



## Report of the Chief Planning Officer

### ***NORTH AND EAST PLANS PANEL***

Date: 1<sup>st</sup> November 2012

**Subject: APPLICATION 12/03034/FU – Partial demolition of existing retail units and extension of existing supermarket; car parking, laying out and landscaping to Hallfield Lane car park, 7- 8 Horsefair Centre & 22-28 North Street, Wetherby LS22 6FL**

#### **APPLICANT**

Morrisons Supermarkets  
PLC

#### **DATE VALID**

9.8.2012

#### **TARGET DATE**

08.11.12

#### **Electoral Wards Affected:**

**Wetherby**

Yes

Ward Members consulted  
(referred to in report)

#### **Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

#### **RECOMMENDATION:**

**GRANT PERMISSION subject to the following conditions:**

1. Time limit on full permission (3yrs).
2. Development in accordance with approved plans.
3. Details of external walling and roofing materials to be submitted.
4. Details of surfacing materials.
5. Details of boundary treatments to be submitted.
6. Details of proposed site levels to be submitted.
7. Area used by vehicles surfaced and drained.
8. closure of redundant access/es
9. Details of cycle parking facilities to be submitted.
10. Details of travel plan to be submitted
11. Scheme for the laying out, specification and management of Hallfield Lane car park to be submitted.
12. Restriction on demolition/ construction hours (not before 07.30 Mon-Fri/09.00 Sat nor after 18.30 Mon-Fri/13.00 Sat).
13. Protection of existing trees/vegetation

14. Submission of landscaping details and implementation.
15. Submission of scheme to control noise from any external plant.
16. Details of extract ventilation systems.
17. Details of waste/recycling facilities to be submitted.
18. Construction management plan to be submitted.
19. Restriction on specified opening hours (07.00-20.00 Mon-Sat & 10.00-16.00 Sun).
20. Restriction on delivery hours (06.00-22.00 Mon-Sat & 07.00-16.00 Sun).
21. No lighting fitment to be directly visible from dwelling/or hazard for highway.
22. Feasibility study into use of sustainable drainage methods.
23. Details of surface water disposal to be submitted.
24. Oil and petrol interceptor to areas used by cars.
25. Submission of site investigation report.
26. Amendment to remediation statement.
27. Submission of verification report.
28. Submission of employment and training strategy.
29. Hallfield Lane car park to be laid prior to extension coming into use.

**Reason for approval:** The proposed retail provision is an appropriate to this town centre location and the design and scale of the development does not cause harm to the character and appearance of the conservation area. The laying out of the car park, and associated works, compliment the town centre location and will result in an improvement to the character and operation of the Wetherby. The proposed developments are considered to comply with local and national planning policies.

## **1.0 INTRODUCTION:**

- 1.1 This application is a full application for the partial demolition of existing retail units and an extension to Morrisons Supermarket located in Wetherby Town Centre. The proposed extension falls within the designated conservation area. As a consequence the application is also accompanied by a conservation area application for the demolition of existing retailing units and covered mall under reference (12/03035/CA).
- 1.2 This application is brought to Plans Panel as it is a major proposal with implications for Wetherby town centre.

## **2.0 PROPOSAL:**

- 2.1 The application involves replacing 4 existing retail units, reducing the size of an existing unit (former Clinton Cards) and removing circulation space in order to extend the floor area of the existing supermarket along the western edge of the store. The additional floor space is required to provide a new customer café and toilets and new retail space to allow for internal store reconfiguration. As a consequence of these proposed changes, the gross floor area will increase from 6,224 sq m to 6900 (+676 sq m). The net sales area will increase from 3,258 sq m to 3,868 sq m (+610 sq m). Car parking provision for the store is proposed to remain unchanged albeit improvements to the Hallfield Lane lorry park, for use as car parking, will result in the provision of the laying out of 144 car parking spaces or thereabouts for town centre users.

## **3.0 SITE AND SURROUNDINGS:**

- 3.1 The application site lies within the urban area of Wetherby on the eastern edge of the town centre and partly within the designated conservation area. The extent of the conservation area boundary bisects the existing Horsefair Centre with the

Morrisons store and parking areas excluded from the conservation designation. The site is bounded by North Street to the west and Horsefair to the south. The Horsefair Centre, which contains a shopping mall and a number of retail units, is situated along the western edge of the Morrisons store and has frontage and access onto North Street and Horsefair. To the south east lies Hallfield Lane with Hallfield Lane car park beyond which is poorly surfaced. Towards the north western corner of the car park public recycling facilities are located.

- 3.2 The application site has the benefit of dual orientation, with access to the store via the Horsefair Centre and also via a store / town centre car park accessed off North Street and egressed off Hallfield Lane which provides circa 412 parking spaces. The loading and servicing arrangements are located to the south of the site with a dedicated access off Hallfield Lane.
- 3.3 The existing supermarket and parking area are located within the town centre and provide access to the Horsefair Centre and town centre with links to primary and secondary shopping areas. The Hallfield Lane car park is within close proximity to Wetherby Town Centre. Although the existing store is outside the boundary of the conservation area, its design is sensitive to its location. The existing store, although typical a Morrisons architectural style, contains some interesting details with tower features and colonnades. The building's scaling and massing effectively reads as 2/3 storey and features parapet walling to mask flat roof elements and pitched mansard roofs elsewhere. The materials used include spilt faced buff stone, smooth ashlar buffed stone, buff brick and slate tile.
- 3.4 The application site is partly situated within the boundaries of Wetherby Conservation Area (Identified in the Wetherby Conservation Area Appraisal and Management Plan as Character Area 1) and the Town Centre. Wetherby retains a strong historic character with a concentration of important historic buildings in the centre of the town, a number of which have Listed status. There is a uniform palette of materials and its historic street pattern are all key elements which contribute to its distinctive character.
- 3.5 The majority of buildings in the Conservation Area date from the late 18th or 19th Centuries and are generally of fairly standard domestic form, of two or three storeys and respecting either classical Georgian or vernacular forms of design and proportion. The characteristic walling material in the Conservation Area is locally quarried magnesium limestone, although pale grey limestone has been used in some recent buildings. Roofs are generally covered with Welsh slate and pantiles also occur on some historic buildings and provide an additional element in the streetscape.

#### **4.0 RELEVANT PLANNING HISTORY:**

- 4.1 12/03035/CA Conservation area application for partial demolition of existing retail units and covered mall. Pending consideration.  
31/6/05/FU: Laying out of enlarged car park to supermarket and new school car park (approved 28.6.2005).  
31/520/04/FU: Alterations to existing shop, erection of shop, amended service access and new gates to shopping centre (approved 13.1.2005)  
31/479/03/FU: Variation of condition 9 of application 31/311/02/FU to extend delivery hours (approved 14.6.2004)  
31/456/03/FU: Extension to supermarket to form café (approved 4.12.2003).  
31/311/02/FU: Laying out and construction of retail store with service yard and car park (approved 21.2.2003).

38/308/02/FU: Laying out of access and car parking to supermarket (approved 2.10.2002)

31/277/02/FU: Covered loading bay to rear and enlarged service yard to supermarket (approved 18.9.2002).

31/328/02/FU: Use of part of school grounds as enlarged car park (approved 6.6.2002)

31/65/98/OT: Outline application to erect retail store with 354 parking spaces and hockey pitch (approved 30.4.2002).

31/265/96/FU: Amendment to existing car park layout and extension to form enlarged car park to shopping centre (approved 20.12.1996).

H31/489/77: Alterations to form supermarket, comprising of aluminium door and window units, sales area, machine room, store and two offices (approved 14.11.1977).

H31/20/76: Demolition of shops and light industrial premises, laying out of access roads and erection of shopping parade (approved 29.3.1976)

## **5.0 HISTORY OF NEGOTIATIONS:**

5.1 Pre-application discussions have taken place relating to the proposed redesign of the store and Horsefair Centre, together with landscape issues.

5.2 Throughout the course of the application amendments have been sought and discussions have taken place with Ward Members. The negotiated amendments include:

- The amendment of the application red line boundary to exclude the existing car parking area.
- A progress report on the attempts, where possible, to relocate tenants affected by these proposals elsewhere within Wetherby Town Centre.
- Comments sought in respect of issues relating to the accuracy of the submitted plans.
- Amendments to the lay out of the car park to provide provision for a bus lay by, a more direct link through the car park to Horsefair.
- The eight resident parking spaces within the car park will need to be maintained if the coach drop-off area is implemented.
- Additional landscaping to be provided within / on the edge of the proposed car park.

Amended plans were received on the 18<sup>th</sup> and 19<sup>th</sup> October to address the above issues. Given the minor nature of these changes it is not considered necessary to re-advertise the proposals.

## **6.0 PUBLIC/LOCAL RESPONSE:**

6.1 The application has been advertised by means of site notices relating to both this application and the accompanying conservation area application (12/03035/CA). As representations have been received in connection with both proposals, for completeness the combined comments are summarised below. These are:-

- 6.2 One letter of support for the application on the following grounds:
- 6.3 Proposals should be welcomed as the development will support the growth of the town centre and provide much needed additional car parking. The units which are to be displaced should be relocated in the town centre where vacant units exist.
- 6.4 Nine letters of objection have been received on the following grounds:
- 6.5 Objection on the grounds of increased noise, dust, dirt and removal of waste. Proposals will generate increased noise and vibration to surrounding business as well as restricting access. The closure of the Horsefair thoroughfare will lead to a loss of passing trade which will have a harmful impact on the vitality of businesses located on Horsefair. The removal of the Horsefair thoroughfare will also increase the congestion on to North Street to the detriment of highway safety. Further objections have also been raised in respect of the loss of retail units and the reduced choice available to shoppers in the town and the impact this will have upon the character of the area. It is also considered that this will lead to a loss of jobs. Further concern has been raised in connection with the accuracy of plans and rights of access that need to be preserved.
- 6.6 In respect of the proposed car park, an objector has also raised concerns that provision needs to be made for replacement lorry parking in the area which will be displaced as a consequence of these proposals.
- 6.7 The representations also include an objection received from **Wetherby Town Council**. The objection relates to the fact that a retail impact assessment should be undertaken. The objection also relates to the fact that 5 independent retail shops will be lost and there will be less competition for Morrisons. There are no vacant units currently large enough to accommodate Superdrug in the town should they wish to relocate. Access through to Horsefair will be lost as well as the covered mall which provides a community meeting and seating area. With regard to Hallfield Lane car park it is considered that no new parking opportunities will be provided. There is no provision for a coach drop off facility. The loss of long stay parking will affect market traders. No toilet block has been provided.
- 6.8 In more general terms, Wetherby Town Council object to the monopoly that Morrisons have on the town centre and the town requires parking that is not governed by the supermarket. A system of pay and display should not be introduced where a refund is provided through the store. The closure of the Horsefair thoroughfare will create a narrow route to the town centre. The proposals will also affect fire access and routes for emergency vehicles.
- 6.9 The representations also include an objection submitted on behalf of Asda Stores. Asda do not object to the principle of development but on the grounds that the proposed development is inconsistent with the National Planning Policy Framework and also on the basis that there is a lack of consideration in terms of the impact on car park spaces in the town centre. The objector's view is that there is scope for Wetherby to benefit from an additional main food retail provision and that it would be beneficial for residents and customers if the current shortfall were to be addressed. The representation suggests that Morrisons is overtrading and that this is unsustainable as shopping patterns are outside the town's natural catchment area.
- 6.10 The objection follows that on this basis the development is contrary to paragraph 23 of the NPPF which is to promote choice and a diverse retail offer. It is also

documented that the loss of retail units as part of these proposals will further reduce the diversity and wider retail offer of the town centre. It is also stated that the planning retail statement does not recognise that the loss of the four retail units currently sell comparison goods and this choice and range of goods will be lost. The objector argues that this is contrary to the provisions of RUDP policy S2.

- 6.11 The objection is also based on the grounds that the proposed development does not adequately address sustainability or environmental improvements which the objector indicates is contrary to policy S3 of the Revised UDP. The objection also indicates that there will be an increase in traffic due to the store extension and improvements to Hallfield Lane car park, albeit there are no proposed mitigation measures or contributions to public transport infrastructure. ASDA regard this proposal as a defensive mechanism to their proposals to develop a new store on land near Standbeck Lane (12/01715/FU pending consideration) and question whether Morrisons will actually take this application forward in the event of the aforementioned Asda planning application being rejected.
- 6.12 ASDA have also raised issues regarding the lack of parking provision to serve the development. It is stated that parking for the Morrisons store is used by other town centre users and there is already an undersupply of car parking spaces across Wetherby town centre. Based on RUDP parking guidelines it is indicated that the extended store would require 492 spaces, the objector has indicated that the current provision stands at 372 (excluding parent parking and disabled spaces). The objector has also indicated that the proposed laying out of Hallfield Lane car park will result in providing 155 car parking spaces for town centre users with the existing £2 maximum all day stay changed to a free 2 hour maximum stay. It is stated that this will result in a loss of revenue and linked trips, reducing investment in the town centre. Concerns have also been raised concerning the transport assessment and the effects of changes to parking patterns as well as the loss of HGV parking. Further comments have been received about the lack of detail regarding staff parking.

## **7.0 CONSULTATIONS RESPONSES:**

### **Statutory:**

- 7.1 Highways – No objections are to the amended plans subject to conditions.

### **Non-statutory:**

- 7.2 Contaminated Land – No objection subject to conditions.
- 7.3 Mains Drainage – No objections subject to conditions.
- 7.4 Environmental Health - No objection subject to conditions.
- 7.5 Public Rights of Way - No objection.
- 7.6 Yorkshire Water - No objections subject to conditions.
- 7.7 NGT Public Transport – No contribution required.

## **8.0 PLANNING POLICIES:**

- 8.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
- 8.2 In assessing proposals which affect a Conservation Area it is noted that Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Local Planning Authority to have special regard to the desirability of preserving and enhancing the character and appearance of the Conservation Area.

### Development Plan

- 8.3 The development plan comprises the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review 2006). The RSS was issued in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development.

Relevant RSS policies are considered to be;

E2 - Town Centre and major facilities. States that town centres should be the focus for offices, retail, leisure and entertainment.

YH5 – Principal towns. Wetherby is identified as a Principle Town in the region's settlement network, which the policy advises should be the main focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities. The role of principal towns should be enhanced including vitality and viability of town centres

- 8.4 The following RUDP policies are relevant to the consideration of the application:

S2 – District Centre shopping hierarchy

S3 – Maintenance of town centres

SP7 - Priority to be given to enhancement of the City Centre and town centres

BD5 – New buildings, design and amenity;

GP5 – General planning considerations;

GP11 – Sustainable Design Principles

N12 – Urban design principles;

N13 – Design of new buildings;

N18A – Presumption against demolition of positive buildings in conservation areas;

N18B – Demolition will only be given in conservation areas where development has been approved;

N19 – New buildings within or adjacent to conservation areas

N25 – Boundaries of sites to be designed in a positive manner

T2 – New development and highway safety;

T5 – Access for pedestrians and cyclists;

T6 – Provision for disabled people;

LD1 – Landscape schemes

- 8.5 The Publication Draft of the Core Strategy was issued for public consultation on 28<sup>th</sup> February 2012 with the consultation period closing on 12<sup>th</sup> April 2012. Following consideration of any representations received, the Council intends to submit the draft Core Strategy for examination. The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. It recognises Wetherby as a Major Settlement. Relevant policies are:

P2 – Sets out acceptable uses within and on the edge of town centres, and includes supermarkets and is subject to a sequential assessment.

P5 – Sets out the approach to accommodating new food stores across Leeds and directs such stores towards town and local centres.

P8 – Sets out the approach for sequential and impact assessments for town centre uses. It requires proposals which have a total gross floor area of 1,500m<sup>2</sup> to be accompanied by sequential and impact assessments.

P10 – Relates to good design.

T2 – Requires new development to be located in accessible locations.

EN1 – Relates to climate change.

#### Supplementary Planning Guidance/Documents

- 8.6 Public Transport Improvements and Developer Contributions SPD.  
Travel Plans SPD  
Sustainable Design & Construction SPD “Building for Tomorrow Today”  
Neighbourhoods for Living – General design principles and minimum separation distances.

#### Wetherby Conservation Area Appraisal

- 8.7 The application site is situated within the boundaries of Wetherby Conservation Area (Identified in the Wetherby Conservation Area Appraisal and Management Plan as Character Area 1) and the Town Centre.

#### National Planning Policy Framework

- 8.8 The National Planning Policy Framework (NPPF) published on the 27<sup>th</sup> March 2012 has established a presumption in favour of sustainable development but it does not change the status of the development plan as the starting point for decision making. The NPPF sets out the range of the Government’s planning policies and sets out the requirements for the planning system but only to the extent that it is relevant, proportionate and necessary to do so. In particular there is an emphasis on decision making at a local level where communities and their accountable Council’s can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of communities through up to date development plans to achieve the economic, environmental and social aspects of sustainable development. These dimensions give rise to the need for planning system to perform a number of roles:

- The economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure.

- The social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being;

- The environmental role – contributing to protecting and enhancing our natural,



built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

Paragraph 14 sets out the presumption in favour of sustainable development, which means:

*“where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:*

*- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this (NPPF) framework taken as a whole; or*

*- specific policies in this framework indicate development should be restricted.”*

8.9 Section 2 sets out the approach towards ensuring the vitality of town centres. It stipulates that Local planning authorities should apply a sequential test to planning applications for town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.

8.10 The NPPF acknowledges that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It advises that planning decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment. At paragraph 64 it states:

*Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.*

8.11 Ministerial Statement – Planning for Growth, March 2011.

## **9.0 MAIN ISSUES**

1. Introduction
2. Principle of development
3. Design, layout and impact upon the character and appearance of the area
4. Landscaping
5. Highway issues
6. Impact on living conditions of surrounding residents
7. Flood risk
8. Sustainability
9. Other matters

## **10.0 MAIN ISSUES**

Introduction

- 10.1 The site is located within Wetherby Town Centre and is covered by the S2 RUDP policy designation, which encourages retail developments in such centres to help maintain and enhance vitality and viability. The location of the site is also important to the setting and character of Wetherby as a market town.
- 10.2 Development of this site is of strategic significance to the town and it is considered that key issues for Members is to consider the nature of the development proposed and how it relates to the town centre as well as any possible impact the proposed development may have on the range of services and functions in addition to retailing that is provided within the centre. This must be assessed against planning policy set out within the NPPF as well as the UDP Review 2006.
- 10.3 Members will also be aware of recent proposals for out of town retail developments in the Wetherby area where applicants have argued that there is a quantitative and qualitative need for additional retail facilities in the area. Sainsbury's Supermarkets Ltd sought consent for the demolition of existing hotel and erection of a foodstore with associated access, car parking, servicing and landscaping (12/00113/FU Mercure Hotel site, Leeds Road Wetherby). This was refused planning permission on the 12<sup>th</sup> July 2012. Asda stores Ltd have also sought permission for a new supermarket and associated infrastructure including car parking provision for 265 vehicles and petrol filling station (12/01715/FU) land off Sandbeck Lane, Wetherby. This proposal is currently pending consideration.

#### Principle of development

- 10.4 As previously indicated the site lies within the S2 district centre within the Leeds UDP Review (2006). Policy S2 establishes a retail hierarchy to ensure that the vitality and viability of town centres are maintained and enhanced. The expansion of an existing store within the S2 district centre is therefore policy compliant in this regard. The applicant has undertaken a Retail Impact Assessment and 'health check' that demonstrates that Morrisons is an important anchor store with linked footfall to the town centre and adjoining Horsefair Centre. The provision of a larger store on this site complies with RUDP policy S3 in terms of the refurbishment, expansion and redevelopment of existing retail premises.
- 10.5 In terms of the emerging Core Strategy, Wetherby is recognised as a Major Settlement. The thrust behind the relevant retail section of the Core Strategy is a town centre first approach, in order to protect the vitality and viability of identified town centres. Advice contained in the NPPF reaffirms policies set at a local level. Local planning authorities are required to apply a sequential test when considering proposals for main town centre uses that are not within an existing town centre and not in accordance with an up to date development plan.
- 10.6 As the proposed development is within an existing defined centre it is considered that the proposal is policy compliant in this regard and the scheme supports the requirements set out in the Leeds RUDP and the NPPF. Accordingly in policy terms it is considered that the proposed development will have no adverse impact on the vitality and viability of the town centre.
- 10.7 The applicant recognises that the loss of four existing retail units is regrettable in order to accommodate the proposed development and has set out a proposed relocation strategy. To this end the applicant forwarded a letter dated the 17<sup>th</sup> October to the Local Planning Authority setting out their position with regard to ongoing discussions with affected tenants. The letter indicates that all tenants affected by this proposal, are protected under the 1954 Landlord and Tenants Act.

It also states Morrisons are currently involved in ongoing discussions on a subject to planning basis with individual tenants either via their head office or at shop level with regard to relocation. The options include incorporating tenants within the proposed scheme and assisting with relocation options within Wetherby.

- 10.8 Morrisons go on to say that ‘once we have a clear decision with regard to planning, we will enter detailed discussions with those tenants and agree suitable future plans. To make sure we deal with these sensitive issues in the best way possible, we will be working with a local agent who is familiar with the scheme and the locality, they will be assisting with the lease negotiations and will ensure that the tenants requirements and best interests are taken into account at all times.’

#### Design, layout and Impact on upon the character and appearance of the area

- 10.9 The site is considered to be an important site and prominent feature within Wetherby town centre and conservation area. It is necessary to consider whether the proposed development has regard to the importance of the site’s context and status as a conservation area. Policy N19 of the Revised UDP reflects this statutory duty to have regard to the desirability of preserving or enhancing the character or appearance of Conservation Areas. Any new development should therefore be sympathetic in siting and scale and well designed using appropriate detailing and materials.
- 10.10 The proposed layout involves removing four existing retail outlets with the Horsefair Centre, Specsavers, Barnardo’s, Superdrug and Seven Oaks Audio and Visual and reducing the size of another unit (former Clinton Cards) as well as reducing the size of the existing glazed mall. The proposals also show the reconfiguration the public circulation space. Essentially, the public space within the mall will be reduced with a link provided between North Street (as existing) with public circulation space wrapping around the periphery of the existing Morrisons store offering access to and from the car parking areas as well as the Town Centre. A new store entrance is to be provided within the western elevation of the Morrisons store as well as improved facilities with the provision of public toilets.
- 10.11 As a consequence of this, the existing pedestrian link onto Horsefair will be closed. The pedestrian linkage however from the proposed Hallfield Lane car park into the town centre along Horsefair will be improved following revisions to the layout of the car park.
- 10.12 The proposed impact of the extension and other alterations are considered to be acceptable in planning terms. The existing mall contains under used space and its design is dated. The more efficient use of this space will enable the mall to be used more effectively whilst creating a new and refurbished setting as well as retaining permeability from North Street through to the car parking areas to the north and east of the existing store. The improvements to pedestrian accessibility via the Hallfield Lane car park will also create an improved link, as well as potentially increasing footfall along Horsefair.
- 10.13 In visual terms, the design principles have adopted a simple form. Essentially it is proposed that the design of the extension will follow the form and proportions of the existing store building. The northern elevation of the building will be seen as a continuation of the existing arrangement extending the colonnade features as well as introducing a new roof feature which would be connected to existing (Leeds

Building Society) structure. At first floor level and (again taking reference from the existing) a parapet feature is introduced to mask the roofline which is mainly flat. A pitched mansard roof is also proposed to the existing administration offices and staff welfare facilities. In elevational terms along the west facing flank of the proposed store extension, which is flat roofed, would be a new reformed mall and a continuous parapet wall with the new mansard roof further beyond. In streetscene terms however, when viewed from North Street, there will be no visual impact due to the scale and massing of existing buildings, which will completely mask this elevation.

- 10.14 The southern elevation, fronting onto Horsefair, will visibly change. The existing Seven Oaks Sound and Vision unit will be demolished to accommodate the proposed food store extension, as previously documented, the existing pedestrian link will also be closed. The proposed extension however will not project any further south or west when compared to the existing building footprint. As the gap across this frontage is narrow, due to the proximity of buildings on Horsefair and the corner of North Street, and given the proposed building is recessed at this juncture, views of this aspect of the building will be limited. In design terms, this will be seen as the rear of the extension with fire escape doors at ground level and a spiral steel staircase to provide fire escape access from first floor level via the flat roof.
- 10.15 In terms of materials palette it is proposed that matching materials would be used including split faced buff stone, smooth dressed ashlar stone, buff coloured brickwork and slated tiled roofs to reflect the existing arrangements.
- 10.16 Following pre-application advice, in terms of the design philosophy, it is considered that the proposals are acceptable and are represented with a suitable design solution. The size of the extension is modest and can be easily integrated into the fabric of the existing shopping centre without upsetting the form or composition of the existing building or surrounding spatial arrangements. In terms of integrating the development into the streetscape, it is considered that this will be satisfactorily achieved and that the scale, form, proportions and detailing of the building proposed will provide a suitable transition.
- 10.17 In summary, it is considered that the scale of the proposed extension relates satisfactory to the host building and its surroundings in terms of scale, massing, design and appearance and that the development proposed would maintain the essential character of the area in accordance with policies N12, N13 and N19 and of the Revised UDP. Overall, it is considered that the proposal will not detract from the character and appearance of the Wetherby Conservation Area.
- 10.18 With regard to the design and laying out of the car park. It is considered, that the existing arrangement, which borders the conservation area boundary, has a negative impact on the character of the area. The proposal to formally enhance this arrangement as well as the introduction of landscaping and tree planting will result in a more characteristic and sympathetic arrangement. The proposal will accord with Revised UDP policies GP5 and N19 in this regard.

#### Landscaping

- 10.19 The Council's Landscape Architect has raised no objections to the principle of development subject to revised plans to incorporate additional planting.
- 10.20 Revised plans have been received which removes a central pedestrian aisle, which was considered to be unnecessary, this in turn has allowed additional landscaping

to be introduced. A landscaped margin is now shown on the frontage of the Hallfield Lane car park which will also feature tree planting to create a boulevard feel and break up the hard urban edges. In addition, pockets of landscaping are also shown within the car park to create visual interest and relief. The proposal is compliant with Revised UDP policy LD1 in this respect.

### Highways Issues

- 10.21 The site is located mostly within the S2 centre of Wetherby and approx 300m from the bus station. The site is accessible by public transport, walking and cycling. The application submission and plans include for a pedestrian crossing across Hallfield Lane to link car parks and the improved Hallfield Lane car park to Morrisons.
- 10.22 All existing vehicle accesses will remain as present with access to the town centre car park via Hallfield Lane and North Street, and access to the Hallfield Lane car park via a single access onto Hallfield Lane.
- 10.23 The original proposals did indicate a new vehicular access to be created on Walton Road, in the approximate location of the existing access, to serve eight resident parking spaces. However, following revisions to the scheme this aspect of the scheme has been amended.
- 10.24 The external layout of the existing car park, to the north of Hallfield Lane remains as existing together with all servicing arrangements. The proposed layout of the Hallfield Lane car park is generally acceptable and will be considered in further detail at the detailed design stage. The original planning submission did show 155 car parking spaces but there was no provision for coach parking or a link to the town centre via Horsefair. Ward Members expressed concern at the lack of coach parking and requested that such a provision is introduced to enable coach visitors easy access to the town centre and thus increase investment and tourism. The sweep of the coach will however affect on street parking arrangements for some residents along Walton Road and this loss of has been compensated for within the amended layout with dedicated resident parking. The pedestrian link would also promote footfall via Horsefair to the town centre.
- 10.25 The current town centre car park consists of 412 spaces which is open to all users of Wetherby centre for up to two hours (this free and open access is controlled under a previous planning decision ). The car park is highly congested at peak times. The Hallfield Lane car park offers the potential for in the region of 144 spaces, but it is currently poorly surfaced, unlit and not laid out efficiently.
- 10.26 The amended proposals will provide 144 new spaces marked out, drained, on a new hard surface with associated lighting and landscaping. A further 8 spaces are allocated for resident parking. This indicatively would be split approx 2/3 short stay (up to four hours) and 1/3 long stay. These indicative arrangements are based upon recent highway surveys to assess demand and likely level of usage, albeit the actual ratio between short and long stay parking provision is to be conditioned out as part of any planning approval.
- 10.27 The increase in retail floorspace from 6224sqm to 6900sqm (676sqm) potentially increases parking demand but this must be considered against the loss of smaller retail units within the centre. As extended, Morrisons would have a car parking ratio of 1:17, compared to the RUDP maximum of 1:14, but this is considered fairly

normal in terms of new build supermarkets, and good for one located within an S2 centre.

- 10.28 The Hallfield Lane car park is currently underutilised and the making good of the surface, lighting and pedestrian crossing are likely to make it a more attractive option and thus encouraging its use.
- 10.29 The amended planning submission omits existing car parking areas to the north of Hallfield Lane, there will be therefore be no change to the operation of this existing town centre car park, which currently allows for up to two hours free stay for all town centre users. It is considered important that this provision remains to serve the town centre. Therefore, based upon this and existing usage and the improvements to the Hallfield Lane car park, these are considered to be an adequate mitigation to any increased demand of the Morrisons store as a result of the proposed extension.
- 10.30 Although a full travel plan has been submitted with the application it is necessary to condition this to ensure that monitoring targets can be assessed as well as delivering staff and customer cycling provision.
- 10.31 With reference to the Public Transport SPD contribution, the proposal consists of a 676sqm increase in floor space, which is above the 250sqm threshold for potential contributions set out in the SPD for food retail. However the majority of this extra space is already A1 retail. Therefore no public transport contributions are required. The proposal is considered to be sustainable as would be compliant with current planning policy as it would provide a sustainable development.
- 10.32 On this basis the proposed development complies with all highway and transport policy requirements. It is considered that the development will not conflict with Revised UDP policies T2 and T24.

#### Impact on living conditions of surrounding residents

- 10.33 The proposed development has to be considered in terms of its impact upon the residential amenity afforded to nearby residents. The development is located in a commercial environment where activities of this nature are best located and expected. As the commercial 'footprint' of the building is broadly the same as the existing arrangement, it is considered that any impact in this regard will be minimal. Although it is recognised that the use of the store will be intensified and operational activities will as a consequence increase.
- 10.34 In assessing these issues it is considered that there is ample separation distance between the proposal and the nearest residential properties situated along Walton Road and Horsefair. A proposal of this nature should not give rise to any additional noise nuisance issues and in order to further safeguard the residential amenity it is considered that details of plant machinery and air conditioning units, for example, are provided together with measures to minimise noise generation through insulation are provided. It is considered that such details can be adequately controlled by the imposition of suitable conditions. The Council's Housing and Environmental Health Officer has raised no objections to the principle of development and the approach indicated above. It is therefore considered that the proposed development will not conflict with Revised UDP Policy GP5 in this respect.

#### Flood Risk

- 10.35 The site is not within a designated flood risk zone. The proposals will replace existing development and as a consequence there will be no material increase in surface water discharge sufficient to warrant the refusal of this application. In respect of the resurfacing of Hallfield Lane car park, it should be noted that areas of this car park are already extensively surfaced, and as part of the laying out of the car, new drainage and attenuation measures will be introduced. This will also be controlled by the imposition of a suitable condition.

#### Sustainability

- 10.36 The applicant has submitted a sustainability statement which indicates that the environmental impact of the proposal will be managed through the careful consideration of detailed design and construction methods. In addition as part of these works the opportunity will also be taken to review existing plant and internal fixtures to improve energy efficiencies as much as possible. These aspects will include:
- Energy efficient lighting
  - BRE Green Guide, A or A+ rated materials in specified areas
  - Waste management measures to be implemented during construction
  - Responsibly sourced local timber
  - Use of recycled sub base materials where possible
  - Low NOx cooling plant.
- 10.37 Issues relating to matters concerning wider travel / access and general sustainability measures are addressed elsewhere in this report.

#### Other matters

- 10.38 The demand to use Hallfield Lane as a lorry park has been on the decline for many years with its demise further exacerbated by the opening of the truck stop at Wetherby which is directly adjacent to the A1 and offers modern purpose built facilities. Hallfield Lane is also situated close to residential dwellings, and the noise and disturbance associated with this use has also been the source of complaints. The removal of this type of facility is therefore considered to be desirable in planning terms particularly as alternative arrangements are available in the locality and immediately adjacent to the motorway network.
- 10.39 The issue relating to rights of access by remaining tenants has been resolved with the size of the footprint of the extension reduced. Issues relating to dust, noise and the management of waste will be controlled by the imposition of suitable planning conditions.
- 10.40 Although the revised scheme does not provide 24 hour access to public toilets, public toilets will be available as part of the refurbishment of the Horsefair Centre but only open during the opening hours of the store.
- 10.41 Wider issues relating to the scope for Wetherby to benefit from proposals for additional main food retail provision, is not a relevant to the determination of this application. The application site is within the S2 centre and proposals to provide a retail provision in such a location is policy compliant. Other proposals, for wider schemes, will be determined on the basis of their individual planning merits.

## **11.0 CONCLUSION**

- 11.1 The application has been considered against relevant RUDP policies as well as the guidance within the NPPF which sets out a presumption in favour of sustainable development.
- 11.2 The proposals provide improvements to the functioning and retail offer of this main anchor retail store as well as providing additional facilities. The proposed changes will help enhance the vitality and viability of this local S2 centre and the design of the extension and alterations to the Horsefair centre will be of benefit to the area and in design terms reflect its wider character.
- 11.3 The application site is located in a sustainable location accessible by modes of transport other than the private motor car. The proposed improvements to parking provision will be of benefit to users of both the store and wider town centre users.
- 11.4 The proposals will introduce further investment and growth into the area as well as creating jobs through the construction process and its long term use. On balance the planning benefits outweigh any planning harm which may arise from this development and the application is recommended for approval.

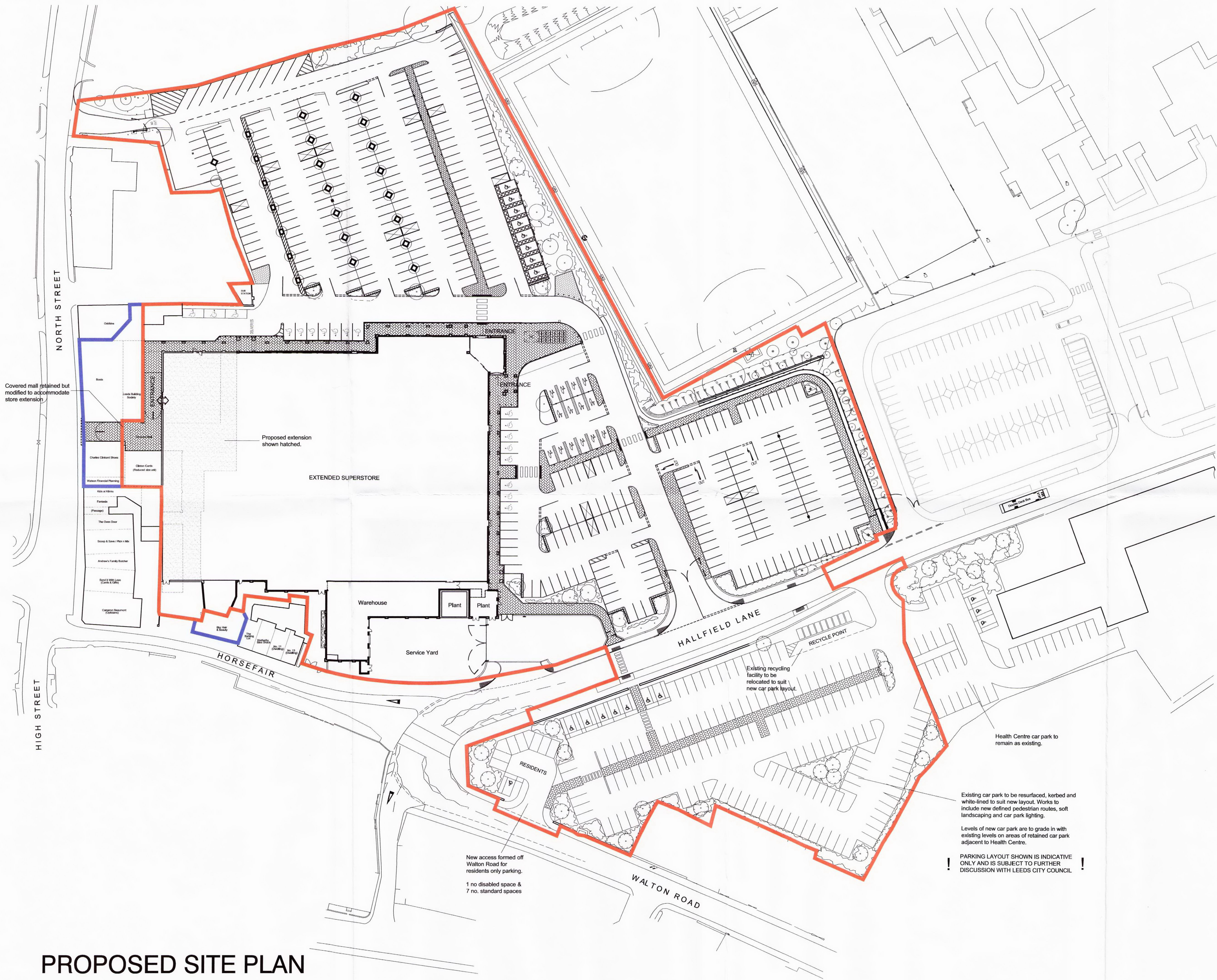
**Background Papers:**

Application and history files.



A Store extension increased and indicative parking layout to Hallfield Lane Car Park amended. Application Boundary added. 02.04.12 CDS DC

12 / 03 03 4



**Parking Schedule:**

Existing Store Standard Spaces	= 372 no.
Accessible Spaces	= 26 no.
Parent & Child Spaces	= 14 no.
<b>Total</b>	<b>= 412 no.</b>
(Plus 14 no. external trolley shelters)	
Hallfield Lane Car Park Standard Spaces	= 148 no.
Accessible Spaces	= 7 no.
<b>Total</b>	<b>= 155 no.</b>
Plus 8no. resident spaces (1no. accessible + 7no. standard)	

Red line denotes boundary of the application site. (Area = 3.16 hectares)

Blue line denotes additional land / property within the applicants control / ownership.

NB - Drawing based on CAD information provided by client and not site surveys.

All works shown in Hallfield Lane Car Park are subject to agreement with the current landowners, Leeds City Council.

Existing car park to be resurfaced, kerbed and white-lined to suit new layout. Works to include new defined pedestrian routes, soft landscaping and car park lighting.

Levels of new car park are to grade in with existing levels on areas of retained car park adjacent to Health Centre.

**! PARKING LAYOUT SHOWN IS INDICATIVE ONLY AND IS SUBJECT TO FURTHER DISCUSSION WITH LEEDS CITY COUNCIL !**

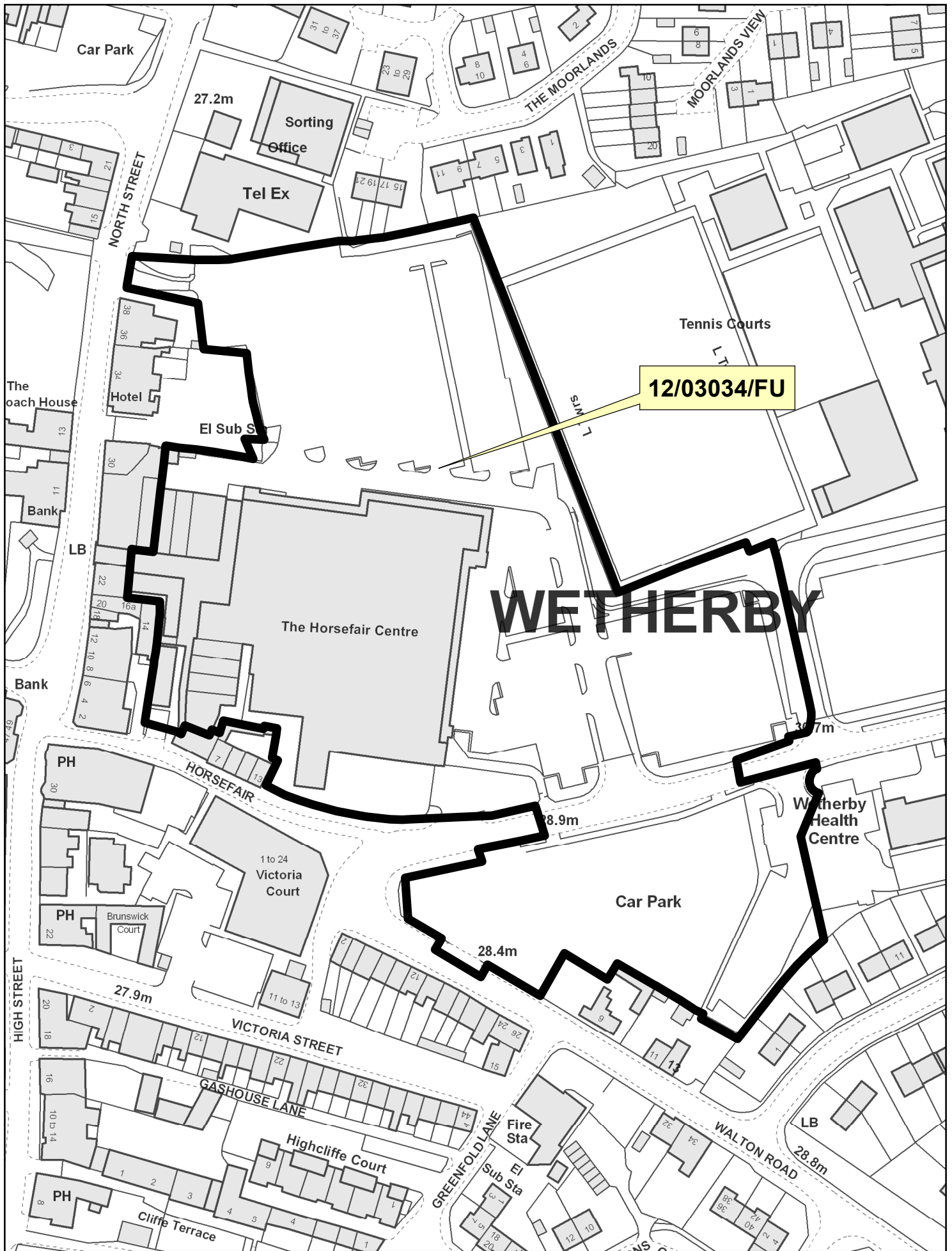
New access formed off Walton Road for residents only parking.  
1 no disabled space & 7 no. standard spaces

Health Centre car park to remain as existing.

# PROPOSED SITE PLAN



Client:	Wm Morrison Supermarkets plc	Drawing Title:	Proposed Site Plan
Project:	Proposed Extension to Wetherby Superstore		
Project No.:	209/177	Drawing No.:	(PL)06
		Rev.:	A
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# NORTH AND EAST PLANS PANEL

