



## **Addendum to Agenda Items Tuesday 11<sup>th</sup> January 2011**

### **Northampton Borough Council Applications**

#### **ITEM 9A**

**N/2010/0997**

Removal of earth bund at Delapre Park, London Road, Northampton - Resubmission of Planning Permission N/2006/1139.

Revision to Condition 3, which should read:

No development shall take place until a detailed design and method statement has been submitted and agreed in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of securing a satisfactory standard of development in accordance with PPS1 – Delivering Sustainable Development

### **Items for Determination**

#### **ITEM 10A**

**N/2005/1141**

Bridleway Diversion Order

Bridleway LB6, Upton Mill, Upton Lane, Northampton.

#### **ITEM 10B**

**N/2010/0946**

First floor side and single storey rear extensions at 230 Boughton Green Road, Northampton. (as amended by revised plans received on 23rd November 2010).

#### **ITEM 10C**

**N/2010/0971**

Conversion and extension of existing garage and store to create new 3 bedroom terraced dwelling at Land adjacent to 65 Oliver Street, Northampton.



**ITEM 10D**  
**N/2010/1013**

Two storey rear/side extension and division of property into 4no apartments at 2 Thornton Road, Northampton - Revision of N/2010/0718.

Additional letter from **2 Branksome** Avenue objects on grounds of increased noise arising from the increased use of the property (i.e. 4 bedrooms could result in 8 occupants), proximity of the proposed waste /recycling storage close to the boundary with no 4, and inadequate on-site parking.

**Applications for Consultation**

**ITEM 12A**  
**N/2009/0843**

Erection of an extension to the existing Sainsbury's food store, including reconfiguration of car park (including car park deck), reconfigured vehicular access, new pedestrian ramp access, new goods on line loading area as associated works at Sainsburys Superstore, 20 Gambrel Road, Northampton.

1. Indigo (consultants) on behalf of Sainsbury's submitted trade diversion figures in December 2010 that include comparison goods turnover dropping between schemes from £9m to £5m and the diversion in comparison trade reducing to 0.3% from around 1%. Convenience trade diversion increases from 3.9% to 5% from Far Cotton centre.

- NBC's retail planning consultant has advised that the trade diversion impact does not any longer amount to a reason to object. WNDC are still asked to be satisfied that they are sure that no harm in retail impact terms occurs.

2. Developer update – Indigo on behalf of Sainsbury's have submitted comments on the committee report *and these are appended*. Their points include:

A building engineer report is shortly expected demonstrating the carbon impact implications of having an oversized store.

Noting that the trade diversion analysis is now submitted (see 1. above)

Noting that they have already submitted information on bulk and scale.

Confirming that 25% comparison goods are already agreed as a condition with WNDC.

Reiteration that Sainsbury's are committed to the town centre subject to the control and Legal and General possess as operator of the Grosvenor Centre.

Indigo make detailed comments on the committee report, including comments on site description and the appraisal (please refer to the appendix)

3. Members should be reminded that NBC are presently considering a circa 700 square metre extension to Netto, in and on the edge of Far Cotton centre, and WNDK applications for a circa 2,700 square metre extension to Tesco Mereway, a circa 5,000 square metre new store in the former sorting office of Barrack Road and a variation of condition at Nene Valley Retail Park that would allow potentially a 5,000 square metre superstore or considerably larger.

4. No public objections have been received by NBC regarding the revised smaller extensions to the Sainsbury's store.

5. The agents for Tesco Mereway (Robesons) have suggested considering their proposals alongside Sainsbury's in a cumulative manner. The Tesco scheme is presently being revised since its submission in September 2010 and is a considerable time behind the Sainsbury's proposal. There are no near-term commitments that should be considered consecutively and cumulatively with Sainsbury's.

6. The proposed store extension projects approximately 27 metres to the front and 35 metres to the side.

7. Para 7.40 – CORRECTION Line 7 – 'Nene Valley' should read 'Sixfields'



Mr R Boyt  
Northampton Borough Council  
Cliftonville House  
Bedford Road  
Northampton  
NN4 7NR

Northampton Borough Council Planning	
Date	07 JAN 2011
File Number	232811

indigo

6 January 2011

By email only  
rboyt@northampton.gov.uk  
Our ref. RF/KN/482211

Dear Mr Boyt

**TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED)**  
**APPLICATION ON BEHALF OF SAINSBURY'S SUPERMARKETS LTD**  
**(NBC REF: N/2009/0843)**  
**SAINSBURY'S STORE, WEEDON ROAD, NORTHAMPTON**

We refer to our telephone conversation regarding the report prepared in respect of the above application for next Tuesday's (11 January) planning committee meeting, and as agreed have set out below some points of clarification which we understand will be presented to Members in advance of the meeting.

As a general point, we are disappointed that the recommendation could not be presented in a slightly more positive light, but recognise the reasons behind the 'holding objection' and cautiously welcome the overall conclusions contained within the report, subject to the matters raised below.

We deal first with the specific points raised within the recommendation itself, before considering further more general matters in chronological order as they are raised through the report.

#### The Recommendation

It is recommended that the Council raises a holding objection unless and until:

*"WNDC are fully satisfied that such an over-sized structure is not unsustainable, that adverse trade diversion from other centres does not occur resulting in a significantly adverse impact on town centre vitality and viability and town centre investment and that the overall bulk of the design and car decking is acceptable in this location."*

Taking these points in turn:

- We have explained previously why the double height (e.g. 'over-sized') structure is necessary to accommodate the extension which largely renders the question regarding its relative sustainability (compared to a single storey extension) superfluous. Nevertheless, Sainsbury's energy consultants have prepared an updated assessment of the energy efficiency of the store

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extension which will be submitted to WNDP under separate cover. This assessment demonstrates that when new efficiency measures are taken into account the increase in energy consumption between the existing store and the proposed store extension is less than 2%. Even if it was practical and feasible to promote a single storey extension, it is evident that any energy savings to arise would be marginal (i.e. somewhere between 0-2%).

Any (immaterial) benefit which could be gained from a single storey extension would be off-set by the unsustainable need to redevelop the structure should a future extension be permitted at the store; i.e. the difference in energy consumption between a double height and single height extension is relatively marginal and the benefits of 'future proofing' the store to accommodate future expansion outweigh any benefits to be gained from promoting an alternative single storey building (even if this was a realistic alternative).

- We have provided updated trade diversion calculations (7 December 2010) equating with the smaller store extension now under consideration. These clearly demonstrate that there will be no significant adverse impact on town centre vitality and viability, and town centre investment.
- We have previously provided additional justification for the scale and massing of the proposed development in our correspondence to Matthew Berry (WNDP dated 28 September 2010 – extract attached for ease of reference). These same considerations continue to apply; e.g. extending into the car park necessitates the car park deck which, in turn, requires a double height atrium to transfer customers to the shop floor.

It is key to note that the immediate surrounding environment at Sixfields is characterised by large scale commercial buildings, many of which are far larger than the proposed extension to the store, and that the increases in height of the building are relatively modest (see para 2.6 of the report).

The recommendation also seeks to ensure that no more than 25% of the net sales area of the extended store is used for the sale of comparison goods. We have already agreed the basic wording of a condition with WNDP which would provide adequate control on this matter.

Finally, Sainsbury's have consistently stated their commitment to maintain a presence in the town centre (currently within the Grosvenor Centre) and are negotiating an appropriate obligation with WNDP as part of the S106 Agreement to secure such occupation for a reasonable period (subject to the intentions of their landlords, Legal & General).

#### **The Proposal**

- Paragraph 2.7 – Refers to "...a small sales area for comparison goods and concession space" remaining at mezzanine level. This is not the case. There is a single concession proposed at first floor level (within the atrium area adjoining the car park deck), and it is currently proposed that this be



occupied by an 'Explore Learning' (maths and English tuition centres) centre.

- Paragraph 2.9 – For clarification, it is not proposed to refurbish the petrol filling station as part of the current planning application. The proposals for refurbishment will be progressed via a separate, detailed planning application.

#### Site Description

- Paragraph 3.3 – Refers to the Sainsbury's store at Sixfields as being a 'slightly dated' store. We would argue that it is in fact an extremely dated, being a 'first generation' out of centre foodstore constructed in the 1980s with no material expansion or improvement since this time. This is a key driving factor for the application, and officers are aware that Sainsbury's have been actively seeking to extend the store in some form since the late 1990s.

#### Appraisal

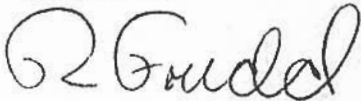
- Paragraph 7.6 – States that "*...expansion of retail floorspace which would impact on the town centre... would be contrary to national and local policy*". This should refer to retail floorspace which would have a 'significant adverse impact' on the town centre; it has been demonstrated that the extension will not have such an impact.
- Paragraph 7.11 – Refers to the fact that "*...car parking can be difficult*". We would argue that car parking provision at the store is adequate (this has been confirmed by the local highways authority), but that the issues experienced in terms of car parking accessibility are largely related to the existing vehicular access arrangements which are to be improved as part of the proposals.
- Paragraph 7.18 – We do not agree that "*...Sainsbury's could build a successful additional store... in the town instead of extending at Sixfields*". This would not be commercially realistic or viable, and would not address the compelling need to extend the store.
- Paragraph 7.19 – There are outstanding representations to the emerging Core Strategy promoting the benefits of Sixfields as forming part of the shopping centre hierarchy of Northampton, and it is therefore premature to conclude that such a centre is not justified as part of any emerging planning policy.
- Paragraph 7.29 – Refers to the relationship between the Sainsbury's store at Sixfields and that within the Grosvenor Centre, stating that "*...opening new floorspace out of centre at Sixfields may provide a more commercially viable option for trading in the wider town for Sainsbury's that leads to them pulling out of the town centre to minimise trade diversion from Sixfields*". We have previously explained, and the independent household survey commissioned

by the Council confirms this to be the case, that the two stores cater for almost entirely different markets and forms of trade. The Grosvenor Centre store does not exert any trading influence over Sixfields that would lead to commercial pressure to close their town centre store. The store's trade in a complimentary manner and will continue to do so.

- Paragraph 7.39, 7.41 and 8.7 – As outlined above, we have submitted a detailed assessment of trade diversion from other centres based on the reduced floorspace now proposed, demonstrating that impact on the town centre is negligible.
- Paragraph 7.45 – Although it is acknowledged that this store does not immediately adjoin residential areas, it has been accepted by the local highways authority that it is easily accessible by various means of transport to a significant (and expanding) local residential population. In terms of the improvements to pedestrian access, these are as extensive as could be reasonably expected given established pedestrian desire lines to the store; this is a store extension, rather than a new store proposal.
- Paragraph 7.48 – We wish to clarify that there is no presumption that planning permission would be granted for future expansion (at first floor level) of the store; this would be the subject of a separate planning application. We have already explained above, through reference to the correspondence of September last year, that there is little realistic alternative but to promote a double height structure as part of the extension, and that this in turn delivers genuine sustainability benefits should future expansion of the store be permitted.
- Paragraph 7.51 – The statement that jobs would be created via retail floorspace expansion in Northampton in any event is misleading. Sainsbury's are seeking to invest in their Sixfields store now, creating new jobs in the immediate future when they are most acutely needed. It has been demonstrated, and accepted within the report, that the proposals will not have a material detrimental effect on retail investment in the town centre and therefore these new immediate jobs created by Sainsbury's will be additional to the others envisaged by officers – the effect is therefore a positive one.

We trust that the above is self explanatory and look forward receiving confirmation that these matters will be reported to Members in advance of the meeting. In the meantime, should you have any queries on the matters raised then please do not hesitate to contact me.

Yours sincerely



Richard Frudd

indigo

Enc: As noted  
cc: Mr M Berry – WNDC  
Mr C Wakelin – Sainsbury's Supermarkets Ltd  
Mr M Nicholson – Sainsbury's Supermarkets Ltd  
Mr D Lazenby – Sainsbury's Supermarkets Ltd  
Mr J Leach – Riley Consulting  
Mr B Keys – Robert Keys  
Mr J Partridge - HCD  
Mr S Checketts – Mayer Brown



### **Scale and Massing**

The floorplate of the extended store cannot be reduced. The only means of doing so, whilst delivering the proposed uplift in floorspace (necessary to deliver the qualitative improvements required at the store), would be to introduce new mezzanine floorspace above the existing shop floor.

To introduce a new mezzanine within the existing store, in conjunction with any store extension works, would require extensive modifications to the structure of the existing building as it does not have sufficient roof height. This would be extremely disruptive and likely to require a cessation of trade within the store for a prolonged period of time. This is not acceptable to Sainsbury's linked to both the direct loss of trade and income (undermining the viability of the extension), and also the longer term consequences of lost customers who had first become disillusioned with a qualitatively inferior store, and secondly a closed store, and consequently defect to an alternative supermarket operator.

Furthermore, a mezzanine without sufficient critical mass to accommodate related ranges of goods, associated circulation space and customer amenities would not meet the need which has been identified at the store; i.e. to provide significant improvements to the qualitative shopping experience and offer.

Within this context, larger scale mezzanines only become viable where there is a certain critical mass of ground floor sales area on which to base the stores'

trade; we have consistently made the point that new floorspace at mezzanine level would turnover at a much reduced density to that at ground floor. This was clearly the case with the original proposal, but would not make commercial sense for Sainsbury's were the ground floor area to be significantly reduced.

This being the case, there is a consequent need to maintain the car park deck; this has already been reduced in scale as part of the revised proposals, as outlined above.

In conjunction with the car park deck there is a requirement for a double height atrium along the entire frontage of the extended store to ensure that customers can enter and exit the store in comfort from both car park levels. The proposals seek to retain this double height structure across the entirety of the extended floorspace.

The implications of this are not as great as may be envisaged. A new single storey extension built to modern standards would have a height falling somewhere in between that now proposed and the existing store in any event. A partial reduction in height of the extension (excluding the atrium) would not result in any material reduction in the overall scale and massing of the building.

Irrespective of the theoretical scope to revise the scheme in this manner, it is our view that this is not necessary. The scheme reflects its large scale commercial surrounds, and the site is subject to extensive landscape screening to the main highway frontages. The increased use of glazing to the extension further reduces the perceived scale and mass of the building.

The partial reduction in height of the extension would also affect the quality of the shopper environment in the store. The aim has always been to create a high quality, naturally well-lit, open shopping environment. To reduce the height of the building would not only reduce the effectiveness of the roof lights adopted for the extension on the shop floor, but would more fundamentally create an oppressive, enclosed environment for customers at the mezzanine level café; the aspiration is always to try and deliver well lit, open views across the shop floor as part of the drive to enhance the shopper experience.



## LIST OF APPEALS AND DETERMINATIONS

Application	Del/PC	Description	Decision
<b>N/2010/0761</b> APP/V2825/A/10/2140544/NWF	DEL	Retention of hot food catering van in car park of the public house at The Romany Public House, Kingsley Road, Northampton.	<b>AWAITED</b>
<b>N/2010/0794</b> APP/V2825/A/10/2141378/NWF	DEL	Single and two storey side and rear extensions to form an off-licence (use class A1) on ground floor and bedrooms on first floor (use class C3) (resubmission of planning application N/2010/0393) at 25 Pleydell Road, Northampton.	<b>AWAITED</b>
<b>N/2010/0597</b> APP/V2825/H/10/2138945	DEL	3 x illuminated fascia signs at Plot 2 Zone A, Pineham Barns Area, Northampton.	<b>AWAITED</b>
<b>N/2010/0647</b> APP/V2825/D/10/2141359	DEL	Two-storey side extension following demolition of existing garage (resubmission of planning application N/2010/0466) at 12 Aviemore Gardens, Northampton.	<b>DISMISSED</b>
<b>N/2010/0264</b> APP/V2825/D/10/2133820	DEL	Single storey front extension at 56 Friars Avenue, Northampton. Resubmission of Planning Permission N/2006/0252.	<b>DISMISSED</b>
<b>N/2010/0426</b> APP/V2825/D/10/2137442	DEL	Single storey front extension - resubmission of Planning Permission N/2006/0252 at 18 Trevor Crescent, Northampton.	<b>DISMISSED</b>
<b>N/2009/0469</b> APP/V2825/D/10/2135855	DEL	Erection of two storey detached dwelling at land adjacent to 1 Heather Lane, Northampton.	<b>AWAITED</b>
<b>N/2009/0566</b> APP/V2825/A/10/2123568	DEL	Change of Use to 4no. bedsits at 1 Humber Close, Northampton – Retrospective.	<b>AWAITED</b>
<b>N/2010/0137 &amp; 0138</b> APP/V2825/E/10/2128341/NWF	DEL	Erection of high level, first floor glazed link corridor to eastern elevation (Newton Block) at Kingsley Park Middle School building, St Georges Avenue, Northampton.	<b>DISMISSED</b>
<b>N/2010/0171</b> APP/2825/A/10/2128510/WF	DEL	Erection of two bed detached bungalow and attached garage at 23 Weston Way, Northampton. (Resubmission of N/2009/1064).	<b>ALLOWED</b>
<b>N/2010/0528</b> APP/V2825/A/10/2134872	DEL	Erection of detached 3 bed dwelling on land adjacent to 1 Central Avenue, Northampton. (revision of planning permission N/2010/0302)	<b>AWAITED</b>

### Local Hearing

<b>N/2009/0974</b> APP/V2825/E/10/2131445/NWF	DEL	Replacement windows to front elevation at 155 Harborough Road, Northampton.	<b>AWAITED</b>
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The Address for Planning Appeals is Mr K Pitchers, The Planning Inspectorate, Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN.	Appeal decisions can be viewed at - <a href="http://www.planning-inspectorate.gov.uk">www.planning-inspectorate.gov.uk</a>
Local Government (Access to Information) Act 1985 Background Papers The Appeal Papers for the appeals listed	Author and Contact Officer Mr Gareth Jones, Development Control Manager Telephone 01604 838999 Planning and Regeneration <u>Cliftonville House, Bedford Road,</u> Northampton, NN4 7NR.