmful method of meeting district wide retail needs.
 - Form a key part of the Core Strategy evidence base and provide clear recommendations on the most appropriate retail strategy for the District.

3 Scope of the Assessment

- 3.1 The assessment will need to address each of the following requirements:
 - To critically assess the additional retail development needs for Purbeck as identified in the 2008 Joint Retail Study.
 - To critically assess the retail options set out in the Core Strategy Issues and Options (September 2009).
 - To conduct a sequential test in order to identify the most appropriate locations for future retail development in Purbeck.

- To conduct an impact assessment for the potential at development locations at both Wareham and Swanage town centres.
- To consult with local stakeholders and conduct a stakeholder workshop.
- To provide clear recommendations which will help inform the Core Strategy of the most appropriate option for future retail floor-space development for the period to 2026.

3.2 This will also include:

- Testing of retail options against four possible growth scenarios for the district:
 - 2100 dwellings (Draft Regional Spatial Strategy - RSS).
 - 2400 dwellings (RSS Proposed Changes, 2008).
 - 2800 dwellings (RSS Proposed Changes, 2008 and addition for SSCT).
 - 5150 dwellings (RSS Proposed Changes, including the above 2400 figure along with 2750 within an area of search at Lytchett Minster).
- A critique of the 2008 Retail Study in order to:
 - Reflect the transfer of the former Somerfield stores to J. Sainsbury plc at Wareham and Budgens Ltd at Swanage.
 - Assess future needs in light of the recent economic downturn.
 - Reflect the implications of PPS4
- Consideration of the likely impacts of not meeting future needs
- Assessment of the impact on Wareham town centre of the possible relocation of an existing town centre supermarket to an out of centre site
- Assessment of the impact of a fuel filling station accompanying any retail development upon the existing business interests of the neighbouring key service villages, specifically at Sandford, Stoborough and Wool.
- Consideration of responses to the Core Strategy Issues and Options consultation held between September and November 2009.
- Provide a steer on the range of floor space uses that would be suitable within any proposals for an out of centre supermarket at Wareham

Part Two: Background

4. Purbeck District

4.1 Purbeck is a rural district in Dorset which supports a population of 45,199 (2008 mid-year estimate). In the north-eastern area of the District, Upton is a significant population centre that forms part of the South East Dorset conurbation. Elsewhere, the market town of Wareham, the coastal town of Swanage and the larger villages form the main service centres and provide a range of facilities, shops and services at a scale appropriate to the needs and size of their catchment areas. These predominantly provide a focus for economic development and rural-based industries, including markets for locally-produced food and other products, and for tourism.

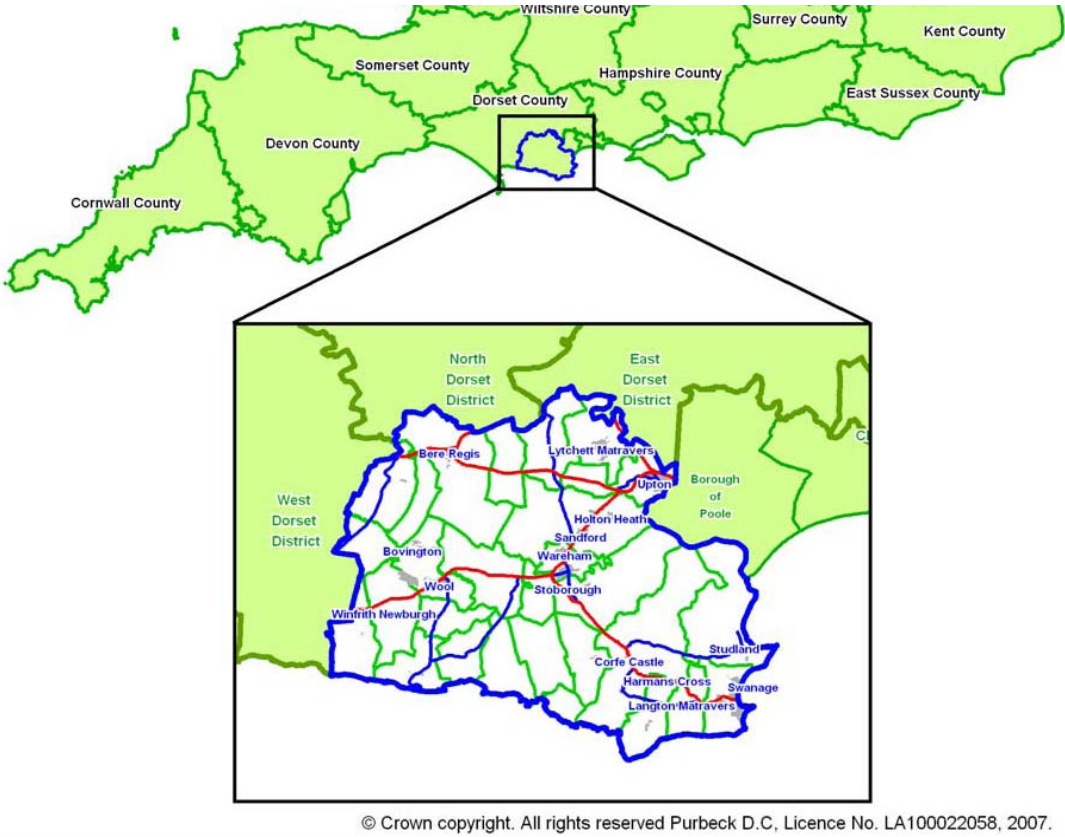


Figure 1: The geographic context of Purbeck

- 4.2 Swanage and Wareham town centres accommodate a mix of uses, including shops, services, leisure, offices, community facilities and housing. Whilst the exact numbers of those employed in these centres, and their contribution towards the local economy is not known, they provide a sustainable location for employment as their co-location with centres of population effectively reduces the need to travel, and such centres are generally well-served by public transport.
- 4.3 Tourism plays a key role in Purbeck’s local economy, with the towns of Swanage and Wareham heavily frequented by tourists during the summer

months. This temporary increase in the population of the District, which although temporary, does serve to create an additional seasonal demand for goods and services within each of the above town centres.

5 Policy Requirements

A: National Policy

- 5.1 A new *Planning Policy Statement 4: Planning for Prosperous Communities* (PPS4) has recently been issued. This merges previous policy in order to consolidate the national policy steer on economic and town centre development. The key aspects of this change are that the 'needs test' has been removed, while the sequential test and impact test are retained. Factors such as impact upon town centre investment, along with factors such as scope for regeneration and job creation all need to be fully taken into account.

B: Regional Planning Guidance 10 (RPG10): South West

- 5.2 Regional Planning Guidance 10 fulfils the role of statutory regional guidance until the draft Regional Spatial Strategy is adopted. Policy SS3: The sub-regional strategy states that the south-eastern sub-region should continue to exploit the economic growth potential of the area and encourage appropriate housing, employment, retail and social facilities in sustainable locations to reduce social exclusion and rural need¹.
- 5.3 In planning for town centres and retailing, RPG10 has identified the need for local authorities in their development plans and other agencies in their plans, policies and programmes to encourage town centre developments of an appropriate scale in the market towns and larger settlements elsewhere in the region in keeping with their size and function and ensure that such development is located where it will contribute to the regeneration and environmental improvement of town centres, and can help to reduce the need to travel and encourage journeys by modes other than the private car².

C: South West Regional Spatial Strategy (Secretary of State's Proposed Changes) (2008)

- 5.4 The emerging Regional Spatial Strategy for the South West was the subject of an Examination in Public (EiP) in spring 2007 and subsequently to Proposed Changes by the Secretary of State (2008). Once adopted, the RSS will form part of the development plan for Purbeck. The emerging RSS supports a plan-led approach to managing town centres, stating that actions should be taken to maintain healthy town centres founded on the evidence base, studies and measures, should be included in LDDs. The case for major new development will need to be supported by appropriate impact assessments for broad retail, leisure or cultural uses in other centres within the broad catchment area of the proposals³.

¹ Policy SS3: The Sub-regional Strategy

² Policy EC6: Town Centres and Retailing

³ Para 8.4.11, RSS Proposed Changes 2008

5.5 Provision for retail, office, leisure and other town centre uses will need to be provided in-line with the needs generated by economic and population growth. The challenge will be to provide this in sustainable locations, based on the 'town centre first' sequential approach. Policies and proposals developed by local authorities, developers and other agencies for development in town centres should follow guidance given in PPS4. They should seek to redress existing imbalances in the provision of facilities and services, to improve a centre's 'offer' relative to its role and function and help to bring forward more sustainable patterns of use. Proposals for facilities at out-of-town centre locations should not be detrimental to the regeneration, vitality and viability of the centre⁴.

5.6.1 The emerging RSS also envisages that in order to meet the needs of local communities within the region, local authorities and other agencies will work together to ensure that the vitality and viability of the region's existing network of towns and city centres is maintained and enhanced. In doing so, it will be important to ensure that such centres are not adversely affected by inappropriate development elsewhere and that provision is made for a mix of uses within town centres, including retail, cultural facilities, offices, other employment and housing. The scale of new investment in retail and other facilities within town centres should take full account of changing patterns of behaviour and future levels of population growth⁵.

D: Bournemouth, Dorset and Poole Structure Plan (2001)

5.7 The principle of sustainable development requires, inter alia, that the most efficient use is made of non-renewable resources and that pollution should be reduced. As far as retailing is concerned, this will mean giving increased significance to town centres. These are normally the foci of public transport, and therefore offer the opportunity of reducing the use of the private car for shopping trips. They also embrace considerable investment in buildings and infrastructure, which should not be wasted or duplicated through the development of out-of-town retailing facilities⁶.

5.8 In support of this statement, the Structure Plan states that in rural areas it is important that shopping facilities, appropriate to local needs, should be improved. This approach aims to encourage villages to become more self-contained⁷.

E: Purbeck District Council Local Plan (Final Edition) (2004)

5.9 The Local Plan acknowledges that the local town centres of Wareham and Swanage have both been affected by increased personal mobility in the area

⁴ Para 8.4.12, RSS Proposed Changes 2008

⁵ Policy TC1 City and Town Centres, Draft Revised RSS for the SW, incorporating the Proposed Changes of the Secretary of State (July 2008).

⁶ Para 7.5, BDP Structure Plan 2000

⁷ Para 7.10, BDP Structure Plan 2000

and competition from the nearby conurbation of Poole and Bournemouth. Neither Wareham nor Swanage is large enough to compete directly with the adjoining conurbation, which has a full selection of national multiple shops and a wide variety of cultural and entertainment facilities in its centres, as well as major out-of-centre food stores, furniture and hardware stores, and entertainment. Widespread car ownership in Purbeck has made trips to the conurbation or its out-of-centre food stores an increasingly easy alternative to shopping in Wareham or Swanage⁸.

- 5.10 The Local Plan seeks to encourage the concentration of a variety of shopping and other service uses within the centres, acknowledging that this is a major component of maintaining their vitality and viability. The lively streets of a successful town centre are the result of the concentration of buildings and uses open to the public. Shopping is the main use at ground floor level in such centres, but non-retail uses such as banks, estate agents and restaurants can add to the vitality of the centre by providing a mix of services that can be conveniently combined with shopping. The existence of buildings open later in the evening, such as pubs and restaurants, can also add to the centre's vitality by encouraging people in to the centre after shops have closed⁹.
- 5.11 Local Plan Policy MN9: Development in Town Centres identifies the town centre boundaries of both Swanage and Wareham on the accompanying Proposals Maps.

F. Core Strategy (2009):

- 5.12 The Core Strategy was commenced in 2005 and reached Preferred Options in 2006. However, the RSS Proposed Changes substantially increased housing requirements, requiring further evidence collecting and a return to Issues and Options consultations and causing significant delay.
- 5.13 The Core Strategy evidence base is underpinned by the 2008 Retail Study, undertaken by NLP on a joint basis with three other Dorset local authorities. The Study recommended the Retail Hierarchy as set out in Table 1:

Table 1: Retail centre hierarchy within Purbeck

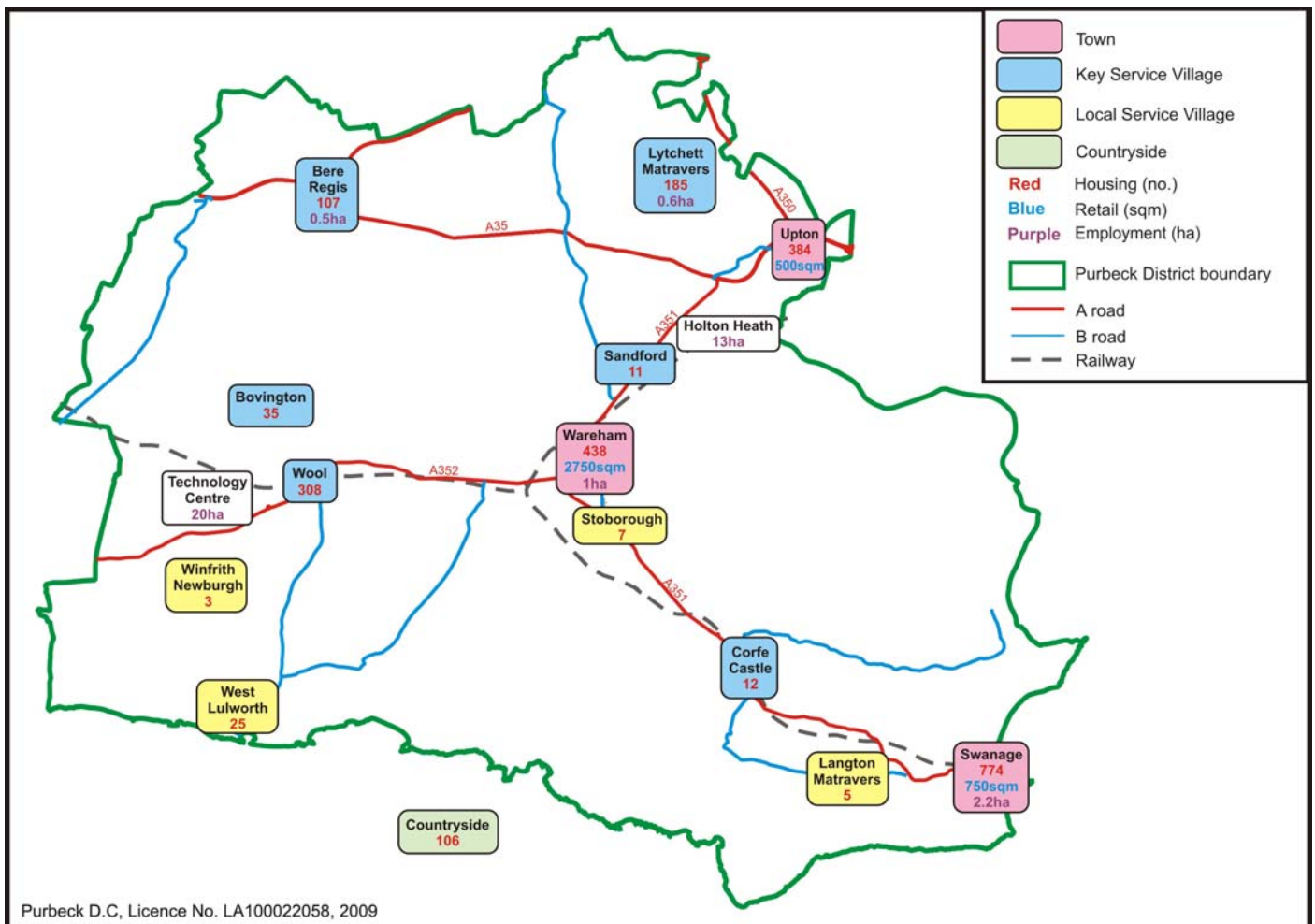
Location	Centre Type		
	Town	District	Local
Corfe Castle			✓
Swanage	✓		
Upton		✓	
Wareham	✓		
Wool			✓

⁸ Para 5.5.11, Local Plan Final Edition 2004

⁹ Para 5.5.18, Local Plan Final Edition 2004

- 5.14 It also recommended provision of 2500 sqm convenience floorspace and 1000 sqm comparison floorspace by 2016.
- 5.15 The Core Strategy Issues and Options 2009 was published for public consultation in September 2009. It identified three options for retail development which were based upon the recommendations of the 2008 Retail Study. These were:
- **The Preferred Retail Option - large supermarket at Wareham.**
This would locate 2000 square metres of additional convenience floor space at Wareham to provide a large quality supermarket capable of attracting customers who would otherwise choose to shop outside of the District. Two potential out of centre sites were highlighted in the public consultation – (a) adjacent to the railway station at St John’s Road Industrial Estate and (b) at Worgret Road.
 - **Alternative Retail Option A – Large supermarket in Swanage**
The location of 2000 square meters of additional floor space at Swanage. This option was considered less likely to address the issue of leakage from Wareham and elsewhere in the District to Poole and Dorchester. Finding a town centre site in Swanage would also be difficult and would require the re-allocation of existing uses. The site with the greatest potential was considered to be the around the current Co-op site.
 - **Alternative Retail Option B – Medium sized supermarkets in Wareham and Swanage**
This option would be to locate one store of 1000 in each town. However, this approach would provide a similar offer to the existing supermarkets in each town and would be less likely to offer a benefit in terms of quality provision. It is also unclear whether another medium sized store in Wareham would be attractive enough to reduce the overall leakage identified.
- 5.16 Map 1 illustrates the relative distribution of development across the district as set out in the Preferred Option. The Preferred Option is a large supermarket at Wareham (2000sqm) to meet district wide needs. The totals include both convenience and comparison retailing (total 4000sqm).

Map 1: The distribution of the housing requirement by settlement, as set out in the preferred development option

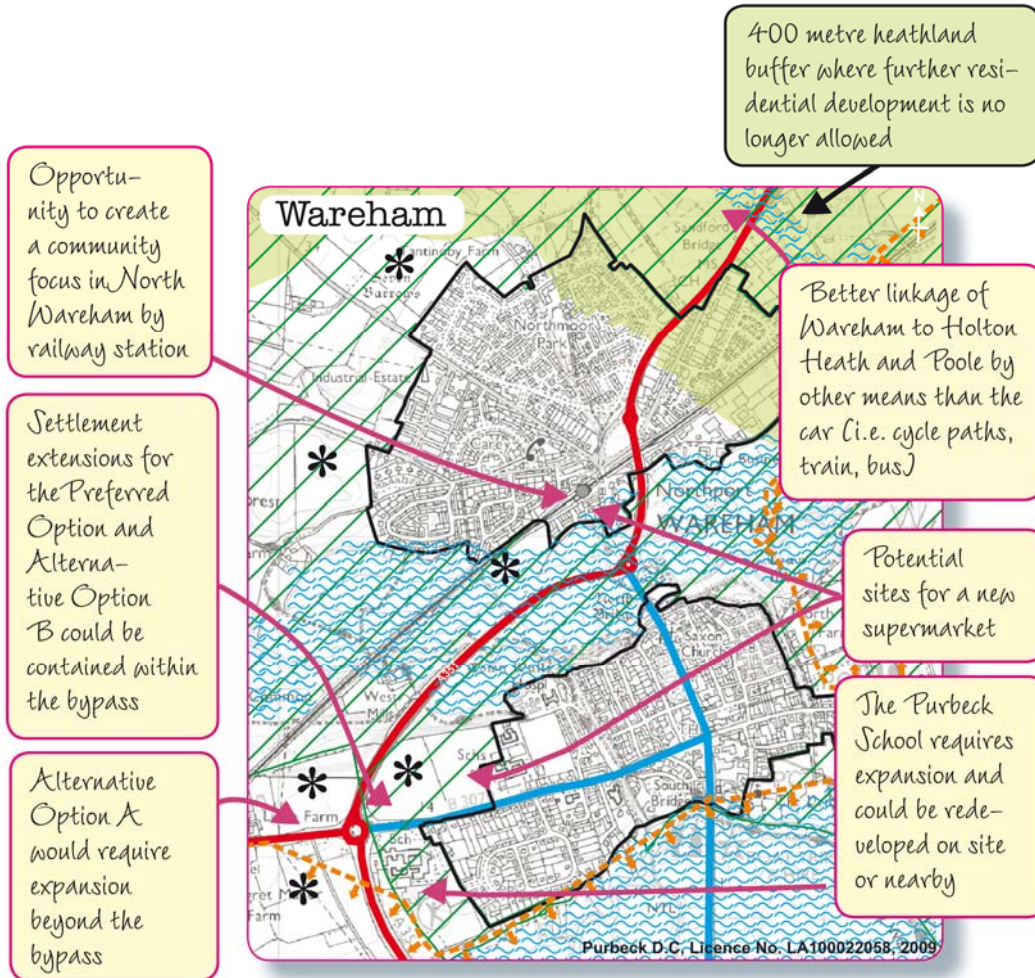


5.17.1 There have been previous proposals for a large supermarket on the western edge of Wareham and in response the Council commissioned two retail impact assessments. Both studies were undertaken by Drivers Jonas (2000 and 2005) and concluded that there would be a detrimental impact upon Wareham town centre. There have been some changes since these studies:

- Somerfield replaced by Sainsbury's
- Retail Study 2008
- PPS4

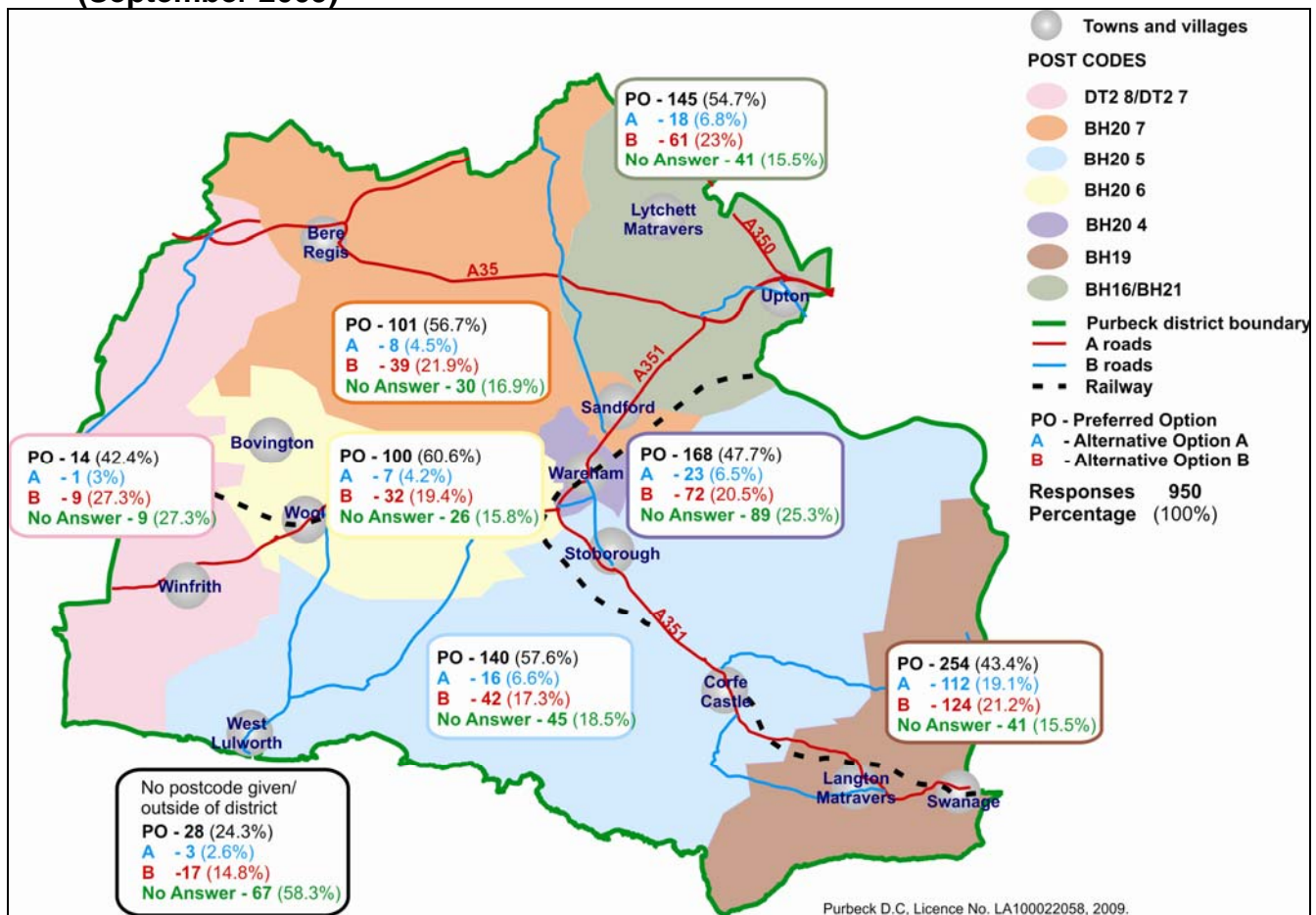
5.18 A further retail impact assessment is needed to test the Council's preferred supermarket option and recommend what should be included in the submission draft. A sequential test will be necessary to identify sites. Five sites were looked at in the 2008 Retail Study and an additional site(s) at Worgret Road (west of Wareham) need consideration. Two sites were highlighted in the recent Core Strategy consultation and shown diagrammatically. These are adjacent to the railway station and west of Wareham but within the bypass (Worgret Road) as shown on Map 2.

Map 2: Plan showing recent Core Strategy proposals for public consultation



- 5.19 If this assessment also concludes that an out of centre site would have a detrimental effect and should not be considered, it must also make recommendations on how need is met through the identification of alternative options and their potential impacts.
- 5.20 The results of the public consultation are mixed. The preferred housing option as shown on Map 1 was supported by 63% of responses, which provides the Council with clear direction. Whereas, the preferred option for a large supermarket at Wareham was supported by 50% of respondents, highlighting a difference of opinion that is split down the middle. These results are shown on Map 3.

Map 3: Results of Core Strategy Consultation on the Location of a Supermarket (September 2009)



5.21 The next stage is to confirm the preferred development option through this proposed retail impact assessment. The results will be fed into work on strategic settlement extensions at Wareham and Swanage with consultation on this aspect scheduled for June/July 2010. The pre-submission consultation is expected in November 2010 with submission to the Secretary of State in Spring 2011, examination Summer 2011 and adoption by 2012.

6 Available Information

Wareham Retail Capacity Study (Drivers Jonas) 2001

Town Centre Health Checks (Purbeck District Council) 2004

Updated Wareham Retail Capacity Study (Drivers Jonas) 2005

Purbeck Retail Health Checks (Purbeck District Council) 2007, 2008 and 2009

Joint Retail Study: Purbeck (Nathaniel Lichfield and Partners, London) 2008

Draft Core Strategy (Purbeck District Council), September 2009

Part Three: Requirements for Submission of Quotes

- 7.1 Proposals for this assessment should provide a clear and fully justified method statement to assist the Council in assessing the proposal. Consultants are welcome to discuss their proposed methodology informally with the Council before submitting their proposal.
- 7.2 The Consultants report detailing the findings of the assessment must provide a clear and distinct assessment for the local authority area in order to meet the scope of the study set out in Part One of this brief.

The Timetable

- 7.3 The timeframe detailed below will form the basis for completion of the contract:
- 27th January 2010: Invitation to tender for contract
 - 17th February 2010 (4pm) : Deadline for submission of tender
 - 19th February 2010: Invitation for interview
 - 24th February 2010: Interviews
 - 26th February: Appointment of consultants
 - Week beginning 8th March 2010: Inception Meeting and Workshop with stakeholders*
 - 9th April 2010: Submission of first draft report
 - Week beginning 12th April 2010: Meeting of Consultant/PDC/local stakeholders to discuss draft report
 - 23rd April 2010: PDC to submit comments to consultant on first draft
 - 7th May: Submission of final report to PDC

*The workshop is considered to be essential in enabling the various stakeholders to engage in the process and to pass on their local knowledge and experience. The stakeholders could include: Wareham Town Council, Wareham Town Trust, Wareham Chamber of Trade, Swanage Town Council, Swanage Chamber of Trade and Wareham St Martins Parish Council. Purbeck District Council will make the arrangements for this workshop and the consultant will be expected to attend and discuss the issues. There is potential to combine this event with the inception meeting in order to save time and costs (this will be confirmed with the consultant).

The Draft Report

- 7.4 The consultants shall submit two printed copies and 1 electronic copy of the draft report to the District Council for comment by 9th April 2010.

The Final Output

- 7.5 The final report should be submitted by 7th May 2010. This report must address the requirements of this brief, and explicitly include a clearly justified assessment of the implications of the findings for LDF policy development. An Executive Summary Report will also be required.
- 7.6 Four bound copies of the final Report and Executive Summary Report will be submitted to the District Council in addition to an unbound copy of each suitable for photocopying.
- 7.7 An electronic copy of the Report (incorporating any supporting maps and pictures etc.) and Executive Summary Report will be submitted in a format suitable for hosting on the authority's website. All background information and survey data will be submitted in electronic form and in a format that is compatible with Microsoft applications, or paper format when this is not available. Any maps and geographic datasets should be compatible with MapInfo and ESRI software. The following formats can be translated or loaded directly to MapInfo / ESRI:
- AutoCad .dwg/.dxf
 - ESRI ArcInfo export .e00
 - ESRI shape .shp
 - MapInfo .mid/.mif
 - MapInfo .tab

8 Project Management

- 8.1 The Council's Lead Officer, who will be the main point of contact for the project, will be Keith Childs, Senior Planning Policy Officer (tel. 01929 557385 or email: keithchilds@purbeck-dc.gov.uk).
- 8.2 The contract will be paid in full upon completion of the contract. Staged payments could be made during the contract, provided that the terms of these are agreed in writing between both parties prior to the initiation of the contract.
- 8.3 Consultants should include in their proposal a project plan which shows how the proposed method will meet the project objectives within the required timescale.
- 8.4 A number of meetings will be required between the consultant and Council officers. These will be confirmed as the project progresses, but will include the following:

- An inception briefing to discuss and clarify the intended method to be used in the study;
- A meeting to present and discuss the draft findings, within a week of the supply of the preliminary report to the Council'.

8.5 The appointed Consultant may be required to attend future Planning Inquiries in order to defend and substantiate the findings and recommendations of the report, in particular at the examination of the Core Strategy and subsequent LDDs. The costs of any such representation shall be subject to separate negotiations, as and when the need arises over the next five years following the completion of the contract, however the Consultant should provide an indication of typical daily rates.

9 Proposals to Undertake this Study

9.1 Consultants will be expected to complete the quotation form in Appendix A and submit to Purbeck District Council with details of the following:

- the methodology to be used for the study.
- a project plan for the completion of the study (**this must provide a breakdown of the individual components and their associated costs**).
- a team structure identifying names of key members assigned to the project and their proposed input, an outline of how their skills and experience make them competent to undertake this study.
- a list of all information the Council will need to provide and any formats in which the information will need to be supplied.
- a fixed price (**excluding VAT and supplied on the form attached as Appendix A to this specification**).
- a statement of any proposed additional work not stated in this specification, providing a clear justification of why this work needs to be undertaken. Any additional work should be costed separately.
- two references relating to similar work undertaken (**Appendix A**).
- a copy of Public Liability and Professional Indemnity Insurance certificates.
- confirmation of relevant CRB checks.
- Proposals for the presentation of the final report(s).

9.2 No quote will be considered unless it covers all of the points listed in paragraph 9.1 and a completed quotation form.

9.3 Quotes should be submitted to ldf@purbeck-dc.gov.uk by **4pm** on **17th February 2010** or alternatively by post to the address overleaf. Quotes not received by this time and date will not be considered.

10 Procedure

10.1 Quotes to carry out the study must be signed by the Consultants and submitted with the following:

- An analysis of resources to be allocated to the study
- An illustration of the way in which the Consultant proposes to carry out the Study, including the management, supervisory and administrative structure.

10.2 All quotes must be delivered in the manner described to:

Head of Planning Services
Purbeck District Council
Westport House
Worgret Road
Wareham
Dorset
BH20 4PP

10.3 Consultants are advised to visit the area to ascertain all relevant conditions and means of access thoroughly to acquaint themselves with the extent and nature of the proposed study and will be deemed to have done so before submitting a quotation.

10.4 Consultants should treat details of their quotation and any subsequent Contract as private and confidential.

10.5 The Council may publish the amounts of all quotations and the name of the successful Consultant.

10.6 A full set of conditions of engagement are set out in Appendix 2.

11 Appointment Process

11.1 The Clients are Purbeck District Council (The Council).

11.2 Consultants will be appointed based on the submitted proposal. The Council is not bound to accept the lowest or any quotation that is received. In the event that the Council decides not to accept a quote, or not to proceed with the study, the Council will not be liable in any way to consultants for any losses or expenses incurred as a result of their preparing or submitting a quote. Consultants should also be ready to provide further information or clarify any issues in writing or by telephone at the request of the Council.

11.3 Short-listed Consultants will be invited to attend an interview (indicative scoring criteria set out in Appendix C) on the **24th February 2010**. At the interview, Consultants will be required to give a presentation lasting

approximately 20 minutes, with a further 30 minutes for questions. The presentation should include:

- The proposed methodology and components of the study.
- The key issues to address.
- An outline of the experience in this type of work of those within the Consultants who would be involved and their proposed input into the study.
- Proposals for the presentation of the final report.

11.4 The successful Consultant will be notified on Friday **26th February 2010**, allowing for the inception meeting and stakeholder workshop to be held during the week beginning **8th March 2010**.

12 Other Matters

12.1 Subject to being appropriately qualified, the consultant will be selected irrespective of their age (subject to a minimum of 18 years), disability, ethnic origin, sex or sexual orientation, religion or belief.

13 Contract

13.1 This specification and your proposal will form the body of the final contract. Appendix B outlines the Conditions of Engagement.

14 Contact

14.1 Should you wish to discuss this specification and/or your proposed methodology, please contact: Keith Childs on 01929 557385 or email keithchilds@purbeckdistrict-dc.gov.uk