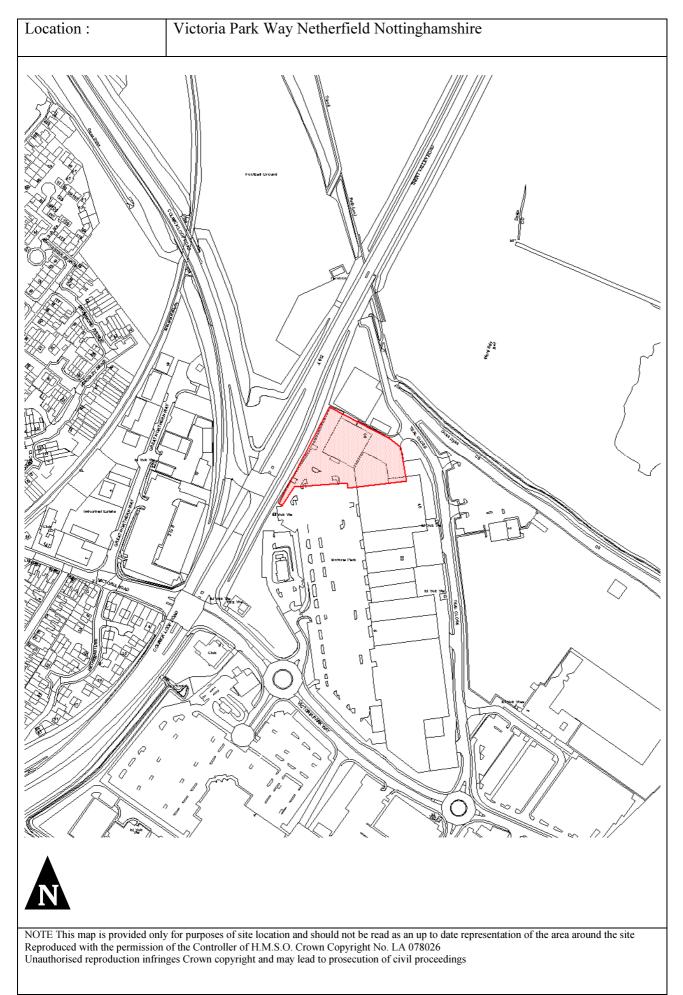
Planning Report for 2013/0267



APPLICATION NO:	2013/0267
LOCATION:	Victoria Park Way Netherfield Nottinghamshire NG4 2PA
PROPOSAL:	Variation of Condition 2 and 17 of 2012/1031 (Demolition of Unit 1 and redevelopment of it and the adjoining former garden centre for three new retail units along with related external works.) to amend the details of the approved plans and allow for the sale of food from proposed Unit 1A
APPLICANT:	The Crown Estate
AGENT:	Mr Jonathan Best

Site Description

The application site is located at the northern end of the Victoria Retail Park and comprises the existing Halfords Store and it's now disused car servicing area (Unit 1) and the disused former Focus Garden Centre.

Unit 1 has an existing ground floor area of 1,375 square metres and mezzanine floor of 429 square metres, providing 1,804 square metres of floorspace in total.

Visitor parking is provided within a large car park to front of the units on the Retail Park, whilst rear servicing is provided via Teal Close, both being accessed off Victoria Park Way, which connects to the Colwick Loop Road at a signal controlled junction.

The application site falls within Flood Zone 2, which is classified as 'medium probability' flood risk.

Relevant Planning History

In December 2008, planning permission was granted under application no: 2008/0796 to extend and sub-divide Unit 1 (Halfords). It was proposed to extend the unit by 625 square metres (322 square metres at ground floor and 303 square metres at mezzanine level) and to construct a new 1,000 square metres unit (Unit 1C) to replace the former Focus Garden Centre. The new unit would have comprised 697 square metres at ground floor and 303 square metres at mezzanine level.

A total of three units would have been created; 2 units of 1429 square metres and 1000 square metres from the sub-division of the Halfords store and the proposed new 1000 square metres unit on the former Focus Garden Centre.

In November 2011, approval was granted under application no: 2011/0887 for a hybrid application comprising outline permission for 2 buildings to house 3 units for A3 use and full permission for a new A3 unit to replace the existing McDonalds unit. This application also included other wider works, including pedestrian routes, landscaping and modifications to the access and parking provision serving the Retail Park.

In November 2012, planning permission was granted under application no: 2012/1031 for proposals which were similar to those for which planning permission was granted in December 2008, but instead of extending and sub-dividing Unit 1, it was proposed to demolish the existing building and redevelop this part of the site with two replacement units.

The development would be implemented in two phases:

- □ Phase 1 construct Unit 1C adjacent to Tesco Home Plus (Unit 2) & relocate Halfords into this.
- □ Phase 2 demolish Unit 1 & replace with two new units (Units 1A & 1B).

The proposed development would provide a total floor area of 4,812 square metres, as follows:

Unit	Ground Floor	Mezzanine	Total Floorspace
Unit 1A	1,022 sqm	465 sqm	1,487 sqm
Unit 1B	1,068 sqm	1,068 sqm	2,136 sqm
Unit 1C	697 sqm	492 sqm	1,189 sqm
Total	2,787 sqm	2,025 sqm	4,812 sqm

As a consequence, the proposed development would provide 1,383 square metres more floorspace than was previously approved.

Condition 2 attached to this permission states:

"The development hereby permitted shall be carried out in accordance with the following approved plans: Site Plans (1081-U1-P02 & P03); Ground Floor Plan (1081-U1-P05); Mezzanine Floor Plan (1081-U1-P07); Roof Plan (1081-U1-P09); Elevations (1081-U1-P11); & Sections (1081-U1-P12), deposited on 23rd August 2012."

Condition 17 attached to this permission states:

"The goods to be sold within the units hereby approved shall not include food and shall consist primarily of building, decorating and home improvement materials and equipment, furniture and floor coverings, garden goods and equipment, car parts/spares and maintenance goods and equipment, caravans, camping equipment and boats, cycles, carpets, electrical goods and equipment, toys, curtains, household textiles, soft furnishings, bedding and light fittings and pet food and pet supplies."

Proposed Development

Approval is sought for a variation of conditions 2 and 17 attached to planning permission no: 2012/1031 to amend the details of the approved plans and to allow for the sale of food from proposed Unit 1A.

The applicant proposes to alter the form of the steel structure of the building which, once built, would comprise Units 1A and 1B. This has related, but minor, changes to details of the design and layout of the building. Further additional alterations are proposed in response to further more detailed design work. However, the size, form and appearance of both units would be substantially unchanged and the size of the mezzanine floor has been slightly reduced from 465 to 385 square metres, resulting in the total floorspace of Unit 1A being reduced from 1487 to 1407 square metres.

The application therefore seeks the variation of Condition 2 attached to planning permission no: 2012/1031 to the following:

"The development hereby permitted shall be carried out in accordance with the following approved plans: Site Plans (1081-U1-P02B & P03B); Ground Floor Plan (1081-U1-P05B); Mezzanine Floor Plan (1081-U1-P07B); Roof Plan (1081-U1-P09B); Elevations (1081-U1-P11B); & Sections (1081-U1-P12B), which were deposited on 7th March 2013."

Furthermore, the applicant wishes to let proposed Unit 1A to a retailer for the sale of food in order to enhance the range and choice of convenience goods shopping in this part of the Borough.

The application therefore also seeks the variation of Condition 17 attached to planning permission no: 2012/1031 to the following:

"With the exception of Unit 1A shown on plan 1081-U1-P03B, the goods to be sold within the units hereby approved shall not include food. The goods to be sold within the approved units shall consist primarily of building, decorating and home improvement materials and equipment, furniture and floor coverings, garden goods and equipment, car parts/spares and maintenance goods and equipment, caravans, camping equipment and boats, cycles, carpets, electrical goods and equipment, toys, curtains, household textiles, soft furnishings, bedding and light fittings and pet food and pet supplies as well as, within Unit 1A only, food."

The applicant's agent has confirmed that the mezzanine in Unit 1A is to be non-trading.

The application is supported by a Retail Planning Statement and a Transport Assessment Report.

Consultations

Adjacent units have been notified by letter, a site notice has been posted and the application has been publicised in the local press – no representations have been received in response.

<u>Nottinghamshire County Council (Highway Authority)</u> – initially requested further clarification from the applicants transport consultants of the proposed traffic flows shown in the Transport Statement attached with this application together with an electronic version of the traffic signals modelling.

Having considered the further information provided, the Highway Authority makes the following comments:

□ Variation of Condition 2 to planning permission 2012/1031

No objections to offer in principle.

□ Variation of Condition 17 to planning permission 2012/1031

No objections to offer in principle to the proposed development, subject to conditions (including other comments) as detailed in the previous response for planning application reference 2012/1031. At that time the Highway Authority advised that the additional traffic generated at the Victoria Park Way/Colwick Loop Road/Victoria Road junction would have a detrimental impact on the adjacent roads, but that this could be mitigated by installing on-crossing pedestrian detectors.

The HA recommended that a Grampian condition be imposed to ensure that these mitigation works were completed before the occupation of any part of the development and conditions were suggested with regard to surfacing, drainage, parking spaces and a Travel Plan.

Developer Contributions

A contribution towards Integrated Transport Measures was also required as part of the previous application. As a result of the proposed changes in gross floor areas for both food and non-food development units, the Highway Authority advises that the amount of Integrated Transport Contribution needs recalculating.

These contributions would help provide an alternative to the car and help achieve modal transfer targets as set out in the Local Transport Plan. For this development the contribution will go towards improving cycling and pedestrian facilities in the area.

Environment Agency – no objection to the proposed variation of conditions 2 and 17.

<u>Severn Trent Water</u> - no objection, so long as the development is not commenced until drainage plans for the disposal of surface water and foul sewage have been submitted to and approved by the local planning authority. The scheme should be implemented in accordance with the approved details before the development is first brought into use.

Public Protection - no comments received to date.

Planning Considerations

The main planning considerations regarding this application for the variation of planning conditions are the introduction of a new retail food store in an 'out of centre' location and the impact of the proposed variations on highway safety and the design of the proposed development.

National planning policy guidance is set out in the National Planning Policy Framework (NPPF), at the heart of which is a presumption in favour of sustainable development. The following core planning principles of the NPPF are relevant to this planning application:

- □ 1. Building a strong, competitive economy (paragraphs 18-22)
- □ 2. Ensuring the vitality of town centres (paragraphs 23-27)
- □ 7. Requiring good design (paragraphs 56-68)

Locally, the following saved policies of the Gedling Borough Replacement Local Plan (Certain Policies Saved 2008) are relevant to this planning application:

- Development Criteria
- □ Policy S11 Retail Development outside Shopping Centres
- □ Policy T1 New Developments Developer Contributions

Gedling Borough Council at its meeting on 13th February 2013 approved the Gedling Borough Aligned Core Strategy Submission Documents (ACSSD) which it considers to be sound and ready for independent examination. Consequently, Gedling Borough Council, in determining planning applications may attach greater weight to the policies contained in the ACSSD than to previous stages, as it is at an advanced stage of preparation. The level of weight given to each policy will be dependent upon the extent to which there are unresolved objections (the less significant the unresolved objections, the greater weight that may be given), and is explored further in the Introduction Report.

The following emerging planning policies are relevant to this planning application:

- □ Policy 6 Role of Town and Local Centres
- □ Policy 10 Design and Enhancing Local Identity

Government has legislated to abolish the East Midlands Regional Plan and the revocation order has been laid in Parliament and will come into force imminently and for all intents and purposes the East Midlands Regional Plan is no longer part of the development plan. However, in any case, after reviewing the East Midlands Regional Plan, it is considered that none of the policies it contains are relevant to this application.

Retail Planning Policy Considerations

This proposal relates to planning permission 2012/1031 and seeks to vary Conditions 2 and 17 and change the permitted scheme to allow the unit to operate as a food retailer.

The relevant retail planning policies that need to be considered in relation to the proposed development are set out in and Sections 1 and 2 of the NPPF, Policy S11 of the RLP and Policy 6 of the ACSSD

Paragraphs 18-22 of the NPPF relate to building a strong competitive economy and paragraph 19 states that significant weight should be placed on the need to support economic growth through the planning system.

Paragraphs 23-27 of the NPPF relate to ensuring the vitality of town centres and paragraph 24 sets out that main town centre uses which are not in a town centre and not in accordance with an up to date development plan should demonstrate compliance with the sequential test. This requires sites within or on the edge of centres to be considered before out of centre locations can be developed. Applicants should demonstrate flexibility on issues such as format and scale.

Paragraph 26 of the NPPF sets out the requirement for an Impact Assessment. Proposals in excess of 2,500 square metres or the locally set threshold will need to provide an Impact Assessment. The Impact Assessment should include assessment of:

- □ The impact on existing, committed and planned public and private investment in centre(s); and
- □ The impact on the vitality and viability of centre(s).

Paragraph 27 of the NPPF sets out that where the proposal fails the sequential assessment or is likely to have significant adverse impacts on the factors identified above, permission should be refused.

Policy S11 of the RLP adopts a similar approach to the NPPF and requires, inter alia, that proposals demonstrate compliance with the sequential test and do not cause demonstrable harm to the vitality or viability of other shopping centres. Policy S11 also requires evidence of a 'need' for a proposal. While this requirement was not included in previous national policy (PPS4) or in the NPFF, understanding 'need' is a part of the sequential assessment and understanding where the catchment of the store lies (and therefore which centres should be searched).

Policy 6 of the ACSSD seeks to maintain and enhance the vitality and viability of all centres and states that new retail uses in out-of- centre locations will need to demonstrate suitability through a sequential site approach and a robust assessment of impact on nearby centres.

Although the previous application considered the sequential and impact tests of this location, food stores have a different catchment and impact than the 'bulky goods' stores permitted. These issues should therefore be considered as part of this application.

While 'need' is no longer a reason for refusal, it does form part of understanding both the sequential and impact tests. The Greater Nottingham Retail Study 2008 (GNRS)

concluded that there was sufficient capacity for a new food superstore to serve the area between Mapperley Plains and Carlton Square. While this was expected to be part of the Gedling Colliery/Chase Farm development, the level of uncertainty regarding that scheme means that the Borough Council is unable to consider it as a sequentially better location. Although the proposed site considered by this application does not serve the precise area identified in the GNRS, the proposal would go some way to address the capacity need identified in the wider area.

Paragraphs 6.9-6.33 of the Retail Planning Statement submitted by the applicant sets out the centres and various sites that have been considered as part of the sequential test. After reviewing the information provided, I am satisfied that there is no better sequential location for this development.

Paragraphs 6.34-6.46 of the Retail Planning Statement set out the applicant's view of the potential impact on nearby centres. Given the size of the proposal (1,487 square metres, including a mezzanine), a formal Impact Assessment is not required as it is below the threshold of 2,500 square metres set out in the NPPF. After reviewing this information, and given the capacity identified in the GNRS, it is considered that the proposal is unlikely to cause the 'significant adverse impact' identified in the NPPF.

In conclusion, there is no objection to the proposed variation of conditions on retail planning policy grounds, as the applicant has demonstrated compliance with the sequential and impact assessments. As such, the proposed development would accord with Sections 1 and 2 of the NPPF, Policy S11 of the RLP and Policy 6 of the ACSSD.

I am mindful that a planning application for a 11,781 square metres food superstore and associated development has recently been submitted on land to the west of Victoria Retail Park, on the site of the former fuel storage facility. However, given the significant differences in scale between the two proposals, I consider that it would be unreasonable to refuse planning permission for the current proposal, as the contribution that this application will make to the potential cumulative impact would be limited in comparison.

Highway Safety Considerations

The relevant planning policy and guidance that needs to be considered in relation to these highway issues are set out in Policies ENV1 and T1 of the RLP.

Policy ENV1 of the RLP states, amongst other things, that development proposals are to include adequate provisions for the safe and convenient access and circulation of pedestrians and vehicles and that, in this regard, particular attention will be paid to the needs of disabled people, cyclists, pedestrians and people with young children.

Policy T1 of the RLP requires that contributions will be negotiated from developers of retail developments to meet elements of the transport costs that arise from the additional demand for travel as a consequence of their proposals.

I note that following the submission of additional information, the Highway Authority has advised that it has no objections in principle, subject to the installation of on-crossing pedestrian detectors at the Victoria Park Way/Colwick Loop Road/Victoria Road junction, a developer contribution towards Integrated Transport Measures and the imposition of appropriate conditions.

The applicant's agent has indicated that his client is agreeable to the highway works and developer contribution being secured by means of Grampian conditions.

As such, I am satisfied that the proposed development accords with Policies ENV1 and T1 of the RLP.

Design Considerations

The relevant planning policies that need to be considered in relation to design are set out in Policy ENV1, Section 7 of the NPPF and Policy 10 of the ACSSD.

Policy ENV1 of the RLP requires that development is of a high standard of design which has regard to the appearance of the area and does not adversely affect the area by reason of its scale, bulk, form, layout or materials.

Policy 10 of the ACSSD requires all new development to be designed to a high standard and sets out in detail how this should be assessed. All new development should make a positive contribution to the public realm and sense of place and create an attractive, safe, inclusive and healthy environment. The most relevant design elements in this instance include the site layout; massing, scale and proportion; and materials, architectural style and detailing.

In my opinion, the changes in the design of the proposed development are relatively minor and I remain satisfied that it has been designed so that it relates to and enhances the appearance of the existing adjacent buildings on the Retail Park, in terms of its layout, scale, proportions and use of materials, in accordance with Policy ENV1 of the RLP and Policy 10 of the ACSSD. It would also add to the overall quality of the area and establish a strong sense of place, using buildings to create an attractive and comfortable place in which to work and visit, in accordance with the aims of paragraph 58 of the NPPF.

Conclusion

The planning considerations set out and discussed above indicate that the proposed development would accord with national and local planning policies.

Recommendation: GRANT PLANNING PERMISSION

- 1. The development must be begun not later than three years beginning with the date of this permission.
- 2. The development hereby permitted shall be carried out in accordance with the following approved plans: Site Plans (1081-U1-P02B & P03B); Ground Floor Plan (1081-U1-P05B); Mezzanine Floor Plan (1081-U1-P07B); Roof Plan (1081-U1-P09B); Elevations (1081-U1-P11B); & Sections (1081-U1-P12B), which were deposited on 7th March 2013 and the email from Blue Sky Planning on 15th May 2013, stating that the mezzanine in Unit 1A is to be non-trading.
- 3. The development hereby permitted shall be carried out in accordance with the approved Flood Risk Assessment; FRA addendum (Pinnacle 120717); Micro Drainage calculations for a 2 year, 30 year and 100 year return period; and Drainage Plan (5335 S(52)06 Rev B). The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the Borough Council as local planning authority.

- 4. The development hereby permitted by this permission shall not be initiated by the undertaking of a material operation as defined in Section 56 (4) (a) (d) of the Town & Country Planning Act 1990 in relation to the development, until a separate planning obligation pursuant to Section 106 of the said Act relating to the land has been made & lodged with the Nottinghamshire County Council in respect of a contribution towards Integrated Transport Measures & the provision of on-crossing pedestrian detectors on phase J, K and N to the Victoria Park Way and Colwick Loop Road junction & the Borough Council as local planning authority has notified the persons submitting the same that it is to the local planning authority's approval.
- 5. Unless otherwise agreed by the Borough Council, development must not commence until the following has been complied with: Site Characterisation An assessment of the nature and extent of any potential contamination has been submitted to and approved in writing by the Borough Council. This assessment must be undertaken by a competent person, and shall assess any contamination on the site, whether or not it originates on the site. Moreover, it must include; a survey of the extent, scale and nature of contamination and; an assessment of the potential risks to: human health, property, adjoining land, controlled waters, ecological systems, archaeological sites and ancient monuments. Submission of Remediation Scheme Where required, a detailed remediation scheme (to bring the site to a condition suitable for the intended use by removing unacceptable risks to critical receptors) should be submitted to and approved in writing by the Borough Council. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, an appraisal of remedial options, and proposal of the preferred option(s), and a timetable of works and site management procedures.
- 6. In the event that remediation is required to render the development suitable for use, the agreed remediation scheme shall be implemented in accordance with the approved timetable of works under condition 5 above. Prior to occupation of any building(s) a Verification Report (that demonstrates the effectiveness of the remediation carried out) must be submitted and approved in writing by the Borough Council.
- 7. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Borough Council and once the Borough Council has identified the part of the site affected by the unexpected contamination development must be halted on that part of the site. An assessment must be undertaken in accordance with the requirements of condition 5 above, and where remediation is necessary a remediation scheme, together with a timetable for its implementation and verification reporting, must be submitted to and approved in writing by the Borough Council.
- 8. Before development is commenced there shall be submitted to and approved in writing by the Borough Council details of the means of enclosure. The development shall then be completed in accordance with the approved details.
- 9. Before development is commenced there shall be submitted to and approved by the Borough Council details of the proposed means of surfacing of the access,

parking, servicing areas and other unbuilt on portions of the site. The development shall then be completed in accordance with the approved details.

- 10. Before development is commenced there shall be submitted to and approved by the Borough Council a landscape plan of the site showing the position, type and planting size of all trees and shrubs proposed to be planted.
- 11. Before development is commenced there shall be submitted to and approved by the Borough Council details of the on-crossing pedestrian detectors on phase J, K and N to the Victoria Park Way and Colwick Loop Road junction.
- 12. No part of the development hereby permitted shall be occupied until the access, parking (including the provision of the cycle parking stands) and servicing arrangements have been appropriately hard surfaced in a bound material and have been drained to prevent surface water discharging onto the highway. The surfaced access, parking and servicing arrangements shall then be maintained in such hard bound material for the life of the development.
- 13. No part of the development hereby permitted shall be occupied until the individual parking spaces have been clearly marked out on site in accordance with the approved plans 1081-U1-P02B or P03B. Parking spaces shall be kept available for parking in association with the development thereafter.
- 14. No part of the development hereby permitted shall be occupied until provision has been made within the application site for the parking of cycles and powered two wheeled vehicles (PTW) with secure anchor points, ideally covered, in accordance with details to be submitted to and approved in writing by the Borough Council. The provision for cycles and PTW shall be retained in accordance with the approved details for the life of the development.
- 15. No part of the development hereby permitted shall be occupied until a Travel Plan has been submitted to and approved in writing by the Borough Council. The Travel Plan shall set out proposals (including targets, a timetable and enforcement mechanism) to promote travel by sustainable modes which are acceptable to the Borough Council and shall include arrangements for monitoring progress of the proposals. The Travel Plan shall be implemented in accordance with the timetable set out in that plan, unless otherwise agreed in writing by the Borough Council.
- 16. The approved landscape scheme shall be carried out in the first planting season following the substantial completion of the development and any planting material which becomes diseased or dies within five years of the completion of the development shall be replaced in the next planting season by the applicants or their successors in title.
- 17. With the exception of Unit 1A shown on plan 1081-U1-P03B, the goods to be sold within the units hereby approved shall not include food. The goods to be sold within the approved units shall consist primarily of building, decorating and home improvement materials and equipment, furniture and floor coverings, garden goods and equipment, car parts/spares and maintenance goods and equipment, caravans, camping equipment and boats, cycles, carpets, electrical goods and

equipment, toys, curtains, household textiles, soft furnishings, bedding and light fittings and pet food and pet supplies as well as, within Unit 1A only, food.

- 18. None of the units hereby approved shall be further sub-divided to form separate retail units.
- 1. In order to comply with Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2. For the avoidance of doubt and in the interests of proper planning.
- 3. To prevent flooding and to reduce the risk and impact of flooding in accordance with the aims of Policy ENV1 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008 and the National Planning Policy Framework.
- 4. To comply with Policy T10 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.
- 5. To ensure a satisfactory development in accordance with the aims of Policy ENV3 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.
- 6. To ensure a satisfactory development in accordance with the aims of Policy ENV3 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.
- 7. To ensure a satisfactory development in accordance with the aims of Policy ENV3 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.
- 8. To ensure a satisfactory development in accordance with the aims of Policy ENV1 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.
- 9. To ensure a satisfactory development in accordance with the aims of Policy ENV1 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.
- 10. In the interests of visual amenity, in accordance with the aims of Policy ENV1 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.
- 11. In the interests of Highway safety.
- 12. In the interests of Highway safety.
- 13. In the interests of Highway safety.
- 14. In the interests of sustainable travel.
- 15. In the interests of sustainable travel.
- 17. To control the type of goods sold at the proposed units in order to safeguard the viability, vitality and quality of existing district centres in accordance with the aims of Policy S12 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008 and the National Planning Policy Framework.
- 18. To accord with Policy S12 of the Gedling Borough Replacement Local Plan (Certain Policies Saved) 2008.

Reasons for Decision

In the opinion of the Borough Council there are no sequentially preferable sites which can be considered as suitable or available alternatives to the location proposed and there will be no significant impact on the vitality or viability of existing centres. The proposed development will make a positive contribution to the appearance of the Victoria Retail Park and there are no undue highway or flood risk implications. The proposed development meets with the fundamental aims of the National Planning Policy Framework and Policies ENV1, S11 and T1 of the Gedling Borough Replacement Local Plan (Certain Policies Saved 2008). It also accords with the aims of Policies 6 and 10 of the Gedling Borough Aligned Core Strategy Submitted Documents.

Notes to Applicant

The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to The Coal Authority on 0845 762 6848. Further information is also available on The Coal Authority website at www.coal.decc.gov.uk.Property specific summary information on past, current and future coal mining activity can be obtained from The Coal Authority's Property Search Service on 0845 762 6848 or at www.groundstability.com.

Your attention is drawn to the attached comments from Nottinghamshire County Council as Highway Authority, the Environment Agency & the Borough Council's Public Protection Section.

Planning Statement - The Borough Council has worked positively and proactively with the applicant in accordance with paragraphs 186 to 187 of the National Planning Policy Framework.