

**GLOUCESTER CITY COUNCIL**

**COMMITTEE** : **PLANNING**

**DATE** : **10<sup>TH</sup> JANUARY 2012**

**ADDRESS/LOCATION** : **QUEDGELEY DISTRICT CENTRE, OLYMPUS PARK**

**APPLICATION NO. & WARD** : **11/01181/FUL  
QUEDGELEY FIELDCOUT**

**EXPIRY DATE** : **18<sup>TH</sup> JANUARY 2012**

**APPLICANT** : **ROYAL LONDON ASSET MANAGEMENT**

**PROPOSAL** : **DEMOLITION OF EXISTING RETAIL UNIT (UNITS 3-6). CONSTRUCTION OF A RETAIL UNIT (1,301 SQUARE METRES GROSS FLOOR SPACE), NEW VEHICULAR ACCESS, RE-CONFIGUARTION, LANDSCAPING AND ASSOCIATED WORKS.**

**REPORT BY** : **CAROLINE TOWNLEY**

**NO. OF APPENDICES/  
OBJECTIONS** : **SITE LOCATION PLAN.  
1 LETTER OF REPRESENTATION.**

**1.0 SITE DESCRIPTION AND PROPOSAL**

- 1.1 The application site is 0.45 hectares in size located within Quedgeley District Centre at Olympus Park. This area of the District Centre is located to the east of Bristol Road and to the south of the Olympus Park Business area. The site is bounded to the east by the A38 and to the south by the pedestrian/bus route through to Kingsway (Valley Gardens).
- 1.2 This District Centre currently comprises of 7 retail units occupied by Next, Brantano, Matalan, Blockbuster, Emperor Takeaway, The Property centre and William Hill together with three additional units to the south (Domino's Pizza, Pets Mate and the HSBC). There are no restrictions in terms of the goods that can be sold from the existing retail units.
- 1.3 The Centre currently has two car parks. The main car park is located to the front of the retail units accessed from Olympus Park and currently provides 181 spaces. There is also an overflow car park located to the south of the site providing an additional 58 spaces which is accessed via Valley Gardens.

Pedestrian access to the secondary car parking area is provided via a footpath link between Brantano and the application site.

- 1.4 The application seeks planning permission for the demolition of the existing unit currently occupied by Blockbuster and the construction of a new retail unit with mezzanine floor providing an additional 1,301 square metres gross of floorspace. It is intended that the new unit will be occupied by Boots. The proposals also include the re-configuration of the southern car park to include a new egress onto Valley Gardens, alterations to the servicing arrangements and landscaping works.
- 1.5 It is proposed to provide a new loading bay to the rear of the unit located within the southern car park and accessed via Valley Gardens. It is also intended to revise the southern car park access arrangement to provide a separate access and egress. In addition minor modifications are also proposed to the main car park to provide additional disabled and parent/child spaces. A further 15 staff spaces are proposed within the main service area to the rear of Next and Brantano. Overall the on site car parking spaces will be reduced from 239 to 238 spaces.
- 1.6 The existing single storey unit would be removed along with the linked canopy to Brantano.
- 1.7 It is proposed that the new building will be two storeys in height of a similar design and scale to the adjacent units. It is proposed to use matching red bricks and grey cladding with a glazed shopfront to include high level glazing above the entrance. The windows and doors will be finished in a powdered dark grey colour.
- 1.8 At the request of the Highway Authority the Applicant's have agreed to pay a sum of £16,000 for the installation of two bus shelters along the bus route that currently serves the site.

## **2.0 RELEVANT PLANNING HISTORY**

- 2.1 There is a significant amount of history associated with the District Centre which includes the following planning applications:

**S.10666/1/J** - (Outline) Non-food retail development (130,000 sq ft.), construction of new and alterations to existing vehicular and pedestrian accesses. Refused by Stroud District Council 14.6.88. Allowed on appeal 31.8.1989.

**61340/01/OUT** - Renewal of outline permission S.10666/1/J. granted permission 17.3.1992.

**95/00099/REM** - Approval of reserved matters. Erection of 13 no. non-food retail units. Approved 19.9.1995.

**96/00759/OUT** - (Outline) Erection of public house with indoor play area, non-food retail unit, retail food store, 8 no. shop units and associated car parking. Granted permission 13.5.1997.

**96/00715/FUL** - Formation of new junction to Bristol Road Roundabout and construction of new road. Granted permission 13.5.1997.

**97/00350/REM** - (Approval of reserved matters) Erection of public house/restaurant with living accommodation, indoor children's play barn, parking and landscaping. Approved 5.8.1997.

**99/00344/FUL** - Erection of 8 small shop units, 2 large non-food shop units, Health & Fitness Centre & associated car parking. Granted 12.10.1999

**00/00522/FUL** - Extension to previously approved retail unit, additional car parking area, erection of sprinkler tank and associated pump house. Granted 25.9.2000.

**05/00393/FUL** - Demolition of existing health club. Erection of non food retail unit with associated parking. Granted 05.07.2005.

**06/00957/FUL** - Variation of condition 2 of permission 05/00393/FUL to allow retail sales of 772 square metres. Granted 25.09.2006.

**07/01121/FUL** - Extension to existing car park to rear and new vehicular access to existing service yard. Granted 11.10.2007.

**08/01386/FUL** - Partial demolition of unit including removal of roof, portal frames and cladding and installation of new roof, cladding and framework. Granted 06.11.2008

**08/01592/FUL** - Demolition and reinstatement of fire damaged non-food retail unit. Granted 17.03.2009

### **3.0 PLANNING POLICIES**

#### **3.1** The following national guidance is relevant:

Planning Policy Statement 1 (Delivering Sustainable Development 2005) – This contains the Government's latest guidance and advice on national planning policy and sets the overarching framework for the planning system. As well as establishing some key principles it raises the importance on the requirements for 'good design' to a level not previously established in national guidance and states that good design is indivisible from good planning.

Planning Policy Statement 4 (Planning for Sustainable Economic Growth) - Replaced PPS6 – Planning for Town Centres and PPG4 – Industrial, commercial development and small firms (among others). This recognises that employment and economic growth in all areas of the economy are of equal importance.

PPS4 emphasises the importance of delivering more sustainable patterns of shopping, reducing the need to travel, and promoting the vitality and viability of town and other centres as important places for communities.

More specifically, Policy EC.14 of PPS4 identifies the supporting evidence required to support applications for main town centres uses, including those proposed within existing designated centre. It sets out that when assessing such proposals, regard should be had to the size of the proposal and whether there is likely to be an adverse impact on other existing centres as a consequence.

Moreover, whilst not specifically addressed in this response, the application should have regard to Policy EC.10.2 of PPS4 which sets out several 'general impact considerations' for proposals for economic development, including retail.

Planning Policy Guidance Note 13 (Transport 2001) – Establishes the role of planning in delivering transport objectives, and seeks to promote more sustainable transport choices; promote accessibility to jobs, shopping, services, etc by public transport, walking and cycling; and reduce the need to travel, especially by car.

Draft National Planning Policy Framework (NPPF) – was issued in July 2011 and seeks to consolidate all aspects of Government Planning policy into a single document. It has been made clear that whilst still in draft the NPPF introduces a presumption in favour of sustainable development – the default answer being 'yes' except where compromising key sustainable development principles of the NPPF. The draft NPPF also promotes new retail floorspace in existing centres and confirms the importance for retail needs to be met in full.

### 3.2 The Development Plan

The Development Plan policy framework comprises of the following documents: -

- Gloucestershire Structure Plan Second Review (Adopted November 1999 and 'saved' until the Regional Spatial Strategy is adopted)
- City of Gloucester Local Plan (Adopted 1983 and partially saved until the Local Development Framework is adopted)
- City of Gloucester (Pre-1991 Boundary Extension) Interim Adoption Copy (October 1996)
- City of Gloucester First Stage Deposit Local Plan (June 2001)
- City of Gloucester Second Stage Deposit Local Plan (2002 – although this cannot be 'saved' as it is not a formally adopted plan it is not deleted either. With it being adopted for development control purposes it is still judged to be a material consideration).

### 3.1 The following policies from the Second Deposit City of Gloucester Local Plan (2002) are relevant:

Policy S.10 (District Centres) – states that planning permission will be granted for new retail development of a suitable scale and type in district centres where there are suitable sites available provided that it does not have an unacceptable impact on Blackfriars and the Primary Shopping Area.

ST.7 - Urban Design Principles

FRP.10 - Noise

BE.1 - Scale, Massing and Height

BE.5 - Community Safety

BE.6 - Access for all

BE.7 - Architectural design

BE.21- Safeguarding of Amenity

TR.9 - Parking Standards

TR.11 - Provision of parking for people with disabilities

TR.12 - Cycle Parking Standards

- 3.2 All policies can be viewed at the relevant website address:- Gloucester Local Plan policies – [www.gloucester.gov.uk/planning](http://www.gloucester.gov.uk/planning); Gloucestershire Structure Plan policies – [www.gloucestershire.gov.uk/index.cfm?articleid=2112](http://www.gloucestershire.gov.uk/index.cfm?articleid=2112) and Department of Community and Local Government planning policies - [www.communities.gov.uk/planningandbuilding/planning/](http://www.communities.gov.uk/planningandbuilding/planning/).

#### **4.0 CONSULTATIONS**

- 4.1 Gloucestershire County Council – No highway objection is raised subject to securing the payment of £16,000 to provide for bus shelters and a number of conditions.
- 4.2 Quedgeley Parish Council – No comments received.
- 4.3 Crime Prevention Design Officer - The Planning Committee have obligations under the Crime and Disorder Act 1998, Section 17 and a "Duty to consider crime and disorder implications.

The Design and Access Statement makes reference to crime prevention and site security during the construction stages but offers no solutions for the operational requirements of the retail unit. Specific issues are raised with regards to permeability, anonymity, surveillance, lighting, CCTV, cycle parking, planting, car parking and street furniture / street games.

In terms of specific comments in relation to the retail unit the following concerns have been raised:

- The buildings location within the complex will need to address concerns over safety and security. This new building will become the focal point and offer convenient locations for groups to loiter causing ASB and criminal damage.
- Building design shows a fire exit / service door in rear elevation, the isolated location and close proximity of this door to the roadside will leave it vulnerable to attack, criminal damage and burglary. Service

door should be relocated to a prominent location contained within a secure compound which will restrict thefts by any opportunist criminal, appropriately lit and subject to natural surveillance and CCTV.

- Apart from the shop front each elevation has vast areas of blank brick walls which are an obvious target for graffiti due to the large surface area, easy access, lack of ownership, poor surveillance and low lighting levels.

A Copy of the consultation response is attached as an appendix.

## **5.0 PUBLICITY AND REPRESENTATIONS**

5.1 The application was publicised by way of a notice displayed on site and a press notice. In addition 17 neighbouring properties were notified by letter. As a result of this publicity one representation has been received raising the following concern:

- The proposal will further compromise the already low car parking spaces: retail space ratio. To replace a proportion of those spaces in a busy, shared service yard is unacceptable from a health and safety aspect.

5.2 The full content of all correspondence on this application can be inspected at the 4<sup>th</sup> floor reception, Herbert Warehouse, The Docks, Gloucester, prior to the Committee meeting.

## **6.0 OFFICER OPINION**

6.1 It is considered that the main issues with regards to this application are as follows:-

### Policy

6.2 The application site is located within the designated Quedgeley District Centre. The main element of the application proposal is to demolish the existing units 3-6 (205 m<sup>2</sup> gross) and its replacement with a new retail unit (1,301 m<sup>2</sup> gross) to be occupied by Boots. The proposal would therefore involve an increase of 1,096 square metres floorspace.

6.3 Both Planning Policy Statement 4 and policy S.10 in the Second Deposit City of Gloucester Local Plan (2002) seek to strengthen the role of designated centres, to increase their vitality and viability, to deliver more sustainable patterns of shopping and to reduce the need to travel.

6.4 The proposal relates to the demolition of existing retail units and their replacement with a much larger, single retail unit. There are already a number of units of a comparable size in the district centre and it is considered that the proposal is commensurate to the role of function of the district centre. It is not considered that the proposal is of a scale that would substantially increase the attraction of the centre to the extent where it would have an adverse impact on other centres

6.5 On this basis there is no policy objection to the proposal.

#### Urban Design and Community Safety

6.6 A number of security measures have been incorporated in the layout design as a result of the Crime Prevention Officer's comments:

- (i) The agent has confirmed that the retail park has a managing agent who will address any anti-social behaviour by means of private security patrols and out of hours security visits.
- (ii) The signage at the entrance of the retail park will provide details of the managing agents and a 24 hour customer service centre number should any issues arise.
- (iii) The location of the service door is fixed, easily accessible to service lorries, a steel security door with a security vision spy hole.
- (iv) The applicant has agreed to relocate the cycle stands further forward in the pedestrian link adjacent to the front car park and to include a couple of secure motorcycle lock down points.
- (v) Anti-ram raid bollards to the correct British Standards specification will be introduced to stop cars travelling down the link footpath area.
- (vi) All the landscaping is as existing and none is proposed as part of the current application. The landscaping areas are maintained by the managing agents.
- (vii) It is intended to encourage tenants to use the south car park for staff car parking to free up the main car park for customers. It is also intended that the south car park will continue to act as an overspill area during peak times. All lighting in the car park will be designed to the relevant British Standard lux levels for secure parking to help increase the attractiveness of this car park.
- (viii) Boots will provide high degree security measures given the pharmacy business.

6.7 Overall I consider that the design, scale, materials of the proposed building would be in keeping with the existing units and is appropriate within this modern retail centre location.

#### Traffic and Transport

6.4 The main access is to remain unchanged with the secondary access to the overflow car park to be improved and a third access adjacent to the secondary access proposed to facilitate delivery vehicles accessing the service yard. The tracking shows that a large articulated HGV can access and exit the site and the exit could be narrowed further to provide an improved pedestrian route. It is recommended that a condition is attached to any permission to agree this detail.

6.5 The submitted Transport Statement contains a car park occupancy survey of the retail park and a robust assessment of the predicted demand. The information demonstrates that the proposed level of parking will adequately

accommodate the demand arising from the development. The issues surrounding the security and attractiveness of the rear car park have been adequately addressed by the agent.

- 6.6 It is proposed to provide 5 cycle parking stands which is consistent with the Local Plan standards. The location and precise detail of these stands can be secured through a condition.
- 6.7 The Highway Authority is satisfied that the Transport Statement adequately demonstrates that the adjacent highway network will not be adversely affected by the development.
- 6.8 Adequate cycle and pedestrian links currently exist to neighbouring residential areas. While the existing bus services are reasonable there is a lack of shelters at the neighbouring bus stops. In accordance with policy TR.28 of the Second Deposit City of Gloucester Local Plan (2002) the Highway Authority has requested that the developer pays for the installation of two bus shelters on the bus route serving the site at a cost of £16,000. The applicant has agreed to this payment and the money will be secured through a Unilateral Undertaking.

#### Residential Amenity

- 6.6 The closest residential properties are located in Highliffe Drive approximately 60 metres from the site. The Environmental Protection Officer is satisfied that this distance is sufficient to ensure that the residential amenity of the occupiers of these houses are of a sufficient distance away from the proposed unit to ensure that there will be no disturbance from any plant / air conditioning units.

#### Economic Development

- 6.7 Whilst the closure of the existing store will result in the loss of 5 jobs, it is anticipated that the new store will provide in the region of 35 jobs. It will also result in short term employment in the construction related industries.

### **7.0 CONCLUSION/REASON FOR APPROVAL**

- 7.1 Overall, the proposal to extend the existing retail provision at the District Centre is considered to be in accordance with national, strategic and local policies and is generally welcomed. Subject to conditions and a legal agreement to secure payment for the provision of bus shelters the Highways Authority has raised no objection to the proposals.
- 7.2 The application relates to the demolition of an existing retail unit and its replacement with a new unit to provide additional retail floorspace, new vehicular access, revisions to the car parking and servicing areas within an existing District Centre. The proposed redevelopment will result in an enhanced District Centre that will meet the local shopping needs of the area. The impacts of the proposed building in terms of its overall design, siting and physical mass have been carefully assessed and it is concluded that it will



have no undue impact on the amenities of the neighbouring properties or the appearance of the street scene. Furthermore, the proposed alterations to the vehicular access, servicing and car parking areas are acceptable in highway terms. For these reasons the proposal is considered to be in accordance with Policies S.10, BE.21 and TR.31 of the Second Deposit City of Gloucester Local Plan (2002).

## **8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER**

- 8.1 Subject to the satisfactory completion of a Section 106 Unilateral Undertaking to secure the payment of £16,000 for the provision of two bus shelters on the bus route serving the site, it is recommended that planning permission is granted subject to the following conditions.

### Condition 1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

### Reason

To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

### Condition 2

The development hereby approved shall be carried out strictly in accordance with the following approved drawing nos. 11214-110 Rev G, 116 Rev A, 117 Rev A, 118 Rev A and 119 Rev B received by the local planning authority on 19<sup>th</sup> October 2011 and any other conditions attached to this permission.

### Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within the Second Deposit City of Gloucester Local Plan (2002).

### Standard Conditions

3. 8B01 (materials)
4. 8F15 (restriction of hours of construction)
5. 8F18 (no burning of materials/substances during construction phase)

### Condition 6

Prior to the commencement of development details of the design and location of litter bins within the site shall be submitted to and approved in writing by the local planning authority. The bins shall be provided in accordance with the approved details prior to the store being open to the public and thereafter maintained for the life of the development.

### Reason

In the interests of amenity in accordance with policy BE.4 of the Second Deposit City of Gloucester Local Plan (2002).

#### Condition 7

Prior to the commencement of development details (including drainage, dropped kerbs and tactile paving) of a reduced width car park/service area access arrangement shall be submitted to and approved in writing by the local planning authority and completed in accordance with the approved details prior to the store being opened to the public.

#### Reason

In the interest of highway safety in accordance with policy TR.31 of the Second Deposit City of Gloucester Local Plan (2002).

#### Condition 8

No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall:

- i. provide for the parking of vehicles of site operatives and visitors;
- ii. provide for the loading and unloading of plant and materials;
- iii. provide for the storage of plant and materials used in constructing the development;
- iv. provide for wheel washing facilities if required
- v. measures to control the emission of dust and dirt during construction
- vi. provide a scheme for the management of noise

#### Reason

To reduce the potential impact on the public highway and to safeguard the amenity of the area in accordance with policies TR.31 and BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

#### Condition 9

The development hereby permitted shall not be opened to the public until the vehicular parking, turning and loading/unloading facilities have been provided in accordance with the submitted plan drawing no. 11214-110 Rev G and those facilities shall be retained available for those purposes for the duration of the development.

#### Reason

To reduce potential highway impact by ensuring that adequate parking and manoeuvring facilities are available within the site in accordance with policy TR.31 of the Second Deposit City of Gloucester Local Plan (2002).

#### Condition 10

The development hereby permitted shall not be occupied until secure and covered cycle storage facilities for a minimum of 10 bicycles has been made available in accordance with details to be submitted to and approved in writing by the LPA.

Reason

To ensure that adequate cycle parking is provided and to promote cycle use, in accordance with Policies T.1 and T.3 of the Gloucestershire Structure Plan Second Review.

Decision: .....

Notes: .....

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Person to contact: Caroline Townley  
(Tel: 396780)

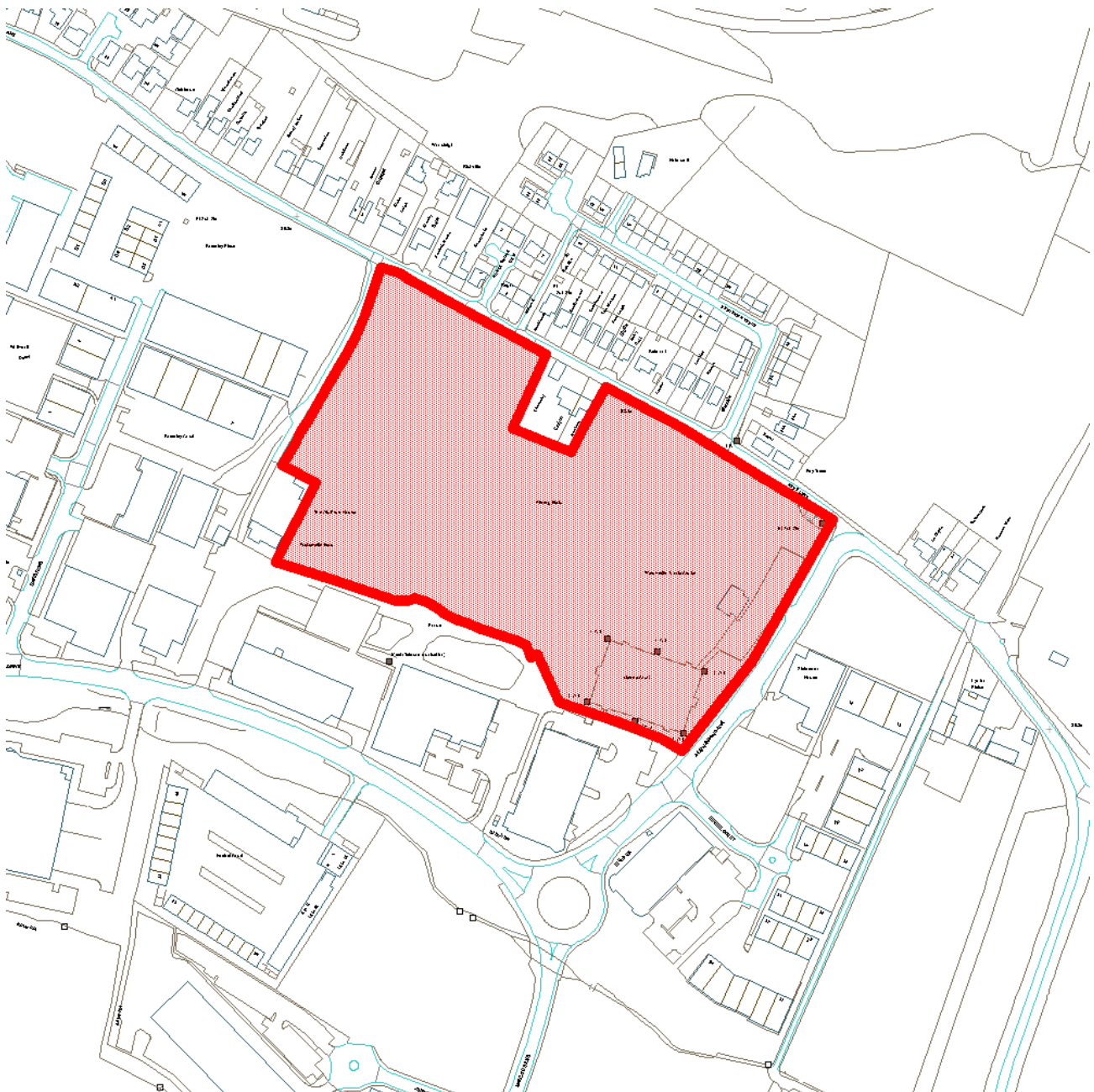
**11/01088/FUL**

**Waterwells Sports Centre  
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**GLOUCESTER  
CITY COUNCIL**

**Planning Committee 10.01.2012**



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