RETAIL & TOWN CENTRE USE ASSESSMENT

WARRINGTON GARDEN SUBURB

TAYLOR WIMPEY

Date: June 2019

Pegasus Reference: ST/P16-1405/R002v2

Pegasus Group

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PLANNING | DESIGN | ENVIRONMENT | ECONOMICS

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1. EXECUTIVE SUMMARY

Overview

1.1 This Retail & Town Centre Use Assessment has been prepared on behalf of Taylor Wimpey regarding Warrington Borough Council's proposals to deliver a new Garden Suburb to the southeast of Warrington. Pegasus Group have been instructed by Taylor Wimpey to advise on their land holdings near Grappenhall, which fall within the Garden Suburb area.

1.2 The Council's proposals for the new Garden Suburb are set out at draft *Policy MD2 – Warrington Garden Suburb* of the Regulation 19 Proposed Submission Version of the Local Plan ('the draft plan'). It identifies the delivery of around 5,100 homes in the plan period up to 2037, with a potential for a further 2,300 homes beyond the plan period. A new 'Neighbourhood Centre' is intended to serve the whole Garden Suburb and will include a supermarket and other local shops and services and is also proposed to include other facilities.

1.3 The Warrington Garden Suburb Development Framework ('the development framework'), prepared by Aecom and dated March 2019, was published at the same time as the draft plan and provides more detail on the masterplan for the Garden Suburb. The masterplan illustrates that some of the Taylor Wimpey land will be used to deliver the 'Neighbourhood Centre'.

1.4 The Warrington Retail and Leisure Study Update ('the 2019 Nexus Study'), prepared by Nexus and dated March 2019, identifies the need for future retail development, primarily to support growth in the proposed urban extensions in Warrington.

1.5 Neither the draft plan, development framework or 2019 Nexus Study set the scale of floorspace that should be delivered within the 'Neighbourhood Centre'. Pegasus Group are therefore instructed to advise on delivery implications for the 'Neighbourhood Centre' including the capacity for new retail and leisure floorspace in terms of quantitative needs as well as the qualitative case for additional facilities of this nature in this location.

1.6 This assessment has been prepared on the basis of the delivery of the proposed number of houses within the complete Garden Suburb as set out in draft Policy MD2. Taylor Wimpey take no issue with the proposed number of houses within the Garden Suburb, but we reserve the right to re-assess the suitable scale of retail and leisure development within the 'Neighbourhood Centre' should there be any subsequent changes in this regard.

Quantitative Assessment

1.7 We have identified in this assessment that once complete the new residents of the Garden Suburb will generate a total retail and leisure expenditure of **£169m** broken down as follows:

- £47.6m convenience goods expenditure;
- £75.1m comparison goods expenditure;

- £30.1m retail services expenditure (A1 and A2); and,
- £15.9m leisure services expenditure (A3 and A4).

1.8 We have also identified that the existing villages in the Garden Suburb area are poorly provided for in terms of convenience good and retail services provision and would benefit from the proposed 'Neighbourhood Centre'. When taking the population of the existing villages into account the retail and leisure expenditure within the Garden Suburb area is **£236m** once the Garden Suburb is complete.

Qualitative Assessment

1.9 The assessment sets out the qualitative case for additional retail and leisure uses to be provided within the Garden Suburb on the basis of:

- Providing a sustainable and equitable geographical distribution of centres in the southern area of Warrington to serve the new residents residing in the Garden Suburb;
- Reducing the need for existing and new residents to travel north of the Ship Canal over crossing points that experience congestion;
- Providing some of the existing villages within the Garden Suburb with some localised retail provision to encourage walking for day to day items;
- Relieving some of the overtrading trading pressures experienced at the existing Morrisons and Aldi supermarkets in Stockton Heath; and
- Introducing some additional choice and competition in terms of main food shopping in the southern part of Warrington.

Suitable Scale and Turnover of the 'Neighbourhood Centre'

1.10 The assessment goes on to identify a suitable scale and turnover of the proposed 'Neighbourhood Centre' based on the capacity for convenience goods from the Garden Suburb and the existing villages within area, so that it does not adversely impact on the existing nearby centres, and so that the centre is broadly consistent with the range of uses found within comparable centres elsewhere in Warrington and is reflective of the general retail market.

1.11 The assessment identifies that the 'Neighbourhood Centre' could accommodate a 2,800 sq m net main food supermarket, a 900 sq m net discounter supermarket, 1,000 sq m net of comparison goods retailing floorspace and 1,000 sq m net of retail service and leisure goods floorspace. In this regard it is considered that the 'Neighbourhood Centre' could function as a District Centre without any undue impact on the vitality or viability of nearby centres.

1.12 The convenience goods turnover of the 'Neighbourhood Centre' is calculated at **£33.0m** and the other turnover generated is **£19.2m**.

Market Share

1.13 The 'Neighbourhood Centre' would represent **70%** of the total convenience goods expenditure generated by the Garden Suburb once complete. This figure is reduced to **49%** when also considering the expenditure of the existing villages within the Garden Suburb area. In the context of the entire South Warrington area, it would represent just **27%** of the available convenience goods expenditure, and just **22%** if Lymm's existing expenditure is included too (and not accounting for any residential development in Lymm). In short, the 'Neighbourhood Centre' would only need to capture approximately a quarter of the available convenience goods market share in the entire South Warrington conurbation based on the above suggested scale and format of development.

1.14 The 'Neighbourhood Centre' would represent **8.4%** of the total comparison goods expenditure once the Garden Suburb is complete. This figure is reduced to **6.0%** when also considering the expenditure of the existing villages within the Garden Suburb area, broadly in keeping with the existing market and shopping patterns within the South Warrington area.

Recommendations

1.15 In the separate representation Taylor Wimpey object to *Policy DEV5 – Retail and Leisure Needs* on the basis that the terms used within the retail hierarchy are not consistent with national planning policy. In short, Neighbourhood Centres sit below Local Centres and as such the Neighbourhood Centres should be renamed Local Centres and visa versa. Policy DEV5 goes on to identify the new 'Neighbourhood Centre' and three 'Local Centres' within the Garden Suburb. This terminology is followed through into Policy MD2.

1.16 It is set out in this Retail & Town Centre Use Assessment that the envisaged 'Neighbourhood Centre' within the Garden Suburb actually has the scope to be a District Centre without generating any undue adverse impacts on existing centres within Warrington. Equally, we recognise that the scale of the centre and its associated retail and main town centre use provision will also be strongly influenced by market demand and that may result in the delivery of a Local Centre.

1.17 We therefore recommend that the 'Neighbourhood Centre' within the Garden Suburb be renamed a District/Local Centre and the 'Local Centres' renamed Neighbourhood Centres/hubs in both Policy DEV5 and MD2.

1.18 In addition, the NPPF makes clear that the objectively assessed needs for all development need to be considered in preparing a new local plan and that strategic policies should set out any overall strategy for the scale of retail development.

1.19 The Nexus 2019 Study does not set a clear framework for the suitable scale of development within the 'Neighbourhood Centre'. We expect the local plan to be supported by evidence that sets out the need for town centre uses within the Garden Suburb area in quantitative and qualitative need terms, whilst recognising that the retail and leisure market is very dynamic and subject to ongoing changes.

1.20 Policy MD2 sets out the general requirement for a 'Neighbourhood Centre' to serve the whole of the Garden Suburb but also fails to set a suitable scale of retail and leisure development. The requirement to demonstrate retail need would be necessary if a larger quantum of development is proposed.

1.21 In this regard, based on the findings of this Retail & Town Centre Use Assessment and in line with the comments made to Policy DEV5, we recommend that Part 5f of the Policy MD2 is amended to:

> *'A centrally located District/Local ~~Neighbourhood~~ Centre comprising a supermarket, local shops, a new health facility, leisure facilities and other community facilities with no more than 5,000 sq m of A1 retail floorspace unless supported by a Retail Impact Assessment in line with Policy DEV5.'*

2. INTRODUCTION

2.1 This Retail & Town Centre Use Assessment has been prepared on behalf of Taylor Wimpey with regard to Warrington Borough Council's proposals to deliver a new Garden Suburb to the southeast of Warrington. The Council's intention for the Garden Suburb is to deliver:

- Significant new residential homes, including affordable housing (circa 7,400 units);
- A new 'Neighbourhood Centre';
- New 'Local Centre' facilities;
- A new secondary school and 4x primary schools;
- New community facilities including medical centre, sports hall/leisure centre and recreational playing pitches;
- A country park;
- 116 ha of strategic employment land;

2.2 Pegasus Group have been instructed by Taylor Wimpey to advise on their land holdings near Grappenhall, which fall within the Garden Suburb area. The masterplan prepared by the Council illustrate that some of this land will be used to deliver the 'Neighbourhood Centre'. We summarise Taylor Wimpey's interests and the draft proposals in more detail in **Section 3**.

2.3 Pegasus Group are therefore instructed to advise on delivery implications for a District/Local Centre, including the capacity for new retail and town centre use floorspace in terms of quantitative needs as well as the qualitative case for additional facilities of this nature in this location. This is a requirement set out in the National Planning Policy Framework, which we comment on in **Section 4**, as well as introduce any existing and relevant evidence prepared by the Council.

2.4 In terms of qualitative need issues, it is also important to consider if the end user will have sufficient and appropriate uses to serve their day to day and weekly needs. In this regard, it is important to consider a) the location of existing facilities and their current trading performance, b) the ability for those existing services to sustainably cater for the new planned residential homes and associated population; and c) should there be a clear need for new facilities, where would they be best located to ensure sustainable travel patterns and an equitable geographic spread of facilities. We address this in more detail in **Section 5**.

2.5 In terms of quantitative need issues, there is no doubt that the delivery of a significant number of new homes in the Garden Suburb will deliver additional household and retail expenditure to the South Warrington area. This can be quantified and converted to notional floorspace requirements, which we address in detail in **Section 6**.

2.6 We go on to consider the impact of a number of development scenarios to determine what level of floorspace should be provided in the District/Local Centre during certain phases of the planned Garden Suburb, what format and scale it should take, and at what point it should be delivered. Different scenarios are presented for the different phases of development and to consider alternative options for the Garden Suburb. For instance, if no additional provision is provided within the Garden Suburb, we explore what impact this would have on existing facilities. Indeed, this option could place an undue burden on existing facilities within the vicinity if there is already evidence of these services overtrading. Alternatively, if some but too little new town centre use floorspace is provided within the Garden Suburb, this could equally begin to overtrade very quickly and not deliver a suitable customer experience. Conversely, if too much town centre floorspace is provided, this could adversely impact on existing nearby centres. We address all of the above in **Section 7**.

2.7 We go on to set out our recommendations for the District/Local Centre and what implications this has on the concept and phasing for the Garden Suburb in **Section 8**.

2.8 Pegasus Group are well positioned to advise on such matters. Sebastian Tibenham (Executive Director) has spent his professional career advising Tesco, ASDA, Co-op and other retail operators and developers on their growth and estate management strategies. In doing so, he has prepared numerous retail capacity and impact assessments. He is also advising his business on a wide range of Sustainable Urban Extensions and their ability to deliver new town centre uses and dedicated centres to service these newly planned communities.

3. TAYLOR WIMPEY'S LAND INTEREST & THE GARDEN SUBURB PROPSALS

3.1 Within this section we summarise relevant information relating to:

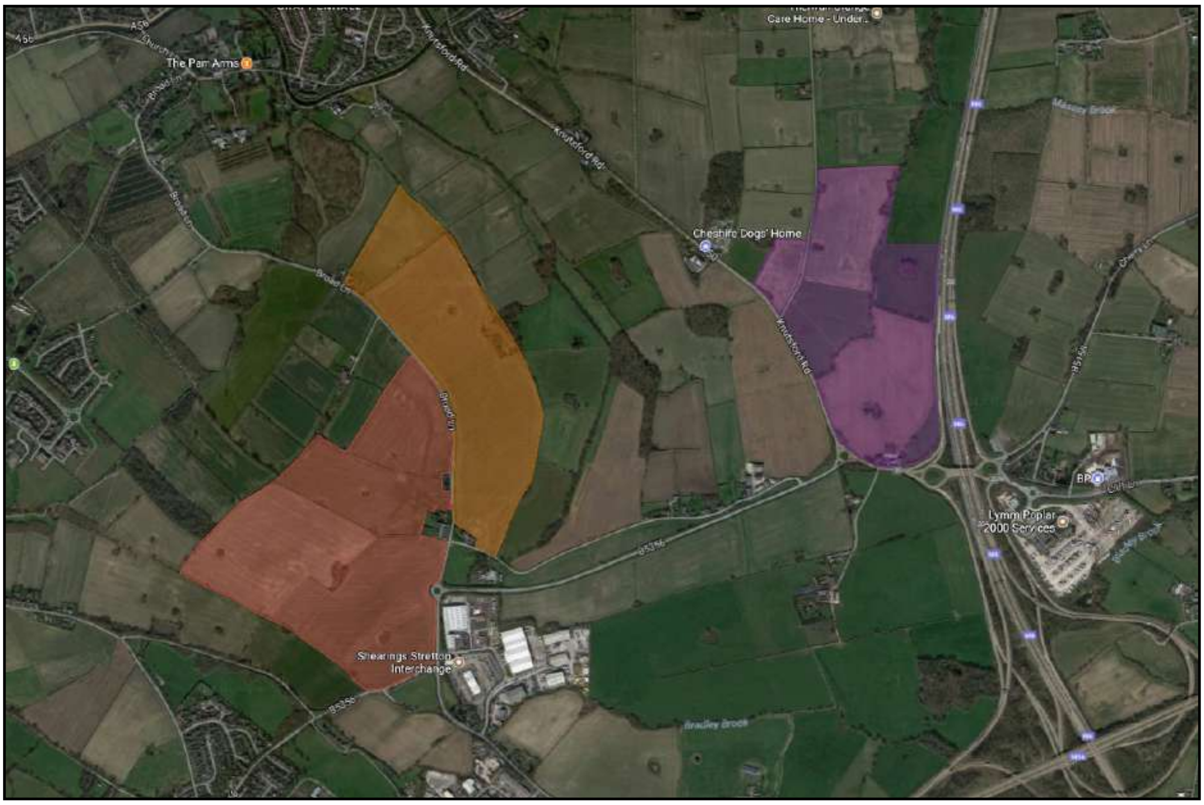
- Taylor Wimpey's land interests within Warrington and around the Grappenhall area;
- The adopted Warrington Core Strategy, July 2014;
- The Warrington Garden Suburb Development Framework, March 2019; and,
- The draft plan position including the proposals for the Garden Suburb.

Taylor Wimpey's Land Interests

3.2 Taylor Wimpey have an option on three separate parcels of land contained within the emerging Garden Suburb area. All are within the same ownership and are illustrated on Figure 1.1 below:

- The Red Parcel – West of Broad Lane is approximately 118 acres (47.75 ha);
- The Orange Parcel – East of Broad Lane is approximately 77 acres (31.16 ha); and,
- The Purple Parcel – North of Cliff Lane is approximately 93 acres (37.63 ha).

Figure 2.1 – Taylor Wimpey's Promotion



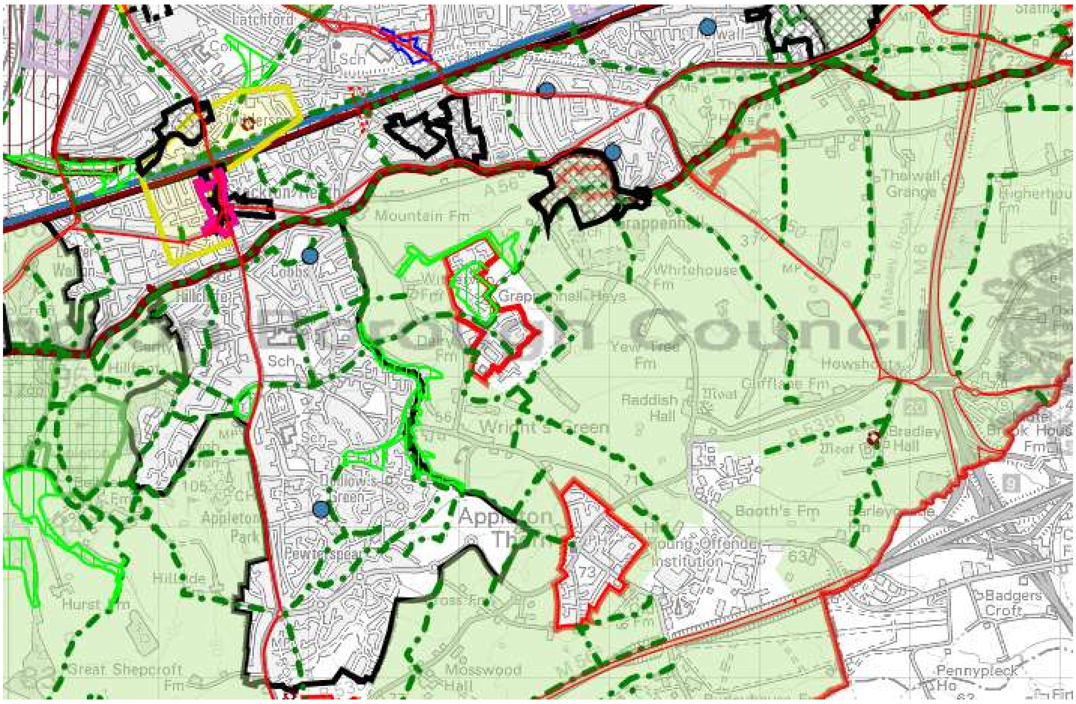
3.3 It is relevant to highlight at this stage that a part of the red parcel is identified as forming the District/Local Centre for the Garden Suburb, whilst part of the purple parcel is identified for employment, within the draft plan and development framework.

Warrington Core Strategy

3.4 The Warrington Core Strategy was adopted in July 2014 following a successful challenge in the High Court in relation to its housing policies. As such, it does not include any housing targets or new housing allocations. This is clearly a major omission, hence why a new Local Plan is underway.

3.5 Taylor Wimpey's land interests are all currently defined as Green Belt, along with the majority of land being promoted as part of the Garden Suburb.

Figure 2.2 – Local Plan Core Strategy Policies Map Extract



3.6 It is also relevant to note the existing villages of Appleton Thorne and Grappenhall, which are inset within the Green Belt which are demarked red outline shapes, along with the Barley Castle Trading Estate. The white non-Green Belt land to the east of Grappenhall was formerly allocated for housing in the 2006 Unitary Development Plan. The villages of Stretton, Weaste Lane and Grappenhall Heys are currently washed over by Green Belt.

3.7 Stockton Heath District Centre is shown to the north west but south of the ship canal and is demarked pink outline whilst Latchford Local Centre is to the north of the ship canal and demarked blue outline. The blue dots represent smaller Local Centres at Lindi Avenue, Dudlows Green, Knutsford Road, Barley Road and Bridge Lane.

Regulation 19 Proposed Submission Version Local Plan 2019

Overview

3.8 Given the number and nature of representations made during the Regulation 18 consultation, the Council carried out a review of the technical evidence base and options assessment that underpin the draft plan. The Council has also updated its evidence base relating to housing, employment and retail needs.

3.9 The Council has assessed the option of a lower level of growth and considered additional spatial development options looking at the potential of sites in north Warrington and options with lower levels of development in South Warrington. The Council has also reviewed its density assumptions to promote higher density residential development in the town centre and surrounding area.

3.10 The proposed plan period extends from 2017 to 2037 and it will replace the Core Strategy (2014) in its entirety.

3.11 In determining Warrington's housing requirement, the Council has followed the Government's Standard Methodology and associated Planning Policy Guidance.

3.12 The plan proposes a minimum housing requirement of 945 homes per annum compared to the 1,113 per annum proposed in the Regulation 18 consultation document. This housing requirement is around 4% above the minimum housing requirement under the Government's Standard Housing Methodology (using the 2014 based household projections).

3.13 The Council's updated Economic Development Needs Assessment has re-confirmed the scale of employment land that the Council needs to plan for. The plan makes provision to meet the full requirement of 362 ha of employment land.

3.14 The Nexus 2019 Study identifies the need for only a modest increase in the need for future retail development, primarily to support growth in the proposed urban extensions. It also stresses the threat to Warrington Town Centre of any additional out-of-centre retail development.

Policy DEV5 – Retail and Leisure Needs

3.15 Policy DEV5 sets the retail hierarchy within the Borough as:

- Town Centre
- District Centres
- Neighbourhood Centres
- Local Centres
- Neighbourhood Hubs

3.16 In the separate representation Taylor Wimpey object to Policy DEV5 on the basis that the terms used within the retail hierarchy are not consistent with national planning policy. In short, Neighbourhood Centres sit below Local Centres and as such the Neighbourhood Centres should be renamed Local Centres and visa versa.

3.17 Policy DEV5 goes on to identify the new 'Neighbourhood Centre' and three 'Local Centres' within the Garden Suburb. It is set out below that the centre at the envisaged 'Neighbourhood Centre' within the Garden Suburb actually has the scope to be a District Centre without generating any undue adverse impacts on existing centres within Warrington. This is by virtue of:

- The existing expenditure and retail capacity generated within the catchment area located to the south of the Manchester Ship Canal,
- The extent of evident overtrading in existing retail facilities within the catchment area,
- The level of new expenditure that will be generated by the Garden Suburb proposals and general growth within the area; and
- The limited geographical distribution of existing centres located to the south of Warrington Indeed, there are no major supermarkets located to the south of the Ship Canal.

3.18 Equally, we recognise that the scale of the centre and its associated retail and main town centre use provision will also be strongly influenced by market demand and that may result in the delivery of a Local Centre. Either way we are firmly of the view that the main centre within the Garden Suburb should be listed as a District/Local Centre, and not 'Neighbourhood Centre'. Likewise, the 'Local Centres' should be renamed Neighbourhood Centres/hubs.

Policy MD2 – Warrington Garden Suburb

3.19 The policy identifies the Garden Suburb to the south east of the main urban area, which will deliver around 5,100 homes (including 4,200 through Green Belt release) in the plan period up to 2037, with a potential for a further 2,300 homes from Green Belt release beyond the plan period. It will also be a major new employment location of 116 ha at the junction of the M6 and M56.

3.20 In the sperate representation Taylor Wimpey support Policy MD2 although object to the unreasonable length, repetitiveness and lack of consistency with other parts and policies contained within the Local Plan and suggest alternative wording that is more succinct and accurate.

3.21 The proposed new residential and working community of the Garden Suburb is intended to be supported by:

- A 'Neighbourhood Centre' comprising a secondary school, primary school, local shops, a new health facility, leisure facility and other community facilities;
- Three 'Local Centres' comprising primary schools, local shops and other local community facilities;

- A new Country Park and extensive areas of open space and recreation provision; and,
- Extensive highways and public transport improvements.

3.22 The Garden Suburb is also proposed to comprise three new Garden Villages. Two of these villages will be extensions to existing communities at Grappenhall Heys and at Appleton Cross / Pewterspear. The third will be a new village at the eastern end of the Garden Suburb adjacent to the A50. New homes are proposed to be delivered in the Garden Suburb across the following locations:

- Grappenhall Heys – approximately 2,800 homes (2,100 within the plan period)
- Appleton Cross / Pewterspear – approximately 2,100 homes (1,500 within the plan period)
- New Garden Village adjacent to A50 – approximately 1,800 homes (1,000 within the plan period)
- Garden Suburb 'Neighbourhood Centre' – approximately 700 homes (500 within the plan period)

3.23 It is proposed that a minimum of 30% of homes should be affordable.

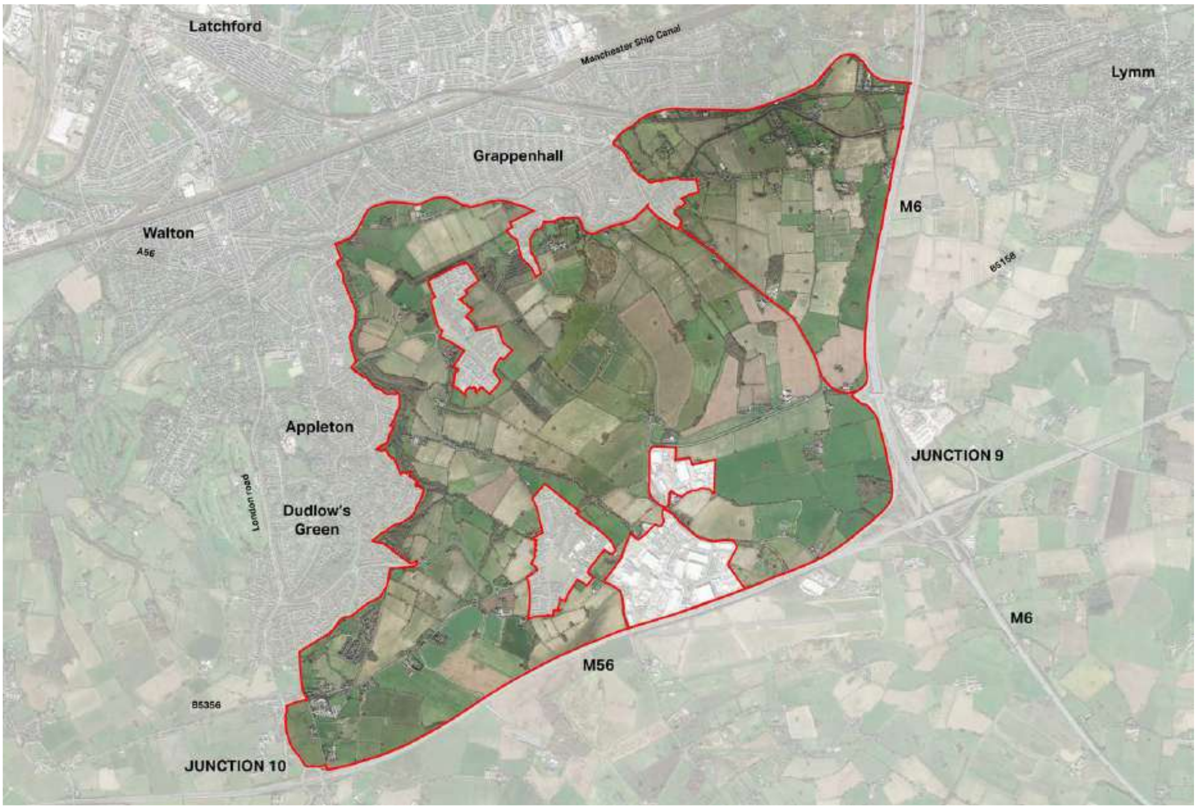
3.24 The new 'Neighbourhood Centre' will be centrally located and provide higher level services for the Garden Suburb as a whole. The 'Neighbourhood Centre' is proposed to include a new secondary school, a combined health and leisure centre, sports pitches, a supermarket and other local shops and services. The plan says that any proposal for retail development above 2,500 sq m in the 'Neighbourhood Centre' will require a retail needs assessment and be subject to the sequential assessment. However, based on the findings of this Retail & Town Centre Use Assessment the centre could accommodate up to 5,000 sqm of retail floorspace without any undue impact.

3.25 The new 'Local Centres' will provide focal points for the proposed villages and are proposed to be centrally located within these areas. The plan says that small scale units up to 500 sq m in total within Use Class A1, A2, A5 and D1 will be supported in the 'Local Centres'. Any proposal for additional retail floorspace will require a retail needs assessment and be subject to the sequential assessment.

3.26 The Garden Suburb is proposed to provide a major new Employment Area as an extension of the existing Appleton Thorn/Barley Castle Trading Estate to include large scale distribution, logistics, industrial uses and offices.

Warrington Garden Suburb Development Framework

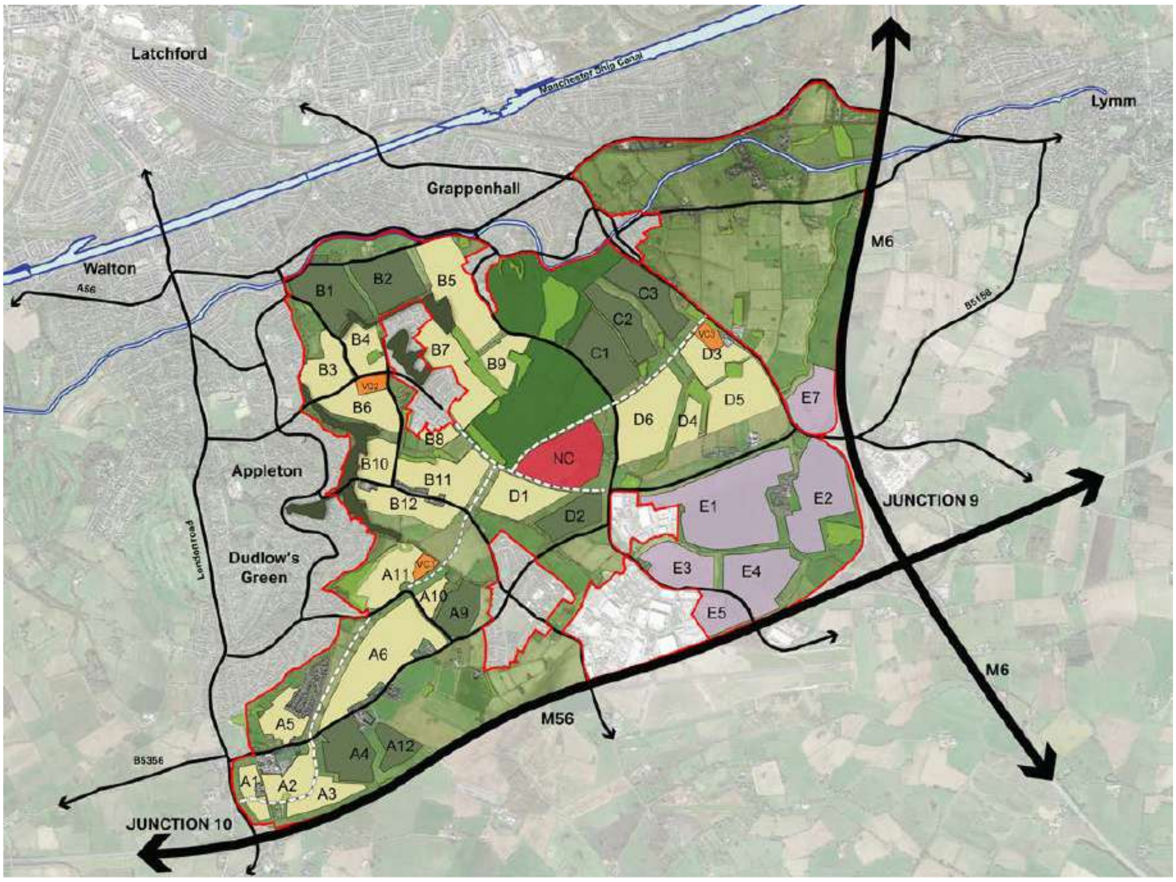
3.27 This document was published at the same time as the Proposed Submission Version of the plan and provides more detail on the masterplan for the Garden Suburb. The site boundary is show in more detail in Figure 1.2 (copied below).



3.28 Figure 5.6 (copied below) sets out more detail in terms of a number of development parcels for the different land uses, with:

- The 'Neighbourhood Centre' shown in red;
- The 'Local Centres' shown in orange;
- Residential parcels expected to come forward in the plan period in yellow;
- Residential parcels expected to come forward after the plan period in green; and,
- Employment land in purple.

3.29 The development areas are cited in Table 5.1 also copied below.



Land Use for Warrington Garden Suburb

Land Use	ha	acre	Note
Neighbourhood Centre	19	46.9	
Employment Land	116	286.6	**Footprint: 406,000 square metre,** based on 35% of land area
Residential	351.3	868.1	
3 Village Centres	6.9	17.1	
Country Park	89	219.9	
Proposed Strategic Road	14.7	36.3	
Greenbelt and Open Coutryside	622.5	1538.2	
Total	**1237.6**	**3013.2**	

Village Centres

Parcel	Gross Parcel Area (ha)	Gross Parcel Area (acre)
VC1	1.9	4.6
VC2	2.5	6.2
VC3	2.5	6.2
Total	**6.9**	**17.0**

Warrington Garden Suburb Residential

Area	Farcel	Gross Parcel Area (ha)	Gross Parcel Area (acre)	Potential Number of Units (Gross Density @20 dph)	Homes England Land Confirmed Unit Numbers (Planning Apps)
A	A1	4.8	11.9	96	
	A2	8.5	21.0	170	
	A3	7.3	18.0	146	
	A4	12.7	31.4	254	
	A5	7.4	18.3		180
	A6	29.7	73.5	595	
	A9	8.6	21.3	172	
	A10	3.3	8.1		350
	A11	13.0	32.1		
	A12	5.9	14.7	119	
B	B1	16.4	40.5	328	
	B2	14.6	36.1	292	
	B3	10.0	24.7	200	
	B4	8.0	19.8	160	
	B5	21.2	52.5	425	
	B6	11.3	27.9	226	
	B7	15.9	39.2		400
	B8	2.8	6.9		
	B9	7.0	17.3	140	
	B10	7.1	17.5	142	
	B11	15.4	38.0	307	
	B12	11.2	27.7	224	
C	C1	15.9	39.2	317	
	C2	10.8	26.7	216	
	C3	12.4	30.7	249	
D	D3	8.7	21.5	174	
	D4	4.4	10.8	87	
	D5	16.0	39.5	320	
	D6	20.6	50.9	412	
Total		330.8	817.3	5,770	930

Surrounding Neighbourhood Centre Area (Higher Density Residential)

Area	Parcel	Gross Parcel Area (ha)	Gross Parcel Area (acre)	Potential Number of Units (Gross Density @30 dph)
D	D1	11.8	29.1	353
	D2	8.7	21.6	261
Total		20.5	50.7	614

District Centre Area (Higher Density Residential)

Area	Parcel	Gross Parcel Area (ha)	Gross Parcel Area (acre)	Potential Number of Units (Gross Density @30 dph)
Neighbourhood Centre	NC	3.5	8.6	105

Potential Number Units INCLUDING Homes England Land: 7,420 (Phases 1-4)
Potential Number of Units EXCLUDING phase 1 Homes England Land: 6,490 (Phases 1-4)

Warrington Garden Suburb Employment Area

Area	Parcel	Gross Parcel Area (ha)	Gross Parcel Area (acre)
E	E1	40.9	101.1
	E2	23.5	58.1
	E3	12.6	31.1
	E4	17.6	43.5
	E5	8.8	21.7
	E7	12.4	30.6
Total		116	286.1

Footprint: circa 406,00 square metre, based on 35% of land area

Latest Plans and Phasing

3.30 The draft plan identifies that 5,100 dwellings will come forward in the 20 year plan period between 2017-2037, with a further 2,300 dwellings to come forward after the plan period.

3.31 The development framework provides a breakdown of development achieved in each phase at Figures 7.1 to 7.4 (copied below).

3.32 This quantum of development has still yet to be tested at examination, but it sets a helpful framework to work for calculating the level of available retail expenditure that will be generated by new households.

3.33 It was noted that the spatial framework for the Garden Suburb evolved from the expansion of the existing villages, including the creation of small local village hubs to sustain those communities and a new 'Neighbourhood Centre' to serve the wider Garden Suburb development and to include retail, education and recreational uses. However, it was noted that no specific capacity or need assessment had been carried out at this stage, hence why we have prepared this assessment.

Warrington Garden Suburb Phasing Schedule

PHASE 1

Land Use	ha	acre	HE Land Confirmed Unit Numbers (Planning Apps)
Residential	42.3	104.5	930
Village Centre	4.4	10.9	
Employment	116	286.6	
Total	162.7	402.0	930

PHASE 2

Land Use	Gross Parcel Area (ha)	Gross Parcel Area (acre)	Potential Number of Units (Gross Density)
Residential	128.8	318.3	2,692
Neighbourhood Centre	19	46.9	105
Total	147.8	365.2	2,797

PHASE 3

Land Use	Gross Parcel Area (ha)	Gross Parcel Area (acre)	Potential Number of Units (Gross Density)
Residential	74.3	183.6	1,485
Village Centre	2.5	6.2	
Total	76.8	189.8	1,485

PHASE 4

Land Use	Gross Parcel Area (ha)	Gross Parcel Area (acre)	Potential Number of Units (Gross Density)
Residential	106	261.9	2,208
Total	106	261.9	2,208

4,282 potential units to be delivered EXCLUDING Homes England sites (Phases 1-3).
5,212 potential units to be delivered INCLUDING Homes England Sites (Phases 1 -3).

Potential Number Units INCLUDING Homes England Land: 7,420 (Phases 1-4)
Potential Number of Units EXCLUDING phase 1 Homes England Land: 6,490 (Phases 1-4)

4,201 units within 20 years planning period, 81 units to be delivered on the post plan period. (Phases 1-3 EXCLUDING Homes England Sites)
5,131 units within 20 years planning period, 81 units to be delivered on the post plan period. (Phases 1-3 INCLUDING Homes England sites)

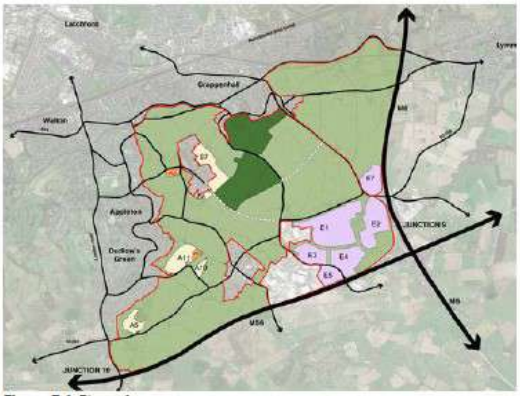


Figure 7.1: Phase 1

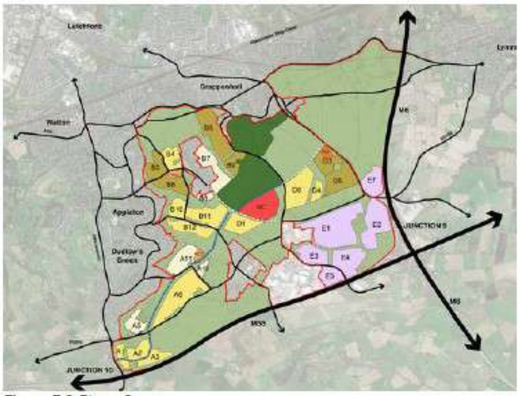


Figure 7.3: Phase 3

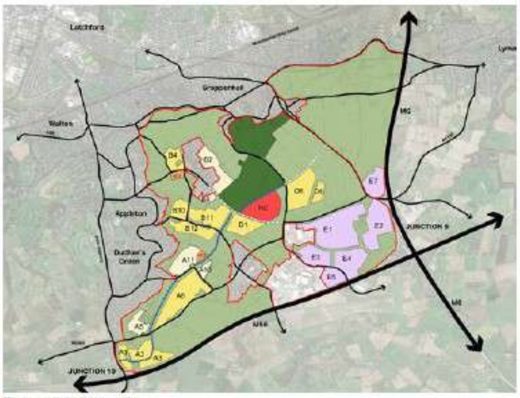


Figure 7.2: Phase 2

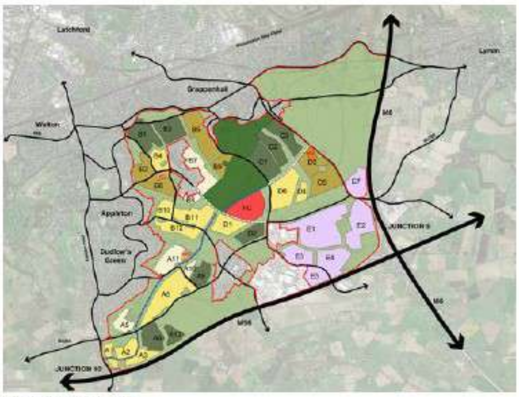


Figure 7.4: Phase 4

4. NATIONAL PLANNING POLICY REQUIREMENTS & EXISTING EVIDENCE

4.1 Within this section we summarise relevant aspects of the National Planning Policy Framework (which was recently revised in February 2019), and guidance set out online in the Planning Policy Guidance.

National Planning Policy Framework

4.2 The 2012 version of the NPPF set out the need for local plan evidence to specifically set out the quantitative and qualitative need for new business floorspace (including town centre uses). This paragraph is not replicated in the revised NPPF but it is still clear within the main body of the document that objectively assessed needs for all development need to be considered in preparing a new local plan.

4.3 As such, we would still expect local plans to be supported by evidence setting out what the need for town centre uses is within an area and it still makes sense to consider this in quantitative and qualitative need terms, whilst recognising that the retail and leisure market is very dynamic and subject to ongoing changes.

4.4 Paragraph 7 states the following:

*'The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as **meeting the needs of the present without compromising the ability of future generations to meet their own needs**.'*

4.5 Paragraph 8 defines the meaning of sustainable development as follows:

'Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

*a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*

*b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*

*c) **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve* *biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.'*

4.6 Paragraph 11 then goes on to define what is meant by the presumption in favour of sustainable development. For plan-making that means the following:

a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;

*b) strategic policies should, **as a minimum, provide for objectively assessed needs for housing and other uses**, as well as any needs that cannot be met within neighbouring areas, unless:*

i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area[6]; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

4.7 Paragraph 20 then goes on to identify what strategic policies should contain. It confirms:

'Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision[12] for:

a) housing (including affordable housing), employment, retail, leisure and other commercial development;

b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);

c) community facilities (such as health, education and cultural infrastructure); and

d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.'

4.8 Under the heading 'Ensuring the vitality of town centres', Paragraph 85 of the NPPF largely focuses on the role of existing centre but it certainly does not rule out the delivery of new centres. It confirms the following:

'Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Planning policies should:

a) define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes *in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters;*

b) define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;

c) retain and enhance existing markets and, where appropriate, re-introduce or create new ones;

d) allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary;

e) where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre. ***If sufficient edge of centre sites cannot be identified, policies should explain how identified needs can be met in other accessible locations that are well connected to the town centre****; and*

f) recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.'

4.9 Part a) requires the local authority to define a network of centres. It does not restrict this network to existing centres. Parts d) and e) also necessitate that needs are met through the allocation of sites and where these needs cannot be met in existing centres, clear policies need to be set out as to how these needs can be met. Such policies could include the delivery of new centres where there is evident need.

4.10 Paragraphs 86 to 88 sets out the longstanding sequential tests for planning applications involving town centre uses, whilst paragraphs 89 deals with the impact test for planning applications and sets the national threshold of 2,500 sq m for an impact assessment.

4.11 Finally, it is also pertinent to note the requirements of paragraphs 91 and 92 which promote the aim of healthy, inclusive and safe places to live. Paragraph 91 confirms policies should:

'a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and *c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.'*

4.12 Paragraph 92 confirms policies should

a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;

d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and

e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

4.13 Throughout the above two paragraphs of the NPPF, shops and local services are cited as important uses to ensure communities are inclusive, safe and healthy. Indeed, the citing and scale of such facilities and their relationship to surrounding residential areas will encourage walking, cycling, and the use of public transport. The manner in which they are integrated with other uses will also promote viability and vitality and if planned well they will create a sense of place and help to establish the spirit of what makes a healthy and cohesive community.

4.14 Part e) in particular clearly highlights the need to consider the Garden Suburb and its constituent components (including the planned 'Neighbourhood Centre') in an integrated manner. To do that, it is important to understand the underlying need and the existing context, which this assessment addresses in detail.

4.15 As a final point, the NPPF introduces the Standard Methodology for housing needs to be used when preparing new local plans and setting strategic policies.

National Planning Guidance

Housing Need Assessments

4.16 The NPPG at Paragraph: 002 Reference ID: 2a-002-20190220 says:

'The National Planning Policy Framework expects strategic policy-making authorities to follow the standard method in this guidance for assessing local housing need.

The standard method uses a formula to identify the minimum number of homes expected to be planned for, in a way which addresses projected household growth and historic under-supply.

The standard method set out below identifies a minimum annual housing need figure. It does not produce a housing requirement figure.'

4.17 The Standard Methodology local housing need figure for Warrington is 909 dwellings per annum. The Council have identified a housing requirement of 945 dwellings per annum, 4% above the local housing need[1].

Ensuring the Vitality of Town Centres

4.18 In terms of planning for town centre uses, the NPPG has not been updated since the publication of the revised NPPF. However, it is pertinent to note the following, which is stated at the outset:

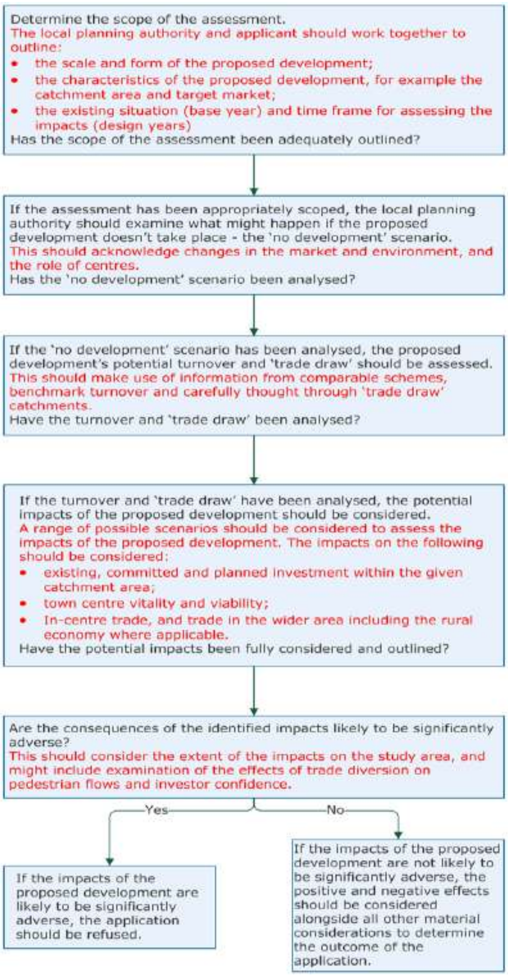
'Local planning authorities should assess and plan to meet the needs of main town centre uses in full, in broadly the same way as for their housing and economic needs, adopting a 'town centre first' approach and taking account of specific town centre policy. In doing so, local planning authorities need to be mindful of the different rates of development in town centres compared with out of centre.'

4.19 The NPPG goes on to confirm that LPA's should consider setting strategies and visions for their town centres, how to assess the health of a town centre, and how the sequential assessment should be applied at the plan-making stage. For the latter, the following checklist is provided:

- *'Has the need for main town centre uses been assessed? The assessment should consider the current situation, recent up-take of land for main town centre uses, the supply of and demand for land for main town centre uses, forecast of future need and the type of land needed for main town centre uses*
- *Can the identified need for main town centre uses land be accommodated on town centre sites? When identifying sites, the suitability, availability and viability of the site should be considered, with particular regard to the nature of the need that is to be addressed*
- *If the additional main town centre uses required cannot be accommodated in town centre sites, what are the next sequentially preferable sites that it can be accommodated on?'*

4.20 In considering impact, the following checklist / flow chart is provided alongside other advice:

[1] Table 7, Page 20, Warrington SHMA, March 2019



Warrington Council's Retail Evidence

4.21 The Council's Retail Assessment evidence is contained in the following documents:

- Warrington Retail and Leisure Study Update, March 2019 by Nexus;
- Warrington Retail and Leisure Study, August 2015 by WYG;
- Town Centre Health Check, 2012 by Warrington Borough Council; and
- Warrington Retail Centres Report, 2012 by Warrington Borough Council.

4.22 We have reviewed all four reports and the associated appendices and make reference to some of the data and findings within our own assessment.

4.23 The Nexus 2019 Study is the most up to date in terms of providing information on shopping patterns based on a November 2014 household survey, as well as detailed health checks for Warrington Town Centre and the three District Centres within the Borough, including Stockton Heath. We have regard to the shopping patterns set out in this document and take particular note of the trading performance of stores and centres close to the Garden Suburb.

4.24 The 2012 Retail Centres Report provides useful information on all of the smaller retail centres including Neighbourhood and Local Centres. We have included relevant extracts at **Appendix 1** in relation to the following centres:

- Latchford Neighbourhood Centre;
- Lymm Neighbourhood Centre;
- Barley Road, Thelwall Local Centre;
- Bridge Lane, Appleton Local Centre;
- Dudlows Green Road Local Centre;
- Knutsford Road, Grappenhall Local Centre; and,
- Lindi Avenue, Grappenhall Local Centre.

5. QUALITATIVE NEED CONSIDERATIONS

5.1 Within this section we address the following:

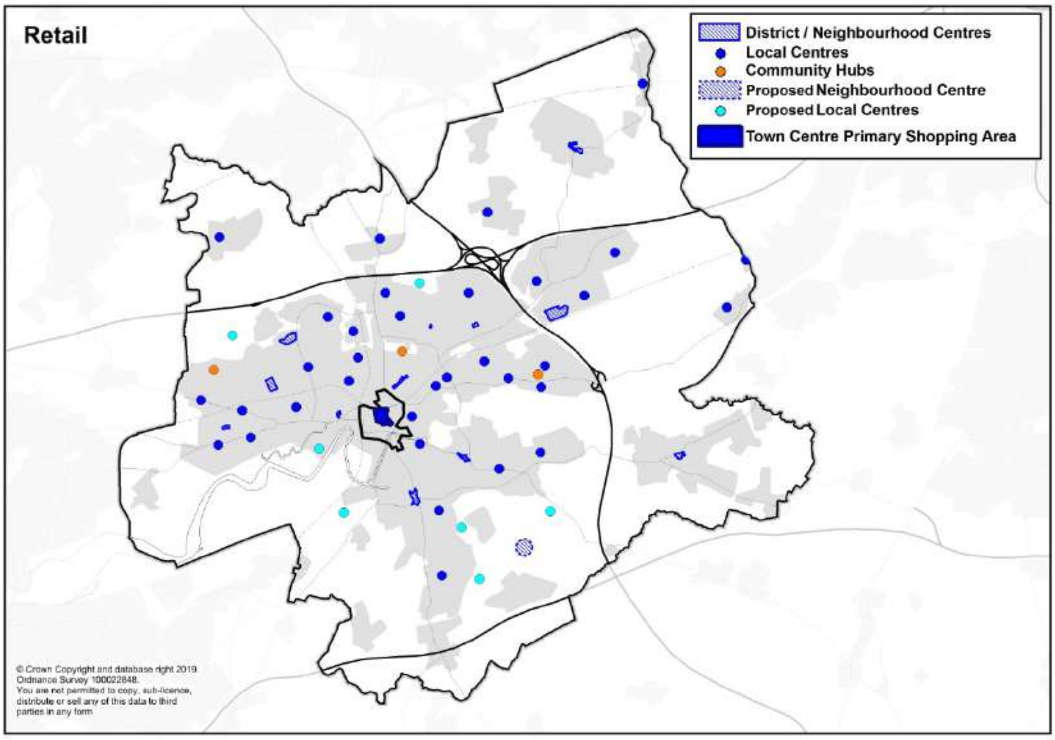
- The spatial distribution of existing retail facilities in Warrington and the surrounding area;
- The quality of the existing retail provision in the area;
- The performance of the closest retail centres and other facilities within the area;
- Identify any obvious lack of provision and the relationship to the planned Garden Suburb communities.

The Spatial Distribution of Existing Centres and Retail Provision

5.2 Ensuring there is an equitable distribution of retail centres around Warrington and its planned expansion will be an important component of the emerging Local Plan. As previously highlighted, this will assist in creating walkable neighbourhoods, and a sense of place and community cohesion. The appropriate distribution and scale of such facilities will also reduce the use of the private car if planned properly.

5.3 The emerging Local Plan provides a useful plan illustrating the distribution of existing and proposed retail and leisure facilities within Warrington (copied below at **Figure 4.1**). This generally marries with the identified centres on the Policies Map, other than Lindi Avenue Local Centre which is removed.

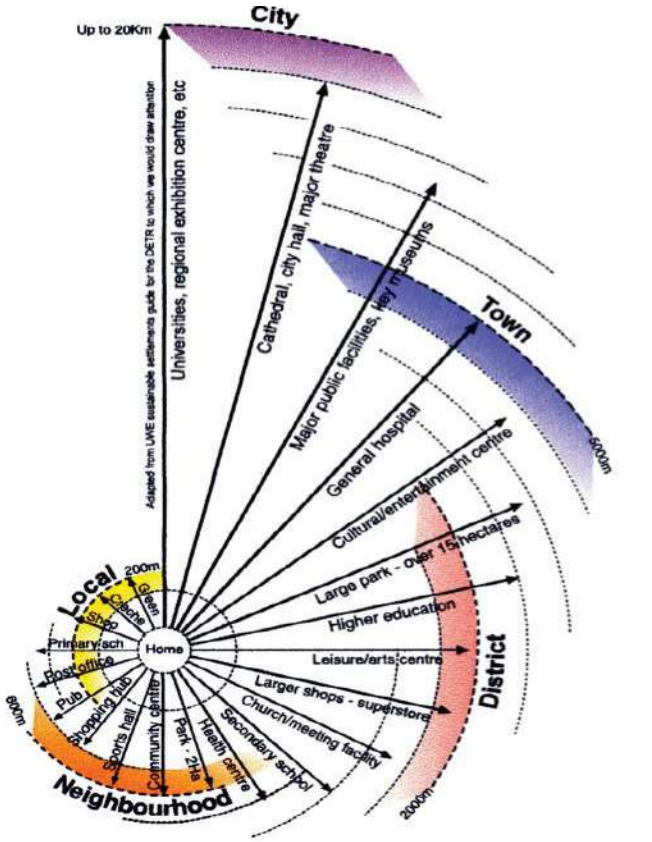
Figure 4.1: Existing and Proposed Retail and Leisure Facilities



5.4 Guidance by the Institute of Transport endorses the following distances to best encourage the use of sustainable transport modes and as illustrated by **Figure 4.2**:

- Circa 200m to a Local Centre/parade including a 'corner shop', take-away. hairdressers, etc;
- Circa 600m to a Neighbourhood Centre including a shopping hub with convenience store, primary school, pub, community centre, etc;
- Circa 1,500 m to a medical centre and secondary school;
- Circa 2,000m to a District Centre including a superstore, larger range of shops and services, churches, meeting facilities, etc;
- Circa 5 km to a Town Centre including shopping, cultural, and entertainment centre, hospital, high education, etc.

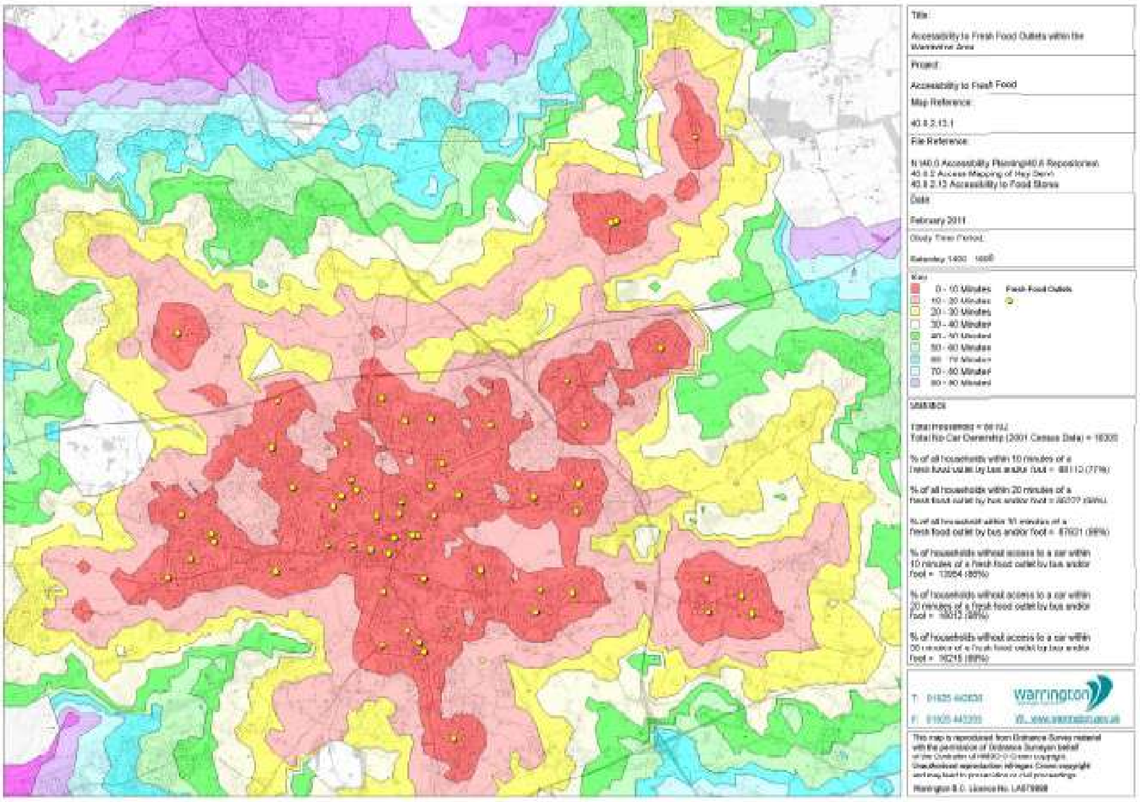
Figure 4.2: IoT Walking Distances Diagram



5.5 Helpfully, these terms (i.e. Local, Neighbourhood, District Centres) are largely consistent with the Warrington Retail Evidence Base and the types of centres assessed and categorised in the 2012 Retail Centre Report. That said, each Local and Neighbourhood Centre has its own individual service provision and there can be variation amongst each category in terms of the available provision.

5.6 By utilising such distances, we can map out the accessibility and practicality of existing services in relation to their geographical relationship with the Garden Suburb site and the associated proposals within it. This will identify where there are potential gaps in provision and highlight where voids might need to be filled.

5.7 Indeed, we note that the Figure 7.8 in the 2012 Retail Centre Report (copied below) seeks to illustrate a similar point. Thermo-mapping is used to illustrate the location of facilities that serve fresh food and walking distances/times are used to illustrate how well served certain areas in Warrington are for this type of retailing provision. A 10-minute walking distance is the lowest denominator used, which equates to approximately 800 metres.



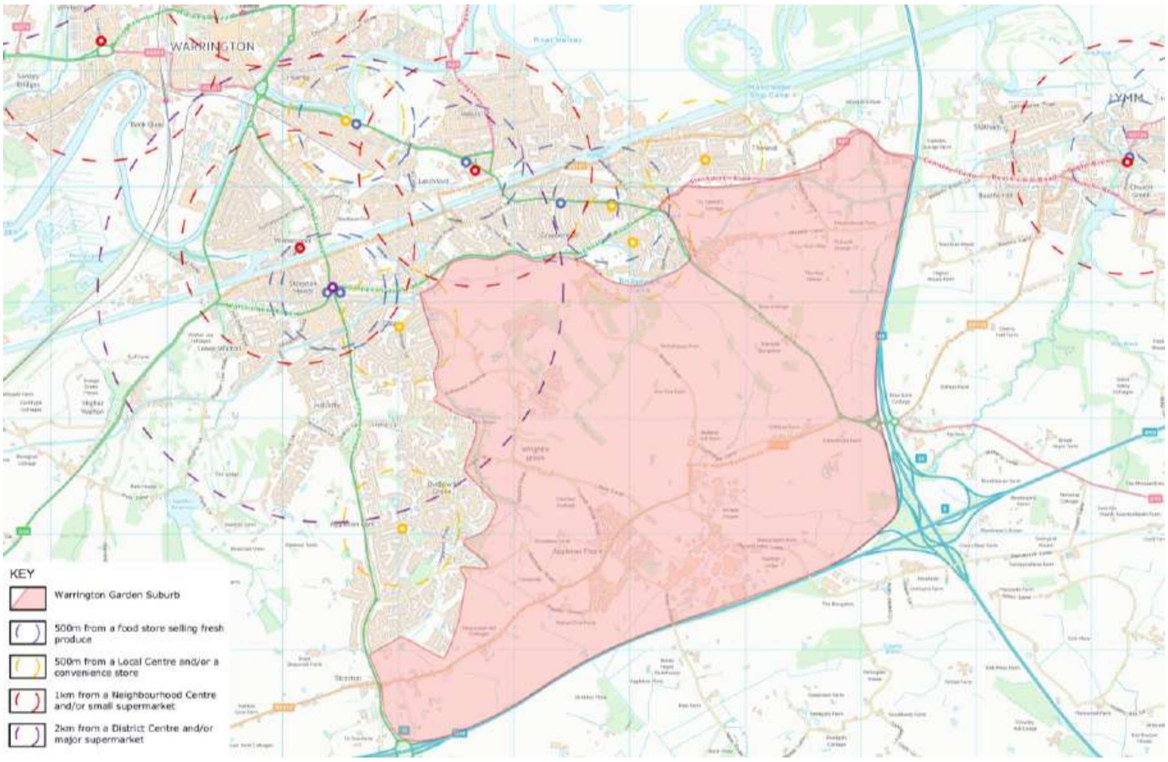
5.8 Whilst it is now out of date, it does illustrate that new shopping facilities (providing fresh food) will need to be provided in the Garden Suburb to ensure it can be regarded as a sustainable location for residential development and to reduce the use of private car modes.

5.9 Using the above guidance and our experience of creating sustainable suburbs and neighbourhoods, we have applied the following distances:

- 500m to a Local Centre and/or a convenience store serving fresh food (i.e. Tesco Express);
- 800m-1km to a Neighbourhood Centre and/or small supermarket (e.g. discount supermarket); and
- 2km to a District Centre and/or major supermarket above 2,500 sq m net.

5.10 We have carried out this exercise and the results are illustrated on the plan at **Appendix 2** in terms of the existing provision, which is also copied below at **Figure 4.3**.

Figure 4.3: Broad Catchment Areas of Retail Facilities in South Warrington



5.11 What is evident is that the existing local retail provision and centres within the southern parts of Warrington are not best placed to facilitate the use of sustainable transport modes. Only Stockton Heath District Centre's broad 2km catchment area covers the northwest corner of the Garden Suburb area.

5.12 In reality, we know that Stockton Heath District Centre draws in trade from further afield, but those customers will inevitably travel by private car and therefore contribute to road congestion within the area.

Quality of Existing Retail Provision and Trading Performance

5.13 As highlighted in **Figures 4.1** and **4.3**, the closest centres and retail provision of any size to the Garden Suburb are Stockton Heath District Centre, including the Morrisons on Greenalls Avenue, Latchford Neighbourhood Centre, and to a lesser degree Lymm Neighbourhood Centre. The following summarises the existing retail provision within these centres and any out-of-centre provision within and around these centres;

- Stockton Heath District Centre;
- Aldi, Walton Road (Stockton Heath);
- M&S Simply Food, Forge Shopping Centre (Stockton Heath);
- Morrisons, Greenalls Avenue;

- Latchford Neighbourhood Centre;
- Lidl, Thelwall Lane (Latchford); and,
- Lymm Neighbourhood Centre.

5.14 The Nexus 2019 Study considered the trading performance of the convenience floorspace in the borough, including those stores/centres listed above. For ease of reference **Table 4.1** below summarises the findings of this.

Table 4.1 Principal Convenience Store Performance[2]

Centre/Store	Convenience Benchmark	Survey Derived Turnover	Over/Under-Trading (& Benchmark)
Aldi, Walton Road	£6.1m	£14.8m	+£8.7m (243%)
M&S Simply Food, Forge Shopping Centre[3]	N/A	N/A	N/A
Morrisons Greenalls Avenue	£34.2m	£64.2m	+£30.0m (188%)
Lidl, Thelwall Lane	£7.2m	£5.5m	-£1.7m (-24%)

5.15 Dealing first with the main convenience store provision in Stockton Heath, the Aldi store is smaller than the businesses' modern format stores, the store has been open less than 10 years with its size being restricted by the fact that it occupied an existing retail unit within the District Centre with no real potential for extensions owing to the surrounding land uses. Whilst the store is smaller than newer stores it is very well used as demonstrated by turnover which is equivalent to 243% of the stores expected benchmark turnover. Having visited the store several occasions it is clear that the retail experience suffers as a result of this overtrading including longer than average queue times and limited spaces within the store car park.

5.16 The M&S Simply Food store in Stockton Heath District Centre opened in December 2015 following its acquisition from Co-Op which had previously operated a foodstore from the unit. The foodstore benefits from having access to The Forge Shopping Centre car park and as part of the occupation by M&S was substantially renovated to ensure a high-quality shopping environment. As the store was occupied by M&S Simply Food after the household survey was undertaken in November 2014 there are no published trading patterns for the store. Nevertheless, having visited the store several times it has always appeared to be well used and has no doubt seen an increase in trade since the closure of the M&S store, including Food Hall, in Warrington Town Centre.

5.17 Stockton Heath District Centre provides a strong independent and national retail offer with national multiples including Boots Pharmacy, M&S and Sainsbury's Local. The Nexus 2019 Study highlights the vitality and viability of the District Centre citing the centre's high standard of environmental quality, strong mix of independent and national chains located along London Road and within the

[2] As derived from Nexus 2019 Study Appendix 4 Table 5
[3] No data available as store opened following the Retail Study Household Survey

Forge Shopping Centre as well as the centre's strong daytime and evening economy. The Nexus 2019 Study highlighted a vacancy rate of 4.4% (6 units) lower than the 5.8% rate identified in the WYG 2015 study, indicating that the centre has seen an improvement in demand in the intervening period.

5.18 The centre has remained popular and continues to have a low vacancy rate. Whilst the centre has lost a number of banks since 2012, this is reflective of the banking industry rather than a sign of weakness for the centre with the vacancies created by these uses being quickly reoccupied by retail or food and drink uses. In addition, the centre has further benefitted from recent investment from M&S. It is clear that the centre remains vital and viable and therefore resilient to change.

5.19 The Morrisons store at Greenalls Avenue, north of Stockton Heath District Centre, is the only 'superstore' within the town that is located south of the River Mersey and as such is the principal foodstore serving the south of the town. Given this it is unsurprising that the Nexus 2019 Study concluded that the store was the strongest performing superstore in the town, overtrading by circa £30million per annum, equating to 188% of its benchmark (expected) turnover. The store benefits from extensive car parking sufficient to serve the store, even allowing for its overtrading, and has seen improvements and investment to the sales floorspace in recent years.

5.20 Latchford Neighbourhood Centre is a relative dispersed centre comprising a range of smaller units and a small Co-Op store with a Lidl store and Pets Corners store on the edge of the centre. Other than the Co-Op store, retail provision within the centre is limited to small scale and predominantly independent comparison goods stores highlighting the role of the centre as a Neighbourhood Centre serving the day-to-day shopping and service needs of the local population. The Nexus 2019 Study highlights the limited offer of the centre with a comparison goods turnover of the centre of around £0.8million per annum. The 2012 Retail Centre Report highlighted that despite the centre's weaknesses in terms of road access and number of older retail premises, the centre was vital and viable.

5.21 The Lidl store on the edge of the Neighbourhood Centre is an older generation store, and therefore smaller than current Lidl store formats. The WYG 2015 study highlighted that the store was significantly overtrading at around 139% of its expected benchmark turnover highlighting the stores role of servicing the local population, although the most recent Nexus 2019 Study suggests that store is undertrading at around -24%. However, this is likely reflective of the increase in sales density nationwide since the 2015 study. Furthermore, we wouldn't be surprised if the store was still overtrading or at least trading close to its benchmark owing to the increased popularity of Lidl since the 2014 household survey was undertaken.

5.22 Overall it is clear that the stores and centres located closest to the Garden Suburb, in particular Stockton Heath, are trading well and in the case of the foodstore provision, significantly overtrading. This is unsurprising given that the majority of retail floorspace provision within the town is provided within and around Warrington Town Centre or in the northern area of the borough including the District Centres of Westbrook and Birchwood and the retail parks at Gemini and Junction Nine (formerly Alban Retail Park).

The Qualitative Need Case for a District Centre within the Garden Suburb

5.23 Initial observations are as follows:

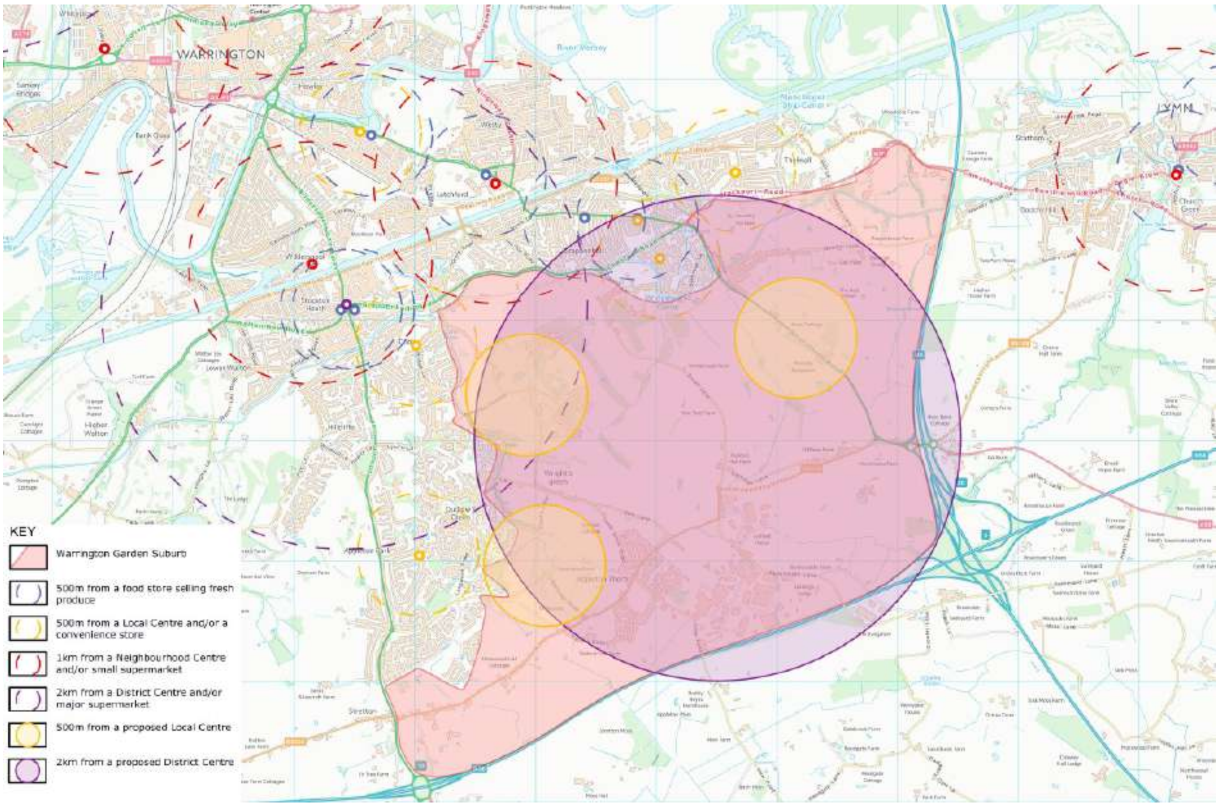
- There is only one major supermarket within the area of the Garden Suburb: Morrisons, which is located just to the north of Stockton Heath District Centre;
- The Morrisons and Aldi stores located at Stockton Heath are both significantly overtrading based on the Council's retail evidence and our own observations of those stores;
- The Nexus 2019 survey demonstrates that Stockton Heath District Centre has a catchment area that stretches across the entirety of the southern residential areas of Warrington south of the Ship Canal, some areas to the north of the Ship Canal and arguably the village of Lymm for some services. This stretches well beyond a broad 2km catchment area that is deemed to be a typical, broad catchment area for such centres to promote sustainable travel patterns;
- The existing villages in the Garden Suburb area are poorly provided for in terms of retail services and convenience retail provision;
- Stretton Village does include a pub, post office/village store, community centre (and a hotel) and should arguably constitute a Local Centre. The Garden Suburb proposals should seek to strengthen this village rather than provide another centre close by; and,
- The vast majority of the Garden Suburb will not be accessible in terms of their proximity to existing facilities and services due to the lack of services in the area. This is not unsurprising given the lack of existing population within the Garden Suburb site.

5.24 On the plan at **Appendix 3** and copied below at **Figure 4.4**, we have also plotted the same broad catchment areas of the centres that are proposed as part of the Garden Suburb allocation (as set out in the 2019 Development Framework), including 2km for the proposed 'Neighbourhood Centre' and 500m for the proposed 'Local Centres'.

5.25 This helpfully illustrates that the catchment area of the proposed 'Neighbourhood Centre'[4] would not unduly overlap with Stockton Heath's 2km catchment area or any of the surrounding Neighbourhood or a significant number of Local Centres. The proposed 'Local Centres'[5] would also help meet localised needs (albeit noting the point about Stretton Village above).

[4] Hereafter referred to as District Centre to align with NPPF definitions and separate representation to Policy DEV5
[5] Hereafter referred to as Neighbourhood Centres/hub to align with NPPF definitions and separate representation to Policy DEV5

Figure 4.4: Broad Catchment Area of Proposed District Centre & Neighbourhood Centres/hubs, Garden Suburb



5.26 In short, there is evidently a qualitative case to be made for additional retail and town centre uses to be provided within the Garden Suburb development on the basis of:

- Providing a sustainable and equitable geographical distribution of centres in the southern area of Warrington to serve the new residents residing in the Garden Suburb;
- Reducing the need for existing and new residents to travel north of the Ship Canal over crossing points that experience congestion;
- Providing some of the existing villages within the Garden Suburb with some localised retail provision to encourage walking for day to day items;
- Relieving some of the overtrading trading pressures experienced at the existing Morrisons and Aldi supermarkets in Stockton Heath; and
- Introducing some additional choice and competition in terms of main food shopping in the southern part of Warrington.

6. QUANTITATIVE NEED CONSIDERATIONS

6.1 It is possible to quantify the level of existing retail / town centre use expenditure in an area by:

- Quantifying the population or number of households within a defined area;
- Applying a per capita or per household expenditure figure to the population or households within a defined area; and,
- Multiplying the two data sets together to provide a quantum of expenditure generated in an area.

6.2 Quantifying future needs can be calculated in a number of ways. One is to calculate the growth in population/households between a base date and future 'design year' and the anticipated growth in expenditure per capita or per household and then subtract the level of expenditure available in the base year from the level of expenditure at the design year. The difference represents the level of surplus expenditure available.

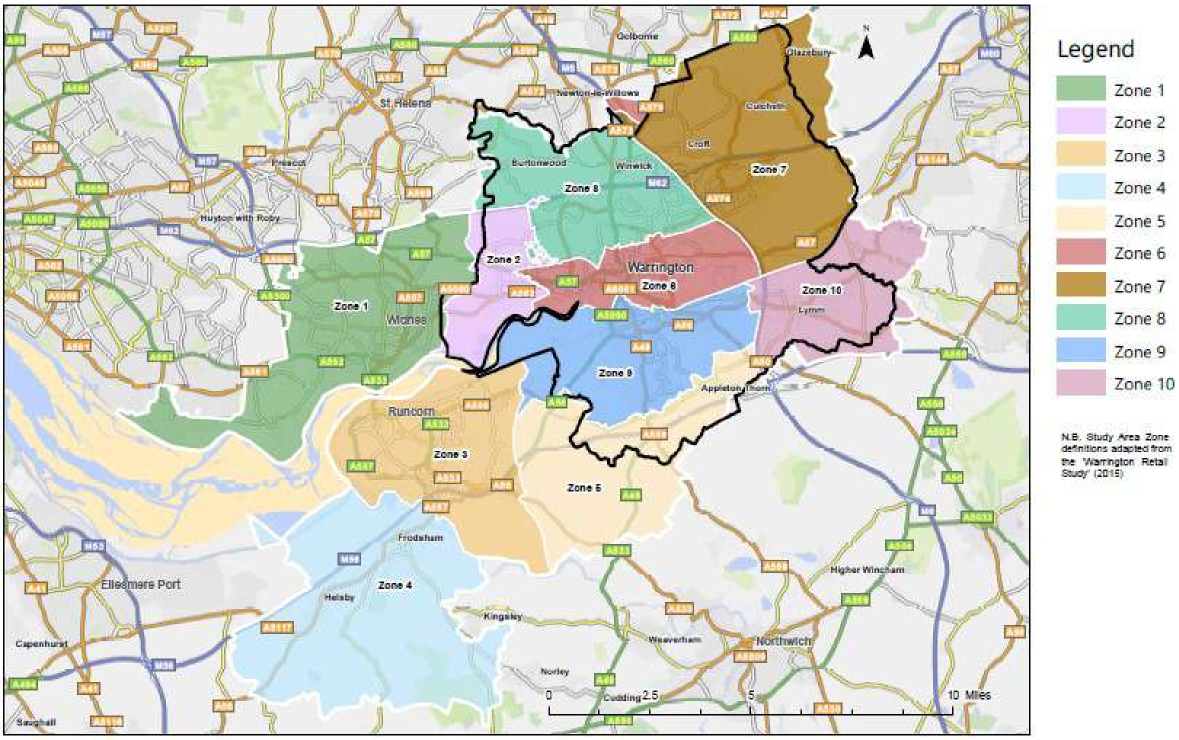
6.3 However, the above approach ignores the fact that there might already be a deficit of provision in a geographical location. Deficits are detectable if there is clear evidence of overtrading at existing locations evidenced by survey information and congestion at existing stores. In simple terms, if there are not enough stores or facilities to serve the existing population, they will evidently be congested on a regular basis. As such, quantitative need can also be assessed by comparing what the average expected turnover of a facility / store would be against what its actual turnover is and what its anticipated turnover would be if there was growth in the amount of expenditure generated in the future (by expenditure or population growth).

6.4 We provide commentary and figures on both approaches below.

Catchment Areas

6.5 The starting point for any capacity assessment is to define a catchment area.

6.6 Appendix 1 of the Nexus 2019 Study identifies a very large study area broken up into different zones by utilising post code boundaries. The associated Study Area plan is copied below.



6.7 Zones 9 covers Stockton Heath, Latchford and Grappenhall and Zone 5 covers Stretton and the rural area to the south of Warrington. Combined they cover the Garden Suburb site.

6.8 Zone 6 covers a central area of Warrington, including the town centre. Zone 2 covers Great Sankey and Zone 8 covers north Warrington. Zone 7 covers Birchwood and Zone 10 covers Lymm. Zones 1, 3 and 4 cover areas outside of the Borough in Halton and Cheshire West.

6.9 Zones 5, 9 and 10 would cover the catchment area of a proposed District/Local Centre within the Garden Suburb (subject to its scale). As such, we have utilised these zones in terms of quantifying the extent of expenditure available within the area relevant to the Garden Suburb, as identified by the Nexus 2019 study. However, it is worth noting that this includes a reasonable amount of population located north of the Ship Canal. Whilst it is bridged in a number of locations it does represent a physical barrier and the crossing points can often be congested so it will influence shopping patterns in the area.

6.10 As such, we have also provided figures based on the following two smaller areas:

- The existing urban and rural areas of Warrington located to the south of the Ship Canal: based on the parish boundaries of Appleton, Grappenhall and Thelwall, Hatton, Stockton heath, Stretton and Walton as illustrated by **Figure 5.1** below); and

- The existing rural area and villages within the Garden Suburb: based on Lower Super Output Areas of Warrington 022D (Grappenhall), 024A (Appleton Thorne), 024B (Weaste Lane) and 024D (Stretton and Hatton) as illustrated by **Figure 5.2** below)[6].

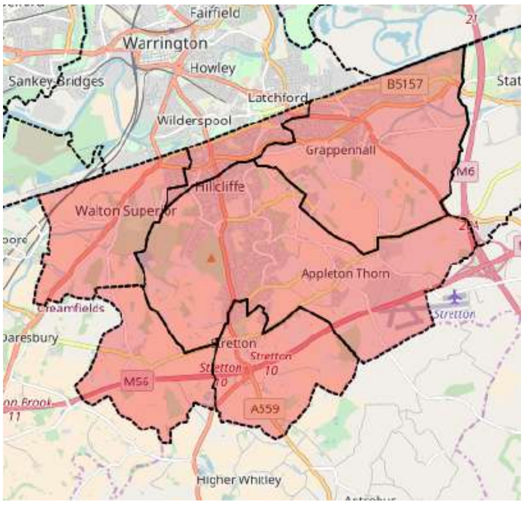


Figure 5.1: Parish Boundary Areas

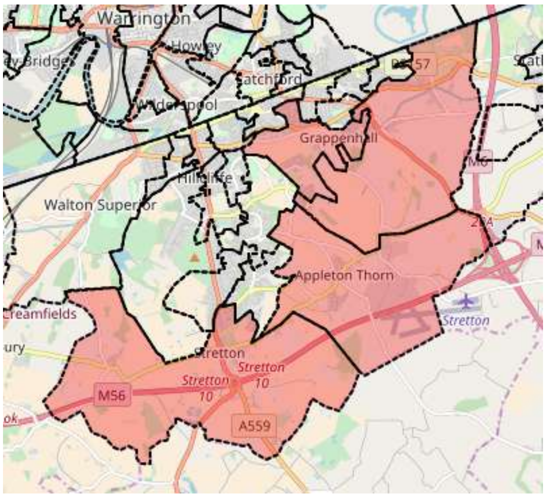


Figure 5.2: Lower Super Output Areas

Expenditure Generated by the Existing Population in South Warrington

6.11 Based on the zones utilised in the Nexus 2019 study, the existing 2018 population across the South Warrington area (i.e. Zones 5 and 9) equates to 39,485 and a further 13,620 people are said to reside in the Lymm Zone (Zone 10).

6.12 Nexus present per-capita expenditure figures for convenience and comparison goods in Appendix 4 of their assessment for each zone. Utilising the 2018 figures, this results in the following level of existing expenditure:

- South Warrington (Zones 5 and 9)
- **£97.4m** in convenience goods expenditure
- **£151.2m** in comparison goods expenditure
- Lymm (Zone 10)
- **£33.8m** in convenience goods expenditure
- **£55.6m** in comparison goods expenditure

[6] This area has been assessed to understand the existing capacity within the villages within the Garden Suburb area. There is some slight overlap with the existing urban areas and Hatton does not fall within the Garden Suburb area so we have made minor adjustments to the household figures to account for this.

6.13 These are sizable sums that help support the vibrant centres at Stockton Heath, Lymm and other Neighbourhood/Local Centres in the vicinity, as well as Warrington Town Centre and other surrounding retail facilities.

6.14 However, it is also worth highlighting that the above figures compare to **£367.5m** of convenience goods expenditure and **£512.9m** of comparison goods expenditure generated in the northern parts of Warrington (i.e. Zones 2, 6, 7 and 8). These figures are far higher because of the additional population located in the north of the settlement. This expenditure will principally support the retail facilities in Warrington Town Centre and District, Neighbourhood and Local Centres located in the northern part of the town.

6.15 Unfortunately, the Nexus 2019 Study does not quantify expenditure generated for other town centre uses such as other A1 uses classes such as hairdressers, post offices, laundrettes, etc or A2 use classes including professional services (banks, building societies, estate agents, etc) and food and drink uses including A3 (cafés/restaurants), A4 (pubs), and A5 (hot food take-aways), which all provide important and day to day services for a range of centres.

6.16 As such, the Nexus 2019 Study only presents part of the expenditure required to support vibrant and healthy centres.

6.17 For that reason, we have also utilised 2018 weekly household expenditure data for these types of services and goods and applied that the existing number of households in the area and based on the zones presented in **Figures 5.1** and **5.2** above, where we are able to extract the expenditure generated for all town centre retail/service uses.

6.18 The average weekly UK household expenditure on:

- A1 other and A2 services = £72.1 (**£3,744** per annum)
- Food and drink (A3-A5 uses) = £38.0 (**£1,976** per annum)

6.19 The above figures are based on the UK average household size figure being 2.4. In Lymm it is 2.4 and therefore consistent with the UK average. However, in the existing urban and rural parishes to the south of Warrington, the average is 2.5 and in just the rural area covering the Garden Suburb it is 2.7. As such, we have made relevant upward adjustments to the above figures accordingly and consider it would be appropriate to make a similar upward adjustment for the households being proposed in the Garden Suburb too, based on this existing data.

6.20 In making these adjustments to the above figures and multiplying them to the population or number of households in each of the areas at 2011 (based on census data) and depending on the use of a per capita or per household expenditure figure, we calculate the following level of expenditure is generated as set out in **Table 5.1**.

Table 5.1: Expenditure from South Warrington (£m)

Area	Convenience Expenditure	Comparison Expenditure	A1 Other + A2 Expenditure	(A3-A5) Food & Drink Expenditure	Total
South Warrington Parishes	73.9	114.9	47.1	24.8	**261**
Lymm Parish	30.6	50.4	19.4	10.2	**111**
Rural Villages LSAO	19.5	31.3	10.5	5.5	**67**

6.21 The above figures are helpful in starting to calculate what the existing rural villages within the Garden Suburb area will be capable of supporting in terms of retail services if they were to be provided as part of the overall Garden Suburb proposals. They are also helpful in terms of acting as a barometer and comparison to the Nexus figures albeit they do represent slightly different geographical areas.

Expenditure Generated by the Garden Suburb Proposal

6.22 To quantify the amount of expenditure that will be generated by the new households in the Warrington Garden Suburb, we have utilised the figures and phases from the 2019 Development Framework. These include:

- Phase 1 = 930 dwellings on Homes England land located outside the Green Belt;
- Phase 2 = 2,797 dwellings;
- Phase 3 = 1,485 dwellings;
- Phase 4 = 2,208 dwellings (safeguarded land).

6.23 We have applied an average household size in the Garden Suburb of 2.6 (see paragraph 5.19 above) to calculate the expected level of population within the Garden Suburb.

6.24 We then apply an average convenience and comparison 2018 per capita figures to the anticipated population figure. For the per capita expenditure figures we have used an average of the figure that would be applied across Zones 5, 9 and 10 of the Nexus 2019 Study should that area be defined as one zone. This is because we would expect the Garden Suburb to generate average expenditure levels similar to this area. This results in a figure of **£2,469** per person for convenience goods and **£3,895** for comparison goods. Whilst it would be entirely reasonable to grow these per capita figures to represent future spending levels and the anticipated design year for the Garden Suburb, for simplicity and to present a worst case scenario in terms of the level of expenditure generated, we have simply relied on 2018 figures.

6.25 The figures are presented in the Table at **Appendix 4** and summarised in **Table 4.2** below, which illustrates **£169m** will be generated overall. This is a significant sum and could clearly be used to support additional floorspace.

Table 4.2: Expenditure from the Garden Suburb Development (£m)

Phase	Convenience Expenditure	Comparison Expenditure	A1 Other + A2 Expenditure	(A3-A5) Food & Drink Expenditure	Total
1	6.0	9.4	3.8	2.0	**21**
2	18.0	28.3	11.4	6.0	**64**
3	9.5	15.0	6.0	3.2	**34**
4	14.2	22.4	9.0	4.7	**50**
Total GS	47.6	75.1	30.1	15.9	**169**

6.26 The figures above ignore the fact that there is an existing population within the Garden Suburb area and the surrounding population will also assist in supporting existing and new floorspace. The scenarios below summarise the amount of expenditure generated based on the following scenarios:

- Phase 1 Garden Suburb + Existing Villages;
- Phases 1-3 Garden Suburb + Existing Villages;
- Total Garden Suburb (Phases 1-4) + Existing Villages;
- Total Garden Suburb (Phases 1-4) + Existing South Warrington Area (Z5+Z9); and
- Total Garden Suburb (Phases 1-4) + Existing South Warrington (Z5+Z9) + Lymm (Z10).

Table 4.3: Expenditure from the Garden Suburb Development + Existing Population (£m)

Phase	Convenience Expenditure	Comparison Expenditure	A1 Other + A2 Expenditure	(A3-A5) Food & Drink Expenditure	Total
Phase 1 GS + Villages	25.4	40.7	14.3	7.5	**88**
Phases 1-3 GS + Villages	52.9	84.1	31.7	16.7	**185**
Total GS + Villages	67.1	106.4	40.6	21.4	**236**
Total GS + South Warrington	121.6	190.0	77.2	40.7	**430**
Total GS + South Warrington + Lymm	152.7	240.4	96.6	50.9	**541**

Capacity for New Retail Floorspace

6.27 The 2019 Nexus study considered the capacity and need for new retail floorspace within the borough.

6.28 It identifies a requirement for new foodstore floorspace by 2037 of between 2,700m^2 and 4,800m^2, which it suggests supports the designation of the new centres in the Garden Suburb, South West Extension, Waterfront and Peel Hall. It also identified additional capacity should the delivery of the commitments at the Omega urban extension and at Westbrook District Centre (amongst others) not be delivered.

6.29 It goes on to suggest that the identified requirement across the plan period is equivalent to that which would be typically provided by two or three discount foodstores.

6.30 The Nexus 2019 Study also suggests that it would be beneficial for Warrington Town Centre to improve its convenience goods offer, exacerbated through the loss of the town centre M&S store in 2017.

6.31 As highlighted in **Section 4** of this report, the Nexus 2019 Study highlights the overtrading of those stores closest to the Garden Suburb noting that the Morrisons at Greenalls Avenue, north of Stockton Heath District Centre, was the strongest performing superstore in the town, overtrading by circa £30m per annum, equating to 188% of its benchmark (expected) turnover, with the Aldi store in Stockton Heath District Centre overtrading by circa £8.7m which equates to 243% of its benchmark (expected) turnover.

6.32 The Lidl store at Latchford was found to be undertrading by around -24% although this is likely reflective of the increase in sales density nationwide since the 2015 study. Furthermore, we would not be surprised if the store was at least trading close to its benchmark owing to the increased popularity of Lidl since the 2014 household survey was undertaken. We also expect given the proximity of the store to the northern part of the Garden Suburb that it will benefit from the increased population and expenditure.

6.33 In respect of comparison goods capacity/need, the Nexus 2019 Study concluded that there was not significant deficiencies in comparison goods shopping provision within the borough albeit allowing for population growth (based on population projections) and expenditure growth the assessment highlighted a potential need for between 17,800m^2 to 27,900m^2 of comparison goods floorspace by 2037.

6.34 Nexus did not assess the capacity generated by the proposed Garden Suburb. Our assessment is set out above and at the Table at **Appendix 4** which clearly illustrates that additional expenditure for new retail floorspace.

6.35 The Table at **Appendix 4** also sets out two development scenarios for each of the phases and geographical areas. Firstly, we split the available convenience goods expenditure by Main Food and Top Up retailing. We assume an industry standard of 70% Main Food and 30% Top up.

6.36 **Scenario 1** assumes all of the main food expenditure will go towards supporting a main food supermarket, such as the Morrisons at Stockton Heath, and all of the top up expenditure will go to a smaller convenience store, such as the Co-op Food at Grappenhall.

6.37 **Scenario 2** assumes the following:

- 80% of the Main Food Expenditure will go to a large supermarket;
- 80% of the Top Up Expenditure will go to a convenience store; and

- 20% of Main Food & 20% of Top Up Expenditure will go to a medium-sized discount supermarket, such as the Aldi at Stockton Heath.

6.38 We then apply a company average sales density to the amount of expenditure afforded to each category to generate floorspace requirements for each of the phases. In this instance, we have used sales densities provided by Verdict for each of the main convenience retailers for 2018. We have averaged the company average sales densities for each of the three categories:

- Main Food Supermarket = Average of ASDA, Morrisons, Sainsbury's, Tesco and Waitrose = **£12,949** per sq m;
- Discount Supermarket = Average of Aldi, Lidl and Iceland = **£9,263** per sq m
- Convenience = Average of Co-op, M&S Food, Tesco and Sainsbury's = **£11,697** per sq m

6.39 The results for different phases are summarised below.

Table 4.4: Convenience Floorspace Requirements (sq. m net)

Scenario	Scenario 1		Scenario 2		
Phase	**Main Food**	**Top Up**	**Large Supermarket**	**Discount Supermarket**	**Convenience Store**
Phase 1 GS	323	153	258	129	123
Phase 1-3 GS	1,809	858	1,447	722	687
Total GS Phases 1-4	2,575	1,222	2,060	1,029	977
Phase 1 GS + Villages	1,374	652	1,099	549	522
Phases 1-3 GS + Villages	2,860	1,357	2,288	1,142	1,086
Total GS Phases 1-4 + Villages	**3,627**	**1,721**	**2,901**	**1,448**	**1,376**
Total GS + South Warrington	6,572	3,118	5,258	2,625	2,494
Total GS + South Warrington + Lymm	8,226	3,903	6,581	3,286	3,122

6.40 To provide a benchmark or comparison, it is helpful to note that the Nexus 2019 Study confirms that the existing Morrisons supermarket at Stockton Heath has 2,782 sq. m of convenience goods floorspace, whilst the Aldi in Stockton Heath has 576 sq. m of convenience goods floorspace.

6.41 Most new discounter stores being developed now contain about 650 sq. m net convenience floorspace within a 1,014 sq. m gross store (circa 10,900 sq. ft). The larger main food supermarket retailers are very rarely developing the vary large stores these days. Indeed, we are unlikely to see the scale of store developed by Tesco north of Warrington in the foreseeable future. However, where there are new markets created by development growth, new supermarkets are still being developed.

6.42 The above table would suggest that the Garden Suburb development, on its own, could generate enough expenditure to support up to 1 main-food supermarket, 1 discount supermarket, and a number of smaller convenience stores and other convenience retailers. This is a useful barometer because in theory it means this level of floorspace could be delivered without having a harmful impact on the existing retail provision in the area.

6.43 Convenience goods shopping generates regular and frequent shopping trips. As such, and as already highlighted, convenience goods floorspace provision should be located in close proximity to where there is evident demand, whilst respecting the need to protect existing retail centres. We have set out in the previous section, that there is a qualitative and geographical case to provide a new District/Local Centre and Local Centres within the Garden Suburb to facilitate and encourage sustainable modes of travel to retail centres, all of which should ideally be supported by some form of convenience goods provision.

6.44 However, it is also important to consider when this floorspace is delivered and its phasing along with the new residential homes. Indeed, if too much convenience floorspace is delivered early on in the Garden Suburb's development, it could in theory have a negative impact on existing centres subject to their existing health. We address this in more detail in the following section. Conversely, if too little floorspace is delivered, existing facilities might not be able to cope with the additional volume of custom. It could also be difficult to create a sense of place or sufficient scale and footfall to attract a diverse range of businesses to create a new District/Local Centre.

6.45 We address these points in greater detail in the following **Section 8**.

7. IMPACT CONSIDERATIONS

7.1 This section considers the impact of the failure to provide any, or a sufficient level of, retail floorspace within the Garden Suburb and in particular any planned District/Local Centre. We then go on to assess and comment on the likely impact of any retail development on existing centres within the area.

Convenience Goods Retailing Impacts – Do Nothing Scenario

7.2 In the event that no new retail provision is provided within the Garden Suburb, it is anticipated that the vast majority of trade associated with the new residential development, and a small amount of trade associated with the employment development, would be drawn to existing facilities located in proximity of the Garden Suburb.

7.3 These existing facilities are located beyond the guidance distances endorsed by the Institute of Transport (see paragraph 4.4) and as such would fail to encourage the use of sustainable transport modes and fail to reduce the need to travel. Despite this, residents living within the Garden Suburb will clearly need to undertake convenience goods shopping trips and will undoubtedly be attracted to those facilities that are closest.

7.4 Whilst a small proportion of these needs could be met by online shopping, this would not meet the majority of residents shopping needs and as such residents would still travel to use existing facilities where they are available although this would increase travel distances and increase reliance on private modes of transport to access such facilities.

7.5 As a starting point, we have therefore applied existing market share data for main and top-up convenience goods expenditure for Zone 9 as derived from Appendix 4, Table 3 of the 2019 Nexus study. Zone 9 shopping pattern data has been relied upon as this zone covers the majority of the proposed Garden Suburb and therefore best reflects the potential shopping patterns for new residents within the Garden Suburb if no new retail provision was delivered within the Garden Suburb.

7.6 The key market shares figures for main food shopping for Zone 9 include the following:

- **74.5%** of main shopping undertaken in facilities located in Zone 9, with 65% directed to the edge/out of centre Morrisons store at Stockton Heath and 8.9% to the Aldi store at Stockton Heath.
- **21.1%** of main food shopping undertaken in facilities in Zone 6, with **11.6%** going to the out of centre Sainsbury's, Church Street, Warrington, **3.6%** to the Tesco Extra and **2.1%** to the Aldi, Crossfield Street, Warrington and 1.9% to the ASDA at Cockhedge Shopping Centre.
- **1.9%** to facilities within Zone 7 and the Birchwood area.

- **0.8%** to facilities in Zone 8 and the Westbrook area.
- **1.7%** to facilities outside the Study area including the Waitrose and M&S Food Hall, Northwich.

7.7 Top-up shopping is more localised with the following market shares being relevant:

- **78.2%** to facilities within Zone 9 but with a greater distribution to a range of smaller stores and the main food supermarkets, with the Tesco Express at Grappenhall claiming 22.5%, Morrisons, Stockton Heath attracting 13.6% and the Co-op, Dudlow Green getting 13%.
- **£15.6%** going to facilities within Zone 6, with smaller stores and the larger supermarkets attracting trade.
- **2.5%** going to facilities in Zone 3, Runcorn.
- **2.3%** going to facilities in Zone 10, Lymm Village.
- **1.4%** going to facilities in Zone 7, Birchwood.

7.8 Table 2 at **Appendix 4** provides a full breakdown on the likely impact that such a scenario would have on existing convenience goods retail provision in the area assuming the same market shares as above and within the Nexus 2019 Study are applied. This table also provides details of each stores 'benchmark' or expected turnover for comparison and analysis purposes.

7.9 For ease of reference, **Table 6.1** below summarises the impact of the do-nothing scenario on the principal foodstores within the areas surrounding the proposed Garden Suburb.

7.10 As can be seen within the below table, whilst some of the identified stores would continue to trade below benchmark levels (including the ASDA and Tesco Extra stores in Warrington), all of the others identified will trade above their benchmark trading position, with the majority significantly overtrading.

Table 6.1: Do-nothing Scenario - Impact on Incumbent Stores

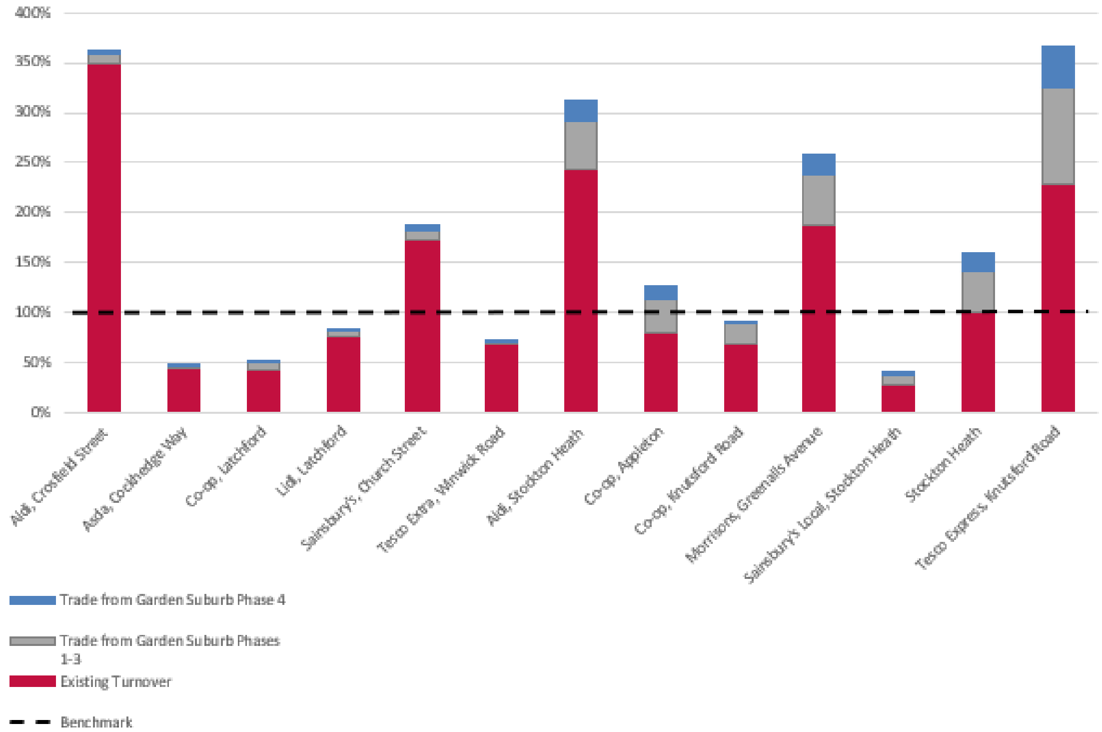
Store	Existing		Post Completion of Phases 1-3 Garden Suburb		
	Current B'mark (£m)	Current Turnover (£m)	Trade Draw from GS (£m)	Overtrading (£m)	Comparison with B'mark (%)
Zone 6					
Aldi, Crosfield Street	6.2	21.6	0.62	16.02	358%
Asda, Cockhedge Way	39.9	17.8	0.79	-21.31	47%
Co-op, The Bridges, Latchford	3.3	1.4	0.23	-1.67	50%
Lidl, Thelwall Lane, Latchford	7.2	5.5	0.38	1.32	82%
Sainsbury's, Church Street	30.8	53.0	3.18	25.38	182%
Tesco Extra, Winwick Road	53.4	36.4	1.00	-16.00	70%
Zone 9					
Aldi, Stockton Heath	6.1	14.8	3.01	11.71	292%
Co-op[7], Appleton	4.1	3.3	1.31	0.51	112%
Co-op, Knutsford Road[8]	3.6	2.5	0.70	-0.40	89%
Morrisons, Greenalls Avenue	34.2	64.2	16.84	46.84	237%
Sainsbury's[9], Stockton Heath	2.9	0.8	0.29	-1.81	37%
Stockton Heath	0.2	0.2	0.08	0.08	141%
Tesco Express, Knutsford Road[10]	2.5	5.7	2.41	5.61	324%

7.11 In particular, the overtrading of those stores which perform a main food shopping role located closest to the Garden Suburb will be exacerbated. Aldi in Stockton Heath is expected to trade almost three times over its expected benchmark turnover whilst the Morrisons at Greenalls Avenue would trade over double its expected benchmark turnover. The impact of this is illustrated at **Figure 6.1** which also takes account of additional trade drawn from Phase 4 of the Garden Suburb.

7.12 It is important to note that this illustration does not take account of any future expenditure growth either through an increase in per capita expenditure on convenience goods, population growth within the store's catchment outside of the Garden Suburb or expenditure associated with employees based at the planned employment developments which form part of the Garden Suburb. As such, the actual overtrading of these stores is expected to be underestimated within these figures and therefore the actual future overtrading position of these stores is likely to be greater.

[7] Dudlow Green Road
[8] Grappenhall
[9] Sainsbury's Local
[10] Grappenhall

Figure 6.1: Performance of Incumbent Stores in Do-nothing Scenario



7.13 When considering this, it is necessary to consider what the actual impact of this increase in overtrading would have. Clearly the strong performance of a store that is located within a defined town centre is a positive as it enhances the vitality and viability of a centre. However, where stores are significantly overtrading they can suffer from operational challenges which affect customer's shopping experience and their ability to undertake shopping trips in an efficient manner. Such challenges can include congestion within the car park and difficulty parking, longer queuing times at checkouts, a lack of stock on shelves and congestion within the store's aisles. This can lead to customers choosing to undertake shopping trips elsewhere, sometimes further afield, and/or congestion affecting the local highway network.

7.14 Clearly in respect of those stores located closest to the Garden Suburb, these are already suffering from operational challenges highlighting the existing quantitative and qualitative needs in the locality. The exacerbation of this is likely to result in customers choosing, or being forced to, change their shopping patterns and shop elsewhere which could result in adverse impact on defined centres of Stockton Heath (Aldi) and the potential loss of expenditure outside of the borough.

7.15 In addition to this, the do-nothing scenario would result in residents of the Garden Suburb being forced to travel greater distances to undertake both main and top-up convenience shopping trips unnecessarily increasing the impact on the local highway network and increasing the reliance upon private modes of transport to undertake even small convenience goods shopping trips. Clearly such a scenario would not create a sustainable urban extension as envisaged by the Garden Suburb.

Comparison Goods Retailing Impacts – Do Nothing Scenario

7.16 As set out in **Section 5**, the Garden Suburb (Phases 1-3) will generate around **£53m** of comparison goods expenditure, with a further **£22m** beyond the plan period (Phase 4), totalling **£75m.**

7.17 The total comparison goods expenditure[11] for the Borough[12] amounted to circa £824 million at the 2018 base year of Nexus's study. The comparison goods expenditure generated by the Garden Suburb would therefore represent a **9%** growth in available comparison goods spending within Warrington.

7.18 Comparison shopping patterns are typically wider spread than convenience shopping patterns. Indeed, there is a significant amount of competition and provision within the wider area, which will claim much of the comparison goods expenditure generated under the do-nothing scenario. Warrington has a large town centre and there are a number other retail parks, such as Gemini Retail Park, located to the north which capture trade from across the town.

7.19 Table 25 in Appendix 4 of the Nexus 2019 Study summarises and calculates the expenditure and shopping patterns for a wide range of comparison good types. Residents in Zone 9 (which covers the Garden Suburb area) generate a total of £134.5m of comparison goods expenditure.

7.20 This is spent in the following manner based on the survey results supporting the Nexus 2019 study:

- **£73.5m** to Zone 6, which includes Warrington Town Centre and other retail locations close to the town centre (55% market share);
- **£27.5m** to Zone 8, where Gemini Retail Park, Westboork District Centre, and Winwick Retail Park are located (20% market share);
- Circa **£20.9m** to a wide range of towns and locations outside of Warrington (16% market share);
- **£9.9m** to Zone 9, which includes Stockton Heath District Centre (7% market share); and
- **£2.7m** to Zone 10, Lymm Neighbourhood Centre (2% market share).

7.21 If we assumed the same market share rates, the retail provision within Zone 6 (within and around Warrington Town Centre) would see a **£41m** increase in revenue post Phase 4 of the Garden Suburb Proposal, which represents an **8%** increase. This is significant and should be cited as a consequential positive impact of the overall Garden Suburb proposals.

[11] 2019 Retail Assessment Appendix 4 Table 7a multiplied by 7b.
[12] Zones 2 & 6-10

7.22 Existing comparison goods retail provision within Zone 8 would also see a **£15m** increase (**7%** increase) albeit it is noted that most of this floorspace is located out of centre.

7.23 Existing provision in Zone 9, which includes Stockton Heath District Centre would see the greatest percentage increase at **32%** (**£23m**), which is substantial.

7.24 It should also be noted that the Garden Suburb development will generate a significant amount of additional retail and service/food and drink expenditure amounting to around **£32.4m** during the plan period (Phases 1-3) with a further **£13.7m** beyond the plan period (Phase 4). Whilst the Nexus 2019 Study does not provide market share information in relation to these types of services, it is reasonable to assume that Warrington, Stockton Heath and other neighbouring centres would all benefit from this additional trade under the do-nothing scenario.

7.25 Unfortunately, it is not possible to present a similar do-nothing assessment for comparison, retail services and leisure uses (as has been carried out for the convenience goods market in terms of the overtrading against benchmark averages) because many of the associated businesses/retailers are independent and there isn't reliable 'average' information in this regard. However, it is far less likely that individual comparison goods stores and other retail and leisure services would suffer from operational difficulties due to this additional trade. This is because such uses are utilised less frequently by customers and the impacts would be dissipated across a large number of outlets.

7.26 Obvious potential impacts would be increased congestion and footfall in the centres as a whole, which can be cited as a positive outcome of the Garden Suburb proposal overall. In terms of potential adverse impacts, this might be most noticeable on the local road network and congestion within public car parks if insufficient capacity exists.

7.27 We have no empirical or highway evidence at this stage to suggest this would compromise the attractiveness of neighbouring centres but we do note from general observations when visiting the area that Stockton Heath District Centre is already congested on a frequent basis in terms of vehicular movements. The highway impacts of the Garden Suburb will need to be assessed by the Council in detail regardless but under the no-development scenario, we would expect highway impacts on existing centre to be greater.

7.28 What is evidently apparent, however, is that even if we were to allow for comparison goods to be developed on the site, there will still be additional expenditure and trade generated by the Garden Suburb proposal that will ultimately be spent in other, existing retail locations in and around Warrington, which would either result in positive trading impacts on those centres or at the very least help to offset impacts associated with the development of a District/Local Centre.

7.29 In summary, there is clearly a need for new retail provision within the Garden Suburb to help create a sustainable development and reduce the need of new residents to travel. A failure to provide appropriate provision will see the overtrading of existing foodstore exacerbated to such a degree that many will struggle to cope with the extra custom and which could create operational issues in the stores and/or lead to customers choosing to shop elsewhere.

Determining the Potential Scale and Format of the District/Local Centre within the Garden Suburb

7.30 No specific proposals have been put forward by the Local Planning Authority in terms of what the proposed District/Local Centre could contain in terms of retailing and service provision other than it will include a supermarket, local shops and services.

7.31 The capacity assessment set out in this report demonstrates that the amount of expenditure generated by the Garden Suburb proposals overtime will be substantial and would justify the delivery of a new supermarket, a discount foodstore, other convenience provision, some comparison goods retailing and a range of other services.

7.32 The qualitative assessment also confirms that the location of the proposed District/Local Centre will ensure that its principal catchment area (circa 2km) will cover the whole of the Garden Suburb but will only have a limited overlap in catchment with the closest District Centre (Stockton Heath) and large superstore (Morrisons, Greenall Avenue). In addition, the District/Local Centre's principal catchment will only cover small existing residential areas within the Borough covering parts of Appleton, Grappenhall, Grappenhall Heys and Appleton Thorn.

7.33 Given this, it is not unreasonable to assume at the outset that there will be a limited level of trade drawn to the District/Local Centre from outside the Garden Suburb area, meaning that the impacts on existing shopping patterns will be limited which in turn will limit any impact on defined centres within the Borough. Notwithstanding this, it is still important to test and examine the impact of a new District/Local Centre within the Garden Suburb.

7.34 It will ultimately be for the retail market to determine what is deliverable and therefore alternative schemes might come forward which will need to be assessed in terms of their impact. At this stage, however, it is considered relevant and reasonable to test the impact of a proposal that is:

a) of sufficient scale to attract customers and compete with surrounding facilities; whilst,

b) not being so large that it would unduly disrupt existing shopping patterns (i.e. it should not draw in significant customers from locations beyond or near to existing Town and District Centres within the vicinity – namely Stockton Heath and Warrington Town Centre).

7.35 To provide some indication and guidance, we have examined the scale and format of the other three District Centres within Warrington.

Stockton Heath District Centre

7.36 The Healthcheck Assessment provided at Appendix 3 of the Nexus 2019 Study confirms that in 2018 Stockton Heath District Centre contained a total of 137 units and a total gross floor area of 23,170 sq m. The unit and floorspace split is contained within Tables 1 and 2 of the Nexus 2019 Study appendix.

Table 1 District Centre Floorspace Composition

GOAD Category	Stockton Heath District Centre Floorspace at 2015 (sq.m)	Stockton Heath District Centre Floorspace at 2015 (%)	Stockton Heath District Centre Floorspace at 2018 (sq.m)	Stockton Heath District Centre Floorspace at 2018 (%)	Floorspace UK Average at 2018 (%)
Convenience	9,860	41.3	9,800	42.3	15.2
Comparison	3,310	13.9	3,480	15.0	35.5
Retail Services	1,890	7.9	2,090	9.0	6.8
Leisure Services	5,870	24.6	5,040	21.8	24.7
Financial and Business Services	2,240	9.4	1,770	7.6	7.9
Miscellaneous	0	0.0	0	0.0	0.1
Vacant	720	3.0	990	4.3	9.3
TOTAL	**23,890**	**100**	**23,170**	**100**	**100**

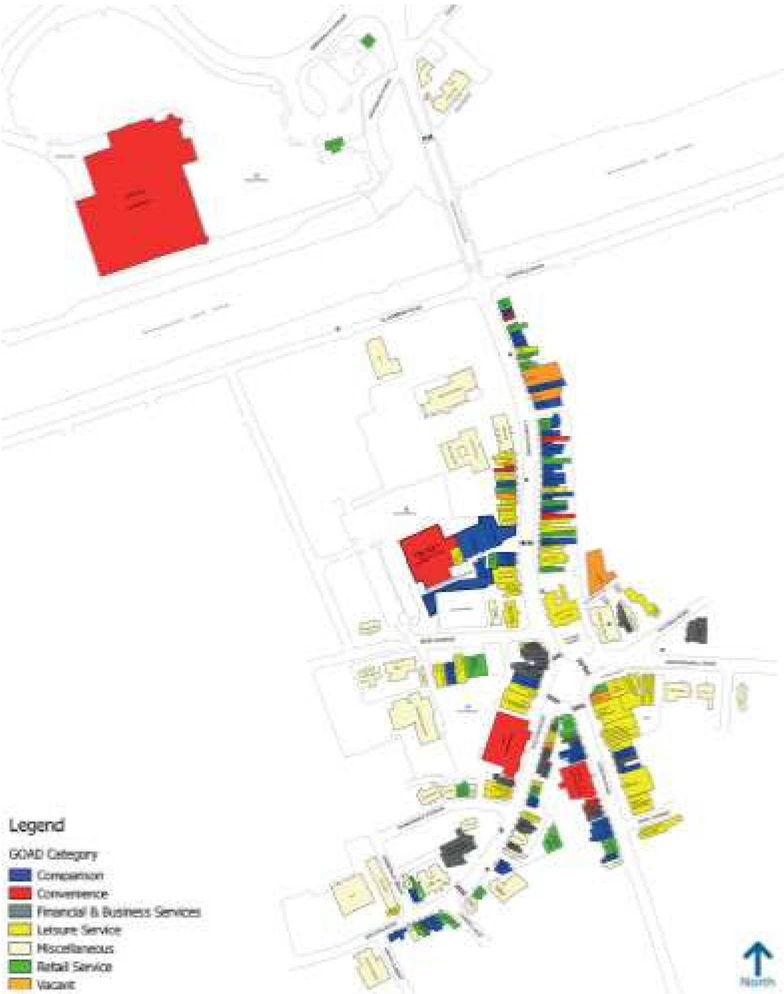
Source: Composition of Stockton Heath District Centre and District Centre Average derived from Nexus Planning Survey of May 2018; Warrington Retail and Leisure Study August 2015; UK Average from Experian GOAD Report March 2018

Table 2 District Centre Unit Composition

GOAD Category	Stockton Heath District Centre Number of Units at 2015	Stockton Heath District Centre Units at 2015 (%)	Stockton Heath District Centre Number of Units 2018	Stockton Heath District Centre Units at 2018 (%)	Units UK Average at 2018 (%)
Convenience	10	7.2	9	6.6	8.7
Comparison	35	25.4	36	26.3	31.6
Retail Services	26	18.8	31	22.6	14.2
Leisure Services	38	27.5	37	27.0	23.6
Financial and Business Services	21	15.2	18	13.1	10.5
Miscellaneous	0	0.0	0	0.0	0.2
Vacant	8	5.8	6	4.4	11.2
TOTAL	**138**	**100**	**137**	**100**	**100**

Source: Composition of Stockton Heath District Centre and District Centre Average derived from Nexus Planning Survey of May 2018; Warrington Retail and Leisure Study August 2015; UK Average from Experian GOAD Report March 2018

7.37 Stockton Heath is a typical historic, 'High Street' District Centre that has built up and evolved over a this and the last century. It comprises of a large number of traditional small units and some larger stores built on its periphery as illustrated by the plan below.



7.38 To precisely replicate this form today through a new development is unlikely to prove viable. Certain design references, scale and massing would also need to be considered in the context of the creating a new Garden Suburb and the general concept of Garden Settlements.

7.39 However, the above figures provide a useful background in terms of highlighting what might represent the absolute upper limit of any new District/Local Centre in the Garden Suburb. In reality, far fewer units are likely to be developed and the scale of retail development is likely to be a lot less in overall terms.

7.40 Of particular relevance, however, is the scale of the existing Morrisons store at Stockton Heath bearing in mind it is this store that attracts the most convenience shopping trade from Zone 9 (and notably a number of other surrounding zones given the general lack of provision of other main supermarkets located to the south of the Ship Canal). Testing the impact of a new store which could effectively compete with the Morrisons store and of a reasonably similar scale is therefore a reasonable prospect.

7.41 It is reported in Appendix 4, Table 5 of the Nexus 2019 Study that the Morrisons store has a gross floorspace of 7,506 sq m, a net sales floor area of 3,698 sq m, of which circa 2,782 sq m is net convenience floorspace. As such, the store has quite a low gross to net ratio of circa 50%.

7.42 The Aldi store has is reported to have a gross area of 1,115 sq m and net area of 660 sq m, resulting in a ratio of 59%.

Westbrook and Birchwood District Centres

7.43 Whilst still developed in a different retailing era, more modern District Centres within Warrington which serve areas of Warrington that underwent expansion in previous decades, include Birchwood District Centre and Westbrook District Centre.

7.44 For Westbrook District Centre, at Appendix 3 of the Nexus 2019 Study confirms that it comprises of 15 separate units covering a gross floor area of 15,738 sq m of which more than half relates to the large ASDA store. There is a cinema in the centre which makes up a large part of the overall floorspace. There are only 3 comparison goods retail units occupied by a chemist, charity shop and carpet shop and therefore Nexus confirm that the convenience and comparison offer lack some variety when compared to other centres (whilst noting that this is reflective of the size of the ASDA and its range of comparison goods).

Table 1 District Centre Floorspace Composition

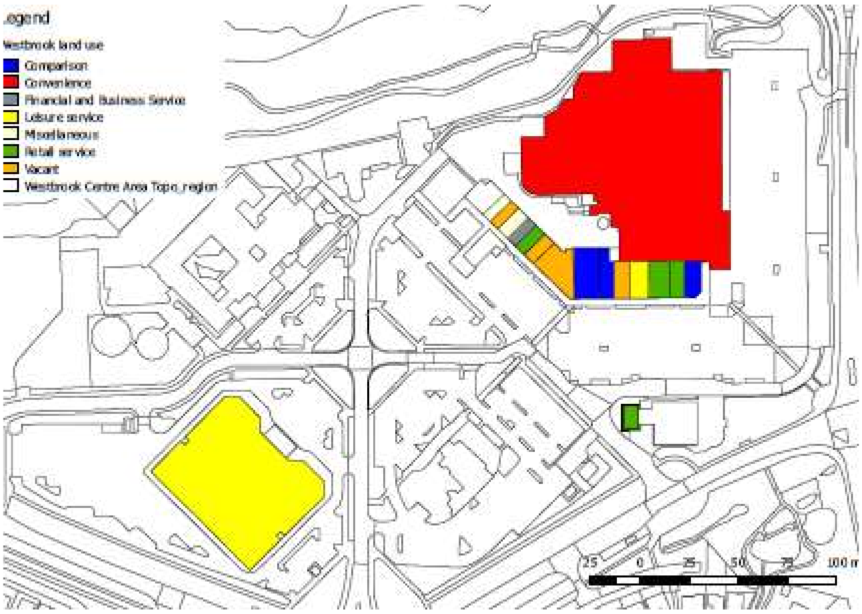
GOAD Category	Westbrook District Centre Floorspace at 2015 (sq.m)	Westbrook District Centre Floorspace at 2015 (%)	Westbrook District Centre Floorspace at 2018 (sq.m)	Westbrook District Centre Floorspace at 2018 (%)	Floorspace UK Average at 2018 (%)
Convenience	7,392	55.1	9,433	59.9	15.2
Comparison	577	4.3	847	5.4	35.5
Retail Services	470	3.5	373	2.4	6.8
Leisure Services	4,472	33.3	4,352	27.7	24.7
Financial and Business Services	52	0.4	163	1.0	7.9
Miscellaneous	0	0.0	0	0.0	0.1
Vacant	452	3.4	570	3.6	9.3
TOTAL	**13,497**	**100**	**15,738**	**100**	**100**

Source: Composition of Westbrook District Centre and District Centre Average derived from Nexus Planning Survey of May 2018; Warrington Retail and Leisure Study August 2015; UK Average from Experian GOAD Report March 2018

Table 2 District Centre Unit Composition

GOAD Category	Westbrook District Centre Number of Units at 2018	Westbrook District Centre Units at 2018 (%)	Westbrook District Centre Number of Units 2018	Westbrook District Centre Units at 2018 (%)	Units UK Average at 2018 (%)
Convenience	1	6.7	1	6.7	8.7
Comparison	3	20.0	3	20.0	31.6
Retail Services	4	26.7	4	26.7	14.2
Leisure Services	4	26.7	2	13.3	23.6
Financial and Business Services	1	6.7	1	6.7	10.5
Miscellaneous	0	0.0	0	0.0	0.2
Vacant	2	13.3	4	26.7	11.2
TOTAL	**15**	**100**	**15**	**100**	**100**

Source: Composition of Westbrook District Centre and District Centre Average derived from Nexus Planning Survey of May 2018; Warrington Retail and Leisure Study August 2015; UK Average from Experian GOAD Report March 2018



7.45 It is reported in Appendix 4, Table 5 of the Nexus 2019 Study that the ASDA store at Westbrook has a gross floor area of 9,459 sq m, with a net floor area of 5,098 sq m which represents a gross to net area of circa 54%.

7.46 Birchwood District Centre is much larger than Westbrook and has a broader range and offer available. It is reported to have 49 retail units in 2018, which amounted to 24,280 sq m gross, with 52% of the floorspace occupied by convenience retailers, 33% by comparison retailers (most of which were national multiples), 5% by retail services, 7% leisure and 3% vacant.

Table 1 District Centre Floorspace Composition

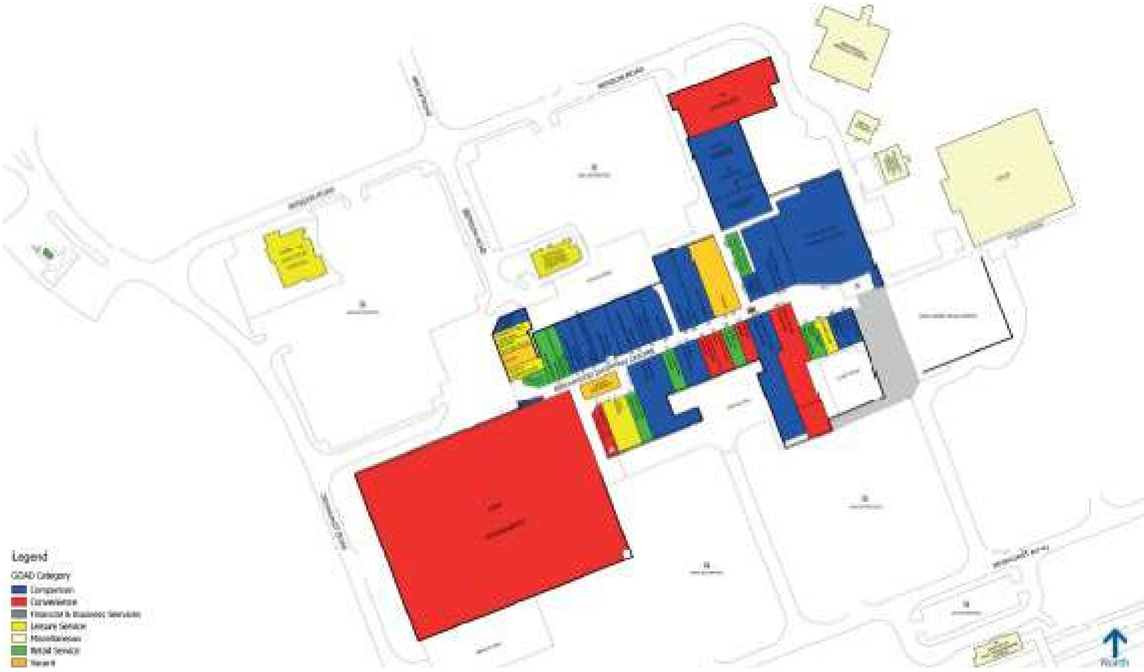
GOAD Category	Birchwood District Centre Floorspace at 2015 (sq.m)	Birchwood District Centre Floorspace at 2015 (%)	Birchwood District Centre Floorspace at 2018 (sq.m)	Birchwood District Centre Floorspace at 2018 (%)	Floorspace UK Average at 2018 (%)
Convenience	11,880	47.7	12,670	52.2	15.2
Comparison	9,400	37.8	8,070	33.2	35.5
Retail Services	950	3.8	1,110	4.6	6.8
Leisure Services	1,600	6.4	1,620	6.7	24.7
Financial and Business Services	190	0.8	0	0	7.9
Miscellaneous	0	0.0	0	0	0.1
Vacant	870	3.5	810	3.3	9.3
TOTAL	**24,890**	**100**	**24,280**	**100**	**100**

Source: Composition of Birchwood District Centre and District Centre Average derived from Nexus Planning Survey of May 2018; Warrington Retail and Leisure Study August 2015; UK Average from Experian GOAD Report March 2018

Table 2 District Centre Unit Composition

GOAD Category	Birchwood District Centre Number of Units at 2018	Birchwood District Centre Units at 2018 (%)	Birchwood District Centre Number of Units 2018	Birchwood District Centre Units at 2018 (%)	Units UK Average at 2018 (%)
Convenience	6	11.3	8	16.3	8.7
Comparison	24	45.3	21	42.9	31.6
Retail Services	9	17.0	10	20.4	14.2
Leisure Services	9	17.0	7	14.3	23.6
Financial and Business Services	1	1.9	0	0.0	10.5
Miscellaneous	0	0.0	0	0.0	0.2
Vacant	4	7.5	3	6.1	11.2
TOTAL	**52**	**100**	**49**	**100**	**100**

Source: Composition of Birchwood District Centre and District Centre Average derived from Nexus Planning Survey of May 2018; Warrington Retail and Leisure Study August 2015; UK Average from Experian GOAD Report March 2018



7.47 It was also noted in the Nexus 2019 Study that the centre included other community services such as a medical centre, dentists and advice centre.

7.48 It is reported in Appendix 4, Table 5 of the Nexus 2019 Study that the ASDA store has a gross floor area of 10,055 sq m, with a net floor area of 5,718 sq m which represents a gross to net area of circa 57%.

Suggested Scale and Turnover of Proposed District/Local Centre

7.49 Considering all of the above, we consider the following scale of development would deliver a District Centre of a scale that would be able to compete and be viable, would be broadly consistent with the range of District Centres found elsewhere in Warrington, consistent with the capacity exercise undertaken within this assessment, and reflective of the general retail market:

- **Circa 2,800 sq m net main food supermarket** (operated by either Morrisons, ASDA, Tesco, Sainsbury or Waitrose) (circa 4,300 sq m gross);
- **Circa 900 sq m net discounter supermarket** (operated by Aldi, Lidl, or Iceland) (circa 1,400 sq m gross);
- **Circa 1,000 sq m net of comparison goods retailing** (circa 1,250 sq m gross);
- **Circa 1,000 sq m net of retail service and leisure goods floorspace** (circa 1,250 sq m gross).

7.50 The benchmark turnover of the above floorspace is calculated in Table 3 at **Appendix 4** and summarised below.

Table 6.2: Benchmark Turnover of Suggested Retail and Leisure Development

Turnover of Proposal	Convenience Turnover (£m)	Other Turnover (£m)	Total Turnover (£m)
Main Food Supermarket	25.6	6.1	31.7
Discount Supermarket	7.4	0.6	8.0
Comparison Units	0.0	6.3	6.3
Retail Service / Leisure Units	0.0	6.3	6.3
Total Turnover	**33.0**	**19.2**	**52.2**

7.51 It is worth highlighting at this stage that the above represents **44%** of the total retail and leisure expenditure generated by Phases 1-3 of the Garden Suburb and **31%** of the overall expenditure generated by Phases 1-4. As such, the suggested volume of retail and leisure floorspace at the District/Local Centre is entirely justified by the level of expenditure generated by new residents.

7.52 The convenience goods turnover generated reflects **100%** of the available convenience goods turnover generated by just Phases 1-3 of the Garden Suburb. With Phase 4 added, this reduces to **70%**. If the expenditure generated by the existing villages within the Garden Suburb area is accounted for, it reduces to **49%** (post Phase 4). In the context of the entire South Warrington area (with the Garden Suburb complete), it would represent just **27%** of the available convenience goods expenditure, and just **22%** if Lymm's existing expenditure is included too (and not accounting for any residential development in Lymm).

7.53 In short, the District/Local Centre would only need to capture approximately a quarter of the available convenience goods market share in the entire South Warrington conurbation based on the above suggested scale and format of development, which is not considered unreasonable and is in fact entirely plausible bearing in mind Stockton Heath District Centre is the only District Centre in the catchment area.

7.54 With regard to comparison goods, it is more difficult to calculate an accurate anticipated turnover. However, based on the above net floorspace figures and an indicative gross sales density of £5,000 per sq m, the turnover would equate to **£6m**. This equates to **8.4%** of the comparison goods expenditure generated by Phases 1-4 of the Garden Suburb proposals and **6.0%** of the comparison goods expenditure generated by the Garden Suburb and the existing villages within the boundary.

7.55 Notably, the existing comparison retail provision within Zone 9, including Stockton Heath District Centre captures **7%** of the comparison goods market share generated within this zone generating a turnover of **£16.6m** from the Nexus 2019 Study and an expected **£1.3m** inflow. This is based on circa 3,480 sq m gross comparison goods floorspace within Stockton District Centre (excluding comparison goods in the supermarkets), which therefore equates to a gross sales density of circa £5,143.

7.56 The above analysis would suggest that the proposed level and turnover of comparison floorspace would be broadly in keeping with the existing market and shopping patterns within the South

Warrington area. Even if the comparison floorspace was doubled, this is unlikely to generate any undue impacts once the Garden Suburb development is completed.

7.57 Furthermore, there is scope to capture a far greater level of the existing expenditure and market share available in the south of Warrington depending on the comparison goods retail offer provided. Indeed, it is noteworthy that there are no large-scale comparison goods retail units or a retail park located within South Warrington. The consequences of this coupled the level of provision provided to the north of Warrington means a significant number of existing residents within Zone 9 are travelling some distance to out of centre retail parks at Gemini Retail Park and elsewhere. In practice, there would be scope to retain a good proportion of this expenditure in the south of Warrington if a competitive and comparative offer was provided.

7.58 However, we recognise this would not necessarily be in keeping with the spirit of suggested District/Local Centre designation in the Garden Suburb and any trading and other impacts on Warrington Town Centre, Stockton Heath District Centre and perhaps other Neighbourhood and Local Centres would need to be thoroughly considered. As such, we have not presented such a scenario as part of this assessment.

Worst Case Scenario Impact

7.59 The phasing of the Garden Suburb set out in the development framework identifies that 930 dwellings will come forward within during Phase 1, with the District/Local Centre coming forward in Phase 2. Below we consider the impact of the entire District/Local Centre coming forward and trading at benchmark levels if only Phase 1 of the Garden Suburb coming forward. This would represent the worse case scenario.

7.60 The total benchmark turnover of the District/Local Centre at **£52.2m** is two and a half times the total expenditure generated by Phase 1 of the Garden Suburb (**£21.2m**).

7.61 **£4.2m** (**13%**) of the main food convenience goods turnover is met by the expenditure generated by the Phase 1 residents. If the proposed main food supermarket was to trade at benchmark levels, at worst **£27.5m** of the main food supermarket's trade will be diverted from the stores in the surrounding area. By enlarge the largest proportion of the trade would be drawn from Morrisons, Greenalls Avenue (**£18.2m),** followed by Sainsbury's, Church Street (**£3.6m**) and Aldi, Stockton Heath (**£2.5m**), all of which are currently significantly overtrading and would continue to do. The remaining **£3.2** main food convenience goods turnover would be drawn from other stores within the area.

7.62 **£1.8m** (**22%**) of the discount supermarket goods turnover is met by the expenditure generated by the Phase 1 residents. If it was to trade at benchmark levels, **£6.2m** of the discount supermarket's trade will be diverted from the stores in the surrounding area. Unlike the main food shopping patterns, this trade is expected to be drawn more evenly from the stores within the surrounding area with the largest proportion of the trade drawn from Tesco Express, Knutsford

Road (**£1.4m**), followed by Morrisons, Greenalls Avenue (**£0.8m**) both of which are overtrading and will continue to do so.

7.63 Whilst each of the aforementioned stores would be impacted by the new District/Local Centre it is worth noting the recent appeal decision[13] for a new store in Shipson whereby the impact on the overtrading Co-op store in centre was noted to be between 40% to 52% although it was still expected to trade 7% over its benchmark post-development. In that instance the Inspector noted that there would clearly be in impact on the town centre, but the consequences were not such as should cause the appeal to be dismissed.

7.64 Trade would be drawing from other stores, some of which are under-trading such as Co-op, Appleton (**£0.8m**) and Co-op Knutsford Road (**£0.4m**). It should however be noted that these figures represent the worst case scenario on the basis that the surrounding stores would not benefit from the increase in convenience goods expenditure generated from the Garden Suburb whereas in reality these stores would benefit from some of the expenditure generated by the new residents.

7.65 Furthermore, this scenario is based on the new District/Local Centre trade at benchmark levels which is unlikely to be the case in reality. Whilst some customers may decide to change shopping patterns and shop at the District/Local Centre especially those who currently shop at the overtrading stores in the area, others would continue to shop more locally especially for their top up shopping at the smaller stores. In this scenario both the main food supermarket and discounter supermarket would trade below their benchmark, effecting their viability, and placing the importance of the next phases of the Garden Suburb coming forward to support the District/Local Centre.

Best Case Scenario Impact

7.66 Below we consider the impact of the District/Local Centre based on the entire Garden Suburb coming forward within the plan period, which would represent the best case scenario.

7.67 Of the convenience goods expenditure generated by the complete Garden Suburb, and assuming that the main food supermarket and discount supermarket were to trade at benchmark levels, there would be a **£7.9m** residual convenience goods expenditure, which would support the other smaller centres within the Garden Suburb.

7.68 Of the comparison goods the expenditure generated by the complete Garden Suburb, **£6.3m** would go to the comparison units within the District/Local Centre with **£28.9m** going to Warrington Town Centre and **£4.5m** to Stockton Heath District Centre assuming the same market shares within the Nexus 2019 Study are applied.

[13] Paragraphs 28-42, APP/J3720/A/13/2194850 (see **Appendix 5**)

7.69 Another significant benefit would be an additional **£39.8m** of expenditure for other retail and leisure services within the surrounding area some of which could be directed to the new Neighbourhood Centres and will be of significant benefit to Stockton Heath District Centre and Latchford District/Local Centre.

8. CONCLUSIONS AND RECOMMENDATIONS

8.1 The NPPF makes clear that the objectively assessed needs for all development need to be considered in preparing a new local plan and that strategic policies should set out any overall strategy for the scale of retail development.

8.2 Neither the draft Local Plan, development framework or 2019 Nexus Study set the scale of floorspace that could be delivered within the District/Local Centre. To provide certainty to developers and ensure that the District/Local Centre comes forward in a timely manner the local plan should clearly set out a suitable scale for the retail and leisure elements of the proposed District/Local Centre. This assessment has been prepared to identify the suitable capacity for the District/Local Centre, based on the quantitative needs over the plan period (and beyond) as well as the qualitative case for additional facilities of this nature in this location.

8.3 It is demonstrated that the Garden Suburb has the scope to be a District Centre without generating any undue adverse impacts on existing centres within Warrington. This is by virtue of:

- The existing expenditure and retail capacity generated within the catchment area located to the south of the Manchester Ship Canal,
- The extent of evident overtrading in existing retail facilities within the catchment area,
- The level of new expenditure that will be generated by the Garden Suburb proposals and general growth within the area; and
- The limited geographical distribution of existing centres located to the south of Warrington Indeed, there are no major supermarkets located to the south of the Ship Canal.

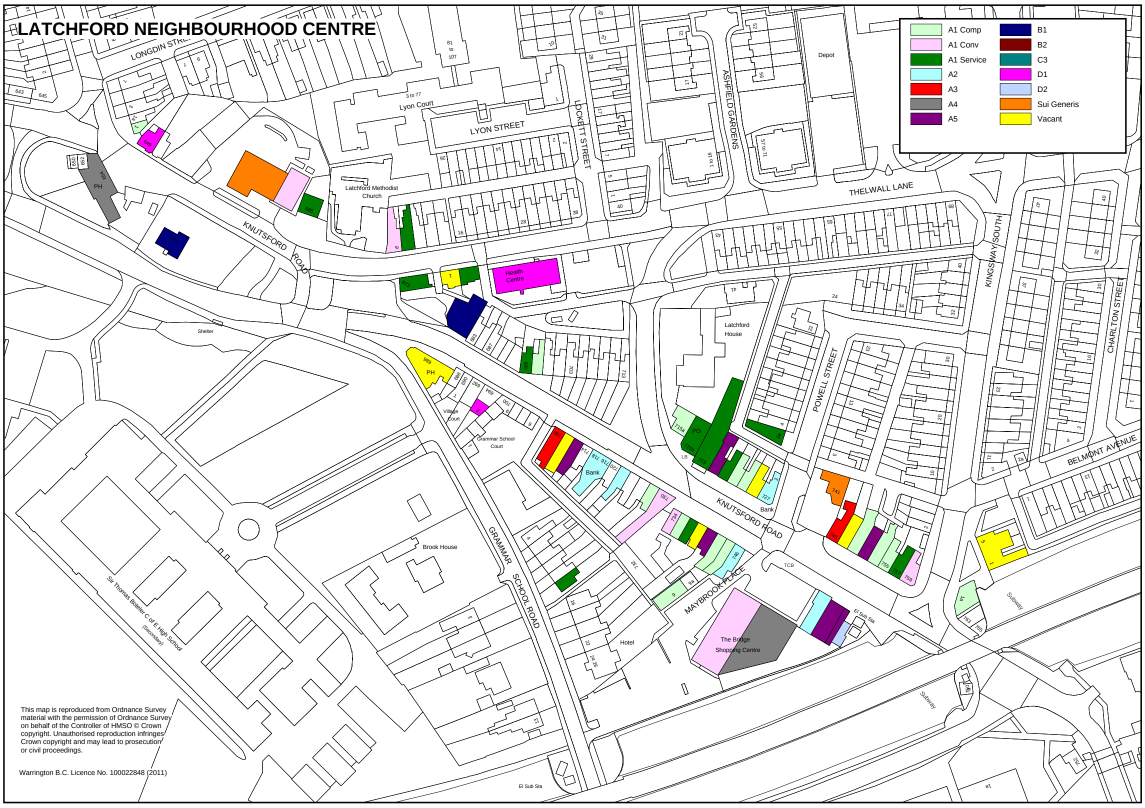
8.4 Equally, we recognise that the scale of the centre and its associated retail and main town centre use provision will also be strongly influenced by market demand and that may result in the delivery of a Local Centre. Either way we are firmly of the view that the main centre within the Garden Suburb should be termed a District/Local Centre, and not 'Neighbourhood Centre' and the smaller centres should be termed Neighbourhood Centres/hubs and not 'Local Centres'.

8.5 Policy MD2 sets out the general requirement for a 'Neighbourhood Centre' to serve the whole of the Garden Suburb but fails to set a suitable scale of retail and leisure development. The requirement to demonstrate retail need would be necessary if a larger quantum of development is proposed. In this regard, based on the findings of this Retail & Town Centre Use Assessment and in line with the comments we have made to Policy DEV5, we recommend that Part 5f of the Policy MD2 is amended to:

> *'A <u>centrally located District/Local</u> ~~Neighbourhood~~ Centre comprising <u>a supermarket</u>, local shops, a new health facility, leisure facilities and other community facilities with no more than 5,000 sq m of A1 retail floorspace unless supported by a Retail Impact Assessment in line with Policy DEV5.'*

APPENDIX 1 – HEALTHCHECKS OF NEIGHBOURHOOD CENTRES AND LOCAL CENTRES

Latchford



Picture 4.7 Latchford Use Class Information

Picture 4.8 Latchford Neighbourhood Centre

Use Class	Units	%	Floorspace	% (Overall Floorspace)
A1 Comparison	15	25	1024	16
A1 Convenience	5	9	735	12
A1 Service	10	17	874	14
All A1 Retail	**30**	**51**	**1984**	**42**
A2	4	7	363	6
A3	4	7	622	10
A4	2	3	679	11
A5	5	9	355	5
B1	2	3	279	4
D1	2	3	353	6
D2	1	2	39	1
SU (Sui Generis)	2	3	399	6
Vacant	7	12	660	10
Total	**59**	**100**	**5824**	**100**

Table 9 Latchford Survey Results

4.16 The shops are mainly located toward the junction of Knutsford Road and Kingsway South. The Bridge Shopping Centre comprises of one retail shop, the Co-op, whilst the rest are betting shops and food/drinking establishments. A1 retail units in Latchford make up nearly 51% of the total units with 17% being A1 service.

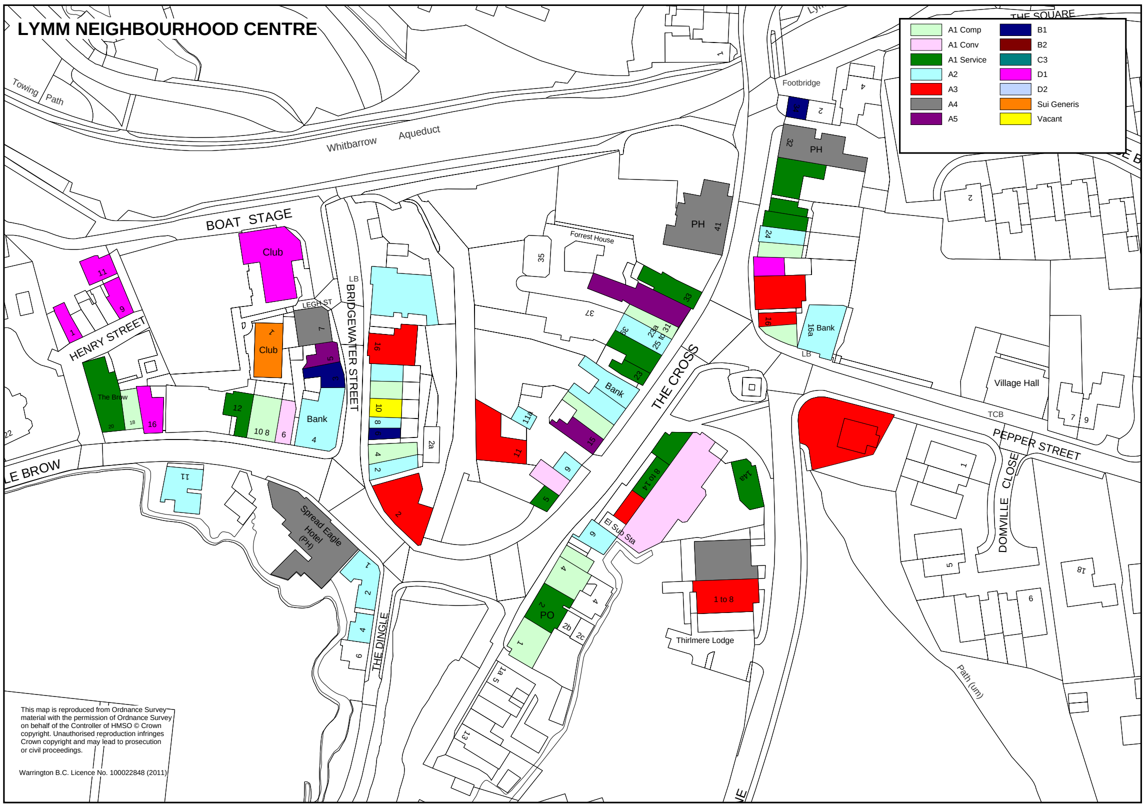
4.17 Vacancy rates within the centre are relatively low, with 7 units out of a total 59 currently not occupied.

4.18 Due to the meeting of the two main roads mentioned above, access to the site is car dominated. This creates poor overall environmental quality and accessibility for pedestrians and particularly cyclists.

4.19 Much like Honiton Square and Fearnhead Cross, Latchford suffers from a dated feel when set apart from the Bridge Shopping Centre.

4.20 Overall the centre provides a vital and vibrant centre. Although the centre contains a number of older units, the recent investment within Latchford has considerably lifted the environmental quality and this has reflected in the overall appearance and overall vitality and viability.

Lymm



Picture 4.11 Lymm Use Class Information

Picture 4.12 Lymm Neighbourhood Centre

Use Class	Units	%	Floorspace Area	% (Overall Floorspace)
A1 Comparison	11	17	745	13
A1 Convenience	3	5	479	9
A1 Service	13	20	884	16
All A1 Retail	**27**	**42**	**2108**	**38**
A2	15	23	1146	20
A3	6	9	735	13
A4	5	8	1008	18
A5	3	4	254	4
B1	3	4	108	2
D1	5	8	247	4
D2	0	0	0	0
SU (Sui Generis)	0	0	0	0
Vacant	1	2	43	1
Total	**65**	**100**	**5975**	**100**

Table 11 Lymm Survey Results

4.25 The centre has a good proportion of A1 and other uses, particularly a high representation of financial/professional services (23%) with a number of banks in the village. There is a diverse range of use classes in the village, including lots of independently owned businesses.

4.26 Lymm has a low number of vacant units, with 1 unit (2%) out of a total of 65 currently unoccupied and no evidence of long term vacancies, which ensures that the centre remains healthy and vibrant.

4.27 Due to the historic nature of the village, accessibility is generally poor. The narrow steep streets prevent buses from passing through the centre of the village. Nearby bus services depart every 30 minutes connecting the village to Altrincham and Warrington.

4.28 There are only 3 cycle racks for the centre, located outside the Post Office. Pedestrian access is limited in some places by narrow streets, but wider in other areas. Cars generally pass slowly through the area allowing pedestrian flow. The village is extremely well kept with clean pavements and benches provided in the heart of the centre.

4.29 Overall, Lymm Village provides a diverse range of uses that contribute to the success of the centre. Environmental quality is good however accessibility for pedestrians is generally poor.

Barley Road, Thelwall

Picture 5.1 Barley Road Use Class Information

Picture 5.2 Barley Road Local Centre

Use Class	Units	%	Floorspace Area	% (Overall Floorspace)
A1 Comparison	1	20	59	17
A1 Convenience	0	0	0	0
A1 Service	3	60	224	63
All A1 Retail	**4**	**80**	**283**	**80**
A2	0	0	0	0
A3	1	20	72	20
A4	0	0	0	0
A5	0	0	0	0
B1	0	0	0	0
D1	0	0	0	0
D2	0	0	0	0
SU (Sui Generis)	0	0	0	0
Vacant	0	0	0	0
Total	**5**	**100**	**355**	**100**

Table 14 Barley Road Thelwall Survey Results

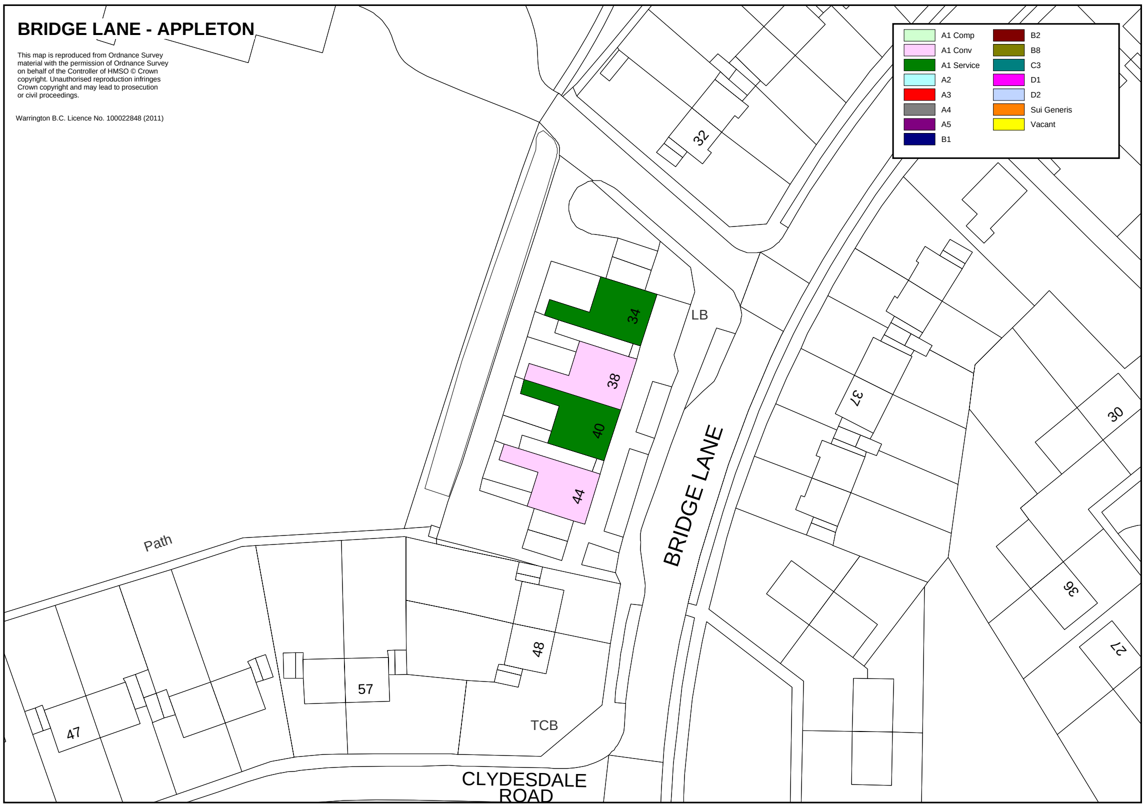
The Barley Road local centre has a small number of units grouped together. There are a total of five units, with 4 units being of A1 use class including a Post Office. Despite this high proportion of A1 units, there are no convenience units, units therefore fall into either comparison or service use class.

5.1 There are no vacancies within the centre and parking is limited with visitors parking on the adjoining roads to visit the centre.

5.2 Environmental quality is generally good with no graffiti or litter.

5.3 Overall the centre provides a support mechanism for surrounding residents. The presence of a Post Office acts as a vital resource and adds to the general vitality. There are however no convenience uses and therefore this limits the diversification of the centre.

Bridge Lane, Appleton



Picture 5.3 Bridge Lane Use Class Information

Picture 5.4 Bridge Lane Use Class Information

Use Class	Units	%	Floorspace Area	% (Overall Floorspace)
A1 Comparison	0	0	0	0
A1 Convenience	2	50	188	50
A1 Service	2	50	187	50
All A1 Retail	**4**	**100**	**375**	**100**
A2	0	0	0	0
A3	0	0	0	0
A4	0	0	0	0
A5	0	0	0	0
B1	0	0	0	0
D1	0	0	0	0
D2	0	0	0	0
SU (Sui Generis)	0	0	0	0
Vacant	0	0	0	0
Total	**4**	**100**	**375**	**100**

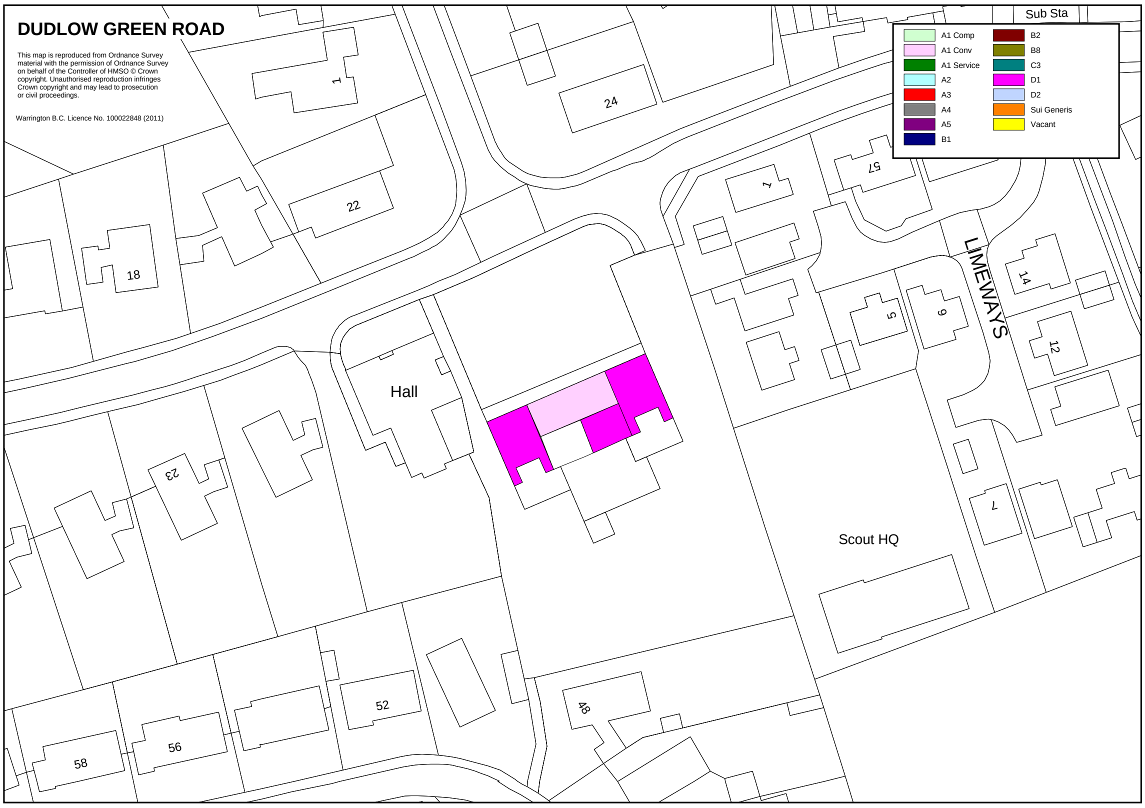
Table 15 Bridge Lane Appleton Survey Results

5.4 Bridge Lane Local Centre is a small centre with four units. The units comprise of both convenience and service based units. There are no vacancies and the environmental quality of the centre is average.

5.5 Parking within the centre is limited with residents parking on the main and surrounding side roads.

5.6 Overall the centre provides a reasonable diverse range of uses within a local centre. There are no vacancies and environmental quality is average.

Dudlows Green Road



Picture 5.19 Dudlows Green Road Use Class Information

Picture 5.20 Dudlows Green Use Class Information

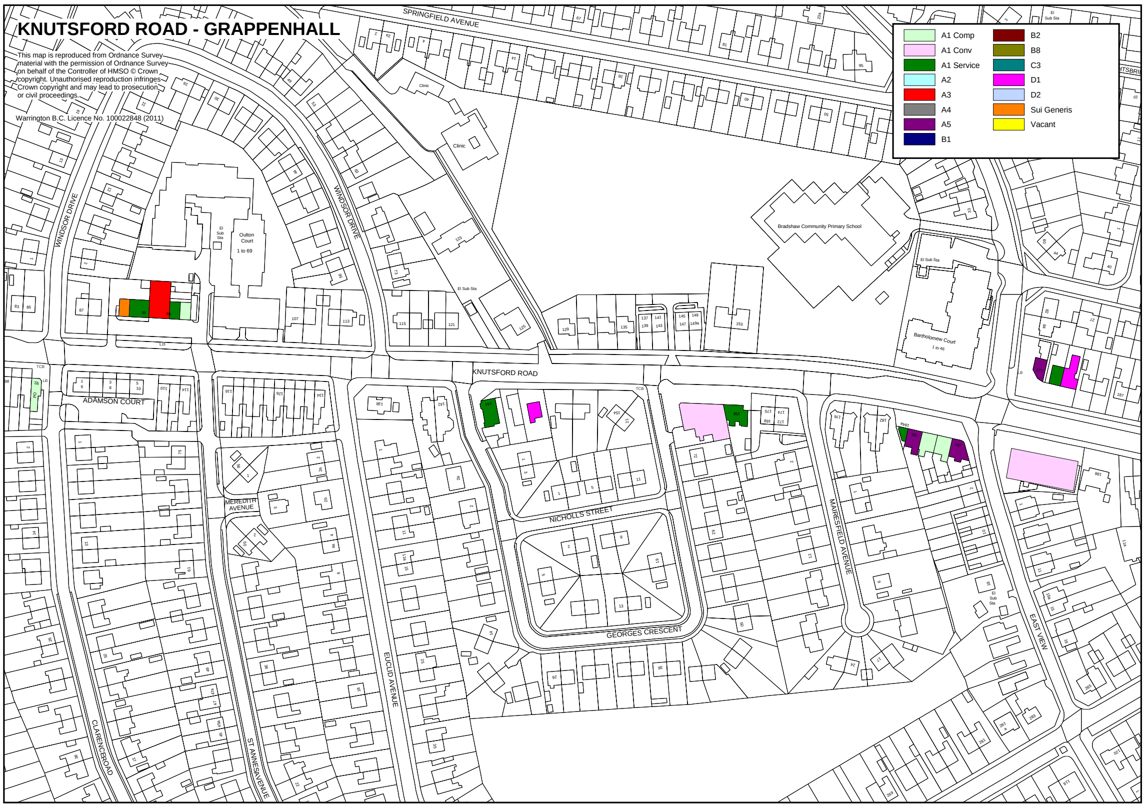
Use Class	Units	%	Floorspace Area	% (Overall Floorspace)
A1 Comparison	0	0	0	0
A1 Convenience	1	25	92	30
A1 Service	0	0	0	0
All A1 Retail	**1**	**25**	**92**	**30**
A2	0	0	0	0
A3	0	0	0	0
A4	0	0	0	0
A5	0	0	0	0
B1	0	0	0	0
D1	3	75	210	70
D2	0	0	0	0
SU (Sui Generis)	0	0	0	0
Vacant	0	0	0	0
Total	**4**	**100**	**302**	**100**

Table 23 Dudlow Green Road Survey Results

5.22 Dudlows Green local centre contains one A1 unit and three D1 units, with no vacancies. The proportion of A1 floorspace accounts for 30% of the total floor area and therefore provides a good proportion of A1 use whilst the convenience food store is of sufficient size to support the local area. Environmental quality within the centre is good and ample off-street parking is provided to the rear of the units.

5.23 Overall, whilst the centre has only four units, the availability of a convenience store ensures that it remains vibrant and serves the immediate locality well.

Knutsford Road, Grappenhall



Picture 5.41 Knutsford Road Use Class Information

Picture 5.42 Knutsford Road Grappenhall

Use Class	Units	%	Floorspace Area	% (Overall Floorspace)
A1 Comparison	4	21	266	13
A1 Convenience	2	11	842	40
A1 Service	6	32	395	19
All A1 Retail	**12**	**64**	**1503**	**72**
A2	0	0	0	0
A3	1	5	184	9
A4	0	0	0	0
A5	3	16	203	10
B1	0	0	0	0
D1	2	11	145	7
D2	0	0	0	0
SU (Sui Generis)	1	5	43	2
Vacant	0	0	0	0
Total	**19**	**100**	**2078**	**100**

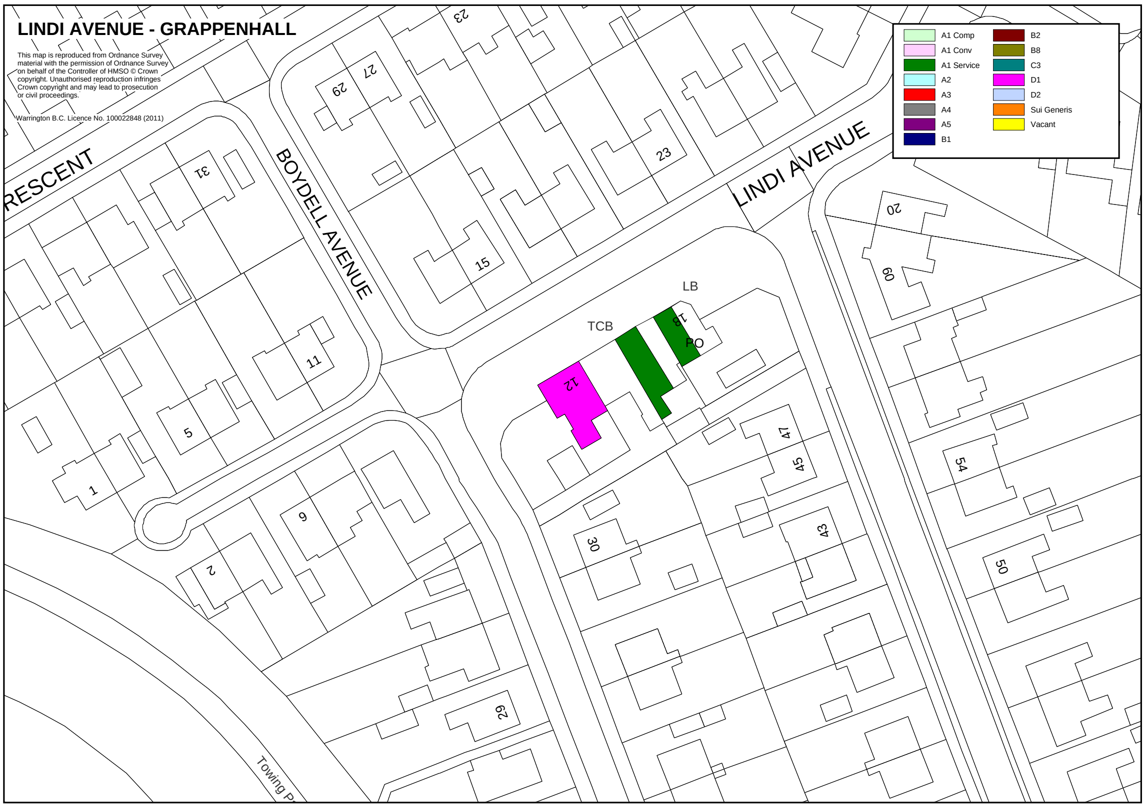
Table 34 Knutsford Road Grappenhall Survey Results

5.48 The Grappenhall local centre on Knutsford Road has a wide variety of units and offers an essential base for local residents. The units are sporadic in nature and are positioned along both sides of the main road. 64% of the total units are of A1 use class including four A1 comparison, two A1 convenience and six A1 service. This proportion amounts to 72% of the total floorspace. There are currently no vacancies within the centre.

5.49 The centre has good accessibility due to its location on a busy main road and has a well serviced by a local bus route. Whilst this is the case, the centre generally suffers from poor parking provision and therefore parking is only available on small residential roads surrounding the centre.

5.50 Overall the Grappenhall local centre provides a diverse range of uses that contribute to the centres overall vitality and viability.

Lindi Avenue, Grappenhall



Picture 5.43 Lindi Avenue Use Class Information

Picture 5.44 Lindi Avenue Local Centre

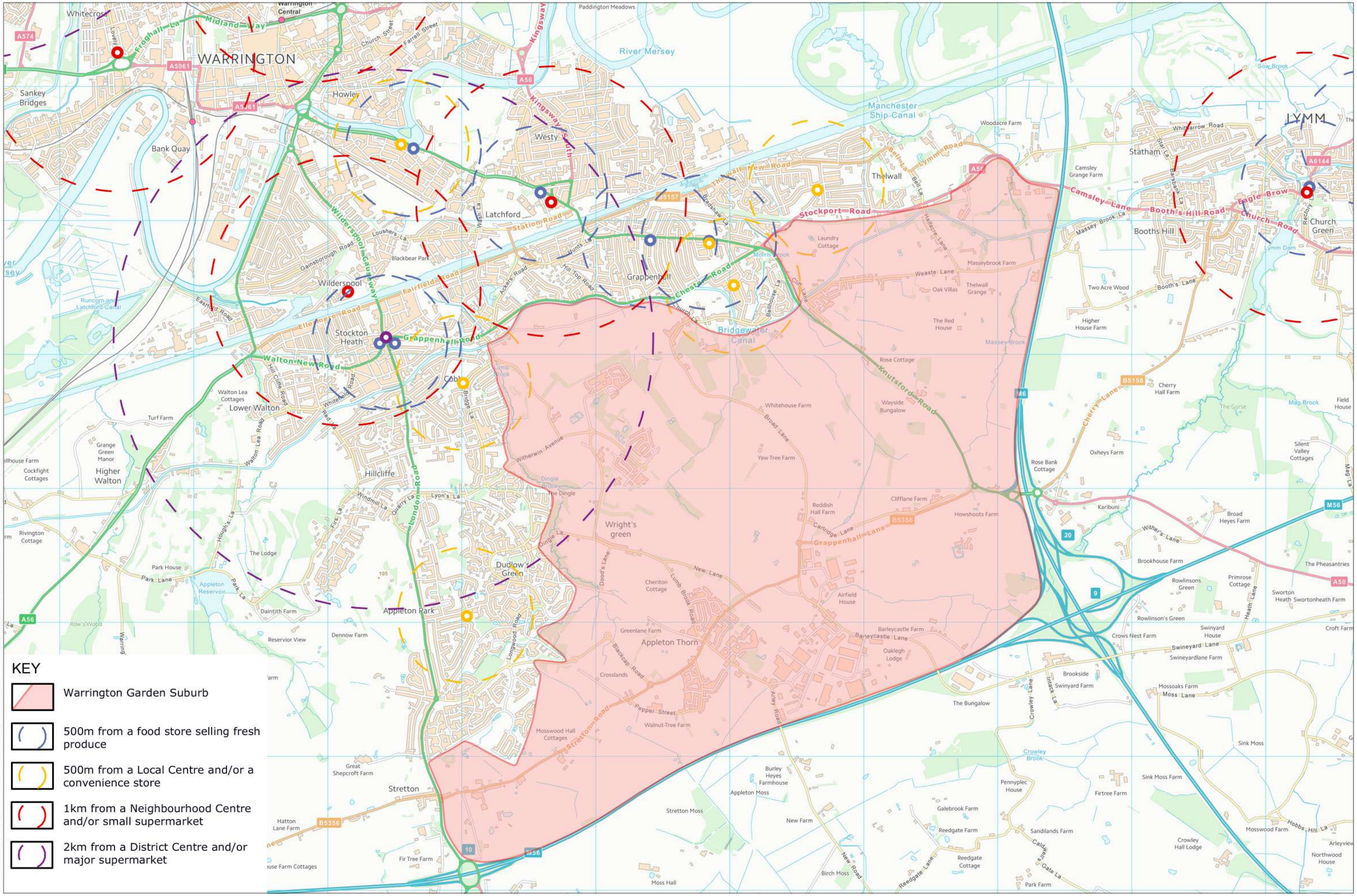
Use Class	Units	%	Floorspace Area	% (Overall Floorspace)
A1 Comparison	0	0	0	0
A1 Convenience	0	0	0	0
A1 Service	2	67	81	52
All A1 Retails	**2**	**67**	**81**	**52**
A2	0	0	0	0
A3	0	0	0	0
A4	0	0	0	0
A5	0	0	0	0
B1	0	0	0	0
D1	1	33	76	48
D2	0	0	0	0
SU (Sui Generis)	0	0	0	0
Vacant	0	0	0	0
Total	**3**	**100**	**157**	**100**

Table 35 Lindi Avenue Survey Results

5.51 Lindi Avenue is a small local centre which serves the immediate locality and is positioned in close proximity to the Knutsford Road local centre. There are three units including two A1 units and one D1 unit. Although the centre does not contain a A1 convenience store the presence of a post office lends itself to provide a valuable resource for local residents.

5.52 Parking is limited with visitors generally parking on-street. There are no vacancies and environmental quality is good.

APPENDIX 2 – EXISTING RETAIL CATCHMENT PLAN



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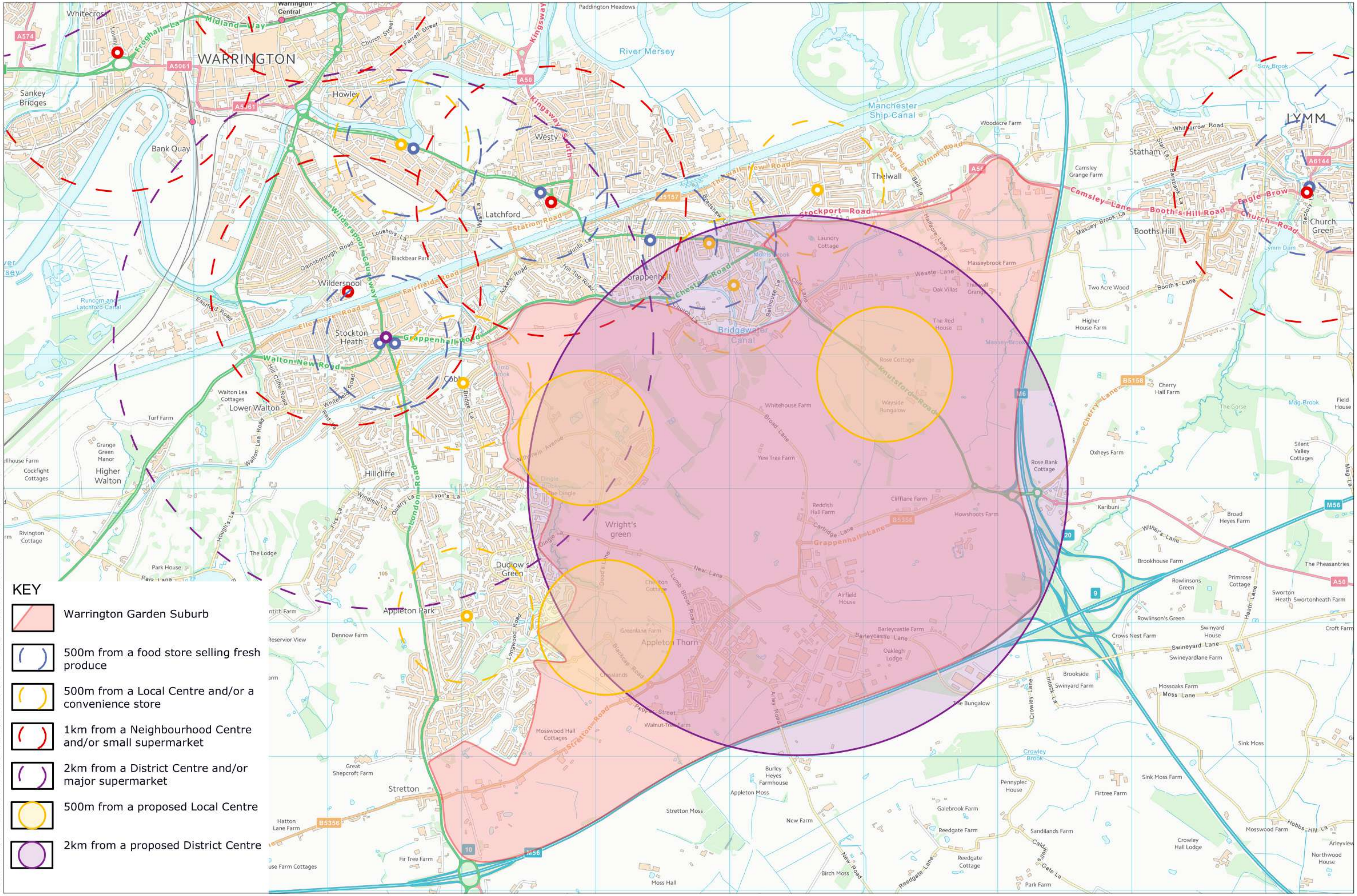
South Warrington - Retail Plan

Pegasus Design

I Drawn by: AFM I Approved by: ST I Date: 16/08/18 I Scale: 1:25000 @ A3 I DRG: P16-1405_030 Sheet No: 1 Rev: A I Client: Taylor Wimpey I

APPENDIX 3 – PROPOSED RETAIL CATCHMENT PLAN



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South Warrington - Proposed Retail Plan

Pegasus Design

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APPENDIX 4 – TABLES

Table 1: Capacity Assessment

Existing Area / Phase of Proposal	Nexus Zones 2019 Figures				Pegasus Zones 2019 Figures			Garden Suburb Proposal						POST DEVELOPMENT		
	Zone 9 Stockton Heath / Grappenhall	Zone 5 Stretton / Rural South	Total South Warrington	Zone 10 Lymm	Existing South Warrington Urban and Rural Area (Parish)	Lymm Parish	Existing South Warrington Rural Area (LSOA)	Phase 1	Phase 2	Phase 3	Total Garden Suburb During Plan Period	Phase 4	Total Garden Suburb	Total Garden Suburb with Existing Villages	Total South Warrington With Garden Suburb	Total South Warrington With Garden Suburb + Lymm
Population & Households																
1a. Population	35,913	3,572	39,485	13,620	29,978	12,350	6,681	2,418	7,272	3,861	**13,551**	5,741	**19,292**	**25,973**	**49,270**	**61,620**
1b. Number of Dwellings 2011					12,058	5,171	2,485	**930**	**2,797**	**1,485**	**5,212**	**2,208**	**7,420**	**9,905**	**19,478**	**24,649**
1.c Average Household Size (2.4 in UK)					2.5	2.4	2.7	2.6	2.6	2.6		2.6				
Convenience Goods																
2a. Convenience Per Capita Expenditure 2018	2,422	2,911		2,478	2,466	2,478	2,911	2,469	2,469	2,469		2,469				
2b. Convenience Expenditure Generated (£m)	**£86.98**	**£10.40**	**£97.38**	**£33.75**	**£73.93**	**£30.60**	**£19.45**	**£5.97**	**£17.96**	**£9.53**	**£33.46**	**£14.18**	**£47.6**	**£67.09**	**£121.57**	**£152.17**
2c. Main Food Convenience Expenditure Generated	**£60.89**	**£7.28**	**£68.17**	**£23.63**	**£51.75**	**£21.42**	**£13.61**	**£4.18**	**£12.57**	**£6.67**	**£23.42**	**£9.92**	**£33.3**	**£46.96**	**£85.10**	**£106.52**
2d. Top Up Convenience Expenditure Generated	**£26.09**	**£3.12**	**£29.21**	**£10.13**	**£22.18**	**£9.18**	**£5.83**	**£1.79**	**£5.39**	**£2.86**	**£10.04**	**£4.25**	**£14.3**	**£20.13**	**£36.47**	**£45.65**
Comparison Goods																
2e. Comparison Per Capita Expenditure 2018	3,746	4,681		4,081	3,831	4,081	4,681	3,895	3,895	3,895		3,895				
2f. Comparison Expenditure Generated (£m)	**£134.53**	**£16.72**	**£151.25**	**£55.58**	**£114.83**	**£50.40**	**£31.27**	**£9.42**	**£28.32**	**£15.04**	**£52.78**	**£22.36**	**£75.1**	**£106.41**	**£189.97**	**£240.37**
Retail and Professional Services (A1 Other and A2)																
3a. Average Weekly A1 Other / A2 Household Spend					£75	£72	£81	£78	£78	£78		£78				
3b. Annual Expenditure Generated (£m)					**£47.1**	**£19.4**	**£10.5**	**£3.8**	**£11.4**	**£6.0**	**£21.2**	**£9.0**	**£30.1**	**£40.62**	**£77.23**	**£96.59**
Food and Drink (A3-A5 Uses)	No data provided by Nexus Warrington Retail and Leisure Study Update 2019															
3c. Average Weekly Food & Drink Household Spend (adjusted by household size)					£40	£38	£43	£41	£41	£41		£41				
3d. Annual Expenditure Generated (£m)					**£24.8**	**£10.2**	**£5.5**	**£2.0**	**£6.0**	**£3.2**	**£11.2**	**£4.7**	**£15.9**	**£21.41**	**£40.70**	**£50.92**
TOTAL HOUSEHOLD EXPENDITURE FOR TYPICAL TOWN CENTRE USES					**£261**	**£111**	**£67**	**£21**	**£64**	**£34**	**£119**	**£50**	**£168.8**	**£235.52**	**£429.47**	**£540.06**
Broad Convenience Goods Floorspace Densities (£ / sq m)																
4a. Main Food Supermarket 12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949	12,949
4b. Discount Supermarket 9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263	9,263
4c. Convenience Store 11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697	11,697
Scenario 1 - Broad Convenience Goods Floorspace Capable of being supported (sq m net)																
5a. Main Food Convenience Goods Floorspace Supported	4,702	562	5,264	1,825	3,997	1,654	1,051	323	971	515	1,809	766	2,575	3,627	6,572	8,226
5c. Top Up Floorspace Supported	2,231	267	2,498	866	1,896	785	499	153	461	245	858	364	1,222	1,721	3,118	3,903
Scenario 2 - Broad Convenience Goods Floorspace Capable of being supported (sq m net)																
5a. Main Food Convenience Goods Floorspace Supported (assumed 80% of Main Food Expend	3,762	450	4,211	1,460	3,197	1,324	841	258	777	412	1,447	613	2,060	2,901	5,258	6,581
5b. Discount Convenience Floorspace Supported (assumed 20% Main & 20% Top up)	1,878	225	2,103	729	1,596	661	420	129	388	206	722	306	1,029	1,448	2,625	3,286
5c. Convenience Store Floorspace Supported (assumed 80% Top Up)	1,785	213	1,998	692	1,517	628	399	123	368	196	687	291	977	1,376	2,494	3,122

Guide on floorspace

Morrisons Stockton Heath is 2,958 sq m conv net

Aldi Stockton Heath is 594 sq m conv net

Tesco Express / Sainsbury's Local typically 250 sq m conv net to allow for Sunday trading (+30 sq m typically for day to day comparison goods like shampoo, toilet paper, etc)

Notes:

Zones and Areas: Used Zones 5, 9 and 10 from Nexus Warrington Retail and Leisure Study 2019 and Parish Areas of Stockton Heath, Grappenhall & Thelwall, Appleton, Stretton and Walton And Lower Super Output areas of Warrington 022D (Grappenhall), 024A (Appleton Thorne), 024B (Weaste Lane) and 024D (Stretton and Hatton) for rural area.

1a - Population taken from Nexus Warrington Retail and Leisure Study 2019, Appendix 4, Table 1 for Zones 5, 9 and 10. Population for Parish and LSOA taken from 2011 Census. data. Population for Garden Suburb based on nos of dwellings x 2.5 average household size

1b - Nos of dwellings for Parish Areas and LSOAs based on 2011 Census data. Nos of dwellings and phases for Garden Suburb based on notes from meeting with Warrington & Co and Aecom, July 2018

1c - Household size for Parish and LSAO based on 2011 Census data. Used average household size of 2.6 for Garden Suburb proposals based on data for surrounding area.

2a - 2018 per capita convenience expenditure figures taken from Appendix 4, Table 1, Nexus Warrington Retail and Leisure Study 2019 (2017 Prices)

2b - Based on ONS Average Household Expenditure Figures 2018 and adjusted to local household size (2.6 for Garden Suburb)

2c - Convenience goods expenditure generated calculated by multiplying population (or households) x relevant expenditure figure. Used households and 2017 rates for Garden Suburb Proposal

2d - Assumed 70% pf convenience goods expenditure is used for 'Main Food' shopping.

2e - Assumed 30% of total convenience goods expenditure is used for 'Top Up' shopping

2f - 2018 per capita comparison expenditure figures taken from Appendix 4, Table 7c, Nexus Warrington Retail and Leisure Study 2019 (2017 Prices)

3a - Based on ONS Average Household Expenditure Figures, 2018 and adjusted to local household size (2.6 for Garden Suburb)

3b - Retail and Professional services expenditure generated calculated by multiplying households x expenditure figure.

3c - Based on ONS Average Household Expenditure Figures, 2018 and adjusted to local household size (2.6 for Garden Suburb)

3d - Food & Drink services expenditure generated calculated by multiplying households x expenditure figure.

4a - Main Food Supermarket Sales Density based on average for Tesco, Sainsburys, Morrisons, ASDA and Waitrose from Verdict 2018 data (VAT applied)

4b - Discounter Sales Density based on average of Aldi, Lidl and Iceland from Verdict 2018 data (VAT applied)

4c - Top up sales density based on average of Co-op, M&S Food, Tesco and Sainsburys from Verdict 2018 data (VAT applied)

Table 2: Do-nothing Scenario - Impact on Incumbent Stores

Store	Existing			Post Completion of Phases 1 Garden Suburb				Post Completion of Phases 1-3 Garden Suburb				Post Phase 4 Garden Suburb			
	Current Benchmark Trading Position	Current Turnover	Comparison with Benchmark	Trade Draw from GS	Overtrading	Comparison with Benchmark	Increase Trading	Trade Draw from GS	Overtrading	Comparison with Benchmark	Increase Trading	Trade Draw from GS	Overtrading	Comparison with Benchmark	Increase Trading
Zone 6															
Aldi, Crosfield Street	£6.2	£21.6	348%	£0.1	£15.5	350%	2%	£0.6	£16.0	358%	10%	0.3	16.3	363%	4%
Asda, Cockhedge Way	£39.9	£17.8	45%	£0.1	-£22.0	45%	0%	£0.8	-£21.3	47%	2%	0.3	-21.0	47%	1%
Co-op, Latchford	£3.3	£1.4	42%	£0.0	-£1.9	44%	1%	£0.2	-£1.7	50%	7%	0.1	-1.6	53%	3%
Lidl, Latchford	£7.2	£5.5	76%	£0.1	-£1.6	77%	1%	£0.4	-£1.3	82%	5%	0.2	-1.2	84%	2%
Sainsbury's, Church Street	£30.8	£53.0	172%	£0.6	£22.8	174%	2%	£3.2	£25.4	182%	10%	1.3	26.7	187%	4%
Tesco Extra, Winwick Road	£53.4	£36.4	68%	£0.2	-£16.8	68%	0%	£1.0	-£16.0	70%	2%	0.4	-15.6	71%	1%
Zone 9															
Aldi, Stockton Heath	£6.1	£14.8	243%	£0.5	£9.2	251%	9%	£3.0	£11.7	292%	49%	1.3	13.0	313%	21%
Co-op, Appleton	£4.1	£3.3	80%	£0.2	-£0.6	86%	6%	£1.3	£0.5	112%	32%	0.6	1.1	126%	13%
Co-op, Knutsford Road	£3.6	£2.5	69%	£0.1	-£1.0	73%	3%	£0.7	-£0.4	89%	19%	0.1	-0.3	91%	2%
Morrisons, Greenalls Avenue	£34.2	£64.2	188%	£3.0	£33.0	197%	9%	£16.8	£46.8	237%	49%	7.1	54.0	258%	21%
Sainsbury's Local, Stockton Heath	£2.9	£0.8	28%	£0.1	-£2.0	29%	2%	£0.3	-£1.8	37%	10%	0.1	-1.7	42%	4%
Stockton Heath	£0.2	£0.2	100%	£0.0	£0.0	107%	7%	£0.1	£0.1	141%	41%	0.0	0.1	159%	18%
Tesco Express, Knutsford Road	£2.5	£5.7	228%	£0.4	£3.6	245%	17%	£2.4	£5.6	324%	96%	1.0	6.6	365%	41%

Table 3: Benchmark Turnover

Turnover of Proposal	Gross Floorspace	Net Ratio	Net Floorspace	Convenience Ratio	Net Convenience Floorspace	Net Comparison Floorspace	Convenience Sales Density (£/sqm)	Comparison Sales Density (£/sqm)	Convenience Turnover	Comparison Turnover	Total Turnover
Main Food Supermarket	4300	65%	2795	71%	1976	819	12,949	7,458	£25.6	£6.1	£31.7
Discounter Supermarket	1400	65%	910	88%	797	113	9,263	5,224	£7.4	£0.6	£8.0
Comparison Units	1250	80%	1000	0%	0	1000	0	5000	£0.0	£6.3	£6.3
Retail Services / Leisure Units	1250	80%	1000	0%	0	1000	0	5000	£0.0	£6.3	£6.3
TOTAL TURNOVER	**8200**		**5705**		**2773**	**2932**			**£33.0**	**£19.2**	**£52.2**

APPENDIX 5 – SHIPSTON APPEAL DECISION (APP/J3720/A/13/2194850)

Appeal Decision

Inquiry held on 1 – 2 October 2013, 8 – 11 and 15 July 2014

Site visit made on 15 July 2014

by Phillip J G Ware BSc(Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 23 February 2015

Appeal Ref: APP/J3720/A/13/2194850
Land north of Campden Road, Shipston-on-Stour, Warwickshire

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
- The appeal is made by Ainscough Strategic Land against the decision of Stratford on Avon District Council.
- The application Ref 12/00403/OUT, dated 14 February 2012, was refused by notice dated 28 January 2013.
- The development proposed is a supermarket (Use Class A1) with associated petrol station, customer parking and servicing; an 'extra care' retirement development (Use Class C2) comprising up to 80 cottages and 50 apartments with associated care and staff facilities; up to 54 residential dwellings (including 35% affordable housing provision) (Use Class C3); a community use (Use Class D1/D2); and associated access arrangements, open space, allotments and landscaping.

Procedural matters

1. The application is in outline, with only access to be considered at this stage, along with the principle of the development. The proposal as considered at the Inquiry was supported by an indicative Masterplan and a series of parameter plans[1].

2. The Inquiry was adjourned on 2 October 2013, following representations by the Council, the appellant and those representing the Co-operative Group (the Co-op) to enable an Environmental Impact Assessment (EIA) Screening Direction to be made by the Secretary of State. On 12 November 2013 the Secretary of State directed that the proposal was EIA development under the 2011 Regulations. An Environmental Statement (ES) was submitted in January 2014[2] . There has been no suggestion that the ES does not meet the requirements of the Regulations and the ES has been taken into account in this decision.

3. The Co-op are a Rule 6 party and played a full role in the early stages of the Inquiry and in particular during consideration of the retail issue. They were not involved in the landscape issue. The 2014 sessions of the Inquiry considered retail matters first and, as agreed, the Co-op did not participate in subsequent sessions of the Inquiry. All parties agreed that the closing statement on behalf

[1] Listed at Section 4 and Appendices 4 and 5 of Document 5
[2] Core document ASL 8.33

of the Co-op[3] should be submitted in writing, and that the Appellant would respond in writing[4].

4. During the 2014 sessions of the Inquiry, the outstanding appeal related to land on the opposite side of Campden Road was discussed (the 'Banner Homes site'). The proposal was for up to 70 dwellings with public open space, landscaping and related works. The appeal decision[5] was issued on 4 August 2014 and planning permission was granted. The parties were then given the opportunity to comment, and the Council and the appellant did so[6]. Their responses have been considered.

5. After the Inquiry closed in July 2014, the position of the Council changed in relation to the housing land supply situation in the District. In the light of this it had been the intention to reopen the Inquiry. However the Council's position changed again, and the matter was resolved by written submissions. This issue is discussed below.

Decision

6. The appeal is allowed and planning permission is granted for a supermarket (Use Class A1) with associated petrol station, customer parking and servicing; an 'extra care' retirement development (Use Class C2) comprising up to 80 cottages and 50 apartments with associated care and staff facilities; up to 54 residential dwellings (including 35% affordable housing provision)(Use Class C3); a community use (Use Class D1/D2); and associated access arrangements, open space, allotments and landscaping; all on land north of Campden Road, Shipston-on-Stour, Warwickshire in accordance with the terms of the application, Ref 12/00403/OUT, dated 14 February 2012, subject to the conditions set out in the Annex to this decision.

Main issues

7. The Council's reasons for refusal included matters related to layout and parking, and the location of the Extra Care accommodation. The Council and the appellants now agree that these matters can be addressed by conditions and the submitted Planning Obligation. There was also a reason for refusal related to the absence of a Planning Obligation dealing with infrastructure provision at that stage – which has since been addressed.

8. With that background there are two main issues in this case:

   - The impact of the proposed supermarket on the vitality and viability of Shipston town centre.
   - The effect of the proposal on the character and appearance of the area, including the setting of Shipston and the surrounding countryside.

[3] C1
[4] APP5
[5] APP/J3720/A/14/2217247 Document 18
[6] Documents 19 & 20

Reasons

The area

9. The site is located just to the west of the defined area of Shipston, on the north side of the B4053 – the main road into the town from the west. The land comprises two fields divided by a hedgerow. The site slopes up from the road at about 79 metres AOD, to 101 metres AOD in the northeast corner.

10. Further along the road to the west is the former IMI Norgren works, now to be developed by Cala Homes (the 'Cala Homes site'). Planning permission has been granted for the redevelopment of that site for 102 residential units and 929 sq.m of employment units. On the opposite side of the road is the Banner Homes site, referenced above.

Policy background

11. There are some background policy issues which are of relevance to both main issues. The development plan comprises the saved policies of the Stratford-on-Avon Local Plan Review 1996 – 2001 (2006) (LP). There are a range of policies applicable to the proposal as a whole[7], but more specifically COM.19 refers to the retail issue and PR.1 and DEV.2 are relevant to the landscape issue.

12. LP COM19 is agreed by the Council and the appellant to be inconsistent with national policy in that it includes a needs test. There was some debate as to whether some other parts of the policy remain in accordance with the National Planning Policy Framework (the Framework) but, taken as a whole, it is clear that the policy is out of date, and that the determinative retail policy is that in the Framework (especially at paragraphs 24, 26 and 27).

13. Shipston is a Main Rural Centre in the LP, one of eight designated in this manner. The LP notes that due to the size of the District and its rural nature these settlements are essential in supporting a wide range of jobs and facilities for their own residents and people living in smaller villages nearby. Shipston, being located in the southern part of the District, serves a number of surrounding villages within and outside the administrative area[8].

14. The Council's emerging Core Strategy has moved through various iterations before reaching its current position – namely that it is being examined. The details of the history of the emerging plan are set out in the Planning Statement of Common Ground[9]. The emerging Core Strategy, to which limited weight can be given at present, adopts a not dissimilar approach to the LP in relation to landscape.

15. The appeal site was included within a wider area as a proposed allocation in earlier iterations (2008 and 2010) of the emerging CS, but was not included in the 2012 version or subsequently. The Council explained the removal of the site in 2012 based on the Strategic Housing Land Availability Assessment (2012) and the results of the Council's Landscape Sensitivity Study.

[7] Set out in Document 12 Section 5
[8] Document 12 Appendix 6 lists the range of services in the town
[9] Document 12

The effect on the vitality and viability of Shipston town centre

Background retail considerations and agreed matters

16. Shipston is a traditional market town with a number of small shops clustered around the Market Place and on the roads leading into it. It is unusual, though apparently not unique, in having two Co-op stores in close proximity, a situation which has prevailed since the Co-op acquired Somerfield premises in 2008. The larger Co-op store (TCG) was in the process of being expanded and improved at the time of the Inquiry in 2014 – with completion due in late 2014. TCG were fully represented at the Inquiry in opposition to the proposal. The smaller store is operated by Mid Counties Co-op, who have not made representations. The two Co-op stores are very similar in appearance and offer, and it is unlikely that many members of the public would appreciate the difference in ownership and operation.

17. Although Shipston does not have a defined town centre in the LP, the Market Place may reasonably be taken as the hub of the town. The appeal site is some 720 metres from this location (or 625 metres from the town centre boundary shown on the draft CS). On that basis, the parties[10] agree that the appeal site is out of centre as defined in the Framework.

18. The proposed supermarket would comprise 1,800 sq.m. net floorspace (2,499 sq.m. gross), divided between 1,500 sq.m. for convenience goods and the remaining 300 sq.m. for comparison goods. The size of the store would be such that it would clearly cater for main food trips and act as a top up destination. This is agreed by the parties.

19. It is clear that, in principle, a new supermarket in Shipston is not inconsistent with the position of the town in the District's retail hierarchy. There is no doubt that the appellant has tested all site options and adopted a sufficiently flexible approach towards possible accommodation of the appeal proposal in the town centre – without success. The parties agree that there are no suitable and available sequentially preferable sites, and this did not form part of the case of any party. Based on the evidence, there is no reason to disagree with this position, and that element of paragraph 27 of the Framework is met.

20. A considerable amount of background material, including the location of existing and committed facilities in the area, population figures, and expenditure, has been agreed by the parties and is set out in the Retail Statement of Common Ground[11]. It is not proposed to rehearse these matters here, but some matters are of note. In particular the Study/Survey area was agreed, as was the extent of zones around the town. The benchmark turnover of the proposed supermarket has been agreed, as has the company average sales density for the Co-op convenience goods floorspace.

Historical changes to emerging retail policy

21. No party placed any great weight in policy terms on the earlier iterations of the CS, but there is some merit in the argument that the positive approach of the Council (illustrated by former draft CS policy Ship 1) towards the need for an improvement in the retail offer in Shipston was soundly based on the Colliers

[10] In this section,' the parties' includes the Co-op
[11] Document 11

2008 Study[12]. This Study identified a capacity for a 2,500 sq.m. store and, though criticised for the absence of an impact assessment (probably explained by the lack of a specific proposal to assess), appears to have been a thorough piece of work.

22. What is less clear is the change in the evidence base which has led to later changes in the Council's position, as the updates to the 2008 Study also address the substantial unmet need in the area. Even the 2014 iteration (which oddly omits the Co-op extension) deals with poor retention rates in the rural market towns such as Shipston.

23. One suggested reason for the change in the Council's position was the need to consider the position at Southam, where an edge of town store was being developed. However, even if that were the case, from the limited evidence available, Southam town centre remains healthy, and includes the edge of centre main food store and an in-centre Co-op, which was apparently refurbished after the out of town store opened. Overall, the reason for the change in the Council's position is not fully explained by the evidence before me.

The current retail position

24. Although the figures differ between the three retail witnesses, there is no doubt that there is a substantial leakage of expenditure out of the Shipston study area to larger stores in higher order centres, especially in relation to main food shopping. The precise figure is of limited relevance, as it is clear from the evidence that there is a considerable leakage from the catchment area. Although there are two convenience stores in Shipston town centre, around two thirds of the overall convenience trade and the great majority of main food expenditure from the primary catchment area of the town is spent at out of centre stores at significant distances. Anything between 7 and 30 mile round trips are undertaken.

25. There was some suggestion that, as the residents of Shipston and the surrounding area have access to these more distant retail facilities, their needs are met, and this in some way diminishes the issue. However this is to ignore the effect that this has on Shipston town centre, the inconvenience to residents, and the unsustainable travel modes and patterns which the current situation brings about. It also assumes that all residents have easy access to transport to these more distant locations.

26. There are differences between the retail witnesses related to the trade draw and trade diversion of the proposed supermarket from each zone. One relatively minor difference is that the appellant (unlike the Council and the Co-op) allows for some inflow to the new store from outside the Study Area. This is reasonable as, although such trips are likely to be limited, the draw of the proposed supermarket will not cut off at a defined boundary. Some residents, for whatever reason, would make apparently excessive trips to the proposed supermarket for a range of personal reasons.

27. There is broad agreement between the parties in relation to Zone 3, and the main difference occurs in relation to Zone 2, as one moves closer to Shipston. Some parts of this Zone are within 10 minutes' drive of the town. The Council

[12] Document SDC 4.4

and the Co-op assume between 5% and 7% of the new store's trade coming from this zone, whereas the appellant adopts a higher figure of 15%. To a large extent this difference is a matter of professional judgement and opinion. This is made more uncertain by the fact that no operator has been named for the supermarket, and different operators may have different attractiveness at distances. Overall, given the relative proximity of parts of this Zone to the proposed supermarket, the appellant's higher figure appears more realistic.

The current retail offer in Shipston and the impact of the proposal

28. Shipston is an attractive and comparatively small market town, with the retail offer anchored by two very similar small Co-op stores in the town centre. Although there are some differences in the appearance and offer of these stores, these differences are very limited. From the evidence before me and from what I saw on site, the differences are not significant and, to all intents and purposes, there is very limited choice or competition for consumers. The need for improved provision was assessed in the 2008 Colliers Study, but is a matter on which the Council is largely silent.

29. As set out above, there is no suggestion that there is a sequentially preferable site on which this deficiency can be rectified. The only known investment of any significance within the town centre is the extension to the larger Co-op, which was stated to be going ahead regardless of the outcome of this appeal – and by the time of this decision should have been completed. However this will not address the lack of local consumer choice. In addition it will still result in a store far too small to address the quantitative shortfall, and will remain a store with some inherent layout drawbacks.

30. The proposal therefore provides improved local consumer choice, and is accordingly in line with that part of paragraph 26 of the Framework. This matter weighs in favour of the proposal.

31. Turning to the impact of the proposal on the vitality and viability of the town centre as a whole, the three retail witnesses again produced different figures – largely related to the differing inputs and assumptions. These range from 40% (the appellant's position), through 48% (the Council's position), to 52% (the Co-op's position. Each of these is clearly justified in its own terms, and equate to a financial impact of between £3.25 million to at least £4.95 million. This is clearly a substantial impact, but is potentially mitigated by two factors – the way in which the impact might fall on stores which are significantly overtrading, and the potential for linked trips.

32. Although the effect on Shipston town centre must be considered as a whole, the effect on the two Co-op stores is of very considerable importance, as these stores effectively anchor the convenience offer in the town centre. There was some suggestion that judging impact in relation to benchmarking is not appropriate, however it is an orthodox approach and is adopted here.

33. There is no doubt that the two Co-op stores are significantly overtrading in comparison with the agreed benchmark figure and that, if the appeal scheme goes ahead, the larger store will still be trading at 7% over benchmark, whilst the smaller Mid-Counties store would be trading between 60% - 75% below benchmark.

34. Based on this and the extension at the larger Co-op, the appellant accepts that the smaller Mid-Counties store may close. Although the position of the Mid-Counties Co-op towards the appeal proposal is not known, this seems at least possible. The larger Co-op store, refurbished and extended, would be in a far better position and their stated position is that they would not close – indeed they might acquire trade due to brand loyalty if the smaller Co-op were to close.

35. The appellant suggests that, if the smaller Co-op were to close, the unit would be occupied by another retailer. There is no way of proving this assertion but, based on what I saw on site and vacancy rates, this is at least a reasonable possibility. In any event, even if the vacated unit were occupied by a non-food store and given that the smaller Co-op store largely duplicates the larger, there would be little detriment to the convenience offer in the town centre.

36. Overall, there is some evidence that some independents in the town centre are underperforming and some limited evidence of churn in units, and there is natural concern regarding the impact of a new supermarket on smaller stores – especially as the supermarket would have free and accessible parking. But overall, the impact on the two anchor stores and the town centre is not such as would justify dismissing the appeal.

37. The situation regarding linked trips is largely subjective. Clearly the two Co-op stores generate linked trips to other parts of the town centre. If the proposed supermarket goes ahead, the reduction in trade at the larger Co-op store, along with the potential loss of the smaller store, would result in a reduction in linked trips. However what is not known is how many of the customers of the smaller store would transfer to the larger, thereby maintaining the linked trips. What is even less certain is the number of linked trips from the new supermarket to the town centre. This is essentially unquantifiable, but what is clear is that clawing back trade to the appeal site, rather than continuing the massive leakage to other areas, would generate at least the potential for an increase in linked trips.

Other retail matters – the Tilemans Lane appeal decision

38. All parties have assessed the relevance of a 2001 appeal decision at Tilemans Lane[13]. Various assertions were made to me as to the health of Shipston town centre at that time and in the period leading up to that appeal. Although it is of note that the current appeal proposal is around 25% larger than the Tilemans Lane scheme, and the Inspector in that case found a 37% impact to be unacceptable, this is of limited weight in relation to the current appeal. The detail of the evidence put before the previous Inspector is not known, national and local policy has moved on since that time, and various parties have subsequently assessed and updated the changing retail position in Shipston.

Other retail matters – the Banner Homes permission

39. Since the close of the Inquiry, planning permission has been granted for up to 70 dwellings on the opposite side of Campden Road[14]. The appellant has noted that this decision should ideally have been built into the retail assessments, and stated that new residents would be highly likely to shop in the same

[13] APP/J3720/A/01/1057814
[14] APP/J3720/A/14/2217247 Document 18

manner as existing residents – i.e. that around 75% would carry out their main shopping outside Shipston, exacerbating the current unsustainable patterns of travel. Revised assessments are not necessary, but it is reasonable to assume that the appellant's position regarding the shopping patterns of new residents is correct.

Conclusion on retail matters

40. There is no substantive evidence of any existing, committed and planned public and private investment in the Shipston catchment area. The only investment, aside from the appeal scheme, where detail was provided was the Co-op extension and improvement, and this has gone ahead regardless of and in full knowledge of the appeal scheme.

41. The proposal complies with the sequential test, as accepted by all parties.

42. The proposal would represent a significant improvement in consumer choice. There would clearly be an impact on the town centre, but the consequences of this are not such as should cause the appeal to be dismissed. Overall, the proposal would not harm the vitality and viability of Shipston town centre.

The effect on the character and appearance of the area

43. The development plan policy context is provided by saved LP policies PR.1 and DEV.2, which deal with the need to respect the landscape and settlement character. These policies reflect the approach of the Framework, which is to recognise the intrinsic character and beauty of the countryside. In 2010 the emerging CS recognised the development potential of the site, but it is far from clear to what extent landscape issues were taken into account and, in any event, the CS has moved on since that time – this matter is of historical interest only.

44. An assessment of the zone in which the appeal site is located was undertaken by White Consultants in 2011 (the White Study)[15], and a Landscape Capacity Study of the appeal site itself has also been undertaken. The site is within National Character Area 96: Dunsmore and Feldon (2013).

45. The parties agreed that the appeal site is part of an area of medium sensitivity for residential development and high/medium sensitivity for commercial development. It is further agreed that these are the lowest categories of sensitivity surrounding Shipston for both forms of development.

46. The Council and the appellant agreed a range of viewpoints for the appellant's Landscape and Visual Impact Assessment (LVIA). No objection was raised to the methodology used in the LVIA, which is broadly in line with the principles published by the Landscape Institute and the Institute of Environmental Management and Assessment. I visited all the agreed viewpoints, and others, during my site visit. The appellant's montages were accepted as accurate by the Council in the Statement of Common Ground, although the landscape witness for the authority raised some detailed points at the Inquiry – however these matters were not pursued, and I consider the montages are fair representations of the proposal.

[15] SDC 5.3

47. From the evidence before me and specifically from my site visit, I consider the Council's approach begins from a position of overstatement of the landscape value of the area. The Inquiry evidence from the Council refers to the landscape as being of great value and, particularly in the light of the White Study, this appears to be an overstatement of its worth. The appeal site is not located in a statutory or locally designated area of landscape protection, and this approach effectively equates the area to such a specifically designated area. I am also concerned with the Council's calibration of the magnitude of change – which equates the effect of the proposal to that which would be caused by a very major development in high value countryside.

48. Turning to the effect on the area itself, rather than the assessments by the landscape witnesses, it is clear that from certain agreed viewpoints, most of Shipston is seen sitting in the valley floor. There is little development up the surrounding slopes.

49. The proposal would extend the development into open countryside. This effect would be noted particularly when travelling along Campden Road or viewing the area from footpaths to the south. However, visibility does not necessarily equate to harm, and there are three factors which lead me to the conclusion that the development would not harm landscape character – the presence of the Cala Homes site to the west, of the Banner Homes site to the south, and the limited extent to which the proposal would rise up the lower slopes of Waddon Hill to the north.

50. The Cala Homes scheme is a very significant amount of housing and commercial development. There was some debate at the Inquiry as to the extent that this would be appreciated from the surrounding area, due to the amount of boundary screening. Having carefully considered the plans showing boundary retention and planting, I am of the clear view that this substantial development, set at a significantly higher level than the appeal site, will be appreciated from a range of public viewpoints – contrary to the view expressed by the Council at the Inquiry. That said, the Cala Homes development will be visually discrete and will not read as part of Shipston.

51. The Banner Homes development on the south side of Campden Road will extend the settlement westwards towards the Cala Homes site.

52. The proposed development would therefore be enclosed by urban development on three sides. The consequence would be to visually connect the existing developed area of Shipston, including the Banner Homes site, to the Cala Homes site. This can reasonably be seen as a logical extension of the settlement to link with the currently isolated Cala Homes development and, in principle, there is nothing harmful in extending the settlement further along the valley floor. The proposal would not conflict with the criteria in LP policy DEV.1 one of which relates to the need for development to be integrated with the existing settlement in terms of land uses and physical form.

53. This leads to consideration of the extent to which the proposal would rise above the valley floor towards Waddon Hill. The White Study identified the site within a zone with medium landscape sensitivity and which had the potential to accommodate some housing. However that was envisaged to be below the 85 metre contour level – part of the current proposal would extend above this.

54. The Council's landscape witness, whilst accepting development up to the 85 metre contour, also stated that the southeast part of the site could be developed (which would approximately reflect the Banner Homes site to the south). Taken together, these two points mean that the Council's position is that a significant part of the appeal site could be developed without landscape harm.

55. To the extent that part of the scheme would be above the 85 metre contour, this raises the question of the relevance of this distinction. There is nothing on the ground or any break in the slope to reflect this contour line, and this level does not in any way contain the town visually. The development would still read as being located in the valley, rather than rising up the valley sides to a significant extent. The Council drew support for their view of the importance of the 85 metre contour from the Banner Homes appeal decision. However I read that decision as referring to the contour line as a matter of fact, rather than endorsing its importance.

56. There was some criticism of the credibility of the Council's landscape witness at the Inquiry. It is true that she was only retained during the appeal process but, although I disagree with some of her assessments, her evidence was clearly presented and it is not unusual for a consultant to be retained after planning permission is refused. What is of slightly more relevance is the fact that Mr White, the author of the White Study (within which the 85 metre contour had been initially identified) was stated by the Council as having declined to represent the position of the authority at the Inquiry.

57. Overall, there would clearly be a change in the landscape as a result of the proposal. Undeveloped fields would be replaced by housing and commercial development. However change does not equate to harm. Although the appeal site is outside the built up area of Shipston and within open countryside, the existence of two other permissions in the immediate area, with which the appeal scheme would link, means that the scheme would be viewed as a logical continuation of the settlement, linking other developments. The slope of Hanson Hill would rise above the buildings, as it does above other existing buildings.

58. For the above reasons, the proposal would not harm the character and appearance of the area, including the setting of Shipston and the surrounding countryside. It would comply with LP policies PR.1 and DEV.2.

Other matters

Housing land supply

59. Prior to the 2014 sessions of the Inquiry, the Council and the appellant[16] concluded a Statement of Common Ground related to Housing Land Supply[17]. This stated that there was less than a five year supply of housing land within the District and that therefore paragraph 49 of the Framework was engaged. The parties differed as to the extent of the shortfall but agreed that there was therefore no need to consider the details of the position at the Inquiry, and no evidence was heard on this matter – it being left to submissions.

[16] The Co-op were not involved in the housing aspects of the proposal
[17] Doc 10

60. As summarised above, the position of the authority changed after the close of the Inquiry, and the Council advised (21 August 2014) that the authority had a 5.4 year supply as of March 2014. This was not accepted by the appellant.

61. After exchanges of correspondence and the publication of several appeal decisions, the Council submitted a note produced on 2 January 2015[18] which stated that a five year housing land supply did not exist, and that the supply was 4.5 years. Based on the Council's starting point, the appellant broadly agreed with that figure, but pointed out that their preferred starting point led to only a 2.6 year supply[19].

62. These matters are being considered in the context of the emerging Core Strategy Examination, and the remaining difference between the parties is not a matter which can be resolved in the context of this appeal. What is important is that the parties agree that the position has reverted to that set out in the Statement of Common Ground, namely that there is no five year housing land supply and that paragraph 49 of the Framework comes into play.

63. On that basis, the Council's policies for the supply of housing are not up-to-date and, in accordance with paragraph 14 of the Framework, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole or specific policies in the Framework indicate development should be restricted. The Council and the appellant agreed that substantial weight should be applied to this matter[20].

64. In addition, the proposed 35% affordable housing – across the Extra Care and market elements - would contribute to meeting the acknowledged shortfall in local and district wide provision. Again, the two parties agreed that this is a matter to which substantial weight should be given[21].

Highways matters

65. Some limited concern regarding highways implications have been raised by local residents. However the main parties agreed that the proposal would not have an adverse impact on the local highway network. The Highway Authority has no objection to the development, subject to various matters which can be covered by conditions and the Planning Obligation. There is no reason to disagree with that position[22].

Conditions

66. A range of conditions were produced, without prejudice, jointly by the Council and the appellant. These were discussed and agreed at the Inquiry in the light of Planning Practice Guidance.

67. Along with the standard outline conditions (2, 3 and 4), conditions are necessary to link the development to the Design and Access Statement and the broad approach of the parameters plans (1), and to control the site levels (11). Given the size of the development, a condition is required relating to the

[18] Document 16
[19] Document 17
[20] Document 8
[21] Document 8, Document 12 Section 10
[22] Ecology, flooding, drainage, environmental issues, health and open space/allotments are satisfactorily addressed by Document 12 Section 12

phasing of the scheme (5). The number of dwellings/apartments and the size and composition of the retail store need to be limited to that specified in the application details (6 and 7). Similarly the access needs to be laid out as submitted in the interests of highway safety (13).

68. Various matters need to be controlled in relation to the retail element and in the light of the effect on the town centre – the convenience/comparison split, a restriction on the nature of goods, and the provision of signage (7, 8 and 9).

69. To protect the amenity of residents of existing and proposed dwellings, the opening hours of the supermarket should be restricted (10). For the same reason a noise mitigation scheme needs to be submitted for approval, deliveries to the supermarket and the petrol station need to be restricted, and noise limits imposed (27, 28 and 29). A Construction Management Plan, covering a range of matters during the construction of the development, needs to be submitted for approval (30).

70. To ensure the accessibility of the Extra Care units, an Access Strategy covering the whole site is necessary to enable access and use by those with mobility impairments (12).

71. A range of conditions are necessary to control the landscaping of the site, protect trees, avoid disturbance to nesting birds, and assess/address the potential for bats and badgers. These are required in the interests of the appearance of the development and for biodiversity reasons (14, 15, 16, 17, 18 and 19).

72. For biodiversity and residential amenity reasons, external lighting needs to be controlled (20).

73. The details of foul and surface water drainage need to be submitted for approval, to ensure the adequate provision of such facilities and to avoid flood risk (21, 22 and 23).

74. In the interests of sustainable construction and the quality of the development, conditions are required to address sustainable construction (24, 25, 26 27 and 31).

Planning Obligation

75. A Planning Obligation[23] has been concluded between a range of parties, including the District and County Councils. This makes a wide range of provisions, and I have considered each in the light of the policy in paragraph 204 of the Framework and the tests in Regulation 122 of the Community Infrastructure Levy Regulations 2010.

76. The Council has set out the background and justification to the provisions in a submitted document[24]. In summary:

- The Public Open Space provision is based on LP policies COM.4 and COM.5 and a recent study demonstrating a shortfall in provision in some specific aspects of open space. This is supplemented by Guidance providing detailed requirements for on-site open space.

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[23] Document 13
[24] LPA 2

- The Public Transport Contribution is founded on LP policy COM.7 and IMP.5, and Local Transport Plan policies. In conjunction with the adjoining Cala Homes site this would enable the provision of a new bus service and/or improvements to public transport in the vicinity of the site.
- The Library Contribution is supported by LP policy IMP.4, dealing with infrastructure provision, and by Public Library Service Standards which justify the quantum of the contribution.
- The Education Contributions are supported by LP policies IMP.4, COM.2 and COM.3. Contributions from this and other developments will be used, along with County Council resources, to contribute to the provision of additional school places, particularly at the local Primary and High Schools.
- The Footpath Works contribution is based on the need to upgrade the footpath to the town so as to encourage its use, in line with LP policy COM.9. The costing of the works has been set out. As this provision is also provided for in the Obligation related to the Cala Homes site, the Obligation has been drafted to avoid double payment.
- The provision of 35% Affordable Housing is based on LP policies COM.13 and COM.14, a Supplementary Planning Document (SPD) and a practice note. Although there is no policy specifically referring to affordable housing for Extra Care schemes, reference to this aspect is made in the SPD, which supports this element of the Obligation.
- The Sustainability Welcome Pack is supported by policies in the draft Local Transport Plan, and the basis for the quantum of the contribution has been clearly set out.
- The Healthcare Contribution is based on LP policies COM.3 and IMP.4, and would be targeted at the nearby Medical Centre, which is nearing capacity. The justification for the quantum of the development has been set out.
- Sustainable Urban Drainage System (SUDS). This aspect of the Obligation relates to the future maintenance of the SUDS in line with LP policy DEV.7.
- As it is accepted that the development would have an effect on the town centre, the Town Centre Contribution is intended to mitigate the effect in line with LP policies COM.2 and COM.19. Although there is no document to justify the quantum of the contribution, the Council has set out the agreed method of calculation and the targets for the monies – this justifies the need for and the amount of the contribution.

77. As summarised above, the Obligation accords with the policy in paragraph 204 of the Framework and the tests in Regulation 122 of the Community Infrastructure Levy Regulations 2010. The Obligation is a material consideration in this case. Many of its provisions are designed to mitigate the impact of the proposal and these elements therefore do not provide benefits in favour of the appeal. However other matters, most notably the provision of affordable housing, weigh in favour of the appeal.

Planning balance and conclusion

78. The promotion of sustainable development is a key national policy, and I will summarise the key issues in terms of the three dimensions of sustainability as defined in the Framework: economic, social and environmental.

79. In terms of the economic dimension, the creation of employment, both during the construction stage and subsequently, is an important element of the proposal. The parties agree[25] that the development would create 65 full time equivalent (FTE) jobs in the Extra Care development and 110 FTE jobs in the supermarket. In addition, house building is recognised as an important driver of economic growth and there would be economic benefits to the construction industry from the proposed development. The Council considers that the employment generation should be tempered by any loss of employment in the town centre. Even if that were accepted to be likely, the economic benefits would remain significant. In addition, in the longer term, the level of disposable income in the local area would be increased with some commensurate growth in the demand for goods and services.

80. In terms of the social dimension the proposal would add significantly to the supply and mix of housing in the town, including 35% affordable housing and the Extra Care accommodation. There would also be the provision of a community centre. Overall, the proposal would contribute to a strong and vibrant community, and the provision of new dwellings in a District with an identified housing shortfall carries significant weight. The provision of a retail development to address the current problems of leakage from the area would be a significant benefit. It is acknowledged that the development has raised concerns about the consequences for the existing town centre, although local representations are divided on this matter. However, as set out above, the balance of evidence is strongly in favour of the provision of retail facilities on the site.

81. With respect to the environmental dimension of sustainable development, whilst there would be an effect on the natural environment, this falls far short of an impact which would justify dismissing the appeal. In addition the more sustainable retail shopping patterns which would result from the development would reduce pollution and help foster more sustainable travel patterns.

82. Overall, the proposal represents sustainable development and would not cause any adverse impacts which would significantly and demonstrably outweigh the benefits, when assessed against the Framework as a whole, or conflict with any specific development plan or Framework policies.

83. For the reasons given above I conclude that the appeal should be allowed.

P. J. G. Ware

Inspector

[25] Figures from Document 8

Land north of Campden Road, Shipston-on-Stour, Warwickshire

Annex - Conditions

Plans list

1. The development hereby approved shall be carried out in accordance with the following illustrative plans and drawings:

   - Site Location Plan Fig 2.1 (submitted with Environmental Statement);
   - Parameters Plan Fig 2.2 (submitted with Environmental Statement);
   - Access plan 0053-06 (submitted with Environmental Statement).

   The development shall also be carried out in accordance with the Design and Access Statements and accompanying addendums unless otherwise required by conditions attached to this permission.

Outline matters

2. Approval of the details of the siting, design, external appearance of the buildings and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the local planning authority in writing before any development is commenced.

3. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of 3 years from the date of this permission.

4. The development hereby permitted shall be begun before the expiration of 2 years from the date of approval of the last of the reserved matters to be approved.

Phasing of development

5. No works shall be undertaken on site in relation to the development hereby approved until such time as a phasing schedule, report and plan of the development has first been submitted to and approved in writing by the Local Planning Authority; and implemented in accordance with such approved details or any subsequent revisions to the phasing information, as agreed in writing with the Local Planning Authority.

Restrictions on buildings and layout

6. No more than 54 dwellings, 80 'extra care' cottages and 50 'extra care' apartments and up to 500m^2 community building (falling within Use Classes D1/D2) shall be erected on the site in furtherance of the permission hereby granted.

7. The retail store shall be limited to a net retail sales area of 1,800m^2 comprising 1,500m^2 convenience retail space and 300m^2 comparison retail space. 'Net sales area' excludes lobby, customer toilets, customer service desk and checkouts.

8. The following restrictions will apply to the first and subsequent occupation of the supermarket hereby permitted:

    - The store shall not include a pharmacy.
    - The store shall not incorporate a cafeteria or restaurant.
    - The store shall not incorporate a post office.

9. Prior to the opening of the supermarket, full details of the location and design of the town centre information boards and directional signage to be provided on the site shall be submitted to and approved in writing by the Local Planning Authority. The town centre information boards and directional signage shall be retained and maintained in the agreed locations.

10. The store shall not open be other than between 0600 hours and 2300 hours Monday to Saturday and 1000 hours to 1700 hours on Sundays and Bank Holidays.

11. No development, hereby permitted, shall take place on any phase, as secured by condition 5, until detailed plans and sections showing existing and proposed site levels for that parcel of land and showing the proposed relationship with adjacent parcels of land have been submitted to and approved in writing by the Local Planning Authority and the development thereafter shall only be carried out as approved.

Access

12. As part of the submission of any reserved matters application an 'Access Strategy' for the whole site has been submitted to and approved in writing by the Local Planning Authority. Without prejudice to the generality of the requirements of this condition the Access Strategy shall, in particular, contain proposals in respect of the design and layout of the development (both internally and externally) and relationship to adjacent development that include the provision of measures to enable its use by residents and visitors with mobility impairments. The development shall thereafter be undertaken and laid out in accordance with the approved Access Strategy, including the provision, maintenance and retention of such measures and facilities as may be specified therein.

13. The access to the site shall be positioned and laid out in accordance with drawing no.0053_06 (submitted with Environmental Statement) prior to first occupation/use of any part of the development or phase hereby permitted.

Landscaping and ecology

14. No development hereby permitted shall take place on any phase, as secured by condition 5, until details of all hard and soft landscaping to be included within the site, together with an ecology and landscape implementation and management plan, relevant to that phase have been submitted to and approved in writing by the Local Planning Authority. The hard and soft landscaping works shall then be carried out in accordance with approved details and carried out prior to the occupation of any part of the development or in accordance with a programme of implementation that has first been agreed in writing with the Local Planning Authority.

15. The development hereby permitted shall be carried out in accordance with the criteria below to prevent possible disturbance and harm to nesting birds:

    - All vegetative clearance to scrub, trees and hedgerows to be timed and carried to avoid the bird breeding season (March to August inclusive).

    - All vegetative clearance to scrub, trees and hedgerows not to commence until a qualified ecologist has been appointed by the applicant to inspect these features for evidence of nesting birds immediately prior to works. If evidence of nesting birds is found works may not proceed until outside of the nesting bird season (March to August inclusive) or until after the young have fledged, as advised by the ecologist.

16. No arboricultural works to trees with high bat potential (as identified in the Ecological Assessment Report and numbered as T 19 and T24 on the Tree and Hedgerow Retention Plan) shall take place during November to March (bat hibernation period); outside of this period works should be carried out under the supervision of a suitably qualified bat worker. No trees shall be cross cut in close proximity to cavities or hollows. Any sections containing cavities or hollows shall be carefully lowered to the ground and left with openings exposed for a minimum of 24 hours after felling to allow any bats that could be present to leave of their own accord.

17. The site shall be surveyed for the presence of badgers immediately before any development on any phase takes place. If evidence of badgers is found at this time, a full badger survey should then be carried out by a qualified ecologist. The results of any badger survey, and recommendations made relating to this, shall be kept confidential, and taken into account during development design and implementation. If evidence of badgers is found, Natural England should be consulted, as badgers and their setts are protected under the 1992 Badgers Act.

18. No part of the development or any phase hereby permitted shall be commenced or equipment, machinery or materials brought onto the site until an Arboricultural Method Statement, to include details of tree and hedgerow protection, has been submitted to and approved in writing by the Local Planning Authority and implemented on site.

19. No development shall take place on any phase, as secured by condition 5, until a schedule of landscape maintenance for a minimum period of 5 years for the relevant phase of development has been submitted to and approved in writing by the local planning authority. The schedule shall include details of the arrangements for its implementation. Development shall be carried out in accordance with the approved schedule.

20. No development shall take place on any phase, as secured by condition 5, until details of a scheme for the external lighting of the relevant phase of development hereby permitted shall be submitted to and approved by the local planning authority. Without prejudice to the generality of this condition, such scheme shall be in accordance with the Access Strategy approved pursuant to Condition 12 insofar as material to this condition. The development shall thereafter be carried out in accordance with the approved scheme and all

lighting fixtures and equipment shall be maintained in accordance with the approved scheme.

Drainage

21. No development, hereby permitted, shall take place on any phase, as secured by condition 5, until a surface water drainage scheme for the relevant development phased, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall include:
    - Surface water from the development will be restricted to a Greenfield runoff rate of 51/s/ha which equates to 231/s for the whole site
    - On site attenuation will be provided to accommodate the 1 in 100 year plus 30% for climate change event with no flooding on or off site.
    - The proposed on site surface water drainage system should be designed to the Sewers for Adoption, 30 year standard or similar. However, details must also be provided to confirm that surface water will not leave the proposed site in the 100 year 30% (for climate change) event. If the system surcharges, we may require additional space to be made for water, the location of any surcharging should be identified as should any resultant overland flood flow routes. Any excess surface water should be routed away from any proposed or existing properties. Drainage calculations must be included to demonstrate this (e.g. MicroDrainage or similar package calculations), including the necessary attenuation volume, pipeline schedules, network information and results summaries.
    - Details of how the scheme shall be maintained and managed after completion.

22. No development shall take place on any phase, as secured by condition 5, until a scheme for the disposal of sewage relevant to the development phase has been submitted to and approved in writing by the Local Planning Authority and thereafter no part of the development phase shall be occupied until the approved works have been carried out.

23. No development shall take place on any phase, as secured by condition 5, until a scheme for the provision of adequate water supplies and fire hydrants, necessary for fire fighting purposes for the relevant part of the site, has been submitted to and approved in writing by the Local Planning Authority. The relevant development phase shall not then be occupied until the scheme has been implemented to the satisfaction of the Local Planning Authority.

Residential conditions

24. All new residential dwellings within each phase shall achieve a minimum rating of Level 3 of the Code for Sustainable Homes or such similar requirements that supersede the Code for Sustainable Homes as applicable at the time of commencement of development within that parcel. No dwelling shall be

occupied until a final Code Certificate has been issued for it certifying that a minimum of Code Level 3 has been achieved. Copies of certificates shall be supplied to the Local Planning Authority on request.

25. Not less than 50% of all Private Market Dwellings shall fully comply with all relevant requirements of the Joseph Rowntree Foundation's "Lifetime Homes" standards and details of which of the Private Market Dwellings will comply with the "Lifetime Homes" standards shall be set out in reserved matters for each parcel and thereafter the Private Market dwellings identified in reserved matters approvals as being those which will comply with the "Lifetime Homes" standards shall be constructed in accordance with these standards.

26. No development shall take place on any phase, as secured by condition 5, until a scheme for the provision of bins to serve the residential elements together with details showing the location, size and design of all waste/bin collections areas have been submitted to for agreement in writing by the Local Planning Authority. The bin locations shall be provided/installed on site in accordance with the approved details.

Noise

27. No development in relation to the retail store shall take place until details of a Noise Mitigation Scheme shall have been submitted in writing to and approved by Council. Development shall be carried out as approved.

28. Deliveries to the supermarket and the petrol station shall not take place other than between 0700 hours and 2100 hours Monday to Saturday, and 0800 hours and 1700 hours Sundays and Bank Holidays.

29. The development of the supermarket and the petrol station, and the installation of any plant together with any processes or operations conducted thereon, shall be such as to ensure that noise levels arising from the use of the site shall not exceed the following limits as measured and including any corrections in accordance with the provisions of BS 4142: 1997 "(Method of rating industrial noise affecting mixed residential and industrial areas)", at any point along or beyond the boundaries of the supermarket and petrol station.

Mondays to Fridays	0700 - 1900 hours - 45dBLAeq(1 hour)
	1900 – 2200 hours - 40dBLAeq(1 hour)
Saturdays	0700 – 1400 hours - 45dBLAeq(1 Hour)

At all other times (including Bank Holidays) - 35dBLAeq(5 minutes)

Amenity and environment

30. No development shall take place on any phase, as secured by condition 5, until a Construction and Environmental Management Plan relevant to the development phase has been submitted to and approved in writing by the Local Planning Authority. The Plan shall provide for:

- the parking of vehicles of site operatives and visitors;

- the loading and unloading of plant and materials;
- the storage of plant and materials used in constructing the development;
- the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- installation and maintenance of wheel washing facilities;
- measures to control the emission of dust, dirt and odour during construction;
- a scheme for recycling/disposing of waste resulting from demolition and construction works;
- an appropriately scaled plan showing "Environment Protection Zones" where construction activities are restricted and where protective measures will be installed or implemented;
- details of protective measures (both physical measures and sensitive working practices) to minimise impacts during construction;
- details of persons/organisations responsible for: a) compliance with legal consents relating to nature conservation; b) compliance with planning conditions relating to nature conservation; c) installation of physical protection measures during construction; d) implementation of sensitive working practices during construction; e) regular inspection and maintenance of the physical protection measures and monitoring of working practices during construction; f) provision of training and information about the importance of "Environment Protection Zones" to all construction personnel on site;
- pollution prevention measures;
- in relation to every element topic or subject included in the Plan, proposals for the standards to be achieved, monitoring schedules, record keeping and communication of results to the Local Planning Authority.

All works shall be carried out in accordance with the approved details.

31. No development shall take place on any phase, as secured by condition 5, until a scheme for the provision of energy from on-site renewable sources, or a fabric first design sufficient to replace a minimum of 10% of the predicted carbon dioxide emissions from the total energy requirements of the development above that of current Building Regulations at the time of commencement, for each phase of development, has been submitted to and approved in writing by the Local Planning Authority. The design features, systems and equipment that comprise the approved scheme shall be fully implemented in accordance with the approved plans and particulars prior to the development first being brought into use, or alternatively in accordance with a phasing scheme which has been agreed in writing by the Local Planning Authority, and shall thereafter be retained in place and in working order at all times.

APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Mr David Manley QC, instructed by the Solicitor to the Council

He called:

Dr R Doidge BA(Hons) PhD FRGS	Independent retail consultant
Ms B Kirkham DipTP BLD CMLI	Director, Kirkham Landscape Planning Ltd
Mr P Smith BA(Hons) DipTP TPR MRTPI	Director, Brian Barber Associates

FOR THE APPELLANT:

Mr Paul Tucker QC, instructed by Messrs Shoosmiths

He called:

Mr A C Bateman BATP(Hons) MRICS MRTPI MCMI MIoD FRSA	Managing Director, Pegasus Group
Mr J P Cooper BSc(Hons) DipLD FLI	Director, SLR Consulting
Mr S A Tibenham MRTPI	Director, Pegasus Group

FOR THE Co-op:

Mr Giles Cannock of Counsel, instructed by NJL Consulting

He called:

Mr M Saunders MA	Director, NJL Consulting

INTERESTED PERSONS: [26]

[26] Some names on the attendance list are hard to decipher, please accept my apologies if I have given incorrect spellings

Ms G Poole Murray	Local resident
Ms G Kiely	Local resident
Ms R King	Local resident
Mr G Bourge	Local resident
Ms J Warner	Local resident
Councillor J Kenner	District Councillor, Shipston Ward
Mr N Butler	Council for the Protection of Rural England
Ms King	Local resident and shopkeeper
Ms H Ashton	Local resident
Mr D Passingham	Local resident
Councillor I Cooper	Shipston Town Councillor
Mr G Legg	Local resident
Councillor R Cheney	District Councillor, Shipston Ward
Ms S Campbell	Local resident
Ms Harvey	Local resident
Councillor Ms Rollins	Nearby Parish Councillor

DOCUMENTS

Inquiry documents

Document 2013/1	List of persons present 1 October 2013
Document 2013/2	Letters handed in 1 October 2013
Document 1	List of persons present July 2014
Document 2	Letter (8 July 2014 from Antony Aspbury Associates
Document 3	Campaign to Protect Rural England statement
Document 4	Housing Strategy 2009 – 2014, Review 2012
Document 5	Stour United Businesses statement
Document 6	2 Fant Hill Barn – objection from Cllr J Kenner (2 July 2014)
Document 7	South Oxfordshire Core Strategy Inspector's Revised Conclusions (Thame)
Document 8	Planning policy note (Brian Barber Associates)
Document 9	Stour United Businesses retailer survey (letter 19 April 2012 and subsequently)
Document 10	Housing Land Availability Statement of Common Ground
Document 11	Retail Statement of Common Ground
Document 12	Planning and Landscape Statement of Common Ground
Document 13	Planning Obligation (15 July 2014)
Document 14	Statement by Cllr Richard Cheney
Document 15	Plans showing site layout and vegetation at former IMI Norgren site (CALA Homes)

Documents submitted after the close of the Inquiry

Document 16	Council's email (5 January 2015) and Note regarding housing land supply
Document 17	Appellant's email (14 January 2015) regarding housing land supply
Document 18	Appeal on land south of Campden Road (4 August 2014) (2217247)
Document 19	Council's comments on appeal decision on land south of Campden Road
Document 20	Appellant's comments on appeal decision on land south of Campden Road

Council's documents

C1	Council's closing submissions
C2	Council's statement regarding Planning Obligation and Regulation 122 of the CIL Regulations

Appellant's documents

APP1	Secretary of State decisions, Wychavon (2199085 & 2199426)
APP 2	Appellant's note in response to Dr Doidge's note
APP 3	Application (16 August 2013) for works to Co-op premises at 9 – 11 High Street

APP 4	Appellant's closing submissions
APP 5	Appellant's response to Co-op closing submissions

Co-op's documents

C1	Co-op's closing submissions
C2	Plan showing proposed alterations at 11 High Street

Core Documents

Adopted Development Plan and SPD'S/SPG'S		
SDC/ASL/CO OP	1.1	Saved policies of the Stratford-on-Avon District Local Plan Review 1996 – 2011
SDC	1.2	Meeting Housing Needs 2008
SDC	1.3	Car and Cycle Parking Standards 2007
SDC	1.4	Sustainable Low Carbon Buildings 2007
SDC	1.5	Provision of Open Space 2005
SDC	1.6	Stratford on Avon District Design Guide 2002
LDF and evidence base documents (Not retail or landscape related)		
SDC	2.1	Intended Proposed Submission Core Strategy July 2013
SDC	2.2	Draft Core Strategy 2012
SDC	2.3	Draft Core Strategy 2010
SDC	2.4	Draft Core Strategy 2008
SDC	2.5	Review of housing requirements for Stratford District Council (ERM) March 2013
SDC	2.6	Housing provisions options study update (GL Hearn) Jan 2013
SDC	2.7	Strategic Market Housing Assessment - Jan 2013 prepared by GL Hearn
SDC	2.8	Strategic Housing Land Availability Assessment - Jan 2013. Prepared by Peter Brett Associates.
SDC	2.9	Housing Provision Options Study (GL Hearn, June 2011)
SDC	2.10	Strategic MarketHousing Assessment – 2009
SDC	2.11	Strategic Housing Land Availability Assessment – 2009 review
SDC	2.12	Strategic Housing Land Availability Assessment - 2008
SDC	2.13	Employment Land Study (August 2011)
SDC	2.14	PPG17 Open Space, Sport and Recreation Assessment and Playing Pitch Strategy (Arup, April 2011)
SDC	2.15	Open Space, Sport and Recreation Assessment update – (ARUP) June 2012
ASL	2.16	Analysis of Representations to 2008 Draft Core Strategy, Nov 2008
ASL	2.17	Assessment of Land Parcels
ASL	2.18	Detailed Response Document to 2012 Draft Core Strategy
ASL	2.19	Core Strategy New Proposals Consultation July 2013

ASL	2.20	2010 Core Strategy - Summary of Representations Received February – April 2010 dated 21st February 2011
SDC	2.21	Proposed Submission Core Strategy
~~SDC~~	~~2.21~~	~~Strategic Housing Market Assessment (Nov 2014)~~
SDC	2.22	Focused Consultation: 2011 – 2031 Housing Requirements and Strategic Site Options (Feb/March 2012)
SDC	2.23	Coventry and Warwickshire Joint Strategic Housing Market Assessment (SHMA) Nov 2013
SDC	2.24	ERM report - Update to Review of Housing Requirements for Stratford 18th Dec 2013
SDC	2.25	Report to Cabinet 28th April 2014
SDC	2.26	Report to Cabinet 12th May 2014
SDC	2.27	Report to FUL Council 12th May 2014
Planning Policy and Companion Guides and Legislation		
SDC/ASL/COOP	3.1	DCLG: National Planning Policy Framework (March 2012)
SDC	3.2	ANNEX A ONLY - Circular 11/95: The Use of Conditions in Planning Permissions
SDC	3.3	Community Infrastructure Levy Regulations 2010
~~SDC~~	~~3.4~~	~~The Planning System: General Principles (ODPM 2005)~~
~~SDC~~	~~3.5~~	~~Ministerial Statement 'Planning for Growth'~~
~~COOP~~	~~3.6~~	~~Government Response to Portas Review~~
SDC	3.7	Planning Practice Guidance (2014)
Retail documents		
SDC	4.1	Planning for Town Centres – Practice Guidance on need, impact and sequential approach (aka Planning Policy Statement 4 Practice Guidance) (PPS4 PG)
SDC	4.2	Convenience Goods Retail Study update (Apr 2012)
SDC	4.3	Comparison Goods Retail Study (May 2011)
SDC	4.4	Convenience Goods Retail Study (2008)
SDC	4.5	Richard Doidge - Proof of Evidence for the public inquiry into Tilemans Site, Tilemans Lane, Shipston planning reference 00/02887/OUT
~~SDC~~	~~4.6~~	~~Experian Retail Planner Briefing Note 10.1, September 2012.~~
~~SDC~~	~~4.7~~	~~Understanding High Street Performance, A Report Prepared by Genecon LLP and Partners, Department for Business Innovation & Skills, December 2011.~~
SDC	4.8	The Portas Review, An Independent Review into the Future of Our high Streets, Mary Portas, December 2011.
SDC	4.9	The Effect of Supermarkets on Existing Retailers, Roger Tym & Partners on behalf of The Federation of Small Businesses (Scotland), December 2006.

SDC	4.10	Planning Impact Assessment, Shipston Heart Alive, November 2012.
SDC	4.11	Shipston on Stour Business Confidence Survey, 2012 Report, Action for Market Towns, August 2012.
SDC	4.12	Supplementary Retail Statement, Land at Shipston Road/Trinity Way, Stratford upon Avon, Roger Tym & Partners, February 2010.
COOP	4.13	Planning Appeal Ref: APP/HI705/A/12/2188392 - Former Smiths Industries Aerospace Limited, Winchester Road, Basingstoke. Tesco v Basingstoke and Deane Council)
COOP	4.14	Planning Appeal Ref: APP/E2340/A/12/2188392 Skipton Road Business Park, Skipton Road, Barnoldswick. Pendle Projects Ltd V Pendle Borough Council)
COOP	4.15	Planning Appeal Ref APP/C1570/A/11/2152457 & APP/C1570/A/11/2158685 - Land at Thaxted Road, Saffron Walden, Essex. Sainsbury's Supermarkets Ltd V Uttlesford District Council)
COOP	4.16	Planning Appeal Ref: APP/P4605/a/12/2187738 - Land off Pershore Road/Fordhouse Lane, Stirchley, Birmingham, West Midlands. Asda V Birmingham City Council)
COOP	4.17	Planning Appeal Ref: APP/E2340/A/12/2175946 - L & P Springs UK, Ravenscroft Way, Barnoldswick - Liberty Properties Ltd, Leggett and Platt Components Europe Limited and Tesco Stores Ltd V Pendle Borough Council
COOP	4.18	Planning Appeal Ref: APP/J3720/A/01/1057814 – Land fronting Tilemans Lane, Shipston-on-Stour – Pettifer Ltd/Gallagher Estates Ltd v Stratford-on-Avon District Council
~~COOP~~	~~4.19~~	~~Convenience Goods Update December 2012 (Cabinet Paper)~~
SODC	4.20	Sainsbury's Supermarkets Ltd, Land off The Fosse Way, Moreton-in-Marsh, Retail Assessment by WYG, April 2013
SODC	4.21	Proposed Class A1 Supermarket, Stow Road, Moreton-in-Marsh, Minton Property Developments, Retail Assessment by GVA, April 2013.
SODC	4.22	Proposed Sainsbury's, Wellesbourne, Retail Assessment by Applied Planning, February 2013
ASL	4.23	PPS4 – Planning for Sustainable Economic Growth (revoked)
ASL	4.24	Verdict UK Food & Grocery Retailers 2012
ASL	4.25	Stratford on Avon Retail Study 1997
ASL	4.26	Stratford on Avon Retail Study 2003
ASL	4.27	NEMS Household Shopping Survey 2013
~~ASL~~	~~4.28~~	~~SoA Convenience Goods Retail Study Update (Nov 2012)~~
ASL	4.30	SoA Cabinet Meeting Papers for 3rd December 2012
ASL	4.31	SoA Cabinet Meeting Papers for 20th August 2012
~~ASL~~	~~4.32~~	~~Carborn Statement, 1999~~
~~ASL~~	~~4.33~~	~~McNulty Statement, April 2003~~
~~ASL~~	~~4.34~~	~~PPS6, 2006~~
~~ASL~~	~~4.35~~	~~PPSG6, 1996~~

ASL	4.36	Richard Doidge Response to Planning Application 24/07/2012
ASL	4.37	Richard Doidge Response to Planning Application 05/11/2012
ASL	4.38	DCLG High street at the heart of our communities – The government's response to Mary Porters Review
ASL	4.39	Southampton University – revisiting the impact of large foodstores on market towns and district centres
ASL	4.40	Competition Commission – The supply of Groceries in the UK Market Investigation
ASL	4.41	Competition Commission – Grocery market provisional findings
ASL	4.42	Holmfirth appeal decision (APP/Z4718/A/13/2191213)
SDC	4.43	Further updates of comparison goods and convenience goods retail studies (March 2014)
SDC	4.44	Report to Cabinet (7th April 2014) on retail study – further update
ASL	4.45	Experian Retail Planner Briefing Note 11
ASL	4.46	Verdict Sector Report on UK Food & Grocery 2013 + Retailer Company Briefing Reports
SDC	4.47	Shopper Trends 2012 – IGD.com
SDC	4.48	House of Commons Business and Enterprise Committee; Post Offices – Securing their future 8th Report of session 2008-2009 Vol.1 (7th July 2009)
SDC	4.49	Beyond Retail; Redefining the shape and purpose of Town Centres, Task Force, November 2013
COOP	4.50	Planning Appeal Ref: APP/F0114/A/13/2191952 - Former Bath Press, Lower Bristol Road, Bath. Tesco Stores Limited v Bath and North East Somerset Council
ASL	4.51	NEMS 2013 – Shipston by CO-OP Stores
ASL	4.52	NEMS 2013 – Shipston by Stratford Stores
SDC	4.53	The retail Planning Knowledge Base – Briefing Paper – Linked Trips (June 2104) – The Institute for retail studies (university of Sterling)
Landscape Documents		
SDC	5.1	Guidelines for Landscape and Visual Impact Assessment (3rd Edition)
SDC	5.2	Landscape Character Assessment Guidance for England and Scotland 2002
SDC	5.3	Landscape Sensitivity Study (July 2011)
SDC	5.4	Landscape Sensitivity Study update (June 2012)
SDC	5.5	Warwickshire Landscape Guidelines 1993
SDC	5.6	1:25,000 OS map Cotswolds OL45
SDC	5.7	European Landscape Convention
SDC	5.8	Landscape Capacity Study 2014
SDC	5.9	National Character Area Profile 96: Dunsmore and Feldon 2013
Other documents		
~~SDC~~	~~6.1~~	~~Warwickshire Local Transport Plan 2006 (LTP2)~~
SDC	6.2	Warwickshire Local Transport Plan 2011-2026 (LTP3)
SDC	6.3	Shipston-on-Stour Town Plan 2008

~~SDC~~	~~6.4~~	~~Shipston-on-Stour Housing Needs Survey 2005~~
SDC	6.5	IMI Norgren Appeal decision (Ref: APP/J3720/A/12/2185727)
SDC	6.6	IMI Norgren Appeal – Costs decision (Ref: APP/J3720/A/12/2185727)
SDC	6.7	High Court Judgement into Shottery Appeal
SDC	6.8	Report to Regulatory Committee 14th August 2103
SDC	6.9	Officers Report to East Committee 24th January 2013
ASL	6.10	Cabinet Papers – April 2013
ASL	6.11	Cabinet Papers – 5th September 2011
ASL	6.12	Shottery Appeal Decision (Ref: APP/J3720/A/11/2163206)_
ASL	6.13	Shottery Court Decision (Ref: APP/J3720/A/11/2163206)
ASL	6.14	Council Meeting Papers - July 2013
ASL	6.15	Tewkesbury v Secretary of State Decision (Ref: CO/8962/2012) (Ref: CO/10438/2012)
ASL	6.16	Andover Appeal Decision (Ref: APP/X3025/A/10/2140962)
ASL	6.17	Bude Appeal Decision (Ref: APP/D0840/A/09/2115945)
ASL	6.18	West Midlands Phase 2 Review and Panel Report
ASL	6.19	DCLG: Laying the Foundations
ASL	6.20	Winchcombe Appeal Decision (Ref: APP/G1360/A/12/2183317)
ASL	6.21	Wootton Bassett Appeal Decision (Ref:APP/Y3940/A/10/2141906)
ASL	6.22	Tetbury Appeal Decision (Ref: APP/F1610/A/11/2165778)
ASL	6.23	Honeybourne Appeal Decision (Ref: APP/H1840/A/12/2171339)
ASL	6.24	Moat House Farm, Marston Green Appeal Decision (Ref:APP/Q4625/A/11/2157515)
ASL	6.25	Stratford on Avon Information Sheet 21/2013 on 5 Year Housing Land Supply
ASL	6.26	Markfield Appeal Decision (Ref: APP/K2420/A/12/2180699)
ASL	6.27	Ashby de la Zouch Appeal Decision (Ref:APP/G2435/A/13/2192131)
ASL	6.28	Torquay Appeal Decision (Ref: APP/X1165/A/11/2165846)
ASL	6.29	Moreton in Marsh Appeal Decision (Ref:APP/F1610/A/10/2130320)
ASL	6.30	Chapel-en-le-Frith Appeal Decision (Ref:APP/H1033/A/11/2159038)
ASL	6.31	Bath and North East Somerset Core Strategy – Inspector’s Preliminary Conclusions
ASL	6.32	2011 AMR
ASL	6.33	2010 AMR
ASL	6.34	2009 AMR
ASL	6.35	2008 AMR
ASL	6.36	2007 AMR
ASL	6.37	2006 AMR
ASL	6.38	Stratford on Avon Housing Strategy 2009-14 - Review 2012
ASL	6.39	Stratford on Avon Housing Strategy 2009-14 - Review 2012 Evidence Log

~~ASL~~	~~6.40~~	~~Representations by Ainscough Strategic Land to 2010 Draft Core Strategy including letter dated 8th April 2010 (L005mv3), Schedule of Representations (R001mv3).~~
~~ASL~~	~~6.41~~	~~Representations by Ainscough Strategic Land to 2012 Draft Core Strategy~~
~~ASL~~	~~6.42~~	~~Warwickshire Structure Plan (revoked)~~
SDC	6.43	Irchester appeal decision (APP/H2835/A/12/2182431)
ASL	6.44	Judgement in Colman V SoS [2013] EWHC 1138
ASL	6.45	Judgement in Hunston Properties V SoS [2013] EWHC 2678
ASL	6.46	Mistletoe Row, Tenbury Wells appeal (APP/J1860/A/13/2194904)
Appeal Documents		
SDC	7.1	SDC Statement of Case
ASL	7.2	ASL Statement of Case
COOP	7.3	COOP Statement of Case
SDC	7.4	Statement of Common Ground – Planning and Landscape (Superseded)
SDC/ASL/COOP	7.5	Statement of Common Ground – Retail (Superseded)
SDC	7.6	CIL Justification (Updated June 2014)
ASL/SDC/COOP	7.7	Legal Agreement
SDC	7.8	LPA Landscape Proof of Evidence – Simon White (Superseded)
SDC	7.9	LPA Retail Proof of Evidence – Richard Doidge (Superseded)
SDC	7.10	LPA Planning Proof of Evidence – Philip Smith (Superseded)
SDC	7.11	Cllr Saint – Statement on Landscape
ASL	7.12	Appellants Planning Proof of Evidence – Tony Bateman (Superseded)
ASL	7.13	Appellants Retail Proof of Evidence – Sebastian Tibbenham (Superseded in part)
ASL	7.14	Appellants Landscape Proof of Evidence – Julian Cooper (Superseded)
COOP	7.15	Co-Op Retail Proof of Evidence – Mark Saunders (Superseded)
ASL	7.16	Appellants Supplemental Retail Proof – Sebastian Tibenham (Superseded)
Third Party	7.17	Antony Aspbury Associates
Third Party	7.18	Third Party Letters
SDC	7.19	SDC EIA request letter dated September 2013
SDC	7.20	PINs Screening Opinion dated 12th Nov 2013
SDC	7.21	Application Documents and plans for residential scheme ref: 14/00318/OUT
~~ASL~~	~~7.22~~	~~Updated Planning and Landscape Statement of Common Ground~~
~~ASL~~	~~7.23~~	~~Updated Retail Statement of Common Ground~~
SDC	7.24	New LPA Landscape Proof of Evidence – Bettina Kirkham
SDC	7.25	Updated LPA Retail Proof of Evidence – Richard Doidge

SDC	7.26	Updated LPA Planning Proof of Evidence – Philip Smith
ASL	7.27	Updated Appellants Planning Proof of Evidence – Tony Bateman
ASL	7.28	Updated Appellants Retail Proof of Evidence – Sebastian Tibenham
ASL	7.29	Updated Appellants Landscape Proof of Evidence – Julian Cooper
COOP	7.30	Updated Co-Op Retail Proof of Evidence – Mark Saunders
ASL/SDC	7.31	SOCG – Planning and Landscape June 2014
ASL/SDC/COOP	7.32	SOCG – Retail June 2014
~~ASL~~	~~7.33~~	~~Housing supply note~~
ASL/SDC	7.34	Agreed position statement on 5yr housing land supply
ASL	7.35	Rebuttal Retail Proof – Sebastian Tibenham
Co-Op	7.36	Rebuttal Retail Proof – Mark Saunders
Application Documents		
ASL	8.1	Application Form and Certificates
ASL	8.2	Committee report
ASL	8.3	Committee update sheets and formal minutes of committee
ASL	8.4	Decision notice
ASL	8.5	Planning Statement
ASL	8.6	Design and Access Statement
ASL	8.7	LVIA and appendices (inc. Tree survey)
ASL	8.8	Retail Impact Assessment (Feb 2012)
ASL	8.9	Addendum planning and Retail Statement (April 2012)
ASL	8.10	Letter from Pegasus re: Retail following Councils retail assessment
ASL	8.11	Composite retail statement (Oct 2012)
ASL	8.12	The Bird Group supplementary retail statement Feb 2012 – supporting info
ASL	8.13	Pegasus Retail note – comments on Richard Doidge (10th Jan 2013)
ASL	8.14	Ecology Assessment
ASL	8.15	Agricultural land assessment
ASL	8.16	Heritage based assessment
ASL	8.17	Geophysical Survey Report
ASL	8.18	WSI – Archaeology and Confirmation e-mail from WCC Archaeology for WSI
ASL	8.19	Draft – Archaeological evaluation
ASL	8.20	Lighting assessment
ASL	8.21	Noise assessment and additional information (Letter dated 18th May 2012)
ASL	8.22	Phase 1 environmental investigation
ASL	8.23	Drainage assessment
ASL	8.24	Utilities assessment
ASL	8.25	Sustainability and Energy statement
ASL	8.26	Flood risk assessment
ASL	8.27	Drainage statement
ASL	8.28	Potential heads of terms
ASL	8.29	Statement of Community Involvement

ASL	8.30	Transport assessment
ASL	8.31	Social Case for extra care development
ASL	8.32	Stage 1 Safety Audit for Roundabout Junction
ASL	8.33	Environmental Statement Volumes 1 and 2
Original Application Plans		
ASL	9.1	Location Plan P001
ASL	9.2	Illustrative masterplan and indicative layout – P002 Rev D1
ASL	9.3	Illustrative cross sections – P003
ASL	9.4	Parameters plan – indicative levels P004 Rev B
ASL	9.5	Parameters plan – building heights P005 Rev A
ASL	9.6	Parameters plan – Open space hierarchy P006
ASL	9.7	Parameters plan – Public Realm P007 REV A
ASL	9.8	Parameters plan – Urban Grain P008 REV A
ASL	9.9	Parameters plan – Parking Allocations P009 Rev A
ASL	9.10	Parameters plan – Indicative public realm materials P010
ASL	9.11	Detailed Site Cross Sections P011 Rev A
ASL	9.12	Indicative Floor Plans – Extra Care apartments – P012
ASL	9.13	Tree and Hedgerow Retention Plan – P004
ASL	9.14	Indicative accommodation schedule
Superseded Plans		
ASL	9.15	Superseded plans and accommodation schedule
Latest Appeal Plans		
ASL	9.16	Illustrative masterplan and indicative layout – P002 Rev F
ASL	9.17	Illustrative cross sections – P003
ASL	9.18	010_20_P004a - Parameters – Topo Rev A
ASL	9.19	010_20_P004b - Parameters – Levels Rev B
ASL	9.20	010_20_P005 - Parameters plan – Building heights Rev B
ASL	9.21	010_20_P006 - Parameters plan – POS Rev A
ASL	9.22	010_20_P007 - Parameters plan – Public Realm Rev B
ASL	9.23	010_20_P008 - Parameters plan – Urban Grain Rev B
ASL	9.24	010_20_P009 - Parameters plan – parking Allocations
ASL	9.25	010_20_P010 - Parameters plan – Public Realm materials
ASL	9.26	010_20_P011 – Detailed Cross Sections - Rev B
ASL	9.27	010_20_P012 – Extra care Apartments - Rev A
ASL	9.28	Revised Access plan – showing roundabout 53-04 Rev A
ASL	9.29	Revised Access plan – showing roundabout 53-05 Rev A
ASL	9.30	Parameters Plan in Environmental Statement – Figure 2.2
Documents Submitted at Inquiry		
ASL	10.1	Inspectors decision Pulley Lane, Droitwich Spa
Third Party	10.2	Letter From Anthony Asbury Consultants – New Retail Store, Shipston
ASL	10.3	Appellants opening statement
Third Party	10.4	Letter from CPRE
Third Party	10.5	Housing Review Strategy 2009 – 2014 - Review 2012
Third Party	10.6	Cllr Kenner Objection to Budgens application – Shipston (ref: 14/01447/FUL)
Third Party	10.7	Town Council Objection to Budgens application – Shipston

		(ref: 14/01447/FUL)
ASL	10.8	Note from Appellants Retail consultant Appendix 37b
ASL	10.9	Letter from NJL consultants dated 16th August 2013
Third Party	10.10	Extract of speech – reference to Local Government Association in response to Portas Review
Third Party	10.11	Statement from Stour United Businesses
Third Party	10.12	Survey responses from Stour United Businesses 2012
Third Party	10.13	Survey responses from Stour United Businesses 2014
ASL	10.14	Hand note – re: photomontages
ASL	10.15	3D perspective of site
ASL/SDC	10.16	Planning statement – agreement of details
ASL	10.17	IMI Norgren REM matters plans – Planting Plan - Overview
ASL	10.18	IMI Norgren REM matters plans – Vegetation removed plan
COOP	10.19	Plans for Shipston Co-Op expansion
COOP	10.20	Closing Statement from Co-Op
SDC	10.21	Closing Statement from LPA
ASL	10.22	Closing Statement from Appellants
SDC/ASL	10.23	Conditions
SDC/ASL	10.24	S.106 Agreement
SDC	10.25	CIL Justification
ASL	10.26	Response to Co-Op closing statement from appellants
Third Party	10.27	Cllr Cheney comments
ASL	10.28	Appellants list of plans