



Report of the Chief Planning Officer

Plans Panel East

Date: 27 August 2009

Subject: Application 09/02589/FU – Single Storey Retail Store, petrol station and office/warehouse unit with car parking and landscaping on land at St George's Road, Middleton, Leeds

APPLICANT

Asda Stores Ltd

DATE VALID

19 June 2009

TARGET DATE

22 October 2009 (Planning Performance Agreement)

Electoral Wards Affected:
Middleton Park

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

POSITION STATEMENT

Members are requested to note this progress report on the proposal and give views in relation to the questions posed in the conclusion to aid progression of the application.

1.0 INTRODUCTION:

1.1 This application is reported to the Panel for information and for Members to raise any issues considered relevant before the application is referred back to the Panel for a decision. This is likely to be at the Plans Panel meeting scheduled for October. Members may recall that a position statement on another current application on adjoining land, submitted by Tesco, also for a supermarket, was considered by the Panel on 4 June 2009. It is intended to refer both of these applications to the Panel for a decision at the Panel meeting of 22 October 2009.

2.0 PROPOSAL:

2.1 This is a full application for a supermarket, petrol filling station and an office/warehouse building together with associated car parking and landscaping.

The scheme involves the demolition of the existing industrial buildings on the land and the erection of :

- A supermarket with a gross floor area of 6265m² and 365 parking spaces.
- A petrol filling station
- A 3 storey office/warehouse building with a gross floor area of 1030m² and 29 car parking spaces.

2.2 The proposed development takes access from St Georges Road where a roundabout is introduced which serves the car park entrance to the new development and the existing vehicular entrance to Middleton District Centre. Further to the south along St George's Road, a second vehicular entrance is proposed. This provides a new route to the recycling centre and also serves as a service access to the supermarket and the warehouse/office development. The existing road which serves the household waste recycling centre, Holme Well Road, would be closed.

2.3 The scheme proposes to promote links with the existing shopping centre and the St George's centre by providing two signalised pedestrian crossing points across St George's Road.

3.0 SITE AND SURROUNDINGS

3.1 The site comprises 3.25ha of land in total adjacent to Middleton District Centre on Middleton Ring Road. The site is occupied by a number of existing buildings divided into the following sites:

- Brandon Medical Ltd. This business currently occupies the industrial unit (floor space 2140m² internal net) nearest to the roundabout and has an access from Holme Well Road. This company manufactures medical equipment including lighting for surgical use and employs around 30 people.
- The former Leeds Plywood and Doors industrial unit (floor space 5100m²). This unit has been vacant since May 2008.
- Murphy's depot site. This is a constructor's contractor's depot which is currently in use.

3.2 Home Well Road runs through the site and provides access to the above sites and also leads to the household waste sorting sort. At the end of Holme Well Road is a footpath which leads between the waste site and Sharp Lane Primary School, emerging onto Sharp Lane/Dolphin Road. On the opposite side of St Georges Road from the site are the Middleton District Centre which provides a range of shopping including a Somerfield supermarket, and to the south of this is the St George's Centre which provides a range of Council and health care services. Adjacent to the Leeds Plywood building and St George's Road is a bus turnaround area.

3.3 To the south of the application site is recent residential development at The Oaks, part of the wider Sharp Lane housing site. To the east of the site is a playing field.

4.0 RELEVANT PLANNING HISTORY

4.1 06/04839/OT - Outline application to erect two storey warehouse with offices – approved 2 October 2006

07/05247/RM – Reserved matters application for warehouse and offices – approved
16 November 2007

(These applications are permissions on the area to the rear of the existing Brandon Medical premises.)

09/01727/FU – Full application for supermarket (this is the current application by Tesco on the adjacent Benyon House site)

5.0 HISTORY OF NEGOTIATIONS

5.1 Planning and Highways officers have held meetings with the applicants prior to receipt of the planning application and the applicant has met the Middleton Park Ward Members to brief them on the proposal. Officers have held a separate briefing with the Middleton Park ward Members. The scheme has not so far been amended as a result of these discussions. In part, this reflects the applicant's desire to submit a formal planning application for the development prior to the determination of the current application for the Tesco store on the adjacent site.

6.0 PUBLIC/LOCAL RESPONSE

6.1 The applicant has submitted a Statement of Community Involvement with the application outlining the following measures:

- Letter to stakeholders (all LCC Councilors, the MP, a number of community groups (Leeds Chamber of Commerce and Industry, the Friends of Middleton Park, Leeds Initiative) and all residents in two nearby roads (the Oaks and Boulevard Rise). This was sent on 19 May 2009 and describes the scheme and its benefits. The letter also gave notice of an exhibition to be held in the St Georges Centre.
- Public exhibition at the St George's Centre. This was held on Thursday 28 May (10.00 to 13.00) Friday 29 May 2009 (13.00 to 19.00) and Saturday 30 May (10.00 to 14.00). The exhibition included boards detailing the proposals and leaflets with tear-off slips inviting comments.
- A press release issued to the Yorkshire Post, Leeds Weekly News and BBC Radio Leeds.
- The applicant reports that of 115 feedback forms returned 111 respondents were in support and 4 opposed.

6.2 The application was advertised by site notices posted on 26 June 2009. To date, representations have been received as follows:

Representation from Councillor David Congreve

Councillor Congreve has expressed concerns regarding traffic matters on the local road network, which do not however constitute an objection to the current planning application, as follows:

- The inadequate capacity of the roundabout at the junction of Belle Isle Road/Middleton Ring Road and Sharp Lane
- The junction of the Ring Road Beeston Park and Dewsbury Road (Tommy Wass) is a bottleneck with traffic backing up on the Ring Road for almost a mile to the turn-off at the South Leeds golf club car park.
- The problems are caused by commuter rat running and local traffic and have been exacerbated by restricting Belle Isle road from a dual to a single carriageway.

3 letters of objection from local Residents

- Proximity of a 24 hour store would be disruptive to the adjacent housing.
- The development and in particular the proposed new access road leading to the recycling centre would be disruptive to the adjacent housing. Delivery and service vehicles and recycling centre traffic would cause unacceptable disturbance.
- The proposed new roundabout would necessitate existing bus stops being located further along St Georges Road adjacent to housing.
- A further supermarket is unnecessary – the area is already served by Somerfield and Iceland and has Morrisons at Hunslet and Sainsbury's at White Rose nearby.
- The Tesco proposal is preferable, being further away from housing.

Letter of comment/objection from Leeds Civic Trust

- The supermarket will provide a necessary facility to the area.
- The proposed area of public realm is small and surrounded by roads.
- Pedestrian linkages to the existing centre require users to cross two roads.
- There is an opportunity to create a better and more integrated District Centre by closing part of St Georges Road and diverting it through the site, thus creating a single larger site.

11 letters of support from local residents

- The area needs a good supermarket
- The petrol station is a welcome local facility.
- Residents need to travel some distance to existing supermarkets (Morrisons at Hunslet, Sainsburys at White Rose and Asda at Morley,
- The development will provide local employment
- The access proposals would ease congestion caused by traffic queuing for the recycling centre.
- The development will assist with the regeneration of the area
- The development has good links to St Georges Centre and Middleton District Centre.
- Asda is a Leeds based company which would provide a good service and employment opportunities to the local community.

Letter of Support from Brandon Medical

- The development would provide Brandon Medical with larger facilities including a new head office, a medical showroom, warehousing and a larger manufacturing space. This relocation would assist with the continued success and growth of the company.
- The company has also been approached by Tesco to develop their site but that approach did not include for any relocation of Brandon Medical.

Letter on behalf of Tesco

- A letter has been received from the agents acting on behalf of Tesco, the applicants for a supermarket on the adjoining land, raising a number of issues regarding the supporting information.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory

Highway Authority

- There is no fundamental objection but a number of matters remain to be addressed.
- The potential combined effect of this proposal and the adjacent Tesco proposal has not been considered at this stage but this may need to be considered depending on the progress of both applications.
- Holme Well Road and the bus turnaround in St Georges Road are within the adopted highway and would need to be formally closed. The loss of the bus turnaround is acceptable subject to the provision of alternative bus turning and waiting provision.
- A designated pedestrian route through the site to the link with the footpath to Sharp Lane is needed.
- The pedestrian crossing points north and south of the proposed roundabout are welcomed. The applicant should also fund controlled crossing points at the St Georges Roundabout across the Sharp Lane and Ring Road (East) arms and also across Belle Isle Road north of the Belle Isle roundabout and at the junction of the Town Street and Belle Isle Road.
- The proposed roundabout in St George's Road is acceptable in principle.
- The adjacent Tesco application indicated a need for a small improvement to the Belle Isle Road roundabout on the Sharp Lane/Throstle Road arm to provide additional capacity. This may also apply to the Asda proposal.

Environment Agency

No objections. The development must make provision for a 30% reduction of surface water compared to the existing situation.

7.2 **Non - statutory**

Police Architectural Liaison Officer

Detailed suggestions regarding lighting of the car park, CCTV arrangements and ATM and cash transfer provision are made.

Yorkshire Water

The development must provide for water mains and sewers which run through the site.

METRO

Proposed service changes will increase the bus service provision past the site and a number of stop upgrades including shelters and real time information displays are requested.

Environmental Protection Team

Significant concerns are raised with regard to the impact of servicing yards and the new service access roads on nearby adjoining housing. (The applicant has been asked to re-consider this element of the scheme).

8.0 PLANNING POLICIES:

8.1 Leeds City Council Unitary Development Plan Review 2009. The following UDPR policies are relevant to the proposals:

- GP5 General planning considerations.
- N12 Urban design principles.
- N13 Design of new buildings.

T2	New development and highway safety.
T2B	Requirement for transport assessment.
T2C	Requirement for travel plan.
T2D	Public transport contributions.
T5	Access for pedestrians and cyclists.
T6	Provision for disabled people.
S2	Development in town centres. Middleton District Centre is a defined centre under this policy.
S3	Enhancement and maintenance of town centres.
S3A	Priority to refurbish insecure town centres. Middleton District Centre is defined as a priority centre under this policy.
S5	Criteria for out-of-centre retailing proposals.
BD3	Access to public buildings for disabled people.
BD5	New buildings, design and amenity.
LD1	Landscaping proposals.
E7	loss of employment land

8.2 Regional Spatial Strategy for Yorkshire and Humberside May 2008. The following RSS policies are considered relevant:

E2	States that town centres should be the focus for offices, retail, leisure and entertainment
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8.3 Government Guidance. The following guidance is considered relevant:

PPS1 – Delivering Sustainable Development – Development should take the opportunity to improve the character and quality of the area.

PPS6 - Planning for Town Centres - states that the Government’s key objective for town centres is to promote their vitality and viability by focusing retail developments in centres, and to enhance consumer choice by making provision for a range of shopping services. Where growth cannot be accommodated in identified existing centres, local planning authorities should plan for the extension of shopping areas if there is a need for additional retail provision. Where extensions of shopping areas are proposed, these should be carefully integrated with the existing centre both in terms of design and to allow easy access on foot.

PPS6 – Proposed revisions still in draft. The emphasis remains strongly on promoting the town centres in this draft but it is proposed to replace the test of “need” for additional retail space with a broader based impact test.

9.0 MAIN ISSUES

9.1 The principal matters for consideration arising from the proposed development are considered to be:

The principle of retail, office/warehouse and petrol filling station development on this site.

9.2 The site is on the edge of but is outside the defined Middleton District Centre in the UDPR. It will be important to consider the principle of a retail store in this location in wider shopping policy terms as well as the detailed relationship of the proposed store to the existing shopping centre and the St Georges Centre, including physical linkages for pedestrians in particular. As there is no alternative site available within the defined District Centre to accommodate the development, this site as an edge of

centre site may be appropriate. As the Council is however now faced with two applications for major supermarkets on adjacent sites, the Council has commissioned its own retail planning study to examine the acceptability of either or both schemes in terms of these issues including the capacity of the area to accept more shopping.

- 9.3 As there is an extant planning permission for the warehouse and office development element of this application within the area of the current site, this element of the proposal should not raise any issues of principle. A petrol filling station is also likely to be acceptable in this location.

Loss of employment land and the availability of employment land in the locality.

- 9.4 A preliminary assessment of the supply of employment land shows a potential overall shortfall for the period up to 2026. The development would, in addition, displace an existing business - Brandon Medical. Although Brandon Medical might ultimately end up occupying the proposed office/warehouse building on the site, in the short term at least the business would need to relocate elsewhere. No further details of where the business might be relocated to have been provided. The applicant advises that the new development would provide 375 new full and part time jobs. A detailed analysis of the employment land position will be presented when the application is referred back to the Panel.

Highway safety and transportation issues

- 9.5 A Transport Statement has been submitted with the planning application which addresses issues of access, parking and servicing and public transport. In view of the scale of the proposals, a substantial contribution to public transport facilities will be required. No technical objections are raised to the level of car parking proposed or to the design of the vehicular access to the store. Discussions are still ongoing in respect of the provision and location of crossings and pedestrian/cycle links to the store. The scheme proposes the creation of a new bus stop serving the site on the east side of St George's Road.

Scale and design of the store and landscaping of the site

- 9.6 The principal supermarket building is a substantial single storey building clad principally in white cladding with some timber panels and extensive glazed areas. The design of the warehouse/office building simply replicates the design of the building approved on the Brandon Medical site. The petrol filling station is sited in a prominent location near to the roundabout and is of a basic design with a flat canopy. Discussions are ongoing on design issues including the important issue of connectivity with the existing District Centre.

Impact on nearby residential properties

- 9.7 The site adjoins the recently built housing at The Oaks to the south of the site and the impact of the proposed scheme on those residents must be carefully considered. The current proposal includes for a new service road alongside those houses which would take traffic both from the current household waste recycling centre and service traffic from the proposed development, service yards also face towards those houses. The applicant has been asked to look at this element of the proposal again as there is substantial concern at the likely impact of traffic and service yard activity on the living conditions of adjacent residents.

Sustainable development principles (excluding transport and travel planning)

- 9.8 The applicant's supporting information advises that the building will incorporate the following principles:
- Passive ventilation avoiding the need for mechanical systems
 - Maximum use of natural lighting
 - Grey water recycling

Contamination and remediation

- 9.9 A report has been submitted which does not identify any risks to end users. Further site investigation is needed but this can be dealt with through planning conditions

10.0 Planning Obligations

- 10.1 These are matters which will often involve a financial contribution from the applicant and are typically dealt with through a legal agreement under Section 106 of the planning act. The following areas will be relevant:

Public transport enhancements

The proposed development will generate a large number of trips to the site, a proportion of which will need to be accommodated on the public transport network. The Council's calculation is that under the approved Council Supplementary Planning Document "Public Transport Improvements and Developer Contributions", a payment of £1,053,114 is required. This is being considered by the applicant.

Travel Planning

A draft Travel Plan has been submitted, and is currently under consideration.

Training and Employment

Asda has given an undertaking to set up a Local Employment Partnership and work with local Jobcentre Plus and other agencies to target local job seekers, with a particular focus on the long-term unemployed.

Public Realm improvements

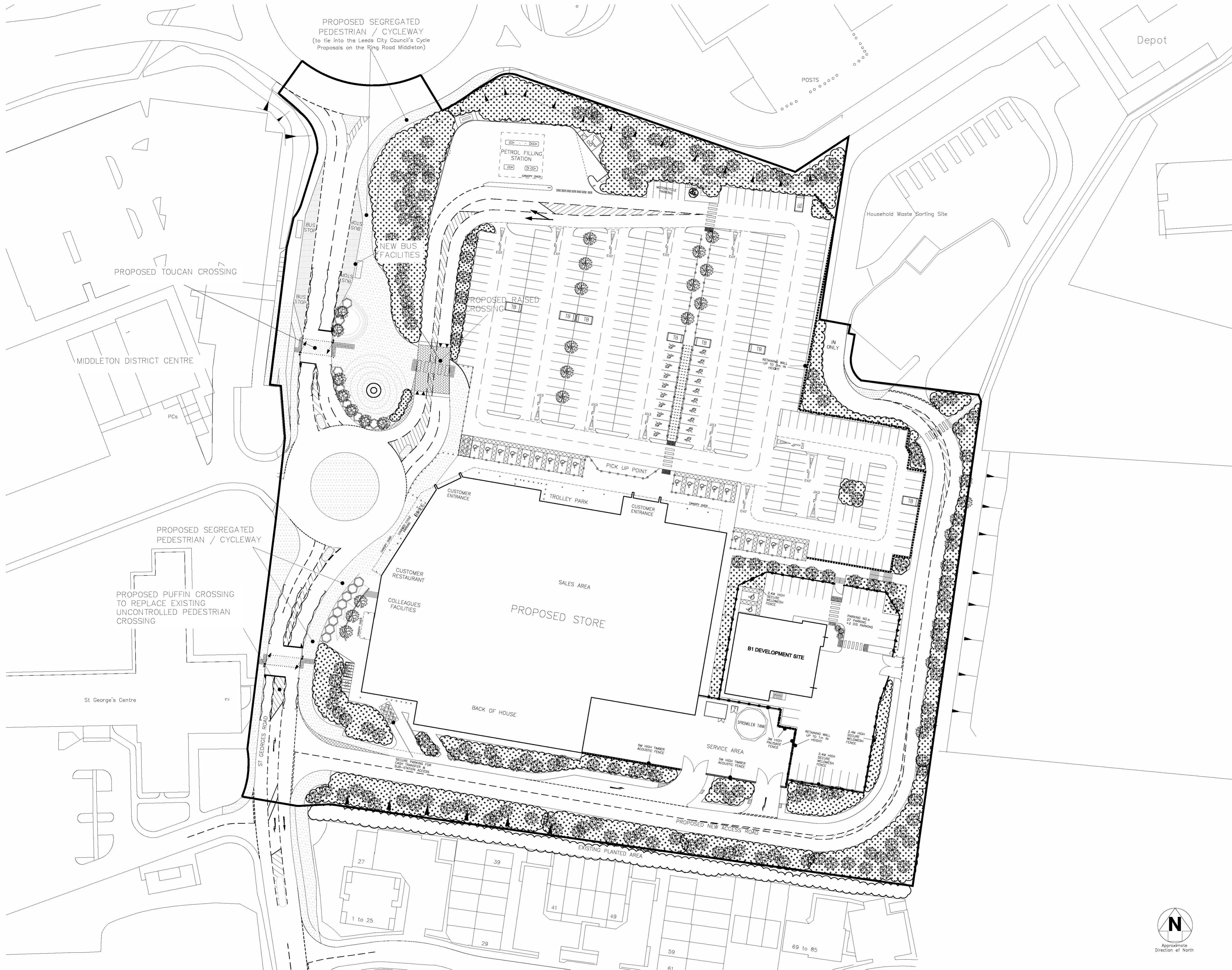
The scheme proposes to provide a "Public Square" within the site adjacent to St Georges Road. No offers have been made in respect of public realm improvements on land outside the application site at this juncture.

11.0 CONCLUSION

- 11.1 At this stage of the application Member's views are requested. In particular, the Panel is invited to address the following questions.

- Do Panel Members have any concerns over the principle of retail and office/warehouse and petrol filling station development on this site? In addition, are there concerns regarding the impact on the existing shopping facility. Should the range of goods which can be sold from the new store (if approved) be restricted to protect the existing District Centre?
- Is the appearance of the development acceptable?
- Are there any outstanding highway issues that have not been addressed in the report?

- Do Members have any comments on the proposed relationship to the District Centre including the pedestrian links to this and with adjacent residential areas?
- Do Panel Members have any specific views on the loss of employment land in this location including the displacement of the Brandon Medical Business?
- Does the planning obligation summary above cover all the appropriate matters?
- Does the Panel have any other concerns regarding the impact of the development on residential amenity which are not referred to in the report?
- Are there any other issues which should be addressed?



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XREF'S IN THIS DRAWING

CAR PARKING SCHEDULE

DISABLED SPACES = 20
 PARENT AND CHILD = 20
 STANDARD SPACES = 325
 MOTORCYCLE SPACES = 6
 TROLLEY BAYS = 8

TOTAL BAYS = 365
 (Excluding 8no. trolley bays & 6 no. motorcycle spaces)

FLOOR AREAS
 GROSS GROUND FLOOR AREA 63,130 sq.ft.
 GROSS FIRST FLOOR AREA 4,305 sq.ft.
 TOTAL 67,435 sq.ft.

NET SALES AREA 36,230 sq.ft.

- LEGEND:
- DENOTES EXTENTS OF PROPOSED SITE
 - DENOTES RETAINING WALL
 - DENOTES EXTENTS OF BOUNDARY FENCING
 - * RECYCLED BOLLARD
 - RAM RAID BOLLARD

NOTE:
 REFER TO HIGHWAYS ENGINEERS INFORMATION FOR RELEVANT HIGHWAYS DETAILS
 REFER TO LANDSCAPE ARCHITECTS INFORMATION FOR LANDSCAPING LAYOUT AND DETAILS

No.	Date	Description	Drawn/Chkd. By
E	08/06/09	BOLLARDS ADDED BY LAYOUT AMENDED	mrm/ATW
D	1/06/09	GENERAL UPDATE	ATW
C	22/05/09	GENERAL UPDATE	mrm/ATW
B	08/05/09	GENERAL UPDATE	ATW
A	30/04/09	HIGHWAYS AMENDED	ja



ASDA STORES LTD
 PROJECT
 PROPOSED NEW STORE
 ST GEORGES ROAD
 MIDDLETON

TITLE
 PROPOSED SITE PLAN

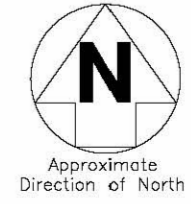
DRAWING STATUS
 PLANNING

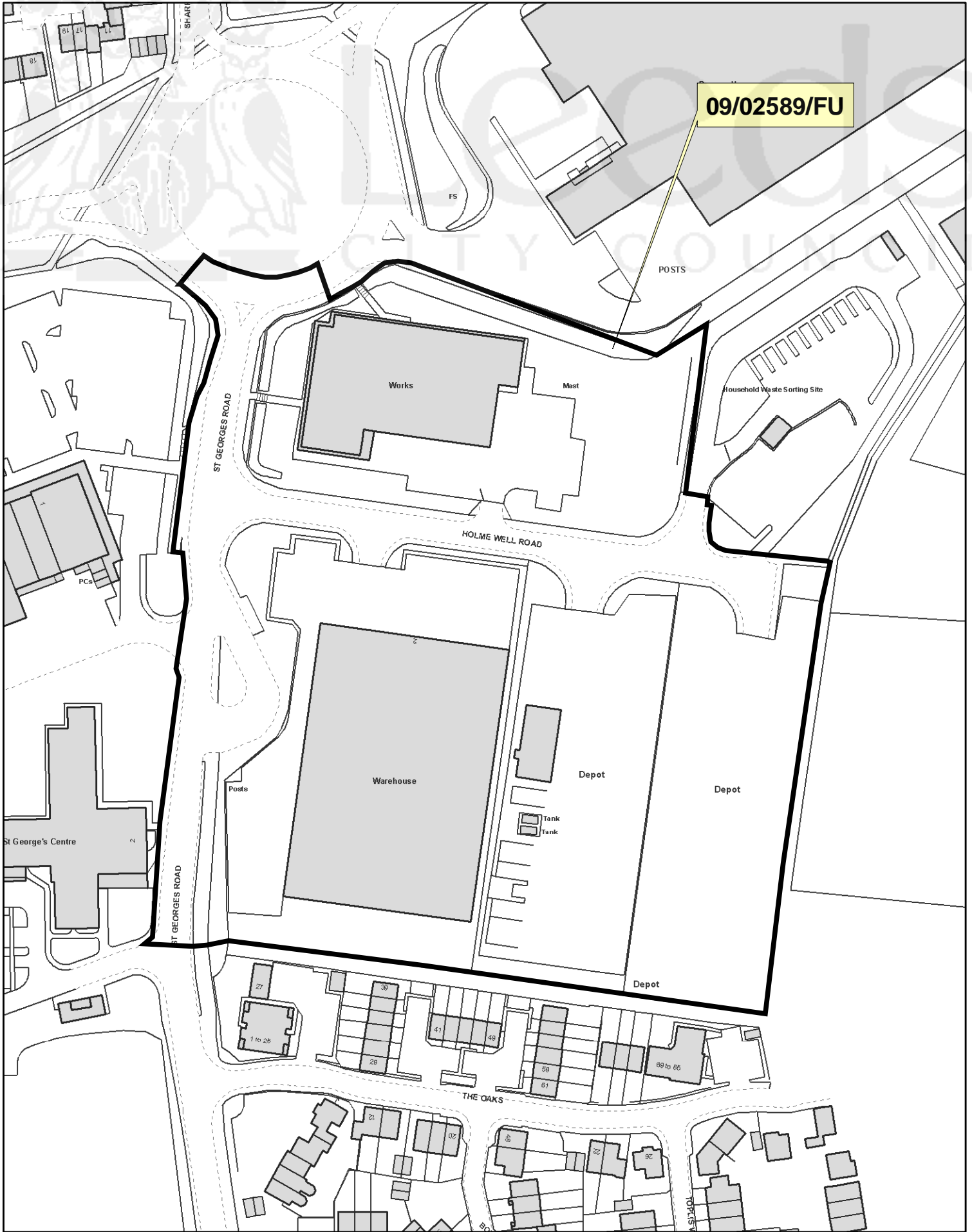
DRAWN JA CHECKED ATW
 SCALE 1:500 @A1
 DATE 17-04-09

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JOB NO. 09-059 DRAWING NUMBER PL-01 REV E





EAST PLANS PANEL I

Scale 1 / 1500

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