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WALSINGHAM PLANNING

SPECIALIST PLANNING & DEVELOPMENT CONSULTANTS

Sequential Assessment

Former George and Dragon, 162 Bath
Road, Reading, RG30 2HA

On behalf of Greene King Commercial Investments
Ltd

MARCH 2023

Walsingham Planning

Brandon House

King Street

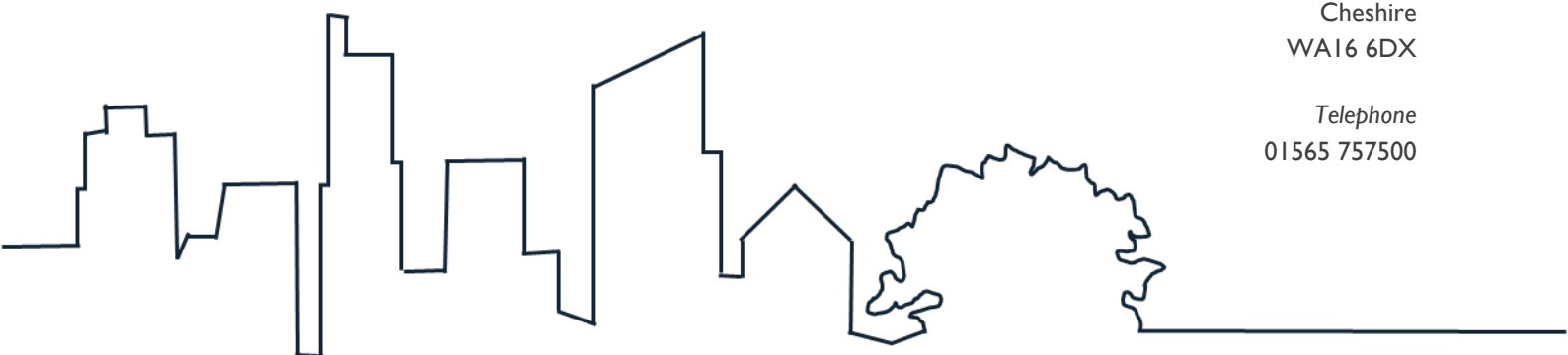
Knutsford

Cheshire

WA16 6DX

Telephone

01565 757500



knutsford@walsingplan.co.uk
www.walsinghamplanning.co.uk

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I INTRODUCTION

I.1 This Sequential Assessment has been prepared by Walsingham Planning on behalf of Greene King Commercial Investment Ltd, to support a planning application in relation to the former George and Dragon amenity pub / restaurant at 162 Bath Road, Reading.

I.2 The application seeks full planning permission for:

“Demolition of existing pub / restaurant and the erection of 1 no. drive thru retail / bakery unit (Class E), including erection of supporting structures, together with alterations to means of access, car parking, landscaping and associated works.”

I.3 The retail / bakery unit will be occupied by Greggs, which is seeking to expand its business by opening a series of Drive Thru units nationwide.

I.4 National policy requires local authorities to apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. The proposal is a main town centre use, and the application site is out-of-centre and is not allocated for the proposed use in the Development Plan. Accordingly, this report provides an assessment of sequentially preferable sites in response to the sequential test.

I.5 This Sequential Assessment should be read in conjunction with the suite of plans and documents submitted with the planning application, which provide further detail on the application scheme.

I.6 This report is structured as follows:

- **Section 2** provides a description of the site and its surroundings;
- **Section 3** sets out the proposed development;
- **Section 4** considers the relevant planning policies and guidance;
- **Section 5** sets out the methodology for the Sequential Assessment and confirms Greggs' operational and market requirements; and
- **Section 6** provides an assessment of sequentially preferable sites.

1.7 **Section 7** provides our conclusions in relation to the sequential test, which can be summarised as follows:

- There are no sequentially preferable sites that are available, suitable and viable for the proposed development, even when applying flexibility in regard to scale;
- The proposal will provide a food-on-the-go offer for the benefit of passing road users on Bath Road; and
- The proposal will bring a vacant site back into active economic use in a prominent and accessible location.

1.8 The Assessment concludes that the planning application satisfies the requirements of the sequential test in accordance with the Development Plan and national planning policy.

2 SITE AND SURROUNDINGS

- 2.1 The site extends to approximately 0.25 Ha and accommodates the George and Dragon amenity pub / restaurant, which has been closed since March 2020. The premises closed since the business was unsustainable and unviable as a result of poor trading which occurred over many years.
- 2.2 The amenity pub / restaurant building is part single-storey and part two-storey, and fronts onto Bath Road (A4). There is a beer garden directly to the west of the vacant building, and a car park to the north and west. The car park provides parking for around 31 cars, with one disabled parking space.
- 2.3 Vehicular access to the site is taken from one access point, at the south-western corner of the plot. The access is served by a right-turn lane.
- 2.4 Immediately surrounding the site, there are residential properties to the north, east, south (on the opposite side of Bath Road) and west (on the opposite side of Morlands A venue).
- 2.5 Approximately 200m to the west of the site, on Bath Road, are Lidl and Aldi food stores. A petrol filling station and a car dealership are located 100m to the east, and to the north of Morlands Avenue is an extensive school campus with grounds and sports facilities (Prospect School).
- 2.6 The site is around 3km to the south-west of Reading Town Centre, within the Southcote area. The site is relatively accessible by public transport, being served by a nearby west-bound bus stop on the opposite side of Bath Road, which provides regular services to Newbury. The east-bound bus stop is located around 100m to the east and provides services to Reading Town Centre. The pavement directly outside the site is very wide and is designed to accommodate both pedestrians and cyclists. On the opposite side of Bath Road, the highway has a dedicated bus lane and cycle lane.
- 2.7 The site has a lengthy history of planning applications and decisions. In addition to applications for advertisement consent, there are various planning permissions for alterations to the vacant premises dating back to the 1980s. There are, however, no applications of material relevance to the proposed scheme.

- 2.8 The site is out-of-centre in planning policy terms, with the nearest designated centres being Coronation Square Local Centre (around 800m from the site) and Meadway District Centre (around 900m to the north). Coronation Square Local Centre is laid out around a playing field and offers a clinic, children's centre, community hub, a church and two shopping parades with residential accommodation above. Meadway District Centre comprises an Asda supermarket and a shopping precinct with residential apartments on the upper floors, alongside surface level car parking. Despite their respective distances from the application site, both Centres are reasonably well connected to the site.

3 DEVELOPMENT PROPOSALS

3.1 The application seeks full planning permission for:

“Demolition of existing pub / restaurant and the erection of 1 no. drive thru retail / bakery unit (Class E), including erection of supporting structures, together with alterations to means of access, car parking, landscaping and associated works”.

3.2 The redeveloped site will be occupied by Greggs who have been looking for a drive thru site in the area for some time. The scheme forms part of their current nationwide growth and drive thru expansion programme in response to customer demand for ‘food on the go’. The development will provide facilities for eating in, take-away and drive thru.

3.3 The redevelopment of the site for a drive thru Greggs unit will require the demolition of the existing vacant former pub/ restaurant building. As is set out elsewhere in this report and the accompanying Viability Study prepared by Savills, the building needs to be demolished as it has no viable alternative use.

3.4 In place of the existing premises, it is proposed to erect a new single-storey building. This will be positioned on part of the footprint of the existing building but will be set back from the Bath Road frontage. This is necessary in order to accommodate the drive thru lane and boundary planting.

3.5 The building, which is broadly rectangular in shape, will have a GEA of 211 sq.m and a GIA of 186 sq.m. It will comprise a traditional form, with a hipped roof covered with Eternit blue / black tiles and a height of 7 metres (to ridge) to provide a level of scale to Bath Road.

3.6 A 33 space car park to serve the premises is proposed to the west of the building. This will operate a one-way system around a central parking island and will comprise:

- Two disabled bays, located in close proximity to the entrance doors on the western side of the unit;
- Two waiting bays, sited just beyond the exit from the drive thru lane;
- 10 electric vehicle (EV) charging spaces, sited near the western site boundary, served by five electrical upstands;
- 19 standard car parking spaces; and

- Five Sheffield stands, providing parking for 10 bicycles.

- 3.7 The existing vehicular access to the site from Bath Road will be improved and widened as requested by the Highway Authority. A section of tactile paving on the public footpath will also be altered. In addition, the right-turn lane on Bath Road will be lengthened and 'Keep Clear' markings provided on the eastbound side of Bath Road to discourage any blocking of the site access.
- 3.8 Pedestrian access to the unit will be achieved by way of a new footpath link from Bath Road. The footpath will provide direct access to the customer entrance doors on the western side of the unit, via a crossing point over the drive thru lane.

GREGGS

- 3.9 Greggs is a strong and trusted brand which draws on its heritage in fresh bakery to compete successfully in the food-on-the-go market. It has more than 1,850 shops across the UK, serving millions of customers each week.
- 3.10 As on-the-go habitats change, Greggs has built its portfolio of shops to take the brand to where its customers want them to be. As a result, Greggs can be found in retail parks, shopping centres, industrial estates and on office parks. Greggs shops are also located where customers need them whilst travelling, with shops in travel hubs and at roadside locations with parking. It is within this context that the Company is rolling out its new drive thru concept, which is proposed at the application site.
- 3.11 Greggs have ambitious plans for the growth of their new drive thru concept. As is set out in the sequential assessment, these sites have different locational and site requirements to a traditional high street Greggs unit and require good visibility from the roadside, a good level of parking provision, a site of between 0.20 and 0.3 hectares, minimum traffic flows of 15,000 vehicles per day and sites on main arterial and community routes. The application site meets these requirements.

4 RELEVANT PLANNING POLICY

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts, the determination should be made in accordance with the plan, unless material considerations indicate otherwise.”

- 4.2 Any issue that relates to the use and development of land and buildings is capable of being a material planning consideration. This includes Government statements of planning policy.

- 4.3 The Development Plan for the site comprises the Reading Local Plan, which was adopted in November 2019.

GOVERNMENT GUIDANCE

NATIONAL PLANNING POLICY FRAMEWORK

- 4.4 The National Planning Policy Framework (NPPF) was updated in July 2021. It sets out the Government’s economic, environmental and social planning policies for England.

- 4.5 Paragraph 87 states:

“Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.”

- 4.6 Paragraph 88 states:

“When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored.”

- 4.7 According to Annex 2 of the NPPF, retail (including bakeries) and drive thru’s are defined as main town centre uses.

PLANNING PRACTICE GUIDANCE

4.8 Planning Practice Guidance (PPG) is regularly updated and should be read in conjunction with the NPPF. It provides further guidance on the application of the sequential test, and makes clear that the sequential approach requires a thorough assessment of the availability, suitability and viability of locations for main town centre uses.

4.9 Paragraph 011 of PPG addresses the application of the sequential test to decision-taking. It states that:

“The application of the test should be proportionate and appropriate for the given proposal.”

4.10 PPG goes on to provide a short checklist of matters to consider when determining whether a proposal complies with the sequential test. These are as follows:

- *“With due regard to the requirement to demonstrate flexibility, has the suitability of more central sites to accommodate the proposal been considered? Where the proposal would be located in an edge of centre or out of centre location, preference should be given to accessible sites that are well connected to the town centre. It is important to set out any associated reasoning clearly.*
- *Is there scope for flexibility in the format and/or scale of the proposal? It is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development being proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.”*

4.11 PPG also states:

“If there are no suitable sequentially preferable locations, the sequential test is passed.”

DEVELOPMENT PLAN

READING LOCAL PLAN

4.12 Policy RL1 sets out the hierarchy of centres in the Borough and confirms that the vitality and viability of the centres should be maintained and enhanced. The Policy notes that some centres (such as Coronation Square Local Centre) are based around a small area of green, and where this is an important part of the layout and function of the centre, it will be retained and where

possible enhanced. The Policy also notes that Meadway District Centre will be the main focus for intensification, change and additional community facilities.

- 4.13 Policy RL2 confirms that all development will comply with the relevant tests for retail, leisure and culture development, as set out in national policy.
- 4.14 Policy RL5 states that proposals which include more than 1,000 sq.m (gross) of new or additional floorspace for main town centre uses in an edge-of-centre or out-of-centre location should demonstrate that there will be no significant adverse impact on existing centres.
- 4.15 The proposed development will provide substantially less than 1,000 sq.m (gross) of new Class E floorspace (211 sq.m GEA), thus strongly indicating that it will have nowhere near a significant adverse impact on centre vitality and viability.
- 4.16 Policy WR3o relates to a site allocation at Meadway District Centre. The Policy promotes the redevelopment of the existing Centre to provide a new District Centre including a 3,700 sq.m – 4,600 sq.m net gain of retail and leisure space. Development should be as comprehensive as possible, and there will be no net loss of residential uses with a net gain of housing being provided where possible.

OTHER MATERIAL CONSIDERATIONS

MEADWAY CENTRE PLANNING BRIEF

- 4.17 The Council adopted its Planning Brief for Meadway District Centre in November 2013. The Brief sets out the broad principles that the full or partial redevelopment of the Centre should aim to comply with.

5 METHODOLOGY

- 5.1 Having regard to relevant planning policy and associated guidance, this section sets out the methodology for the Sequential Assessment.

RELEVANT DECISIONS

- 5.2 The interpretation of the sequential test has been clarified through various court and appeal decisions.
- 5.3 The Supreme Court Judgement of Tesco Stores Ltd v. Dundee City Council (2012) established that for a site to be considered 'suitable' for the purpose of the sequential test, it must meet the commercial requirements of the development. When considering alternative sites, the issue to be resolved is:

"...whether an alternative site is suitable for the proposed development, not whether the proposed development can be altered or reduced so that it can be made to fit an alternative site." (paragraph 29)

- 5.4 It is clear from the 2012 Judgement that whilst applicants should consider whether there is any scope to be flexible with regard to the format and scale of their proposals, they are not required to fundamentally alter or compromise their business model in order to fit an alternative site. The sequential test should be applied in a real-world context.
- 5.5 The Secretary of State for Communities and Local Government (SoS) reached a similar verdict in the call-in decision for the Rushden Lakes scheme (APP/G2815/V/12/2190175), which relates to a retail led mixed-use development in Northampton. The SoS identified the Dundee Judgment to be applicable to the NPPF, confirming that if a site is not suitable for the commercial requirements of the developer, then it is not a suitable site for the sequential approach.
- 5.6 The difficulties of applying flexibility to the unique format of a drive thru are discussed within the appeal case: Land at Treloggan Road, Newquay, Cornwall (PINS reference: APP/Q0830/A/05/1182303), which considered an out-of-centre proposal. The Inspector concluded:

"It is difficult to envisage how a developer could be flexible in respect of the format of a drive through restaurant. Unlike a conventional restaurant, which could relatively be easily

accommodated on any of the identified sites [identified by the Council], a drive-through, by definition, requires vehicular access and circulation through or around the building.”

- 5.7 A copy of the appeal decision is enclosed at **Appendix I**.

OPERATIONAL AND MARKET REQUIREMENTS

- 5.8 The approach to selecting sites that are available, suitable and viable requires a consideration of the operational and market requirements of Greggs.

- 5.9 The specific operational requirements that will determine whether a site or building is suitable and viable for the operations of the proposal are as follows:

- A freehold or leasehold site.
- A site with good roadside visibility.
- A site which is on a main arterial commuter route.
- Minimum traffic flow past the site of 15,000 vehicles per day.
- A site which is capable of providing a standalone unit measuring circa 186 sq.m GIA, with an associated drive thru lane.
- A site with dedicated or shared car parking provision, or which is capable of providing parking.
- A site with a minimum size of 0.2 – 0.3 Ha.
- A site with, or which is capable of providing, safe and suitable access for service vehicles.

SEARCH AREA

- 5.10 The proposal is intended to provide a food-on-the-go offer for the benefit of road users on Bath Road and will not function as a destination in its own right. It is therefore appropriate to consider sequentially preferable opportunities within a search area which is reasonably connected to and less than 1km from the site. This includes:

- Coronation Square Local Centre (around 800m from the site); and

- Meadway District Centre (around 900m to the north of the site).

5.11 Within the search area, there are no Development Plan allocations which promote the proposed use.

FLEXIBILITY

5.12 As the relevant decisions have identified, the sequential test should be applied in a real-world context and applicants should not be required to fundamentally alter or compromise their business model in order to fit an alternative site.

5.13 Nevertheless, in accordance with the requirements of the NPPF, sites which are capable of providing a standalone unit measuring 167 sq.m GIA (10% smaller than the proposed Greggs unit) with an associated drive thru lane have been considered. This represents significant flexibility and a unit below this size would be a departure from Greggs' business model.

SEARCH FOR SITES

5.14 Within the search area, we have undertaken a thorough search for sites in the following locations:

- Within and on the edge of the identified centres; and;
- Out-of-centre sites which are accessible and well connected to the centres.

5.15 Our search has included a review of the Development Plan, national online search engines (Zoopla, Rightmove and Prime Location) and a search of websites of local agents.

5.16 As we explain below, our survey has identified no available and suitable and viable sites for the proposed development.

6 SEQUENTIAL ASSESSMENT

6.1 Having regard to our methodology and the relevant planning policies and guidance, this section contains our assessment of sequentially preferable sites.

6.2 Proformas for the alternative sites identified are contained at **Appendix 2**.

CORONATION SQUARE LOCAL CENTRE

6.3 We have identified two sites at Coronation Square Local Centre.

6.4 **Site 1** is the site of the former Southcote Library at 234 Southcote Lane. This in-centre site is owned by the Council and has been vacant since 2018 following the library's relocation to the Community Hub at Coronation Square. The site extends to 0.17 Ha and is thus too small to accommodate the development proposed, even when applying flexibility. Southcote Lane is also a quiet residential road and would not provide a sufficient level of traffic flow past the site. The former Library site is not being marketed at present and for all of the above reasons, it is dismissed from our sequential site search due to it being unavailable and unsuitable.

6.5 **Site 2** is Coronation Square Playing Field. The Local Centre is laid out around the Playing Field, which forms part of a designated Green Link in the Development Plan. Whilst the site is large enough to accommodate the proposed development, it would not be exposed to enough traffic since Coronation Square is situated away from the main arterial routes. The site is also not being actively marketed and given its Development Plan designation, a proposal to develop the Playing Field would very likely be resisted by the Council. Site 2 is therefore dismissed from our sequential site search due to it being unavailable and highly unsuitable.

6.6 In summary, there are no alternative sites within or on the edge of Meadway District Centre which are available, suitable and viable for the proposed development.

MEADWAY DISTRICT CENTRE

6.7 We have identified two sites at Meadway District Centre.

6.8 **Site 3** is the Asda supermarket car park. The car park is privately owned and is large enough to accommodate the proposal. However, it is not being marketed and the proposal on the site would likely give rise to highway safety issues which would be entirely unsuitable. Site 3 also has no roadside visibility, and it would not be exposed to enough traffic to enable the

proposal to fulfil its intended purpose. For the above reasons, Site 3 is dismissed from our sequential site search.

- 6.9 **Site 4** is Meadway Shopping Precinct. The Precinct opened in 1967 and it comprises a number of ground floor commercial units with residential apartments on the upper floors, alongside surface level car parking.
- 6.10 According to our research, a total of three commercial units are being marketed to let at the Precinct at present. However, the marketed units are unsuitable for the proposal by virtue of their size, and there is no scope to provide a drive thru lane at any of them.
- 6.11 Subject to conditions and the completion of a S106 Agreement, the Council's Planning Committee resolved to grant outline planning permission for the comprehensive redevelopment of the Shopping Precinct in October 2021, to provide additional floorspace across Use Classes A1, A2, A3, A4, A5, D1 and D2, 258 new residential units, a new car park, landscaping and other works (LPA reference: 191496). The application indicates the owner's long-term intention to redevelop the site, and whilst it includes the provision of new and refurbished Class E floorspace, it does not propose a drive thru lane.
- 6.12 It is clear from reviewing the submitted Parameters Plans that the Precinct redevelopment would be unsuitable for Greggs' operational requirements. Specifically, the owner is seeking to deliver a multi-storey development across large blocks on the site, so there will be no scope to provide a small, detached retail / bakery unit with a drive thru lane. A large amount of built form is also envisaged along the majority of the site's frontage to Honey End Lane, thus removing any roadside visibility for the remainder of the site. Overall, the redevelopment scheme envisioned at the Precinct is totally unsuitable for the proposal.
- 6.13 Site 4 is dismissed from our sequential site search due to it being unavailable and highly unsuitable.
- 6.14 In summary, there are no alternative sites within or on the edge of Meadway District Centre which are available, suitable and viable for the development proposed.

OUT-OF-CENTRE SITES

- 6.15 Paragraph 88 of the NPPF explains that when considering edge-of-centre and out-of-centre proposals, preference should be given to accessible sites which are well connected to the town centre.

6.16 The application site is out-of-centre and our search for sites has identified no alternative out-of-centre sites which are more accessible and better connected to a designated centre. Indeed, the application site is:

- Located on Bath Road, which is a main arterial route connecting Reading Town Centre to Junction 12 of the M4. The site is ideally located for fulfilling the intended purpose of the proposed development, providing a food-on-the-go offer for road users.
- The site is served by a nearby west-bound bus stop on the opposite side of Bath Road, which provides regular services to Newbury. The east-bound bus stop is located around 100m to the east of the site and provides frequent services to Reading Town Centre.
- The pavement directly outside the site is very wide and is designed to accommodate both pedestrians and cyclists. On the opposite side of Bath Road, the highway has a dedicated bus lane and cycle lane.
- The site is reasonably well connected to the nearest designated centres. Coronation Square Local Centre is around 800m from the site, accessible via dedicated pavements. Meadway District Centre is around 900m in distance from the site via pavements and cycle lanes.

6.17 Having regard to the accessibility credentials of the site and its suitability for the operator (Greggs), there is no requirement to consider other out-of-centre sites. The application site is accessible and is reasonably well connected to the nearest designated centres.

SUMMARY

6.18 We have identified no sequentially preferable sites which are suitable and available and viable for the proposed development, even when allowing for flexibility in regard to the scale of the proposed unit.

6.19 Our findings are summarised in **Table I** below:

No.	Site	Location	Available	Suitable	Viable
1.	Former Southcote Library	Coronation Square Local Centre (In-Centre)	X	X	X
2.	Coronation Square Playing Field	Coronation Square Local Centre (In-Centre)	X	X	X
3.	Asda Supermarket Car Park	Meadway District Centre (In-Centre)	X	X	X
4.	Meadway Shopping Precinct	Meadway District Centre (In-Centre)	✓	X	X

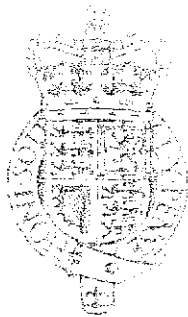
Table I

7 CONCLUSION

- 7.1 This Sequential Assessment has been prepared to support a planning application in relation to the former George and Dragon amenity pub / restaurant at 162 Bath Road, Reading.
- 7.2 The application seeks full planning permission for:
- “Demolition of existing pub / restaurant and the erection of 1 no. drive thru retail / bakery unit (Class E), including erection of supporting structures, together with alterations to means of access, car parking, landscaping and associated works”.*
- 7.3 The retail / bakery unit will be occupied by Greggs.
- 7.4 Within this report, we have identified that there are no sequentially preferable sites which are suitable and available and viable for the proposed development, even when allowing for flexibility in regard to the scale of the proposal. The planning application should thus be considered to satisfy the sequential test in accordance with Policy RL2 of the Reading Local Plan and the NPPF.
- 7.5 In addition, it has been demonstrated that the proposal will bring a vacant brownfield site back into active economic use. The site is in a prominent and accessible location on a main arterial route, meaning that the proposal will be suitably located for providing food-on-the-go for the benefit of passing road users.

APPENDIX I

**APPEAL DECISION FOR LAND AT TRELOGGAN ROAD, NEWQUAY,
CORNWALL (PINS REFERENCE: APP/Q0830/A/05/1182303)**



Appeal Decision

Inquiry held and site visit made on 15 November 2005

by **Chris Anscombe** BTP DMS MRTPI

an Inspector appointed by the First Secretary of State

The Planning Inspectorate
4/09 Kite Wing
Temple Quay House
2 The Square
Temple Quay
Bristol BS1 6PN
☎ 0117 372 6372
e-mail: enquiries@planning-inspectorate.gsi.gov.uk

Date

23 NOV 2005

Appeal Ref: APP/Q0830/A/05/1182303

Land at Treloggan Road, Lane, Newquay TR8 4QB

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
- The appeal is made by Kingsley Developers Limited against the decision of Restormel Borough Council
- The application Ref 05/00077, dated 14 January 2005, was refused by notice dated 11 March 2005.
- The development proposed is the erection of a drive-through restaurant (Class A3) and the construction of a new access.

Summary of Decision: The appeal is allowed, and outline planning permission granted subject to conditions set out below in the Formal Decision.

Procedural Matters

1. The application was made in outline with all matters reserved for future approval except for siting and the means of access.
2. On 21 April 2005 the Town and Country Planning (Use Classes) (Amendment) (England) Order 2005 came into force and substituted Classes A3, A4 and A5 for Class A3 in the original Order. At the Hearing it was agreed that the use of the proposed development, for both the sale of food and drink for consumption on the premises and the sale of hot food for consumption off the premises, would be a mixture of Classes A3 and A5 (as amended) and therefore *sui generis*. In the circumstances the reference to Class C3 in the description of the proposed development should be deleted.

Main Issue

3. I consider that the main issue in this case is whether the appeal site, which is out-of-centre and on the edge of the town, would be a suitable location for the proposed development with particular reference to both local and national planning policies and its allocation as employment land.

Planning Policy

4. The development plan includes the Cornwall Structure Plan 2004 and the Restormel Local Plan 2001-2011 (adopted in June 2001). In the Structure Plan Policy 1 sets out principles for sustainable development. Policy 11 seeks to encourage employment by, amongst other things, prioritising the regeneration of urban areas and town centres as a focus for retail, commercial and business activity. Policy 12 requires a range of marketable and quality sites for employment to be made available and sets out a number of criteria against which local plans should review existing or new sites. Land for employment should be retained.

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RESTORMEL PLANNING

and sites in local plans should be reviewed for alternative uses where development for employment is no longer likely to be appropriate or feasible. Policy 14 states that retail, office and leisure development should be in or adjoining town centres. Elsewhere, such development should be limited to circumstances where particular needs could not reasonably be met in such a location, having taken account of the existing provision available and further development opportunities.

5. In Newquay Structure Plan Policy 19 requires development to support and sustain the tourism industry and the restructuring of the economy to provide more balanced employment opportunities. Priorities for new business and employment will be in relation to a planned urban extension (the "Growth Area" identified in the Local Plan on the eastern edge of the town) and opportunities arising from the expansion of services at Newquay (Cornwall International) Airport. Policy 28 requires consideration of the overall impact on travel patterns and the availability of alternative locations for development in order to minimise the need to travel and to increase choice of travel by walking, cycling and public transport.
6. In the Local Plan Policy 1 identifies the Newquay urban area as a focus for development and there is no dispute that the appeal site lies within that urban area. Policy 9 seeks to reduce the generation of private car movements by not permitting new development away from the key towns and villages or established public transport networks. Policy 52 proposes 15ha of employment land in Newquay. Of that Policy N10 allocates a 1.45ha site at Treloggan Road (including the 0.5ha appeal site) and an 11ha site within the proposed Growth Area. Policy 58 deals specifically with shopping development outside town centres, rather than a leisure use as proposed. Policies 80 and 81 relate to traffic safety and the need to cater for cyclists and pedestrians.
7. I have also had regard to Government planning policy and advice, in particular Planning Policy Statement 6: *Planning for Town Centres*, which includes drive-through restaurants as a leisure facility and one of the main town centre uses to which this policy statement applies. Promoting and enhancing existing centres by focussing development in such centres and encouraging a wide range of services in a good environment, accessible by all, is one of the two means by which the Government's key objective to promote the vitality and viability of town centres will be met. Chapter 3 sets out the considerations which should be taken into account by local planning authorities in determining planning applications for all proposals relating to main town centre uses.

The Appeal Site, its Location and Planning History

8. The appeal site is located adjacent to the southern edge of the Newquay urban area, here defined by the line of the A392, the main route into the town as signed from the A30 Trunk Road. Treloggan Road runs north-west from a roundabout on the A392, just to the west of the Kings Head Inn which stands alone on the south side of the road. The appeal site lies on the eastern side of Treloggan Road and is the western part of the allocated employment site. Access would be gained from a proposed mini-roundabout constructed about half way between the A392 roundabout and an existing mini-roundabout serving a Morrisons superstore and petrol filling station on the western side of Treloggan Road.
9. Immediately to the north of Morrisons there is a McDonalds drive-through restaurant, a Lidl supermarket and a Booker Cash and Carry store. To the west of those premises is a large

residential area linked to Morrisons by a public cycle route and footpath. On the eastern side of Treloggan Road, to the north of the appeal site, is the Treloggan Industrial site, which includes a furniture and carpet retail warehouse in one of its units.

10. The appeal site is presently overgrown and it is difficult to distinguish it from the scrubland separating it from an estate of some 70 dwellings at Lane, about 180m to the east. This larger area, together with the appeal site extending to about 3.1ha, was the subject of two earlier applications by Asda for the erection of a retail food outlet and drive-through restaurant. The first application was refused on 26 September 2002. The second application for an identical proposal was submitted on 31 October 2002. Although this application was also recommended for refusal by the planning officer, on 26 June 2003 Members resolved to grant outline planning permission giving seven reasons, the last being that the proposal would result in the creation of a significant number of jobs on land that has not come forward for employment purposes.
11. In reaching their decision the Members took account of evidence provided by a local firm of chartered surveyors, Scott, Burridge and Chick (the SBC evidence), that demand at that time did not justify development of this allocated employment site for such purposes. This evidence contradicted that provided earlier for the Council's Strategic Development Officer by local estate agents and valuers, May, Whetter and Grose (the MWG evidence), concluding that there was a demand for employment land in Newquay, that none was currently available, that this allocated site was suitable and, unlike the employment element within the proposed Growth Area, could be delivered relatively quickly.
12. Following the resolution to grant outline planning permission the second application was "called in" by the First Secretary of State as a departure from the development plan. However, it was then withdrawn.

Reasons

The Sequential Test

13. The publication of PPS6 earlier this year has confirmed that a drive-through restaurant should be considered as a main town centre use. Both national and local planning policies direct such uses, in the first place, to a town centre location. All options in the town centre should be thoroughly assessed before less central sites are considered. If there is no suitable town centre location the sequential test requires that edge-of-centre locations are then considered before out-of-centre sites. The appeal site is some 2km to the south-east of the town centre.
14. Although no sequential test assessment was submitted with the application, one was prepared in connection with this appeal. That appraisal identified one site within the primary shopping area of the town centre and a number of others either in secondary frontages or edge-of-centre locations. It was common ground that these identified sites provided an exhaustive list of alternative sites for consideration before the appeal site. The appellants gave reasons why each site was unsuitable, unviable or unavailable.
15. The Council's witness agreed that the town centre site was unsuitable but suggested that others, namely Manor Road, Station Parade or Bucklands Hotel, could accommodate a drive-through restaurant if the appellants were flexible about the format of the proposed development, as required by PPS6. It is difficult to envisage how a developer could be

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flexible in respect of the format of a drive-through restaurant. Unlike a conventional restaurant, which could relatively easily be accommodated on any of the identified sites, a drive-through, by definition, requires vehicular access and circulation through or around the building.

16. The Manor Road and Station Parade sites have both been identified amongst a number of key regeneration sites for the town. In 2002 the Council and the South West of England Regional Development Agency together formed what is now the Surf Capital Steering Group to produce a vision for the town. Following public consultation the Newquay Action Framework (NAF) was produced to co-ordinate and prioritise development within the town. The key regeneration sites identified have now been included in the Preferred Options for a Newquay Action Plan (one of the proposed Development Plan Documents in the emerging Local Development Framework) published by the Council for public consultation in May 2005.
17. The Manor Road site is allocated in the Local Plan (Policy N16) as a mixed-use area for shopping, commercial, leisure and community uses. However, I am advised that the development brief for the site indicates that it is of unknown title and unlikely to be available for at least 5-10 years. The NAF has recommended an alternative mix focussing on a high quality, high density residential development with public gardens and a multi-storey car park. This was carried forward in the Preferred Options consultation. The proposed development of a drive-through restaurant would appear incompatible with this emerging proposal, but in any event it is clear that the site is unavailable at present.
18. The Station Parade site was also included in the Preferred Options consultation document. It has potential for a mixed use redevelopment, to include shopping, public transport interchange facilities, community facilities, parking, employment and an improved public open space. Whilst this is seen as a priority site, part of it is presently developed and occupied and in multiple ownership. As a whole it could not be considered available at present and to develop part of it, if a site were available, could compromise the comprehensive redevelopment of this area, which is clearly of great importance to the regeneration of the town.
19. The former Bucklands Hotel site is located on the coastal edge of the town on Cliff Road and may be affected by the adjacent Station Parade redevelopment, which could include the pedestrianisation of part of Cliff Road. The site lies within areas of scientific and architectural and historic value. It is a prominent and sensitive site which could be considered unsuitable for a drive-through restaurant format. The Council has not challenged the appellants' assertion that the site attracts considerable costs associated with demolition and clearance. In my view this site is unsuitable and unviable for the proposed development.
20. None of the key regeneration sites identified depend upon the inclusion of a drive-through restaurant for their implementation. There is no reference to such a format in any of the proposals. In my opinion the proposed development would be unlikely to affect the provision of a conventional restaurant on any of these important sites in the town centre. Many of the major chains operate both formats within the same town elsewhere. In the circumstances I consider that the erection of a drive-through restaurant on the appeal site would have no significant effect on the regeneration of the town centre.

The Need for the Proposed Development

21. Having satisfied the sequential test it is necessary to consider the need for the proposed development. This was not referred to in the Council's reasons for the refusal of planning permission but at the Inquiry it argued that the demand for food in the area around the appeal site was met by the existing McDonalds drive-through, the café in Morrisons and the nearby Kings Head Inn. Whilst those establishments all provide food, only McDonalds specifically caters for take away hot food and that is the only drive-through facility in the town.
22. It seems to me that this is a qualitative need assessment and in this respect a key consideration is to provide for consumer choice. The sequential test has already shown the difficulty of providing an alternative location for the proposed development. However, an advantage of the appeal site location is the potential to provide for linked trips. The site is close to a bulky goods retail outlet and adjacent to a superstore, a supermarket, a cash and carry and the main signed route in and out of the town, which clearly will be well used by tourists throughout the main season. The opportunity for passing trade is significant and I consider that the likelihood of linked trips would be high in this location. Therefore the proposed development of the appeal site would provide the opportunity for genuine choice between competing fast food operators without necessarily resulting in a significant increase in the number of car journeys.

Accessibility

23. In terms of accessibility generally, there are footpath links from the adjacent residential areas, both to the west and east, to the appeal site. The walking or cycling distance from each would be about 400m with no significant gradients. Whilst that would not be considered an easy walking distance, neither is it excessive. The site would be equally accessible by workers on the industrial estate to the north. There are bus services on the adjacent A392 and Treloggan Road and a bus terminus within the Morrisons site opposite.
24. A drive-through restaurant is clearly intended mainly for access by car. In that respect it could be considered incompatible with planning policies seeking sustainable development, and therefore an outmoded form of development as suggested by the Council's witness at the Inquiry. Nevertheless, it is a form of development for which there is consumer demand and its inclusion in PPS6 indicates that provision should be made for it. Although it is likely that most customers would come by car the appeal site does offer the opportunity for walking, cycling and the use of public transport.

The Employment Allocation

25. The remaining matter to be considered is the allocation of the land including the appeal site for employment purposes in the Local Plan. The appeal site would contribute 0.5ha of this particular allocation of 1.45ha. Overall the employment allocation for Newquay amounts to some 15ha, most of which is within the proposed Growth Area. Whilst there have been delays in bringing that area forward for development, which is dependant on the construction of a new by-pass, I was advised at the Inquiry that an application for outline planning permission was anticipated early in 2006.
26. There has been no application for the development of the Treloggan Road allocation for employment purposes and it would appear that the main part of the allocation is still

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owned by Asda. The allocated site is a relatively small area of land to develop but requires the construction of a new roundabout at a cost of some £150,000. With these ownership and infrastructure constraints it would seem that this site is no more available than the Growth Area.

27. There has been conflicting advice in the past about the demand for employment land and the need for the Treloggan Road site to be developed for such purposes. At the Inquiry the Council's witness conceded that it was difficult to choose between the SBC evidence and the MWG evidence provided in 2003. However, there has been a more recent test of demand and the need for this allocation to be retained.
28. The Preferred Options for a Newquay Action Plan (referred to in paragraph 16 above) asked at Question 17 whether the Action Plan should identify alternative locations outside the Growth Area to provide for immediate short term employment needs; what locations would be appropriate; and should the Treloggan Road allocation for employment use be retained? In the following section on shopping this site was suggested instead as a possible location for bulky goods retailing. The Council's witness stated at the Inquiry that this question had not resulted in any significant representations during the consultation period, which ended in July 2005.
29. In my view that suggests that the SBC evidence is to be preferred and there is no demonstrable need for the appeal site to be developed for employment purposes. Furthermore, with the retention of the major part of the allocated land by Asda and the possibility of its reallocation for bulky goods retailing, in my view it is unlikely to become available for employment purposes in the foreseeable future.

Conclusion on the Main Issue

30. On the main issue I conclude that the appeal site would be a suitable location for the proposed development. In the absence of a suitable alternative site within or on the edge of the town centre and the apparent lack of need for this particular allocation of the land for employment use the proposed development would not conflict with Structure Plan Policies 1, 11, 12, 14, 19 or 28, Local Plan Policies 1, 9, 80 or 81, or the advice in PPS6.

Other Matter

31. At the Inquiry I asked for further information about the objection raised by the Health & Safety Executive (HSE) at the application stage due to the proximity of the site to a hazardous installation on an adjacent industrial site. I was advised by the Council that discussions had taken place with the HSE but they had decided not to provide evidence to the Inquiry to support their objection.

Conditions

32. The Council suggested conditions relating to the submission and approval of details and the implementation of the access roundabout, a sustainable urban drainage system, a foul drainage system and a Green Travel Plan. I have considered these in the light of the advice set out in Circular 11/95: *The Use of Conditions in Planning Permissions*.
33. The local highway authority has raised no objection in principle to the proposed development but the current design of the proposed roundabout is not considered acceptable and requires amendment. Further details are clearly required for approval and the access

needs to be completed before the development is first brought into use in the interests of highway safety and accessibility. Details of the proposed surface and foul drainage systems are also required to ensure satisfactory disposal. A Green Travel Plan was provided for the earlier Asda proposal but a new one would be required for this proposal.

Conclusion

34. For the reasons given above and having regard to all other matters raised, I conclude that the appeal should succeed.

Formal Decision

35. I allow the appeal, and grant planning permission for the erection of a drive-through restaurant and the construction of a new access at Land at Treloggan Road, Lane, Newquay TR8 4QB in accordance with the terms of the application, Ref 05/00077, dated 14 January 2005, and the plans submitted therewith, subject to the following conditions:

- 1) Approval of the details of the design and external appearance of the building and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained in writing from the local planning authority before any development begins.
- 2) Plans and particulars of the reserved matters referred to in condition 1 above, relating to the design and external appearance of the building to be erected and the landscaping of the site, shall be submitted to and approved in writing by the local planning authority and shall be carried out as approved.
- 3) Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.
- 4) The development hereby permitted shall begin either before the expiration of five years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.
- 5) Development shall not begin until details of the proposed access roundabout on Treloggan Road have been submitted to and approved in writing by the local planning authority and the development shall not be brought into use until that access roundabout has been constructed in accordance with the approved details.
- 6) The development hereby permitted shall not be brought into use until details of a Green Travel Plan, including how it is to be implemented, monitored, reviewed and enforced, have been submitted to and approved in writing by the local planning authority. The approved Green Travel Plan shall be implemented at the commencement of the use hereby permitted and thereafter monitored, reviewed and enforced in accordance with the approved details unless otherwise agreed in writing by the local planning authority.
- 7) The development hereby permitted shall not be brought into use until works for the disposal of sewage have been provided on the site to serve the development hereby permitted, in accordance with details to be submitted to and approved in writing by the local planning authority.
- 8) Development shall not begin until an assessment has been carried out into the potential for disposing of surface water by means of a sustainable drainage system

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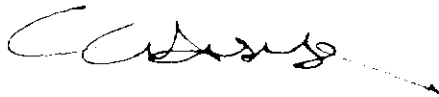
(SuDS) in accordance with the principles of sustainable drainage systems set out in Appendix E of PPG25, and the results of the assessment provided to and approved in writing by the local planning authority. Where a SuDS scheme is to be implemented no development shall take place until details of the scheme have been submitted to and approved in writing by the local planning authority. The submitted details shall:

- i. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
- ii. specify the responsibilities of each party for the implementation of the SuDS scheme, together with a timetable for that implementation;
- iii. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker or any other arrangements to secure the operation of the scheme throughout its lifetime.

The SuDS scheme shall be implemented, maintained and managed in accordance with the approved details.

Information

36. Attention is drawn to the requirements of section 76 of the Town and Country Planning Act 1990 concerning provisions for the benefit of the disabled.



INSPECTOR

APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Mr A Clemens, Solicitor

Assistant Solicitor, Restormel Borough Council

He called

Mr M Stephenson
BA(Hons) MA MRTPI

Senior Planning Officer,
Restormel Borough Council

FOR THE APPELLANT:

Mr N J Hall, Solicitor
Instructed by Kingsley Developers Limited

Ralph & Co, 20 Cliff Road, Newquay TR7 1SG

He called

Mr K Hudson MICE

Divisional Director, Jacobs Babbie,
Renslade House, Bonhay Road, Exeter EX4 3AY

Mr A Hughes BSc(Hons)
LLB(Hons) DipEngLaw MRTPI

Associate Partner,
The Development Planning Partnership,
14 Windsor Place, Cardiff CF10 3BY

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DOCUMENTS

- Document 1 List of persons present at the inquiry
- Document 2 Council's letter of notification and list of persons notified
- Document 3 Written representations of the local highway authority
- Document 4 Statement of Common Ground
- Document 5 Appendices 1-8 to the Statement of Common Ground
- Document 6 Transport Assessment submitted by Mr Hudson
- Document 7 Appendices 1-12 attached to Mr Hughes' proof of evidence
- Document 8 Appendices 1-8 attached to Mr Stephenson's proof of evidence
- Document 9 Newquay Action Framework (May 2002) submitted by Mr Stephenson
- Document 10 Preferred Options for a Newquay Action Plan (May 2005) submitted by Mr Stephenson
- Document 11 Delegated report (October 2005) on application 05/01449 for mixed use development at land off West Road, Quintrell Downs submitted by Mr Hall
- Document 12 Committee report (January 2002) on application 01/00623 for non-food retail development off Treloggan Road (to rear of Morrisons) submitted by Mr Hall
- Document 13 Committee report (April 2002) on application 01/0368 for larger Lidl foodstore replacing original at Treloggan Road submitted by Mr Hall
- Document 14 Green Travel Plan submitted in connection with earlier Asda proposal submitted by Mr Hudson

PLANS

- Plans A1-A3 Plans submitted with the application

APPENDIX 2

SEQUENTIAL SITE PROFORMAS

SITE I



Site Name: Former Southcote Library

Address: Former Southcote Library, 234 Southcote Lane, Reading, RG30 3BA

Sequential Location: In-centre

Area: The site provides an area of 0.17 Ha.

Existing Use: Vacant library with associated car parking. The library has been vacant since 2018.

Surrounding Uses: Residential properties are situated immediately north and west of the site. To the east is Coronation Square and associated green space, and beyond this lies residential accommodation. Southcote Road is located to the south and beyond this is terraced housing and St. Matthews Church.

Ownership: According to Land Registry records, the site is owned by the Council.

Development Plan Allocation and Designation: The site is not allocated or designated for any specific purpose in the Development Plan.

Planning History: The site has no relevant planning history.

Availability: The site is not being actively marketed, and there is no evidence to suggest that it will become available within a reasonable period of time. Accordingly, the site can be considered unavailable.

Suitability: The site extends to 0.17 Ha and is too small to accommodate the proposed development, even when applying flexibility. Moreover, Southcote Lane is set deep within a dense residential neighbourhood and cannot be considered a main arterial commuter route. Southcote Lane would not provide a sufficient level of traffic flow to render the site suitable for the proposal's intended purpose. Overall, the site is highly unsuitable.

Viability: Since the site is unavailable and unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and unsuitable for the proposed development.

SITE 2



Site Name: Coronation Square Playing Field

Address: Coronation Square Playing Field, Coronation Square, Reading, RG30 3QN

Sequential Location: In-centre

Area: The site provides an area of 0.55 Ha.

Existing Use: The site is a playing field and comprises trees at its northern and southern ends.

Surrounding Uses: The Playing Field is surrounded by the various main town centre uses forming Coronation Square Local Centre including a childrens centre, community hub, two shopping parades with residential accommodation above and a clinic.

Ownership: According to Land Registry records, the site is owned by the Council.

Development Plan Allocation and Designation: The Playing Field forms part of a designated Green Link in the Development Plan.

Policy EN12 of the Reading Local Plan explains that the Green Network, which includes Green Links, will be maintained, protected, consolidated, extended and enhanced. Policy RL1 of the Plan also states that where an area of green forms an important part of the layout and function of a centre, it will be retained and where possible enhanced. A proposal for the Greggs development on the Playing Field site would clearly be contrary to Policies EN12 and RL1, and would very likely be resisted by the Council.

Planning History: The site has no planning history.

Availability: The site is not being actively marketed, and there is no evidence to suggest that it will become available within a reasonable period of time. Accordingly, the site can be considered unavailable.

Suitability: The site is large enough to accommodate the proposed development. However, Coronation Square is situated within a dense residential area, and it would not be exposed to enough traffic. For this reason, the site is highly unsuitable.

Viability: Since the site is unavailable and unsuitable, there is no requirement to consider viability.

SUMMARY

Notwithstanding there being a very low prospect of securing planning permission for the development on the site, it is unavailable and highly unsuitable for the proposal.

SITE 3



Site Name: Asda Supermarket Car Park

Address: Asda, Honey End Lane, Reading, RG30 4EL

Sequential Location: In-centre

Area: The site measures in the region of 0.5 Ha.

Existing Use: The site functions as a car park for the Asda supermarket.

Surrounding Uses: To the north of the site is Meadway Shopping Precinct and its car park, and to the east is the Asda store with offices at first floor. To the south and west beyond sloping areas of grass is housing.

Ownership: The site is privately owned.

Development Plan Allocation and Designation: The site forms part of the site allocation (WR3o) at Meadway District Centre.

Planning History: The site has no relevant planning history.

Availability: The site is not being actively marketed, and there is no evidence to suggest that it will become available within a reasonable period of time. Accordingly, the site can be considered unavailable.

Suitability: The site is large enough to accommodate the proposed development whilst retaining an element of car parking for Asda.

However, the proposal would place a considerable strain on the retained parking spaces for the Asda store, and would result in additional traffic entering an already busy car park. The proposal would therefore be likely to give rise to highway safety issues which would be entirely unsuitable.

In addition, the site has no roadside visibility, and it would not be exposed to enough traffic. Honey End Lane is a residential road within a predominantly residential area.

For the above reasons, the site is totally unsuitable.

Viability: Since the site is unavailable and unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and highly unsuitable for the proposal.

SITE 4



Site Name: Meadway Shopping Precinct

Address: Meadway Shopping Precinct, Honey End Lane, Reading, RG30 4AA

Sequential Location: In-centre

Area: The site measures in the region of 1.4 Ha.

Existing Use: The Precinct comprises various main town centre uses including residential accommodation and is served by a car park. It opened in 1967.

Surrounding Uses: To the south of the site is an Asda store and car park, and to the east beyond Honey End Lane is housing. A dense area of trees and a pocket of residential development is located to the north, and to the west is an area of vegetation.

Ownership: The site is privately owned.

Development Plan Allocation and Designation: The site forms part of the site allocation (WR30) at Meadway District Centre. The shopping units are designated as Key Frontages and the northern part of the site is within an Air Quality Management Area (AQMA).

Planning History: In January 2006, the Council refused an application which sought full planning permission for an additional 1,500 sq.m of retail space, 39 additional residential units and the refurbishment of the existing Precinct (LPA reference: 05/01183/FUL). A revised application was submitted to the Council in January 2007 seeking full planning permission for an additional 1,385 sq.m of retail space and 34 flats; however, this was withdrawn (LPA reference: 07/00044/FUL).

In June 2017, the Council granted full planning permission for the redevelopment of the Precinct including a partial demolition, refurbishment of the existing retail units and the creation of new units within Use Classes A1, A2, A3, A4 and A5, a new car park, new servicing arrangements, bin stores, engineering operations, landscaping and the relocation of public toilets (LPA reference: I50945). The planning permission was never implemented and lapsed.

In October 2021, the Council's Planning Committee resolved to grant outline planning permission (with details of access) for the redevelopment of the Precinct including its partial demolition, the refurbishment of existing retail units and the creation of new units within Use Classes A1, A2, A3, A4, A5, D1 and D2, 258 new residential dwellings (Use Class C3), a new car park, servicing arrangements, bin stores, engineering operations, landscaping and the relocation of public toilets, subject to conditions and a S106 Agreement (LPA reference: I91496). The S106 Agreement has not been completed and the permission has not been issued.

There is no further relevant planning history.

Availability: Three commercial units on the site are being marketed to let at present, and can thus be considered available. However, the most recent outline application for the comprehensive redevelopment of the Precinct is a clear endorsement of the owner's long-term intention to redevelop the site.

Suitability: The three retail units which are currently being marketed to let are not detached and they are unable to be served by a drive thru lane. In addition, one of the units is much too small, measuring 92 sq.m, and the remaining two units are too large, measuring 370 sq.m and 1,114 sq.m. Accordingly, the available units at the site can be considered highly unsuitable for the proposed development.

The most recent outline application for the redevelopment of the Precinct does not include the provision of a drive thru lane. Moreover, the submitted Parameters Plans indicates the owner's intention to create a multi-storey development with courtyard spaces and a small car park. Such a form of development would be highly incompatible with the Greggs drive thru proposal. For these reasons, the opportunities afforded by the outline scheme can be considered unsuitable for the proposed development.

Viability: Since the site is unavailable and unsuitable, there is no requirement to consider viability.

SUMMARY

Whilst parts of the site are currently available, they are unsuitable for the proposal. The proposed redevelopment of the site is also unsuitable for the proposal.