ERE/1109/022

# Planning and Retail Statement

On behalf of:
**Tesco Stores Limited**

In respect of:
**Station Road, Sandiacre**





Date:
**02 October 2009**

Reference:
**MA/MA/704705/R003ma**



**Leeds** Apsley House, 78 Wellington Street, Leeds LS1 2EQ
Tel: 0113 243 8399 Fax: 0113 246 5930 Email: leeds@dppllp.com

# Planning and Retail Statement

On behalf of:
**Tesco Stores Limited**

In respect of:
**Station Road, Sandiacre**

Date:
**02 October 2009**

Reference:
**MA/MA/704705/R003ma**

LRQ 400 3060


Bedford
Belfast
Cardiff
Dublin
Edinburgh
Glasgow
Leeds
London
Manchester
Newcastle-upon-Tyne

**Leeds** Apsley House, 78 Wellington Street, Leeds LS1 2EQ
Tel: 0113 243 8399 Fax: 0113 246 5930 Email: leeds@dppllp.com

.com

www.dppllp.com

# 1.0 Introduction and Proposed Development

1.1 This Planning and Retail Statement has been produced as part of a full planning application submitted on behalf of Tesco Stores.

1.2 This planning application seeks the comprehensive mixed use redevelopment of the site to enable the erection of a Class A1 superstore and non food retail units with B1 offices above. The development also proposes the formation of associated car parking, service yard, plant, access works and landscaping. The proposed site layout plan is enclosed at Appendix A4.

1.3 In respect of the proposed food superstore, this will have a gross internal area of 4,380m$^2$ which is comprised of the main store building as well as cage marshalling which is immediately adjacent to the main store building.

1.4 The development provides a customer facing area of **2,913m$^2$**, which consists of the retail sales area, checkouts, internal circulation areas, customer services, customer café, and customer toilets. The true retail planning net (2,751m$^2$) is comprised solely of the areas required to complete a transaction (checkouts and the sales area) in accord with the approach which has been accepted at numerous Inquires and by the Secretary of State. In order to assist the "class of goods" approach required by PPS6, This retail planning net is then broken down to identify how this area will be used to support convenience and comparison sales respectively. The floorspace breakdown for the proposed store is presented in the table below:

**Table 1: Proposed Superstore Floorspace Summary**

| Floorspace | m$^2$ |
|---|---|
| Convenience Goods | 2,044 |
| Comparison Goods | 707 |
| **Net Floorspace (inclusive of sales area and checkouts)** | **2,751** |
| Other customer areas (Customer Services/Internal lobbies/ Café/ Toilets | **162** |
| **Total Customer Facing Area** | **2,913** |
| Back-up i.e. Staff/ Offices/ Internal Storage/ Wind Lobby | 1,295 |
| Cage Marshalling | 172 |
| **Total Gross Internal Floorspace** | **4,380** |

1.5 In respect of built footprint, the gross external area of the store building is 4,436m$^2$. In addition, structures within the service yard to accommodate plant (64m$^2$) and an

ATM in front of the principal elevation (8m$^2$) lead to a gross external footprint of the development of 4,508m$^2$.

1.6 The non food retail units will have a gross floor area of 687m$^2$, with offices above (gross floor area of 845m$^2$).

1.7 There will be 384 parking spaces in total, shared between the above uses.

1.8 In addition to this Statement, the following documents have also been produced and must be read along this Statement:

- The Design and Access Statement;
- The Landscape Assessment;
- The Ground Conditions Report;
- The Ecological Assessment;
- The Transport Assessment;
- The Noise Assessment;
- Employment Land Review;
- The Flood Risk Assessment; and
- The Application Drawings

# 2.0 Site and Surrounding Area

2.1 The site is 3.12ha in size, and is as shown on the plan in Appendix 1. To the north of the site lies the existing Lidl foodstore and associated car parking. On the opposite side of Station Road there are a number of small independent retail units that form part of Sandiacre town centre, whilst further north are residential properties located on Bridge Street and Westminster Avenue.

2.2 The application site straddles the town centre boundary, which has been drawn in functional terms in the 2005 Local Plan. The north west of the application site is located within the defined town centre, with the remainder of the application site located immediately edge of centre.

2.3 There is a close relationship between Stapleford and Sandiacre in spatial terms, with Stapleford located approximately 1.2km to the north east. It should be noted that Sandiacre and Stapleford occupy the same tier in the RSS centre hierarchy (District Centre) as well as in their respective Local Plans (Town Centre).

2.4 The site is predominantly vacant, with a boarded up area of partially cleared land to the north-west, and industrial warehousing occupying the southern part of the proposal site. These units are used in part, occupied by distribution and courier companies holding over on short term leasehold arrangements.

2.5 To the east of the site lie a mixture of industrial buildings, former council offices and a carwash. Further east lies the railway line and an industrial estate.

2.6 To the south and east of the site there are a number of industrial warehouses, including the larger unit occupied by Great Bear Distribution. An element of vacancy is also apparent amongst these surrounding units. Further south of this is the A52 at raised level, which runs in an east to west direction and offers access to Nottingham and Derby, as well as the M1.

2.7 To the west of the site lies the Erewash Canal with residential properties located on the opposite side of the waterway. Further east of this lies a playing field and residential properties.

# 3.0 Planning History

3.1 The industrial warehousing was erected following planning consent secured in 1974, and there have been a number of minor applications for plant and signage subsequent to this, none of which represent any material change to the form or character of development upon the site.

3.2 Subsequent to this, there have been a number of relevant planning application for retail led development from 1996 onwards.

3.3 An outline planning application was submitted in May 1996 by Taylor Woodrow for the development of a 4,715$m^2$ food store, petrol filling station and associated works on a 3.6 hectare area of land south of Station Road between the Erewash Canal and Mark Street. This scheme covered a larger area than that proposed by this application, including the land now occupied by the Lidl foodstore. This scheme, proposed to be occupied by Safeway, was refused by the Secretary of State in 1998.

3.4 Subsequent to this, outline approval was secured for a smaller foodstore (2495$m^2$) in October 1999 (ERE/699/13) on a smaller site than the Safeway application.

3.5 Immediately beyond the site, the LIDL was built out following a further consent secured in April 2003. This store has a gross floor area of 1286$m^2$ gross (circa 900$m^2$ net) as well as 131 parking spaces. The site was defined as edge centre upon approval, but the town centre boundary has been amended to incorporate the store and its car park within the 2005 Local Plan.

3.6 The north-west corner of the application site also accommodated three cottages, fronting Station Road. These had fallen into disuse and had begun to attract anti-social behaviour. Erewash concluded that this created a sufficiently adverse impact upon the general amenity of the area to justify the issue of enforcement notices in late 2008, under the auspices of s215 of the 1990 Planning Act in late 2008.

3.7 Further to negotiation in respect of the Schedule of works under the s215 notice, a s81 Agreement was entered into between the landowner and EBC, allowing the buildings to be demolished and the site made secure in February 2009.

# 4.0 Planning Policy

4.1 This section of the Statement identifies the planning policy framework within which the proposed development will be assessed. It identifies the main policies at a national, regional and local level.

**National Policy**

4.2 National Planning Policy is contained within a range of policy documents known as Planning Policy Statements (PPS) and Planning Policy Guidance (PPG). In this instance a number of the documents are particularly relevant.

PPS1 - Creating Sustainable Communities

4.3 The new PPS1 Creating Sustainable Communities was published in February 2005 and replaces PPG1. This sets out the Government's commitment to a planning system which creates sustainable communities and delivers sustainable developments. The PPS seeks a simpler, more flexible and predictable, effective and efficient system in terms of a positive and proactive approach to planning, which the Government is currently in the process of reforming.

4.4 PPS1 sets out the Government's vision for planning, and the key policies and principles which should underpin the planning system which include:

- Sustainable development pursued in an integrated manner.
- Development plans contributing to sustainability.
- A spatial planning approach at the heart of planning for sustainable development.
- High quality inclusive design in the layout of new developments and buildings.
- Development plans containing clear, comprehensive and inclusive access policies.
- Community involvement in planning.

4.5 PPS1 defines sustainable development as the core principle underpinning the entire planning system, by shaping the places where people live and work. Planning should do this in a sustainable way which will meet the needs of future generations.

4.6 Planning should aspire to make places better for people and deliver development where communities need it and which is sustainable and should seek to positively manage development, not simply control and should facilitate and promote sustainable patterns of urban and rural development by:

- Making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- Contributing to sustainable economic growth;
- Protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;
- Ensuring high quality development through good and inclusive design, and the efficient use of resources; and,
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

4.7 Paragraph 16 (page 7) states that development plans should promote development that creates socially inclusive communities and that plan policies should ensure that the impact of development on the social fabric of communities is considered and taken into account; address accessibility for all members of the community to jobs, health, housing, education, shops, leisure and community facilities.

4.8 PPS1 also counts the benefits of good design to be another core principle. PPS1 states that "good design ensures attractive, usable, desirable and adaptable places and is a key element in achieving sustainable development". In terms of design the document also states:

*"(iv) planning policies should promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted…"*

4.9 It goes further to say, under the title "Design" within paragraph 34 that:

*"Good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take opportunities available for improving the character and quality of an area and they way it functions, should not be accepted."*

<u>Planning Policy Statement 6 – Planning for Town Centres</u>

4.10 The new PPS6 was published in March 2005, and it replaces PPG6 and subsequent

Ministerial Statements. In a direct reflection of the central tenet of PPS1, the first sentence of PPS6 states that 'sustainable development is the core principle underpinning planning'. The Note states that the Government's key objective for town centres is to promote their vitality and viability by planning for the growth and development of existing centres and promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.

4.11 Paragraph 1.6 of PPS6 states that regional planning bodies and local planning authorities respectively should plan positively for the growth and development of town centres and that they should therefore:

- Develop a hierarchy and network of centres
- Assess the need for further main town centre uses and ensure there is capacity to accommodate them
- Focus development in, and plan for the expansion of, existing centres as appropriate
- Promote town centre management
- Monitor and review the effectiveness of their policies.

4.12 Section 2 of the Statement makes clear that, in identifying sites through the development plan process, the same key considerations apply as when planning applications are being determined, namely:

- Assessing need
- Identifying the appropriate scale of development
- Applying a sequential approach to site selection
- Assessing impact Ensuring locations are accessible

4.13 Within the context of development plan preparation, Section 2 highlights the importance of providing for local shopping and other services. Paragraph 2.55 states:

*"A network of local centres in an authority's area is essential to provide easily accessible shopping to meet people's day to day needs and should be the focus for investment in more accessible local services, such as health centres and other small scale community facilities. The mix of uses in local centres should be carefully managed."*

4.14 Paragraph 2.58 goes on to say that local authorities should take a positive approach to strengthening local centres and that this should include assessing where deficiencies exist in the provision of local convenience shopping and other facilities.

4.15 Chapter 3 of the Statement sets out the criteria for assessing proposed development. As outlined above, the criteria are the same as for the identification of sites through the development plan process and thus this part of the Statement needs to be read in conjunction with Chapter 2. Dealing with the first criterion, paragraph 3.9 confirms that need must be demonstrated for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan document strategy.

4.16 In terms of securing an appropriate scale of development, the Statement says that it should be ensured that the scale of opportunities identified is directly related to the role and function of the centre. In terms of applying the sequential approach to site selection, the Statement confirms previous Government guidance that all options in the centre should be thoroughly assessed before less central sites are considered for development. First preference is for locations in appropriate existing centres.

4.17 Paragraph 2.48 of the Statement makes the point that making additional sites available for development may have both positive and negative impacts, with positive impact most likely from in-centre sites followed by edge-of-centre sites where a development would be well connected to the centre and result in a significant number of linked trips and clawback expenditure. Paragraph 3.20 clarifies the circumstances under which impact assessments should be undertaken:

*"Impact assessments should be undertaken for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan strategy. Where a significant development in a centre, not in accordance with the development plan strategy, would substantially increase the attraction of the centre and could have an impact on other centres, the impact on other centres, the impact on other centres will also need to be assessed."*

4.18 Paragraph 3.22 gives guidance on the factors which should be taken into account in assessing the impact of development on centres likely to be affected. These include, the extent to which the development would put the spatial planning strategy at risk, the likely effect on future public or private sector investment and changes to the range of services provided.

4.19 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed. In a significant change from previous guidance, paragraph 3.28 states that material considerations may be taken into account in assessing planning applications, and that these will include:

- Physical regeneration
- Employment
- Economic growth; and
- Social inclusion

Draft PPS 4 - Planning for Sustainable Economic Development

4.20 Draft PPS4 was published for public consultation earlier this year and whilst only limited weight can be attached to the draft PPS given its emerging status, it is important to still consider its Policy content as it gives an strong indication on current Government thinking on this aspect of planning policy.

4.21 The draft PPS outlines the Government's objectives for economic development including maximising job opportunities for all, improving the economic performance of all English regions and delivering sustainable development. The draft PPS then continues by outlining how these objectives will be met and an underlying theme is that the government will aim to promote mixed use developments and will encourage regional and local authorities adopt the same approach. The PPS also encourages a stronger emphasis being put on regeneration particularly in deprived areas.

Planning Policy Guidance 13 - Transport

4.22 The Government's most recent policy guidance in respect of Transport is provided in PPG 13, which was published in March 2001. Within the objectives of the guidance the Government seek to integrate planning and transport at all levels to:

*"…promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling…"*

4.23 Local Planning Authorities are encouraged to:

*"ensure that development comprising jobs, shopping, leisure and services offers a realistic*

*choice of access by public transport, walking and cycling, recognising that this may be less achievable in some rural areas."*

PPG15 – Planning and the Historic Environment

4.24 PPG15: Planning and the Historic Environment sets out the Government's objectives to achieve sustainable development in regard to the need to balance the requirement for preservation of important elements of the historic environment against the need for economic growth and change.

4.25 Proposals which are located in the vicinity of a defined Conservation Area should take regard of any impacts the proposal might have in respect of the character and appearance of the Conservation Area. PPG15 states that local planning authorities have a duty to seek to preserve **or** enhance the character and appearance of a Conservation Area.

**Regional Policy**

4.26 The East Midlands Regional Spatial Strategy (RSS) is currently available for consultation following the Secretary of State's proposed changes. Whilst the document has not yet been formally adopted there is still a need to consider it as it highlights how the region will progress over the next twenty years. On this occasion a number of policies from within the RSS need to be considered.

4.27 The first policy to consider is Policy 2 (Promoting Better Design). This states that care should be taken with new developments and that they should, amongst other things:

- Make the most efficient use of land
- Locate and design access from new development to local facilities on foot, by cycle or public transport
- Provide highway and parking design that improves both safety and the quality of public space

4.28 Policy 22 (Regional Priorities for Town Centres and Retail Development) states that that local and regional authorities should work together to promote the vitality and viability of existing town centres. Local Authorities should also bring forward retail, office, residential and leisure developments based on identified need. They should also monitor changes in retail floorspace on a regular basis.

**Local Policy**

4.29 The majority of the site is unallocated within the Erewash Local Plan (Adopted July 2005); however the site lies partly within the defined town centre and bounds the Sandiacre Canalside Conservation Area. A number of thematic policies are relevant on this occasion and must be considered.

4.30 Policy LP1 (Sustainable Development) states that the Borough Council will require all development proposals to reflect the principles of sustainable development, by:

*"1. Being well-related to existing patterns of development*

*2. Re-using land and buildings wherever possible in preference to greenfield land*

*3. Protecting and enhancing the quality of the built and natural environment*

*4. Minimising the need to travel between home, work and other activities and providing opportunities for journeys other than by car."*

**Retail Policy**

4.31 Local Plan Policy S1 is concerned with retail development proposals located within defined centres. The north-western part of the site is located within Sandiacre's defined centre. Policy S1 encourages retail development in town centres, subject to considerations of scale and impact upon he wider hierarchy of centres.

4.32 The proposal site straddles the boundary of Sandiacre's defined town centre, with Local Plan Policy S2 being concerned with retail development located in edge of centre sites. Whilst Policy S2 has not been saved, this criteria-based policy is still of some relevance given its construction post PPS6 and the lack of other localised policy guidance in the interim. Policy S2 stated:

*"In Long Eaton, Ilkeston, Sandiacre and Borrowash, new shopping development in edge of shopping centre locations will only be permitted, if all the following criteria are met:*

*1. there is a proven need for development and that the proposal cannot be accommodated within the existing shopping centre;*

*2. the scale, character and position of the development is well related to that of the* *shopping centre;*

*3. the development, either individually or together with other shopping proposals or developments will not harm the vitality and viability of any existing shopping centre or other nearby shopping centres;*

*4. the development is well served by public transport, has adequate car parking and access, and has acceptable links to the shopping centre for pedestrians, cyclists and disabled people;*

*5. the development is of high quality design sympathetic in style, scale and materials to the surrounding area;*

*6. the development is no further than 300 metres from the defined shopping centre as shown on the proposals map."*

**Employment Policy**

4.33 Policy E2 is concerned with the protection of industrial and business uses and states that on existing industrial and business sites, including those with planning permission for employment uses, planning permission will be granted for alternative uses if the following criteria can be met:

*"1. The proposal will not prejudice the development potential of land identified for industrial or business purposes;*

*2. The proposal will not result in redevelopment for retail purposes, unless all relevant criteria in proposals s1, s2 & s3 can be met;*

*3. It can be demonstrated that an alternative use would result in the substantial relief of any serious environmental problems associated with the existing use of the site;*

*4. In respect of vacant sites, it can be demonstrated that the premises are no longer capable of providing an acceptable standard of accommodation for industrial or business purposes."*

**Mixed Use Policy**

4.34 Policy E6 (Mixed Use) states that applications for mixed use development will be permitted subject to the council being satisfied that the mixed uses are compatible in terms of noise, hours of working, access and egress, parking, emission of fumes, smell or dust, vibration and any other environmental parameter. A high quality of design is sought, with full regard being given to landscaping, materials of construction, scale of buildings and space between buildings. In particular, the interface between uses needs careful attention to detail.

**Highways matters**

4.35 There are then a series of policies related to transport that the scheme must adhere to Policy T2 (Parking) states that:

*"To maintain the vitality and viability of the town centres, off-street car parking will be managed to ensure efficient use of car parking spaces through the operation of charging systems. In considering development proposals, the Borough Council will have regard to the maximum parking standards set out in the parking supplementary planning document. Where development is proposed in locations which are readily accessible to existing car parking or are well served by public transport, levels of car parking provision may be required to be significantly below the maximum level. A level of parking in excess of the maximum standard will only be acceptable in exceptional circumstances, and where it is demonstrated that it is needed in the interests of public amenity, safety or to otherwise clearly benefit the town centre as a whole. Parking spaces to meet the needs of people with disabilities will be conveniently located."*

4.36 Policy T7 (Pedestrians and Disabled People) states that:

*"Facilities for pedestrians and disabled people will be improved wherever opportunities arise. In particular, new development to which the public in general expects to have access, especially shops, sports, recreation and community facilities, will only be permitted if it is designed to meet the needs of people with impaired mobility, by the provision of accessible parking spaces, convenient movement along pathways and an unhindered approach to buildings. Where appropriate, conditions will be imposed on planning permissions to achieve these objectives."*

4.37 Policy T9 (Travel Plans) states that travel plans will be required for all major development proposals for employment, retail, leisure or services, or wherever a travel plan would help to alleviate a local traffic problem associated with a planning application. Where a travel plan is necessary to make a development proposal acceptable, its provision and implementation will be secured by means of a section 106 planning obligation or a planning condition.

**Heritage Policy**

4.38 Saved Policy EV5 of the local plan outlines those considerations which will be taken into account when assessing proposals which affect Conservation Areas. It states:

*"1. Proposals for new development, including conversions, alterations, extensions and changes of use will only be permitted where the borough council is satisfied that such proposals will preserve or enhance the special character and appearance of the Conservation Area. Buildings, open spaces, trees, and other features which contribute to the special character and appearance of the Conservation Area will be conserved and protected from harmful development.*

*2. Proposals to alter or extend unlisted buildings of architectural, historical, landscape or townscape value will be considered against the need to ensure the preservation of those elements of buildings which contribute towards the particular character of the Conservation Area. Alterations to existing shop fronts, including the addition of internal and external illumination will not be permitted where this will have a detrimental effect upon the character or appearance of the buildings or the Conservation Area. The replacement of historic shop fronts will not be permitted.*

*3. Proposals to demolish or substantially destroy an unlisted building in a Conservation Area will not be permitted, unless it can be demonstrated to the satisfaction of the local planning authority that the building:*

*A) is of an inappropriate design in the context of its location or*

*B) is beyond repair at reasonable cost or*

*C) is incapable of beneficial usage;*

*and that its removal is subject to the submission of detailed proposals for replacement development of appropriate design, scale and materials which would clearly preserve or enhance the character and appearance of the conservation area. Consent for demolition will only be granted subject to the requirement that such demolition does not take place prior to:*

*A) the granting of detailed consent for the replacement development; and*

*B) the letting of a contract for the approved replacement development."*

## Other Material Considerations

### Erewash Retail Needs Study

4.39 This study, titled the Erewash Retail Needs Study was undertaken for Erewash District Council by White Young Green and published in June 2007. This forms part of the knowledge base for the LDF process and assesses the health of existing centres in Erewash before considering the quantitative and qualitative need for further comparison and convenience floorspace. In terms of quantitative need the study seeks to establish the market share of stores and centres on the basis of a Householder Survey (sample size 1000) carried out to inform the Study. The need for additional floorspace is then assessed. In the case of convenience goods, the need for additional floorspace is estimated by comparing the market shares revealed by the household survey to the 'benchmark' turnover of convenience goods floorspace. However, in the case of comparison goods, given alleged difficulties in arriving at 'benchmark' turnover levels for the main centres, quantitative need is assessed on the basis of allocating expenditure growth proportionate to current market share.

4.40 The main conclusions of the 2007 Study of relevance to the current proposal, are;

- The Study identifies that Sandiacre is comprised of 55 commercial units and 7,998 sq m of commercial floorspace. The centre has a strong convenience sector, with both the proportion of the units and the floorspace above the national average. The proportion of vacant uses is well below the national average in floorspace and unit terms. Sandiacre shows signs of being a vital and viable centre serving an important role in meeting the needs of the local population and that it is important that this should be maintained.

  *Convenience Goods*
- Using the 2006 survey data, convenience goods floorspace within Sandiacre has a combined 2006 turnover of £3.92m at 2004 prices, equivalent to 1.2% of convenience goods expenditure within the area covered by the Erewash Retail Needs Study (Para 9.109). Of this, £1.54m is captured by the Co-Op, £1.16m by LIDL with the remainder (£1.22m) captured by local shops.
- Comparing survey derived turnover with a benchmark approach, the Study states (paragraphs 9.114 and 9.115) that the existing provision is undertrading and that this equates to an effective over-supply of convenience floorspace.

  *Comparison Goods*
- In respect of comparison goods, the retail offer is extremely limited with the proportion of units and floorspace given over to this sector much lower than the national average.
- Using the 2006 survey data, comparison goods floorspace within Sandiacre has a combined 2006 turnover of £6.34m at 2004 prices, equivalent to 1.2% of comparison goods expenditure within the area covered by the Erewash Retail Needs Study (Para 9.109). The survey does not seek to break this

down further to individual stores. In terms of the type of comparison goods, the substantial majority of this turnover is attracted to electricals (£5.17m).

- Assuming constant market share of 1.2% available expenditure is assumed to rise from £6.34m at 2006 to £11.17m at 2016. The turnover of existing stores (allowing for 1.5% annualised turnover efficiencies) is estimated to rise from £6.34m to £7.36m over the same period. This would equate to surplus expenditure in the order of £3.81m.
- In terms of floorspace requirements, this is estimated to equate to 821 sq m net by 2016, subject to the nature of the end operator.

# 5 Shopping Patterns, and Existing and Proposed Shopping Provision

5.1 This section describes the study area, existing shopping and expenditure patterns, existing centres and provision of convenience stores including their function, scale and location within the identified catchment area.

**Catchment Area**

5.1 The catchment area (CA) of the proposed superstore is the area from which the proposal is anticipated to draw the majority of its trade. The CA is focussed on the settlements of Sandiacre and Stapleford and the surrounding area. Identification of the CA for the proposed superstore takes account of a number of different factors including the nature, scale, location and function of existing food shopping provision in the surrounding area, topography, the highway network, and ease of access to surrounding settlements.

5.2 Plan 704705/01 (Appendix A1) shows the adopted CA. The catchment area is based on the five postcode sectors DE 7, NG9 3, NG9 7, NG9 8 and NG10 5. They form a reasonable area from which the proposed store would draw the majority of its trade.

5.3 There are no superstores within the CA, i.e. stores over 2,500m$^2$ net, so those living within and around Sandiacre would have to travel out of the area to access superstore facilities. In terms of existing main food shopping provision beyond the CA, it is the case that the majority of these surrounding settlements do benefit from the presence of stores that can more effectively serve main food shopping needs. This includes Tesco and Asda at Long Eaton; Tesco at Toton; the existing Sainsbury and proposed Tesco at Beeston; and Tesco and Somerfield in Ilkeston.

5.4 Given the above, it is reasonable to conclude that the defined catchment area is currently under provided for in terms of main-food shopping and that this should be addressed. The opportunity to deliver a main food shopping facility conveniently located within the heart of the CA provides an opportunity to claw back a large proportion of convenience and a more limited element of comparison trade to Sandiacre, which is currently captured by existing main stores located outside the catchment area. Thus, the proposal will not only make residents' weekly shopping easier, it will also cut down on shopping miles and vehicle emissions.

5.5 The Study Area which has been identified is based on postcode boundaries, and its extent has been informed by an analysis of the distribution of competing facilities, as well as population and other identifiable barriers to easy movement to one shopping facility as compared to another. In this instance, this approach has been assisted by reference to survey data from a range of Tesco stores on the periphery of the catchment through analysis of Tesco Clubcard data.

5.6 A catchment for a planning application should be properly related to its scale and function, as well as the distribution of other competing facilities. In practice, the delineation of a catchment boundary should represent the point at which the likelihood of shopping one facility is equitable with another immediately beyond the catchment. The nature of the food store shopping offer at Long Eaton (larger Asda and Tesco, both with approvals for mezzanine extensions), Toton, Ilkeston, West Bridgford, and the proposed town centre foodstore at Beeston is extremely relevant.

5.7 This is of course a matter of judgment and balance. A more widely drawn catchment would suggest that it is plausible that residents would go past an existing larger superstore to visit a smaller superstore store to fulfil their convenience shopping needs, which would be inferior in terms of its range and choice of goods. In contrast, a much more tightly drawn catchment would suggest that the provision of a quality superstore to serve Sandiacre would fail to provide a compelling shopping choice for local residents, despite the fact that the reasonable shopping offer alongside the much reduced journey time could be considered particularly attractive.

5.8 Consequently, the primary trade draw of the proposed superstore will, to a degree, be curtailed to the north, south, east and west by existing facilities, albeit there will always be some overlap of trading catchments. As indicated above the proposed superstore will also attract a modest element of its trade (10%) from beyond the defined CA.

**Existing Shopping Patterns**

5.9 The 2007 Erewash Retail Needs Study undertook an assessment of the trading performance of a number of centres and stores within the District, relying principally upon market share modelling founded upon the analysis of a household survey.

5.10 The survey was based upon a sample of 1000 respondents over 5 zones (200 from each), with Sandiacre falling into Zone 3 (referred to as the Stapleford zone) although this delineation would fail to tally with what we believe to be an appropriate catchment for Sandiacre on the basis of a superstore proposal. To that extent, the survey-generated results for Sandiacre should be treated with a degree of caution. Nonetheless, the household survey does corroborate our view that Sandiacre fails to retain significant expenditure for either convenience or comparison classes of goods, and that the extent of expenditure leakage is higher than would appear appropriate given its status in the hierarchy.

**Centres within the Catchment Area**

**Sandiacre Town Centre**

5.11 A full PPS6 health check of Sandiacre Town Centre has been carried out, and this can be seen in full at Appendix 3. Sandiacre is proposed to be defined as a District Centre in the emerging RSS. The below is a brief summary of our conclusions.

*In parts of the centre the vacant units detract from its vitality and viability although these tend to be in groups at the extremes of the defined centre and not in the core shopping area. The main road through Sandiacre brings an opportunity for passing trade to the shops and is easily accessible by car, and pedestrians from the surrounding residential area.*

*The two foodstores in the centre serve the local community, but as a result of their limited size and quality, they are likely to attract predominantly top-up food shopping trips with main food shopping trips going elsewhere.*

*The centre provides for more day-to-day shopping needs, particularly in relation to convenience shopping, and does not attract from a wider area. The centre is in reasonable health although it would benefit from further retail development to help improve its retail offer and attract further investment.*

**Stapleford Town Centre**

5.12 A full PPS6 health check of Stapleford Town Centre has been carried out, and this can be seen in full at Appendix 3. Stapleford is proposed to be defined as a District

Centre in the emerging RSS. The below however, is a summary of our conclusions from this.

*Whilst vacancies exist, these are concentrated at the periphery of this predominantly linear centre (it should be noted that the defined centre is more tightly drawn, and several of the vacancies are located south of the defined centre boundary).*

*In the core shopping area, there are greater signs of vitality through indicators such as footfall, presence of multiples and streetscene. The main road through Stapleford brings an opportunity for passing trade to the shops and parking associated with both the Co-Op as well as some Council-owned facilities, which mean that the centre is easily accessible by car, as well as by public transport and pedestrians from the surrounding area. Recent investment in a new health facility at Church Street is likely to contribute to the vitality of the centre, particularly at the northern end.*

*The two foodstores in the centre (Co-Op and Sainsbury's Local) serve the local community, but they are likely to attract predominantly top-up food shopping trips with main food shopping trips going elsewhere.*

**Other Retail Locations**

5.13 There are no out-of-centre retail parks or substantial stand alone stores within the catchment area.

## Centres and Convenience Stores beyond the Catchment Area

5.14 Other centres outside our CA are shown on the Catchment Area and Shopping Provision Plan (Appendix A1). Only large convenience outlets within the relevant centres are considered below, and a further PPS6 assessment of the centres is provided at Appendix 3.

5.15 **Beeston** is defined as a Town centre in the 2004 Broxtowe Local Plan. Beeston is proposed to be defined as a Major District Centre in the emerging RSS. The defined centre is concentrated along High Road and The Square. The centre is largely linear, however the Sainsbury's store, the main anchor for the centre, is located along Villa Street to the north of High Road.

5.16 The existing Sainsbury store (net 3,339m$^2$) represents the key foodstore provision serving Beeston, with a proposal for a new Tesco Extra store recently permitted.

5.17 **Long Eaton** is defined as a Town centre in the 2005 Erewash Local Plan. Long Eaton is proposed to be defined as a Major District Centre in the emerging RSS. The defined centre is based upon a compact circuit, bounded by Waverley Street to the east and Nottingham Road to the north. Long Eaton is the largest centre in Erewash in terms of retail floorspace.

5.18 The existing Tesco store (net 5,967m$^2$) and Asda (4645m2) represent the main food store provision both in edge centre facilities. Extant consents for mezzanine extensions are in place for both the Asda and Tesco stores, principally to extend their comparison goods offer.

5.19 **Ilkeston** is defined as a Town centre in the 2005 Erewash Local Plan. Ilkeston is proposed to be defined as a Major District Centre in the emerging RSS. The defined centre is concentrated along South Street, Market Place and Bath Street together with the Albion Centre. Long Eaton is the second largest centre in Erewash in terms of retail floorspace.

5.20 Ilkeston is proposed to be defined as a Major District Centre in the emerging RSS.

# 6 Retail Issues

6.1 This application seeks planning permission for a mixed use development including a Tesco superstore, non food retail units, industrial as well as associated servicing, parking and landscaping. It is our view that the site could form part of the functional town centre, but technically is located in an edge-of-centre site in Sandiacre. Given that Policy S2 of the Local Plan has not been saved, we instead rely upon the key objectives of PPS6 in order to determine the effects of the proposal upon the vitality and viability of Sandiacre town centre. We will seek to demonstrate that as this development will provide a facility that is currently lacking in the centre, it will assist the retention of local expenditure and enhance the centre because of its relationship with the main shopping area. Furthermore, it has good accessibility to a variety of travel modes.

6.2 We will show that the proposed development will enhance customer choice and meet the needs of the entire community, particularly those residents who currently have no reasonable local access to a superstore offering a reasonable range of food and a complementary range of non food products. In doing so, the proposal will also encourage a more efficient, innovative and competitive retail sector in Sandiacre better able to fulfil its proper role in the hierarchy of centres in Erewash and across the wider RSS area.

6.3 The proposal will also meet wider Government policy objectives. It would promote social inclusion by ensuring communities have access to a wide range of main town centre uses and remedy a very apparent deficiency in main food shopping provision in the Sandiacre area, a facility which is not currently reasonably available to those residents who do not have access to a car.

6.4 PPS6 establishes five key issues against which retail proposals should be accessed,

- Consideration of the **need** for the development.
- The development is of an appropriate **scale**
- The **sequential approach** to site selection
- The **impact** on existing centres
- **Accessibility** by a variety of modes of travel and impact on transport patterns.

6.5 These key issues are considered in turn in this section of the report. In order to carry out the capacity and impact exercises to satisfy the five tests, we have followed a methodology based on the following assumptions:

- Base Year: 2009;
- Design Year: 2014;
- Price Base: 2006 Prices;
- Type of Assessment: Goods Assessment;
- A five year study period is used as advocated by PPS6;
- A MapInfo AnySite report has been commissioned and used to project population to the base/design year;
- MapInfo Brief 09/02 and the associated Retail Expenditure Guide have been used for forecasting expenditure growth rates and SFT deductions; and
- Account has also been taken of floorspace efficiency.

## Need for the Proposed Development

6.6 Factors which demonstrate need generally comprise of quantitative factors which involve demonstrating that there is capacity in terms of spending availability for additional retail floorspace. However, qualitative factors are also important considerations and PPS6 highlights the need to ensure planning authorities provide for consumer choice by ensuring that an appropriate distribution of retail locations and a range of sites, which allow for genuine choice to meet the needs of the whole community, are provided. Other qualitative considerations may also take into account the degree to which shops are overtrading.

### Quantitative Need

6.7 In broad terms, quantitative need can be established by undertaking a capacity assessment which provides a theoretical indication of the potential for a defined area to support additional floorspace. Capacity assessments consider the balance between total spending in an area (demand) and the average turnover achieved by existing floorspace in the area and where appropriate floorspace outside the defined area (supply). In building up a capacity assessment it is important to first establish a catchment area for the proposal. This should represent the area from which the majority of the proposed superstores trade will be drawn.

### Catchment Area

6.8 In Section 5 we set out the reasons why the catchment area depicted on plan

704705/01 (Appendix A1) has been established. The next part of the capacity assessment is to understand the level of convenience and comparison expenditure available in the catchment area.

6.9 The population within the catchment area at 2014 is 47,123 at 2009, rising to 47,781 at 2014. We clarify that no allowance has been made for population arising from the implementation of residential elements of the Stanton Ironworks scheme as we understand that the impetus of the AAP process has slowed considerably following discussions with the retained developer, Spring UR.

6.10 Per capita expenditure figures for convenience and comparison goods for the area were also provided by MapInfo for the zone identified within the catchment area. These figures have been projected forward to the 2009 base year and the design year, which is 2014 in this case. Actual growth rates were used from 2004 to 2008 and the MapInfo projected growth rates of 0.5% per annum for convenience goods and 1.6% per annum for comparison goods were used to project forward to the subsequent years. Deductions were made for spending on special forms of trading in line with MapInfo recommendations.

6.11 Having established the catchment area's population and per capita spending figures, a simple mathematical calculation can then establish the level of available expenditure for convenience and comparison goods within the catchment area. In terms of available expenditure within the catchment area, this is estimated to be £71.49m at 2009, rising to £74.32m at 2014. In terms of comparison goods expenditure, this is estimated to be £141.14m at 2009, rising to £152.49m at 2014. This is shown at Table 3b of Appendix A2.

6.12 As convenience and comparison goods expenditure levels have already been identified, the next step is to identify all existing and committed floorspace within the catchment area for convenience and comparison goods. In this case, there are no outstanding retail commitments to account for.

**Convenience Goods capacity Assessment**

6.13 In terms of convenience goods, the relevant centres and stores and their net convenience floorspace figures are listed in Table 4 at Appendix A2. As foodstore floorspace information is presented on a business basis, it is necessary to identify how much of it is used for the sale of convenience goods. To carry out this exercise, the net convenience goods floorspace is calculated by subtracting the average percentage of floor area dedicated towards comparison goods product lines for each of the major foodstore operators from the total net floorspace for shops such as the Lidl and Co-Op. The source of this information is Verdict on Grocery Retailers 2009, which sets out the space allocation of the leading grocery retailers in the UK. The turnovers of these centres and stores are then calculated by multiplying the net convenience sales floorspace with company average sales densities. The major foodstore sales densities are derived from published sources including Verdict 2009 and Retail Rankings 2006.

6.14 An average sales density of £4,000 per m² is used for 'other' local convenience stores within Sandiacre town centre, and the same £4,000 per m² is used for 'other' convenience stores in Stapleford which is within the catchment area.

6.15 Once the company average turnover for convenience floorspace is calculated an estimate is made of the percentage of the total expenditure which is drawn to each store from the catchment area. Whilst it is inevitable that a degree of trade will be drawn from beyond the catchment area, for robustness we assume that the entirety of turnover for existing catchment area provision will be drawn from within the catchment area.

6.16 In projecting this forward to the design year of 2014, it is necessary to take account of the potential increase in floorspace efficiency of existing convenience floorspace within the catchment area to be secured through investment and improved working practices. In order to take account of this we have applied a growth rate of 0.2% per annum to the company average sales densities. As such, the turnover of the existing floorspace slightly rises. In 2009, Table 4a in Appendix A2 demonstrates that the global turnover of all convenience floorspace derived from the catchment area is only £15.90m rising to £16.06m by 2014.

6.17 When this turnover figure at 2014 of £16.06m is compared to the total available convenience goods expenditure within the catchment area of £74.32m, it is immediately apparent that there is capacity for new convenience floorspace. Indeed the figures show that the existing convenience floorspace in the catchment area retains only 22% of the potential convenience expenditure.

6.18 The turnover of the proposed superstore is set out at Table 5 of Appendix A2. In respect of the convenience goods element, this shows that the total convenience goods turnover will amount to £23.40m at 2014 of which 90% (or £21.06m) will be derived from the catchment area.

6.19 Once account is taken of the convenience turnover from existing floorspace (£16.06m) and the proposed development (£21.06m), 49.9% of available convenience expenditure is estimated to be retained within the catchment area. On this basis, there will be £37.20m residual convenience expenditure within the catchment area at 2014, as shown in Table 6a at Appendix A2. This provides the potential to accommodate additional facilities to serve Sandiacre, or for residual outflow of expenditure to shopping facilities further afield.

**Comparison Goods Capacity Assessment**

6.20 A similar exercise has been carried out to assess the comparison goods capacity within the catchment area. The level of comparison goods expenditure has been established at Table 3 of Appendix A2, which shows expenditure levels of £141.14m at 2009, rising to £152.49m at 2014. Table 4 of Appendix A2 sets out the comparison goods turnovers of all sites in the catchment area and it can bee seen that this amounts to £23.30m at 2014. Table 6 of Appendix A2 concludes that there is significant capacity for new comparison goods floorspace in the catchment.

6.21 The turnover of the proposed superstore is set out at Table 5 of Appendix A2. In terms of comparison goods the proposal will turnover at £7.17m in 2014 of which £6.46m will be derived from the catchment area. Tesco company average sales densities have been used to calculate the turnover figures.

6.22 Turning to the proposed non-food units, these have a gross floor area of 687m$^2$. A gross to net factor of 70% is applied, resulting in an estimated net sales area of 481m$^2$. Given that we assume that these units would trade in a broadly similar manner to those in Stapleford, this equates to an estimated turnover of £2.07m in 2014, of which 90% (or £1.87m) will be derived from the catchment area.

6.23 The total comparison turnover of the proposed development is therefore estimated to be £9.24m at 2014, of which £8.32m is sourced from the catchment area.

6.24 Once account is taken of the comparison turnover from existing floorspace (£23.30m) and the proposed development (£8.32m), only 20.7% of available comparison expenditure is estimated to be retained within the catchment area. On this basis, there will be £120.87m residual comparison expenditure within the catchment area at 2014, as shown in Table 6 at Appendix 6b. This provides the potential to accommodate additional facilities to serve Sandiacre, or for residual outflow of expenditure to facilities further afield. In terms of the latter, it is inevitable that there will be some outflow of comparison expenditure as shoppers seek the extended offer which is available in higher order centres.

**Conclusions on Quantitative Need**

6.25 The proposal will inevitably increase the extent of trade retention across convenience goods and comparison goods ranges, albeit that the increase in comparison goods retention is less significant. Using our defined catchment and approach, it is demonstrable that there is significant and compelling quantitative need for the proposal across convenience and comparison ranges.

6.26 We are of course aware that these conclusions are contrary to those outlined within the Erewash Retail Needs Study. It is difficult to draw direct comparisons with the findings of the Erewash Retail Needs Study given the differences in the sizes of the study areas and also due to the fact that WYG adopted a different data source (Experian) and a different price base (2004). The issue is further complicated by the fact that in preparing the Study, WYG have introduced mathematical error by virtue of their tables using an obsolete Experian growth rate figure in there study, adopting a figure of 4.0% as opposed to the 4.3% figure recommended by Experian Retail Planner Briefing Note 4.0 of October 2006 and referred to in the Table footnotes.

6.27 We note that WYG adopt a static market share approach in respect of estimating the extent of additional convenience floorspace that would be required to sustain existing market share levels for Sandiacre as well as Long Eaton and Ilkeston. It is unsurprising that their estimations of expenditure growth for Sandiacre are low, given that the survey data suggests an extremely low base in terms of market share or retained convenience goods expenditure.

6.28 It is our view that these extremely low levels of retained convenience expenditure is unacceptable from a spatial planning perspective, given that Sandiacre is defined as a Town Centre within the adopted 2005 Local Plan. Sandiacre is defined as a Town centre, but in real terms fails to deliver the type and quality of offer that would ordinarily be associated with a Town Centre. Whilst we would accept that Ilkeston and Long Eaton are considerably larger in terms of population and retail footprint, we note that the existing Local Plan puts all three centres at equitable status in terms of centre hierarchy.

6.29 The emerging RSS suggests a revised definition for Sandiacre as District Centre, alongside other centres such as Bulwell and West Bridgford. Both of these centres have superstores (a planning approval in the case of Bulwell) larger than that proposed by this development. It is our professional judgment that an enhanced shopping offer is essential if main food shopping trips are to be more effectively retained within the Sandiacre catchment, and that the Tesco store proposed represents a store which can functionally achieve these changes in shopping patterns without being so large as to materially impact upon either the shopping hierarchy (with Long Eaton as a Major District Centre) or ongoing vitality and viability of defined centres.

6.30 In terms of comparison expenditure, WYG claim it is difficult to estimate benchmark turnovers and instead rely upon a market share approach only. We find this claim difficult to accept as in our experience, most consultants undertaking such studies, (including WYG at Rotherham and Lancaster) have no difficulty in putting forward average benchmark figures for town centres.

6.31 This survey based approach can lead to problems if the survey results from which the market shares are derived are themselves unreliable. In this instance, the available expenditure for Sandiacre is drawn from a catchment that would wholly fail to represent an appropriate catchment for Sandiacre if an effective food anchor was to be brought forward.

6.32 In terms of comparison goods floorspace, it has been demonstrated that there is more than sufficient existing surplus expenditure (even if using the much more cautious recent growth rates) to support the proposed superstore. Growth in expenditure alone (between 2009 and 2014) will accommodate the proposed development whilst still leaving opportunity for further retail development to take place elsewhere with the catchment.

**Qualitative Need**

6.33 Paragraph 2.35 of PPS6 discusses qualitative need and states that local authorities should ensure that provision is made for a range of sites for shopping and other uses that allow genuine choice to meet the needs of the whole community, particularly those living in deprived areas. We conclude that there are qualitative deficiencies in respect of Sandiacre's shopping offer across convenience and comparison ranges. In this regard the proposal meets the objectives set out in PPS6 and reduces the identified qualitative deficiencies.

6.34 We consider that there is a compelling qualitative need to support this application. In very simple terms it can be seen from earlier text, and plans enclosed as appendices to this report, that there are no superstores in the whole of the catchment area. Local residents, including those who do not have a ready access to a car, are clearly disadvantaged in this respect.

6.35 A modern food superstore can provide a high quality shopping experience, particularly in this example where the proposed store will incorporate a host of environmental measures and other positive design features to tailor the store to its local context. Internally, the store will provide a range and choice of convenience goods greater than that which can be provided within existing Sandiacre facilities. In addition, a modern superstore provides a modest range of impulse comparison goods, as well as customer services and customer toilet facilities. Beyond the store building, there will be a customer car park which is well linked to the town centre incorporating boundary treatments and landscaping.

6.36 At this time, residents from the catchment area who want to shop in such facilities have to travel some distance to superstores or supermarket, particularly those in or near Long Eaton, Toton and (eventually) at Beeston. The ramifications of these journeys upon Sandiacre and its locale are significant. Firstly, it means that less expenditure is retained locally which also reduces the retail-based employment that can be sustained in the Sandiacre area. Secondly, car based trips to and from the catchment to stores further afield can result in increased use of the private car which have environmental impacts and can also lead to localised congestion.

6.37 This proposed development will retain expenditure within the identified Sandiacre catchment, and its positive relationship with the remainder of the town centre (including the managed customer car park which can be utilised by visitors of other town centre facilities) to promote the likelihood of linked trips into Sandiacre. Whilst this proposal may draw some trade away it will be focused on diverting main food shopping trips which are in the main taking place in the edge-of-centre ASDA and Tesco stores near Long Eaton, the out-of-centre store at Toton, and (particularly in the medium term) Beeston.

## Scale

6.38 In the absence of development plan policy indicating the scale of store appropriate to Sandiacre, PPS6 paragraphs 2.41 to 2.43 are appropriate in advising how to determine the appropriate scale of development. Paragraph 2.41 summarises;

*"The aim should be to locate the appropriate type and scale of development in the right type of centre, to ensure that it fits into that centre and that it complements its role and function."*

6.39 With regard to Sandiacre the scale of the store needs to be large enough to create the change in shoppers' habits to reverse the significant out-flow of trade of main food shopping to large superstores outside the catchment area. In particular, the new superstore must be of sufficient scale to draw trade back from the edge-of-centre stores near Long Eaton and the out of centre store at Toton. In providing a superstore that can secure the clawback of trade which is currently lost, there is a requirement to provide a convenience and complementary comparison offer which is sufficient to achieve this. However, this does not require a store which is of the same scale or offer as the competitor stores in Long Eaton or Beeston, given that the added attraction of a Sandiacre location is the reduced journey times for catchment area residents.

6.40 The scale of foodstore proposed, and the balance of convenience floorspace and complementary comparison offer, is considered to more effectively meet the need within the catchment area. Whilst it will not result in full trade retention, it will contribute to the reduction in current out flow of main food expenditure. In terms of the role and function of Sandiacre town centre, it is our view that the extent of expenditure leakage would suggest that it is underperforming. The proposed store will contribute towards the vitality and viability of the town centre, more closely meeting the standards properly expected of Sandiacre in terms if its place in the hierarchy as a 'town centre' as now, or as 'District centre' as proposed in the RSS.

## Sequential Approach

6.41 Government guidance requires that when 'need' has been demonstrated, a sequential approach should be followed in site selection. The Proposals Map to the adopted Local Plan illustrates that the application site is an 'edge-of-centre' location. The guidance within PPS6 paragraphs 3.13-3.15 makes clear that an applicant should investigate the potential to locate retail development on sites which may be otherwise sequentially preferable in locational terms, having consideration of whether they can be concluded to be genuinely available, suitable and viable. Furthermore, as stated at paragraphs 3.16-3.19 of PPS6, the applicant should demonstrate that they have taken a genuinely flexible approach in order to accommodate the proposal on a more central site (or sites), whether this be through a revised format or through disaggregating the proposal.

6.42 Given that the proposal site straddles the town centre boundary, our investigation for alternate sites as part of the sequential approach has considered allocated and unallocated land for any use either within the defined town centre or other edge-of-centre locations which are better connected to the town centre.

6.43 The proposed non-food units (with offices above) are located within the defined centre and therefore do not require justification in respect of the sequential approach. For clarity, we confirm that the search has not extended to any out-of-centre site as this would be more poorly related to the town centre than the application site.

6.44 For proposals located beyond a defined centre, the sequential approach requires applicants to demonstrate that there are no sites which are locationally preferable, whilst being genuinely available, suitable and viable for the proposal. To that extent, sites fully edge of centre or indeed out of centre would be more poorly related to the town centre and therefore unsuitable, and in practice would be sequentially inferior to the proposal site.

6.45 In functional terms, the proposal provides an opportunity for a food store which can serve the main food shopping requirements of the identified catchment. In order to redress the extent of expenditure leakage, there is a requirement to provide a sufficient retail attraction to compel catchment area residents to undertake main food shopping in Sandiacre, rather than continuing to travel further afield. Whilst it is neither necessary nor planned to provide a store of the same size as those provided in Long Eaton, it is important that the store provides a sufficient attraction (in tandem with the benefit of reduced journey times) to claw back some of the trade lost to larger superstores outside the catchment area.

6.46 The qualitative offer of a superstore is predicated upon it selling and displaying an appropriate range and choice of goods, as well as the benefits of associated facilities such as wide aisles and customer services within the building. Beyond the store building, a landscaped public realm area with additional commercial units (non-food retail and residential above) provides the opportunity for convenient linkage between the store and the remainder of the town centre. In addition, the proposed customer car parking provides a facility to serve the needs of both the commercial development proposed by this application, as well as parking to contribute towards the needs of the remainder of the town centre as a result of linked trips.

6.47 In order to accommodate the above, there is a requirement to identify sites of a sufficient size to be genuinely suitable. Given that the proposal site covers an area of 3.13 hectares, it is likely that the search would need to identify alternative sites of this or similar size which can be realistically assembled. At the very least, these sites would need to be able to accommodate a superstore as defined by PPS6. This would be considerably larger than the site occupied by the existing LIDL store. Despite our search, no preferable alternative sites have been identified in either in-centre or edge-centre locations regardless of the further tests of suitability, availability and viability.

6.48 As discussed at paragraph 6.40, the applicant is also required to demonstrate consideration of the potential for disaggregation. Putting this in context however, paragraph 3.18 of PPS6 makes clear that a single retailer or operator should not be expected to split their proposed development into separate sites where flexibility in terms of scale, format, car parking provision and the scope for disaggregation has been demonstrated. It is not the intention of the PPS to seek the arbitrary sub-division of proposals; it is to ensure that consideration is given as to whether there are elements which could reasonably and successfully be located on a separate sequentially preferable site or sites.

6.49 In respect of how floorspace could be disaggregated, it is our view that this should not be undertaken on a goods basis i.e. it is inappropriate to suggest that comparison goods should be removed from the wider shopping offer of a food superstore. Clear guidance on this issue can be derived from the Keighley decision (PINS Ref. APP/W4705/A/05/1172346), which clarified that comparison provision associated with larger modern stores form a clear adjunct to the convenience provision found in food superstores, and that there is no requirement for comparison goods to be provided on separate sites where this contradicts the applicant's business model and/or where preferable sites can not be found. This decision letter is enclosed at Appendix A5.

6.50 Despite this, we have sought to undertake an assessment of more central sites. Given the topography and built up nature of Sandiacre town centre and its locale, it is unsurprising that it is difficult to identify suitable sites better related than the proposal site to the remainder of the centre.

6.51 However, we have identified a smaller site at the edge of the defined Town Centre as potentially being equivalent in locational terms; however it is our belief that it does not meet the relevant tests (suitable, available or viable), which are set out in paragraphs 3.15 to 3.19 of PPS6. The intention of this approach is to ascertain whether alternative sites provide a genuine opportunity to bring forward a smaller food store (or stores) that could individually or cumulatively meet the qualitative and quantitative deficiencies of Sandiacre's shopping offer.

**Derby Road Industrial Estate site**

6.52 The only site which appears to have potential for retail development in or at the edge of Sandiacre town centre is the existing Derby Road Industrial Estate (plan attached at Appendix 5). This industrial site has a redline site area of 0.9 hectares occupied by 8 buildings with a combined floorspace of circa 5,500$m^2$.

6.53 The majority of the buildings are in active employment use, whilst one is to be demolished as part of an extant consent to remodel the site to improve functionality by way of better servicing and on-site parking. Usage is varied and includes kitchen fitting, general industrial and light industrial uses. It does not appear to be available.

6.54 Whilst this site is similar to that occupied by the existing LIDL store in redline terms, it is much too small to occupy a superstore with a net sales area of 2500$m^2$ which is the minimum threshold for a superstore set out in PPS6. To that end, it is extremely unrealistic to suggest that this site provide an opportunity to bring forward a new store that can effectively serve the function of a main food shopping destination.

6.55 Given that the site is unavailable and already supporting gainful employment uses, this would tend to suggest that it is not a sequentially preferable site for the mixed use development proposed. In addition, the Derby Road site is bounded by residential uses so issues of amenity may also be highly relevant and weigh against a comprehensive retail-led scheme in that location.

6.56 Furthermore, the site is extremely small and it seems wholly unrealistic that a development could be accommodated on the Derby Road site that was able to meet the business model of a food store operator. The design proposed at the application site is already extremely flexible, moving away from the "at grade" solution usually adopted, and providing a high quality mixed use scheme taking advantage of its canalside setting and linkage to the remainder of the centre through the addition of commercial units (non-food retail with offices above) and a public transport facility within the body of the site.

6.57 In concluding on sequential issues, we find that there are no sequentially preferable sites that are suitable, viable or available to meet the need for a superstore to serve Sandiacre town centre.

## Retail Impact

6.58 Having established that there is a clear and demonstrable 'need' for the application proposal, in both quantitative and qualitative terms and having concluded there are no sequentially preferable sites, consideration must be given to addressing the likely impact of the proposed extension on existing stores and centres.

### Key Considerations for Retail Impact

6.59 Before looking at numerical impact on the facilities in and around Sandiacre, it is useful to examine the likely impact that the new superstore would have on specific types of retailer. As would be expected for a modern superstore of this size and type, the proposed store will have a main function as a convenience shopping facility, with a range of comparison goods available that is modest and serves as an adjunct to the primary food shopping function.

6.60 Turning to actual products on sale, the majority of the sales floorspace is given over to the sale and display of a range of convenience and comparison goods which are prepared at distribution centres and transported to the store. In addition, there is a more limited range of convenience products which are prepared within the store and displayed upon counters. This is likely to include an in-store café, as well as small counters for bakery, delicatessen, butchers, and hot food takeaway.

6.61 In terms of comparison ranges, the store is likely to sell and display limited ranges of own brand clothing; baby care; electrical items; cook and homeware products; and, music, books and entertainment.

6.62 We have previously set out that current shopping patterns demonstrate a leakage of existing expenditure as the catchment population travel further afield to undertake main food shopping trips. We conclude that this outflow of expenditure is resultant from the relative lack of quality main food shopping facilities in the locality, with this need being met further afield.

6.63 Sandiacre's shopping offer is one of convenience top-up shopping, including a LIDL and Co-Op store as well as independent specialist stores. In respect of non-food shopping, again there is a limited but specialist offer including shops selling furniture and nursery products. Health checks of Sandiacre and other local centres within the catchment have been undertaken and are enclosed at Appendix A3.

6.64 The proposed Tesco store's main function is that of a main food shopping facility. The key qualitative consideration is one of customer convenience, provided by the opportunity to sell and display a breadth of range of convenience goods within a modern building that has extended opening hours and adequate car parking. The availability of a limited comparison goods offer is sought by customers as an adjunct to their main food shopping trip, but is not intended to compete with the comparison goods offer available in higher order centres or in specialist shops within Sandiacre.

6.65 As a function of its relative size, the retail offer of the proposed store will be less than that provided by the larger food stores serving Long Eaton and Toton, but will be adequate to encourage many local residents to change their shopping patterns and undertake main food shopping in Sandiacre. In reality, the proposed store will cater primarily for local people doing weekly main-food shopping or more frequent main food shopping; driving shorter distances as well as a proportion of customers who would walk to the shop (particularly when undertaking top-up shopping trips) whereas they would inevitably travel by car to Long Eaton stores at this time. Consequently, the trade draw pattern will be orientated primarily towards food stores outside the CA, given the high levels of out outflow of main-food spend currently taking place from the catchment area.

6.66 It is important to note that the retail offer of the proposed store is distinct from specialist shops, and that the degree of overlap is limited. For example, many of the independent stores in Sandiacre and Stapleford are highly established and can genuinely point to qualitative considerations such as product knowledge, freshness, established rapport and customer service. In addition, it is likely that the breadth of range of such products is greater than can be stocked in the proposed Tesco store.

6.67 The critical consideration is that the established independent operators have a niche market position which the proposed store would be poorly placed to compete with. Whilst it is likely that the proposed store could out-compete independent operators in respect of basic volume purchases where product quality is of less importance, the converse would be the case if Tesco sought to compete across niche markets.

6.68 Consequently, it would not compete directly to a great extent with the existing convenience stores in the centre as the range is different, but complementary. As such, the established independent convenience stores trading in Sandiacre and Stapleford are unlikely to suffer significant direct trade impact.

6.69 Turning now to comparison goods, the store would offer a selection of comparison goods covering a range of items including books, CDs, toys, electricals, some kitchenware, towels and homeware. In addition some of the space will be used to provide an attractive internal layout of the comparison goods areas with displays and wide aisles to aid circulation. Consequently, whilst there would be a reasonable choice of complementary comparison goods in the store, the breadth and depth of choice in each sub-category would be modest.

6.70 As has been referred to above, the range of comparison goods within a food store is geared towards impulse purchase carried out during main food shopping trips. As such, comparison trading is very much an adjunct of the store's main function as a convenience shopping facility.

6.71 The range of clothes and homeware to be sold in the store is modest and geared towards impulse rather than specialist higher order shopping trips. To that extent, it is distinct from the comparison offer provided by existing retail stores located in Sandiacre (and Stapleford to a degree) which cater for less frequent shopping trips for specialist goods.

6.72 In part, the above is informed by experience of the effects of new Tesco stores located in or near the edge of defined centres, where linked trips are occurring. A selection of case study summaries is referred to below. It is accepted that these case studies are not an exact match to the proposed new store at Sandiacre, however these are useful in demonstrating the type of impact that a similar store can have upon the vitality and viability of a similar centre.

Selby

6.73 Firstly, a survey was undertaken in March and April 2005 of 454 customers visiting the Tesco store in Selby about whether they undertook linked trips with the town centre. In this case the store is located around 300 metres from Selby town centre and the results demonstrated that 49% of respondents were intending to visit Selby town centre as part of their trip to Tesco, whilst 71% of all respondents stated that they undertook such a trip at least a quarter of the times that they visited Tesco.

Beverley

6.74 A further example is the opening of a new Tesco store in Beverley in 2002. Whilst we appreciate that Beverley is not an exact match with Sandiacre, there are a number of similarities in terms of store size, location in relation to the town centre and demographics and it has therefore been used as an example where a Tesco store has had a positive effect on the trading performance of a town.

6.75 In this case, East Riding of Yorkshire Council (the Local Authority in this case) commissioned England and Lyle, a firm of town planning consultants, to undertake a retail study of the town on their behalf. The study was published in July 2003, the primary focus of which was to assess the implications and impact on the town of the opening of the Tesco store a year earlier. The report assessed the impact of the store using empirical data on shopping patterns and surveys of the centre carried out both before and after the store opened. Paragraph 3.19 of the document provides the conclusions of a comparison between health checks of Beverley town centre taken prior to the opening of the Tesco store (November 2000) and after the opening of the store (May 2003). This concludes:

*(1) The overall vitality and viability index for the town centre has increased from 4.0 to 4.1. This is a significant increase in a short space of time and it reflects to a large extent the influence of the new Tesco store on the health of the town centre. The Tesco store has improved the availability of food shopping in Beverley, it has improved car parking provision in the town for shoppers, and it has reduced the leakage of trade out of Beverley for food shopping.*

*(2) The attraction of Beverley as a place to shop has increased, especially for food shopping. Tesco appears to have provided the opportunity for linked trips to the town centre.*

*(3) The presence of Tesco has not deterred new investment in the town centre, for example the new Marks and Spencer Food Store.*

*(4) The overall vacancy rate in the town centre has decreased in the last 2-3 years. This is mostly due to general retail trends but it can be attributed partly to the effect of the opening of Tesco on the vitality of those parts of the town centre nearest to the store and benefits of linked trips between Tesco and the centre.*

*(5) Beverley continues to be a busy town centre with a high level of pedestrian flow. There is no evidence that Tesco has made the centre less attractive to shoppers.*

*(6) The Tesco car park is an asset to the attraction of the town for shoppers. It provides a convenient free car park within easy walking distance of the centre.*

*(7) Overall shopper satisfaction with the town centre remains high. The Tesco store has helped to stem the leakage of spending to stores in Hull.*

*(8) There appears to have been a slight increase in the overall physical appearance of properties in the town centre in the last 2-3 years. This may be due in part to the influence of Tesco on the general health of the town centre.*

6.71 The conclusions set out at Paragraph 2.16 are also of relevance, where it is stated:

*"There is no evidence 'on the ground' that the Tesco store has had a negative effect in its year of trading. On the contrary, it appears to have made a positive contribution to the health of the town centre. No closures of convenience goods shops are directly attributable to the opening of Tesco."*

6.72 Furthermore, having specific regard to linked trips, paragraph 4.31 of the Beverley Retail Study 2003 states:

*"The survey shows that 65% of Tesco shoppers make linked trips to the town centre.*

*The main purpose is for personal business (bank, building society, post office, doctor, etc), to visit the market and for social. A significant number of people make linked trips to the town centre for other types of shopping (food and non-food)."*

Beccles

6.73 A further example of the positive impact that a store can have upon a centre is the opening of a Tesco Superstore on an edge-of-centre site in Beccles (a small and historic town in Norfolk) where a 'Before and After Study of the effects arising from the opening of a Tesco superstore' was completed by Martin Robeson Planning Practice in September 2008. Again whilst we accept that Beccles is not an exact match with Sandiacre, again there are a number of similarities such as the location of the store in relation to the town centre, and the fact that Beccles is an attractive centre of a similar size and offer to Sandiacre. The report considered changes in shopping behaviour and structural changes in the town centre of Beccles following the opening of a Tesco superstore 3 years earlier.

6.74 During the consideration of the planning application in 2003, thought had been given as to whether the store would contribute to the enhancement of the vitality and viability of the town centre. Some parties suggested that there was insufficient quantitative need for the store, however it was concluded that *'if more food shopping was done locally this would reduce the use of other non-local locations for non-food purchases, and thus support Beccles Town Centre'*.

6.75 The report considered changes in shoppers behaviour and retailer representation in the town centre and was based upon evidence gathered from store exit surveys of customers which established shopping patterns and evidence of linked trips with the town centre and also a review of the occupation of retail units to assess any variations in town centre retail units since the opening of the store.

6.76 The report found that the main sources of trade diversion to the Tesco superstore were from out of town supermarkets, many of which were larger format stores offering a wider range of goods and that very little trade diversion had occurred from existing town centre stores. The study also found that the opening of the Tesco store had also been seen to 'increase the usage of the town centre for other shopping', particularly by those who had previously shopped outside town. The report concluded that the new Tesco store had attracted shoppers who did not previously visit the town centre and that increased activity in the town centre had resulted from the opening of the Tesco store with an increase both linked and non linked trips:-

*'The opening of the Tesco store has led to greater usage of the town centre in conjunction with food shopping trips but also that shopping behaviour has been influenced to the extent that residents using the Tesco store will now look to use the town centre more regularly irrespective of food shopping activity'.*

6.77 The store's car park was seen to be of particular benefit to those wishing to visit the town centre. Furthermore assessments of the town centre retailers were undertaken to establish any impact of the opening of the store upon Beccles town centre. The study found no evidence of any adverse effects and concluded that town centre enhancements had occurred and evidence of positive change within the town centre had been seen, particularly along the route between Tesco and the main shopping frontage, improving retail offer within the town centre. Vacancy rates were low and new retailers (including multinationals) had been attracted into the centre.

6.78 Overall, it was concluded that since opening, the Tesco store had had a positive impact upon Beccles town centre and had reinforced its health and brought benefits for town centre shops with associated benefits for the community such as improved services and shorter journeys.

6.79 Given the close proximity of the proposed Tesco store in Sandiacre to the remainder of the town centre, the supply of free parking and the enhanced and straight forward pedestrian routes, we fully expect that people would park and shop and that healthy levels of linkage would occur between the proposed store and the town centre.

6.80 Lastly, in respect of the implications on Sandiacre town centre and in particular the small independent retailers within the centre, it should be noted that in their final report dated 30 April 2008, the Competition Commission in their investigation of the Groceries Market concluded:

*'whilst we have been sympathetic to those finding themselves under pressure in this market, particularly independent retailers, this does not mean that competition is not working well—it is often the effects of rivalry between retailers which benefit the consumer. Competing with large retailers is difficult but our evidence does not show that independent retailers or the wholesalers that supply them are in terminal decline. It is not impossible for them to compete and in the current economic climate the benefits of vigorous competition are as relevant as ever'*

6.81 In conclusion, the foodstore will have little impact on the town centre in terms of trade diverted to the store. Rather, it is expected that the fuller range of goods will attract people to the store, who may have previously shopped at another store such as Tesco or Asda in Long Eaton, and retain them in the local area. This would encourage an element of 'linked trips' between the store and centre. Without the range of convenience goods and the complementary non-food offer the Tesco store will find it more difficult to compete against the larger edge of centre stores in the surrounding area such as Tesco and Asda in Long Eaton.

6.82 In respect of the non-food retail units, it should be noted that at this stage no end occupiers have been identified. However, these are located in into two blocks each of which will be sub-divided so as to be likely to be of a size and configuration better able to attract occupiers which would wish to locate in the vicinity but are deterred by the lack of choice of units which are suitable in terms of size, or simply a matter of availability.

6.83 The aggregate footprint of these two blocks is 687$m^2$, and it is envisaged that these would be sub-divided to provide four units in each block. However, the design of these units is flexible and on that basis they could provide a range of unit sizes subject to occupier requirements. In addition, the opportunity for footfall and a quality canalside frontage could provide attractive to end occupiers.

**Numerical Impact**

6.84 A detailed impact exercise has been undertaken to assess the economic implications of the convenience goods element and the comparison goods element of the proposed store. In general terms this involves first calculating the estimated actual convenience and comparison goods turnover of stores and centres in the study area beyond at 2009 and then at 2014, in order that they accurately reflect their actual trading position.

6.85 Where appropriate, this is achieved by drawing on information from the 2007 Erewash Retail Needs Study including detailed analysis of the household survey which underpinned its conclusions. Where robust survey derived turnover is not available (such as for comparison goods) for individual stores, we instead rely upon benchmark derived turnovers. In doing so, it is then possible to assess the impact of the proposal on the existing centres and out-of-centre retail facilities. Consideration must also be given to stores and centres beyond the catchment area and their turnovers are built up in the same way.

6.86 As a starting point, Table 7 and Table 8 set out the survey derived convenience turnovers of key stores and centres within and beyond the catchment. In this regard, we have based this assessment on household survey derived money flows incorporated at Table 3 of the Erewash Retail Needs Study, and presented at Table 8 of Appendix 3. As an initial step we have revised the expenditure base to accommodate revised growth rates and populations to the test year of 2014 as set out at Table 7.

6.87 More fundamentally however, we note that whilst the survey based turnover for Sandiacre Town Centre’s local stores suggest that the centre itself was trading at a very high level (equivalent to around £7000 per square metre), the convenience turnover ascribed to the Lidl store was significantly below what would be expected.

6.88 In our view, and with respect, this has most likely occurred due to some misinterpretation of the questions by respondents. Consequently, many shoppers who responded to the question may simply have said 'Sandiacre' as opposed to stating LIDL or Co-Op specifically. Simplistically, this can be explained by an instinctive perception of the LIDL and the Co-Op as part of the town centre offer and were coded on the form accordingly.

6.89 We note that the WYG Study draws particular reference to the extensive undertrading of the LIDL which would be suggested by the raw data, without appearing to seek to reconcile the data.

6.90 To reflect this we have adjusted the turnover figure for “local stores” (including Londis) back to a benchmark figure at 2014 (moving from £1.98m to £0.91m), and redistributing the residual £1.07m expenditure pro rata to Co-Op and LIDL on a floorspace basis. On this basis, the pre-impact turnover figures for LIDL and Co-Op are estimated to rise to £2.12m and £2.63m respectively. It should be noted that the Co-Op turnover would equate to circa 10% above benchmark. The above does highlight the potential problems of relying on survey results as opposed to benchmark figures in assessing quantitative need.

6.91 Details of the health of existing centres within and surrounding Sandiacre are set out in Section 5 of this report and in detail at Appendix A3. Our analysis of the household survey which underpinned the 2007 Erewash Retail Needs Study demonstrates that its stores would have a convenience turnover of £5.65m in the test year of 2014.

6.92 It is important to recognise that this £5.65m figure is driven from financial modelling which relies upon cautious expenditure growth rate estimates, much more cautious than those used within the 2007 Retail Study.

6.93 In contrast, the benchmark derived convenience turnover of Sandiacre stores is £6.37m. In summary, whilst its survey derived turnover is slightly below benchmark levels (89% of benchmark) it is so close as to suggest that the centre is broadly trading as would be expected for a centre of its size and type.

6.94 In summary, it is concluded that Sandiacre Town Centre is trading reasonably well. However, the town currently serves mainly day-to-day top-up shopping needs and is clearly not competing effectively to retain main food expenditure, which is being lost to other centres and significantly to out-of-centre superstores.

6.95 The next stage in assessing retail impact is to determine which stores and centres the proposed superstore will draw its trade from. However, before considering these levels of trade diversion and the associated impacts a number of general comments can be made as follows:

- The identification of capacity to accommodate the proposed superstore is indicative that there would be no adverse impact on the trading performance of any existing stores located within existing centres.
- Given the principle function of the proposed superstore is a main food shopping destination, it is logical that it will compete more directly with other main food shopping destinations and in this instance it is the larger stores serving Long Eaton, Toton and Beeston.

6.96 The two individual exercises are then combined to identify the overall impact on town centres located within and around the Sandiacre area, as it is only town centres that are offered planning policy protection through PPS6 and the development plan.

6.97 The proposed Tesco store in Sandiacre is well related to the town centre, and is immediately edge of centre. In the future, we conclude that it would be appropriate that the town centre boundary should be extended to include the proposed store site. However, for robustness, we treat the proposal as an edge-centre site.

6.98 Using this cautious approach, trade impact on Sandiacre town centre resultant from the mixed use development scheme is likely to be in the order of £0.37m from its pre-impact position of £7.33m (for convenience and comparison goods in total) at 2014. Given that the centre is in reasonable health, we suggests that even after direct trading impacts upon the centre it is unrealistic to suggest material prejudice to the ongoing viability and vitality of Sandiacre town centre. This takes no account of the positive multiplier effects that will be accrued as a result of the well related Tesco store, the commercial units (non-food at ground floor with offices above), public transport facilities and its customer car park.

6.99 In terms of linked trips, it is clearly the case that the proposed store will relate well to the defined town centre, and in time, will function as part of the town centre. The quantification of linked trips effects is contentious. However, it is our view that the indirect positive trading effects of the proposed development are likely to outweigh adverse impacts resultant from this proposal upon Sandiacre town centre stores.

6.100 Our professional experience leads us to conclude that the majority of convenience and comparison trade will be clawed back from existing competitor stores, principally the edge of centre and out of centre food stores serving Long Eaton as well as Toton, as well as the approved superstore scheme at Beeston.

6.101 The extent of retail impact upon smaller and independent traders within Sandiacre (and Stapleford) will be limited as the shopping offer is entirely different. Moreover, these centres already have smaller supermarkets (LIDL and Co-Op for Sandiacre, and Sainsbury and Co-Op in Stapleford) which cater principally for top-up shopping trips that compete with these smaller units. To that extent, the substantial majority of any longer term retail impact upon local traders has already occurred.

6.102 In conclusion it is considered the proposed retail development will have a positive retail impact on the town centre of Sandiacre and a neutral impact on other centres within the catchment area. Impact on centres outside the catchment area will be minimal. Therefore, the proposal will not harm the vitality and viability of existing centres, indeed the proposal will positively benefit the centre of Sandiacre.

### Retail Policy Conclusions

6.103 Section 6 of this report fully addresses retail policy issues relating to quantitative and qualitative need, sequential matters, scale and retail impact. The supporting Transportation Assessment deals in some detail with issues of accessibility.

6.104 It has been shown that there is a **quantitative need** for the proposed store in order to claw back trade primarily lost to superstores located outside the catchment area. Not only will the proposal lead to improved shopping within Sandiacre, but it will do so by diverting trade from over-trading superstores situated in out-of-centre locations.

6.105 It has also been identified that there is a **qualitative need** for the new store to improve the range of goods offered within Sandiacre, to provide greater choice, and provide a modern retail environment in line with national policy PPS (para.1.4) which supports enhancement of consumer choice as a central Government objective.

6.106 The acceptability of the site as an edge-of-centre location has been considered and alternative sites in proximity to the town centre investigated. This **sequential** search has not identified any site more central in the context of the defined town centre than the application site that is available and capable of accommodating the scale of the proposed development. A flexible approach to site selection has been undertaken, but it is concluded that disaggregation of the proposed superstore is inappropriate because it will fail to meet the functional requirement to achieve a store of sufficient scale to compete with superstores in the surrounding area. The proposed store strikes an appropriate balance in terms of providing an offer which would be sufficient to claw back expenditure lost to out-of-centre superstores outside the catchment, whilst being of an appropriate **scale** to meet the role and function of Sandiacre town centre.

6.107 Our assessment of **retail impact** has been thoroughly examined in our economic assessment. The proposed superstore will function primarily as a main food shopping destination and it is logical to assume it would divert trade primarily from similar types of facility, asserting its influence to claw back the trade lost to large superstores outside the catchment area; primarily the superstores in Long Eaton and Toton, all of which are located beyond their defined centres. The impact on Sandiacre is considered to provide significant benefit in terms of claw back of trade and spin-off benefits from linked trips with stores in the main shopping area, reached via a direct route through the town centre, improving the vitality of the town centre.

6.108 Impact on other centres within the catchment area is considered to be minimal due to the lack of potential competitor stores within such centres, which primarily serve top-up shopping needs. In terms of centres outside the study area it is also considered the impact will be minimal, and what impact might accrue will be more than accounted for through predicted spending growth.

6.109 With regard to **accessibility** the submitted Design & Access Statement and Transport Assessment provided by Pinnacle Transportation set out relevant matters in some detail. The findings show that the proposed store is highly accessible and can be accessed by shoppers on foot, by cycle, by bus or by car. Together with the proposed extensive landscaping, this will provide attractive, level and direct routes.

6.110 Having regard to those factors set out by PPS6 paragraph 3.22 it is concluded that:

- The proposal would not put at risk the planning strategy for Sandiacre in the development plan or any other centre in surrounding area as relates to centre hierarchy or the role of the centre.
- There would be no adverse effect on private or public sector investment needed to safeguard the vitality and viability of any centre.
- There would be no adverse impact on the trade/turnover of existing units in the established centres such that their vitality and viability would be called into question. Indeed, it is considered that there would be a positive impact in that the proposal will claw back expenditure and provide opportunities for linked trips.
- There would be no changes to the range of services provided in Sandiacre or other defined centres, other than the specific benefit from additional services represented by the new superstore for Sandiacre.
- There would be no increase in vacant properties in defined centres as a result of the proposal as trade draw would primarily be taken from over-trading superstores in out-of-centre locations.
- There would be no adverse implications on leisure or entertainment uses for the evening and night-time economy of any nearby centre. Rather than any adverse effect, potentially a superstore in this location, trading into the evening should be regarded as a benefit in terms of providing natural surveillance, movement and vitality into the town centre across a broader timeframe as espoused by PPS6.
- There would be no noticeable or adverse change to the quality, attractiveness, physical condition and character of nearby centres.

# 7 Planning Analysis and Conclusions

7.1 Section 38 of the 2004 Act requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The Development Plan is formed by the Regional Spatial Strategy for the East Midlands and, the Erewash Local Plan, 2005. Whilst the development plan provides the starting point in any assessment of planning merits, PPS1 and PPS6 provide important material considerations.

**Retail**

7.2 A detailed consideration of retail policy matters has been provided at Sections 5 and 6 of this Statement. This concludes that there is compelling justification for the proposal on retail policy grounds.

**Other Commercial Uses**

7.3 Whilst the proposal is anchored by a Tesco superstore, its design has sought to provide legible and attractive linkage to the remainder of the centre to promote accessibility. As well as high quality public realm and the incorporation of measures to promote opportunities for a range and choice of means of transport other than the private car (on foot, by bus, by cycle and by taxi), the scheme includes built form to provide active frontage along the canalside.

7.4 These include two mixed commercial buildings, incorporating non-food retail at ground floor level and B1 office use at upper floor level. These B1 office units (which have a combined gross floor area of $845m^2$) can be accessed independent of opening arrangements for the retail units. Whilst no end occupiers have yet been identified, it is envisaged that these office units could support in the order of 40-45 jobs subject to internal layout and the nature of the end operator (estimation derived using ARUP approach).

7.5 In terms of the non-food units, it is envisaged that these would support circa 35 jobs, again subject to internal layout and the nature of the end operator (estimation derived using ARUP approach).

7.6 In policy terms, offices and retail uses fall under the auspices of PPS6. Given that these units are located within the defined centre, they occupy the definitively preferred location and are therefore appropriate for approval in PPS6 terms.

7.7 In terms of employment land policy, adopted PPG4 and Local Plan policy E2 are concerned with both allocated employment sites and non-allocated sites which support employment uses. The policy and its pre-amble make clear that office and small-scale retail uses are acceptable in policy terms in such instances. The office element of the scheme would therefore be definitively compliant with Policy E2.

**Employment Land**

7.8 A detailed consideration of employment land issues has been undertaken in the accompanying Employment Land Review. Whilst it is accepted that the site does currently support employment uses, these are temporary in nature.

7.9 The site has been marketed intensively over an extended period and has had a poor tenancy record, and those which have been secured are only on short term deals for distribution purposes, which give neither long-term viability for the site nor generate significant ongoing employment.

7.10 The assessment of the site's relative importance as an employment site is a key consideration, in terms of whether its proposed change of use is acceptable in planning terms. The Employment Land Review concludes that the wider supply of employment land premises is significant, providing a mix of units in respect of type, size and pricing to meet the needs of changing businesses in and around Sandiacre. This includes opportunities for existing businesses to grow or contract, and for new businesses to move into the area as appropriate to their business model.

7.11 The loss of this site for traditional employment uses creates no discernible effect on the overriding conclusion that there is in fact an over-supply of employment land and premises within Erewash and the Sandiacre locale more generally. Whilst the site has historically supported employment uses, it is not allocated for this purpose in the Local Plan or identified in the Nottingham City Region Employment Land Study undertaken in January 2007.

7.12 To that extent, the proposal is compliant with the requirements of Local Plan policy E2 and should be approved.

7.13 Moreover, the scheme is likely to generate much more employment than is supported on the site at this time. The existing distribution uses are temporary in nature, and are estimated to support less than 100 jobs.

7.14 The Tesco store is likely to create in the order of 290 jobs (circa 150 of which will be full-time), whilst the mixed commercial units (non-food retail with offices above) will support in the order of 80 jobs. Given the guidance of draft PPS4 which recognises retail as an employment use, this significant net increase provides compelling justification for the proposal on employment policy grounds.

7.15 The applicant is also willing to discuss the potential for the Job Guarantee Scheme in respect of the proposed Tesco store, whereby a proportion of the new jobs are dedicated to a specific area (as agreed with the Council) to ensure that employment opportunities are maximised for local residents.

7.16 This is comprised of an intensive programme of recruitment and training undertaken in partnership with Job Centre Plus. Those completing a tailored pre-recruitment training course are guaranteed a job with Tesco, giving them an opportunity to work with the nation's leading retailer and gain skills and experience which are transferable in the marketplace. Again, given the current economic climate and the stalled progress on other initiatives such as Stanton Ironworks, this is a compelling planning benefit which should weigh in favour of the proposals.

**Highways**

7.17 The accompanying Transport Assessment has made a detailed review of existing highways conditions (through traffic surveys), as well as the likely highways implications of the scheme. The latter has been undertaken through estimations of likely trip generation through interrogation of the TRICS database, assuming 85$^{th}$ percentile rates for an extremely robust analysis. Eight key junctions have been identified and then modelled using these two datasets (existing and proposed flows) through use of PICADY software.

7.18 Revisions are proposed to the site junction arrangement, and off-site highway improvements to the existing Town Street/Station Road/Longmoor Lane/Derby Road signalised junction. Subject to these, the scheme is considered wholly acceptable in highways terms and should be recommended for approval.

**Heritage Matters**

7.19 The proposal site fronts onto the Sandiacre Canalside Conservation Area's southern boundary. No part of the proposal site falls within this Conservation Area. The scheme proposed seeks to undertake all highway works without recourse to substantial alterations to the structure of Sandiacre Bridge. No demolition is proposed.

7.20 The existing industrial warehousing, and boundary landscaping and fencing are at best mixed in appearance. To that extent, they are likely to provide poor quality views from the Conservation Area and fail to provide positive contribution to its character and appearance.

7.21 The scheme proposed delivers much more effectively in terms of design quality, and the design vision has sought to take advantage of its canalside setting. The built form and proposed public realm and landscaping are all of much higher quality, and it is our professional judgment that these represent an enhancement on the existing. Even if this was to be disputed, there can be no reasonable conclusion that the proposal would fail to at least preserve the character and appearance of the Conservation Area, and the proposal is therefore compliant with the requirements of Local Plan Policy EV5 as well as the guidance of PPG15 and should therefore be approved.

**Regeneration**

7.22 It is clear from visiting the area that there is a commitment to regenerating Sandiacre- as evidenced by the work undertaken by the Council in the context of the programme of Sandiacre Environmental Improvements from 2003 through to the present day (£730,000 capital works over this period). However, this initial investment has failed to deliver the type and scale of private sector investment in Sandiacre that would have been sought.

7.23 Moreover, other strategic aspirations of the District at Stanton have also lost momentum as market conditions have changed wider priorities and influenced investment decisions to the detriment of Sandiacre.

7.24 The proposal provides a huge opportunity for investment, employment creation and physical regeneration to drive forward Sandiacre in a way that can begin to make it perform in the way which would be expected given its place in the centre hierarchy.

7.25 The application proposals are expected to provide around 370 jobs, and a significant proportion of these will be sourced from the local area. The specific terms of this can be agreed in due course with the Council, benefiting from Tesco's track record in delivering local employment benefits through its Job Guarantee Scheme.

7.26 The proposed superstore will claw back significant expenditure to the town with spin-off benefits, through linked trips between Tesco, the proposed non-food units and the town centre, to the overall vitality and viability of the town centre. The location of the development will also widen the choice of goods and services on offer to the local community proximate to where people live and, in particular to those members of the community with limited mobility or low incomes which are excluded from accessing existing facilities.

7.27 The proposals will provide a building of modern design and construction that will physically regenerate the whole site, and be a testament to new investment and confidence in the town. In this manner it is considered that the proposals support the broad objectives of PPS6 to encourage investment to regenerate areas, provide new employment opportunities and improved the physical environment.

## Conclusion

7.28 In conclusion we consider that the proposed development accords with national, regional, strategic and local planning policy and would deliver wider planning and sustainability benefits. Furthermore, the proposal will deliver significant wider benefits to the town centre, the local economy and communities. We consider that there are no material considerations that weigh against the grant of planning permission, in accordance with the development plan. As such we consider that planning permission should be granted.

www.dppllp.com