



PLANNING COMMITTEE: 12th February 2013
DIRECTORATE: Regeneration, Enterprise and Planning
HEAD OF PLANNING: Susan Bridge

N/2012/1250 Outline application for demolition of existing buildings and structures on site and the construction of retail floor space (use class A1), non-food (bulky goods) retail floor space (use class A1) and new petrol station (sui generis) together with all associated areas of hardstanding, car parking, engineering and landscape works (access not reserved)
Land to west of Eastern Way, Daventry
(DDC Reference: DA/2012/0936)

N/2012/1261 Demolition of existing structures on site and construction of non-food retail floor space (use class A1), restaurants and café (use class A3), a new cinema complex (use class D2), replacement library (use class D1) and associated infrastructure, engineering and landscape works
Land to north of High Street, Daventry
(DDC Reference: DA/2012/0922)

APPLICANT: Mr A. Jones, Henry Boot Developments Ltd
AGENT: Mr G. Sweeney, Alliance Planning

REFERRED BY: Head of Planning
REASON: Major application

DEPARTURE: No

APPLICATION FOR CONSULTATION BY DAVENTRY DISTRICT COUNCIL:

1. RECOMMENDATION

1.1 That the Council raise **NO OBJECTIONS** for the following reason:

The proposed developments by reason of their scale and location would not adversely impact upon the viability and viability of

Northampton and therefore accord with the requirements of the National Planning Policy Framework and Policies D1, D2, S2 and S8 of the West Northamptonshire Joint Core Strategy.

- 1.2 In terms of the application at the land to west of Eastern Way, Daventry, it is requested that DDC secure controls to ensure that the proposed convenience store is predominantly used for the sale of such goods (with ancillary comparison goods). This is to ensure certainty with regards to the potential impacts of the development and to accord with the details contained within the planning application.

2. THE PROPOSAL

- 2.1 This report covers two separate planning applications that have been submitted to Daventry District Council and on which NBC has been consulted. The first of these applications (NBC reference: N/2012/1250) is an outline application which includes a food store with a net retail floor space of 4,837m² and a bulky goods unit with a net retail floor space of 4,198m². The proposal also includes the provision of a petrol station.
- 2.2 The second application (NBC reference: N/2012/1261) seeks full planning permission to various retail facilities (with a net floor space of 8,104.5m²), facilities for financial and professional services (net floor space of 1,210m²), cinema (net floor space of 2,192m²), library (net floor space of 1,667m²) and other facilities (7,802m² floor space).
- 2.3 A single report has been prepared in respect of these applications no account of the similarities in content and location; consequently there are a number of issues that are consistent across both applications.

3. SITE DESCRIPTION

- 3.1 The applications sites are located either within Daventry town centre or are directly adjacent to it. Both of the sites have previously been development and in the event of them being approved would require existing structures to be demolished and new accesses formed.

4. PLANNING HISTORY

- 4.1 None relevant.

5. PLANNING POLICY

5.1 Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The current Development Plan comprises of the East Midlands Regional Plan, the saved policies of the Northamptonshire County Structure Plan and Northampton Local Plan 1997.

5.2 **National Policies:**

National Planning Policy Framework and specifically the following paragraphs:

- Paragraph 17 sets out the core principles of planning including the promotion of sustainable developments; seeking to achieve high quality buildings, a good standard of amenity and that planning be a plan lead system that provides a practical framework for the determination of planning applications.
- Paragraph 23 of the National Planning Policy Framework states that retailing is a main town centre use and such centres should be the primary location for retailing.
- Paragraph 24 requires that a sequential test be applied to applications for town centre uses.
- Further to this point, Paragraph 27 directs refusal of applications that have failed to comply with the requirements of the sequential test.

Previous national guidance relating to retail and economic development was contained within PPS4 – Planning for Sustainable Economic Growth, which has now been superseded by the National Planning Policy Framework. However, the accompanying PPS4 Practice Guide remains a material, for although it does not constitute formal policy, the guidance within it remains pertinent to this application. In particular, the definitions provided in terms of what constitutes ‘convenience’ and ‘comparison’ goods sales is still referred to in the context of this report

5.4 **West Northamptonshire Joint Core Strategy**

S1 – Distribution of development

S2 – Hierarchy of Centres

S8 – Distribution of jobs

D1 – Regeneration of Daventry Town Centre

D2 – Daventry Town Centre

The West Northamptonshire Joint Core Strategy (JCS) has been submitted to the Planning Inspectorate in order for the soundness to be tested.

5.5 **Local Policies**

The two application sites were first identified for future development in Daventry’s 2004 ‘Town Centre Vision’, which identified that the retail offer within the town was poor when compared to the level of demand. In particular, this document identified the site to the west of Eastern Way as being suitable for a bulky goods store. This Vision was built upon through the 2006 Daventry Town Centre Interim Master Plan, which reiterated the need to construct a bulky goods store adjacent to Eastern Way, which was to be supplemented by a convenience goods store as well as identifying the need to increase comparison goods retailing within the town centre.

6. CONSULTATIONS / REPRESENTATIONS

6.1 None

7. APPRAISAL

7.1 As NBC has been consulted upon these developments within Daventry, the primary considerations for this Council relate to retail hierarchy and impact on Northampton. Therefore, matters pertaining to other material considerations (such as design or access) are not given consideration as these are solely the concern of Daventry.

Policy position

7.2 Policy S2 of the West Northamptonshire Joint Core Strategy (JCS) identifies a hierarchy of centres. Of particular note is that Northampton is identified as being a Regional Town Centre, with Daventry being identified as the next centre within the hierarchy (a Sub-Regional Town Centre). To support this proposed designation and to improve Daventry's leisure, retail and employment offer, Policy D1 of the JCS identifies that this vision can be achieved (in conjunction with other measures) through the creation of new employment opportunities in the town centre in addition to the provision of additional leisure and retail facilities in the town centre. Part of the preamble to Policy D1 states that new services and facilities (such as health care, education and shopping) would be focused upon Daventry town centre.

7.3 Policy D2 of the JCS, which specifically relates to Daventry Town Centre, identifies that major retail, office and leisure developments will take place within and adjoining the town centre and provision will be made for increases in shopping provision of a minimum of 7,600m² of net comparison goods floor space and 2,000m² of net convenience goods floor space provided within the central area between 2010 and 2026.

7.4 The JCS (within the preamble to Policy S9) identifies that there is a greater demand for retailing facilities within Daventry, which has been created by the experienced and projected increases in population. Furthermore, the town has a lack of retail units that are configured to meet modern needs. This has resulted in trade being lost to Rugby and Banbury and an under representation of national retailers in comparison with equivalent towns. Therefore, it would appear that there is a quantitative and qualitative need to improve the retail offer within Daventry.

Site at land to the north of Daventry High Street

7.5 It is considered that the provision of new library would not detrimentally impact upon the viability and vitality of Northampton on account of there being comparable facilities within the town. As such this element of the proposal represents an improvement of existing Daventry

facilities and is unlikely to form an attraction in its own right to the detriment of Northampton.

- 7.6 In terms of the proposed retail development, it is considered that the proposal meets the requirements of the JCS Policy D2 in terms of providing a level of retailing facilities that exceeds the minimum requirements for new retail development identified for Daventry to meet the needs of its growing population and for the town to achieve its position within the hierarchy of centres. Furthermore, the proposed development seeks permission for units of a variety of sizes, which are likely to meet the needs of a number of differing retailers. As such, it is considered that the proposed development is likely to respond to the planned growth of Daventry town centre and respond to the identified and planned needs of the town.
- 7.7 The proposed cinema and restaurants/café would improve the quality and quantity of the leisure offer within Daventry town centre. This approach is consistent with the objectives of JCS Policies D1 and D2 in terms of representing the sequentially more preferable locations for this type of development. The provision of such facilities within the town centre would also generate employment opportunities in accordance with JCS Policy S8.
- 7.8 As a result of these points, it is considered that the development proposed within this application is consistent with the planning policies contained within the JCS. Furthermore, the range and scale of the development proposed is consistent with the role that Daventry plays within the hierarchy of centres within the West Northamptonshire area.

Land to west of Eastern Way, Daventry

- 7.9 The application site is directly adjacent to Daventry town centre and is therefore, in policy terms, classed as being 'edge of centre'. Consequentially it is likely that the proposed development would operate in conjunction with the current retail offer within the town centre and it is considered that JCS Policies D1 and D2 are applicable to this application.
- 7.10 Therefore in light of the quantum of development proposed, it is considered that the development does not differ significantly from that planned for in the formulation of JCS Policies D1 and D2 and that the catchment area for a convenience store is unlikely to be large enough to encompass Northampton. Furthermore, there is no apparent significant deficit in the provision of convenience retailing towards the west of Northampton due to the presence of accessible stores within Sixfields, St James and Kingsthorpe, in addition to the superstore approved at the former sorting office on Barrack Road. Therefore for this reason, it is considered unlikely that significant amounts of trade would be directed to the proposed development at the expense of the viability and vitality of Northampton.

- 7.11 In order to maintain this situation, it is recommended that Daventry District Council be requested to ensure that controls are secured to ensure that this element of the development is used primarily as a convenience store, which would accord with the details submitted as part of the planning application. It is considered that this is reasonable on the grounds that if approved without such an obligation, the use of the building
- 7.12 It is considered that a 'bulky' goods store would be, by reason of its scale (with a retail of floor space of 4,198m²) be unlikely to impact upon the viability and vitality of Northampton due to the presence of comparable facilities within Northampton, notably at Sixfields, St James and Nene Valley Retail Parks on Towcester Road and Riverside Park. Furthermore, this element of the development, which would provide a comparison goods store that would meet modern retailing formats, which is identified as being an existing deficiency within Daventry as identified within the preamble to Policy S9 of the JCS.
- 7.13 By reason of the likely small catchment area of the proposed petrol station and the fact that it would most likely be used in conjunction with the proposed convenience and bulky goods stores and as such would not impact upon the viability and vitality of Northampton.

8. CONCLUSION

- 8.1 The proposed developments are either located within a town centre location or edge of centre location and as a result of this the spatial arrangement of the proposed development is appropriate responds to the requirements of national and local planning policies. The quantum of development proposed is in accordance with the requirements of the JCS and as such responds to identified need within Daventry as opposed to competing with the retail/leisure offer within Northampton. As a result of this, the developments are unlikely to adversely impact upon the viability and viability of Northampton, nor prejudice the implementation of the Northampton specific policies within the JCS or the Central Area Action Plan.

9. BACKGROUND PAPERS

- 9.1 None

10. LEGAL IMPLICATIONS

- 10.1 None.

11. SUMMARY AND LINKS TO CORPORATE PLAN

- 11.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies

