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Proposed Reconfiguration and New  
Development at  
Sandbrook Retail & Leisure Park  
Rochdale

Planning & Retail Statement

Prepared on behalf of AIG Holdings Ltd

October 2016

# Planning & Retail Statement

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### Sandbrook Retail & Leisure Park, Rochdale

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## 1.0 INTRODUCTION

- 1.1 This Planning and Retail Statement has been prepared by Barton Willmore LLP on behalf of AIG Holdings Limited ("AIG") to accompany the submission of a Planning Application for the part demolition of the former B&Q unit and subdivision to create two retail units (Use Class A1) and subdivision / change of use to Leisure (Use Class D2) and restaurants (Use Class A3). The proposals also comprise the erection of a new hotel, 2no drive-thru café/restaurants (Use Class A1/A3/A5) and associated development within the car park ("the Proposed Development"), Sandbrook Retail & Leisure Park, Rochdale ("the Site" or "the Park").
- 1.2 In advance of submitting this application the Proposed Development has been presented and discussed with Rochdale Metropolitan Borough Council (RMBC) Officers. The terms of this Application reflect feedback provided by RMBC.
- 1.3 This Statement has been completed in order to explain the nature of the Proposed Development and demonstrate its acceptability against the Development Plan and other material considerations.
- 1.4 The Description of Development is as follows:
- Part demolition of the former B&Q unit and subdivision to create two retail units (Use Class A1) and subdivision / part change of use to create one leisure unit (Use Class D2) and two café / restaurant units (Use Class A3); erection of two drive-thru café / restaurant units (Use Class A1, A3, A5) and hotel (Use Class C1) within the car park; and parking, landscaping and associated works and improvements.*
- 1.5 As part of a national programme to rationalise their existing property portfolio, B&Q decided to close the store in August 2016. The submission of this planning application follows the closure of the store and AIG identifying the need to implement a series of occupational improvements to the Park.
- 1.6 The scheme represents an important opportunity to deliver new retailers, leisure uses and significant enhancements to the existing offer of the Park and Rochdale generally, provide greater choice for residents and competition to existing facilities. It will also deliver new operators to Rochdale with associated investment and job creation. The scheme will have the following benefits:

- Ensure the continued enhancement of the Park through investment and regeneration.
- Following the closure of the B&Q unit in August 2016, the Proposed Development will bring the unit back into a worthwhile and viable use.
- Introduce a new leisure use (Use Class D2) to the Park and to Rochdale to attract new visitors and expand the range of leisure attractions within the Rochdale area. This includes a commitment from Bounce, a trampoline operator, which has a requirement for a facility within Rochdale and have identified Sandbrook Retail & Leisure Park as a suitable location to meet their demand. Bounce will provide a family trampolining centre; a gym, and soft play centre within the proposed leisure unit.
- Introduction of two new retail units to the former B&Q unit which will be occupied by Wickes and B&M Home Store. Wickes are not yet represented in Rochdale and will offer a new home improvement retailer fulfilling the requirement following the closure of B&Q. B&M are represented in two locations in Rochdale. B&M Bargains store is located within the Rochdale Exchange Shopping Centre and B&M Home Store with Garden Centre is situated to the north of the Town Centre at Whitworth Road. The proposed B&M Home Store does not include a garden centre and will complement the existing offer of the other stores.
- Introduction of active new retail/café/restaurant occupiers into the former B&Q unit, which will have wider benefits to the Rochdale area through the creation of new employment opportunities, increased trade retention and improved retail choice and competition.
- Introduce a new Travelodge hotel on the Park which will satisfy an identified demand for bed spaces in the Rochdale area.
- The scheme also includes two drive-thru units to be occupied by KFC and Costa which will enhance the existing provision and those using the other facilities at the Park.
- Public realm enhancements including landscaping and planting within the car park.
- Physical improvements to the buildings on Park to mark the Site as a key gateway location into Rochdale.

- The creation of approximately 180 new job opportunities (during construction and operation).
- 1.7 The Planning Application comprises of the following:
- Completed Application Forms and Ownership Certificates;
  - Application Drawings (September 2016) prepared by RGP Architects;
  - Design & Access Statement (September 2016) prepared by RGP Architects;
  - Planning and Retail Statement (October 2016) prepared by Barton Willmore LLP;
  - Transport Statement (September 2016) prepared by Vectos;
  - Sustainability Assessment (October 2016) prepared by ECiBE;
  - Flood Risk Assessment (September 2016) prepared by MLM;
  - Bat Survey (September 2016) prepared by Middlemarch Environmental; and
  - Contamination Assessment (October 2016) prepared by Iain Farmer.
- 1.3 The scope of the Retail Assessment and its methodology has been discussed with the Council in advance of submission, as encouraged by the Planning Practice Guidance (PPG).
- 1.4 Against this background, the assessment covers the following:
- **Section 2:** describes the Site which is the subject of the planning application, the surrounding area and Proposed Development, including details of the proposed operators (where known).
  - **Section 3:** outlines the relevant planning policy context of the Site and the Proposed Development.
  - **Section 4:** provides an overview of the Application Site's retail and leisure context.
  - **Section 5:** provides an assessment of the proposed floorspace against the NPPF sequential test;
  - **Section 6:** provides an assessment of the proposed floorspace against the NPPF impact tests;
  - **Section 7:** sets out a planning assessment of the Proposed Development including overall compliance with adopted Development Plan Policy and other material considerations.
  - **Section 8:** provides an overall summary and our conclusions on the Proposed Development.
- 1.5 Full details of the scheme and justification against other issues is provided in the other documents submitted as part of the planning application.

## 2.0 APPLICATION SITE AND PROPOSED DEVELOPMENT

### The Application Site & Surroundings

- 2.1 The boundary of the Park and Application Site is identified in on the Site Location Plan (Drawing Ref: 9973-L050-D) provided in **Appendix 1**. The Park extends to approximately 4.2 hectares.
- 2.2 The Retail Park is approximately 1.6 kilometres to the south of the Rochdale Primary Shopping Area so in retail policy terms, lies in an out-of-centre location.
- 2.3 The Park is strategically positioned in the Rochdale area due to its proximity to the surrounding road network with linkages to the Town Centre. Access is taken from Sandbrook Way onto the A664 Edinburgh Way and the A267 which connects to junction 20 of the M62 Motorway.
- 2.4 The Planning Application Site comprises the former B&Q unit and an existing McDonald's Restaurant. B&Q vacated the unit in August 2016 as part of a national programme to rationalise their existing property portfolio. McDonald's will remain open and trading.
- 2.5 The wider Park to the north east consists of a range of commercial and leisure units (Use Class A3 and D2) in an L-shaped terrace which face onto a surface level car park (799 spaces). The occupiers include Odeon Cinema, Pure Gym, Strike Ten Bowl, Pizza Hut, Frankie & Benny's and Subway drive-thru. These uses are open and trading and fall outside of the Application boundary.

### Planning History

- 2.6 The former B&Q unit which was secured under Outline Planning Permission Ref: D30059. The Park is the subject of a bulky goods restriction and controlled under Condition 14. A copy of the Permission is provided in **Appendix 2**. The condition states that at least 69% of the net retail floor area shall be used for the sale of furniture, fitted kitchens, floor coverings and other bulky goods. No more than 31% of the net retail floor area shall be used for the sale of housewares and other small items. There is no restriction on unit subdivision.

## Proposed Development

2.7 It is proposed to subdivide the vacant B&Q unit to provide five units and change the use of up to 2,455 sqm GIA to a Class D2 (Leisure) unit and up to 661 sqm GIA to provide two Class A3 (Restaurant). A new hotel and two drive-thru restaurants will be provided within the car park of the existing Park. In total, the units will comprise:

- Unit A: 2,763 sqm GIA – Retail (including garden centre) (Wickes);
- Unit B: 1,980 sqm GIA – Retail (B&M Home Store);
- Unit C: 2,455 sqm GIA – Leisure (Bounce);
- Unit D: 330.5 sqm GIA – Café/Restaurant;
- Unit E: 330.5 sqm GIA – Café/Restaurant;
- Unit F: 304 sqm GIA – Shop/Café/Restaurant/Takeaway (KFC);
- Unit G: 1,867.5 sqm GIA – Hotel (66 bedrooms) (Travelodge); and
- Unit H: 170 sqm GIA – Shop/Café/Restaurant/Takeaway (Costa).

2.8 The car park will be reconfigured to accommodate the Proposed Development. Across the retail and leisure park, there will be a reduction of 72 parking spaces to 712 spaces, which is in line with the maximum standards set out by Rochdale Borough Council. Within the Application Site itself, 422 parking spaces will be provided including 30 accessible bays and 15 staff bays. Separately, 13 motorcycle bays will be provided and cycle stands to accommodate 24 bikes.

2.9 An appropriately worded condition will be agreed with RMBC on the use of the proposed units to provide certainty and flexibility for future occupiers. Such a condition has been drafted at paragraph 6.7 for further discussion.

2.10 The proposed site layout plan is provided at **Appendix 3**. Details of the proposed operators are detailed below.

### *Wickes*

2.11 Wickes is a UK home improvement retailer established in 1972 which operates over 200 stores throughout the UK. The store specialises in the sale of supplies and materials and is used by both homeowners and professional building companies. The store provides supplies and fittings for kitchens and bathrooms and also supplies for garden and landscaping, flooring, tiles and other painting and decorating products. Wickes stores often include an outdoor area for the sale of garden equipment and other bulky goods.



Wickes will occupy Unit A and will benefit from a garden centre located to the rear of the unit.

*B&M Home Store*

- 2.12 B&M is a fast growing retailer and has over 450 stores and employs circa 20,000 staff. The business has a discount retail format will occupy Unit B.
- 2.13 The business model of B&M Home Store is driven typically by selling branded goods at heavily discounted prices. The main goods sold by the store comprise bulky goods. These includes: a range of domestic household electrical goods, furniture, home decorations goods; floor coverings and carpets, furnishing fabrics, cushions and curtains; bathroom accessories, beds, mattresses and bedroom furniture; bedding, linen and towels; pictures and mirrors; blinds and poles; hardware, household goods and DIY supplies, garden centre goods and furniture. They also sell a reduced amount of smaller convenience and comparison items, comprising: food, confectionary, drink, non-fashion clothing for DIY and outdoor/gardening use, toiletries, items for baby and recreational/toy goods. Normally these individual categories do not account for more than the 10% of the floorspace.

*Bounce*

- 2.14 Bounce are a new trampoline operator to the RMBC area and has identified the Park as the most appropriate trading location to operate in the Rochdale area. They will occupy Unit C as set out above.
- 2.15 Bounce is a reasonably new concept in the UK, comprising indoor trampolining but is well-known in the USA. The popularity of trampolining is now prevalent in the UK with Bounce operating in Milton Keynes and Peterborough, with the vision of expanding in the UK. Rochdale is a key new target location in the north west of the country. The concept is primarily aimed at children (from the age 3 years and up), however, it also appeals to adults as a leisure interest.
- 2.16 Bounce is intended to be a location for casual and regular users, clubs, corporate days, summer camps and party groups. Their trampoline parks include other activities, such as, Dodge Ball courts, Slam Dunk Basketball and a Foam Pit. The standard use will utilise the pre-booked pay and bounce sessions, however, Bounce also seeks to engage with the community by organising other activities such as dodgeball tournaments and 'Beats Teen Fridays'.

- 2.17 The proposal would include trampoline beds and wall re-bounds, arranged in an open plan form, but in such a way that different trampoline orientated activities can operate in tandem. The layout will also allow for viewing galleries for parents and other visitors.
- 2.18 In addition to the various trampoline beds, there would be a small Arcade/Games room and ancillary café area. There will also be party rooms for hire which can be used for children's birthdays, school visits and corporate entertainment.
- 2.19 There will be a main reception and payment area, as well as an induction room and General Manager's office. The proposed facility would operate 7 days a week with the operational hours varying during school terms and holiday periods. Approximately 60 jobs will be associated with Bounce on a full-time and part-time basis.

#### *Travelodge*

- 2.20 Travelodge is one of the biggest hotel brands in the UK, with approximately 525 hotels providing over 39,000 bedrooms throughout the UK, Spain and Ireland, employing over 8,000 staff. Travelodge have an excellent reputation for providing quality rooms within a budget pricing structure. A typical Travelodge bedroom will provide the following features:
- King sized bed;
  - En suite bathroom with shower;
  - Remote control TV;
  - Spacious desk area with tea and coffee making facilities;
  - Hand, hair and body wash products; and
  - Internet access.
- 2.21 Travelodge has an aspiration to expand to provide 2,000 rooms per year with a target to reach an additional 20,000 rooms by 2025 in order to respond to customer demand. This will be achieved through the provision of new hotels in key locations where demand is recognised, such as Sandbrook Retail and Leisure Park. The proposed hotel will be located to the south of the Site fronting Sandbrook Way and positioned below the surrounding road network.

#### *Costa*

- 2.22 Costa are an established coffee operator in the UK trading from around 2,000 stores. In recent years, Costa have developed their drive-thru format which are now located in

several retail parks and roadside service areas throughout the country. The proposed Costa drive-thru will sell hot and cold drinks, and cold food for consumption both on and off the premises. Importantly, the Costa offer does not include any hot food but can heat or toast cold sandwiches. The layout does not allow for any kitchen/cooking areas.

- 2.23 Costa will be positioned centrally within the car park where the drive-thru lane and associated configuration can be accommodated.

*KFC*

- 2.24 KFC is globally recognised and, in the UK, the Company trades from over 860 restaurants and employs 24,000 people. KFC have traded in the UK since 1965 and have expanded rapidly since then and are now represented in most cities and towns throughout the UK. KFC restaurants are located in high streets or town centres; on retail parks and standalone 'roadside locations'.
- 2.25 The Company has been undertaking a rolling review of its existing portfolio identifying key locations where the restaurant is not currently represented. In recent years, KFC has introduced its new brand refresh, both in terms of its product range and the design and fit-out of its restaurants. The restaurant will be located within the existing car park adjacent to the proposed hotel.

### 3.0 PLANNING POLICY CONTEXT

3.1 This section sets out the planning policy framework of relevance to the Site and Proposed Development.

#### **National Planning Policy Framework**

3.2 The National Planning Policy Framework (NPPF) was published in March 2012 and sets out the Government's objectives for achieving sustainable development. The NPPF establishes a presumption in favour of sustainable economic development.

3.3 The National Planning Policy Framework (NPPF) was published in March 2012 and sets out the Government's objectives for achieving sustainable development. The Proposed Development represents sustainable development in line with the three dimensions identified by the NPPF (see paragraph 7) on the following basis:

- **Economic:** the scheme will encourage new retailers and café/restaurant, leisure and hotel uses to invest and trade from the area supporting growth and providing innovation, choice, competition and diversity in the local economy. It will encourage the reoccupation of the vacant unit, reduce vacant floorspace and increase its contribution to the local economy. The Proposed Development will reduce the risk of other occupiers vacating the Site, protecting the provision of existing jobs and creating new job opportunities. These benefits will help to deliver the long-term strategy for the Site. The change of use will facilitate a new leisure operator not currently present in the Rochdale area and will make a significant contribution towards local economic growth.
- **Social:** the Proposed Development will create new full and part time job opportunities (up to 180 jobs) which will be directed towards the local community. The scheme will improve the trading environment and attraction of the Park by creating additional footfall and vitality. The scheme will also enhance the leisure offer within Rochdale for the benefits of local residents. As trampolining is a reasonably new concept in the UK with limited providers in the country, the operator is expected to attract people from outside the Rochdale area. This will encourage the use of the existing gym facilities, bowling alley, cinema and the proposed retail units.
- **Environmental:** the scheme will lead to the re-occupation of a large vacant unit within the existing park. This represents an appropriate re-use of an under-used site

and contributes to a carbon reduction. The re-use of the existing building shell and materials (where possible) will also contribute towards the transition to a low carbon economy. The Proposed Development will also improve the appearance of the former B&Q unit by reducing the bulk and massing of the building and incorporating high quality materials. This will enhance the overall appearance of the Park.

- 3.4 The NPPF is pro-economic growth and outlines the Government's commitment to ensuring the planning system does everything it can to support sustainable economic development (see paragraph 19). Significant weight should therefore be applied to the need to support growth. The Proposed Development is a good example of the type of sustainable economic development the NPPF supports and encourages.
- 3.5 When making planning decisions, paragraph 14 of the NPPF confirms that there should be a presumption in favour of sustainable development and that planning permission should be granted where development proposals accord with the Development Plan. This approach is applied in the assessment of the Proposed Development.
- 3.6 The NPPF encourages Local Planning Authorities to determine applications positively to foster the delivery of sustainable development (Paragraph 186). LPAs are advised to look for solutions rather than problems and decision-takers are asked to approve applications for sustainable development where possible (Paragraph 187).
- 3.7 Section 2 (Ensuring the Vitality of Town Centres) is particularly relevant as it sets out the planning framework for Main Town Centre uses. In relation to this type of scheme and location, paragraph 24 requires a 'sequential test' to be applied to planning applications for main Town Centre uses not in a Centre and not in accordance with an up-to-date Development Plan. This requires an assessment of Town Centre, edge-of-centre, then out-of-centre locations. For edge and out-of-centre schemes, preference should be given to accessible sites well connected to the Town Centre and requires applicants to demonstrate flexibility in terms of format and scale.
- 3.8 Paragraph 26 requires an impact assessment for schemes outside of Town Centres and not in accordance with an up-to-date Local Plan and should assess the impact on:
- existing, committed and planned public and private investment in a Centre(s) in the catchment area of the proposal; and
  - Town Centre vitality and viability, including local consumer choice and trade in the Centre and wider area up to five years from the time an application is made.

- 3.9 The sequential and impact assessment against the NPPF tests is detailed in Sections 5 and 6 of this Statement, respectively.

### **Planning Practice Guidance**

- 3.10 The Planning Practice Guidance ("PPG") was published in March 2014 and provides guidance to support the NPPF.
- 3.11 Of relevance to the proposed retail component, Section 14 sets out guidance supporting paragraphs 23-27 of the NPPF in seeking to 'Ensure the Vitality and Viability of Town Centres' and provides further detail in respect of undertaking sequential and impact assessments.
- 3.12 It helpfully provides advice on how the sequential test should be used in decision-taking and acknowledges that certain main town centre uses have particular market and locational requirements which mean that they can only be accommodated in specific locations (ID: 2b-012-20140306).
- 3.13 In respect of impact, the PPG recognises that impact should be assessed on a 'like-for-like' basis in a particular sector and that uses tend to compete with their most comparable competitive facilities.

### **The Development Plan**

- 3.14 Section 38(6) of the Planning and Compulsory Purchase Act requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 3.15 The Development Plan for the Site consists of the saved policies of the Rochdale Borough Unitary Development Plan 2006 ("UDP") (saved policies May 2009) and Planning Policies Map (June 2006). The Planning Policies Map 2006 confirms that the Site falls within the Defined Urban Area of Rochdale (UDP Policy G/D/1). The Site falls in an Out-of-Centre location in retail policy terms.
- 3.16 RBMC is preparing a new Local Plan which will comprise a number of documents including the Core Strategy which has been subject to Examination with hearing sessions in June 2015. The Inspectors Report and Main Modifications have been received. The Core Strategy with modifications was adopted by RMBC at the Cabinet meeting on 19<sup>th</sup> October 2016. The adopted document will be published in November 2016.

**RMBC UDP 2006 (May 2009)**

- 3.17 The UDP was adopted in June 2006 with a plan period up to 2016. In 2009 the Secretary of State provided a list of saved UDP policies pending the preparation of new Development Plan Documents. All policies from the UDP 2006 were saved under the Secretary of State's Direction.
- 3.18 The UDP is underpinned by four key objectives, the first of which is to strengthen the local economy (Policy KO/1) by improving the range and quality of employment opportunities, reducing local unemployment, generating wealth locally and assisting urban and rural regeneration. The remaining objectives encourage social inclusion, environmental enhancement and the sustainable use of land and resources.
- 3.19 Policy G/SP/1 (Urban Concentration and Regeneration) confirms that urban regeneration will be achieved through the concentration of development in the urban area, the priority being vacant or underused buildings within urban areas and then previously developed sites especially in priority areas and Town and other Centres. Accessible locations will be the priority to provide high density employment, retail, service, leisure and high density housing.
- 3.20 Policy G/S/1 (Hierarchy and Role of Centres) confirms the adopted retail hierarchy within the borough and promotes the sequential approach to new retail and leisure development.
- 3.21 Retail development outside of designated centres will only be permitted within the urban area and subject to criteria which includes demonstrating compliance with the sequential and impact tests. The impact on residential amenity will also be considered alongside the accessibility of the site. The requirement to demonstrate the need for the development is no longer a relevant test under the NPPF in a development management scenario (Policy S/8 - Retail Development outside Town, District and Local Centres).
- 3.22 Food and drink outlets are considered under Policy S/10. Cafés, restaurants and hot food takeaways will be permitted subject to compliance with the sequential and impact tests noted above; impact on residential amenity; accessibility and parking; the visual impact of flues and ducting. RMBC will also consider whether the proposal will result in an overconcentration of similar uses and the impact this may have on the character of the area.
- 3.23 The UDP promotes the development of sports, leisure and tourism facilities provided they are appropriately located and accessible. Leisure and tourism facilities will be expected

to demonstrate compliance with the sequential test (Policy G/LT/1 – Sports, Leisure and Tourism). This is confirmed again through Policy LT/4 (Major Built Leisure and Tourism Developments).

- 3.24 Policy LT/3 (Development for Tourism and Leisure) seeks to control the impact of such development on landscaping; heritage assets; residential amenity; and existing businesses. Tourism and leisure development will be permitted subject to highway safety; accessibility and provided it is of an appropriate scale.
- 3.25 Proposals for hotel development will be permitted within the Defined Urban Area provided they are not visually or environmentally intrusive (Policy LT/5 – Overnight Accommodation for Tourists and Visitors). Sites in or adjacent to town centres are preferred although the UDP acknowledges that few such opportunities currently exist.
- 3.26 New development will be required to contribute to an attractive, safe and accessible environment (Policy G/BE/1 – Design Quality). The UDP provides criteria for good design through Policy BE/2 (Design Criteria for New Development). Proposals will be required to create visual interest; retain, create and enhance views; enhance heritage assets; enhance landscaping and open spaces; and ensure the scale, height, massing and layout is appropriate for the surroundings.
- 3.27 Other adopted UDP policies relevant to the proposals are listed below:
- Policy A/2 - Accessibility Hierarchy;
  - Policy A/3 - Access for Pedestrians and Disabled People;
  - Policy A/4 - Access for Cyclists;
  - Policy EM/7 - Development and Flood Risk;
  - Policy EM/8 - Protection of Surface and Ground Water;
  - Policy EM/13 - Energy Efficiency and New Development; and
  - Policy NE/4 - Protected Species.

### **Adopted RMBC Core Strategy**

- 3.28 RBMC is preparing a new Local Plan which will comprise a number of documents including the Core Strategy which has been subject to Examination with hearing sessions in June 2015. The Inspectors Report and Main Modifications have been received. The Core Strategy with modifications was adopted by RMBC at the Cabinet meeting on 19<sup>th</sup> October 2016. The adopted document will be published in November 2016.



- 3.29 The Core Strategy follows a similar approach to the UDP in terms of developing a strong economy. Strategic Objective SO1 seeks to deliver this by increasing employment and educational facilities; developing the rural and visitor economies; establishing thriving town centres; and promoting accessible development and building on local assets. The remaining objectives encourage healthy communities, sustainable design, a green environment and accessibility.
- 3.30 Sandbrook Park forms part of an Economic Growth Corridor along with Castleton and Crown Business Park. Together these areas will deliver new employment development and jobs due to its accessibility to the motorway network and public transport facilities (Policy E2 – Increasing Jobs and Prosperity). It is proposed to improve the appearance of Edinburgh Way as a key gateway into Rochdale and improve highway and pedestrian linkages into the Town Centre.
- 3.31 Policy E3 (Focusing on Economic Growth Corridors and Areas) sets out RMBC’s aspirations for the Economic Growth Corridor for office and commercial development and identifies the potential for the site to provide leisure and tourism uses. RMBC are seeking to improve access and links to the Town Centre and improve the overall appearance of the Site as a key gateway into Rochdale.
- 3.32 The wider Site is also recognised as an area where tourism opportunities should be promoted due to the existing leisure uses on site and high accessibility to the surrounding major road network (Policy E5 – Encouraging the Visitor Economy).
- 3.33 The spatial strategy for Rochdale is defined through Policy SP3/R (The Strategy for Rochdale). The Town Centre will be the focus for growth and major retail, leisure and office developments. East Centre Rochdale is identified as a key regeneration area.
- 3.34 The retail hierarchy within the borough is confirmed by Policy E1 (Establishing Thriving Town, District and Local Centres). As the borough’s principle town centre, Rochdale will be the focus for retail, leisure, cultural, office, residential and other development. The sequential approach will be applied to proposals for retail development in out-of-centre locations and in Rochdale, an impact assessment will be required where the floorspace exceeds 2,000 sqm. Comparison and convenience floorspace will be delivered in the east of the Town Centre.
- 3.35 A high quality, innovative design will be expected in key gateway locations such as the subject site (Policy P1 – Improving Image). RMBC will promote the development and re-use of underused land and buildings. Urban design principles will be applied in terms of

scale, density, height and layout; maximising accessibility, permeability and sustainability (Policy P3 – Improving Design of New Development).

- 3.36 RMBC are seeking to minimise the impact on climate change through Policy G1 (Tackling and Adapting to Climate Change). This will be achieved through a number of measure such as locating development in sustainable and accessible locations; and promoting the efficient reuse of buildings. New development will be expected to be zero carbon in line with national targets.
- 3.37 Sustainable transport networks are promoted through Policy T1 (Delivering Sustainable Transport). Accessibility will be improved by locating development where there is good access to public transport thus reducing the need to travel by car.
- 3.38 Development is guided by Policy DM1 (General Development Requirements) to ensure a high standard of design and sustainability; and the amenity of residents is protected.

### **Evidence Base**

- 3.39 In preparing its evidence base for the various emerging policy documents RMBC has commissioned two studies which provide guidance on retail matters; namely:
- Rochdale Retail and Town Centres Study 2010 (RRTCS) prepared by NLP in December 2010; and
  - Rochdale Retail and Leisure Study Update with Update on Leisure Trends and Leisure Capacity 2016 (RRLS Update) prepared by NLP in February 2016.
- 3.40 The key findings and relevance of each study is summarised below.

#### *Rochdale Retail and Town Centres Study 2010 (December 2010)*

- 3.41 RBMC published the RRTCS (prepared by NLP, December 2010) to provide a robust evidence base to inform policy development across the borough until 2026. It assesses the capacity and future need for retail, leisure and other main town centre uses; examines the existing supply and demand and considers future demand and capacity within existing centres; identifies existing deficiencies and the need for amendments to existing centre boundaries; assesses the role, vitality and viability of existing Town Centres and appraises sites with the potential to accommodate future town centre development.

- 3.42 It identifies that the borough town of Rochdale has the capacity to support 28,113 – 48,009 sqm of net additional comparison goods and 3,676 sqm net of convenience goods to 2026. The Study states that the Rochdale Town Centre, specifically Rochdale East, should be the primary focus to meet the identified capacity for additional comparison retail development. It is worth noting that a Planning Application has not been submitted for Town Centre East and the retail floorspace proposed for the scheme falls well below the identified capacity for comparison goods in Rochdale.
- 3.43 The assessment suggests that existing leisure facilities are sufficient to support the catchment population, but perhaps with emerging potential for further ten-pin bowling provision and restaurants and bars, in line with population growth.
- 3.44 The findings of the RRTCS have largely been updated by the RRLS Update.

*Rochdale Retail and Leisure Study Update with Update on Leisure Trends and Leisure Capacity 2016 (February 2016)*

- 3.45 RMBC published the Retail and Leisure Study Update (prepared by NLP) in February 2016 to inform and underpin the policies in the emerging Core Strategy.

Retail

- 3.46 The Update provides a strategic assessment of the future need and capacity for retail floorspace in the Borough over the period to 2028. The Study specifically advises on how any identified quantitative and qualitative need for new convenience and comparison retail floorspace might be best met over the period to 2028 and includes commentary on any changes since 2010 in the scope for new commercial and leisure provision in the Borough.
- 3.47 The Update used the same catchment area and survey zones 1-9 as the RRTCS. The household shopper survey from August 2010 was also used for both surveys.
- 3.48 The Study contains an economic capacity assessment to identify quantitative requirements for additional convenience and comparison provision. For comparison goods this identifies capacity for up to 25,940 sqm net of additional floorspace at 2028. Table 3.1 of the Study replicated below sets out the forecast capacity position.

**Table 3.1 – Rochdale Quantitative Capacity Summary**

	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2028</b>
Convenience (sqm net)	5,292	5,573	5,946	6,122
Comparison (sqm net)	3,946	5,647 – 20,630	9,134 – 24,863	9,714 – 25,940

- 3.49 The Update also includes an assessment of capacity which considered relevant commitments, namely the replacement of the Tesco superstore at Silk Street and the redevelopment of Central Retail Park. The Tesco scheme has not come forward and the relevant Planning Permission has subsequently expired. The Update does however reference the hybrid application at Central Retail Park which was approved in August 2015 to extend the existing Poundstretcher store by 465 sqm (RMBC Ref: 15/00550/HYBR). The Applicant recently amended the Permission to incorporate changes to the access road (RMBC Ref: 16/00336/AM) and has discharged conditions. It is understood that construction has started on Site.
- 3.50 The Study advises that the commitments for comparison retail floorspace will reduce the capacity for additional new comparison retail floorspace. The Town Centre East will deliver a significant quantum of comparison retail floorspace and increase the proportion of expenditure in the Town Centre. The upper quantum of capacity detailed in Table 3.1 above will only be achieved by the Town Centre East scheme coming forward. Comparison schemes in less central locations will be considered in the context of the lower capacity figures and the Town Centre East development. At the time of writing, a Planning Application had not been submitted for this development.

Leisure

- 3.51 The Study confirms there has been an increase in demand for leisure facilities in the past 25 years. Sandbrook Retail & Leisure Park is already anchored by a number of high profile leisure uses including the Odeon Cinema, the only multiplex cinema in Rochdale; Strike Ten Bowl; and Fitness First Gym.
- 3.52 The Study acknowledges the rise in indoor play centres across the country which are a key growth area in the commercial leisure sector. It is recommended that RMBC respond proactively to new proposals which improve accessibility to such uses.

**Policy Conclusions**

- 3.53 The Development Plan is dated and whilst a number of the relevant policies have been saved, the NPPF and emerging Core Strategy provides the most appropriate basis against which the proposed retail uses should be assessed. The key NPPF issues to address relate to the sequential and impact tests. An assessment against these tests is detailed in Sections 5 and 6 of this assessment. Section 7 also provides an assessment of other relevant Development Management issues.
- 3.54 The Council's evidence base is up-to-date and identifies a need for additional retail floorspace over the period to 2028, which the Proposed Development will contribute towards achieving.

## 4.0 RETAIL & LEISURE CONTEXT

### Background

- 4.1 In order to understand the role and potential impact of the Proposed Development, it is first necessary to review and understand the profile of existing retail and leisure provision within the Rochdale area and immediate surroundings.
- 4.2 In this respect, the location of the Application Site and its relationship with Rochdale Town Centre, Milnrow District Centre and main retail provision is shown at **Appendix 4**.
- 4.3 The scheme is expected to draw trade from existing facilities / Centres within and outside of the Study Area depending upon geographical proximity and the nature of existing provision. Full details of this are provided in Section 6 of this Assessment.
- 4.4 The main focus of this assessment is to consider the effect of the Proposed Development on Rochdale Town Centre and neighbouring District Centres in the RMBC administrative area. Policy G/S/1 of RMBC UDP confirms the hierarchy of centres as follows:
- Main Town Centre: Rochdale
  - Town Centres: Middleton, Heywood, Littleborough
  - District Centre: Milnrow
  - Local Centres: Dispersed throughout the Borough
- 4.5 Middleton, Heywood and Littleborough fall outside the catchment area for the Proposed Development. This position has been agreed with Officer's at pre-application stage. Against this background, this contextual review focuses on Rochdale Town Centre whilst providing a summary review of the provision within Milnrow District Centre (approximately 3.5km from the Application Site). The review is as follows:
- Rochdale Town Centre;
  - Milnrow District Centre;
  - Other Retail Provision; and
  - Major Commitments.

**Rochdale Town Centre**

4.6 A comprehensive health check assessment of the Town Centre has been undertaken and is attached as **Appendix 5**. The following provides an overview of the Centre and a summary of our health check assessment findings.

4.7 Rochdale Centre is the primary retail destination for the Borough. The Centre provides approximately 72,037 sqm of gross retail/service floorspace in 318 units. The main focus is around the pedestrianised Yorkshire Street which provides access to the Rochdale Exchange and Wheatsheaf Shopping Centres.

4.8 Table 4.1 provides an overview of the diversity of uses in the Centre.

**Table 4.1 – Rochdale Town Centre Diversity of Uses (2016)**

<b>Retail Sector</b>	<b>No. of Units</b>	<b>%</b>	<b>National Average (%)</b>	<b>Floorspace (sqm)</b>	<b>%</b>	<b>National Average (%)</b>
Convenience	26	8.18	9.31	4,264	5.92	18.36
Comparison	133	41.82	39.58	40,998	56.91	44.91
Service	87	27.36	37.76	13,443	18.66	25.54
Vacant	66	20.75	12.16	11,548	16.03	10.21
Miscellaneous	6	1.89	1.19	1,784	2.48	0.98
<b>Total</b>	<b>318</b>	<b>100</b>	<b>100</b>	<b>72,037</b>	<b>100</b>	<b>100</b>

Source: Experian Goad (January 2016)

4.9 Rochdale Town Centre has a limited convenience goods offer with only 8% of the retail floorspace dedicated to this use (against a UK average of 18%). The Centre’s main convenience provision comprises the Marks & Spencer store on Yorkshire Street; Iceland as part of the Rochdale Exchange Shopping Centre; and Aldi standalone unit on Spotland Road.

4.10 The January 2016 Goad Report identifies that the Town Centre contains comparison goods floorspace of approximately 40,998 sqm gross floorspace, above national average levels, which is unsurprising given it is reflective of the Town Centre’s principle function. Less

than half of the comparison goods categories (as defined by Goad) are represented in the Centre, as there are a number of independent businesses occupying units on Yorkshire Street and within both Shopping Centres.

- 4.11 Service provision is below the national average. There is a good mix of hairdressers, nail bars and beauty salons alongside a number of estate agents and travel agents. All major banks and building societies are represented along with other financial and legal service providers. Further, there is a range of restaurants and takeaways which are primarily independent businesses as opposed to national. Costa Coffee is located in the Rochdale Exchange Shopping Centre. A number of independent cafes and takeaways are located on Drake Street and on South Parade.
- 4.12 In January 2016, there were 66 vacant units in the Town Centre totalling 11,548 sqm gross (16.03% of floorspace compared with the national average of 10.21%). Our Town Centre survey (August 2016) indicated an increase in vacancy levels to 78 units within the centre.
- 4.13 Vacancies are dispersed throughout the primary and secondary shopping areas and within both Shopping Centres. A number of vacant units appear to have a smaller floorspace and are in a state of disrepair.
- 4.14 The Centre is well served by public transport, with the integrated tram and central bus station at Rochdale Interchange with excellent pedestrian links to the Town Centre. There are frequent services to Manchester and well as local services linking to Milnrow, Middleton, Heywood and Littleborough. Bus connections at a local, sub-regional and national level are provided from the Interchange. There are also multiple bus stops located throughout the centre. There is a frequent service to Sandbrook Retail & Leisure Park (6/434), which links the Town Centre direct with the Application Site.
- 4.15 The Town Centre feels a safe place to walk around, with no visible problems of safety or instances of anti-social behaviour observed during our visits. Pedestrian numbers tend to drop quickly as shops start to close with other non-retail uses remaining open for example, bars, betting shops and takeaways.
- 4.16 Whilst the Centre is in need of some improvement, we have not identified any areas of fundamental weakness. The Centre has a clear and positive investment programme focused around the Interchange, Library and Town Centre East site. The Centre has a strong sense of place created by the historic architecture. The development of the Rochdale Interchange and Library in recent years has brought about public realm



improvements including the re-opening of the River Roch on The Esplanade which has added to the overall enhancement of this part of the Town Centre.

4.17 Accordingly, we can conclude that the Town Centre is on balance, vital and viable.

### **Town Centres**

4.18 There are three Town Centres identified in the RMBC UDP, Middleton, Heywood and Littleborough. Rochdale is distinguished as a Main Town Centre. The other three Town Centres are located on the outskirts of the borough. Middleton is 8km south of Rochdale Town Centre, Heywood is 5.5km to the west and Littleborough is 6.5km to the north east. Each Centre provides local residents and the neighbourhoods surrounding them with locally accessible convenience provision, as well as other goods and services.

4.19 The three Town Centres fall outside of the catchment of the Proposed Development and have not been considered as part of this assessment. This approach has been agreed with Officers prior to the submission of the Planning Application.

### **Milnrow District Centre**

4.20 Milnrow District Centre lies 3km to the east of Rochdale Town Centre, is linear in form and extends to approximately 500m in length. The Centre is surrounded by large residential areas to the north, south, east and industrial areas to the west. The Centre provides a localised convenience and service provision for its local residential population. As such, there is limited potential for overlap with the Proposed Development.

### **Local Centre Provision**

4.21 Rochdale has a number of Local Centres, distributed across the urban area to meet the local needs of residents. These generally complement the higher order function of the District and Town Centres and contain small scale convenience and service facilities.

4.22 The nearest Local Centre to the Application Site is 500m to the north west of the Site at Manchester Road, which comprises a number of independent shops and services for the surrounding residential community i.e. beauticians; laundrette; convenience store; post office; and fast-food takeaways.

### **Out-of-Centre Food Retail Provision**

- 4.23 There are several Out-of-Centre food stores in and around Rochdale, which generally act as the main food shopping destinations but also contain a range of comparison goods. The location of the main stores is indicated on the Plan at **Appendix 4**.
- 4.24 Notable examples include Tesco Extra (Silk Street), Asda (Dane Street) and Morrison's (Kingsway). Due to their size and comparison goods offer, these stores will provide some competition to the Proposed Development.

### **Out-of-Centre Non-Food Retail Provision**

- 4.25 There are a number of other retail parks in Rochdale of particular relevance to this contextual review. These include:
- **Central Retail Park:** this is located to the south of Rochdale Town Centre and contains four units amounting to approximately 5,800 sqm of retail floorspace. All units are let with no vacancies. The retail park is made up almost entirely of national retailers including Halfords, Argos, Matalan and Poundstretcher. Further details on the aspirations for expansion of the retail park are detailed below.
  - **Kingsway Retail Park:** this is located to the east of the Town Centre and includes a number of national operators including Sports Direct, Iceland Food Warehouse, Pets at Home, Asda Supermarket and The Range. There are also two drive-thru restaurants located within the car park and by the access road (KFC and McDonald's). In total there is approximately 9,000 sqm of out-of-centre floorspace.
  - **The Point Retail Park:** there are two standalone units located on Point Retail Park, situated to the east of Rochdale Town Centre. These are occupied by Home Bargains and TK Maxx. In total there is approximately 3,613 sqm of out-of-centre floorspace.

### **Commitments & Proposals**

- 4.26 RMBC have confirmed the following major retail commitments / proposals.

### Central Retail Park

- 4.27 In February 2007, Planning Permission was granted for the demolition of the existing retail units and erection of eight non-food retail units and subdivision of Unit 1 (Matalan) to form three non-food retail units (RMBC Ref: 05/D46099). The Permission appears to have been part implemented as the site has been cleared and Unit 1 has now been subdivided and occupied by Argos and Halfords.
- 4.28 The eight non-food retail units range from approximately 700 sqm to 1860 sqm and are currently being marketed. No operators have been confirmed. RMBC are considering options to build a ring road to provide better access to Rochdale Town Centre. One option is for the road to be built through the centre of Central Retail Park which would compromise the development. The developer has prepared a petition against RMBC's proposals. The future of the expanded retail area is therefore uncertain due to the potential impact of required highway improvements.
- 4.29 Central Retail Park is located to the south of Rochdale Town Centre. A Hybrid Application was granted in August 2015 (RMBC Ref: 15/00550/HYBR) for the following development:
- i. Full planning permission for the construction of an extension to the existing Poundstretcher store (Use Class A1) of circa 464.5sqm GIA (5,000sqft), reconfiguration of the car park and access and erection of new car parking spaces, plus associated landscaping and highway works; and
  - ii. Outline planning permission for the erection of a drive-through restaurant (Use Class A3 and/or A5) of circa 325sqm (3,500sqft), car parking, landscaping and associated highway works.
- 4.30 The Applicant has since amended the Planning Permission to incorporate alterations to the access road. It is clear from our site visit that construction has commenced.

### Town Centre East

- 4.31 Genr8 Developments LLP is delivering the final commercial element of the Town Centre regeneration with a new retail and leisure quarter expected to extend to over 18,580 sqm of commercial floorspace. The Genr8 website identifies the following uses/operators:
- 4,645 sqm department store to be occupied by Marks & Spencer.
  - 2,044 sqm clothing and homeware store to be occupied by Next.
  - Six screen cinema operated by Reel.

- 11,613 sqm of additional retail accommodation.
- 2,787 sqm of leisure/A3 space.

4.32 Whilst no application has been submitted, Genr8 submitted an EIA Screening Opinion in April 2016 for the development. The Screening indicated that a Hybrid Application (RMBC Ref: 16/00551/SO) will comprise of two elements:

- i. Demolition and detailed application for development of retail floorspace (Use Class A1 circa 18,100 sqm), leisure (Use Class D1 circa 2,200 sqm), cinema (Use Class D2 circa 1,900 sqm), food and drink uses (Use Classes A3/A4 circa 3,100 sqm), car parking, servicing, new and altered accesses, public realm and associated works; and
- ii. Outline application for retail (A1 use), office (A2 and B1 uses), food and drink (A3/A4/A5 uses), hotel (C1 use), residential (C3 use), leisure (D1 uses), car parking, servicing, new and altered access, public realm and associated works.

4.33 The Hybrid Planning Application has not yet been submitted.

## 5.0 SEQUENTIAL ASSESSMENT

- 5.1 This section sets out our sequential assessment of alternative sites against the requirements of the NPPF as summarised in Section 3.

### Background

- 5.2 Paragraph 24 of the NPPF states that a sequential assessment is required for planning applications for main Town Centre uses that are not in an existing centre and are not in accordance with an up-to-date Development Plan.
- 5.3 As an Out-of-Centre location, it is necessary to assess the ability for the Proposed Development to be located in and on the edge of defined Centres. For the purpose of this assessment, it has been agreed with Officers that the sequential assessment should relate to Rochdale Town Centre. Given the nature and scale of the Proposed Development, it is not considered necessary to assess existing Local and District Centres as they generally do not include larger units/sites which are capable of accommodating the scale of floorspace proposed.
- 5.4 Given the extent of floorspace proposed and the catchment that the proposed development will serve, it would in our view be inappropriate to seek to locate the proposed floorspace within Milnrow District Centre as it would not be in keeping with its role and function in the local area.
- 5.5 Arising from pre-application discussions with RMBC, the Assessment will focus on Town Centre and edge-of-centre sites. Central Retail Park is an out-of-centre site with good connections to the Town Centre and has therefore also been considered within the assessment.

### Methodology & Approach

- 5.6 For the purposes of this assessment, the Proposed Development comprises a total of 10,329 sqm gross of retail and leisure floorspace with associated surface level car parking.
- 5.7 The assessment has been undertaken adopting the principles of the March 2012 Supreme Court Judgement in the case of Tesco Stores Limited –v– Dundee City Council whereby *"it is the proposals for which the developer seeks permission that has to be considered when the question is asked whether no suitable site is available within or on the edge of*

*the town centre*". Primary consideration therefore should be given to the commercial ability to accommodate the scheme that the developer has applied for and not any other type of scheme.

- 5.8 In undertaking sequential assessments, it is important to recognise that the Rushden Lakes Secretary of State Appeal Decision (APP/G815/V/12/2190175) dating from June 2014, sets out that it is not appropriate to assess the individual units in a disaggregated form. This view is also reinforced in the Tesco v Dundee UK Supreme Court Judgement.
- 5.9 We have considered the Mansfield judgement dated July 2016 (Case No: CO/6256/2015). Mansfield District Council (MDC) granted Planning Permission for an Aldi supermarket in an out-of-centre location in October 2015. The Decision was subject to a legal challenge on the grounds that MDC erred in its approach to the sequential test as Town Centre sites were excluded from the assessment due to Aldi's assertion that a Town Centre store would compete with existing stores. The Proposed Development has applied the sequential approach correctly by assessing appropriate Town and Edge-of-Centre sites as agreed with RMBC.
- 5.10 The Rushden Lakes Inspector commented on the Supreme Court Judgement in his Report (and the Secretary of State agreed):

*"in summary it establishes [a] that if a site is not suitable for the commercial requirements of the developer in question then it is not a suitable site for the purposes of the sequential approach; and [b] that in terms of the size of the alternative site, provided that the Applicant has demonstrated flexibility with regards to format and scale, the question is not whether the alternative site is suitable for the proposed development, not whether the proposed development could be altered or reduced so that it can be made to fit the alternative site."*

- 5.11 It is therefore recognised that this Assessment should consider the ability to flexibly accommodate the proposed development, whilst still delivering a viable scheme. Against this background, this Assessment has been undertaken on the basis of the following parameters for the proposed development:

- A Site area of circa 4.2ha and floorspace of 10,329 sqm gross;
- Appropriate provision for dedicated car parking spaces;
- Main road proximity / visibility and ease of access; and
- Appropriate servicing and access arrangements.

5.12 These criteria allow for flexibility in scale and format whilst seeking to achieve and deliver a viable development that will meet the objectives set. In considering alternatives, it should however be noted that flexibility has already been applied to the proposed development to a degree, thereby reducing the potential developable area associated with the scheme.

5.13 It should also be recognised that the Application Site includes an existing vacant retail unit, which is available, suitable, viable and ultimately deliverable for the Proposed Development.

5.14 Pre-application discussions with RMBC have identified two potential opportunities which require detailed consideration as part of this assessment. We have also assessed vacant units within the Town Centre and identified one for assessment. The Sites assessed are as follows and on the Sequential Sites Plan enclosed at **Appendix 6**:

**1. Rochdale Town Centre**

- Beales Department Store (Vacant)
- Town Centre East (Pre-Submission)

**2. Out-of-Rochdale Town Centre**

- Central Retail Park (Pre-Submission)

5.15 It is also worth noting that the 2015 Hybrid Application approved at Central Retail Park states that RMBC have confirmed that Rochdale Town Centre does not have, nor has any plans for sites that could accommodate a drive-thru restaurant (para 4.10, Planning & Retail Statement; Indigo Planning (May 2015)). As part of our pre-application discussions in July 2016, RMBC did not identify any sites within Rochdale Town Centre which could accommodate a drive-thru restaurant.

5.16 We summarise the identified sites in Table 5.1 and our findings. Full site evaluations of each site, having regard to their availability, suitability and viability for the type of development proposed by the application scheme and contained at **Appendix 7**.

**Table 5.1 – Summary of Sequential Site Analysis**

Site	Address	Sequential Status	Analysis
1	Beales Department Store	In-Centre	Not available, suitable or viable.
2	Town Centre East	In-Centre	Not available, suitable or viable.

3	Central Retail Park	Out-of-Centre	Not available, suitable or viable.
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**Conclusions**

- 5.17 From our assessment, we have not been able to identify any appropriate sequentially preferable opportunities within the Town Centre that can be considered available, suitable and viable for the proposed development, even allowing for flexibility.
- 5.18 The Application Site is therefore considered to be available, suitable, viable and in particular deliverable for the proposed development. Against this background, we are able to conclude that the proposed scheme complies with the requirements of the sequential test outlined in the NPP



## 6.0 IMPACT ASSESSMENT

### Background

6.1 This section sets out our assessment of the proposed development against the NPPF impact tests at paragraph 26.

### ***NPPF Paragraph 26 – Impact Test for Retail Development Outside of Town Centres not in Accordance with the Development Plan.***

6.2 This test requires the proposed floorspace to be assessed against the following impacts:

- the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
- the impact of the proposal on Town Centre vitality and viability, including local consumer choice and trade in the Town Centre and wider area, up to five years from the time the application is made.

6.3 This assessment focuses on the scheme's compliance with the above tests. Against the terms of the NPPF, an impact assessment is only required for the retail and leisure element of the scheme. Whilst there is ambiguity as to the requirement for an impact assessment for café's / restaurants, for the avoidance of doubt we have also considered these uses below.

6.4 An impact assessment is not required for the proposed hotel.

### Role and Function

6.5 Prior to considering the potential impact of the proposed development, it is important to understand the role and function of the retail component of the scheme. The Class A1 component of the scheme is proposed to be occupied by Wickes and B&M who could trade from the unit under the current permission.

6.6 Wickes will provide a replacement DIY store to B&Q, albeit in a smaller unit. B&M will operate under its 'Home and Garden' format which will complement its existing stores in the town.

6.7 It should be noted that both operators could trade under the goods restrictions set out in Condition 14 of Planning Permission ref: D30059. However, in order to avoid any ambiguity, the following condition is proposed to control the sale of goods from the units to ensure they remain in use for 'bulky goods':

*"The Class A1 units hereby permitted shall only be used for the sale of DIY, kitchen, bathroom and garden products; furniture, floor coverings, and furnishings including household textiles; electrical goods and other domestic appliances; vehicle accessories; bicycles and accessories; pets and pet products; and for no other purpose within Use Class A1 with the exception that 10% of the floorspace within each unit can be used for the sale of other goods where ancillary to the main range of products sold".*

6.8 In order to understand the how the previous B&Q unit and proposed development compares, **Table 1** provides a comparison of their respective Class A1 turnovers:

**Table 1 – Comparison of B&Q / Proposed Scheme**

<b>Unit / Tenant</b>	<b>Floorspace (sqm gross)</b>	<b>Floorspace (sqm net)</b>	<b>Turnover per sqm</b>	<b>Total Turnover (£m)</b>
B&Q	10,659	9,300	1,758	16.35
Wickes	2,763	2,413	2,272	5.48
B&M	1,980	1,683	3,452	5.81
Sub-total	4,743	4,096	-	11.29
<b>Difference</b>	<b>-5,916</b>	<b>-5,204</b>	<b>-</b>	<b>-5.06</b>

6.9 This shows that the overall retail turnover of the scheme will be lower than the former B&Q store, with an overall reduction in Class A1 floorspace. As the scheme will have a lower turnover, selling the same range of goods that is already permitted, it stands that it would not result in any greater impact on existing Centres.

6.10 Arising from the above, we set out below our assessment of the potential impact of the scheme against the NPPF paragraph 26 criteria.

### ***Impact on Vitality and Viability***

- 6.11 The focus for assessing potential impact is Rochdale Town Centre. Our health check analysis at **Appendix 5** concludes that the Town Centre is healthy and whilst there is some room for improvement, this will be at least partly addressed by the Town Centre East scheme.
- 6.12 We set out below our assessment of the potential for impact on the Town Centre for each component of the scheme.

### *Retail*

- 6.13 As detailed above, the retail component of the scheme will be restricted to bulky goods operators who could trade under the goods restriction of the existing permission.
- 6.14 It has been demonstrated that the overall sales floorspace and proposed turnover of the scheme will be lower than the previous B&Q store. Given this, there is no potential for a greater impact or additional trade diversion from the Town Centre beyond that which is already permitted. Indeed, due to the overall reduction in turnover from the scheme, there is the potential for some of this expenditure to go the Town Centre.
- 6.15 As the retail offer of the scheme will be restricted, visitors to the development will still continue to visit the Town Centre for other products (e.g. clothing and footwear) and will continue to generate spin-off trade for other operators within the Centre.

### *Drive Thru's / Café & Restaurant Units*

- 6.16 The scheme includes four units of which two will be drive thru's. As detailed above, these units will be ancillary to wider Park serving visitors to the retail / leisure components and, to a lesser degree, pass by trade. They will not act as a destination in their own right.
- 6.17 As set out above, due to the nature of the A1 retail component of the scheme, the Town Centre will continue to attract trade and benefit other operators through spin-off trade and linked trips. This will be unaffected by the proposed development.
- 6.18 Further, one of the proposed tenants (Costa) already have a town centre presence which will continue. This reinforces our view that the proposed development will have a different, complementary role to the Town Centre.

*Trampoline Centre*

- 6.19 There are currently no in-centre trampoline centres. As such, this element of the scheme would not result in a significant adverse impact on the Town Centre.
- 6.20 It should be noted that the town centre provides a much wider retail, service and civic role and function, which due to the nature of the proposed development would not be impacted upon.
- 6.21 Arising from the above, we conclude that the proposed development is not likely to result in a significant adverse impact on the vitality and viability of Rochdale Town Centre against NPPF paragraph 27.

***Impact on Investment***

- 6.22 We are not aware of any potential impact on in-centre investment against which the proposed scheme is likely to have a significant adverse impact.
- 6.23 We are aware of proposals for the Town Centre East 'scheme' and as requested by the LPA have considered this below.
- 6.24 Based on the EIA Screening Request submitted (RMBC Ref: 16/00551/SO), this scheme comprises demolition and detailed application for development of retail floorspace (Use Class A1 circa 18,100 sqm), Use Class D1 circa 2,200 sqm, cinema (Use Class D2 circa 1,900 sqm), food and drink uses (Use Classes A3/A4 circa 3,100 sqm), car parking, servicing, new and altered accesses, public realm and associated works. The outline element comprises retail (A1 use), office (A2 and B1 uses), food and drink (A3/A4/A5 uses), hotel (C1 use), residential (C3 use), D1 uses, car parking, servicing, new and altered access, public realm and associated works.
- 6.25 As detailed in the retail and leisure context at Section 4, the scheme is at a very early stage, and there is no certainty that it will be delivered. Notwithstanding this, we consider the potential for impact below.
- 6.26 Due to the bulky goods nature of the Class A1 retail component of the scheme, we do not consider that it would compete to any significant degree with Town Centre East. The latter proposes a much larger quantum of Class A1 floorspace and this would be expected to primarily cater for clothing and footwear, against which the proposed scheme would clearly not compete. Further it does not provide for an external garden centre (which

Wickes require) and is therefore clearly aimed at different end users. Information provided to date shows that the largest units will be occupied by M&S and Next.

- 6.27 The Town Centre east scheme proposes 8 café / restaurant units. By comparison the proposed development includes 4 units, of which two will be drive-thru's and which would not compete with the scheme. As set out above, these units are primarily intended to serve visitors to the wider park and would not act as a destination in their own right.
- 6.28 In terms of leisure uses, the proposed Class D2 leisure component will comprise a trampoline centre. Town Centre East includes a leisure component but as detailed in the EIA this is explicitly for a cinema, against which the proposed development would not compete.

### **Impact Conclusions**

- 6.29 Arising from the above, we draw the following conclusions. The proposed development will result in the overall reduction of Class A1 retail turnover compared with the B&Q store and will be restricted by condition to the sale of bulky goods in line with the original planning permission. The proposed trampoline facility represents a new entrant to the market and there are no comparable in-Centre facilities against which the proposed development would compete.
- 6.30 The café / restaurant units will include two drive thru's and primarily serve visitors to the wider retail and leisure uses at the Park. They would not act as a destination in their own right which would draw users away from the Town Centre. Further, the Town Centre provides a much wider retail, service and civic offer which the proposed development would not compete with. The Centre will continue to act as the main retail and service destination in the area, generating linked trips and spin off trade for different businesses, which will continue alongside the proposed development. We do not therefore consider it likely that the proposed development will result in a significant adverse impact on Town Centre vitality and viability.
- 6.31 In terms of in-centre investment, the only scheme we have identified is the Town Centre East scheme. This is at a very early stage and therefore we do not consider that there is an 'investment' to impact upon. Notwithstanding this, the scheme proposes development of a much greater scale and a different offer than proposed in this application with its retail component likely to be focussed on clothing / footwear. Due to the scale and nature of the proposed development in comparison, taking into account the proposed goods

restrictions, the potential for overlap is limited and there is no likelihood of the proposed development resulting in a significant adverse impact on this scheme.

- 6.32 We therefore conclude that the proposed development complies with NPPF paragraphs 26 and 27 and in turn the Development Plan.

## 7.0 OTHER MATERIAL PLANNING CONSIDERATIONS

7.1 Due to the Site's policy location and the nature of the Proposed Development, the only other planning issues of relevance are:

- Principle;
- Design Considerations;
- Ecology;
- Sustainability; and
- Transport and Access.

7.2 These are assessed in the remainder of this Section.

### **Principle**

7.3 The Site has not been allocated or designated a specific use within the adopted UDP. As such, the principle of development is established through compliance with the sequential and impact tests set out in Sections 5 and 6 of this statement.

7.4 The visitor accommodation proposed will provide a quality facility in close proximity to the motorway and passing customers who are already on the road network. The proposed development serves an identified need in close proximity to the surrounding strategic road network.

7.5 In granting the original Planning Permission, the local planning authority confirmed that the principle of retail and leisure development on this Site is acceptable.

### **Design Considerations**

7.6 The design and layout approach of the proposed development is outlined in the submitted drawings (prepared by RGP Architects) which present the layout, scale and appearance of the Proposed Development. The design rationale for the scheme is detailed in full within the enclosed Design and Access Statement prepared by RGP Architects.

7.7 The scheme has been designed to respond to the Site's location as a key gateway into Rochdale. The former B&Q unit will be partly demolished and enhanced with a glazed frontage for the entrance to each proposed unit. There will be no increase in the ridge height of the existing building and with the overall reduction in floorspace, will have less

of an impact in terms of bulk and massing. A large, glazed feature window will be introduced to the Edinburgh Way elevation to enhance views on the approach to the Town Centre. This has been incorporated following pre-application discussions with RMBC and also emerging Policy E3 (Focusing on Economic Growth Corridors and Areas) which seeks to improve the appearance of the gateway into Rochdale on Edinburgh Way from the A627(M).

- 7.8 The proposed hotel employs a unique design given the prominent location in the southern corner of the Site fronting the roundabout. The hotel will have a strong vertical emphasis with a feature roof, creating a landmark building on the Site. The hotel will be finished in coloured cladding panels which breaks up the elevation reducing the appearance of the bulk and mass.
- 7.9 The proposed single-storey drive-thru restaurants will employ a similar contemporary architecture with coloured cladding panels and glazing.
- 7.10 The proposed development has accordingly been designed to achieve the objectives of Sections 7 and 12 of the NPPF. As a result, the proposal is compliant with UDP Policies G/BE/1 (Design Quality) and BE/2 (Design Criteria for New Development) and emerging Core Strategy Policies P1 (Improving Image) and DM1 (General Development Requirements).

### **Ecology**

- 7.11 As set out above, the Proposed Development involves the part demolition of an existing warehouse. The scheme has been designed to ensure that any potential ecological impacts are appropriately mitigated to ensure a satisfactory scheme for the protection of habitats.
- 7.12 The bat survey was undertaken in September 2016, the results of which are set out in the Bat Survey (prepared by Middlemarch Environmental) and submitted with this Planning Application. This report confirms that the former B&Q unit did not contain any potential roost features and no evidence of roosting bats. In addition, no bats were recorded during the nocturnal emergence survey.
- 7.13 The Proposed Development is therefore considered to be consistent with the requirements of the NPPF (Section 11) and in compliance with UDP Policy NE/4 (Protected Species) and emerging Core Strategy Policy G7 (Increasing the Value of Biodiversity and Geodiversity).



## **Sustainability**

- 7.14 The Proposed Development has incorporated a number of design features to maximise the sustainability of the scheme in accordance with saved UDP Policy EM/13 (Energy Efficiency and New Development) and emerging Core Strategy Policies G1 (Tackling and Adapting to Climate Change) and DM1 (General Development Requirements). The Sustainability and Energy Assessment, prepared by ECiBE sets out the sustainability credentials of the scheme.
- 7.15 The increased level of glazing along the frontages of units A-E maximises solar gains from the south and east. The proposed design has used all practical means to reduce carbon emissions. Water and waste management facilities have been incorporated with tenants able to monitor and control their own usage. Materials for the building have been selected to provide the required aesthetics combined with maximum durability and robustness. These will be sourced locally wherever possible.

## **Transport and Access**

- 7.16 In order to address the requirements of UDP Policy G/A/1 (Accessibility) and emerging Core Strategy Policy (Delivering Sustainable Transport), a Transport Assessment and draft Travel Plan have been prepared to support the proposed occupation. The Transport Statement has identified the following conclusions:
- The Park is accessible by a range of modes of transport, including walking, cycling and public transport.
  - Car park capacity surveys were undertaken on Thursday 8<sup>th</sup> September and Saturday 10<sup>th</sup> September 2016. The survey results demonstrate that there is significant capacity across the wider car park at the Park with between 583-666 available spaces on a Thursday and 493-588 available spaces on a Saturday. This is based on the existing operation of the Park and demonstrates that there is sufficient available capacity to accommodate the new demands.
  - To assess the existing and proposed vehicular trips to the site, a trip generation exercise has been prepared to understand the impact of the Proposed Development. The results indicate that there will be a reduction in the level of traffic anticipated to be generated by the development. This is the case in both the weekday and weekend periods.

- There will be no material impact on servicing at the Site. Service vehicles will enter the site via the roundabout junction at Sandbrook Way and utilise the dedicated service yards to the side and rear of units A-E. The hotel also benefits from a dedicated service bay. The drive-thru units will be serviced within the car parking areas.

7.17 Based on this assessment, it is evident that the Proposed Development is in accordance with the UDP, Core Strategy and NPPF paragraph 29 as the scheme is acceptable in terms of the various highway considerations arising.

7.18 The draft Travel Plan has been prepared to provide a strategy for units to be developed once the units have been occupied. This outlines a series of measures to encourage access to the Units by sustainable modes by both staff and visitors. The implementation of the Plan should be secured via Condition in order to achieve compliance with emerging Core Strategy Policy T1.

## 8.0 SUMMARY AND CONCLUSIONS

- 8.1 This Planning & Retail Statement has been prepared to assess the planning issues arising from the proposed part demolition of the former B&Q unit and subdivision to create two (Use Class A1) retail units and change of use to Leisure (Use Class D2) and restaurants (Use Class A3). Separate drive-thru restaurants (Use Class A1, A3, A5) and a hotel (Use Class C1) are to be provided within the car park.
- 8.2 It has been demonstrated that the proposed development complies with the NPPF sequential test (paragraph 24). We have not identified any sites in sequentially preferable locations which could be considered available, suitable and viable for the proposed development, even allowing for flexibility in approach.
- 8.3 It has been demonstrated that the Proposed Development will not have a significant adverse impact on Town Centre vitality and viability, or investment. Overall, it represents a reduction in retail floorspace and turnover compared with the former B&Q unit.
- 8.4 The scheme will enhance the Park, resulting in new operators to Rochdale. This will result in the potential for linked trips and spin off benefits for existing operators, which would not otherwise occur. The economic, social and environment benefits associated with the Proposed Development are considered to be significant and will include:
- Ensure the continued enhancement of the Park through investment and regeneration.
  - Following the closure of the B&Q unit in August 2016, the Proposed Development will bring the unit back into a worthwhile and viable use.
  - Introduce a new leisure use (Use Class D2) to the Park and to Rochdale to attract new visitors and expand the range of leisure attractions within the Rochdale area. This includes a commitment from Bounce, a trampoline operator, which has a requirement for a facility within Rochdale and have identified Sandbrook Retail & Leisure Park as a suitable location to meet their demand. Bounce will provide a family trampolining centre; a gym, and soft play centre within the proposed leisure unit.
  - Introduction of two new retail units to the former B&Q unit which will be occupied by Wickes and B&M Home Store. Wickes are not yet represented in Rochdale and will offer a new home improvement retailer fulfilling the requirement following the closure of B&Q. B&M are represented in two locations in Rochdale. B&M Bargains store is

located within the Rochdale Exchange Shopping Centre and B&M Home Store with Garden Centre is situated to the north of the Town Centre at Whitworth Road. The proposed B&M Home Store does not include a garden centre and will complement the existing offer of the other stores.

- Introduction of active new retail/café/restaurant occupiers into the former B&Q unit, which will have wider benefits to the Rochdale area through the creation of new employment opportunities, increased trade retention and improved retail choice and competition.
- Introduce a new Travelodge hotel on the Park which will satisfy an identified demand for bed spaces in the Rochdale area.
- The scheme also includes two drive-thru units to be occupied by KFC and Costa which will enhance the existing provision and those using the other facilities at the Park.
- Public realm enhancements including landscaping and planting within the car park.
- Physical improvements to the buildings on Park to mark the Site as a key gateway location into Rochdale.
- The creation of approximately 180 new job opportunities (during construction and operation).

8.5 This Statement has provided an assessment of the Proposed Development against the key planning policy considerations. This represents sustainable development in line with the three dimensions identified by the NPPF on the following basis:

- **Economic:** the scheme will encourage new retailers and café/restaurant, leisure and hotel uses to invest and trade from the area supporting growth and encouraging the reoccupation of the vacant unit. The Proposed Development will reduce the risk of other occupiers vacating the Site, protecting existing jobs and creating new employment opportunities. The change of use will facilitate a new leisure operator not currently present in the Rochdale area and will make a significant contribution towards local economic growth.
- **Social:** the Proposed Development will create new full and part time job opportunities (up to 180 jobs) which will be directed towards the local community. The scheme will

improve the trading environment and attraction of the Park by creating additional footfall and vitality. The scheme will also enhance the leisure offer within Rochdale for the benefits of local residents.

- **Environmental:** the scheme will lead to the re-occupation of a large vacant unit within the existing park. The re-use of the existing building shell and materials (where possible) will also contribute towards the transition to a low carbon economy. The Proposed Development will also improve the appearance of the former B&Q unit by reducing the bulk and massing of the building and incorporating high quality materials. This will enhance the overall appearance of the Park.

8.6 The conclusions arising from the policy assessment are:

- **Sequential Test:** compliance with the sequential approach under UDP Policy G/S/1 (Hierarchy and Role of Centres), emerging Core Strategy Policy E1 (Establishing Thriving Town, District and Local Centres) and NPPF paragraph 24 has been demonstrated, as there are no sequentially preferable sites for the scheme within and on the edge of the Town Centre. The Park is the next most accessible opportunity where retail development is appropriate in the absence of any other more centrally located opportunities.
- **Retail and Leisure Impact:** there is no evidence that the proposal will lead to a significant adverse impact on the Town Centre under UDP Policy S/8 (Retail Development outside Town, District and Local Centres), Core Strategy Policy E1 and NPPF paragraph 26. Significantly, the scheme will not prejudice any planned private investment or threaten the health and function of the Town Centre. A condition is proposed to ensure an appropriate level of control.
- **Highways:** the Proposed Development will have an acceptable effect on the local highway network and will encourage accessibility by a choice of means of transport. Accordingly, the Proposed is Development in accordance with UDP Policy G/A/1 (Accessibility), emerging Core Strategy Policy (Delivering Sustainable Transport) and NPPF paragraph 29.

8.7 Against this background, due to the clear compliance with the Development Plan and in the absence of harm, there is sufficient justification to grant Planning Permission for the part demolition of the former B&Q unit and subdivision to create two (Use Class A1) retail units and change of use to Leisure (Use Class D2) and restaurants (Use Class A3); and

the erection of two drive-thru restaurants (Use Class A1, A3, A5) and a hotel (Use Class C1) within the existing car park.

**Appendix 1**  
**Site Location Plan**





**Appendix 2**  
**Decision Notice**



**ROCHDALE**  
METROPOLITAN BOROUGH  
**COUNCIL**

Town and Country Planning Act 1990

OUTLINE PLANNING PERMISSION *KMGH*

Name and address for correspondence

The Taylor Young Partnership  
51 Brookfield Road  
Cheadle  
Cheshire  
SK8 1ESS

*1276 -*

Name of applicant

Co-operative Retail Society Ltd

Part I - Particulars of application

Date of application  
29th October 1993

Application No.  
D30059

Proposal and location

ERECTION OF NON-FOOD RETAIL STORE FAST FOOD OUTLETS HOTEL AND LEISURE FACILITY  
INCLUDING MULTI-SCREEN CINEMA AND TEN PIN BOWLING  
VALLEY ROAD ASHFIELD VALLEY ROCHDALE

Part II - Particulars of decision

The Rochdale Borough Council hereby give notice in pursuance of the provisions of the Town and Country Planning Act 1990 that outline planning permission has been granted for the carrying out of the development referred to in Part I hereof in accordance with the application and plans submitted subject to the following conditions:-

- 01 Application for approval of reserved matters must be made not later than the expiration of three years beginning with the date of this permission and the development must be begun not later than whichever is the later of the following dates: (a) The expiration of five years from the date of this permission; or (b) The expiration of two years from the final approval of the reserved matters, or in the case of approval on different dates, the final approval of the last such matter to be approved.
- 02 The approval of the Local Planning Authority shall be required with respect to the following matters before the development is commenced:-  
The siting, design and external appearance of the building(s), the means of access thereto and the landscaping of the site.
- 03 This permission shall not be construed as giving any approval to the layout shown on the submitted plan.
- 04 The proposed development is adjacent to an infilled landfill site and may be subject to gas migration. No development shall be commenced until a comprehensive landfill gas investigation and assessment has been carried out on the development area to determine wether the site is, or would have the potential to be, affected by subterraneous landfill gas

*22.10.96*



ROCHDALE  
METROPOLITAN BOROUGH  
COUNCIL

Application No.D30059  
.....continues

migration from the nearby landfill site. The survey methods for this investigation and assessment shall be agreed in advance with the Local Planning Authority and a copy of the results shall be submitted to the Authority. If the results of the investigation and assessment establishes that landfill gas is present in the development area or that there is a potential for landfill gas migration to the development area from the landfill site, development shall not commence until it is demonstrated that the landfill gas associated risks have been eliminated from the development area in accordance with the provisions of Waste Management Paper No.27. Where necessary, and with the prior approval of the Local Planning Authority, adequate precautionary measures shall be incorporated in the design and construction of the proposed development.

- 05 Noise from operations conducted on the site shall not exceed a 5 minute leq of 50dBA between the hours of 8.00am and 7.00pm Monday to Saturday and a 5minute leq of 40dBA at all other times as measured at any point on any boundary of the site.
- 06 No vehicular or pedestrian access to the site shall be provided within 130 metres of the junction of Ashfield Road and New Barn Lane.
- 07 No demolition or construction traffic shall take access from or to the site via New Barn Lane or Ashfield Road.
- 08 No building shall be located within 30 metres of any of the houses on New Barn Lane.
- 09 No car parking areas shall be located within 40 metres of any of the houses on New Barn Lane.
- 10 All service diversions shall be carried out before development is commenced within the site area.
- 11 The works to variously open up the existing Sudden Brook culvert and to culvert the Sudden Brook shall be the subject of a detailed scheme to be submitted to and approved by the Local Planning Authority and the National Rivers Authority. These works shall be completed before the uses hereby approved commence and the buildings are first occupied.
- 12 Before any development is commenced a scheme for the design, construction, drainage, lighting and marking out of car parking within the curtilage of the site shall be submitted for the approval of the Local Planning Authority. The submitted scheme shall make adequate provision for parking for all elements of the proposed development and shall be implemented in such a way that each element of the development is adequately provided with car parking areas before the buildings are first occupied. Those car parking areas which are subsequently approved and constructed shall be retained thereafter.
- 13 Notwithstanding the details shown on the Indicative plan or set out on the forms submitted with the application the development hereby permitted shall not include a 'drive-through' fast food facility.
- 14 The nett floor area of the proposed retail store shall be limited in the following proportions:- Not less than 69% of the nett retail floor area shall be used for the sale of furniture, fitted kitchens, floor coverings and other bulky goods. Not more than 31% of the nett retail floor area shall be used for the sale of housewares and other small items.

- Resubmitted  
by D 32330

Continued



The reasons for the conditions are :

- 01 Required to be Imposed pursuant to section 92 of the Town and Country Planning Act 1990.
- 02 The application is expressed to be an outline application under the provisions of Article 7 of the Town and Country Planning General Development Orders (1988) and no particulars have been submitted with respect to the matters reserved in this permission.
- 03 For the avoidance of doubt.
- 04 The development site may be subject to landfill gas migration and precautionary measures are required at this stage to protect against possible hazard.
- 05 In order to safeguard the amenities of the area and to prevent nuisance arising.
- 06 In the interests of highway safety and to safeguard the amenity of local residents.
- 07 In the interests of highway safety and to safeguard the amenity of local residents.
- 08 In order to protect the amenity of the residents of nearby houses.
- 09 In order to protect the amenity of the residents of nearby houses.
- 10 In the interests of safety and to ensure continuity of supplies.
- 11 In order to ensure that there is no flooding as a result of such works and to maintain the ecological balance of the brook.
- 12 In order to ensure that there is adequate provision for vehicles to be parked clear of the highway in the interests of road safety and amenity and to prevent obstruction.
- 13 In order to prevent congestion of the highway system and in the interests of amenity.
- 14 In order to ensure that the proposed development has a minimal impact on the vitality and viability of existing town centres in the Borough.

Date of decision 20th April 1995

Signed ..... *K. Smith* .....  
On behalf of the Council

- IMPORTANT
1. PLEASE ENSURE THAT YOU HAVE READ AND FULLY UNDERSTOOD THE CONTENTS OF THIS DECISION NOTICE.
  2. YOUR ATTENTION IS DRAWN TO THE ATTACHED NOTES.

**Appendix 3**  
**Site Layout Plan**



THIS DRAWING IS PROTECTED BY COPYRIGHT AND MUST NOT BE COPIED OR REPRODUCED WITHOUT THE WRITTEN CONSENT OF THE PARTNERSHIP LIMITED. NO DIMENSIONS ARE TO BE SCALED FROM THIS DRAWING. ALL DIMENSIONS AND SIZES TO BE CHECKED ON SITE. NORTH POINTS SHOWN ARE INDICATIVE.

**SITE SPECIFIC HAZARDS**

IN ACCORDANCE WITH THE REQUIREMENTS OF THE COM REGULATIONS AND THE FOLLOWING SIGNIFICANT RESIDUAL HAZARDS HAVE NOT BEEN DESIGNATED OUT OF THIS PROJECT AND MUST BE TAKEN INTO CONSIDERATION BY CONTRACTORS PLANNING TO UNDERTAKE THE WORKS SHOWN ON THIS DRAWING.

**SITE APPLICATION BOUNDARY**  
4.184 HECTARES / 41,836 SQM

**INDICATIVE PLANTING**

Schedule of Car Parking within the SITE BOUNDARY	
	TOTAL
STAFF	15
CUSTOMERS (incl. vans and 20 disabled 10 parent and child)	407
<b>GRAND TOTAL</b>	<b>422</b>
CYCLE SPACES	24
MOTOR CYCLE	13
<b>TOTAL CAR PARKING (inc. disabled and staff)</b>	<b>712</b>

Schedule of Existing Car Parking within the remaining OWNERSHIP BOUNDARY	
	TOTAL
STAFF	30
CUSTOMERS (incl. 23 disabled)	260
<b>GRAND TOTAL</b>	<b>290</b>
CYCLE SPACES	6
MOTOR CYCLE	00

Schedule of Accommodation GIA - GEA (Sqm)		
UNIT	GIA Sqm	GEA Sqm
A	2,333	2,425
Garden Centre	430	438
B	1,980	2,028
C	2,455	2,528
D	330.5	345
E	330.5	363
SHARED AREA-1	68	76
SHARED AREA-2	60	67
F	304	333
G	622.5	704
H	170	204
I	-	435

Schedule of Accommodation Sqm - Sqft					
UNIT	Area (sqm)			TOTAL	Area (sqft)
	Ground	First	Second		
Floor	2,333				25,112
A	2,333				
Garden Centre	430				4,628
B	1,980				21,312
C	2,455				26,425
D	330.5				3,557
E	330.5				3,557
SHARED AREA-1	68				732
SHARED AREA-2	60				646
F	304				3,272
G	622.5	622.5		1,867.5	20,102
H	170				1,830
I	435				4,682
<b>TOTAL</b>	<b>9,518.5</b>	<b>622.5</b>	<b>622.5</b>		
<b>GRAND TOTAL</b>				<b>10,763.5</b>	<b>115,855</b>

- S 26.10.16 - Kerb line amended to match trading requirements from WYG Transport. Minor amendments on Schedule of parking within the Site Boundary. Schedule added to Unit F. CF
- R 20.10.16 - Bbox shelter between Unit F and G relocated. CF
- O 18.10.16 - Minor amendments on KFC - Unit F - as per client request. CF
- P 17.10.16 - KFC - Unit F - amended as per client request. Schedule of accommodation revised. CF
- O 08.10.16 - Planting issues. CF
- N 03.10.16 - Unit A amended, Site Boundary Area amended, Parking count amended. CF
- M 18.08.16 - Schedule of Accommodation GIA and GEA added, Schedule of Accommodation Sqm and Sqft amended. CF

REV. DATE NOTES INT.

CLIENT / PROJECT  
**AIG HOLDINGS LTD**  
**SANDBROOK PARK**  
**ROCHDALE OL11 1RY**

DRAWING TITLE  
**PROPOSED**  
**SITE PLAN**

STATUS  
**PLANNING ISSUE**

DATE  
**01.08.16**

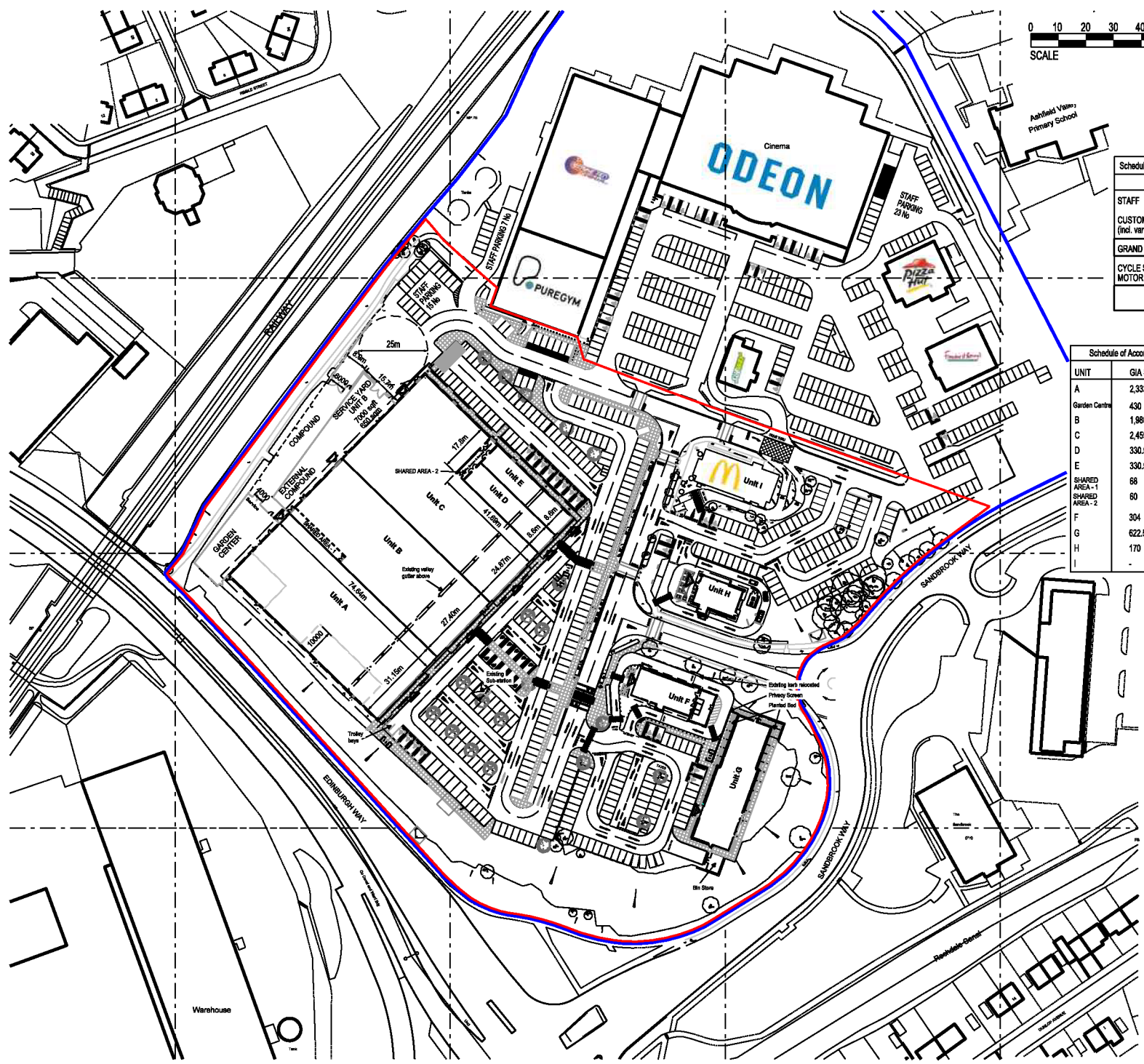
DRAWN BY  
**ME**

SCALE @ A3 / A4  
**1:1000 / 1/414**

PROJECT NUMBER	UNIT / PROJECT	CI / IBS CODE	TYPE & NUMBER	REVISION LETTER
9973	L	110	S	

THE RATCLIFFE GROVES PARTNERSHIP  
 LONDON  
 19 BEDFORD ROW  
 LONDON WC1R 4EJ  
 T. 020 7863 8888 E. london@rgrp.co.uk  
 www.rgrp.co.uk

MANCHESTER  
 105 MANCHESTER ROAD  
 BURY LANCASHIRE BL9 0TD  
 T. 0161 787 8000 E. manchester@rgrp.co.uk



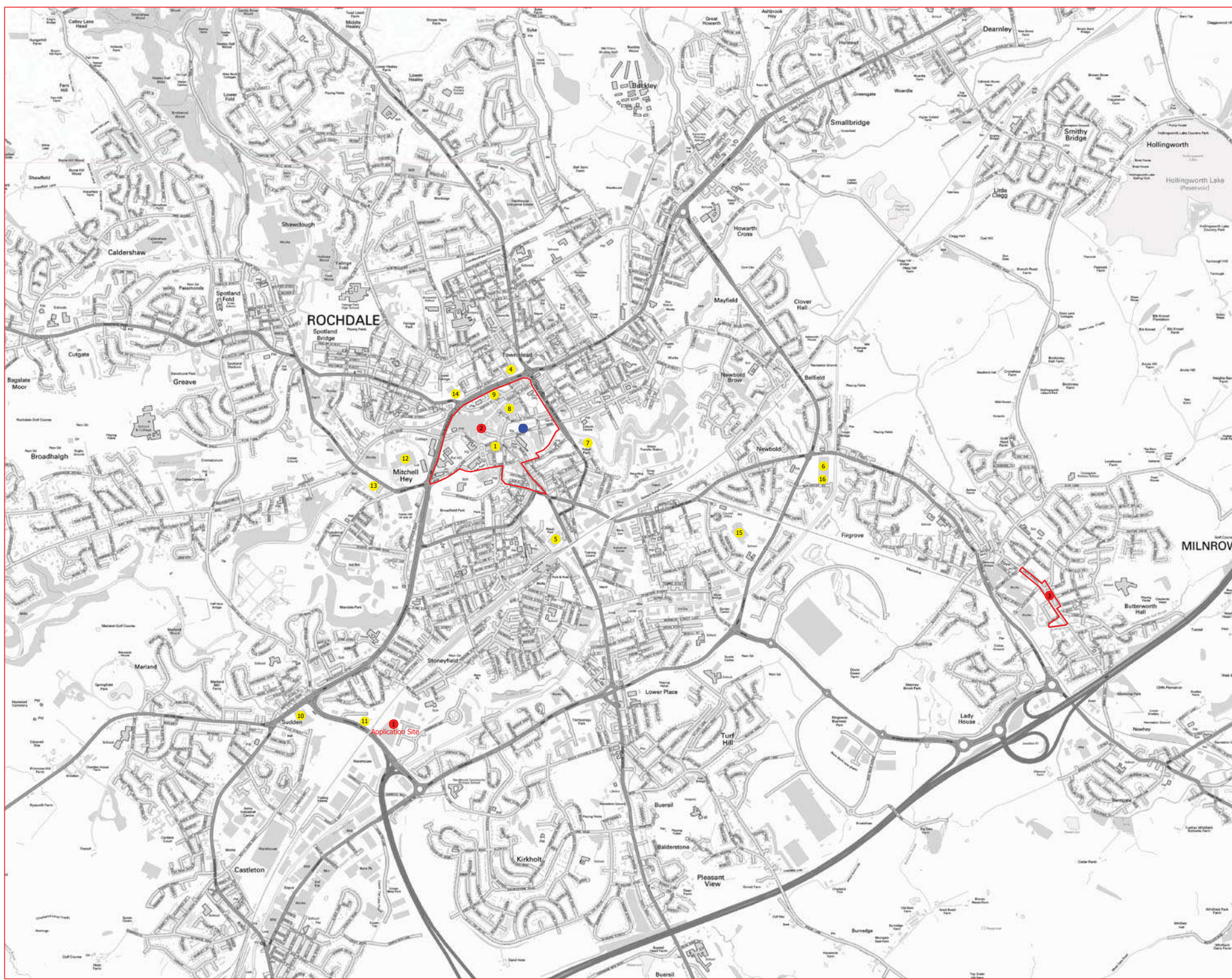
2016/08/16 14:22:18 1:1000 1/414 9973 L 110 S  
 2016/08/16 14:22:18 1:1000 1/414 9973 L 110 S

# **Appendix 4**

## **Context Plan**

**LEGEND**

- 1 Application Site
  - 2 Rochdale Town Centre
  - 3 Milnrow District Centre
  - 4 Town Centre East (Proposed)
- Major Retail Parks:
- 4 Whitworth Road Retail Park
  - 5 Central Retail Park
  - 6 Kingsway Retail Park
  - 7 The Point Retail Park
- Major Shopping centres:
- 8 The Wheatsheaf, Rochdale
  - 9 Rochdale Exchange
- Major Supermarkets
- 10 Tesco, Silk St, Rochdale
  - 11 Aldi, Edinburg Way, Rochdale
  - 12 Asda, The Old Cricket Ground, Rochdale
  - 13 Aldi, Mellor St, Rochdale OL12 6XD
  - 14 Lidl, Spottland Rd, Rochdale
  - 15 Morrisons, 285 Kingsway, Rochdale
  - 16 Asda, Unit 2, Kingsway Retail Park, Wallhead Rd, Rochdale



Project  
**Sandbrook Retail & Leisure Park**  
 Rochdale  
 Drawing Title  
**Retail Context Plan**

Date 10.10.16	Scale 1:10,000 @A1	Drawn by CS	Check by KH
Project No 26235	Drawing No SK P001	Revision	





**Appendix 5**  
**Rochdale Centre Health Check**

# ROCHDALE TOWN CENTRE HEALTH CHECK AUDIT

## Introduction

1.1 This Appendix sets out our assessment of the vitality and viability, or health, of Rochdale Town Centre. This is based on visit undertaken in August 2016 and assesses the health of the Centre against the established key indicators within Planning Practice Guidance, namely:

- Diversity of uses;
- Proportion of vacant street level property;
- Commercial yields on non-domestic property;
- Customers' views and behaviour;
- Retailer representation and intentions to change representation;
- Commercial rents;
- Pedestrian flows;
- Accessibility;
- Perception of safety and occurrence of crime; and
- State of the town centre environmental quality.

## Background

1.2 Rochdale Town Centre is located approximately 9km north-west of Oldham and 16km north-east of Manchester. Road access is primarily via the M62 and M66 motorways.

1.3 The Town Centre is focussed around the south east-north west pedestrianised route of Yorkshire Street which provides pedestrian access to the shopping centres. The Town Centre includes a mixture of historic shopping environments, from small shop units in cobbled alleys to more modern covered shopping centres such as the Rochdale Exchange and the Wheatsheaf (formerly a woollen mill and iron foundry). Marks and Spencer is located in a central position on Yorkshire Street and effectively operates as the main anchor store.

## Diversity of Uses

1.4 The most recent Goad survey was undertaken in January 2016 and is summarised in **Table 1** below. It should be noted that the Goad survey area extends beyond the defined Primary Shopping Area and Secondary Shopping Area set out in the Rochdale UDP.

1.5 The Goad survey area primarily falls within the defined Rochdale Town Centre Boundary, with the exception of Whitworth Road, east of the Whitworth Road Retail Park which is occupied by Dunelm Mill and Carpet Right which are also outside of the Town Centre Boundary.

**Table 1 – Diversity of Uses January 2016**

<b>Retail Sector</b>	<b>No. of Units</b>	<b>%</b>	<b>National Average (%)</b>	<b>Floorspace (sqm)</b>	<b>%</b>	<b>National Average (%)</b>
Convenience	26	8.18	9.31	4,264	5.92	18.36
Comparison	133	41.82	39.58	40,998	56.91	44.91
Service	87	27.36	37.76	13,443	18.66	25.54
Vacant	66	20.75	12.16	11,548	16.03	10.21
Miscellaneous	6	1.89	1.19	1,784	2.48	0.98
<b>Total</b>	<b>318</b>	<b>100</b>	<b>100</b>	<b>72,037</b>	<b>100</b>	<b>100</b>

Source: Experian Goad (January 2016). May not cast due to rounding.

1.6 We have undertaken a survey of the Town Centre in August 2016. An overview of the diversity of uses between January and August 2016 is set out in Table 2 below.

**Table 2 – Diversity of Uses August 2016**

<b>Retail Sector</b>	<b>January 2016</b>		<b>August 2016</b>		<b>National Average (%)</b>
	<b>No. of Units</b>	<b>%</b>	<b>No. of Units</b>	<b>%</b>	
Convenience	26	8.18	25	7.86	18.36
Comparison	133	41.82	131	41.19	44.91
Service	87	27.36	79	24.84	25.54
Vacant	66	20.75	78	24.53	10.21
Miscellaneous	6	1.89	5	1.57	0.98
<b>Total</b>	<b>318</b>	<b>100</b>	<b>318</b>	<b>100</b>	<b>100</b>

Source: Experian Goad (January 2016) and Barton Willmore (August 2016). May not cast due to rounding.

- 1.7 The proportion of convenience goods units remains well below the national average, whilst the proportion of convenience goods floorspace is significantly less than the average in January 2016. There is one less convenience store in the Town Centre since the Goad Update was undertaken in January 2016. This relates to a small convenience store on Oldham Road (Euro Meats).
- 1.8 There is a reduction in two comparison units within the Town Centre at the time of the Centre visit in August 2016. This remains generally in line with the national average.
- 1.9 It is noted, that one unit has been amalgamated in the Centre. At the time of the GOAD Update in January 2016, 44 Yorkshire Street was under construction and has now been amalgamated with the adjacent Pound World at 46 Yorkshire Street. In addition, one unit within the Rochdale Exchange that was previously vacant has been occupied by a menswear store. The most significant change in comparison floorspace is the departure of Beales Department store which occupied a large unit over three floors within the Rochdale Exchange.
- 1.10 The number of services has reduced by one since the Goad Update in January 2016. This remains generally in line with the national average.
- 1.11 The Goad Report provides a further breakdown of comparison retail categories and illustrates that the Town Centre is in line with the national average representation (number of outlets and floorspace) in higher order categories such as clothing, cosmetics and jewellery. The bulky categories (e.g. furniture, carpets, DIY, hardware and household goods) had a higher representation than the national average however these were found to be small independent units. National operators remain in out-of-centre locations due to the requirement for larger footplates and adjacent car parking not available in the Town Centre.
- 1.12 The proportion of miscellaneous units and floorspace (e.g. Post Offices, employment / careers units) is slightly above the national average.
- 1.13 The proportion of vacant units and floorspace is above the national average. These mainly comprise small units. The number of vacant units has increased from the January 2016 survey when compared with the later Centre visit in August 2016.

### **Proportion of Vacant Street Level Property**

- 1.14 The Goad Centre Report (January 2016) identifies 66 vacancies in Rochdale which at 20.75% is above the national average of 10.21%. During the site visit in August 2016, the number of vacancies had increased to 24.53% (78 units). The vacancies comprise smaller units and are

generally dispersed on the outskirts of the Centre on Drake Street and upper Yorkshire Street. Beales Department Store has vacated the Rochdale Exchange Shopping Centre since the Goad survey and the unit remains vacant on all three floors.

### **Retail and Leisure Representation**

- 1.15 Rochdale Town Centre is considered to contain an adequate range of national multiple retailers. Boots, Clarks, River Island and Superdrug are all located within the Rochdale Exchange Shopping Centre. We are unaware of any trampolining parks within Rochdale Town Centre.

### **Commercial Yields**

- 1.16 There is no recent published yield data relating to the Town Centre.

### **Pedestrian Flows**

- 1.17 We have not undertaken a bespoke footfall survey as part of this assessment. However, our own observations, having visited the centre in August 2016, identified the area of Yorkshire Street as having the highest footfall perhaps due to the pedestrian linkages to both Shopping Centres. This was followed by areas around Smith Street close to the Rochdale Interchange. The next most popular areas were Packers Street which is located adjacent to the Town Hall. The Wheatsheaf Centre had low footfall perhaps due to the limited number of national occupiers.

### **Accessibility**

- 1.18 The Town Centre is primarily accessed from outside of the town via the A58 (St Mary's Gate) which has connections to the M62 and M56 motorways. Rochdale Railway Station is located south of the Town Centre.
- 1.19 The Town Centre is served by numerous bus and tram routes, with the Rochdale Interchange situated within the Town Centre on Smith Street.
- 1.20 The Town Centre contains a number of car parks including a multi-storey car park at the Rochdale Exchange. Other surface level car parks are spread throughout the Centre.

### **Customer Views and Behaviour**

- 1.21 A customer survey of the Centre has not been undertaken as part of this assessment.

### **Perception of Safety and Occurrence of Crime**

- 1.22 There was no police presence at the time of our visit however, we are aware from the [www.police.uk](http://www.police.uk) website that a number of crimes have taken place in July 2016 in some parts of the Centre, the most prevalent being violent / sexual offences and anti-social behaviour on Packers Street where there are a number of bars and night clubs. Shoplifting and anti-social behaviour was report within both Shopping Centres and on Yorkshire Street.

### **State of Town Centre Environmental Quality**

- 1.23 The Town Centre provides an attractive environment containing a mixture of historic buildings and modern architecture. It is considered to be generally of a good quality throughout. The development of the Rochdale Interchange and Library has incorporated public realm improvements adding to the sense of place.
- 1.24 Pedestrianised areas are well defined and the street furniture is primarily of a contemporary style, for example street benches. There is a lack of planting within the Town Centre beyond Yorkshire Street, although this may be a result of the narrow cobbled streets which restricts the available space.
- 1.25 The Centre contains two covered shopping centres. The Rochdale Exchange Shopping Centre is located to the south of Yorkshire Street while the Wheatsheaf occupies a more central position on Yorkshire Street.
- 1.26 The Rochdale Exchange is more modern in appearance and facilities and is therefore occupied by more national retailers. The Wheatsheaf however is tired and dated and appears to have had only limited investment since opening in 1990. A number of the units are vacant albeit New Look and Argos are located at first floor, with no direct access from the street.
- 1.27 There is also a street market located at Smith Street which attracts footfall but was closing at the time of the site visit.

### **Conclusion**

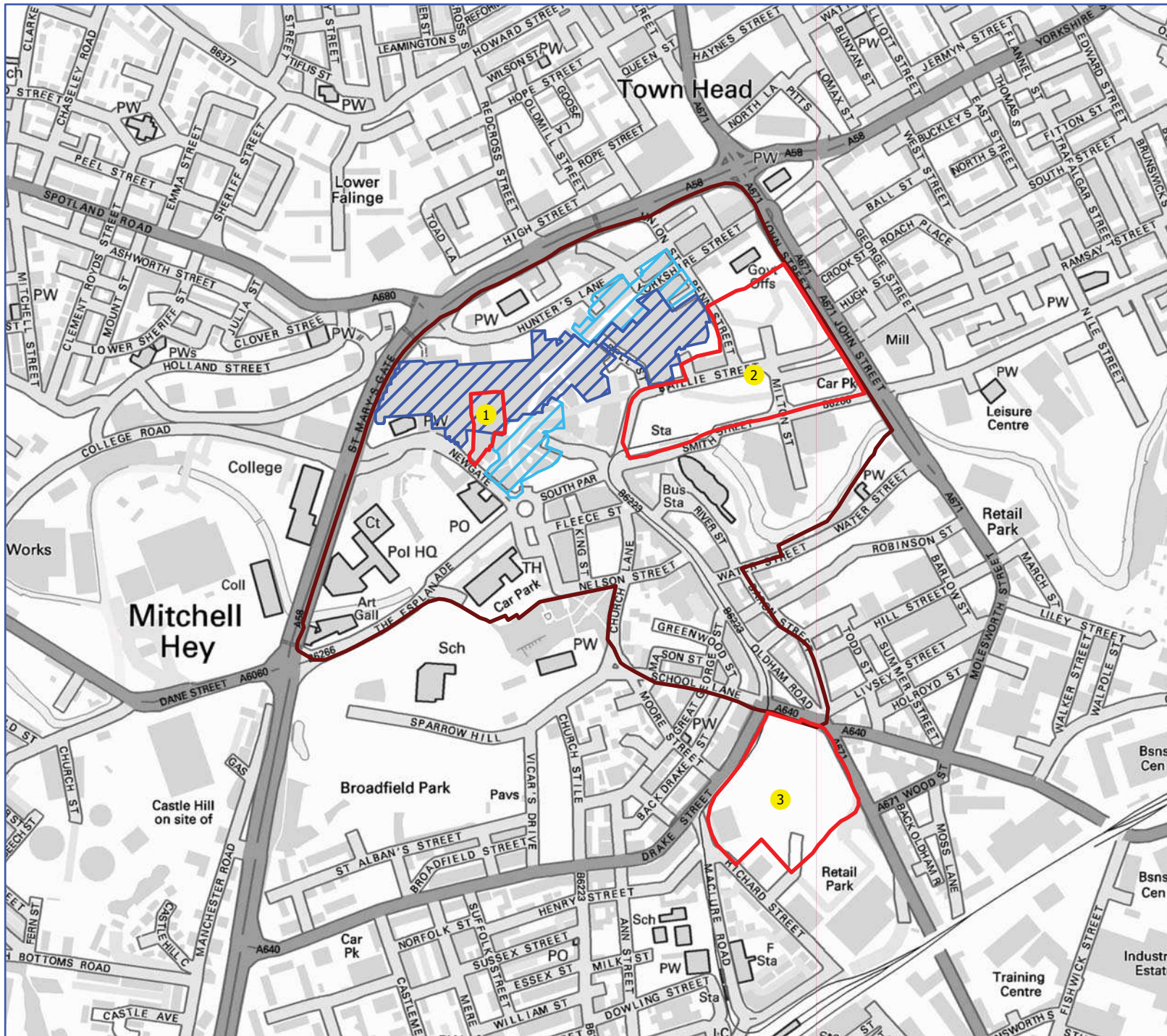
- 1.28 The Town Centre remains popular in meeting the needs of its resident population as well as its wider hinterland.
- 1.29 The Centre does perform poorly against certain healthcheck indicators. This includes higher than average level of vacancies although this has to be viewed in the context that the majority

of vacancies being small units and in peripheral areas or specific locations where investment is planned.

- 1.30 The comparison offer of the Centre is strong in the higher order clothing, footwear and variety sectors. The furniture, carpets, textiles and DIY sectors is higher than the national average but mainly comprise of independent local businesses as opposed to national operators. This is likely to be due to the limited scale of the units within the Town Centre.
- 1.31 The Centre contains some of the top national multiple retailers but most are located within shopping centres where a suitably configured unit can accommodate their requirements.
- 1.32 We are unaware of any trampolining parks within Rochdale Town Centre.
- 1.33 Rochdale Town Centre is on balance considered to be a vital and viable centre which has seen town centre investment and improvements since the Goad update in January 2016.

**Appendix 6**  
**Sequential Sites Plan**





The scaling of this drawing cannot be assured  
 Revision \_\_\_\_\_ Date \_\_\_\_\_ Dwn \_\_\_\_\_ Ckd \_\_\_\_\_



**LEGEND**

-  Rochdale Town Centre Boundary
-  Rochdale Primary Shopping Area
-  Rochdale Secondary Shopping Area
-  Sequential Sites
  1. Beales Department Store
  2. Town Centre East
  3. Central Retail Park

Project  
**Sandbrook Retail and Leisure Park, Richdale**  
 Drawing Title  
**Sequential Sites Plan**

Date	Scale	Drawn by	Check by
19.10.2016	1:5,000 @A3	ML	KH
Project No	Drawing No	Revision	
26235	R001	-	



Planning • Master Planning & Urban Design  
 Architecture • Landscape Planning & Design • Project Services  
 Environmental & Sustainability Assessment • Graphic Design

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# **Appendix 7**

## **Sequential Site Assessment**

## 1. Former Beales Department Store, Rochdale Town Centre

Details	
Name:	Former Beales Department Store
Site Area:	Approximately 3,330 sqm (across three floors).
Location:	Former Beales Department Store, Rochdale Exchange Shopping Centre.
Description:	The Department Store is located over three floors within the Rochdale Exchange Shopping Centre. The store closed in August 2016 and is currently not being marketed.
	
Constraints:	
Adjacent Uses:	The surrounding area comprises Town Centre Uses.
Planning Policy:	The site falls within the Primary Shopping Area.
Access:	The site is accessible by a range of transport modes due to the Town Centre location.
Availability:	
While the unit is vacant, we did not observe any marketing information at the time of our site visit. Research online and on other industry software confirms that the unit is not currently being marketed. It is therefore not considered to be available.	
Suitability:	
At 3,330 sqm gross, the former Beales department store is too small for the proposed development in its entirety. The unit comprises only 32% of the floorspace required for the Proposed Development. It is therefore unsuitable even when applying flexibility. The site would not be suitable for bulky goods retailers, hotel or drive-thru facilities.	

## Sandbrook Retail & Leisure Park, Rochdale – Sequential Assessment

This would also comprise the ability to deliver the approved scheme.

The unit is situated away from direct surface-level car parking. This would prevent direct access for customers and staff to move bulky goods from the store to their vehicles.


### **Viability:**

For the reasons outlined under the 'Suitability' section above, there is no viable basis for the proposed uses to operate a store from the vacant unit.

### **Conclusion:**

The site is not available. It is unsuitable and unviable for the operation required by the proposed uses, even allowing for a degree of flexibility. The Site is therefore not sequentially preferable.

## 2. Town Centre East (Pre-Submission)

Details:	
Name:	Town Centre East
Site Area:	Approximately 5.1ha.
Location:	Land Bounded by Smith Street, Constantine Street, Bell Street, Baillie Street, Penn Street and John Street, Rochdale.
Description:	<p>Genr8 Developments LLP is proposing a further element of the Rochdale Town Centre regeneration with a new retail and leisure quarter expected to provide approximately 18,580 sqm of commercial floorspace including retail and leisure.</p> <p>At the time of writing, a Planning Application had not been submitted for this development.</p>
	
Image: <a href="http://www.rochdaletowncentre.com">www.rochdaletowncentre.com</a>	
Adjacent Uses:	There are various retail and service units within the adjacent Town Centre streets.
Planning Policy:	The site forms part of the UDP allocation R/4(e) (Riverside Area of Opportunity, Rochdale) which promotes a comprehensive mixed use redevelopment within Rochdale Town Centre. The site is also referenced in the emerging Core Strategy as a strategic development where comparison retail development will be delivered.
Access:	Given the site's Town Centre location, it is very accessible by a range of transport modes.

## Sandbrook Retail & Leisure Park, Rochdale – Sequential Assessment

### Availability:

Whilst the landownership position is likely to be fragmented, the Site has been identified for comprehensive redevelopment with public consultation in February 2015. As detailed in the Planning and Retail Statement, a Screening Assessment for the scheme was submitted in May 2016. While a decision has not yet been made, the developer (Genr8) has confirmed that the Hybrid Planning Application will be submitted by the end of 2016. Given the stated intention to submit the Application, it is considered that the site is unavailable.

### Suitability:

The developer has confirmed occupier commitments from Marks & Spencer, Next and Reel Cinema. Named operators have not been provided for the remaining floorspace – 11,613 sqm of additional retail accommodation and 2,787 sqm of leisure / café / restaurant space. The plans submitted with the Screening Opinion indicate however that these are small units in a Town Centre format.

The site would not be suitable for bulky goods retailers, a hotel or drive-thru units. Such units would undermine the purpose of the emerging scheme.

### Viability:

Given the type of redevelopment scheme envisaged, we do not believe the site would be viable for the application proposals.

### Conclusion:

The Site is considered to be largely unavailable for the Proposed Development and is also unsuitable and unviable. The Site is therefore not sequentially preferable.

### **3. Land Adjacent to Central Retail Park (Pre-Submission)**

<b>Details:</b>	
Name:	Land Adjacent to Central Retail Park
Site Area:	2.4ha
Location:	The site is bound by Oldham Road to the east, Drake Street to the north west, Milnrow Road to the north, and Richard Street to the south west.
Description:	The site constitutes levelled / vacant land which is adjacent to an existing Retail Park which contains national retailers including Poundstretcher and Matalan.



<b>Constraints:</b>	
Adjacent Uses:	The Retail Park to the south contains of commercial, retail and service units.
Planning Policy:	The site is out-of-centre.
Access:	The site is accessible by a range of transport modes.

<b>Availability:</b>	
<p>In February 2007, Planning Permission was granted for the demolition of the existing retail units and erection of eight non-food retail units and subdivision of Unit 1 (Matalan) to form three non-food retail units (RMBC Ref: 05/D46099). The Permission appears to have been part implemented as the site has been cleared and Unit 1 has now been subdivided and occupied by Matalan, Argos and Halfords.</p> <p>The eight non-food retail units range from approximately 700 sqm to 1860 sqm and are currently being marketed. No operators have been confirmed. RMBC are considering options to build a ring road to provide better access to Rochdale Town Centre. One option is for the road to be built through the centre of Central Retail Park which would compromise the development. The developer has prepared a petition against RMBC's proposals. The future of the expanded retail area is therefore uncertain due to the potential impact of required highway improvements. As such, it is considered that the site is unavailable.</p>	

## Sandbrook Retail & Leisure Park, Rochdale – Sequential Assessment

### **Suitability:**

The site is not sequentially preferable to the Application Site. In any event, the Site (2.4ha) is too small to accommodate the Proposed Development and the anticipated level of car parking required. Furthermore, if the scheme were to progress, it proposes approximately 6,968 sqm of floorspace amounting to only 67% of the floorspace required for the Proposed Development. It is therefore unsuitable even when applying flexibility.

### **Viability:**

For the reasons outlined under the 'Suitability' section above, there is no viable basis for the proposed uses to operate from the land adjacent to Central Retail Park.

### **Conclusion:**

The Site is considered to be unavailable for the Proposed Development due to the uncertainty of the proposals and RMBC's plans for the ring road. The site is also unsuitable and unviable. The Site is therefore not sequentially preferable.