

**Report to** Planning applications committee

**Item**

17 December 2015

**Report of** Head of planning services

**Subject** Application no 15/01314/F - Land to the west of Unit 1, Hall Road, Retail Park, Hall Road, Norwich

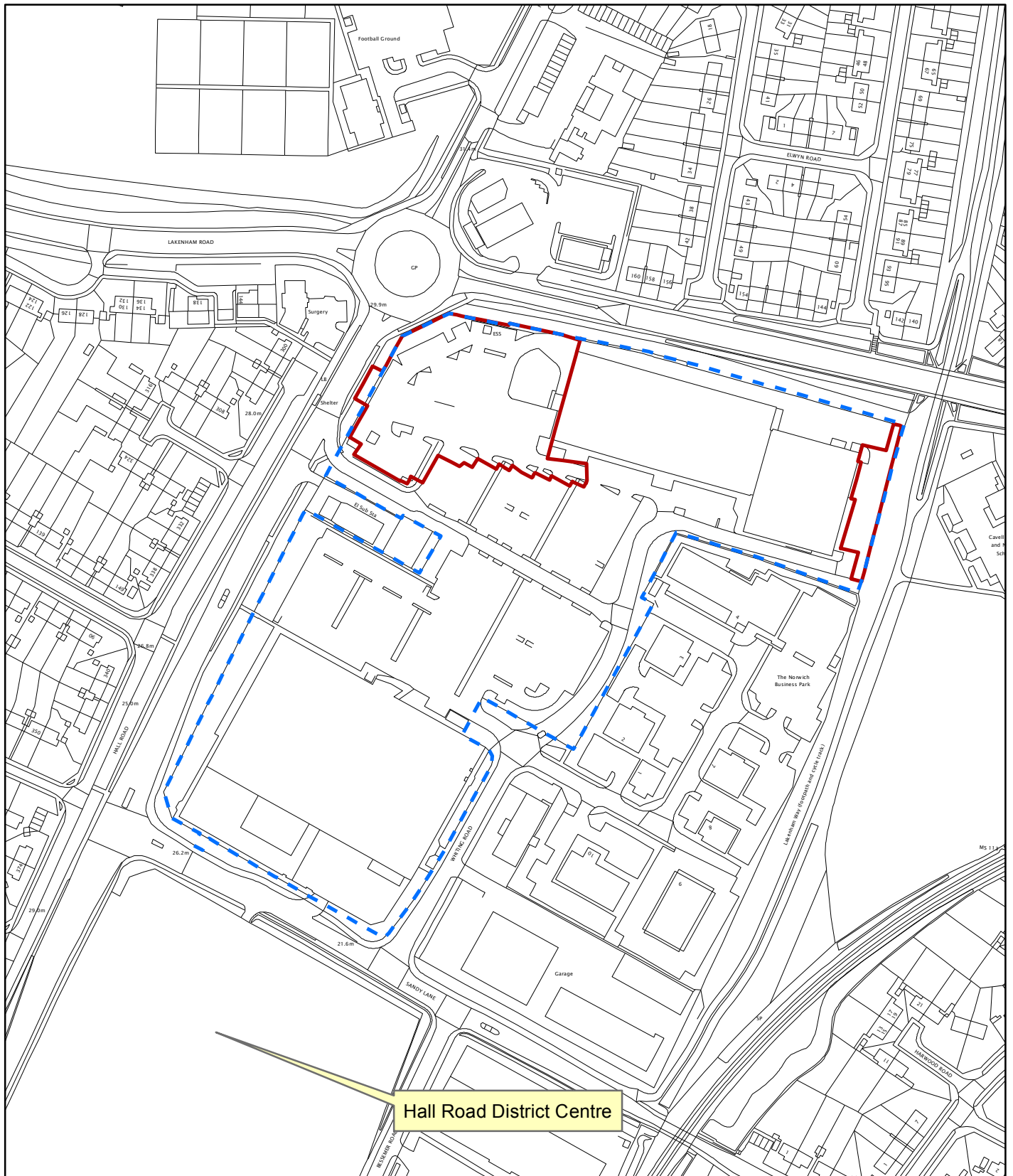
**Reason for referral** Objection

**4(D)**

<b>Ward:</b>	Lakenham
<b>Case officer</b>	Lee Cook - <a href="mailto:leecook@norwich.gov.uk">leecook@norwich.gov.uk</a>

Development proposal		
Redevelopment of part of existing retail car park to provide a retail foodstore, reconfigured car parking and associated landscaping works.		
Representations		
Object	Comment	Support
1 (2 letters from one main respondent)	1	40 (42 letters/e-mails with two repeat comments from two residents)

Main issues	Key considerations
1 Principle of development	Location, sustainability, sequential and impact assessments, accessibility
2 Transport	Main routes, appraisal of impacts, local improvements, accessibility, parking, servicing
3 Amenity	Noise, plant and machinery, controlling conditions on operations
4 Design	Height, site layout/topography, appearance, scale
5 Trees and Landscaping	Tree removal, replacement planting
<b>Expiry date</b>	11 December 2015
<b>Recommendation</b>	Approve



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Planning Application No 15/01314/F

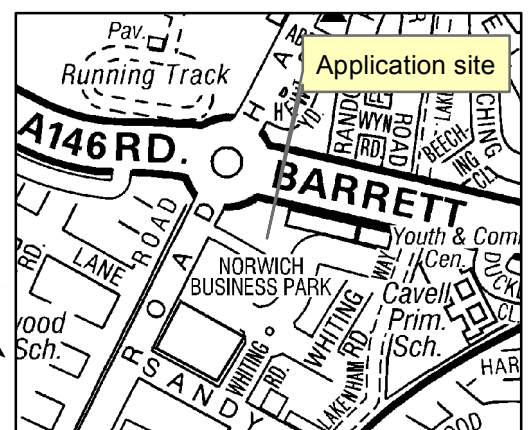
Site Address Land West of Unit1 Hall Road  
Retail Park

Scale 1:2,500



**NORWICH**  
City Council

PLANNING SERVICES



## The site and surroundings

1. The application site is located within the Hall Road Retail Park, bounded by Barrett Road to the North and Hall Road to the west. Lakenham Way cycle route runs adjacent to the retail park along its eastern side and other highway links are provided to the site off Sandy Lane to the south. On the south side of Sandy Lane is a new district centre constructed with an ASDA store as the key anchor store and providing buildings for other commercial, retail and community uses.
2. The application site measures 0.69 hectares in size although it does form part of a larger retail park which is approximately 4.9Ha and contains a number of bulky goods retail outlets.
3. The area of the application site is adjacent to the end of a run of buildings which backs onto Barrett road and is an open and underused space immediately adjacent to the roundabout which forms the junction of Hall Road and the outer ring road. The site has a landscaped edge, containing groups of trees and planting, separating it from the adjacent highway and whilst the site itself is relatively level it is set below the higher levels of the roundabout and highway as it slopes up eastwards along Barrett Road.

## Constraints

4. Natural environment (trees/planting); Environmental constraints possible site contamination, flood issues; Site designation retail warehouse/near to district centre.

## Relevant planning history

Ref	Proposal	Decision	Date
4/1987/1184/F	Retail warehouse store and garden centre	Approved	01.07.1988
4/1995/0774/O	Non-food retail warehousing (bulky goods) development	Approved	24.06.1996
4/1999/0478/F	Erection of single retail warehouse unit (7,440 sq.m.), with open garden centre and associated access, parking, servicing, landscaping and works. (Submission of details in accordance with Conditions 2 and 3 of Outline Planning Permission no. 4950774/O - non food retail warehousing (bulky goods) development).	Approved	02.03.2000
08/00319/O	Demolition of existing buildings, site clearance and redevelopment of the Bally Shoes and T.Gill and Sons sites for a mixed use district centre to include retail, leisure, hotel, housing, employment, arts	Approved	11.05.2009

Ref	Proposal	Decision	Date
	centre, parking and public realm uses; the development of retail and leisure uses at the Hall Road Retail Park and the provision of associated parking and public realm enhancements between the two.		
09/00735/VC	Variation of conditions 3, 6, 7, 8, 11 and 19 of planning permission 08/00319/O (to allow blocks D and E to be used as a single retail unit (5,667 sqm gross) with office accommodation above (1,962 sqm gross)).	Approved	01.12.2009
12/00739/F	Demolition of existing buildings and redevelopment of site to provide a new district centre to include a food store, customer cafe, retail units (Class A1, A2, A3 or A5), community unit, restaurant/public house unit, business units (Classes B1 and B8), gym, car parking, public realm and associated access and servicing.	Refused	25.09.2012

5. Full planning permission 12/02003/F was granted in July 2013 for redevelopment of the former Bally Shoe factory site on Hall Road, to provide a new district centre to include a food store, customer café, retail units (Class A1, A2, A3/A5), community use, restaurant /public house, business units (Class B1 and B8), gym and associated access, car parking and public realm. The consent was granted following the completion of a legal agreement and the resolution of planning applications committee to approve the application on 20 September 2012. The report considered by planning applications committee on 20 September 2012 details the planning history of that site. The committee report and minutes of that meeting are available at this link: <http://www.norwich.gov.uk/CommitteeMeetings>
6. Application 14/00818/VC sought to make a number of changes to the approved scheme. The changes related to details shown on the approved plans, detail included in supporting documents and matters agreed in the S106 Obligation. The changes included amendment to the ratio of convenience: comparison retail floorspace (food/everyday goods: long term use products e.g. electrical items/clothing) within the supermarket. A planning condition imposed on the approved supermarket scheme restricts the proportion of floorspace from which comparison goods can be sold to 33 %. An increase to 40% was agreed.
7. Subsequent minor amendments have been agreed under application 14/01691/VC and petrol filling station agreed under application 15/00131/F.

## The proposal

8. Redevelopment of the north-west corner of existing retail car park to provide a retail foodstore. The works include reconfiguring the car park area and parking provisioning, access works for vehicles and cyclists, changes to bus stops and associated landscaping works.

### Summary information

Proposal	Key facts
<b>Scale</b>	
Total floorspace	Retail store providing 1693m <sup>2</sup> gross floorspace (1254m <sup>2</sup> nett of which 1003m <sup>2</sup> is convenience shopping).
No. of storeys	Single storey
Max. dimensions	Approximately 59m long x 30.8m wide plus 3m canopy to south west corner and 9m loading deck and plant area to north east corner. Heights 8.82m above FFL to top parapet/ridge and 10.631m to top of raised corner detail.
<b>Appearance</b>	
Materials	Silver or anthracite grey flat insulated cladding panels. Glazing with coated aluminium framing.
Construction	Metal frame core with external cladding. Design aim to meet BREEAM “very good” rating.
Energy and resource efficiency measures	Waste heat recovery and part L2A U-values. Passiv design analysis. Energy monitoring. Low energy light fittings. Water rate limiters. Water use and leak monitoring.
<b>Operation</b>	
Opening hours	8 a.m. to 10 p.m. Monday to Saturday; 10 a.m. to 6 p.m. bank holidays and trading hours Sundays (other Aldi stores operate 11 a.m. to 5 p.m.).
Ancillary plant and equipment	Fixed plant likely to consist of refrigeration and condenser units; air handling units; extract fans; and boilers. Refrigeration units only are expected to operate overnight.
<b>Transport matters</b>	
Vehicular access	The store is sited close to the Hall Road entrance to the retail park just south of the outer ring road. Access is also available from Sandy Lane. Scheme includes a cycle link from Lakenham Way.
No of car parking	649 spaces existing for overall car park to retail park. Reduced to 574 spaces. 4 disabled bays, 4 parent and child

spaces	bays, 1 EV charging bay and 4 motor cycle bays positioned adjacent to store entrance.
No of cycle parking spaces	10 spaces under canopy close to store entrance
Servicing arrangements	Communal service entry at east side of site behind buildings leading to service area on north side of site adjacent to Barrett Road.

## Representations

9. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 42 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Proposal constitutes a material or significant increase in vehicular traffic. Scale of development necessitates a transport assessment (TA) not transport statement (TS) as submitted. Does not comply with County or City policy. TS fails to examine transport network appropriately using current survey data; a reflection of actual traffic movements and conditions; junction capacities; assessment of traffic accident records; pass-by traffic impacts; diverted traffic in area; trade draw; linked trips; and officer safety concerns/suggestions and its conclusions are flawed. Data used is unrepresentative of proposed development or market share of retailer or considers impacts/traffic generation of similar Aldi units in area as a comparator. Needs to assess feasibility of speed limit reduction on Hall Road; pedestrian /cycle link to Lakenham Way; bus stop facilities and safety of crossing. Application should be refused on transport grounds.	Paras 44 - 54
County highways should be consulted and comments made available.	Para 16 Comments on public access
NPPF requirement for sequential and impact assessments for retail development which includes locally set levels for Norwich over 1000m <sup>2</sup> . Should be refused where it fails to satisfy tests. Application site is 400m north of Hall Road district centre. This centre is supported through site allocation R3. Policy DM18 confirms centres should be focus of retail and town centre uses. DM28 encourages sustainable travel and to ensure no nett increase in travel and any increase can be accommodated. ASDA is now trading, interest has been expressed in the pub on site. However; no firm commitments on occupation of the other retail units being provided as part of district centre. Should note NPPF definition of an edge of centre location as being well connected	Paras 25 – 43  esp 27, 29 - 34

Issues raised	Response
<p>and up to 300m from primary shopping area. Direct pedestrian routes do not encourage walking between application site and district centre. Site is over 300m distance from district centre and not well connected and is therefore an out of centre location and not edge of centre. A more detailed assessment of whether there are any sequentially preferable sites should be undertaken. No detailed locations have been considered.</p>	
<p>Application suggests significant adverse impacts might only be anticipated over 2500m<sup>2</sup>. Locally set floorspace test is at 1000m<sup>2</sup> and endorsed by local plan examination. Proposal is 70% larger than threshold and should be fully assessed. Application has failed to take approach to retail impact assessment as set out in NPPG; also not set a no development or other development scenario or quantitative assessment of turnover.</p> <p>Revisions of ASDA scheme floorspace split seek to ensure that development was progressed against a challenging retail background which indicates marginal viability of ASDA development and vulnerability to other out of centre development. Aldi store will have significant potential to divert trade away from district centre. Suggestion that Aldi will trade complimentary to ASDA but it is clear from research that Aldi has increased market share. These have not been assessed in detail. ASDA is a highly price competitive retailer meeting food retail provision on south side of Norwich. Proposed food store away from centre may reduce attractiveness of district centre to food store shoppers and could result in smaller retail units on district centre being less attractive and unviable for other retailers seeking to locate in the centre and who benefit from footfall from ASDA. Application has failed to demonstrate that impact will not be severely adverse.</p>	esp 28, 34 - 42
<p>Secure covered cycle parking and secure motorcycle parking should be provided close to the store entrance.</p>	Paras 50, 54
<p>Welcomes idea of Aldi in this part of Norwich. The store is different to other supermarkets. Situated close to affordable housing areas it will serve the area well. Aldi provide good value for money food and good quality vegetables. Support Aldi who have created competition in the food retail market. Local community will benefit from its presence. Big supermarkets have monopolised the market. Competition with ASDA is not a bad thing and there is room for both. Good to have both an Aldi and an ASDA giving the local community more shopping choice. Will benefit pensioners and families. Requests to listen to the local community.</p>	Noted
<p>Other low cost supermarkets are at some distance and through heavy traffic. Difficult to get to by bus across the City. Should help reduce some traffic going across the City to other stores.</p>	Noted
<p>There are good transport links around the area. Good for the local community who do not have cars/transport or who would prefer to walk to a shop. Helps reduce carbon footprint from travelling across Norwich to shop. Siting of the store should help other</p>	Noted

Issues raised	Response
retailers from increased footfall. Closer proximity of store will help increase number of times store is visited.	
Current site is not being used to its full potential. Plenty of unused space on site. There is local interest in using the new store.	Noted
Need more businesses this side of Norwich. Development will provide more jobs to the area. Will help regenerate the area.	

10. Norwich Society: query the car parking ratio as no clarification of numbers and the relationship to City Council requirements.

## Consultation responses

11. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

### Design, Conservation and Landscape Manager

12. Is considering the brief for the Lakenham Way pedal-way project and has identified the importance of a connection being created from Lakenham Way to the retail park. Without this connection people living to the east of the retail park have difficulty reaching it on foot and bicycle. A connection from Lakenham Way opposite the entrance to the Edith Cavell Academy would provide a very important new connection to the supermarket and surrounding businesses. It would help avoid unnecessary vehicular traffic generation. It would also have the collateral benefit of providing a link to the business park. There is a ground level difference but it is not extreme and it appears possible to overcome it. Some vegetation clearance would be required. The service route would need a contraflow cycle lane and cars would not be able to park in the informal and unnecessary way that they currently do. HGV and cycles will then be able to pass. We will need to ensure that the interface between the developer's access obligations and the Council-led project are carefully managed.

### Environmental protection

13. The site appears on our prioritisation list for potential contamination, and therefore a site investigation will be required. This may take the form of a phase 1 in the first instance. It is likely that we would condition any approval accordingly. The acoustic report correctly identifies the issues on this site. Suggested that the items identified at 4.6 Plant noise, 6.3 loading bay noise and 6.18 delivery noise are restricted by condition to meet the recommendations of the acoustic report. This would allow deliveries 24 hours a day but reversing alarms should be turned off between 23:00 and 07:00. Although it is not a necessity, the installation of an acoustic fence above the retaining wall to the northern boundary would reduce further the likelihood of noise complaints from residents of Barrett Street where we have existing noise complaints about the current deliveries to Pets at Home.



## Highways (local)

14. Comment from highways officer about delivery of Lakenham Way link and contact between a consulting engineer/Pedalways officer to see this through to completion on site. A technical proposal will be needed including detailed design drawings and specifications (including drainage, stats, street lighting, any retaining walls, Highways, etc). Also, potentially for costings, a detailed estimate and Bill of Quants/Items will identify funds for the works.
15. Comment from transport officer - no objection on highway / transportation grounds subject to securing requirements of advance direction sign for northbound Hall Road traffic (use roundabout); kerb detail to modify site access to deter right turning traffic; direct link from retail park to Lakenham Way with suitable Civils work, lighting scheme, surfacing, drainage; bus measures (subject to Clear Channel contract with Norwich city council) including relocation and provision of bus stop and shelter with associated footway links; and planning process for delivery of cycle link. Also suggested possibility of improved shared use path (if required by Planning) (north of Barrett Road from toucan to Lakenham Way).

## Highways (strategic)

16. No objections in principle. Confirm traffic impact of development will be minimal and suggest additional works to prevent right turn from Hall Road into site and to provide additional cycle links to Lakenham Way. Notes other improvements to bus stops to be secured by condition and suggests conditions in relation to construction management, highway works, site linkages and travel plan.

## Landscape

17. No objections in principle. However; concerned about loss of trees on boundary edge of the site being undertaken to open up views of the new store, suggests planting proposals are revised to include additional tree planting.

## Tree protection officer

18. No objections to the proposed tree loss as part of the proposed development. Does have some concern about the limited tree replacement proposed and would suggest tree planting proposals are revised to include tree plant within the new parking bays similar to that throughout the remaining car parking for the store.

## Assessment of planning considerations

### Relevant development plan policies

19. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
  - JCS1 Addressing climate change and protecting environmental assets
  - JCS2 Promoting good design
  - JCS3 Energy and water
  - JCS5 The economy
  - JCS6 Access and transportation
  - JCS9 Strategy for growth in the Norwich policy area

- JCS12 The remainder of the Norwich urban area including the fringe parishes
- JCS19 The hierarchy of centres
- JCS20 Implementation

**20. Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM4 Providing for renewable and low carbon energy
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM11 Protecting against environmental hazards
- DM18 Promoting and supporting centres
- DM20 Protecting and supporting city centre shopping
- DM21 Protecting and supporting district and local centres
- DM25 Retail warehousing
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM33 Planning obligations and development viability

**21. Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)**

- R3 Hall Road District Centre

**Other material considerations**

**22. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF2 Ensuring the vitality of town centres
- NPPF4 Promoting sustainable transport
- NPPF7 Requiring good design
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment

**23. Supplementary Planning Documents (SPD)**

- Trees, development and landscape Consultation draft

**Case Assessment**

- 24.** Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and

any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

### **Main issue 1: Principle of development**

25. Key policies and NPPF paragraphs – JCS6, JCS9, JCS12, JCS19, DM18, DM28, DM30, SA R3, NPPF main paragraphs 17, 23 to 27, 39
26. The key considerations for the proposed development are the principle of retail in this location and also the impacts of the development in the context of the area.
27. National Planning Policy Framework (NPPF) does seek to promote competition amongst retailers and promote economic growth, but expects growth to be directed to sustainable and accessible locations, with retail proposals being proportionate and of an appropriate scale to the centre. Accordingly, any proposed development for a main town centre use needs to be subject to a sequential test if it is not in an existing centre and not in accordance with an up-to-date Local Plan (NPPF paragraph 24). Stores should be directed to town centres and edge-of-centre sites before out-of-centre areas are considered, and all sites should be shown to be accessible and well connected to the centre / town centre.
28. An impact assessment is required by the NPPF (paragraph 26) to look at the impact of a proposal on existing, committed and planned investment in a centre(s) in the catchment area of the proposal, and impacts on the town centre, considering the impact over a period of time. LPAs are expected to refuse an application where a proposal would have a 'significant adverse impact' on either or both district/local centres and/or the town centre (NPPF para 27). With regard to impact assessment, DM Plan policy DM18 sets a threshold for requiring impact assessments of 1,000sqm gross floorspace, which for reference is lower than the NPPF's threshold of 2,500sq.m. floorspace but reflects the strong retail position of the city centre and the generally smaller nature of district centres.
29. The Joint Core Strategy (JCS) Policy 19 expects retail development to be directed to defined centres, and the scale of development to be proportionate or appropriate to the 'form and functions' of the centre's position in the retail hierarchy. The Hall Road district centre is in the third tier of centres in Greater Norwich, on a par with the level of services expected to serve the likes of large villages and centres in the Norwich urban area which already contain their own large convenience foodstores. The policy expects such districts centres to meet the daily needs of their local resident populations, and as areas considered for additional improvements as shopping destinations.
30. JCS Policy 12 also promotes regeneration and neighbourhood-based renewal of tired suburbs, and requires development to improve townscape and retain the best of local character, particularly on major routes from the urban edge to the city centre, to promote local jobs, improve local services, and protect and enhance district centres.
31. Looking at other sequentially preferable sites it appears that there are no sites within defined centres that are available for this retail development. The area to the south of Sandy Lane has been promoted as a district centre under policy R3 of the Site Allocations Plan. The related permission for the ASDA anchor store and

associated commercial, retail and community buildings has been implemented to bring the long awaited centre into being and the ASDA store has recently opened. The proposal is therefore being promoted by the applicant as an edge of centre location.

32. With the recently implemented ASDA works and proposed works under this application, the application ensures there are good pedestrian and cycle links from the nearby residential and other centres to the site and from district centre to this site. Therefore, the site would provide a more sustainable location for food shopping in the south of the city and an improvement to the community of Lakenham and Tuckswood compared with existing superstores at Ipswich Road (Tesco) and those with similar long travel distances at Eaton (Waitrose) and Brazengate (Sainsburys) and those further afield in the Norwich area.
33. The relationship of the Hall Road retail park to the Hall Road District Centre is discussed in the report on the DMP in relation to Policy DM25 – Use and removal of restrictive conditions on retail warehousing and other retail premises. Para 123 of the Inspectors report on the DM Plan noted that the Hall Road retail park and the Sweet Briar retail park are not identified in JCS Policy 19 as centres in the retail hierarchy. It is considered that this is justified given their function and location. It was noted that main Modification DM-MM33, however, will allow account to be taken of the accessibility and relationship to defined centres of such sites when proposals are assessed under the terms of Policy DM25. Furthermore the Inspector considered it reasonable to make it clear that once the Hall Road District Centre is implemented that the Hall Road retail park would be an edge of centre location.
34. Given that the general location of the site is acceptable, and the scheme can demonstrate appropriate accessibility enhancements, this edge of centre site is considered to be a suitable location for the proposed retail store, meaning the scale of the retail floorspace should be considered in terms of its impact on and the contribution it can make to the adjoining district centre, as well as its impact on existing defined centres in the local vicinity (i.e. within the same reasonable catchment area as the proposed store).
35. In this case the impact assessment would need to be focused on the impact of the development on the vitality and viability of existing centres in the catchment or along similar transport corridors, and in this case that is considered to primarily comprise the Hall Road district centre and three smaller local centres further to the east (Long John Hill), north (St Johns Close) and west (Tuckswood centre).
36. With the submitted documents the store is also explained as providing convenience sales floor area of 1003m<sup>2</sup> together with that agreed for ASDA in 2014 at 2044m<sup>2</sup> as largely within the limits of planned projections and earlier agreed permissions of 3,967m<sup>2</sup>.
37. The ASDA store is controlled by condition to limit floorspace (excluding café facilities) to 3406m<sup>2</sup> nett with maximum 40% as comparison goods. The store has also been established with click and collect and petrol station facilities. The submitted documents and impact assessment describes the Aldi operation as being as a “Limited Assortment Discounter” (LAD) or ‘deep discount’ operator. Such stores are generally described as having a high proportion of sales relative to storage areas and sell a limited range of primarily convenience goods. Aldi suggests that they offer competitive prices whilst keeping a reasonable quality of

goods. Operations would also include a limited range of non-food items which typically occupy about 20% of the sales area primarily as one off specials but would mainly operate as a LAD foodstore.

38. It is noted that the impact assessment suggests that there will be some competition with ASDA. Being a LAD operator the sales density that Aldi achieves is likely to be below that achieved by the 'main' grocers and other retailers so that the potential for harmful impact from LAD's is lower than from other retailers, assuming the same amount of floorspace. The operation of ASDA will also likely be different to the proposed Aldi in terms of its wider retail offer. When considered against the other retailers such as ASDA these are considered large enough and diverse enough to experience limited impact from trade diversion.
39. Other than the ASDA/district centre the closest retail facilities within local centres have been considered to be an appropriate size and scale to provide for some daily needs of residents of a very local catchment, but do not generally have the range or extent of goods needed to serve large catchments or attract people from further afield. Consequently, the impact of the proposed store on these sites should be minimal as the role of the proposed store is likely to be different to that of the existing small facilities.
40. Nevertheless, to ensure that there is no impact on other outlets or centres in relation to comparison goods, it is recommended any permission uses a planning condition to ensure that the split of sales floorspace is required to remain at 80% convenience to 20% comparison goods.
41. It is noted that the proposed store is at a "vacant" edge of an existing bulky goods retail park. However; any change in the nature of other uses on this site would remain to be controlled through policy DM 25 and that in essence the remaining area would remain as a bulky goods retail "destination". Of some benefit could be the occurrence of linked trips to bulky goods outlets at the retail park which in turn would help reduce some of the travel impacts from the proposed and existing use of the site.
42. Tuckswood and Lakenham areas represent substantial residential areas around the site location and the proposed store will fill a role by serving the day-to-day needs of these areas. The proposed development could help enhance the vitality and viability of the new district centre by providing another retail destination for people to visit and from comments received should to a degree create linked trips with the new district centre and retail park. Being predominantly a foodstore the proposal is considered on balance to be an appropriate scale of development unlikely to create severely adverse impacts and be complementary to the district centre's position in the hierarchy of district and local centres within Norwich and the surrounding suburbs to the south side of Norwich.
43. The development is subject to assessment against the other policy and material considerations detailed in the tables below. The issues of access, parking, cycle storage and servicing, design and layout of development, residential amenity, the natural environment, trees and biodiversity, water conservation, energy efficiency, land contamination and fulfilment of further obligations to enhance site connectivity are considered below and overall the conclusion is that in principle the scheme is acceptable subject to suitable conditions.

## **Main issue 2: Transport**

44. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, DM33, NPPF paragraphs 17 and 39.
45. The Aldi store is proposed to be sited within the Hall Road retail park, which is located directly adjacent to the outer ring road. The extant site access and egress provision is adequate for likely vehicular demand, and the development benefits from recently completed highway work by ASDA that includes a new toucan crossing on Barrett Road and shared use cycle paths on Hall Road. The modification of the existing site access path to 3 metres is welcome as this will promote shared pedestrian/cycle use.
46. Although the site is not within a District Centre as defined in the Norwich Local Plan, the site is near to the recently development Hall Road District Centre as anchored by the ASDA superstore. The site also benefits from good provision of frequent bus services along Hall Road to and from the city centre.
47. The Strategic Highway Authority and Council transport officer have confirmed that they agree with the conclusion of the Transport Statement that the traffic impact of this development for a foodstore to be built on an existing underused car parking area within the Hall Road Retail Park will be minimal on the Norwich Outer Ring Road (Lakenham Road and Barrett Road) and on Hall Road.
48. A traffic concern has been highlighted over the potential for shoppers to try to undertake a right turn into the retail park entrance rather than U-turn round the roundabout and turn left into the retail park and suggest that consideration should be given to putting in a narrow median island to prevent this potential manoeuvre or some other minor alterations to the existing left in only access.
49. To reduce the risk of vehicles on Hall Road turning right into the retail park it is recommended that the kerb detail of the retail park entrance is modified to deter the temptation to turn right. An advance directional sign for drivers on Hall Road to use the roundabout will also promote correct driving behaviour and these details are suggested as being secured by condition.
50. Due to the walking/cycling improvement works being carried out to facilitate the ASDA development on Hall Road this site is well located for these modes of transport. Adequate cycle parking is proposed for the foodstore beneath the canopy close to the store entrance. Previous applications to alter the retail park have looked to provide a footway/cycleway link onto Lakenham Way. However these applications have not led to this development and so the link has not been created. The Strategic Highway Authority has therefore requested that this application should provide that link to further improve local connectivity.
51. The site is directly adjacent to Lakenham Way which is due to benefit from improvements arising from Pedalway cycle funding from the Department for Transport. Therefore it is positive that following further discussion the applicant has now agreed to requests for a new pedestrian/cycle link from the retail park to Lakenham Way. Improved links on the north side of the ring road are highly desirable to link to the new toucan crossing, but are of lower priority if the direct link to Lakenham Way can be established. The applicant has indicated acceptance of a Grampian condition on this point and negotiations can continue to refine/provide

this proposal prior to the opening of any approved store. Once constructed, Highway Authority to seek the adoption of the cycle link over Railpath Ltd land for future maintenance of link and lighting.

52. The site is also well served by the current bus service and it is noted that some improvements to bus stops are proposed. The pedestrian site entrance onto Hall Road has been relocated further south to encourage pedestrians to cross Hall Road away from the roundabout, and ideally to use the extant pedestrian refuge. The relocation of the outbound bus stop/shelter southwards is also welcome as this will reduce the risk of pedestrians crossing three lanes of traffic near the site entrance. Relocation and provision of bus stop and shelter with associated footway links can be secured by condition. The application is supported by a Draft Travel Plan and an appropriate condition is suggested to secure a Travel Plan for the operation of the store.
53. Following objection to the scheme the County have further confirmed that the site is in a sustainable location and on a current retail park which is underutilised and agrees with local transport comments by officers. The transport officer has also confirmed that in terms of transport assessment or requirement for a transport statement that the Local Plan is guidance, and that we can exercise discretion for any development we appraise. The site is not green field; it is in an established retail park with adequate access to and from the highway network. Its proximity to the Hall Road district centre would inevitably lead to pass by and linked trips. Officers have confirmed that they are not unduly concerned by the additional traffic from Aldi as the extant retail park and its car park operates significantly under capacity at all times. The willingness of the applicant to provide the link to Lakenham Way is commendable, and will deliver together with other improvements the sustainable travel requirements we require for the scheme.
54. In transport terms, subject to resolution of site access detail and cycle link provision, there is no objection to the retail development proposed in this location. The proposed development is suitable in transportation terms for its location with regard to its amount, layout, and use. Bin and cycle storage can be provided in suitable and accessible locations and car parking provision and motorcycle parking is proportionate to the scale of development on this site. Further details of these items are suggested as being required by condition.

### **Main issue 3: Amenity**

55. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
56. Given that the service area for this and existing buildings is now focussed to the north of the site the agent has been made aware that they would likely need to provide further noise assessment of activities and site management, given the recent issues with residents close to McDonalds to the north, to inform whether any noise protection or other measures would be necessary to help protect amenities of local residents within the area.
57. The pollution control officer has reviewed the submitted information which identifies the issues on this site and later requests for earlier than normal deliveries to the store. Confirmation has been given that the items identified at 4.6 plant noise, 6.3 loading bay noise and 6.18 delivery noise should be restricted by condition to meet the recommendations of the acoustic report. This would allow deliveries 24 hours a

day but it is still suggested that reversing alarms should be turned off between 23:00 and 07:00.

58. Although not a necessity it has also been suggested that the installation of an acoustic fence above the retaining wall to the northern boundary would reduce further the likelihood of noise complaints from residents of Barrett Street where we have existing noise complaints about the current deliveries to Pets at Home. Given that noise disturbance could be adequately controlled through adherence to the recommendations of the acoustic report it would not be reasonable to seek this provision as part of the current application but an informative is suggested in order to bring this issue to the attention of the applicant.
59. The proposed store closes off the open side of the car park from Barrett Road. This road is well lit and part of the outer ring road carrying a high volume of traffic throughout the day. It is not considered that there would be any significantly detrimental impacts in terms of other amenity impacts e.g. car park area lighting. However; a condition is suggested requiring details of any lights to be added to the store or service area to ensure that these in particular do not cause adverse impacts within the area.
60. It is considered, subject to conditions, that the proposals would offer a reasonable standard of design and operation with no significant impact on the amenity of nearby residents.

#### **Main issue 4: Design**

61. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
62. The area is extremely mixed in terms of scale of buildings. The site itself contains warehouse scale buildings clad in reasonably plain materials reflective of the retail nature of the site. The proposals are for a single storey modern building on the corner of the site with key focal design points to the entrance area and building corner closest to the adjacent roundabout. Stepping down from the height of existing buildings helps limit the impact of the building in this location where adjacent ground levels start to come closer to the lower level of the car park. The stepping should also integrate well with the taller adjacent buildings.
63. A contemporary approach has been taken to the elevation design; this is considered acceptable in this part of the City which is mixed in character. It is also consistent with the position of the building within the area facing onto the adjacent road junction and creates an interesting corner feature as you approach the site. The proposed layout of retail entrances would provide an active frontage to encourage movement through the area for those on foot or cycling. The overall design is considered to be acceptable, subject to further details of materials.

#### **Main issue 5: Trees and Landscaping**

64. Key policies and NPPF paragraphs – JCS1, JCS2, DM3, DM6, DM7, NPPF paragraphs 109 and 118.
65. There are a number of existing trees on site which vary greatly in quality and include two young B class trees one of which is subject to removal as part of the proposal and a B class group to be retained. A number of trees are being removed



and the tree officer has confirmed that these proposed works are acceptable. The retained trees are mostly around the edge of the site within protected beds and root protection areas are unlikely to be affected by the development. The submitted AIA indicates areas to be protected during construction and this should ensure adequate protection of the trees and control of works.

66. The tree officer and landscape officer have queried the initial low number of tree replacements proposed and likely adverse effect this could have on the visual amenity of the area. Earlier discussions highlighted the importance of visibility of the building on the corner and to maintain a view to announce a building presence given that the vehicle access into the site is further to the south. Discussions have taken place and a view taken that given the number of trees being removed an appropriate level of tree replacement should be provided on site.
67. In terms of landscaping, replacement tree planting/boundary planting and surface treatments will be important to the front facing elements of the development and site to define this space and setting of the building. Landscaping details should be conditioned to ensure a suitable townscape for the area and biomass replacement.

### **Compliance with other relevant development plan policies**

68. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

### **Other matters**

69. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation: List relevant matters.

### **Contamination**

70. Key policies and NPPF paragraphs – DM11, NPPF paragraphs 120-122.

71. Given the long standing commercial nature of the use of the site there are likely to be some contamination issues related to the site. The submitted report indicates that site contamination is likely to be relatively known and of low risk. However; the pollution control officer has advised that the site appears on our prioritisation list for potential contamination and there is some knowledge of contaminants in the wider area. As such precautionary conditions related to site investigation and remediation, verification and stopping works to allow further assessment of any contaminants which might be found during construction are suggested.

## **Energy and water**

72. Key policies and NPPF paragraphs – JCS3, DM1, DM4, NPPF paragraphs 94 and 96.
73. The building design has been assessed in relation to baseline data on energy usage. Low Zero Carbon (LZC) technologies are proposed as primarily heat recovery from waste heat (MVHR equipment) from on-site plant. This will be used as energy for space heating and possibly hot water use. The estimate of energy from LZC technology is calculated as providing 28% renewable energy contribution which would provide on-site energy production in excess of policy requirements and would be acceptable subject to a condition requiring details of MVHR equipment and fixings.
74. The proposals also outline In terms of energy efficiency that the building seeks a BREEAM very good rating which is commendable. Measures to ensure water efficiency as required by JCS3 are suggested as being by way of maximum flow limiters, monitoring and leak detection measures. Such measures as shown within the submitted report seek to minimise on-site water use are acceptable and can be secured via condition.

## **Flood risk**

75. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 94, 100 and 103.
76. Policy DM5 now applies in relation to surface water drainage and suggests a number of points to be addressed in terms of sequential testing and sustainable drainage measures. The site does however lie within flood zone 1 where this type of development would be considered to be appropriate in principle. The area is also not identified as having specific drainage issues.
77. Information has been submitted with the application to address measures to be taken to deal with surface water flooding/run-off within the site and off-site impacts within the wider areas. Ground type should be capable of some form of soakaway methods; however, given the potential for contamination below ground this has been discounted.
78. Other assessment has been undertaken of the area and specific limitations identified. Options available which are likely to be acceptable are catchment facilities and braking of discharge of water into the main system and use of permeable surfaces. Further assessment is not considered necessary at this stage and a condition is suggested in terms of the submission of details for the design of sustainable drainage solutions for the site.

## **Equalities and diversity issues**

79. There are no significant equality or diversity issues.

## **S106 Obligations**

80. The applicant's agent has confirmed that a Grampian condition would be appropriate as a suitable means of securing cycle measures for the direct link from the retail park to Lakenham Way (with suitable civils work, lighting scheme, surfacing, drainage to the satisfaction of the Highway Authority and Railpaths Ltd/Cyclepaths Ltd) rather than to pursue this by way of a Section 106 agreement
81. The condition should also include that the access by foot or cycle is to be maintained at all times (24/7 365 days a year) via the new link and that it may not be gated without the consent of the Local Planning Authority.

## **Local finance considerations**

82. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
83. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
84. In this case local finance considerations are not considered to be material to the case.

## **Conclusion**

85. On balance this proposal is considered to be consistent with the character and appearance of the area and operation of the nearby district centre and local centres. The site provides for transport improvements and is considered would be within an improved accessible location. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

## **Recommendation**

To approve application no. 15/01314/F - Land to the west of Unit 1 Hall Road Retail Park Hall Road Norwich and grant planning permission subject to the following conditions:

- 1. Standard time limit
- 2. In accordance with plans
- 3. Prior approval of details: External materials; Lighting locations and types
- 4. Hard and soft landscaping (including mitigatory replacement tree planting); implementation programme; maintenance and replacement of landscaping within 5 years.
- 5. Works in accordance with AIA

- 6. Details and provision of car parking, motor cycle parking, cycle parking and refuse storage as indicated on plans
- 7. Details and provision of off-site highways works – bus stop relocation; advance direction sign for northbound Hall Road traffic; kerb detail to modify site access to deter right turning traffic
- 8. Details and provision of cycle link to Lakenham Way and control on future use
- 9. Detail construction traffic management - on site parking for construction workers; 'Construction Traffic Access Route'; wheel cleaning
- 10. Interim travel plan to be agreed and implemented
- 11. Details final travel plan
- 12 Details of fume and flues to be submitted and agreed
- 13. No plant or machinery installed unless agreed in writing
- 14. Provision of 10% renewable energy for retail store
- 15. Water resource conservation
- 16. Hours of store opening, 07:00 to 23:00 Mondays to Saturdays and 10:00 to 17:00 Sundays and Bank Holidays
- 17. No storage or materials on site outside of designated areas unless first agreed
- 18. No use of reversing alarms on lorries on site 23:00 to 07:00
- 19. Refrigeration units on delivery vehicles to be switched off
- 20. Loading/unloading in designated areas only
- 21. Rubber shroud around delivery bay to be implemented and retained
- 22. No cages to be used on site
- 23. Goods sold limited to 20% of floorspace for non-convenience goods
- 24. Provision and maintenance of SUDS systems
- 25. Remediation strategy for ground contamination
- 26. Verification of contamination remediation
- 27. Stop if unidentified contamination found on site

### **Article 35(2) Statement**

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has approved the application subject to appropriate conditions and for the reasons outlined above.

### **Informative Notes**

Highway works

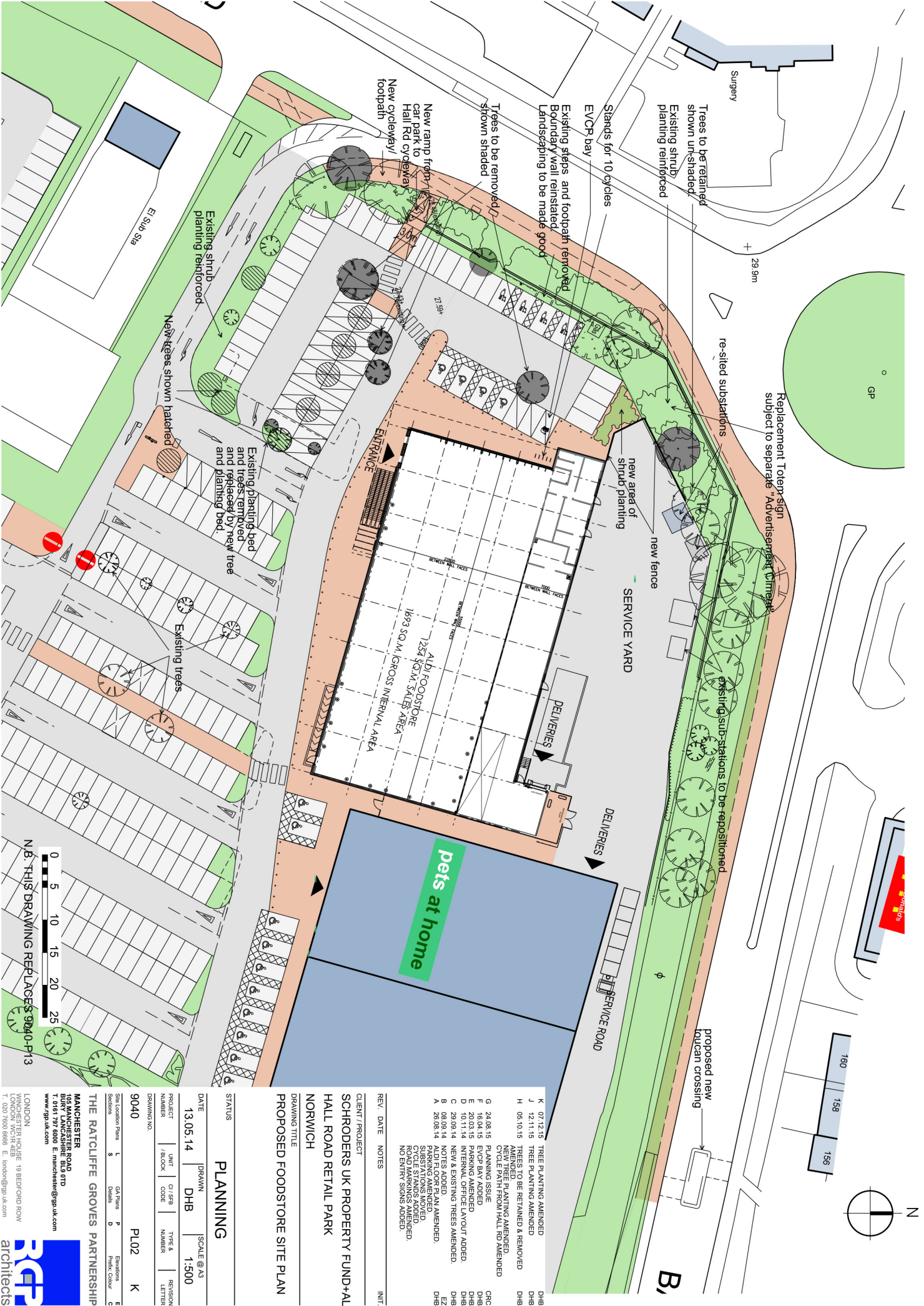
Travel Plan

Section 278 required for signs/kerb modification/other works

Street naming and numbering

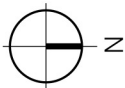
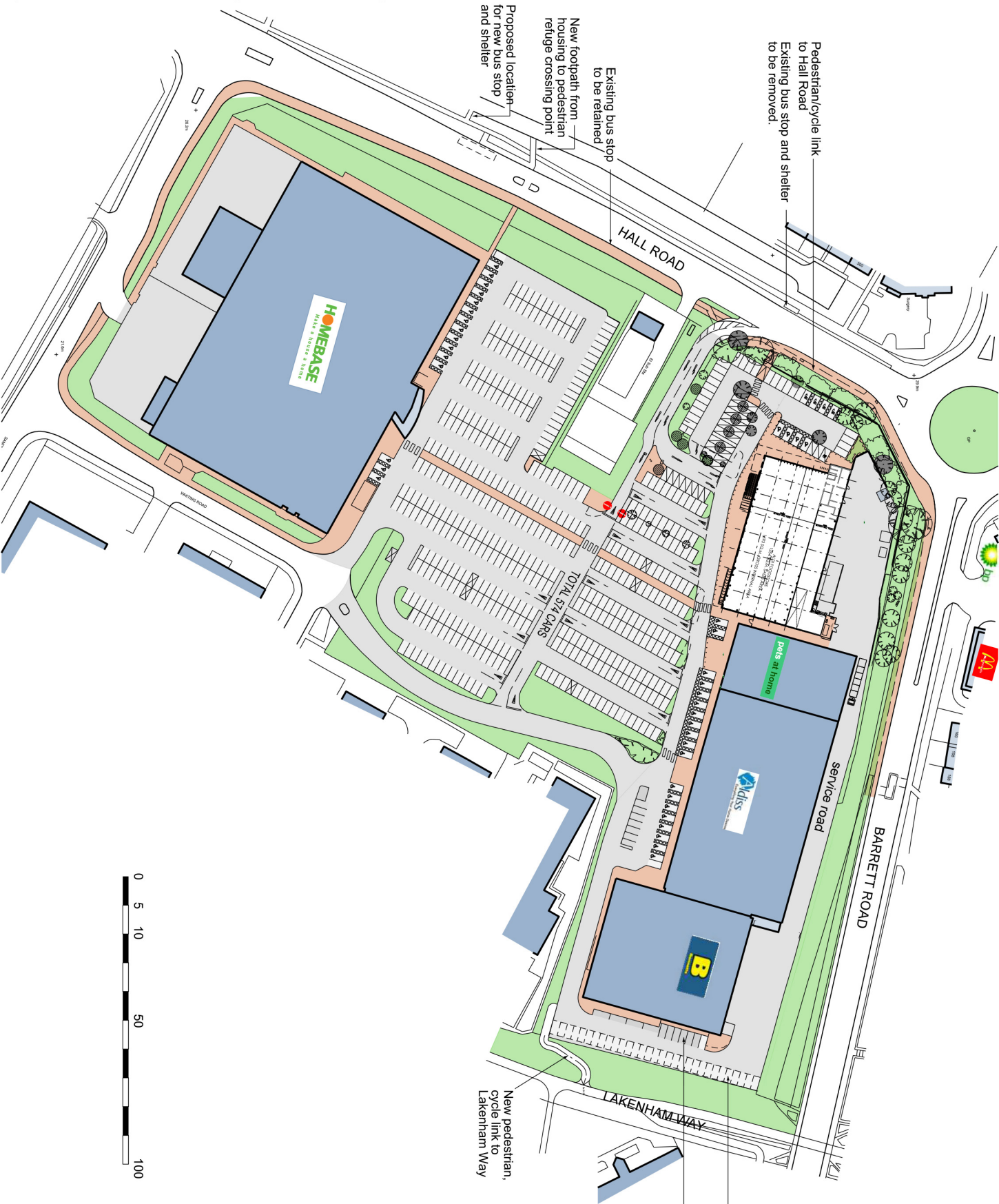
Considerate construction

Acoustic fence



STATUS		PLANNING		SCALE @ A3	
DATE	DRAWN	DATE	DRAWN	DATE	DRAWN
13.05.14	DHB	13.05.14	DHB	13.05.14	DHB
PROJECT	UNIT	CI / S9	TYPE & NUMBER	LETTER	
9040	PL02	K			
DRAWING NO.					
9040	PL02	K			
THE RATCLIFFE GROVES PARTNERSHIP					
MANCHESTER ROAD BURY LANCASHIRE BL9 9TD					
T. 0161 797 6900 E. manchester@gp-uk.com					
www.gp-uk.com					
LONDON WICKHAM ROAD LONDON W14 9AB					
T. 020 7500 6666 E. london@gp-uk.com					
RGT architects					





REV.	DATE	NOTES	INT.
J	07.12.15	TREE PLANTING AMENDED	DHB
H	12.11.15	TREE PLANTING AMENDED	DHB
G	06.11.15	PED/STRA/CYCLE LINK TO LAKENHAM WAY ADDED	DHB
F	24.08.15	PLANNING ISSUE	CPC
E	16.04.15	ENCOP BAY ADDED	DHB
D	20.03.15	PARKING AMENDED	DHB
C	11.10.14	INTERNAL OFFICE LAYOUT ADDED	DHB
B	08.09.14	NOTES ADDED	EZ
A	26.08.14	A101 FLOOR PLAN AMENDED, SUBSTITUTIONS MOVED, CYCLE STANDS ADDED, NO. OF PARKINGS AMENDED, NO ENTRY SIGNS ADDED.	DHB

CLIENT / PROJECT  
**SCHROEDERS UK PROPERTY FUND+ALDI**  
**HALL ROAD RETAIL PARK**  
**NORWICH**  
DRAWING TITLE  
**OVERALL PROPOSED SITE PLAN**

STATUS				PLANNING			
DATE	12.05.12	DRAWN	DHB	SCALE	@ A3	1:1250	
PROJECT NUMBER		UNIT / BLOCK		TYPE & NUMBER		LETTER	
DRAWING NO.	9040			PL 05		J	
Site Location Plans	L	OA Plans	P	Drawings	D	Printed Colour	E

MANCHESTER GROVES PARTNERSHIP  
THE RATCLIFFE GROVES PARTNERSHIP  
MANCHESTER  
19 BEDFORD ROW  
BURRY LANCASHIRE BL9 0TD  
T. 0161 797 6900 E. manchester@gp-uk.com  
www.gp-uk.com  
LONDON  
19 BEDFORD ROW  
LONDON WC1R 4EB  
T. 020 7500 6666 E. london@gp-uk.com  
**architects**

MATERIALS

A

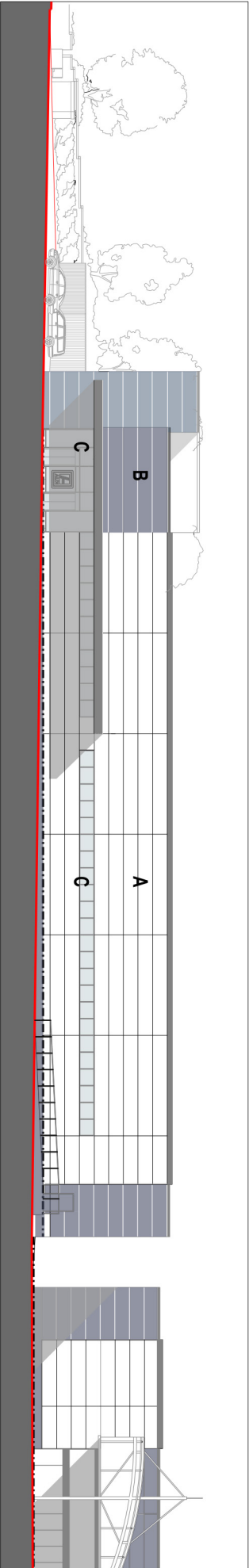
SILVER FLAT INSULATED  
CLADDING PANELS

B

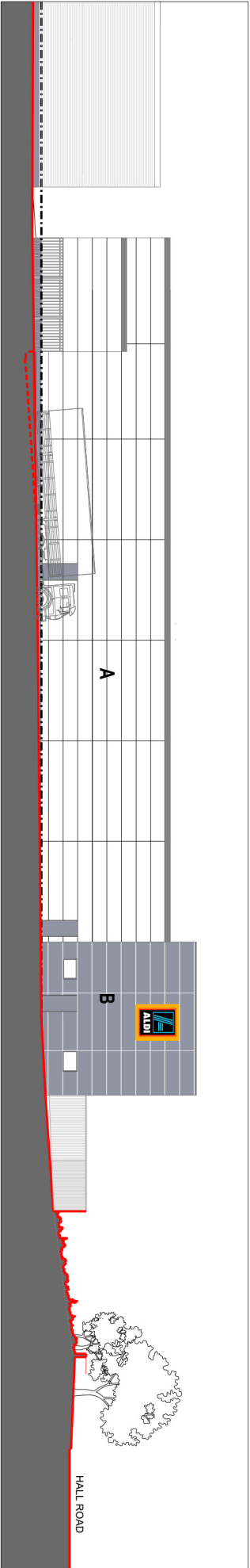
ANTHRACITE GREY FLAT  
INSULATED CLADDING  
PANELS

C

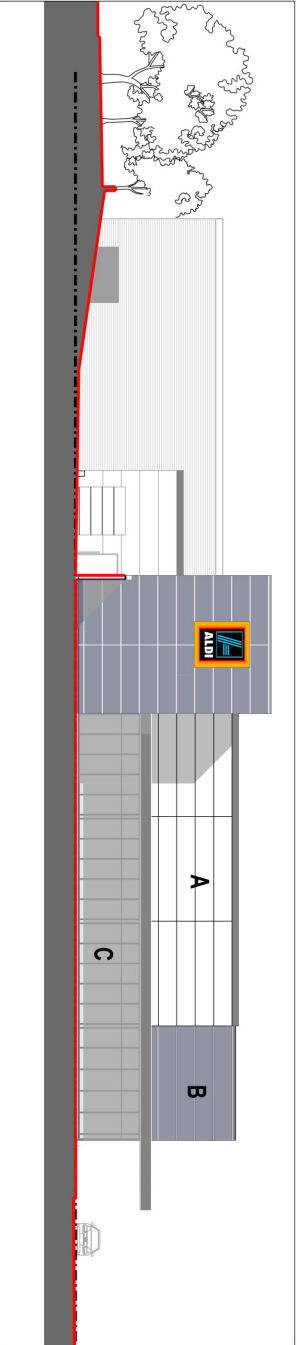
GLAZING WITH PPC  
ALUMINIUM FRAMING



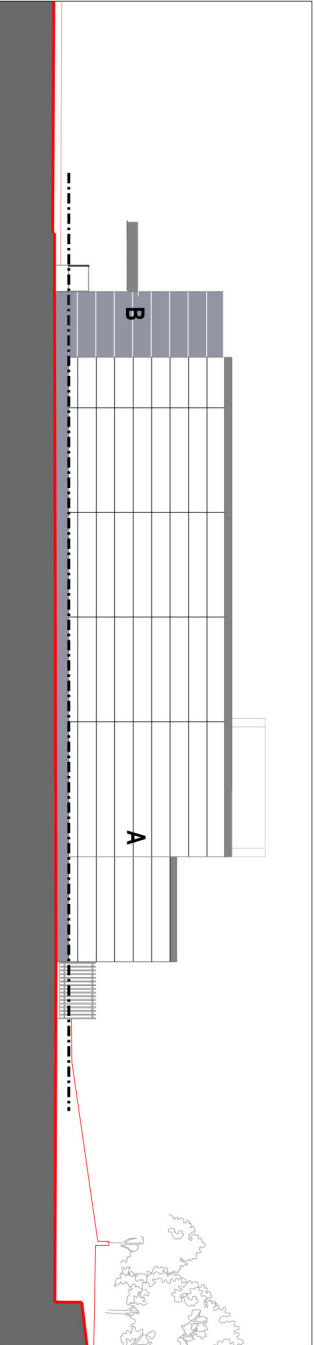
SOUTH ELEVATION



NORTH ELEVATION



WEST ELEVATION



EAST ELEVATION



REV.	DATE	NOTES	INT.
G	24.08.15	PLANNING ISSUE	CNC
F	12.12.14	TRANSFORM TO GLAZING ON WEST	DHB
E	10.11.14	WINDOWS & DOORS AMENDED	DHB
D	22.09.14	PANTRY FILLING CLADDING AMENDED	DHB
C	08.08.14	ELEVATION ADDED	EZ
B	08.08.14	ELEVATION ADDED	DHB
A	08.07.14	MATERIALS ADDED	DHB

CLIENT / PROJECT  
SCHROEDERS UK PROPERTY FUND+ALDI  
HALL ROAD RETAIL PARK  
NORWICH

DRAWING TITLE  
PROPOSED NEW FOOD STORE  
ELEVATIONS

STATUS  
PLANNING

DATE  
10.06.14

ISSUAN  
DHB

SCALE @ A2  
1:200

PROJECT  
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UNIT  
PLAN

CLASH  
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