

Executive

Bolton Road Draft Supplementary Planning Document

3 October 2011

Joint Report of Head of Regeneration and Estates and Head of Planning Policy & Economic Development

PURPOSE OF REPORT

To consider the draft Supplementary Planning Document (SPD) and Companion Document for the Bolton Road area in Banbury and endorse it for public consultation.

This report is public

Recommendations

The Executive is recommended to:

- (1) Endorse the Draft Supplementary Planning Document (SPD) attached as Appendix 1.
- (2) Authorise the Head of Planning Policy and Economic Development, in consultation with the Lead Member for Planning, to make any further minor non-substantive changes as are necessary to the Draft SPD and Companion Document prior to the publication of these for public consultation.

Executive Summary

Introduction

- 1.1 The Bolton Road area is located within the north west area of Banbury Town Centre. It is bounded by Castle Street to the North, North Bar to the West, the rear of Parsons Street to the south and Cornhill and Castle Quay shopping centre to the east. Part of the site is also within the Banbury Conservation Area. The site is 1.7 ha in area and is currently occupied by a multi-storey car park, Gala Bingo, Hi-Q tyre centre, WRVS community building, Bolton Road, the rear of properties on Parsons Street, North Bar and Cornhill and ground level parking and provides access to rear servicing.
- 1.2 A draft Supplementary Planning Document (SPD) has been prepared to promote and manage future comprehensive development proposals in the Bolton Road area. This is in order to create a cohesive mix of development

that complements surrounding land uses and expands the offer in the town centre. It will help to control smaller, individual development schemes within the area, which could otherwise prejudice the Council's vision for the area.

- 1.3 The SPD will include a masterplan for the site outlining the preferred (and required) uses, form, urban design and vehicle and pedestrian routes on and through the site. The text of the SPD will add background, detail and explanation to this plan.
- 1.4 A 'Companion Document' is being prepared to accompany the SPD which includes a Statement of SPD matters, a Statement of Consultation, technical papers and further information regarding the evidence base. The document is currently still being completed, but it is recommended it is placed on public consultation alongside the Draft SPD.

Background

- 1.4 In 2006, the Council commissioned a retail study from consultants CBRE to consider the likely need for further retail floorspace across the district. Within Banbury, the Study concluded that the town would have the capacity to accommodate significant levels of increased shopping floorspace and it recommended that the LDF make allocations accordingly. It considered a number of alternative sites around the town centre and concluded that the site at Bolton Road should be afforded the greatest priority.
- 1.5 Following this, a report was approved by the Executive in April 2008 to consider the proposed designation of land at Bolton Road, Banbury as a possible regeneration area, and to approve the necessary work to assess the feasibility of such a proposal. Further background information on the site can be found within this report.
- 1.5 Further to this approval, the Council identified the Bolton Road area of Banbury in the February 2010 draft Core Strategy, policy BAN 8, as a site to bring forward for redevelopment.
- 1.6 In 2010 CBRE provided an update to the PPS6 (retail) assessment of Cherwell's three urban centres. The updated version also includes a section in reference to the Bolton Road area. The 2010 report confirmed the information presented in 2006, that this site could offer suitable accommodation for larger retailers, both convenience (especially in light of the disappearance of Summerfield from Castle Quay) and comparison and should be given the greatest priority by the Council. The site offers an ideal opportunity to provide significant additional retail floorspace adjacent to the current Shopping Centre, as well as potential leisure uses.
- 1.7 In December 2010, Broadway Malyan was appointed by Cherwell District Council to draft and produce the SPD and accompanying masterplan in conjunction with the Council. They will also undertake the public consultation and analyse the responses to assist us in preparing a final draft of the SPD to be considered again by the Council in due course.
- 1.8 The Executive is being asked to approve the draft SPD and Companion document for public consultation. A leaflet will also be produced for public consultation summarising the draft SPD. The Consultation will be undertaken for a period of 6 weeks during the autumn during which a public exhibition

showing proposals for the site will be available to view. The public consultation will take place in accordance with the Council's adopted Statement of Community Involvement. After the consultation period has ended, the representations made will be brought back to the Executive to consider and Members will be asked to approve a final SPD document. This is likely to be in February 2011, when Members will be asked to approve a, possibly revised, document for development control purposes.

Planning Policy

- 1.9 All Supplementary Planning Documents must be prepared in accordance with a "parent policy" which is contained within a Development Plan Document (DPD). In the case of this SPD, the relevant DPD is the Core Strategy. However a draft version of the Core Strategy is still being prepared, with draft relevant 'parent policy' being BAN 8 which states:

'Land at Bolton Road will be developed to provide new shopping and other town centre uses'

On adoption of the Core Strategy the SPD will also be formally adopted.

- 1.10 In the meantime, the Council intends to approve the SPD early next year for development control purposes as informal planning policy to encourage and enable potential development promoters to bring forward suitable proposals for the whole of the Bolton Road area. If necessary, the Council will use the SPD alongside other relevant planning policy to refuse planning applications that it considers are contrary to SPD policy.

Development Proposals

- 1.11 The Draft SPD sets out a vision for the Bolton Road area and a series of detailed requirements to guide its future development. These are listed below and explained in more detail in the draft SPD and identified on the masterplan. Both are attached in Appendix 1.
- 1.12 The development proposals have been devised with regard to the environmental constraints and financial challenges associated with this site. In preparing any proposals, a number of key factors needs to be addressed:-
- Any scheme must be financially viable and offer an attractive development opportunity. The Council has been advised that the financial viability of this development is likely to be driven by the inclusion of a substantial foodstore within the scheme.
 - There is currently a large car park on the site and any redevelopment proposal must retain public car parking, recognising that further development will increase car parking demand further.
 - The site includes a number of existing uses for which provision needs to be made. These include the WRVS building, the Gala Bingo hall and toilets / washroom for market traders.
- 1.12 The preferred option proposes the comprehensive redevelopment of the site and comprises:
- Replacement car park (no fewer than 630 spaces)

- Anchor foodstore - (circa. 60,000 sq ft)
- Comparison retail units (circa. 30,000 sq ft)
- Replacement WRVS facility (circa. 5,000 sq ft)
- Replacement market trader's toilet/washroom
- Replacement Vehicle Park Wardens Office
- Leisure/ Gala Bingo (circa. 7,000 sq ft)
- Hotel (80 – 100 bed)
- Public square

1.13 As well as being a key development opportunity, the site also occupies a key position within Banbury town centre. Any redevelopment poses some major urban design and conservation challenges and offers major opportunities to improve the appearance and functioning of the town centre as a whole. For example:-

- There are opportunities to provide improved pedestrian movement in the area by improving links into and through to Parsons Street. These will increase pedestrian movements along Parsons Street for the benefit of traders and the town centre as a whole. Furthermore, pedestrian movement from the north along the pedestrian footpath on Castle Street, can also be improved.
- There are currently a number of properties and areas of private off street parking that are served by Bolton Road. Any changes to these arrangements will need to be carefully considered.
- There is a sensitive relationship with the setting of adjacent Listed Buildings and the Conservation Area. The scale and massing of any new development in this area must be such that it enhances, and does not dominate, this historic environment.

Partners and Stakeholders

- 2.1 A project team consisting of the Council, together with Broadway Malyan and their supporting consultants with input from Oxfordshire County Council was formed to oversee the work on the draft SPD.
- 2.2 During the preparation of the SPD the Council has engaged with a number of key stakeholders and landowners.
- 2.3 Workshops were held at Banbury Town Hall in March 2011 to which stakeholders were invited. A separate meeting was also held with the affected occupiers of properties which are adjacent to the site.
- 2.4 Consultees participated in identifying the opportunities and challenges facing the site and assisted in establishing a vision for the Bolton Road area. More detail about this consultation is set out in the Companion Document which will be available to view once the public consultation starts.

Key Issues for Consideration/Reasons for Decision and Options

- 2.1 This project is identified as a priority in the Regeneration and Estates Service plan and identified as land for redevelopment for a retail led scheme in the draft Core Strategy.

- 2.2 The main issue for consideration is whether to endorse the Draft SPD for public consultation.
- 2.2 The following options have been identified. The approach in the recommendations is believed to be the best way forward.

Option One	To endorse the SPD and Companion Document for public Consultation
Option Two	To endorse the SPD and Companion Document for public consultation with amendments
Option Three	To not endorse the SPD and Companion Document for public consultation

Implications

Financial: A capital bid of £50,000, from Regeneration and Estates is in the approved capital programme towards provision of a Council document for the redevelopment of the Bolton Road area. There are also additional funds available within the Planning Policy consultancy budget should they be required. These are considered to be sufficient to cover the costs associated with drafting and making an SPD as well as this public consultation and associated costs.

Comments checked by Karen Muir, Corporate System Accountant 01295 221559

Legal: It should be noted that, even after public consultations have been completed and when the SPD has been approved for development control purposes, it will remain an informal document only, until the Core Strategy has been adopted.

Comments checked by Nigel Bell, Team Leader – Planning & Litigation / Interim Monitoring Officer, 01295 221687

Risk Management: If the draft SPD is not supported and significant changes proposed this will delay the public consultation and could create financial implications for the Council. Even when the public consultation is undertaken there could still be objections which could delay the production of the SPD. If significant objections are received it could require further Council expense of a second consultation.

Comments checked by Claire Taylor, Corporate Strategy and Performance Manager 01295 221563

Wards Affected

All wards in Banbury

Corporate Plan Themes

A District of Opportunity

Executive Lead Member

Councillor Norman Bolster
Lead Member for Economic Development and Estates
Councillor Michael Gibbard
Lead Member for Planning

Document Information

Appendix No	Title
1	Draft SPD and Masterplan
Background Papers	
PPS6 Assessment, CBRE for Cherwell District Council, December 2006 and update 2010 Draft Core Strategy, Cherwell District Council, February 2010 Executive Report 7 April 2008	
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