CHAPTER FIVE – A VIBRANT TOWN CENTRE AND ACCESSIBLE LOCAL SHOPS AND SERVICES

CS7 – The Town Centre

CSRPO/0005/TRIN Emma Trinder Moorfield Group Ltd N/A Support Objection Support policy to safeguard and enhance the vitality and viability of the town centre. However, concern that it gives priority to Commercial Street as the preferred location for floor space. There is no certainty about if or when a development could be delivered, or whether it will come forward in line with the consented Oval scheme. It would be unreasonable if the Council held back other applications for floor space within the PSA (primary shopping area) pending development at Commercial Street. Could result in investors being directed to competing centres. Suggest the policy is amended by 1. Making reference to the development management policies of PP4:2. Removing the ‘priority’ afforded to Commercial Street. Identify it as a commitment but make provision for other sites within the PSA to come forward. 3. Be more flexible about the content of the Commercial Street scheme. Accordingly, CS7 should be amended by replacing its third and fourth paras. There is an existing commitment for a major retail-led scheme in the Commercial Street area, for occupation mainly by comparison goods retailers. The Council will encourage a mix of uses as part of the development of this site. It is anticipated that this development will come forward within the period to 2016. The Council will undertake a sequential assessment to identify other potential sites within the defined Primary Shopping Area to meet identified needs for additional comparison goods floor space and other town centre uses in the period to 2016. Other than as part of the scheme at Commercial Street, or other town centre sites identified through the sequential assessment, the Council has identified the Feethams / Beaumont Street area for the development of major non-retail town centre uses in the Borough. The Council will assess planning applications for town centre uses for other sites in accordance with the Development Management Policies set out in PP54.

CSRPO/0046/NPF N/A Nottinghamshire Pension Fund Savills Objection [The Core Strategy] states that most if not the entire additional comparison floor space up to 2011 would be taken up by the Oval scheme at Commercial Street. It is understood that this scheme is unlikely to be delivered by 2011. The Council has not considered alternative options if it is not. It must consider other retail locations to attract new retailers to the Borough and retain and improve the declining net inflow of retail spending into the area. This can be achieved through amending and expanding existing district centre boundaries.

CSRPO/0042/EN Alan Hunter English Heritage N/A None No comments. Noted None

CSRPO/0019/CPRE Gillan Gibson CPRE Darlington District Committee N/A Support CPRE supports this policy. Support noted None

CSRPO/0050/TESCO N/A Tesco Stores Limited Development Planning Partnership Comment 1) The Darlington Retail Study (2008) states that there is case within the town centre for convenience floor space improvement but this should not impact on the revitalisation of the out-of-town market. The Study also states that the centre has lost considerable market share on both comparison and convenience goods due to the Borough’s out-of-town shopping centres. A town centre new food store would be the attraction required to pull shoppers back into the centre and bring back the market share to create a centre with vitality and viability. There is a clear qualitative need for a town centre food store despite limited quantitative need identified. This should be recognised in Policy CS7.

2) Although the document was published in January 2010 it is not clear that it has taken the newly published PPS4 into account. The Council (should) produce a PPS4 summary note in relation to the impact this has on its Core Strategy, as there have been a number of key changes in how National Planning Policy deals with town centres and the economy.

1) Agree that there is a qualitative need for further convenience provision in the town centre. However, the Darlington Retail Study gives no indication that this should be in the form of a large ‘foodstore’ and it recommends that no site allocation for convenience shopping be made here or anywhere in the Borough. The appropriate policy is therefore CS8, not CS7, and this includes what is considered to be an appropriate reference to remedying geographic deficiencies. 2) The CSRPO was agreed by Cabinet prior to the publication of PPS4. The text and policies will be updated to reflect PPS4 at the next stage in the preparation process.

1) None in respect of this point. 2) Update policies and supporting text as necessary in line with PPS4.
One North East welcomes the revised policy's intention to safeguard and enhance the vitality and viability of Darlington town centre, including its role as a market town, by protecting and promoting its role as the sub-regional centre for the western part of the Tees Valley City Region and neighbouring parts of North Yorkshire and south and west Durham. As you are aware One North East supports the Council's intention to replace the Town Centre Development Strategy entitled: Adding to Quality: A Development Strategy for Darlington Town Centre (adopted February 2001) by an Area Action Plan which will provide a policy framework for future development within the town centre. The Agency considers the provision of specific policies and development of the town centre will be an important tool to ensure continued economic opportunity is maintained in the town centre.

Support noted. However, the Council no longer proposes to prepare a Town Centre AAP. Detailed policies and any site allocations for the town centre will instead be included in, respectively, the forthcoming Making Places and Accommodating Growth DPDs. Detailed proposals for the fringes of the town centre will be included in the separate Town Centre Fringe AAP. (Further details of these can be found in the Local Devt Scheme 2009-12 can be found on the DBC website.)

Both the Commercial Street area and the Feethams/Beaumont Street area are town centre locations, towards which the Agency would support the location of sustainable retail and other commercial development. In relation to previous concerns raised in respect of the potential impacts of the "Feethams" area, it is considered that both the Commercial Street area (20,000 to 23,000m2 of gross retail floor space) and the Feethams/Beaumont Street area have been fully considered as part of the studies being undertaken by the Agency and the Tees Valley Authorities (including the Area Action Plan for the A66/A19/A174 and Tees Valley City Region: Connectivity and Accessibility Study), although the latest update of the evidence base which supports the Area Action Plan should be fully considered. Further, the Local Infrastructure Plan considers these proposals (and the associated requirement for supporting measures) as part of the Darlington Town Centre strategic location.

Support and advice noted.

The construction of the infrastructure within the town centre in the last few years is truly commendable, however the quality of the retail units has declined. There are many charity and pound shops, which sadly lowers the appearance and projection of Darlington as an attractive town to visit.

The Core Strategy has no direct influence over the management of town centre shop units. Nor does the planning system have any control over the occupation of shop units by specific retailers.

Sainsbury’s supermarket in Darlington is the locational focus for the addition development within the Borough. As you will be aware there is a Sainsbury’s Supermarket on Victoria Road, on a site to the south west of the Town Centre. The Town Centre strategy identifies that development should be located in areas where there is the potential for linked trips and accessible by a range of transport modes other than the private car. This is clearly a location where people are making linked trips to the Sainsbury’s and shops in the Town Centre, and these customers are benefiting from a diverse choice in consumer goods in doing so. Representations were made by Sainsbury’s at the Issues and Options stage requesting that the Town Centre boundary is re-drawn to incorporate the Sainsbury’s supermarket site, and that this is included within ‘The Town Centre’ section of the DPD. Including the Sainsbury’s store within the Town Centre would highlight the positive impacts in terms of the vitality and viability of the immediate area and strengthen the existing Town Centre. Sainsbury’s is trading as a main Town Centre use and by extending this boundary there is the opportunity to formalise the relationship between the Sainsbury’s store and other retailers in the Town Centre. The Issues and Options consultation summary document notes that various suggestions relating to the Town Centre will be considered when more detailed policies and proposals for the central area are brought forward. The Town Centre boundary is no longer referred to in the Core Strategy: Preferred Options document, therefore it is unclear where and when this information will be published in the future. It is, therefore, recommended that accurate direction is provided on the sections or chapters of the Core Strategy which are to be detailed within subsequent area specific documents, policies or proposals. The extension of the Town Centre to the South should be included within this policy as an alternative option to extending the Town Centre in a western direction (there is no evidence to support this option whereas the Sainsbury’s successfully functions as a Town Centre shopping facility at present).

This policy aims to safeguard the vitality and viability of Darlington town centre, by protecting its role as a sub-regional centre, focusing development of retail, office, leisure, entertainment and other town centre uses within the defined urban centre, is consistent with RSS policy 25.

Support noted. The appropriateness of the existing detailed boundaries of the town centre will be addressed in the forthcoming Making Places DPD. It should be noted, however, that based on the definition of the prime shopping area in PPS4 (that is, the town centre for retail purposes) the Victoria Road Sainsbury’s site will not be included within it.
CS8 – Additional Retail Provision

CSRPO/0003/Cjp Charles Johnson DBC (Councillor) N/A Comment / Objection Should not reference specific projects in a long term plan Neither CS8 nor CS7 refer to a ‘specific project’, but rather to the geographical location, Commercial Street, which has been long identified by the Council as the part of the town centre with the greatest potential for retail expansion. None

CSRPO/0034/SAINS N/A Sainsbury’s Supermarkets Ltd Turley Associates Objection Paragraph 4.36 of PPS12: Local Spatial Planning sets out that the Core Strategy must be justifiable and founded on a robust and credible evidence base. Therefore, given that the Council has yet to publish its Retail Study, Policy CS8 seems presumptuous in setting out the projected retail need within the Borough until 2016. Therefore it is suggested that reference to the quantum of retail floor space should not be set out in the Core Strategy. The respondent is misinformed: the Darlington Retail Study on which the CS8 is based was only published in November 2008. It is therefore appropriate to include quantum of floor space in the Core Strategy. (Note, however, that the severe economic downturn that has affected retailing since the Study was published means that the detailed amounts in CS8 will need to be reviewed during the next stage of preparation of the Core Strategy.) None

CSRPO/0019/CPRE Gillan Gibson CPRE Darlington District Committee N/A Support CPRE supports this policy. Support noted None

CSRPO/0035/GONE Mary Edwards Government Office for the North East N/A Objection The Secretary of State objects to draft Policies CS7and CS8 because they conflict with PPS4: Planning for Sustainable Economic Growth Policy EC4.1 (f) "taking measures to conserve and, where appropriate, enhance the established diversity of their town centres" and Policy EC4.2 (a) “encourage a diverse range of complementary evening and night-time uses which appeal to a wide range of age and social groups”. These two draft policies fail to adequately reflect and provide a spatial policy framework for Darlington’s historic market town centre and its evening economy. Agree Minor wording changes needed
The retail and town centre policies should be reviewed in the context of government guidance in PPS4.

Policy CS8 indicates that the need for additional comparison retail floor space will be accommodated within, or immediately adjacent and well connected to, the primary shopping area of town, and that any additional need for convenience retail floor space will be accommodated in existing centres, or in areas to remedy deficiencies. In order to be consistent with RSS policy 25, new retail development should be focused within the sub-regional centre of Darlington, and should be commensurate with its scale, function, environmental capacity and ability to be served by transport modes other than the car.

That was the intention of the policy. Need to consider if minor changes to the wording are needed to make it clearer.

PPS4 advises LPAs to allocate sufficient sites to meet at least the first 5 years of identified need; a sequential assessment of sites should be undertaken. The DRS (Darlington Retail Study) did not carry out a sequential approach to identify sites. CS8 assumes that comparison goods need up to 2011 would be largely met at Commercial Street. The policy then states "any that is not taken up by that should be accommodated within the primary shopping area (PSA) of the town centre". This part of the policy is open to interpretation. It would be unreasonable if the Council held other applications for comparison area (PSA) and secondary shopping frontages in the pending development at Commercial Street. CS8 also refers to the need for an additional 10,000 sqm of comparison goods floor space from 2011-16. However, no potential sites have been identified and there is no up to date boundary for the PSA. The Core Strategy needs to adopt a more positive and proactive approach towards allocating sites within the PSA to meet identified needs, and the intentions of the Council for meeting identified needs should be clearer. The Council should: 1. Explain the basis for defining the PSA. 2. Given the likely timescale for the adoption of the Core Strategy, provide retail floor space figures for the period to 2016. 3. In providing those figures, review floor space capacity assumptions to take into account the location of existing vacant 'town centre' units (see comments on 5.4.6 below). 4. Undertake a sequential assessment of potential sites within the PSA to meet needs up to 2016. One such site is the Northern Echo building adjacent to the Council for which we are currently preparing a scheme that would deliver in the order of 8,000 sqm of new retail floor space. This site would fall within the Council's current definition of the PSA. Even on the basis of the existing comparison goods needs assessment, there is capacity for both the Commercial Street and Northern Echo sites to come forward. Accordingly, CS8 should be amended by replacing its first and second paras with: "The Council's 2008 retail study has identified the need for approximately ... sqm of new retail floor space in the Borough. The existing commitment for the Commercial Street area could accommodate approximately ... sqm of comparison goods floor space. It is anticipated that this figure will come forward within the period to 2016 as part of a mixed-use scheme. Other comparison goods retail needs within the period to 2016 will be met on suitable, available and viable sites within this defined primary shopping area (i.e. the PSA). If no such sites are brought forward, the identified needs will be met on sites not within the primary shopping area. Immediately adjacent, and well connected, to the primary shopping area. Preferred sites will be identified through the Council's sequential analysis. In advance of the completion of that assessment, sites for the period to 2016 and beyond will be assessed in accordance with the development management policies set out in District Plan CS8. The timescales and quantitative need set out in PSA need to be reviewed as indicated left.

We note from the Darlington Retail Study that the comparison goods capacity figure referred to in the Core Strategy has been calculated on the assumption that 94% of the current town centre would be reoccupied. This is unreasonable as in reality the town centre boundary is wider than the PSA so the effect is to protect existing non-PSA units over potential new development within the PSA. Furthermore need to take into account the commercial reasons why the units are vacant and the likelihood of re-occupation. The comparison goods floor capacity assumptions should be reviewed to take into account the location of existing vacant 'town centre' units and the likelihood and appropriateness of them absorbing identified needs.

Address the technical point when reviewing quantitative need.

Change text to 'served by transport modes as well as the car'. I wholly disagree with the view 'food shopping without the need to use a car'. There is a need to review the effects of cars v diesel buses carrying one or two passengers to put carbon emissions into perspective.

District and local centres are primarily intended to meet the everyday needs of nearby residents and the phrases used are considered to be entirely appropriate in this context.

The timescales and quantitative need set out in PSA need to be reviewed as indicated left.
| CSRPO/0023/HA | Kyle Maylard | Highways Agency | N/A | Support | As previously stated, the Agency is generally supportive of providing local services and facilities in district and local centres where there is an identified need and where the scale of development is commensurate with such need. It is considered that maintaining and enhancing local amenities can help to reduce the need to travel, particularly by private car, further afield to other centres or outside the authority for such provisions. As stated above, consideration should be given to the potential impact on existing transport infrastructures and any improvement measures, which may be required to support the sustainable delivery of the development. | Support and advice noted. |
| CSRPO/0019/CPRE | Gillan Gibson | CPRE Darlington District Committee | N/A | Support | CPRE supports this policy. | Support noted |
| CSRPO/0008/ANEC | C. Megginson | North East Planning Body | N/A | Support | Policy CS9 sets out a hierarchy of centres for retail and services within the borough, in which development is prioritised in Darlington town centre (sub-regional centre), district centres and local centres. This is consistent with RSS policy 25, which seeks to ensure development is consistent with the scale and function of centres to maintain and enhance their health and vitality. | Consistency with RSS noted. |
| CSRPO/0050/TESC | Tesco Stores Limited | Development Planning Partnership | N/A | Objection | NW Darlington is deficient in retail provision with only a small number of retail units providing top-up facilities. There remains no facility within the area for residents to undertake their main food shopping and travelling to other parts of the Borough for this purpose. The designation of West Park as a local centre for only 400m2 of convenience provision will not meet the existing deficiency in retail provision. West Park should be allocated as a district centre and the maximum figure of 400m2 should be removed. | Large parts of NW Darlington are already well-served by existing district centres at Cockerton and North Road as well as smaller facilities which help meet residents’ everyday needs. The Darlington Retail Study concluded that there was no need for further allocations for ‘main food shopping’ in the Core Strategy. West Park does not meet the definition of a district centre and the amount of residential growth expected in its local area does not warrant more significant convenience provision being provided at the present time. |
| CSRPO/0046/NPF | Nottinghamshire Pension Fund | Savills | N/A | Objection | Own the No Frills DIY unit, on the edge of North Road district centre. The Council has not taken into consideration the potential expansion of district and local centres as an option to ensure that the hierarchy of shopping provision in the Borough meets the needs of residents and accurately reflects the location of retailing at this location. Expansion of the North Road DC boundary to include the No Frills unit would present a sustainable opportunity to improve the retail offer within the Borough. Expansion of district centre boundaries would reflect current retailing patterns of local residents and protect and improve the vitality and viability of these centres. We therefore request that the Council considers expanding the boundaries of the existing district centres as the most sustainable option to ensure that the hierarchy of shopping provision in the Borough meets the needs of residents. | The Darlington Retail Study provided no quantitative or qualitative justification for the expansion of North Road DC or any of the other existing district and local centres in the Borough during the plan period. The appropriateness of the existing detailed boundaries will, however, be addressed in the forthcoming Making Places DPD. |