



URBANA

The Anchor Inn, Gunthorpe

Retail

Sequential Test



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Checked and approved by: MB
Client: Mica Redd Ltd
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1.0 Introduction

- 1.1 On behalf of Mica Redd Ltd, Urbana has prepared this Sequential Test pertaining to retail, in support of full planning permission at The Anchor Inn pub, Gunthorpe. The planning application comprises the demolition of the existing public house and the redevelopment of the site to form a community hub with eight Class E units and associated landscaping and car parking.



Figure 1: The Site Location

- 1.2 The purpose of this sequential test is to assess the application site against other similar sites within an appropriate catchment area to determine whether there are any sequentially preferable sites suitable for development in the manner proposed in the associated application. In comparing potential alternative sites, regard must be given to the specific requirements of the future occupiers of the proposed development. These requirements will be discussed in the following sections of this report.
- 1.3 The document draws upon relevant local and national policy guidance, including:
- National Planning Policy Framework [“NPPF”](revised July 2021).
 - Newark and Sherwood Amended Core Strategy DPD [“CS”](2019)
 - Newark and Sherwood Allocations and Development Management [“A&D”](2013)

2.0 Sequential Test in Policy

- 2.1 Paragraphs 87-91 of the NPPF outline the parameters for when a sequential test pertaining to retail should be undertaken. The requirement for undertaking a sequential test is triggered if the proposed development constitutes ‘main town centre uses’ and is to be located outside of an allocated or existing centre and not in accordance with an up-to-date local plan.
- 2.2 In the interest of clarity, the NPPF definition is:

Main town centre uses: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

- 2.3 The NPPF guidance outlines town centre uses should be located within a town centre then in the edge of centre locations and only if alternative sites are not available should out-of-centre sites be considered. Where these sites are favoured, the sustainability of their access and location is a key consideration into their suitability and potential impact on the area.
- 2.4 It is necessary to note, that paragraph 89 outlines the sequential approach is not required for small-scale rural offices and other small-scale rural development, which is characterised as retail development under 2,500m² gross floor space. Despite the development constituting 668m², the pre-application enquiry undertaken on the site pertaining to a previous iteration of the proposed development required a retail sequential test in support of a full application.
- 2.5 This policy reasoning is supported by Development Management Policy DM11 of the A&D which seeks to control the placement of retail development in out-of-centre locations. This policy is triggered by retail development of 2500m², and as Gunthorpe is not considered a town, district or local centre, a sequential test is required.
- 2.6 The rationale behind this is outlined in Core Policy 8 of the CS which seeks to maintain and enhance the vitality and viability of centres and supports the hierarchy of settlements as outlined in Spatial Policy 1.
- 2.7 The rationale behind the requirement for a sequential test, outlined in the pre-application enquiry ref: PREAPP/00352/21, stemmed from a lack of understanding on the end user of each retail unit, whereby the LPA could not be definite the retail development would meet local needs.
- 2.8 The applicant has since secured agreements with local retailers in order to create a community hub, which seeks to increase the rural sustainability of the town and serve the immediate community. This model will benefit the wider local community too.

3.0 Establishing an Appropriate Catchment Area

- 3.1 As previously stated, this sequential test will assess the proposed site against other relevant sites within an appropriate catchment area. To this aim, it is necessary to justify the validity of the catchment area chosen.
- 3.2 The pre-application response ref: PREAPP/00352/21, dated 10th February 2022, highlighted the absence of a sequential test pertaining to retail. The response did not conclude an appropriate catchment area for undertaking a sequential exercise but did note alternative sites may be found outside the LPA boundary in nearby settlements such as Burton Joyce and East Bridgford.
- 3.3 Following this, discussions have been held with the LPA to conclude an appropriate catchment area. This sequential test will therefore undertake a review of the Nottingham Fringe Sub Area, which includes the local centre of Lowdham.
- 3.4 To ensure a robust assessment, consideration has been given to locating sites outside of the LPA boundary. Upon review of the towns suggested in 3.2, East Bridgford is not considered a local centre within Rushcliffe Borough's Local Plan and henceforth would not be appropriate to include in this sequential exercise. Burton Joyce however is considered a local centre and will henceforth be assessed.



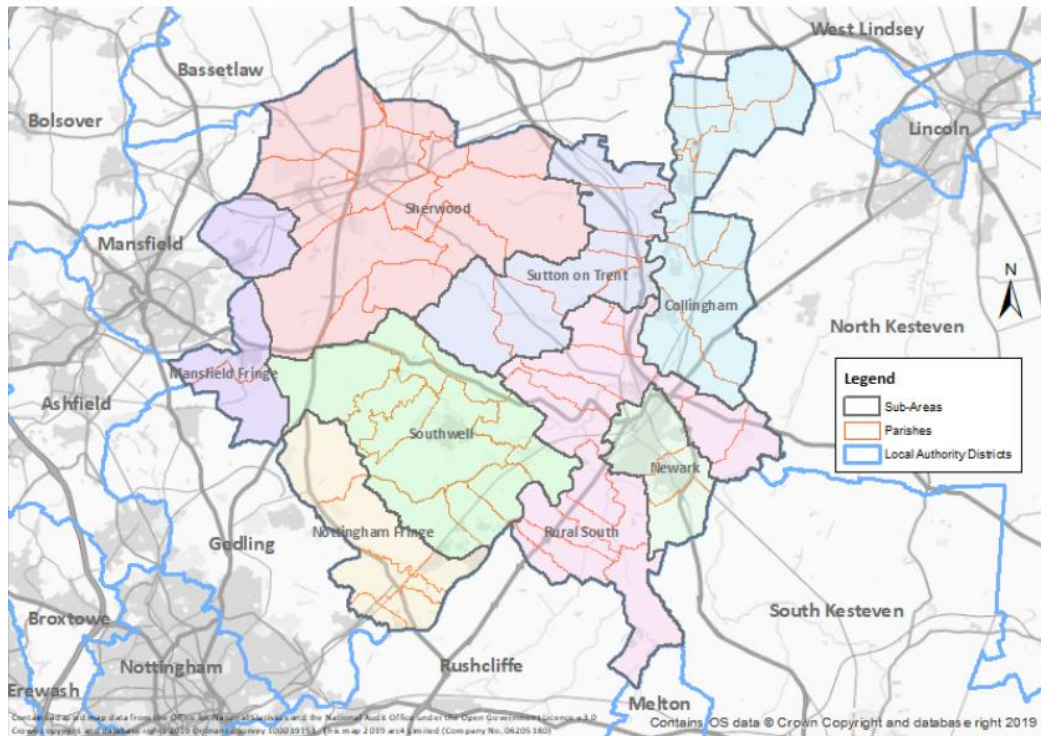


Figure 2: Sequential test catchment area, Nottingham Fringe

4.0 **Identifying Sites to be Considered**

4.1 The choice of sites to consider, including vacant premises or undeveloped sites, depends on a number of key factors

- If the alternative site is within Lowdham or Burton Joyce.
- The size of the development in relation to potential alternative sites, with sites generally accepted that are +/- 10% of the proposed site's square meterage.
- If the alternative sites are located within the local centre or edge of the centre.
- Whether alternative sites are sustainably located.

5.0 **Selection Criteria**

5.1 The proposed development comprises the demolition of the vacant Anchor Inn public house and the retention of a NDHA, and a small outbuilding deemed to have historic interest. Along with the retained buildings, the development proposes to erect two 2-storey buildings to form a courtyard. The development overall will deliver 8 Class E units to comprise a community hub, offering local services and amenities not available in Gunthorpe. The development will retain an area for car parking.

5.2 The site is approximately 0.25 ha and sits off Main Street, the primary road through Gunthorpe.

5.3 With regard to the suitability of any alternative sites within or nearby the designated catchment area, they should be similar in size to the proposed site and have the capacity to accommodate the desired scale and density of the proposed scheme.

5.4 Other stipulations as to the eligibility of potential alternatives include:



- The availability of the site to buy (not rent) to ensure that the developer has and can retain control of the site.
- The ability of the site to support commercial units and operate a hub for local services.
- The accessibility of the site in terms of public transport to promote sustainable development
- How suitable the site is in terms of pedestrian safety, to ensure the surrounding environment is suitable for future occupants and visitors to the site.

6.0 Undertaking the Assessment

- 6.1 In assessing whether the proposed development satisfies the sequential test, the following factors have been taken into account:
- 6.2 Availability – whether sites are available now or are likely to become available for development within a reasonable period of time. This means that there must be no legal or ownership constraints to the site and the owner must have explicitly expressed an intention to develop the land or sell it to a developer with the intention to do so.
- 6.3 Suitability – whether sites are suitable to accommodate the scale or type of development proposed. The suitability of the site must take into account a number of key factors, such as policy designations that would prejudice the ability of the site to be developed. Physical factors including access, ground conditions, pollution or other contaminants may also make the site unsuitable, as well as the impact of the proposed development on landscape character.
- 6.4 Viability – whether there is a reasonable prospect that development will occur on the site at a particular point in time. Again, the importance of demonstrating the viability of alternative sites depends in part on the nature of the need and timescale over which it is to be met. Cost of the site is an obvious and fundamental factor, with further cost-related considerations including site preparation and any necessary exceptional works. Relevant conditions include market factors such as the attractiveness of the locality and level of potential market demand. Cost factors are also taken into consideration, such as site preparation costs and any exceptional works that may be necessary. Finally, delivery factors are another fundamental factor of viability, including matters of phasing and build-out rates).

7.0 The Sequential Approach

- 7.1 As outlined in Section 3.0, the identified catchment area to undertake the sequential test is the Nottingham Fringe Sub Area, along with one local centre which is located within the boundary of Gedling Borough Council, to the west.
- 7.2 Figures 3 and 4 indicate the extent of the district centres allocated within each town within this assessment. For both maps, the blue outline indicates the extent of the town centre.



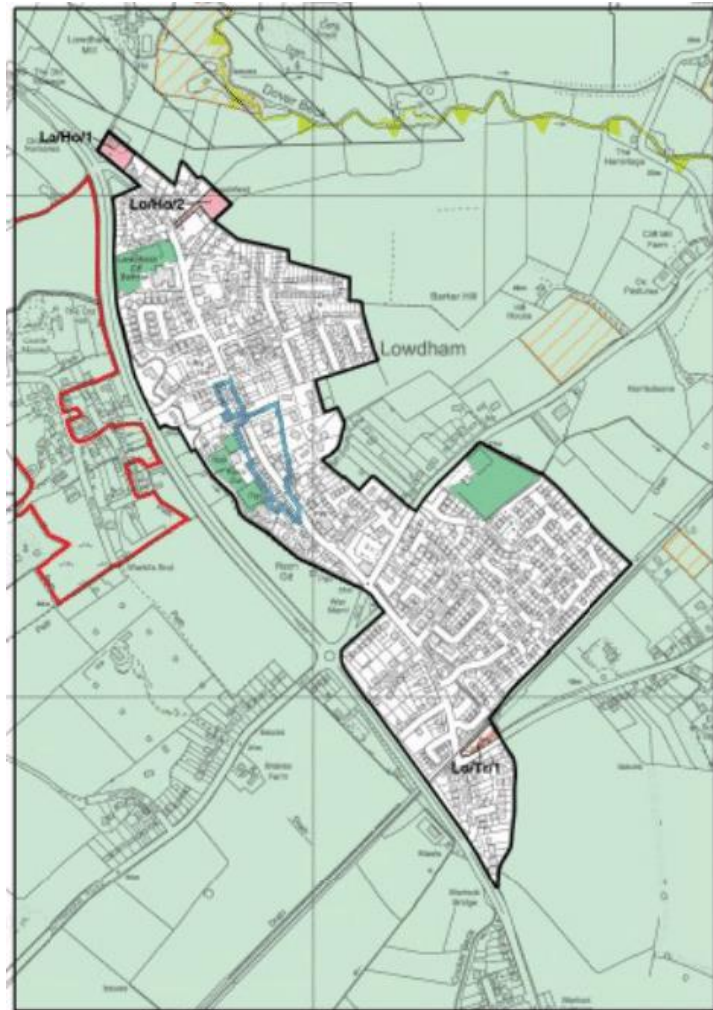


Figure 3: Settlement of Lowdham, with the town centre indicated in blue.

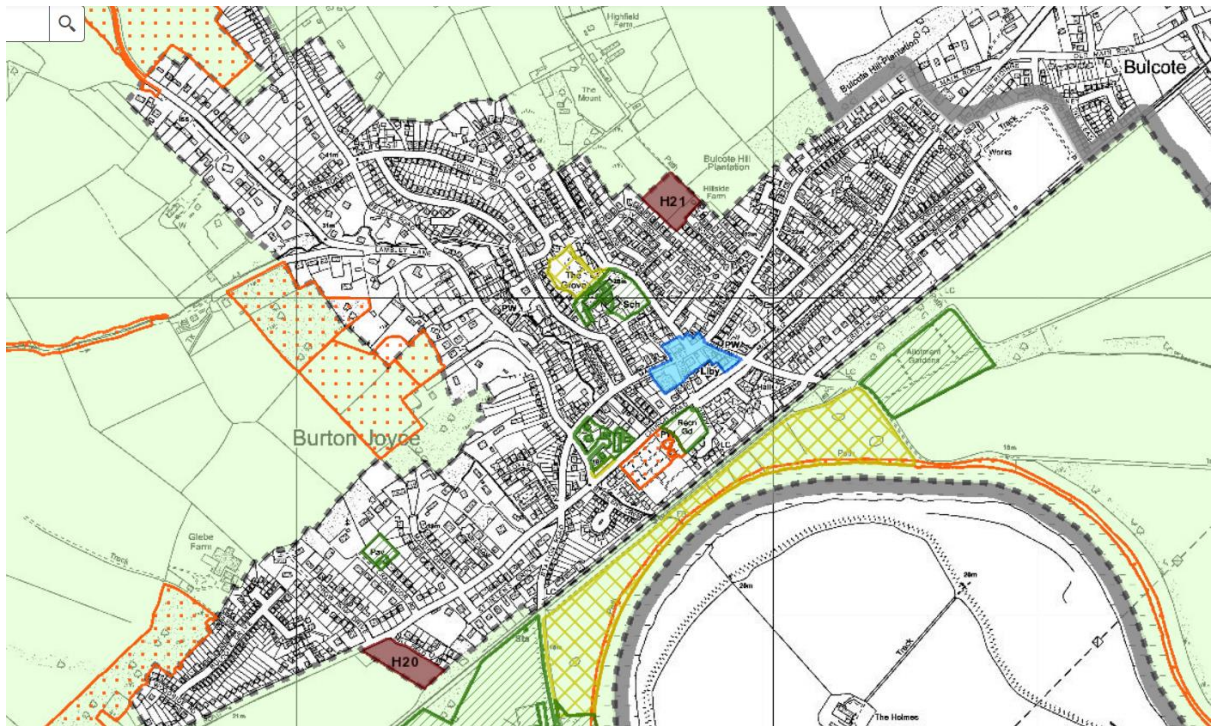


Figure 4: Settlement of Burton Joyce, with the town centre indicated.



7.3 The following table will take each commercial unit within the identified town centres and assess against the criteria outlined in Section 6.0.

Table 1: Sequential Test

Reference	Address	Site Area	Assessment
Lowdham			
L1	25 Main St, Lowdham, Nottingham NG14 7AB	0.0075 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Could not accommodate proposed development
L2	26 Main St, Lowdham, Nottingham NG14 7AB	0.0080 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Could not accommodate proposed development
L3	35 Main St, Lowdham, Nottingham NG14 7AB	0.0023 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Could not accommodate proposed development
L4	38 Main St, Lowdham, Nottingham NG14 7AG	0.078 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Could not accommodate proposed development
L5	49 Main St, Lowdham, Nottingham NG14 7AB	0.0028 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Could not accommodate proposed development
L6	The Old Ship Inn, Main St, Lowdham, Nottingham, NG14 7AB	0.16 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Potential the site could accommodate the proposed development if features such as parking or landscaping were lost.
L7	Lowdham Village Hall, Main St, Lowdham, Nottingham, NG14 7AB	0.2 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Potential the site could accommodate the proposed development if features such as parking or landscaping were lost. - Use of the site would result in the loss of a community asset.
L8	59 Main St, Lowdham, Nottingham NG14 7BD	0.0025 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Could not accommodate proposed development
L9	50 Main St, Lowdham, Nottingham NG14 7BE	0.0024ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Could not accommodate proposed development
L10	63 Main St, Lowdham, Nottingham NG14 7BE	0.165 ha	Not Available or Suitable <ul style="list-style-type: none"> - Occupied - Potential the site could accommodate the proposed development if features such as parking or landscaping were lost. - Use of the site would result in the loss of a community asset.



Burton Joyce			
BJ1	36 Main St, Burton Joyce, Nottingham NG14 5DZ	0.25 ha	Not Available - Occupied - Potential the site could accommodate the proposed development.
BJ2	38 Main St, Burton Joyce, Nottingham NG14 5DX	0.14 ha	Not Available or Suitable - Occupied - Potential the site could accommodate the proposed development if features such as parking or landscaping were lost
BJ3	45 Main St, Burton Joyce, Nottingham NG14 5DX	0.015 ha	Not Available or Suitable - Occupied - Could not accommodate proposed development
BJ4	47-49d Main St, Burton Joyce, Nottingham NG14 5DX	0.015 ha	Not Available or Suitable - Occupied - Could not accommodate proposed development
BJ5	4 Wheatsheaf Ct, Burton Joyce, Nottingham NG14 5EA	0.06 ha	Not Available or Suitable - Occupied - Could not accommodate proposed development
BJ6	34 Main St, Burton Joyce, Nottingham NG14 5DX	0.15 ha	Not Available or Suitable - Occupied - Potential the site could accommodate the proposed development if features such as parking or landscaping were lost
BJ7	48 Main St, Burton Joyce, Nottingham NG14 5DZ	0.01 ha	Not Available or Suitable - Occupied - Could not accommodate proposed development
BJ8	The Wheatsheaf, Church Road Burton Joyce, Burton Joyce, Nottingham NG14 5GB	0.35ha	Not Available or Suitable - Occupied - The site is too large for the proposed development.

7.4 The above assessment includes sites which were located on the edge of the identified local centres as required in paragraph 81 of the NPPF. Despite this, the sequential test did not highlight any sequentially preferable sites.

8.0 Retail Impact Assessment

8.1 Following the Sequential Test, Core Policy 8 of the CS outlines the impact of proposed retail development located outside of a defined centre and exceeding 350 m² (gross) then the impact of the retail development must be assessed with consideration to local services found in neighbouring settlements and within Gunthorpe.

8.2 The extent of the assessment will be proportionate to the scale and type of retail floor space proposed. The proposed development will deliver 396 sqm of retail floor space and 272 sqm of commercial floor space totalling 668 sqm of Class E floorspace.

8.3 On this basis, the following assessment on the impact of the retail development is considered appropriate.



- 8.4 The proposed development is seeking to deliver 8 Class E units within Gunthorpe. The principle which underpins the development is the delivery of a community hub which will benefit the residents of Gunthorpe and support the local rural economy.
- 8.5 Out of the 8 units, two will deliver small sized office spaces. The remaining 6 units will be occupied by local retailers, which thus far will include a Farm Shop, Butchers, Café, Salon and Dentil Clinic.
- 8.6 Policy DM11 of the A&D outlines the criterion to consider when conducting a retail impact assessment. It is necessary to consider the impact of the development on the viability and vitality of surrounding local centres.
- 8.7 As has been identified in Section 3.0, Lowdham is the nearby local centre within the Newark and Sherwood boundary. Lowdham serves the villages of Gunthorpe, Caythorpe, Hoveringham, Gonalston and Woodborough of which none have their own convenience store or retail provision.
- 8.8 Lowdham has sufficient amenities and services for its community including multiple grocery stores, public houses, cafes restaurants, a pharmacy and a medical centre. The retail offer in Lowdham, specifically with regard to groceries, is delivered by chain suppliers such as Co-op.
- 8.9 Upon review of the 2020–2021 Retail Monitoring Report, Figure 21 indicates the district, with the omission of the Newark Urban Area, is underdelivering 1,387.44 sqm of convenience or comparison retail floorspace. Of the identified 6,707 sqm requirement, only 3,789 sqm is committed or allocated.
- 8.10 On this basis, there is a significant need for an uplift in convenience or comparison floorspace delivery, which needs to be delivered outside of the Newark Urban Area. It can therefore be ascertained the delivery of additional retail provision will not negatively impact the current offer available in Lowdham but seek to uplift the provision within the wider district, as is sought through Core Policy 8 of the core strategy, specifically paragraphs 5.31 – 5.32.
- 8.11 Overall, the proposed development will have a positive impact on the range of services and good within the area, as the diversification of choice and the emphasis on local retailers will benefit the local economy and communities.
- 8.12 As has been outlined in the Section 7.0, there are no allocated or alternative sites within the locality and henceforth the proposed development will not cause impact on allocated sites.
- 8.13 It is also necessary to consider how the proposed development will impact Gunthorpe. With regard to the surrounding properties, the existing site previously operated as a restaurant with external seating. This would have generated noise and traffic, and therefore the regular use of the site is established.
- 8.14 Regarding the wider community, the town sits to the north of the river Trent, which at Gunthorpe has a lock and two small marinas for short term stays. Consequently, the delivery of a local community hub would benefit the tourist economy and could be used by users of the River Trent as well as the immediate community.
- 8.15 Furthermore, at present, the local community would need to travel to Lowdham, Bingham or Burton Joyce as the nearest centres which provide a retail offer. The bus service which connects Gunthorpe to Lowdham runs twice daily. Other than this, residents would depend on the private car to secure their shopping. Consequently, the proposals will increase the sustainability of Gunthorpe.

9.0 Conclusions



- 9.1 The sequential test has demonstrated that there are no other reasonably available, suitable and deliverable sites within the defined area that are sequentially preferable. As a result of this, the process dictates that the application site should be viewed as appropriate for the proposed development.
- 9.2 Further to this, the accompanying Planning Statement makes clear that the proposed development is an appropriate use of the site insofar as being in accordance with relevant national and local planning policy.
- 9.3 Beyond policy reasoning, the proposed development strives to deliver an accessible community facility which will provide a range of local retailers, in turn providing a service which is not currently available within Gunthorpe and thus improving the sustainability of the settlement.
- 9.4 It is therefore asserted that the sequential test is passed and that the site should be brought forward for development.

