Planning Potential

Planning Regeneration and Development

PLANNING, ECONOMIC AND RETAIL STATEMENT

PROPOSED LOCAL CENTRE DEVELOPMENT

AT

LAND ADJACENT TO THE CHESTNUT TREE

BARUGH GREEN

On behalf of
ALDI STORES LTD

AUGUST 2010

14-15 Regent Parade
HARROGATE
HG1 5AW

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1 INTRODUCTION

1.1 This Statement is submitted on behalf of Aldi Stores Ltd in support of a planning application for the creation of a new modern local centre facility to serve the Barugh Green area of Barnsley. The proposals will provide a localised convenience facility to serve the surrounding Barugh Green community as well as other shops and services, including small office units. The application site relates to land adjacent to the Chestnut Tree, Barugh Green Road/Claycliffe Road in Barugh Green, Barnsley.

1.2 Specifically, the application proposes the redevelopment through the regeneration of a brownfield site and creation of a new local centre, compromising a 990sqm net convenience store as well as other retail units with separate offices above (A1, A2, A3, B1 in outline) together with associated car parking, and landscaping. In addition the redevelopment of the site will facilitate improvements to the access to the site.

1.3 The application is submitted in accordance with national and local planning policies, which encourage and support sustainable patterns of development, including through making the most efficient and effective use of brownfield sites.

1.4 In this context, the application follows extensive background research and an assessment of the Barnsley area. During this process a deficiency of modern localised retail provision was identified, which in itself results in unsustainable shopping patterns, as people are having to travel further to meet their day to day needs. The application proposals will address this local need, thereby creating choice and minimising potential social exclusion.

1.5 The proposals will further benefit the area through the physical regeneration of the site and creation of a modern, fresh

development. The proposals will result in job creation in Barugh Green, which represents a further boost and benefit to the local economy. It is anticipated that the proposals overall will create some 66 - 76 jobs.

1.6 The application follows extensive pre application discussion with planning and transport officers of Barnsley Council. Two pre-application meetings have been held with Joe Jenkinson and Steve Kirkham to discuss the submission. The meetings confirmed that policy issues would need to be addressed, including the loss of employment land and retail impact. This Statement, together with other supporting plans and documents clarifies these considerations and demonstrates the acceptability of the proposals and wider benefits that will be delivered.

1.7 Consultation with local residents has also taken place, including a public exhibition that was held on 24th March 2010. Ward members were also invited to the exhibition. The feedback from the exhibition has been positive, including that both residents and ward members welcomed a convenience foodstore on the site and enhanced local facilities.

1.8 This statement outlines principle matters associated with the proposals, with Section 2 summarising that the current characteristics of the site and the background to the proposals and the Company. Section 3 outlines relevant material planning considerations to demonstrate the proposals acceptability in policy terms. Finally, Section 4 sets out Aldi's approach to sustainability and social issues.

2.0 DESCRIPTION OF DEVELOPMENT AND BACKGROUND TO THE PROPOSALS

Site Description

2.1 The 1.2 hectare site, which is irregular in shape, is located to the north of Barugh Green Road and has remained vacant for over 15 years. The location of the site is shown on the plan contained within Appendix 1.

2.2 The site includes the Chestnut Tree Public House, although no changes to the pub are proposed as part of the application. This will further augment the character of the future local centre. The area surrounding the site is mainly commercial in nature with a number of employment uses and car showrooms. To the south of the site is a residential area. The wider surrounding area to the South, North and East is mainly high density residential uses. A site context plan is attached at Appendix 2.

2.3 The site does not lie within a conservation area and no listed buildings will be affected by the proposals. There are Tree Preservation Orders (reference 3/81) relating to a number of Trees on the site, this covers individual trees (horse chestnut and oak) on the Claycliffe Road frontage and a further horse chestnut towards the north west corner of the site, plus groups along the western flank comprising horse chestnut, oak and poplar. The planning application is supported by a tree survey, the layout, as detailed on the accompanying plans, shows that it is proposed to augment and enhance landscaping within the site.

Planning History

2.4 The site has been vacant for over 15 years, prior to that it was previously used as a petrol filling station and MOT testing centre as well as a garden centre. Planning applications for residential mixed use have come forward in the past, these have been withdrawn. Planning permission was granted in 2009 for the mixed use development of the site to include 3 offices, additional employment accommodation, retail units (A1, A3 and A5) and a 279sqm foodstore. In determining the application the Local Planning Authority accepted that limited scale retail development was acceptable on the site.

2.5 The planning history of the site confirms that this is a brownfield site that has remained vacant for a long period of time.

2.6 Section 3 of the Statement considers the site's Local Plan allocation as 'employment' land in more detail, including the overprovision of such land within the area. Nevertheless and in respect of the planning history, it is useful to note that a viable application proposing only employment type uses has not come forward, despite the site remaining vacant.

2.7 In respect of the permitted application and despite the mixed-use element, that scheme has also not been viable, including as result of lack of demand for employment uses, and the site has become available again. Aldi have purchased the site, and on examining local demand, consider that a local centre can achieve a viable use of the site, as well as helping to address local deficiencies in the area. In addition, it is important to consider that the proposals do not just relate to an Aldi store, but will also provide a wider range of retail and employment type uses that are in accordance with a modern local centre. These issues are examined further below.

2.8 An application for a new local centre will not only allow for retail provision in a sustainable location, but will provide the opportunity to significantly enhance a vacant and redundant site, which impacts negatively on its surroundings. Without investment, the site will continue to deteriorate, and have a detrimental impact on the wider perceptions of Barugh Green.

Proposals for a Local Centre

2.9 The application has been submitted in full for the proposed Aldi store, and in outline for the proposed retail units. This is due to the fact that a certain amount of flexibility is required for the remainder of the local centre as occupiers have not yet been identified. It is proposed that the uses will be A1/A2/A3 on the ground floor with B1 above, with final design to be confirmed at reserved matters stage.

2.10 The need for a local centre and how this relates to the policy context is discussed in subsequent sections. Case studies are attached at appendix 3 that demonstrate the ability of Aldi to anchor a district or local centre. Aldi have a proven ability to complement other retail uses, which is also discussed later in the Statement.

2.11 A case study for the Wath store is also attached for reference. In this instance, Aldi were granted permission for a local centre. The foodstore and retail units have been built, and the Aldi opened earlier this year.

Background to Aldi Stores

2.12 Aldi's philosophy is to provide high quality products within a pleasant shopping environment, whilst ensuring that they are offered to customers at heavily discounted prices.

2.13 As a company, Aldi are conscious of demonstrating that they do not conform to stereotypical perceptions arising from prejudices created from the initial image of discount food operators when they first entered the market some 20 years ago. Discounted prices are achieved through considerable bulk buying power, specialisation in the number of lines offered and maximising efficiency within the operation of the stores. Prices are not lower because the quality of products is less.

2.14 Aldi have been successful in raising the profile of the company and have won a number of awards including 2009 winners of Which? Best Supermarket Award and Winner of The Grocer of the Year and Discounter of the Year 2009.

2.15 Aldi have a local sourcing policy ensuring that 100% of potatoes, bakery produce and milk come from within Yorkshire and 22% of fruit and vegetables and 10% of Aldi's core range are sourced from within Yorkshire.

2.16 It is on this basis that we believe the introduction of an Aldi Store will extend and enhance the existing convenience provision within not only the immediate locality but, by providing a facility which is highly accessible to the surrounding community, will also address the key Government objectives of minimising social exclusion. The store will also contribute to the overall range and choice of convenience facilities within its anticipated catchment by providing a discount foodstore as a further element of choice.

2.17 In respect of potential competition and serving a specific need, Aldi stores differ from larger foodstore formats in a number of respects. When the composition of product lines is considered, Aldi only sell an extremely limited range of meat lines and do not compete with local butchers. Stores do not stock loose vegetables and fruit and only sell limited lines compared to an average green grocer which may stock some 80-100 lines. Aldi mainly stock own label grocery products together with a small range of own label confectionary. Less than 1% of their products are branded goods, which are only sold, when in Aldi's opinion, the product offer cannot be 'bettered'.

2.18 Aldi do not sell cigarettes, newspapers or magazines and stock only a limited small range of branded wine and spirits as well as a limited range of breadlines and a small number of boxed cakes. Further, the Aldi format does not include specialist meat, fish, delicatessen, chemist or bakery counters, which are commonplace with larger supermarket chains.

2.19 The resulting arrangement is that, unlike larger supermarkets, an Aldi foodstore does not offer a 'one stop shop'. As such, rather than compete with local shops and services, Aldi complement local traders as, for example, customers who wish to purchase newspapers, branded products, specialist meat etc. will have to visit other outlets that sell such products, such as butchers, greengrocers, small convenience stores etc. to complete a shopping trip.

2.20 Indeed, the Aldi concept is recognised and accepted as providing an entirely complementary function, as confirmed at the appeal decision attached at Appendix 4. In this instance, an Inspector recognised and commended the Aldi concept and benefits the store will deliver, including that the store would complement, not compete with.

2.21 In terms of shopping market, it is our experience and that of Aldi Stores Ltd, that the overall extent of the principal catchment served by discount foodstores can be relatively small, particularly when compared to that of larger foodstore operators.

2.22 It is anticipated the stores customers will be drawn principally from a 5 minute drivetime catchment area and will serve both residential and employment uses. They will use the proposed store to meet their daily and main food shopping requirements in conjunction with other retail destinations within the wider area.

2.23 The introduction of a local centre anchored by an Aldi store will, in our opinion, improve the quantitative and qualitative range and choice within this area linking with other local facilities. We believe that the proposed foodstore will increase the choice available to shoppers within the catchment area and provide an accessible convenience facility to the area.

2.24 In this context, it is therefore considered that the proposed local centre is an appropriate and viable use for the application site. The creation of a new local centre, to be anchored by an Aldi store, will both enhance local shopping facilities, as well as delivering economic and physical regeneration. Full clarification on these matters is provided in subsequent sections.

3.0 MATERIAL PLANNING CONSIDERATIONS

3.1 This section addresses the main planning consideration and benefits of the scheme in respect of the application proposals.

3.2 The scheme represents the introduction of a Local Centre to serve the needs of local residents and surrounding employment uses. The centre offers a mixture of uses to address planning policy and that meet local demand. The proposals will bring back into use land that has been vacant for over 15 years offering regeneration opportunities as well as significant benefits for the local community which are outlined below.

Planning Policy

3.3 Planning Policy relevant to the site is attached at appendix 14. The policy issues outlined in National and Local guidance.

Loss of Employment Land

3.4 The application site is identified on the UDP proposals map as an 'Employment Policy Area', where policy states that the site should remain in employment uses, although indicates that other employment uses may be acceptable, there is an emphasis in PPS4, that retail uses are a facilitator for economic development.

3.5 Firstly, with regard to addressing these issues, it should be noted that in its current form the site provides no employment opportunities and during the 15 years it has been vacant, no potential occupiers for B Class uses have been identified. There will be no overall loss of jobs on the site, in fact, the foodstore, retail and office elements would offer overall employment gain.

3.6 The Council have previously accepted as part of a mixed use scheme on the site (reference 2009/0191) that the loss of some of the site to none B Class uses was acceptable to enable a viable scheme to come forward.

3.7 Following discussions with the Council, it is proposed that offices are incorporated into the local centre, above the retail units, to meet the Councils aspirations for some traditional employment uses on the site. An assessment of availability of premises attached at appendix 13 would suggest that the area lacks small office units, whereas larger premises are currently available.

3.8 In order to provide justification as to why the level of employment uses permitted as part of the previous consent have not been replicated in this scheme, it should be noted that the site is not considered as available for redevelopment as part of any employment land review undertaken on behalf of the Council for the past 10 years. The site is not treated as an allocation, and as such has never been formally considered for de-allocation, rather, it is a designated existing employment area. As stated above, in its current form, the site does not provide any employment opportunities, thus technically does not serve its designated purpose.

3.9 PPS 4 'Planning for Sustainable Economic Growth', Policy EC2.1 (h) states that existing site allocations should not be carried forward from one version of the development plan to the next without evidence of the need and reasonable prospect of their take up during the plan period. If there is no reasonable prospect of a site being used for the allocated economic use, the allocation should be retained, and wider economic uses should be considered. It is therefore considered that given the length of time that the site has been vacant, that Government Policy would require the Council to

widen their expectations of the types of uses that they would see as suitable for the site.

3.10 Further to this and notwithstanding the change in emphasis of PPS4 in respect of retail development, The Employment Land Availability Plan and Table attached at Appendix 13 demonstrates that there is a wide range of vacant employment land available in the area.

3.11 There is also 2.2ha of land allocated under policy BA4(1) at Claycliffe Business Park which is still available for redevelopment. In context, the core strategy allows for the loss of 5ha of land designated for employment purposes to other uses. This includes housing, which would have no continued use for employment purposes. The proposal to use 1.2ha of land as a mix use local centre that would provide 66 to 76 jobs should be considered in this context. We therefore consider that the proposal to grant consent for a mixed use scheme at land adjacent to the Chestnut Tree for use a will not have a significant impact on the Councils employment strategy.

3.12 In addition to addressing policy issues, it should also be noted that local residents not only supported a local centre on the site, but indicated that they would not wish to see another car showroom on the site.

3.13 In total, there is some 77,900sqm (838,541sqft) of vacant B1, B2 and B8 floorspace split over a wide range of types of units. As such, the application proposals will not result in loss of vacant and usable floorspace and the significant surplus in the area means the proposals will not preclude potential new operators from entering the area. Nevertheless, Aldi's proposals include an element of B1 floorspace, which will retain an element of this on the site.

3.14 In this context (i.e. the significant surplus and the element of B1 being proposed), it is not considered that the proposals are in accordance with policy objectives.

Considerations in respect of new Local Centre

3.15 As outlined, PPS4 relates to economic and employment generating uses, which includes retail development. In this context and specifically relating to retail operations, Policy EC3 (b) of PPS4 encourages that a "network" and "hierarchy" of centres are defined. It is anticipated that these centres (dependant on their hierarchal role) will meet the needs of the catchments that they serve.

3.16 In respect of types of retail centre, these are defined at Annex B of PPS4 and are listed as; city centre, town centre, district centre and local centre. Therefore, in respect of the hierarchy and catchments that a centre is expected to serve, City and Town centres will be expected to draw from a wider area, which will also be dictated by the overall offer of the centre.

3.17 Attached at Appendix 10 is an extract from the Barnsley Local Plan, which shows the network of centres within the area. From this, it is clear that certain areas are well served by local and district centres, whilst deficiencies exist elsewhere, including at Barugh Green (as marked in RED on the plan).

3.18 To further illustrate the point, attached at Appendix 6, plan PP3 shows the local catchment (at 1km) of the nearest local centres at Dodworth and Darton, which are marked in BLUE. Despite the resident population and employment areas, Barugh Green completely lacks a district or local centre.

3.19 The RED 1km radius represents how this will change following the introduction of the proposed local centre proposed as part of the application, demonstrating that the deficiency will be addressed and

a local facility will be provided at Barugh Green to meet the local community's day to day needs.

3.20 Next, it is useful to refer to the development proposed and uses to be provided. Annex B of PPS4 confirms that local centres can include, *"...a range of small shops of a local nature serving a local catchment. Typically, local centres might include, amongst other shops, a small supermarket..."*.

3.21 In respect of district centres, Annex B confirms these will, *"...usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services"*.

3.22 Aldi's proposals could fall within either category and we see no reason why the centre proposed would not form either one of these functions. Certainly, this would be in keeping with the type and distribution of other centres throughout Barnsley, as shown on the local plan extract (Appendix 10).

3.23 In addition and as outlined, it is not proposed that the existing public house will be affected by the proposals, but rather that this will be retained. It is anticipated that this will function as part of the local centre, thus further augmenting the overall contribution of the centre to the local community.

3.24 Given the deficiency identified, it is clear there is immediate need for the proposals to rectify the imbalance and that this would be fully in accordance with PPS4 objectives of creating a network of centres. In addition, PPS4 gives further support for centres that will address deficiencies, especially where this will help to address potential social exclusion.

3.25 In this respect, attached at Appendix 12 are datasets obtained from the Office of National Statistics in relation to the Darton West ward, within which the site falls. This shows that some 34% of the local

population are economically inactive, therefore the provision of some 66-76 jobs is considered to represent a net gain.

3.26 The datasets also show that some 22% of households do not have access to a car. Again, the provision of more localised facilities for those who cannot rely on the private car is a further net gain that will help to address potential social exclusion.

3.27 Overall, it is clear that the proposals will help to meet these key PPS4 objectives, which provides compelling policy support for the proposals. Nevertheless and in order to demonstrate the robustness of the proposals, the Statement further considers other policy requirements, including in respect of both PPS4 and the Local Plan.

Reduction in CO2 Emissions.

3.28 Section 4 of this report and the Design and Access Statement (DAS) outline Aldi's commitment to reduce CO2 emissions and providing opportunities to use recycled energy. However and in summary, Aldi are committed to ensuring sustainable patterns of development, including that stores are able to function efficiently and effectively. This includes reducing carbon emissions and, as outlined, this is clarified further in Section 4 and the DAS.

Accessibility

3.29 The issues of access and transport are addressed fully in the accompanying Transport Assessment. Nevertheless, it is again useful to summarise the position.

3.30 The site is accessible by foot for those living to the south of the site and for those working at the surrounding business parks. It is envisaged that a range of services will be provided at the site

depending on demand. Secure cycle facilities will also be provided both for staff and customers.

3.31 The proposed car park will serve the entire local centre, thus further helping to ensure its vitality and viability. Provision has been made for parking provision in accordance with planning policy guidelines.

3.32 The site is also accessible by bus, bus stops are located 90 meters from the site and there are 4 hourly services that serve the area from surrounding villages into Barnsley town centre.

Design Issues

3.33 Significant thought has been given to the site layout and design of the proposals to provide a high quality development for the benefit of the surrounding area.

3.34 The layout of the site has been considered in relation to access, TPO's and the existing topography of the site. A similar layout to that previously approved in 2009 has been adopted.

3.35 The store is a modern design that will improve the outlook of the area. Where possible, the development, by virtue of the scale, layout and appearance has had regard to the character of the surrounding area and site constraints.

3.36 In respect of the Aldi store alone, where possible, Aldi have endeavoured to be flexible, although equally there are operational requirements in terms of size and layout of store that cannot be changed. A copy of a recent Inspectors Decision Letter for a proposed Aldi store in Tewkesbury (attached in appendix 4) confirms that it would be of no benefit to promote a form of retail development that has no commercial viability. This is particularly relevant in this instance, where viability appears to be been a major

constraint in why previous schemes have not come forward, resulting in the site remaining vacant.

3.37 The application for the retail units on the remainder of the site has been submitted in outline only. An indication of likely design has been outlined in the Design and Access Statement, although, this will be subject to the requirements of the occupiers of the units.

3.38 Consideration has been given to the Tree Preservation Orders that exist on the site. Additional areas of landscaping have been introduced to enhance the outlook of the site and protect existing species.

3.39 Detailed clarification of the evolution of the design and siting of the building is provided in the accompanying Design and Access Statement. The design of the proposals is of a scale and appearance to reflect and enhance the existing character of the area to the benefit of the wider community.

Regeneration / Social Inclusion Objectives

3.40 The application proposals will have a clear regenerative effect on a brownfield site, through the efficient use of an underutilised and currently inaccessible land. The proposals will assist in the promotion of economic development in accordance with Government objectives. The modern, high quality design approach will also provide uplift in visual terms, and provide a well designed modern store.

3.41 The introduction of a local centre will provide a range of services for the benefit of the local community. In terms of addressing social inclusion objectives, it is clearly beneficial to have a choice of shopping facilities at a local level, particularly a quality discount retailer, which can addresses potential issues of social exclusion.

Employment Opportunities

3.42 As well as regenerating the site itself, the proposal will also provide between 66 and 76 full and part time jobs for both the store and additional retail uses. For the store itself, these will be aimed at local people as Aldi seek to employ those who live within the catchment area of the store, where possible. There will also be a number of employment opportunities during the construction stage.

Impact on Investment

3.43 The proposals will ensure that the investment is achieved that is needed to redevelop a site that has been vacant for 15 years. It is proposed that a new local centre will be created, providing a mix of uses to serve the local area and surrounding employment uses. In terms of the town centre itself and in particular Lidl's proposals at the former Co-op Pioneer, the new Barugh Green local centre will serve a different catchment it will provide a local facility. In terms of the anchor foodstore, by their nature, discount foodstores have smaller turnovers and smaller catchment areas to other foodstores.

3.44 It is acknowledged that areas of Barnsley have been identified for regeneration and major commercial development (Westgate), however, Aldi cannot provide the investment required to underpin this level of regeneration, furthermore, given the limited impact of discount retailers on trade patterns, it is unlikely that this will prevent the attraction of the town centre site to other retailers.

Town Centre Vitality and Viability

3.45 As identified on the catchment plan shown in appendix 7, there are no centres within the defined 5 minute catchment area. There is a clear demand for a local centre, both in terms of capacity in expenditure (discussed below) and feedback received during the

consultation process. Nevertheless, the local centres of Darton, Mapplewell and Dodworth have been considered as well as Barnsley Town Centre.

3.46 Dodworth is a thriving local centre with a good mix of uses, including a Budgens foodstore. There are no vacancies and the centre is well maintained. The centre performs a local function for the residents of Dodworth is unlikely to be affected by the proposals due to the different catchments.

3.47 Darton is a smaller local centre with a co-op, again, it serves a role as performing a top-up function for the local residents of Darton

3.48 Mapplewell also contains a co-op foodstore and appears to be fulfilling its role as a local centre. Again, it is unlikely that the proposals will have an impact on the top-up function of this centre.

3.49 Barnsley Town Centre will draw from a wider catchment. The centre contains a Morison's foodstore and proposals for a Lidl have been registered by the Local Authority. Parts of the town have been earmarked for urban renaissance / regeneration which will improve the vitality and viability of the town, however, given the level turnover and likely catchment it is unlikely that the proposed local centre will undermine the town. The town itself would benefit from the introduction of an anchor department store.

Allocated Sites Outside the Town Centre

3.50 There are no allocated sites outside the town centre that would be affected by the proposals for a new local centre.

The Sequential Approach

3.51 Given that a key objective of the proposals is to create a new local centre to serve Barugh Green, it is logical that sites within this area

are first considered as, necessarily, Barugh Green would not, and is not, being served by local centres elsewhere.

3.52 In this context, both the Catchment plan attached at appendix 7 and other centres plan at appendix 15 shows the lack of centres. Darton and Dodworth are the nearest local centres lying 1.6km to the north and 5km to the south respectively.

3.53 Indeed, this was also been confirmed and acknowledged by local residents who have commented on the application.

3.54 The sequential approach undertaken for the 2009 application is attached at appendix 9. This was undertaken in terms of finding an accessible location for the proposals. An examination of the sites previously identified has found that the conclusions remain the same with regard to the proposed local centre, the reasons previously identified in terms of site allocations and accessibility remains.

Other Planning Considerations

Scale/Impact

3.55 In order for a local centre to be viable, there must be a range of uses provided. It is proposed that the centre will be anchored by Aldi; the case studies attached at appendix 3 demonstrate how an Aldi can underpin a local centre. In terms of the other retail uses on the site, flexibility is required by way of an outline application as tenants / occupiers have not been identified at this stage.

3.56 Again, having regard to the lack of a local centre or main food destination in area, it necessarily follows that main food and every day shopping trade is leaving the area. The catchment plan attached at appendix 7 and the retail assessment attached in

appendix 7 demonstrate the current position in terms of a 5 minute drivetime catchment area. It shows that currently there are a lack of local centres, a lack of main food shopping and that currently convenience expenditure is leaked to out of centre stores and centres outside the catchment area.

3.57 Table 1 identifies over £16 million of expenditure at 2015. Table 3 identifies that the Aldi foodstore will have a turnover at just over £3 million leaving nearly £14 million of convenience expenditure to continue to support other food provision outside the catchment area. This is summarised on Table 4.

3.58 Table 2 identifies comparison expenditure within the catchment area at 2010 and 2015. It confirms that there will be over £7.7 million of expenditure growth during the 5 year period. In context of the turnovers achieved from the comparison element of the Aldi store and the additional retail units (assuming for robustness that they are all A1 use), are less than £4 million and thus can be accommodated by the growth of expenditure alone.

3.59 Table 5 examines foodstores outside the catchment area and their likely draw from the catchment area. The table illustrates that at 2015, over £6.6 of expenditure will continue to leak from the area.

3.60 In terms of impact on other proposals, it is unlikely given the level of turnover of the Aldi store in relation to expenditure levels from the catchment that this will have a significant impact on other centres or out of centre provision.

3.61 In terms of addressing PPS4 Policy EC11, these issues have been addressed above as part of addressing employment policy issues and impact considerations.

3.62 In terms of impact on other proposals, it given the low level of turnover of the Aldi store in relation to expenditure levels from the

catchment, it is not considered that the proposal would have an adverse impact that would warrant refusal of the application.

Increased Choice and Competition

3.63 The creation of a new local centre will help to create a shopping destination for Barugh Green, whilst also helping to provide local choice so that local people do not need to travel to other destinations, including out-of-centre foodstores. The proposal will enable those who are less mobile or price conscious to adequately meet their shopping needs.

3.64 As already stated above, both PPS4 and emerging policies seek to afford greater emphasis to qualitative considerations when determining need as well as quantitative considerations. In this context, we believe there is a strong qualitative justification for a local centre anchored Aldi foodstore to serve Barugh Green and the surrounding area.

Linkage with Surrounding Uses

3.65 The benefits, from a land use perspective, have already been considered. It is the intention of the proposals to maximise the ability to integrate and link with adjoining uses. The ability to undertake a combined trip will meet Government objectives for accessibility and sustainability.

3.66 As discussed in Section 2, Aldi sell mainly own range products and a limited range of branded goods. They do not sell cigarette, lottery tickets and national newspapers. They can therefore work in tandem, with local newsagents and encourage linked trips and spin off trade for those who otherwise may have undertaken a more comprehensive shop elsewhere.

3.67 A local centre will serve both local residents and employees of the Claycliffe Industrial Estate.

3.68 Safe pedestrian links will be incorporated within the site to encourage links between the retail uses and the public house.

Amenity Considerations

3.69 The site lies within an urban area, where the principle of development is acceptable. Nevertheless, through both the careful design and layout of the scheme, as well as the store's operation, the Aldi will respect both the character of the surrounding area, existing uses and local residents.

3.70 Clarification in respect of design matters is contained in the accompanying Design and Access Statement, although from an operational perspective, it is useful to clarify a number of points.

3.71 In Aldi's experience, owing to the careful management of stores, there is reduced potential for noise disturbance of a store's operation. This is further augmented at the proposed Barugh Green store. All plant is shown internally, whilst deliveries are dispatched directly into the store from lorries, which are enclosed at the dock leveller by a rubber shroud, to further shield noise.

3.72 Aldi take pride in the operation and appearance of their stores and the site will be comprehensively managed to ensure the general upkeep of the site is maintained to a high standard. Safety and the perception of a safe and accessible site is also of the upmost importance to Aldi. Their stores and the surrounding land are monitored closely to mitigate any anti-social behaviour, reduce litter, etc.

3.73 Although Aldi sell limited alcoholic goods, the Company has a strict policy of ensuring younger customers are always asked for identification. Stores do not sell cigarettes.

3.74 Overall, it is clear that through the careful layout and design, together with controlled operation of the store, the proposals will successfully coexist with established uses in the area.

Summary

3.75 The introduction of a local centre will bring about a positive effect on the local environment by regenerating a brownfield site and by providing residents with more choice for their convenience shopping. The proposal will also bring about many other benefits to the area such as reducing the need to travel and employment opportunities.

4.0 ALDI'S APPROACH TO SUSTAINABILITY AND SOCIAL ISSUES

4.1 The proposals for the anchor store will include a number of environmental, economic and socially sustainable initiatives.

Environmental

4.2 The accompanying Design and Access Statement provides more technical comment on the construction elements of the proposals and details how the applicants have sought to incorporate renewable and sustainable initiatives where possible.

4.3 However, the sustainable aspects of the proposed Aldi and how the company promotes the sustainable operation of their stores are outlined below.

Operational

4.4 From the outset, Aldi are keen to incorporate sustainability initiatives within their stores. For example: -

- Timber trussed rafter roof construction using renewable resources have significantly less impact than traditional steel frames.
- Marble aggregate faced external wall sandwich panel construction with integral insulation provides a high level of thermal insulation, when demolished; such materials can be crushed and recycled.
- Internal walls are constructed of painted unplastered concrete, thus reducing reliance on non-replaceable resources.
- All insulation is non-ozone depleting.
- Where applicable, Aldi use pre-treated post and rail fencing, using renewable resources- during construction, waste products such as timber pallets and cardboard wrappings etc. are removed only by approved waste recycling contractors.

- Where possible, Sustainable Urban Drainage Systems (SUDs) are incorporated where ground conditions allow.
- Overall, the Company meets and, where possible, strives to exceed building regulations, thus seeking to minimise heat loss/gain by creating airtight insulated buildings with controllable ventilation.
- *Cycle provision within stores is a pre-requisite of Aldi to* encourage non-car visitors.

4.5 Further, the scheme will include a heat recovery system, which would recover heat from food refrigeration circuits that would otherwise be discharged into the atmosphere. This heat ejected when the refrigerant hot gasses are cooled in condensers, these condensers being in the form of line duct mounted fan coil units. It is anticipated that 100% of the heating load of the whole building can be satisfied by the heat recovery system. Indeed, this approach has also been accepted elsewhere in the Country as an alternative, but innovative, method by which energy savings can be achieved.

4.6 Assuming that total estimated energy consumption of the foodstore would be some 513,941 kwh per year, to achieve 10% from renewable sources would require some 51,394 kwh per year. However, it is anticipated that a heat recovery system would recover 115,416 kwh per year, which represents a significant saving in energy, thereby reducing the amount of consumption otherwise required for heating the building.

4.7 As detailed in earlier sections, Aldi pride themselves on offering genuine quality products at heavily discounted prices. Crucial to this objective is the efficient running of operations in order to avoid having to transfer unnecessary costs on to customers. Such efficiencies also have added advantages in making the day-to-day running of stores more environmentally sustainable. In addition, Aldi further endeavour to generally operate in a sustainable manner

as a commitment to achieving a 'greener' company. Examples include:

- At the distribution depot, goods are prepared, packaged and palleted ready for delivery straight to the shop floor of the store. In addition to reducing the amount of packaging necessary for transportation, this also minimises the amount of vehicular movements required for deliveries as a store will only ever require, at most, two deliveries per day. This excludes bread and milk deliveries, although;
- Bread and milk is sourced locally, meaning that road time is further reduced as vehicles do not have to travel as far to dispatch deliveries of these products.
- Strict controls over packaging to minimise waste. Only returnable and reusable crates and pallets are used. The aim is to ensure that any waste that is generated is limited to cardboard and plastics, which are then recycled.
- Any organic waste from spoilage is stored in paladins and removed regularly for safe and sustainable disposal, such as compost and animal feed.
- Whilst sufficient lighting is fitted to allow for the safe and convenient use of, for example, car parks, this will be kept to a minimum to avoid light pollution and unnecessary use of energy. Lights are turned off outside of store opening hours.
- Aldi stores are not fitted with air conditioning systems, which consume excessive amounts of energy. Instead, stores are designed so as to be 'self-sufficient'. External doors are not left open. Efficient building techniques, to incorporate good insulation and natural circulation, enable temperatures to remain stable in both winter and summer.
- Carrier bags, which are made of recyclable materials are available for customers, although usage is discouraged as these come at a small price. Customers are instead encouraged to re-use carrier bags and boxes.

- Stringent management regimes of the external areas ensures that litter is kept to a minimum, whilst coin operated trolleys minimise the potential for these to be taken off site and discarded.

Social

4.8 Aldi are proud to be able to invest within the communities where they locate their stores, including being able to provide regeneration and enhanced vitality and viability. Many of the regenerative benefits, including the specific elements of this proposal, have been discussed earlier, although other social benefits will be delivered;

- Site and store layouts are designed so as to alleviate crime and antisocial behaviour. Public areas are lit and openings arranged in such a way so as to enable such areas to remain well monitored.
- Site and store layouts are further designed so as to be permeable and, therefore, socially inclusive to all, which is of particular benefit to the mobility impaired.
- Level store access, wide aisles and easily accessibly checkouts further add to this. In instances where underground parking is proposed, lifts and stairwells give direct access to the shop floor.
- In addition to being an economic benefit, Aldi also actively pursue an equal opportunities and local policy for staff recruitment.
- As detailed earlier, the Aldi concept is one that offers genuinely quality products at heavily discounted prices. In areas suffering from high levels of deprivation, particularly in respect of income, social exclusion is directly addressed.

Economic

4.9 Section 3 discusses a number of specific economic benefits of the proposals that are applicable to the retail considerations. For example, an Aldi store would help anchor a new modern local centre facility, providing significant economic investment to Barugh Green.

4.10 However, in addition to these, it is also important to consider that the proposals will result in the creation of some 20-30 local jobs for the Aldi store alone. This is in addition to local opportunities arising during the construction phase.

4.11 It is apparent that, in addition to the strong policy and retail justification for the proposals, there are many additional benefits of an Aldi store to anchor a new local centre, providing an essential facility to its surrounding community.

4.12 The proposals will significantly improve and enhance the contribution of the site to the character of the surrounding area and, furthermore, will be carried out in such a manner so as to deliver significant environmental, social and economic benefits.

5.0 SUMMARY AND CONCLUSIONS

5.1 The analysis has shown that, within the retail hierarchy and network of centres in Barnsley, the Barugh Green area has a clear deficiency in respect of local shopping facilities. Aldi's proposals, through creation of new local centre, anchored by an Aldi foodstore, will help to address this deficiency. Both the local centre proposed, together with uses proposed, are entirely ion accordance with the objectives of PPS4 (EC3 and Annex B).

5.2 The result will be a be a local shopping facility where both local residents and those associated with surrounding industrial area will be able to shop for every day needs.

5.3 Further, the proposals will also introduce some 66-76 local jobs on the site, which is considered a further significant net gain. It will provide a highly accessible and sustainable development to enhance the area and serve its immediate catchment community.

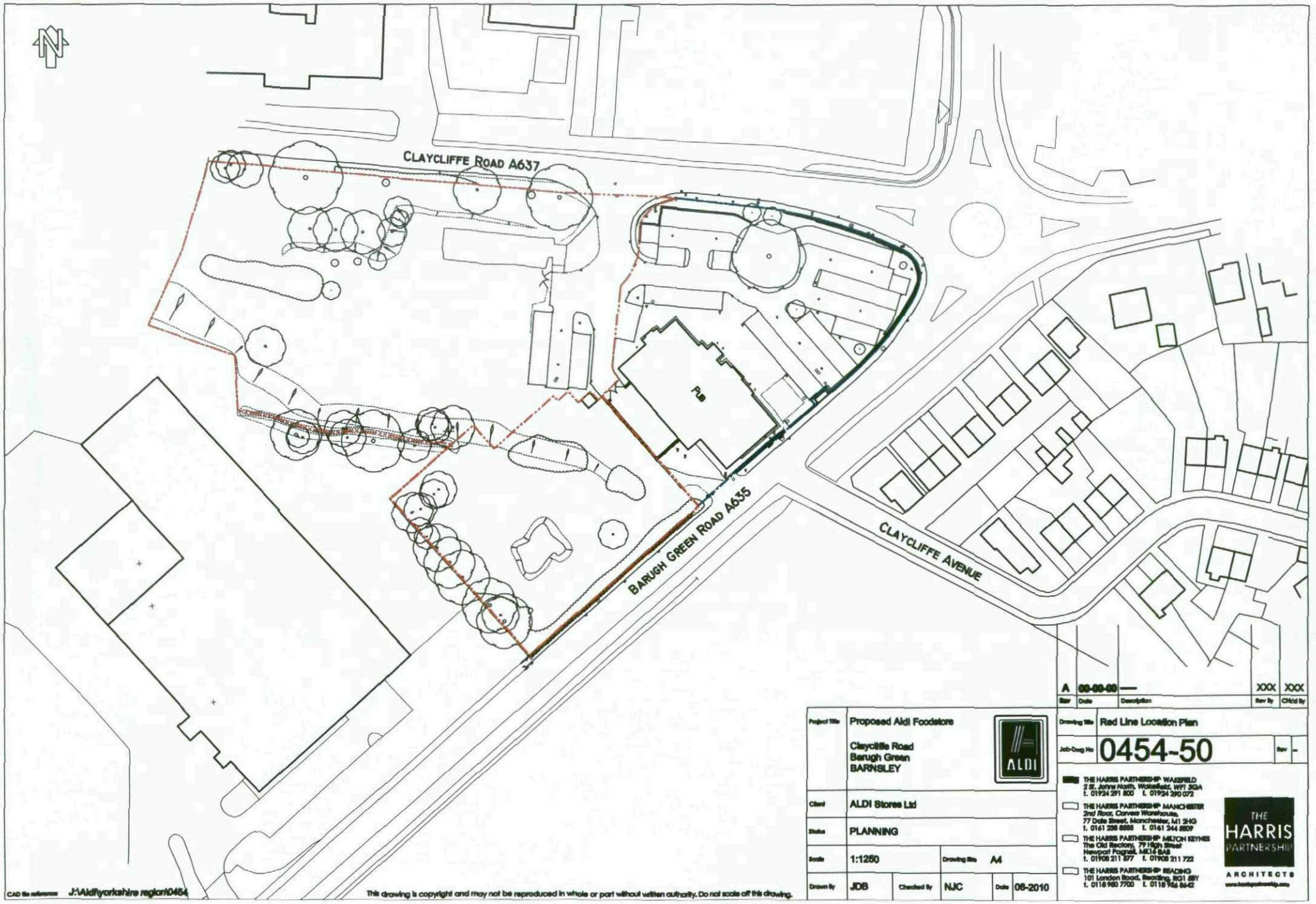
5.4 The application proposals represent the regeneration of a previously developed brownfield site in a highly accessible location within an area of mixed commercial and residential uses. Again, this is entirely in accordance with Government guidance and the objectives of the Development Plan.

5.5 The proposed scheme is designed to be as accessible as possible and adheres to Government Guidance with regard to sustainable development and accessibility to non-car modes. Linkage between the proposed development and the surrounding uses will be maximised.

5.6 The scheme will provide a high quality development which will have a regenerative effect on the surrounding area.

5.7 Aldi have given considerable thought to the proposals to ensure that the development will relate to, and complement, the existing land uses in the area. In this context, a number of pre-application discussions have taken place and a public exhibition held.

5.8 As demonstrated in both this and other supporting statements, the proposals are justified against national, regional and local policy objectives and aspirations and it is therefore, respectfully requested that permission is granted to facilitate this beneficial regeneration at Barugh Green.



Rev	Date	Description	Rev By	Chkd By
A	08-09-09	—	XXX	XXX

Project Title	Proposed Aldi Foodstore Claycliffe Road Barugh Green BARNSLEY
Client	ALDI Stores Ltd
Status	PLANNING
Scale	1:1250
Drawing Size	A4
Drawn By	JDB
Checked By	NJC
Date	06-2010

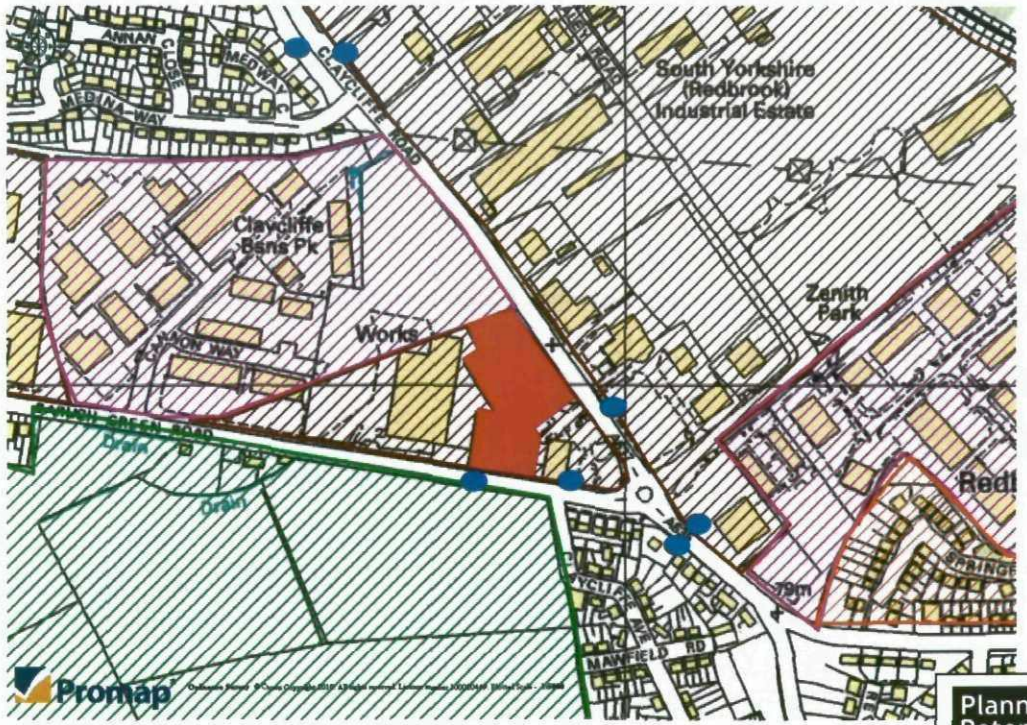
Drawing Title	Red Line Location Plan
Job-Dwg No	0454-50
Rev	-

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Context Plan



KEY2010

- Site Location
- Employment Policy Area
- Employment Proposal
- Housing Proposal
- Green Belt
- Bus Stop

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Title:	Plan:
Context Plan	PP2
	Date: 18.06.10
Job: 09/874	Author: SA

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Planning Potential

Planning Regeneration and Development

case studies

Aldi Stores Ltd

Anerley, Croydon Road

Store Location

Croydon Road, London

Store Opened

Planning permission granted February 2009.

Background

This new mixed use development consists of an Aldi Store to anchor an existing shopping parade to create a new local centre. The scheme comprised of a mix of uses facilitated through the investment created by the new food store.

Existing Uses prior to the new stores opening

The site was formally used as a public house, car show room and vehicle repair/servicing garage.

The nature of the Aldi format means that the retail store will complement rather than compete with the existing shopping parade.

The new parking will be there to serve customers going to not only Aldi but also the other shops in the parade.

'the proposal will enhance the vitality of this local parade.'

The site is located approximately half way between the town centres of South Norwood and Penge in an area that the applicant has demonstrated is not especially well served by food stores. Although there is a Tesco express along Croydon Road and a Co-op convenience store in Elmers End Road the nearest larger supermarket is a Sainsbury's in Penge and another in Upper Norwood. So the store will satisfy a local need.

Summary

The introduction of a new food store to anchor an existing shopping parade to create a new local centre, as part of a mixed use development, will provide a vital and essential local shopping destination. The scheme will provide a local centre which offers a reasonable range and choice to consumers in the local area who are currently not well served in terms of convenience provision, this will allow them to meet their full, main and top up food shopping requirements the centre. Further, the scheme will facilitate the provision of residential units that otherwise are unlikely to t have proved viable in this location.

Anerley is an example of how an Aldi Store can serve a local population providing an increased range and choice in convenience provision as well as facilitate a mix of uses, which in turn is likely to act as a catalyst for further investment in the local.

Planning Potential

Planning Regeneration and Development

case studies

Aldi Stores Ltd

Former Manvers Colliery, Rotherham

Store Location

Former Manvers Colliery, Manvers Way, Dearne Valley, Rotherham

Planning Permission Granted

Background

The application site forms part of the wider "Waterfront Area" - £130 million scheme

The proposals involved the development of a new neighbourhood centre comprising 5 retail units anchored by an Aldi foodstore. The proposed development will provide essential facilities for and meet the needs of local residents living within the local area as well as supporting local business.

The proposals received the backing of officers at the Council, on the basis the centre, anchored by an Aldi foodstore will increase the range of service provision in the neighbourhood, the design of the building is contemporary and is considered appropriate for the site and will be a landmark development on the entrance to the wider residential area which surrounds it.

On balance, the neighbourhood centre aims to serve the local community and it is not considered that the development will result in a materially detrimental impact on nearby centres, and also the centre is positioned in a sustainable location in relation to the community it aims to serve. Further, car parking and cycle provision is in line with council standards.

Summary

The introduction of a new neighbourhood centre anchored by an Aldi Store will provide a vital and essential local shopping destination which offers a reasonable range and choice to consumers in the local area who may now meet their full, main and top up food shopping requirements the centre.

Manvers Colliery is a clear example of how an Aldi Store can anchor a new neighbourhood centre to serve a local population providing an increased range and choice in service provision.

Planning Potential

Planning Regeneration and Development

case studies

Aldi Stores Ltd
London Road, West Cliffe, Southend

Store Location

London Road, West Cliffe, Southend on Sea

Planning Permission Granted

January 2009

Background

The application site is located adjacent to the primary shopping frontage opposite Chalkwell Park and directly west of the district centre at Hamlet Court Road.

The development involved the development of a new food store and offices. The proposals will offer an invaluable opportunity to increase retail choice in the locality, reinvest in the local community and the office development will facilitate additional employment opportunities for the local community providing starter units for local business contributing to a further reinvestment in the future of the local economy.

The proposals evolved through discussions with planning officers and received backing of officers of the council. This was on the basis that an Aldi Store will regenerate the site and enhance and strengthen the retail offer of the locality. Providing contemporary retailing and office facilities, the redevelopment of what are now tired and outdated commercial buildings, will physically and economically regenerate the site.

The foodstore aims to serve the local community and it is not considered that the development will result in a materially detrimental impact on nearby centres, and also the centre is positioned in a sustainable location in relation to the community it aims to serve. Further, car parking and cycle provision is in line with council standards.

Summary

The introduction of a new food store and office accommodation will provide a vital and essential local shopping destination which offers a reasonable range and choice to consumers in the local area who may now meet their full, main and top up food shopping requirements the centre as well as facilitate office accommodation which will promote employment uses in this location.

West Cliffe is an example of how an Aldi Store can serve a local population providing an increased range and choice in service provision as well as facilitate employment uses through provision of additional units.

Appeal Decision

Inquiry held on 4 & 5 August 2009
Site visit made on 5 August 2009

by Philip J A Crookes BSc (Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

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Decision date:
3 September 2009

Appeal Ref: APP/G1630/A/09/2099530
Warners Garage, Gloucester Road, Tewkesbury GL20 5SY

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Aldi Stores Limited against the decision of Tewkesbury Borough Council.
- The application Ref 08/01445/FUL, dated 28 October 2008, was refused by notice dated 3 February 2009.
- The development proposed is redevelopment of existing site to provide a 1,510 sq.m. gross Class A1 Aldi food store, access and parking.

Decision

1. I allow the appeal and grant planning permission for redevelopment of existing site to provide a 1,510sq.m. gross Class A1 Aldi food store, access and parking at Warners Garage, Gloucester Road, Tewkesbury GL20 5SY in accordance with the terms of the application, Ref. 08/01445/FUL dated 28 October 2008, and the plans submitted with it, subject to the conditions set out in the attached schedule.

Preliminary matters

2. The Council's second reason for refusal relating to residential amenity was reconsidered by the Planning Committee at its meeting on 14 July 2009 in the light of corrected dimensions of the existing and proposed buildings. The Committee resolved that it would have been minded to refuse planning permission on the basis that the proposed development would have resulted in an unacceptably low degree of residential amenity for the occupiers of No's 9, 11 and 15 Lincoln Close only. At the inquiry the Council's case proceeded on the basis of the impact on those identified properties rather than those in Lincoln Close more generally.

3. At the inquiry the appellant submitted a planning obligation in the form of an executed unilateral undertaking. Although unilateral, I agreed with the parties that, because of their interest as highway authority, it would be beneficial for Gloucestershire County Council's views to be sought on the undertaking. Following consultation, an amended executed Unilateral Obligation was submitted a few days after the close of the inquiry. The latter is in respect of an undertaking to carry out off-site highway and drainage works in accordance with further agreements that would be made. I deal with this matter later.

Planning History of the Site

4. The site is previously developed land currently used for the sale of second hand cars, including outside display, a showroom and a substantial workshop. In 2003 outline planning permission was granted for the development of the site for residential purposes. Reserved matters for 7 pairs of semi detached houses were subsequently approved in 2005. It is common ground that the permission remains extant. In 2007 planning permission was refused on design grounds and in respect of a failure to meet sequential testing requirements for a 1,460 sq.m. Aldi food store. A subsequent appeal was dismissed for design reasons although the Inspector concluded that the development would accord with the sequential test set out in the development plan and national policy guidance (appeal ref: APP/G1630/A/07/2038163). A further application for a 1,479 sq.m. Aldi food store was refused in 2008 on design and residential amenity grounds. Although an appeal was lodged, it was subsequently withdrawn with the appellants considering a further revised scheme. The latter was again refused on design and residential amenity grounds and forms the subject of the current appeal.

Matters which are not in dispute

5. There is common ground between the main parties on the following matters:

- That retail policy has been met and that the development would not detrimentally affect the vitality or viability of the town centre or Tewkesbury's role in the retail hierarchy.
- That there is no issue in respect of any loss of sunlight or daylight to the rooms of neighbouring houses in Lincoln Close.
- Access arrangements and traffic impact.
- Environmental issues of noise impact, odour, ground contamination (subject to conditions).
- Flood risk and surface run off.
- Archaeology.

Main issues

The main issues to be determined are:-

(i) The effect of the proposed development on the character and appearance of the surrounding area; and

(ii) The effect of the proposal on the living conditions of neighbouring residents in terms of whether it would have an unacceptably overbearing impact.

Reasons

6. Before moving to the main issues, it would be beneficial to refer to underlying retail considerations. Although the retail assessment carried out by the appellant is now over three years old I have no evidence that its findings are no longer sound. The Council accepts that a retail store on this site is

acceptable in principle. This would also accord with the 2007 Inspector's findings. There is undisputed evidence that by the design year of the store there will be a potential retail expenditure of approximately £6 million to be met. The appeal scheme would meet approximately one half of that. It has been established that there is no other sequentially preferable site available to meet the requirement in the short to medium term.

The effect on the character and appearance of the surrounding area

7. The appeal site is located on the western side of Gloucester Road to the south west of Tewkesbury town centre. Gloucester Road is a main arterial route into the town centre. The site measures 0.4ha. The general character of the area is one of suburban forms of development typified to the immediate north, west and south by residential properties on Lincoln Close, Battle Road and Gloucester Road and an area of landscaped open space at the junction of Lincoln Green Lane and Gloucester Road. The residential uses mainly comprise two storey houses of low-medium density of varied ages and characteristics, including detached properties in substantial grounds, semi detached and short terraces. Materials vary but red brick and smooth and rough cast render is much in evidence, most particularly on the properties facing the appeal site across Gloucester Road. There are also some significantly larger buildings in more spacious surroundings, including the Council Offices to the north of the site, the Tewkesbury Park Hotel, Golf and Country Club to the north west, in addition to the established commercial use of the appeal site. The site also lies within the identified site of the Battle of Tewkesbury (1471). However, the development on the site, and development within the surrounding area, has served to erode the historic character of this part of the battlefield.

8. Policy GNL1 of the Tewkesbury Local Plan to 2011, adopted 2006, referred to in the Council's reasons for refusal has not been 'saved'. The policy sought to promote high quality design that is in keeping with its setting and the character of the surrounding area. It says the aim, through good design, should be to upgrade the overall quality of the environment. Although the policy has not been 'saved' its overall objective is consistent with one of the key principles of Planning Policy Statement 1: *Delivering Sustainable Development* (PPS1) to promote high quality inclusive design. Consequently, although no longer part of the development plan, I consider the general guidance in GNL 1, although a material consideration, carries limited weight. Nevertheless, Structure Plan Policies S6 and S7 are extant and have similar objectives.

9. At the inquiry it was clear that, whilst the Council does not object to a retail store being established on the appeal site, it considers that the building proposed is too large to be assimilated into the surrounding area. This fundamental objection underpins the Council's specific concerns related to the form, design, mass and materials of the proposed building.

10. Whilst promoting high quality inclusive design, paragraph 13(iv) of PPS1 requires this to take account of the function of the development or building involved. It goes on to advise that design which fails to take the opportunities available for improving the character and quality of an area should not be accepted. PPS6: *Planning for Town Centres* lists in paragraph 1.4, as one of the Government's objectives, the need to support an efficient, competitive and innovative retail sector. Paragraph 3.14 of PPS6 also advises that *"local*

planning authorities should take into account any genuine difficulties, which the applicant can demonstrate are likely to occur in operating the applicant's business model from the sequentially preferred site, in terms of scale, format, car parking provision and the scope for disaggregation, such as where a retailer would be required to provide a significantly reduced range of products".

11. Having regard to the aspects of national guidance summarised above, I consider that the Council has adopted an incorrect starting point in its critique of the proposed design. In particular, it has failed to recognise that the contribution of the site to the recognised need for a substantial addition to convenience retailing in the town can only be met by a viable commercial operation. It would be of no benefit to promote a form of retail development that has no proven commercial viability as it would do nothing to address existing inadequacies in retail provision.

12. Aldi is a well known and proven discount food retailer that trades successfully. To achieve this, the company has developed a standard store format that enables its range of product lines to be displayed and sold effectively and efficiently and for the store to compete with other stores, for example with Morrisons and Tesco in Tewkesbury. A significantly smaller food store would not foster commercially viable trading within the Aldi business format nor provide for healthy competition and consumer choice within the food retail sector. Moreover there is no evidence before me that a smaller food store operated by any other retailer could do so. The fact that a smaller convenience store that once operated on the site in conjunction with the car related business was closed some years ago may be an indication of this.

13. The Council accepts that the mass of the existing garage buildings contrast with negative effect on the character of the area and considers that the appeal proposal would not address this either in terms of height, footprint or overall mass. I consider that the appeal site is located in a generally pleasant but not outstanding suburban area. Whilst it has prominence as a substantial site alongside a busy arterial road just outside the town centre, it is neither a gateway nor a corner site that might otherwise increase its visual significance. Furthermore, although the higher parts of the tower of Tewkesbury Abbey appear from viewpoints along Gloucester Road further into the town, the Abbey is not visible from the appeal site itself. Whilst fully recognising the importance of Tewkesbury as an important and attractive historic town, the site is not within a conservation area. Although clearly this does not justify an inferior or inappropriate form of development, I consider there is little in terms of a clear vernacular form, design or use of materials that dictates a specific outcome to the design exercise.

14. There is little to commend the existing buildings on the site. Although of relatively low profile so far as commercial buildings go, they are utilitarian and shabby in appearance and visually intrusive features in their surroundings. They detract from the overall attractiveness of one of the main approaches into the town. However, it is not unusual to expect larger footprint buildings to be present on larger sites along arterial roads such as Gloucester Road. This is not only a characteristic of the urban structure of Tewkesbury but is a common feature in many towns and cities. In principle, therefore, I do not consider it would be out of character with the wider area for a larger commercial building to replace the substantial structures that have existed on the appeal site for

many years. Moreover redevelopment of the site with a smaller retail unit more akin to the finer grain urban structure established by the pattern of nearby residential development is unlikely to enable the site to fulfil its potential to accommodate a commercially viable retail use.

15. I agree with the appellant that the approach to the design exercise should be adopted on the basis that 'form follows function'. I also take account of the 2007 Inspector's views that the food store proposed in that scheme would *"stand out as a bulky, monolithic and incongruous intrusion which would appear highly inappropriate to the character of the surrounding area."* Whilst the building now proposed would unashamedly appear to be a retail store it would be wrong, in my opinion, for there to be attempts to disguise it as something it is not. However, compared to previous schemes the current proposal represents a building of lower profile achieved by the incorporation of an essentially flat roof hidden behind a parapet. The visual impact of its scale and mass would be further reduced by the use of varying materials, including timber and fair faced concrete to articulate the elevations into smaller bays and by the use of glazing at focal points. Whilst the Council is critical of the use of concrete which it believes is more typical of industrial buildings, I see no reason why the restricted use of fair faced concrete should not reflect the quite extensive rough cast render finishes to many properties on Gloucester Road.

16. The building line along this side of Gloucester Road is both varied and indistinct. Although closer to Gloucester Road than the existing buildings, and slightly closer than proposed in previously rejected retail schemes, I am satisfied that the proposed building, would not be inappropriate. In this respect the assimilation of the building and its car park into the surroundings will be assisted by the proposed landscaping.

17. Overall, I have come to the conclusion that the scale, form, mass and design of building now proposed successfully addresses the criticisms of previous schemes and would sit appropriately on this established commercial site. To the extent that it would replace worn out and unattractive buildings, it would bring about a significant enhancement to the character and appearance of the area. I am also aware that the Council Architects Panel and the Tewkesbury Civic Society do not object to the proposal. Overall, I conclude that the scheme would accord with Policies S6 and S7 of the Structure Plan and the objectives of national guidance concerning retail provision and inclusive design.

The effect on residential amenity

18. The Council's concern relates to the impact on residential amenity due to the increase in height of the parapet wall to the south west elevation of the proposed building compared to the eaves height of the existing workshop building. This concern is limited to the impact on the occupiers of three houses, No's 9, 11 and 15 Lincoln Close. Not only do these houses have shorter rear gardens than those further along the Close but they face the existing northern workshop building that has a lower eaves height than the southern building.

19. The increase in height represented by the facing wall of the proposed building is agreed to be approximately 0.93m. The height of the wall does not interfere with objective standards of daylight and sunlight as gauged by reference to the

BRE document *"Site Planning for Daylight and Sunlight"*. Whilst this should not be regarded as the only measure it goes some way to indicating that, with regard to its impact on daylight and sunlight, the proposed building would not have an overbearing effect. The proposed south western elevation would also have greater articulation and more attractive design than the rather shabby outworn concrete block and asbestos elevation currently faced by the rear of the houses on Lincoln Close. These factors and the removal of seven windows, facing the rear of the adjacent houses and likely to be particularly intrusive when the lights are on inside the workshop is, in my opinion, a significant benefit of the appeal scheme. Being essentially flat roofed, the overall height of the proposed store would be significantly lower than the ridge of the asbestos pitched roofs of the existing structures. This means that unattractive views of the roof from the first floor bedroom and, to some extent from ground floor windows and gardens of the adjacent dwellings, would no longer feature. Overall, I consider that these benefits of the appeal scheme outweigh the presence of an elevation that is 0.93m higher than the current eaves line. On balance therefore I consider that the proposal would result in a development that would not have an unacceptable overbearing presence. As a result, the proposal would comply with Policies S6 and S7 of the Structure Plan.

20. Other matters in relation to residential amenity have been raised by local residents. I have given careful consideration to all of these. The unloading bay for delivery vehicles would be located close to the boundary with houses further along Lincoln Close to the south. The appellant's noise assessment is not challenged by the Council. However, the assessment advises that some mitigation measures are necessary in order to protect nearby residents from any adverse effects associated with the use of the car park and from noise from fixed and mechanical plant installations. I appreciate the sensitive relationship of the proposed store to residential properties but I am also conscious that the site has been in commercial use for many years, involving the movement of vehicles and the use of workshops. Noise from within the latter was clearly audible from an adjacent garden during my site inspection. Being long established the existing use is uncontrolled by any planning restrictions. Overall, I am satisfied that conditions could be imposed on any planning permission that would control the noise from the development to acceptable levels. Such conditions will, by necessity, also have to control the hours during which the store is open to customers and the times of servicing/deliveries.

21. There are concerns about the introduction of additional traffic and turning movements on and off Gloucester Road. This concern is not shared by the highway authority which is satisfied with the appellant's Transport Assessment. In this context, the highway authority considers that Gloucester Road is capable of accommodating the likely increased traffic subject to a number of off-site highway works which have been agreed in principle by the appellant. The level of car parking proposed would comply with the Council's standards.

22. I also appreciate that many local people would prefer to see the site redeveloped for residential purposes in line with the outline planning permission and reserved matters approvals granted in 2003 and 2005 respectively. I fully respect the preferences of some people but that does not make the appeal proposal automatically unacceptable. Moreover, it is a well-

established principle that each application has to be considered on its own merits.

23. I also recognise that many representations are in support of the provisions of a discount food retailer in the area which it is considered would fill a gap in the retail provision and avoid lengthier journeys to food outlets elsewhere in the town and beyond. In my consideration, I have balanced this factor with the fact that many of these residents do not live in close proximity to the store. They would therefore derive the benefits of a discount food store in their neighbourhood without any of the disadvantages perceived by some residents who live adjacent to the site.

Planning Obligation and Conditions

24. At the inquiry a Unilateral Obligation pursuant to section 106 of the Town and Country Planning Act 1990 was handed in. This sets out to address a number on concerns and issues raised by the county highway authority. The undertaking is in a form whereby the appellant will enter into other agreements under section 106 of the Planning Act and section 278 of the Highways Act 1980. These will provide for funding towards the upgrading of two nearby bus shelters on Gloucester Road, the provision of islands and a ghost island on the Gloucester Road crossing and for the making of orders to extend waiting restrictions and the 30mph speed limit further along Gloucester Road past the frontage of the development. The undertaking also provides for drainage work associated with the works to the highway. I have given consideration to the contents of the undertaking and find that they generally relate well to the development to be provided and are reasonable. Most will also benefit the wider community.

25. So far as conditions are concerned, restriction on trading hours is necessary. I consider that the hours referred to in the statement of common ground of 08.30-20.00 Monday to Saturday and 10.00-17.00 on Sundays and Bank Holidays represents an appropriate balance between fostering a viable business and protecting the amenity of residents. For similar amenity reasons, conditions requiring the approval and implementation of a scheme of noise attenuation, lighting details, restriction on the use of the fire door on the south west elevation and restricting the hours of delivery should be imposed. I accept that the latter should ensure that no delivery vehicles arrive on site early in the morning of late in the evening. To help assimilate the building into its surroundings approval of external materials and the landscaping of the site will be required. In view of the use of the site for commercial purposes it will be necessary for investigations regarding ground contamination to take place with any necessary remedial measures put in place. In view of the site's location within the Registered Battle of Tewkesbury policy area and on the advice of the County Archaeological Officer I agree that an archaeological field evaluation is necessary.

26. In the interest of highway safety and convenience, I intend to impose conditions relating to the implementation of a highway safety scheme, access details, carriageway works, surfacing of the car park and manoeuvring areas, bicycle parking, approval and implementation of a travel plan and detail of the provision to be made for parking of vehicles, machinery etc. during the construction period. A car park risk assessment has already been undertaken

and found to be satisfactory by the highway authority. A condition in this respect is therefore unnecessary. Drainage details are more appropriately dealt with under other, non-planning, legislation. Consequently I shall not impose the suggested condition.

Overall Conclusions

27. I therefore conclude that, subject to conditions, the proposed development would not cause unacceptable harm to the character of the area or to the amenity of nearby residents, most notably those occupying No's 9, 11 and 15 Lincoln Close. The proposal would bring a well known food discount retailer to Tewkesbury that will help address the proven need for additional convenience retailing outlets.

Philip Crookes

INSPECTOR

SCHEDULE OF CONDITIONS

1) The development hereby permitted shall begin not later than three years from the date of this decision.

2) The retail trading use of the building hereby permitted shall not take place outside the hours of:

08.30 – 20.00 (Monday to Saturday); and

10.00 – 17.00 (Sundays and Bank Holidays).

3) No loading or unloading of service or delivery vehicles associated with the use hereby permitted shall take place on or adjacent to the site outside the hours of 0700 – 21.00 (Monday to Saturday) and 10.00 – 17.00 (Sundays and Bank Holidays) and no service vehicles shall arrive on the site outside these hours.

4) Before development commences a scheme of noise attenuating measures to ensure that noise from deliveries, air handling units, chillers or any other necessary plant has been submitted to and approved in writing by the local planning authority. The scheme shall include performance levels, a timetable for works along with the procedures for verification. The measurements and assessment shall be made in according to BS 4142:1997. The approved measures are to be implemented prior to the commencement of the use hereby permitted.

5) No development shall commence until a contaminated land assessment has been carried out and a remediation strategy to deal with contamination on the site has been submitted to and approved in writing by the local planning authority. The contaminated land assessment and remediation strategy shall include an investigation and assessment to identify the extent of contamination and the measures to be taken to avoid risk to the environment, the general public and the proposed development. The scheme shall include a timetable of works and the remediation strategy shall be implemented in accordance with the approved details and timetable. A completion/validation report confirming the remediation has been carried out as agreed shall be submitted to and approved in writing by the local planning authority on completion of the development.

6) The landscape works set out in Planting Plan, drawing no. 08/126 02 shall be carried out in the first full planting season following the first use of the building or the completion of the works, whichever is the sooner. Any trees and plants which within a period of 5 years from the substantial completion of the works die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the local planning authority gives written consent to any variation of the first planting.

7) Building operations shall not be commenced until samples of external walling and roofing materials proposed to be used have been submitted to and approved in writing by the local planning authority and all materials used shall conform to the samples so approved:

(a) the proposed brick walling shall be constructed in strict accordance with bonding and pointing details to be submitted to and approved in writing by the local planning authority and such details shall be demonstrated by the prior construction of a sample panel. The panel shall be retained until the completion of the walling;

(b) the proposed concrete walling shall be constructed in strict accordance with details of shuttering and finish to be submitted to and approved in writing by the local planning authority and such details are to be demonstrated by the prior construction of a sample panel. The panel shall be retained on site until the completion of the walling.

8) Building operations shall not be commenced until details of the design and position of all external lighting units proposed to be installed have been submitted to and approved by the local planning authority. The details shall include the design of any lighting columns and a scheme for the configuration, installation and hours of operation of all external lighting.

9) The fire door on the south west elevation adjacent to the staff room shall be used for emergency purposes only.

10) No development shall take place until a programme of archaeological work has been implemented in accordance with a written scheme of investigation which has been submitted to and approved in writing by the local planning authority.

11) Notwithstanding the submitted details, no development shall commence on site until full engineering details showing a proposed Highway Safety Scheme on Gloucester Road including 3 new pedestrian crossing islands (including one as part of the ghost island access proposals) and the widening of the existing island have been submitted to and approved in writing by the local planning authority. The approved Highway safety Scheme shall then be implemented in accordance with the approved details prior to the development being first brought into use.

12) No development shall commence on site until full details of the proposed access has been submitted to and approved in writing by the local planning authority. The access facilities shall then be completed in all respects in accordance with those details before the development is brought into use.

13) Before the store is first opened for business the car park and manoeuvring areas shown on Entran drawing no. RW014-002 shall be surfaced and drained in accordance with details to have previously been submitted to and approved in writing by the local planning authority. These areas shall thereafter be maintained and kept clear for the parking and manoeuvring of vehicles associated with the development.

14) No part of the development shall be brought into use until space has been laid out within the site in accordance with details to be submitted to and approved in writing by the local planning authority for 18 bicycles to be parked.

15) Prior to the store opening a Travel Plan shall be submitted to and approved in writing by the local planning authority. Within 3 months of the store opening for business the approved Travel Plan shall be implemented in all respects in accordance with those details and shall be maintained for the duration of the agreed period.

16) No construction works shall commence until provision has been made within the site for the parking and loading/unloading of construction vehicles, the storage of plant, machinery and materials, and the parking of site operatives' vehicles, and such provision shall be maintained for the duration of building works.

Appeal Decision

Hearing held on 30 October 2007
Site visit made on 30 October 2007

by M T O'Rourke BA(Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

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Decision date:
27 November 2007

Appeal Ref: APP/G2625/A/07/2034574
174 -178 and part of site of 180 Plumstead Road, Norwich NR1 4JX

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Chalden Properties Ltd, The Spirit Group and Aldi Stores Ltd against the decision of Norwich City Council.
- The application Ref 06/00802/FUL, dated 27 July 2006, was refused by notice dated 2 November 2006.
- The development proposed is foodstore and associated car parking and landscaping.

Decision

1. I allow the appeal and grant planning permission for foodstore and associated car parking and landscaping at 174-178 and part of site of 180 Plumstead Road, Norwich NR1 4JX in accordance with the terms of the application, Ref 06/00802/FUL, dated 27 July 2006, and the plans submitted with it, subject to the conditions set out below in the attached Schedule.

Main issues

2. I consider the main issue is the impact of the proposed development on the character, function and appearance of the District Centre, having regard to its scale and location, the design of the store, the loss of urban green space and the loss of housing.

Reasons

Retail considerations

3. The City of Norwich Replacement Local Plan (LP) adopted in November 2004 identifies a retail hierarchy. Plumstead Road is listed as a District Centre, described as a group of shops, usually containing at least one foodstore over 400 square metres (sqm) net together with a range of other retail and non-retail services. The District Centre is defined on the Proposals Map and includes the shopping frontage on the north side of Plumstead Road (excluding the petrol filling station at its western end), the Heartsease public house (PH) on the south side facing the roundabout and its car park behind and the Lloyds bank, restaurant/take-aways and shops at the top end of Harvey Lane and St Williams Way. The centre includes a Somerfield store, a small Tesco Express and other independent shops including a bakers and a butchers/delicatessen. It is an accessible location, well served by buses and with a large walk in population.

4. The appeal proposal is for an Aldi discount foodstore with a net floorspace of 1045sqm. Thus it meets the size threshold in LP policy SHO2 which is permissive of proposals for smaller convenience stores up to 1200sqm net where consistent with the sequential approach of policy SHO3 and the criteria of policy SHO12. These policies are generally consistent with the criteria identified in Planning Policy Statement 6 (PPS6) paragraph 3.4 for the assessment of proposed development.

5. The Council does not have an up to date retail study to inform its LP or emerging Core Strategy. The appellants submitted a full retail assessment with the application. The results were sensitivity tested and officers were satisfied that there had been a robust assessment of capacity, with potential residual expenditure after taking into account the appeal store and the Aldi proposed at Sprowston Road of between £0.4m and some £5.6m.

6. Local residents contended at the Hearing that there was no need for additional floorspace at Plumstead Road and that a full main shop could be done using the existing shops. Somerfield stocks a reasonable range of goods but with only around 540 sqm of floorspace, the depth of offer is necessarily limited. I consider that the predominant function of both the Somerfield and Tesco in Plumstead Road is top up shopping. The retail assessment shows a general lack of choice within the catchment to do a main food shop with significant trade draw to Morrisons, Tesco and Sainsbury's foodstores outside of the catchment. The Council confirmed at the Hearing that it accepted the retail assessment and I am satisfied that there is a quantitative need for the proposed floorspace.

7. The proposal would also bring qualitative gains. The provision of a foodstore of this size in this accessible and central location, where there is relatively high density surrounding residential development, would offer benefits to the local community, particularly those with low mobility and without ready access to a car. The appellants offered neighbourhood statistics for Crome Ward indicating levels of income deprivation and poor rankings in terms of employment, health, education, housing and access to services. These findings were disputed by the local ward members who referred to recent boundary changes and as the appellants did not choose to pursue their argument in terms of social exclusion, I have not considered it further.

8. Nonetheless, I agree that the Aldi concept, offering quality goods at discounted prices, would enhance the existing offer at Plumstead Road, improving consumer choice not just within the catchment but within the wider Norwich area. As Aldi stores stock a limited range of own grocery, confectionery and alcohol, it would complement the existing facilities and the nature of customer trips would be different compared to other supermarkets selling a full range of products. Whilst there was concern at the Hearing that it would be a destination shop and clearly some customers might drive specifically to the store to shop, the Aldi witness explained the company's plans and that this store was not an alternative to Sprowston Road. If permissions were to be granted both would be built, serving their own catchments as well as pass by trade and drawing some customers from the wider area. I conclude that the proposal would also bring qualitative advantages.

9. Only part of the appeal site is within the District Centre. The development would extend retail uses beyond the boundary of the District Centre to the west along the southern side of Plumstead Road opposite the existing line of shops replacing 3 bungalows, now empty and boarded up, and an overgrown bowling green. The Council has not objected to the sequential approach taken by the appellants and in the absence of any sequentially preferable site wholly within the Centre (the building behind Tesco being outside the District Centre), I am satisfied that in sequential terms the appeal site forms a logical extension to the centre. In such cases, LP policy SHO12 requires that the development is of a scale consistent with the position of the centre in the retail hierarchy and satisfies policy SHO3.

10. The new store would be almost 3 times the floorspace of the existing Somerfield store, the appellants' case being that it has to be of a certain size if it is to draw back trade currently being lost to other larger foodstores outside the catchment, to be attractive to customers, offer diversity and enhance consumer choice. Their analysis indicates that in Norwich the District Centres vary considerably in terms of their size and the scale of units, with a Waitrose foodstore (of a size defined in PPS6 terms as a superstore) taking a large part of the floorspace of the Church Lane centre. Whilst the appeal proposal would double the amount of convenience floorspace, Plumstead Road would still be smaller than some other District Centres in the city.

11. Both national and local policies indicate that discount foodstores can be appropriately located in District Centres. Annex A to PPS6 the Council describes district centres as usually comprising groups of shops *'often containing at least one supermarket or superstore'* as well as a range of non-retail uses with supermarkets defined as having a trading floor of less than 2500sqm. The supporting text to policy SHO2 specifically refers to the LP being concerned with the distribution of food retail outlets at the next level down to the larger stores, described as *'the smaller supermarkets and discount stores which, in the main, occupy space and provide local service in the District centres'*.

12. The floorspace of the proposed Aldi would be below the 1200sqm net limit for the development of *'smaller convenience stores'* identified in policy SHO2 as acceptable. Norfolk County Council, when consulted at the application stage, considered that the store would be *'of an appropriate scale for a District Centre and is so located that it would become part of the centre if developed'*. The officer's committee report similarly concluded that the store would comply with policy SHO2 and would be proportionate to the centre's position within the retail hierarchy. I agree. One of the Government's key objectives, set out in PPS6, is to promote and enhance existing centres. The provision of an Aldi store here would complement and augment the District Centre at an appropriate scale that would be commensurate with, and complementary to, the current range of services and its hierarchical position and would offer greater consumer choice. Thus I conclude that the proposal would comply with the general strategy in the LP for District Centres and therefore with LP policy SHO3 (ii) and that part of policy SHO12.

13. Policies SHO12 and SHO3 also require there to be no significant detrimental impact (including any cumulative impacts) on the vitality and viability of the existing centres and on landscape, townscape, residential amenity or the

quality of the built environment. At the Hearing the Council's objection to the scale of the development also encompassed concerns about retail impact and the effect on the existing shops. Plumstead Road appears to be a thriving centre with a low vacancy rate and a good range of shops and services. The appellants' impact analysis, which was not disputed by the Council at the application stage, indicates that the main impacts would be by way of clawback of trade currently leaking out of the catchment and that Tesco in Blue Boar Lane and Sainsbury's at Pound Lane would still operate above their company averages. As to the impact on the existing food shops in Plumstead Road, I agree with the appellants that the Aldi store would not be competing with them on a like for like basis as they serve a different convenience function. Evidence from a case study of an Aldi store in Ipswich where there was a Co-op store showed the potential for synergy with both stores subsequently expanding.

14. I am satisfied that the proposed trade draw to the Aldi would not be such as to undermine the trading performance of either of the existing main food retailers in the centre. Neither Tesco nor Somerfield have objected to the appeal proposal. There is likely to be some trade diversion but when regard is had to the potential for linked trips between the new store and the existing shops, the overall effect would be positive.

15. In addition to the benefits of increased consumer choice, the new store car park would function as a car park for the centre, as well as the Heartsease PH. The existing parking is scattered around with some on-street spaces, others along the service road, some forecourt parking whilst some drivers use the PH car park. The provision of 84 spaces in a well laid out car park would provide immediate relief and improve the attractiveness of the centre as a whole. It would have to be managed to ensure that the spaces were not used by city workers but I am satisfied that this could be appropriately controlled by the imposition of a parking management condition. Other physical benefits include the provision of a signal controlled crossing on Harvey Lane which would link to a dedicated pedestrian route through the car park to Plumstead Road, improving the permeability of the centre and making the whole centre more accessible. The Unilateral Undertaking also provides a contribution towards other environmental improvements, like replacing barrier railings, which I am satisfied would meet the tests of Circular 05/05 and help upgrade the centre and make it more appealing to shoppers. Thus overall I conclude that there exists the potential for an overall positive effect on the centre and its future vitality and viability and that the requirements of policies SHO3 (i) and SHO12 (i) would be met.

Design and impact on the appearance of the District Centre

16. Whilst policies SHO3 and SHO12 are shopping policies, they also require that new retail development should have no significant detrimental impact on the built and natural environment. The Council in its appeal statement also quoted design policy HBE12 although it is not listed in its reasons for refusal. The importance of good design is a key feature of PPS1 on Delivering Sustainable Development and indivisible from good planning. PPS6 promotes high quality design with accompanying guidance on design and implementation tools.

17. As defined the District Centre only includes the north side of Plumstead Road and the retail/service uses off the roundabout, reflecting the active uses at the

time of the time of the LP preparation. In townscape terms, I see no reason to protect the north/south distinction and to exclude retail uses from the southern side of Plumstead Road. In my experience it is not unusual for local shopping centres of this size to have shops on either side of a busy road with a pedestrian crossing, as there is here. I am satisfied that in retail terms the Aldi store would integrate well with the centre. Its car park would provide safe and convenient parking for the centre and the location of the store entrance next to the pedestrian crossing on Plumstead Road would relate both the street and car park, encourage a strong relationship between the two sides of the street and pedestrian linkages to the bank and shops on the corner of Harvey Lane and St Williams Way.

18. In terms of the impact on the built environment, the southern side of Plumstead Road is currently open, the bowling green appearing as a gap within the street scene and the bungalows at Nos. 174 to 178 providing a weak and broken end to the line of houses to the west and a poor frame to the bowling green which itself is screened from the road by a line of conifers. Neither in my judgement are strong townscape features and their contribution to the streetscene is limited. The shopping centre retains some suburban character but looks piecemeal and inconsistent with the shops developed at different times and of different materials and sizes. On the north side of Plumstead Road the most visually distinctive features are the rather garish mix of shop fronts, the poor quality hard landscaping and forecourt parking giving it a rather tired appearance. On the southern side, the public house faces the roundabout but has a number of rear extensions which are seen in views from the street across the car park and detract generally from the street scene. In general, the District Centre has a poor quality built environment that would benefit from some enhancement. This is recognised in LP policy SHO14 which seeks, where development opportunities involving significant change to district centres are proposed, provision or a contribution toward their enhancement.

19. PPS6 encourages the growth and development of existing centres and the appeal scheme represents a further stage in the development of Plumstead Road to help it change to meet the needs of its catchment. In response to criticisms made to an earlier scheme, the building has been moved forward on the site with changes to the rear loading bay and the store entrance on the corner with a glazed canopy wrapping round the front of the building. Whilst the Council is now critical of its siting forward of the building line, I consider that it is appropriate for the building to address the street and its forward position would reflect the store's role and function as part of the District Centre. The glazed canopy would extend up to the back edge of the footway reinforcing the entrance position and providing a convenient and visible location for bike racks and trolley storage. There is a variety of building styles in the area and whilst the design of the building is standard, its height to eaves, the shallow dual pitch roof and choice of white render for the main elevations reflect elements that I noted in the surrounding area.

20. The building would extend some 50m along the site frontage but as it would be seen in the context of retail development on the north side, which includes a long line of shop fronts albeit only single storey in height, its scale and massing would not look inappropriate or out of keeping. Changes made to the height of the rear roof and to the loading bay would ensure that the impact on those

living behind the site would be acceptable with conditions proposed to control delivery hours and operation, noise levels, external plant and refuse storage. Landscaping along the rear and side boundaries once established would screen the building and activities from surrounding residents.

21. The scheme would also bring benefits to the appearance of the District Centre with a well laid out and landscaped car park, available for the use of all shoppers and customers of the Heartsease PH and with natural surveillance provided by the active built frontage to the store. The design provides for the creation of an outside seating area to the rear of the public house and a clearly defined pedestrian route through the site. In addition, in accord with the objectives of LP policy SHO14, the appellants propose through the Unilateral Undertaking a contribution of £5,000 towards townscape improvements to the centre which would enhance the appearance and quality of the area. Overall I *conclude that in terms of PPS1, PPS6 and LP policies HBE12, SHO14, SHO3(iii)* and SHO12(ii) the proposal would have a positive impact on the townscape and quality of the built environment and I find there would be no significant detrimental impact on either residential amenity or landscape.

Loss of urban green space

22. The bowling green is identified on the Proposals Map as urban green space where LP policy SR3 resists the loss of existing recreational facilities '*unless (i) an alternative facility of equivalent sporting or recreational value is provided and (ii) there is no overriding amenity or biodiversity interest that would be lost or damaged.*' As I have already concluded that there would be no harm to townscape or residential amenity interests, I am satisfied that part (ii) would be met. The second part of the policy however also requires that where there is no overriding amenity or biodiversity interest, proposals for development on urban green space will be evaluated for their contribution to the amenity of the local community, to biodiversity, to a qualitative improvement to any remaining open space and (if involving the loss of open space), their contribution to the standards in policies SR1 and SR2.

23. Dealing first with the amenity value of the bowling green to the local community, it seems to me that as the bowling green was used by a private club and thus was not accessible to the general public, any value to those living around would primarily relate to the natural break it provided in the built form. Whilst there were suggestions at the Hearing that it could be re-used, for example for tennis courts, these had not been seriously thought through and there was no indication of any interest from a club or individual in taking the ground. I particularly noted on my site visit that there were no public views of the green from either the car park or the street and given my conclusions above on the acceptability of the proposed development in the streetscene, I do not consider that there would be any material harm to the amenity of the local community. No case was made of any loss of biodiversity interest.

24. As to evaluating any qualitative improvement to any remaining open space and contribution to standards, I have considered these in the context of the satisfaction of part (i) of policy SR3 and the proposed provision of an alternative facility of equivalent sporting or recreational value. The Council has indicated an existing small deficiency of some 0.71ha in the provision of formal open space in this sector of the City. However its Parks and Open Spaces

Officer, when consulted on the application, made no objection to the loss of the facility because of falling demand for bowling greens across the City and saw *'no point in providing a replacement bowling green elsewhere within the City'*. I am not satisfied that 0.2ha of unused private formal open space facilities should be retained solely to contribute towards a theoretical standard when its retention is not supported by the Council's own open space officers.

25. The appeal proposals include provision thorough a contribution in the Unilateral Undertaking for upgrading existing facilities at Lakenham Recreational Ground, about 3 miles away and to where the Brewery Bowling Club has moved. Current use of the Ground is at a low level and restricted and the appellants' £35,000 contribution is intended to be used towards upgrading an existing sports pavilion, security fencing and other improvement works. I am satisfied that these proposals would increase the potential of the existing facility for much higher levels of sport and recreational use and it is appropriate to consider them as providing an alternative facility that would be of equivalent sporting/recreational value. Whilst Lakenham is some distance from Plumstead Road, I consider that there would be an overall benefit to the City and its population which would go towards meeting the objectives of policy SR3. In addition, in order to address the concerns about the loss to the immediate area, a contribution of £15,000 is also offered by the appellants for improvements to Pilling Park, the local park to Plumstead Road. I was told that this would contribute towards the path re-surfacing and I saw when I visited that such an improvement would be of benefit to all those using the park.

26. PPG17 advises on planning for open space, sports and recreation and requires local authorities to have a robust and up to date assessment of open space. The City Council has not completed its assessment but at the Hearing pointed to advice in PPG17 that where developers seek to demonstrate that land or buildings are surplus to requirements they should consult the local community and demonstrate that their proposals are widely supported. PPG17 predates the LP and there is no requirement in policy SR3 or its supporting text for such a programme of community consultation. The appellants' analysis of the letters received in response to the application showed that only 8 out of 60 referred to the loss of the bowling green, considering it a *'well used'* facility. In coming to a conclusion on this issue, I consider significant weight should be given to the views of the Council's own Parks and Open Spaces Officer who supported the proposal. In my view the proposal would result in a net gain to the City in terms of enhanced sports facilities and I am satisfied that the requirement in policy SR3(i) for an alternative facility of equivalent sporting or recreational value would be provided.

Loss of housing

27. The scheme would result in the loss of 3 dwellings. Such redevelopment is not permitted by LP policy HOU16 unless it can be demonstrated to provide an overriding community gain of facilities serving local people which cannot be achieved in any other way or a clear conservation or regeneration purpose benefiting the character or economy of the area.

28. I have already concluded that the proposed development satisfies the objectives of LP policies SHO2, SHO3 and SHO12. It would offer improved retail provision and benefits within the District Centre, together with

improvements to Lakenham and Pilling Park, in accord with LP policy SR3. The Council has referred to high housing demand in the City with a current annual net requirement for housing of 1,222 units. Whilst there is a need for housing, and existing residential properties should not be lost lightly, planning is about promoting sustainable and inclusive patterns of development. That includes not only providing homes for people but also jobs and shops and it is a Government objective to promote and enhance existing centres, enhance consumer choice and improve accessibility. On balance I conclude that there are good grounds in terms of choice and quality, and lack of an alternative sequentially preferable site, to give rise to the community gain sought in policy HOU16 to justify the loss of these 3 dwellings.

Other matters

29. Many of the local residents in their letters of objection and at the Hearing expressed their concerns about highway safety and the potential for traffic congestion at the roundabout as a result of the development. The roundabout is on the Inner Ring Road and with Plumstead Road are busy traffic routes serving the eastern side of the City. However the personal injury accident records do not bear out opinions that this is a dangerous junction. The Council did not refuse the application on highway grounds and the County Council as Highway Authority accepted the appellants' July 2006 Transport Assessment, which included traffic counts and modelling of queues at the roundabout junctions. In accord with LP policy TRA10, the appellants has provided through the Unilateral Undertaking to pay a Traffic Regulation Order contribution and conditions are proposed to ensure the implementation of the proposed off-site highway works.

30. I visited Plumstead Road just at the end of the morning peak period and during the evening peak. On both occasions, I observed queuing on various arms of the roundabout but I also noted that the traffic had ebbs and flows indicating, other than the Plumstead Road arm, that the roundabout was not generally at capacity. The car park would be laid out with a separate entrance and exit with traffic entering the site by a left turn only off Plumstead Road and exiting onto Harvey Lane, again as a left turn only. This would mean an increase in movements on the roundabout for traffic coming from the west but there would be no disruption to the free flow of traffic by vehicles waiting to turn right into the site. The new pedestrian crossing would benefit shoppers and school children and whilst it would be close to the roundabout, the appellants' highway consultant was satisfied that flows in Harvey Lane were not such that traffic on the roundabout would be blocked by waiting vehicles. No changes are proposed to the bus lay bys on either side of Plumstead Road.

31. The new store would generate around 100 arrivals/100 departures during peak hours but a significant percentage would be those already passing by whilst others would be making linked trips and there would be other transferred trips. Given that the store's catchment area is local, I do not consider that the potential for additional movements would be such as to render the roundabout gridlocked as some residents fear. Indeed with parking spaces available in the new car park, there might be less parking on the street and less disruption to passing traffic. Taken together, I am satisfied that the proposed development would not give rise to unacceptable impacts on the road network in the vicinity.

Conditions and Unilateral Undertaking

32. The parties tabled a schedule of agreed conditions at the Hearing. I am satisfied that those relating to materials, car parking, signing of the exit and entrance and left turn only, pedestrian access routes, landscaping, noise attenuation of plant, installation of extract ventilation, outside storage and refuse storage are necessary to secure an appropriate standard of development. As the loading bay would be to the rear of the store and close to houses, I consider it reasonable to impose conditions relating to delivery hours, use and maintenance of the loading bay, refrigeration units, reversing alarms and the non-use of cages. The scheme proposes off-site highway improvements and conditions are necessary to ensure that they are in place before the store opens. As the car park is intended to serve the whole centre I also agree on the need for a car park management plan which should include a review procedure. A condition limiting the percentage of net floor areas to be used for ancillary sales is reasonable, given the evidence provided on convenience goods floorspace, as are conditions for submission, agreement and implementation of a Travel Plan.

33. The appellants provided an executed Unilateral Undertaking at the Hearing which offered contributions to Lakenham Bowling Green, Pilling Park and Plumstead Road District Centre improvements, thus overcoming three of the Council's reasons for refusal. I am satisfied for reasons set out above that the provisions of the Undertaking meet the Secretary of State's policy tests in Annex B to Circular 05/2005.

Conclusions

34. The erection of an Aldi foodstore at Plumstead Road represents an acceptable development that would fully accord with the objectives and aspirations of Government policy in PPS6 and with the Local Plan, in particular shopping policies SHO2, SHO3, SHO12 and SHO14. The site forms a logical extension to the District Centre and the new store would offer improved convenience facilities, improving consumer choice within both the local and wider catchment areas. Environmental improvements to the District Centre should be welcomed and would improve its attractiveness as a shopping destination. I have concluded that there would be no harm, through the design, scale, massing, layout or appearance of the development, to the character of the area or to the streetscene. As to the loss of urban green space, the appellants' proposals would comply with the requirements of policy SR3 in offering equivalent facility elsewhere. There would be a small loss of housing but it would be offset by the overall community gain and thus would satisfy policy HOU16. I have taken into account all other matters raised, including concerns about traffic and highway safety, but I have found none to be of such weight as to override my conclusions that the appeal should be allowed and permission granted subject to the conditions set out in the attached Schedule.

Mary O'Rourke

Inspector

APP/G2625/A/07/2034574
Schedule of Conditions attached to the Permission

1. The development must be begun within three years of the date of this permission.

2. Prior to the commencement of the development hereby permitted details or samples of the materials to be used in the construction of the external walls and roof of the building shall be submitted to and approved in writing by Local Planning Authority and development shall be carried out as approved.

3. Prior to the first occupation of the building, walls and fences shall be erected or hedges provided in accordance with details to be first approved in writing by the Local Planning Authority. These shall thereafter be permanently retained.

4. Prior to the first occupation of the building car parking areas shall be laid out, surfaced and available for use and bicycle storage provided, in accordance with a scheme to be first approved in writing by the Local Planning Authority. This shall thereafter be permanently retained.

5. Prior to the first occupation of the building, details of the pedestrian access routes through the site shall be submitted and approved in writing by the Local Planning Authority. They shall be provided before the use hereby permitted commences and thereafter retained in full accordance with the approved details.

6. Within six months of the completion, or first occupation of the development hereby permitted (whichever is the earlier) landscaping, planting and site treatment works shall be carried out in accordance with a scheme to be first approved in writing by the Local Planning Authority and shall be permanently retained thereafter.

7. Any trees or plants which comprise part of the approved landscaping scheme and within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

8. Prior to the first occupation of the development, details of any extract ventilation or fume extraction system including the position of ventilation, fume or flue outlet points and the type of filtration or other fume treatment to be installed and used in the premises in pursuance of this permission shall be submitted to and approved in writing by the Local Planning Authority. The approved system shall be installed before the use hereby permitted commences and thereafter retained in full accordance with the approved details.

9. No materials shall be kept, deposited or stored in the open on the site the subject of this permission other than within any screened area specifically permitted in writing by the Local Planning Authority for this purpose. Any

materials/goods/containers/refuse deposited or stored in the defined area shall not be stacked to a height exceeding the approved means of enclosure.

10. The use of reversing alarms by service delivery vehicles on the site is prohibited and means of reverse warning shall be by other methods.

11. Refrigeration units fitted to delivery vehicles shall be switched off when on site.

12. The loading and unloading of vehicles shall only take place in the designated delivery area.

13. The dock leveller shroud and associated rubber buffer shall be maintained in a good state of repair at all times. The shroud shall be used at all times during loading and unloading operations.

14. No cages are to be used for the transfer of goods.

15. No deliveries to the store nor refuse disposal from the store hereby permitted shall take place outside the hours of 07.30 to 22.00 Monday to Saturday, and 09.00 to 16.00 hours on Sundays/Bank Holidays.

16. The installation or use of any plant or machinery on the premises shall be in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for the reduction, where necessary, of the level of noise and vibration emanating from the premises, such that noise levels from the building hereby permitted shall not exceed 26dBA as measured or calculated at the nearest noise sensitive premises between the hours of 23:00 and 07:00 seven days per week, and 36dBA at any other time.

17. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987, or any order revoking or re-enacting that order, the premises the subject of this permission may be used for the sale of convenience goods, with no more than 15% of net floor areas to be allocated to ancillary sales without the express permission in writing of the Local Planning Authority.

18. No works shall commence on site until a detailed scheme for the off-site highway improvements as indicated in principle on drawing 2173/10/F, (including the proposed pedestrian crossing) has been submitted to and approved in writing by the Local Planning Authority.

19. Prior to the first occupation of the development hereby permitted the off site highway improvements works referred to in condition 18, shall be completed to the written satisfaction of the Local Planning Authority.

20. Prior to the first occupation of the development hereby permitted, or such other time period as maybe agreed in writing with the Local Planning Authority, a car park management plan shall be submitted to and agreed in writing by the Local Planning Authority. The car park management plan

shall include a review procedure. The car park management plan shall be implemented as approved.

21. Prior to the first occupation of the development a scheme indicating the measures to be taken to direct traffic entering and leaving the site to make a left turn only in and out of the site shall be submitted to and approved in writing by the Local Planning Authority. The approved traffic management scheme shall be implemented prior to the commencement of the use and permanently retained thereafter in full accordance with the approved details

22. The development hereby permitted shall not be commenced until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority.

23. No part of the development hereby permitted shall be occupied prior to the implementation of the Travel Plan approved in accord with condition 22. Those parts of the approved Travel Plan implemented in accordance with the timetable contained therein shall continue to be implemented as long as any part of the development is occupied.

24. Prior to the first occupation of the development, a scheme shall be submitted to and approved in writing by the Local Planning Authority for the provision and screening of refuse storage areas for the Heartsease Public House. The approved scheme shall be implemented prior to the commencement of the use and permanently retained thereafter in full accordance with the approved details

APPEARANCES

FOR THE APPELLANTS:

Ben Ellis	Planning Potential, 3 Palace House, Cathedral Street, London SE19DE
Nick Bradshaw	Connect Consultants, 78 Broad Street, Chipping Sodbury BS37 6AG
Jon Spires	Harris Partnership, 101 London Road, Reading RG1 5BY
Garry Ellis	Chalden Properties Ltd, Carldane Court, Bromley Lane, Much Hadham SG10 6HU
Roland Stanley	Aldi Stores Ltd, Sheepcote, Springfield Business Park, Chelmsford, Essex CM2 5AS

FOR THE LOCAL PLANNING AUTHORITY:

Richard Smith	Planning Officer
Councillor David Bradford	Crome Ward Member and Chair of the City Planning Committee, City Hall, Norwich NR2 1NH

INTERESTED PERSONS:

Councillor George Nobbs	County Councillor for Crome Division, County Hall, Norwich
Mark Scarfe	86 Harvey Lane, Norwich NR7 OAQ
Ian Newbury	18 Spinney Road, Thorpe St Andrew, Norwich NR7 0PN
Ron Mobbs MIOB MICW MIBC	168 Plumstead Road, Norwich NR1 4JY
John Staples	215 Plumstead Road, Norwich NR7 9NN
Roy Fisher	1 Valley Side Road, Norwich NR1 4LD
Sarah Layton	29 Wormersley Road, Norwich NR1 4QA
Mr King	172 Plumstead Road, Norwich NR1 4JY

DOCUMENTS

1 List of those present at the Hearing
2 Correspondence between the City Council and GO-East on 'saved' policies in the City of Norwich Replacement Local Plan 2004
3 Additional information submitted by Norwich City Council relating to the loss of urban greenspace
4 Unilateral Undertaking by the appellants dated 26 October 2007 relating to contributions towards Lakenham Bowling Green, Pilling Park and Plumstead Road Shopping Centre and for the making of a Traffic Regulation Order.
5 List of agreed conditions

PLANS

A Application drawings
PP1 Site location plan
2173/10F site plan (Scheme 5)
2173/11C floor plan (Scheme 5)
2173/12C elevations (Scheme 5)
B Drg 2173 – 15a at 1:400 scale of the appeal development in context

Appeal Decision

Hearing held on 30 October 2007
Site visit made on 30 October 2007

by M T O'Rourke BA(Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

The Planning Inspectorate
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Decision date:
27 November 2007

Appeal Ref: APP/G2625/A/07/2034574
174 -178 and part of site of 180 Plumstead Road, Norwich NR1 4JX

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Chalden Properties Ltd, The Spirit Group and Aldi Stores Ltd against the decision of Norwich City Council.
- The application Ref 06/00802/FUL, dated 27 July 2006, was refused by notice dated 2 November 2006.
- The development proposed is foodstore and associated car parking and landscaping.

Decision

1. I allow the appeal and grant planning permission for foodstore and associated car parking and landscaping at 174-178 and part of site of 180 Plumstead Road, Norwich NR1 4JX in accordance with the terms of the application, Ref 06/00802/FUL, dated 27 July 2006, and the plans submitted with it, subject to the conditions set out below in the attached Schedule.

Main issues

2. I consider the main issue is the impact of the proposed development on the character, function and appearance of the District Centre, having regard to its scale and location, the design of the store, the loss of urban green space and the loss of housing.

Reasons

Retail considerations

3. The City of Norwich Replacement Local Plan (LP) adopted in November 2004 identifies a retail hierarchy. Plumstead Road is listed as a District Centre, described as a group of shops, usually containing at least one foodstore over 400 square metres (sqm) net together with a range of other retail and non-retail services. The District Centre is defined on the Proposals Map and includes the shopping frontage on the north side of Plumstead Road (excluding the petrol filling station at its western end), the Heartsease public house (PH) on the south side facing the roundabout and its car park behind and the Lloyds bank, restaurant/take-aways and shops at the top end of Harvey Lane and St Williams Way. The centre includes a Somerfield store, a small Tesco Express and other independent shops including a bakers and a butchers/delicatessen. It is an accessible location, well served by buses and with a large walk in population.

4. The appeal proposal is for an Aldi discount foodstore with a net floorspace of 1045sqm. Thus it meets the size threshold in LP policy SHO2 which is permissive of proposals for smaller convenience stores up to 1200sqm net where consistent with the sequential approach of policy SHO3 and the criteria of policy SHO12. These policies are generally consistent with the criteria identified in Planning Policy Statement 6 (PPS6) paragraph 3.4 for the assessment of proposed development.

5. The Council does not have an up to date retail study to inform its LP or emerging Core Strategy. The appellants submitted a full retail assessment with the application. The results were sensitivity tested and officers were satisfied that there had been a robust assessment of capacity, with potential residual expenditure after taking into account the appeal store and the Aldi proposed at Sprowston Road of between £0.4m and some £5.6m.

6. Local residents contended at the Hearing that there was no need for additional floorspace at Plumstead Road and that a full main shop could be done using the existing shops. Somerfield stocks a reasonable range of goods but with only around 540 sqm of floorspace, the depth of offer is necessarily limited. I consider that the predominant function of both the Somerfield and Tesco in Plumstead Road is top up shopping. The retail assessment shows a general lack of choice within the catchment to do a main food shop with significant trade draw to Morrisons, Tesco and Sainsbury's foodstores outside of the catchment. The Council confirmed at the Hearing that it accepted the retail assessment and I am satisfied that there is a quantitative need for the proposed floorspace.

7. The proposal would also bring qualitative gains. The provision of a foodstore of this size in this accessible and central location, where there is relatively high density surrounding residential development, would offer benefits to the local community, particularly those with low mobility and without ready access to a car. The appellants offered neighbourhood statistics for Crome Ward indicating levels of income deprivation and poor rankings in terms of employment, health, education, housing and access to services. These findings were disputed by the local ward members who referred to recent boundary changes and as the appellants did not choose to pursue their argument in terms of social exclusion, I have not considered it further.

8. Nonetheless, I agree that the Aldi concept, offering quality goods at discounted prices, would enhance the existing offer at Plumstead Road, improving consumer choice not just within the catchment but within the wider Norwich area. As Aldi stores stock a limited range of own grocery, confectionery and alcohol, it would complement the existing facilities and the nature of customer trips would be different compared to other supermarkets selling a full range of products. Whilst there was concern at the Hearing that it would be a destination shop and clearly some customers might drive specifically to the store to shop, the Aldi witness explained the company's plans and that this store was not an alternative to Sprowston Road. If permissions were to be granted both would be built, serving their own catchments as well as pass by trade and drawing some customers from the wider area. I conclude that the proposal would also bring qualitative advantages.

9. Only part of the appeal site is within the District Centre. The development would extend retail uses beyond the boundary of the District Centre to the west along the southern side of Plumstead Road opposite the existing line of shops replacing 3 bungalows, now empty and boarded up, and an overgrown bowling green. The Council has not objected to the sequential approach taken by the appellants and in the absence of any sequentially preferable site wholly within the Centre (the building behind Tesco being outside the District Centre), I am satisfied that in sequential terms the appeal site forms a logical extension to the centre. In such cases, LP policy SHO12 requires that the development is of a scale consistent with the position of the centre in the retail hierarchy and satisfies policy SHO3.

10. The new store would be almost 3 times the floorspace of the existing Somerfield store, the appellants' case being that it has to be of a certain size if it is to draw back trade currently being lost to other larger foodstores outside the catchment, to be attractive to customers, offer diversity and enhance consumer choice. Their analysis indicates that in Norwich the District Centres vary considerably in terms of their size and the scale of units, with a Waitrose foodstore (of a size defined in PPS6 terms as a superstore) taking a large part of the floorspace of the Church Lane centre. Whilst the appeal proposal would double the amount of convenience floorspace, Plumstead Road would still be smaller than some other District Centres in the city.

11. Both national and local policies indicate that discount foodstores can be appropriately located in District Centres. Annex A to PPS6 the Council describes district centres as usually comprising groups of shops *'often containing at least one supermarket or superstore'* as well as a range of non-retail uses with supermarkets defined as having a trading floor of less than 2500sqm. The supporting text to policy SHO2 specifically refers to the LP being concerned with the distribution of food retail outlets at the next level down to the larger stores, described as *'the smaller supermarkets and discount stores which, in the main, occupy space and provide local service in the District centres'*.

12. The floorspace of the proposed Aldi would be below the 1200sqm net limit for the development of *'smaller convenience stores'* identified in policy SHO2 as acceptable. Norfolk County Council, when consulted at the application stage, considered that the store would be *'of an appropriate scale for a District Centre and is so located that it would become part of the centre if developed'*. The officer's committee report similarly concluded that the store would comply with policy SHO2 and would be proportionate to the centre's position within the retail hierarchy. I agree. One of the Government's key objectives, set out in PPS6, is to promote and enhance existing centres. The provision of an Aldi store here would complement and augment the District Centre at an appropriate scale that would be commensurate with, and complementary to, the current range of services and its hierarchical position and would offer greater consumer choice. Thus I conclude that the proposal would comply with the general strategy in the LP for District Centres and therefore with LP policy SHO3 (ii) and that part of policy SHO12.

13. Policies SHO12 and SHO3 also require there to be no significant detrimental impact (including any cumulative impacts) on the vitality and viability of the existing centres and on landscape, townscape, residential amenity or the

quality of the built environment. At the Hearing the Council's objection to the scale of the development also encompassed concerns about retail impact and the effect on the existing shops. Plumstead Road appears to be a thriving centre with a low vacancy rate and a good range of shops and services. The appellants' impact analysis, which was not disputed by the Council at the application stage, indicates that the main impacts would be by way of clawback of trade currently leaking out of the catchment and that Tesco in Blue Boar Lane and Sainsbury's at Pound Lane would still operate above their company averages. As to the impact on the existing food shops in Plumstead Road, I agree with the appellants that the Aldi store would not be competing with them on a like for like basis as they serve a different convenience function. Evidence from a case study of an Aldi store in Ipswich where there was a Co-op store showed the potential for synergy with both stores subsequently expanding.

14. I am satisfied that the proposed trade draw to the Aldi would not be such as to undermine the trading performance of either of the existing main food retailers in the centre. Neither Tesco nor Somerfield have objected to the appeal proposal. There is likely to be some trade diversion but when regard is had to the potential for linked trips between the new store and the existing shops, the overall effect would be positive.

15. In addition to the benefits of increased consumer choice, the new store car park would function as a car park for the centre, as well as the Heartsease PH. The existing parking is scattered around with some on-street spaces, others along the service road, some forecourt parking whilst some drivers use the PH car park. The provision of 84 spaces in a well laid out car park would provide immediate relief and improve the attractiveness of the centre as a whole. It would have to be managed to ensure that the spaces were not used by city workers but I am satisfied that this could be appropriately controlled by the imposition of a parking management condition. Other physical benefits include the provision of a signal controlled crossing on Harvey Lane which would link to a dedicated pedestrian route through the car park to Plumstead Road, improving the permeability of the centre and making the whole centre more accessible. The Unilateral Undertaking also provides a contribution towards other environmental improvements, like replacing barrier railings, which I am satisfied would meet the tests of Circular 05/05 and help upgrade the centre and make it more appealing to shoppers. Thus overall I conclude that there exists the potential for an overall positive effect on the centre and its future vitality and viability and that the requirements of policies SHO3 (i) and SHO12 (i) would be met.

Design and impact on the appearance of the District Centre

16. Whilst policies SHO3 and SHO12 are shopping policies, they also require that new retail development should have no significant detrimental impact on the built and natural environment. The Council in its appeal statement also quoted design policy HBE12 although it is not listed in its reasons for refusal. The importance of good design is a key feature of PPS1 on Delivering Sustainable Development and indivisible from good planning. PPS6 promotes high quality design with accompanying guidance on design and implementation tools.

17. As defined the District Centre only includes the north side of Plumstead Road and the retail/service uses off the roundabout, reflecting the active uses at the

time of the time of the LP preparation. In townscape terms, I see no reason to protect the north/south distinction and to exclude retail uses from the southern side of Plumstead Road. In my experience it is not unusual for local shopping centres of this size to have shops on either side of a busy road with a pedestrian crossing, as there is here. I am satisfied that in retail terms the Aldi store would integrate well with the centre. Its car park would provide safe and convenient parking for the centre and the location of the store entrance next to the pedestrian crossing on Plumstead Road would relate both the street and car park, encourage a strong relationship between the two sides of the street and pedestrian linkages to the bank and shops on the corner of Harvey Lane and St Williams Way.

18. In terms of the impact on the built environment, the southern side of Plumstead Road is currently open, the bowling green appearing as a gap within the street scene and the bungalows at Nos. 174 to 178 providing a weak and broken end to the line of houses to the west and a poor frame to the bowling green which itself is screened from the road by a line of conifers. Neither in my judgement are strong townscape features and their contribution to the streetscene is limited. The shopping centre retains some suburban character but looks piecemeal and inconsistent with the shops developed at different times and of different materials and sizes. On the north side of Plumstead Road the most visually distinctive features are the rather garish mix of shop fronts, the poor quality hard landscaping and forecourt parking giving it a rather tired appearance. On the southern side, the public house faces the roundabout but has a number of rear extensions which are seen in views from the street across the car park and detract generally from the street scene. In general, the District Centre has a poor quality built environment that would benefit from some enhancement. This is recognised in LP policy SHO14 which seeks, where development opportunities involving significant change to district centres are proposed, provision or a contribution toward their enhancement.

19. PPS6 encourages the growth and development of existing centres and the appeal scheme represents a further stage in the development of Plumstead Road to help it change to meet the needs of its catchment. In response to criticisms made to an earlier scheme, the building has been moved forward on the site with changes to the rear loading bay and the store entrance on the corner with a glazed canopy wrapping round the front of the building. Whilst the Council is now critical of its siting forward of the building line, I consider that it is appropriate for the building to address the street and its forward position would reflect the store's role and function as part of the District Centre. The glazed canopy would extend up to the back edge of the footway reinforcing the entrance position and providing a convenient and visible location for bike racks and trolley storage. There is a variety of building styles in the area and whilst the design of the building is standard, its height to eaves, the shallow dual pitch roof and choice of white render for the main elevations reflect elements that I noted in the surrounding area.

20. The building would extend some 50m along the site frontage but as it would be seen in the context of retail development on the north side, which includes a long line of shop fronts albeit only single storey in height, its scale and massing would not look inappropriate or out of keeping. Changes made to the height of the rear roof and to the loading bay would ensure that the impact on those

living behind the site would be acceptable with conditions proposed to control delivery hours and operation, noise levels, external plant and refuse storage. Landscaping along the rear and side boundaries once established would screen the building and activities from surrounding residents.

21. The scheme would also bring benefits to the appearance of the District Centre with a well laid out and landscaped car park, available for the use of all shoppers and customers of the Heartsease PH and with natural surveillance provided by the active built frontage to the store. The design provides for the creation of an outside seating area to the rear of the public house and a clearly defined pedestrian route through the site. In addition, in accord with the objectives of LP policy SHO14, the appellants propose through the Unilateral Undertaking a contribution of £5,000 towards townscape improvements to the centre which would enhance the appearance and quality of the area. Overall I conclude that in terms of PPS1, PPS6 and LP policies HBE12, SHO14, SHO3(iii) and SHO12(ii) the proposal would have a positive impact on the townscape and quality of the built environment and I find there would be no significant detrimental impact on either residential amenity or landscape.

Loss of urban green space

22. The bowling green is identified on the Proposals Map as urban green space where LP policy SR3 resists the loss of existing recreational facilities '*unless (i) an alternative facility of equivalent sporting or recreational value is provided and (ii) there is no overriding amenity or biodiversity interest that would be lost or damaged.*' As I have already concluded that there would be no harm to townscape or residential amenity interests, I am satisfied that part (ii) would be met. The second part of the policy however also requires that where there is no overriding amenity or biodiversity interest, proposals for development on urban green space will be evaluated for their contribution to the amenity of the local community, to biodiversity, to a qualitative improvement to any remaining open space and (if involving the loss of open space), their contribution to the standards in policies SR1 and SR2.

23. Dealing first with the amenity value of the bowling green to the local community, it seems to me that as the bowling green was used by a private club and thus was not accessible to the general public, any value to those living around would primarily relate to the natural break it provided in the built form. Whilst there were suggestions at the Hearing that it could be re-used, for example for tennis courts, these had not been seriously thought through and there was no indication of any interest from a club or individual in taking the ground. I particularly noted on my site visit that there were no public views of the green from either the car park or the street and given my conclusions above on the acceptability of the proposed development in the streetscene, I do not consider that there would be any material harm to the amenity of the local community. No case was made of any loss of biodiversity interest.

24. As to evaluating any qualitative improvement to any remaining open space and contribution to standards, I have considered these in the context of the satisfaction of part (i) of policy SR3 and the proposed provision of an alternative facility of equivalent sporting or recreational value. The Council has indicated an existing small deficiency of some 0.71ha in the provision of formal open space in this sector of the City. However its Parks and Open Spaces

Officer, when consulted on the application, made no objection to the loss of the facility because of falling demand for bowling greens across the City and saw *'no point in providing a replacement bowling green elsewhere within the City'*. I am not satisfied that 0.2ha of unused private formal open space facilities should be retained solely to contribute towards a theoretical standard when its retention is not supported by the Council's own open space officers.

25. The appeal proposals include provision thorough a contribution in the Unilateral Undertaking for upgrading existing facilities at Lakenham Recreational Ground, about 3 miles away and to where the Brewery Bowling Club has moved. Current use of the Ground is at a low level and restricted and the appellants' £35,000 contribution is intended to be used towards upgrading an existing sports pavilion, security fencing and other improvement works. I am satisfied that these proposals would increase the potential of the existing facility for much higher levels of sport and recreational use and it is appropriate to consider them as providing an alternative facility that would be of equivalent sporting/recreational value. Whilst Lakenham is some distance from Plumstead Road, I consider that there would be an overall benefit to the City and its population which would go towards meeting the objectives of policy SR3. In addition, in order to address the concerns about the loss to the immediate area, a contribution of £15,000 is also offered by the appellants for improvements to Pilling Park, the local park to Plumstead Road. I was told that this would contribute towards the path re-surfacing and I saw when I visited that such an improvement would be of benefit to all those using the park.

26. PPG17 advises on planning for open space, sports and recreation and requires local authorities to have a robust and up to date assessment of open space. The City Council has not completed its assessment but at the Hearing pointed to advice in PPG17 that where developers seek to demonstrate that land or buildings are surplus to requirements they should consult the local community and demonstrate that their proposals are widely supported. PPG17 predates the LP and there is no requirement in policy SR3 or its supporting text for such a programme of community consultation. The appellants' analysis of the letters received in response to the application showed that only 8 out of 60 referred to the loss of the bowling green, considering it a *'well used'* facility. In coming to a conclusion on this issue, I consider significant weight should be given to the views of the Council's own Parks and Open Spaces Officer who supported the proposal. In my view the proposal would result in a net gain to the City in terms of enhanced sports facilities and I am satisfied that the requirement in policy SR3(i) for an alternative facility of equivalent sporting or recreational value would be provided.

Loss of housing

27. The scheme would result in the loss of 3 dwellings. Such redevelopment is not permitted by LP policy HOU16 unless it can be demonstrated to provide an overriding community gain of facilities serving local people which cannot be achieved in any other way or a clear conservation or regeneration purpose benefiting the character or economy of the area.

28. I have already concluded that the proposed development satisfies the objectives of LP policies SHO2, SHO3 and SHO12. It would offer improved retail provision and benefits within the District Centre, together with

improvements to Lakenham and Pilling Park, in accord with LP policy SR3. The Council has referred to high housing demand in the City with a current annual net requirement for housing of 1,222 units. Whilst there is a need for housing, and existing residential properties should not be lost lightly, planning is about promoting sustainable and inclusive patterns of development. That includes not only providing homes for people but also jobs and shops and it is a Government objective to promote and enhance existing centres, enhance consumer choice and improve accessibility. On balance I conclude that there are good grounds in terms of choice and quality, and lack of an alternative sequentially preferable site, to give rise to the community gain sought in policy HOU16 to justify the loss of these 3 dwellings.

Other matters

29. Many of the local residents in their letters of objection and at the Hearing expressed their concerns about highway safety and the potential for traffic congestion at the roundabout as a result of the development. The roundabout is on the Inner Ring Road and with Plumstead Road are busy traffic routes serving the eastern side of the City. However the personal injury accident records do not bear out opinions that this is a dangerous junction. The Council did not refuse the application on highway grounds and the County Council as Highway Authority accepted the appellants' July 2006 Transport Assessment, which included traffic counts and modelling of queues at the roundabout junctions. In accord with LP policy TRA10, the appellants has provided through the Unilateral Undertaking to pay a Traffic Regulation Order contribution and conditions are proposed to ensure the implementation of the proposed off-site highway works.

30. I visited Plumstead Road just at the end of the morning peak period and during the evening peak. On both occasions, I observed queuing on various arms of the roundabout but I also noted that the traffic had ebbs and flows indicating, other than the Plumstead Road arm, that the roundabout was not generally at capacity. The car park would be laid out with a separate entrance and exit with traffic entering the site by a left turn only off Plumstead Road and exiting onto Harvey Lane, again as a left turn only. This would mean an increase in movements on the roundabout for traffic coming from the west but there would be no disruption to the free flow of traffic by vehicles waiting to turn right into the site. The new pedestrian crossing would benefit shoppers and school children and whilst it would be close to the roundabout, the appellants' highway consultant was satisfied that flows in Harvey Lane were not such that traffic on the roundabout would be blocked by waiting vehicles. No changes are proposed to the bus lay bys on either side of Plumstead Road.

31. The new store would generate around 100 arrivals/100 departures during peak hours but a significant percentage would be those already passing by whilst others would be making linked trips and there would be other transferred trips. Given that the store's catchment area is local, I do not consider that the potential for additional movements would be such as to render the roundabout gridlocked as some residents fear. Indeed with parking spaces available in the new car park, there might be less parking on the street and less disruption to passing traffic. Taken together, I am satisfied that the proposed development would not give rise to unacceptable impacts on the road network in the vicinity.

Conditions and Unilateral Undertaking

32. The parties tabled a schedule of agreed conditions at the Hearing. I am satisfied that those relating to materials, car parking, signing of the exit and entrance and left turn only, pedestrian access routes, landscaping, noise attenuation of plant, installation of extract ventilation, outside storage and refuse storage are necessary to secure an appropriate standard of development. As the loading bay would be to the rear of the store and close to houses, I consider it reasonable to impose conditions relating to delivery hours, use and maintenance of the loading bay, refrigeration units, reversing alarms and the non-use of cages. The scheme proposes off-site highway improvements and conditions are necessary to ensure that they are in place before the store opens. As the car park is intended to serve the whole centre I also agree on the need for a car park management plan which should include a review procedure. A condition limiting the percentage of net floor areas to be used for ancillary sales is reasonable, given the evidence provided on convenience goods floorspace, as are conditions for submission, agreement and implementation of a Travel Plan.

33. The appellants provided an executed Unilateral Undertaking at the Hearing which offered contributions to Lakenham Bowling Green, Pilling Park and Plumstead Road District Centre improvements, thus overcoming three of the Council's reasons for refusal. I am satisfied for reasons set out above that the provisions of the Undertaking meet the Secretary of State's policy tests in Annex B to Circular 05/2005.

Conclusions

34. The erection of an Aldi foodstore at Plumstead Road represents an acceptable development that would fully accord with the objectives and aspirations of Government policy in PPS6 and with the Local Plan, in particular shopping policies SHO2, SHO3, SHO12 and SHO14. The site forms a logical extension to the District Centre and the new store would offer improved convenience facilities, improving consumer choice within both the local and wider catchment areas. Environmental improvements to the District Centre should be welcomed and would improve its attractiveness as a shopping destination. I have concluded that there would be no harm, through the design, scale, massing, layout or appearance of the development, to the character of the area or to the streetscene. As to the loss of urban green space, the appellants' proposals would comply with the requirements of policy SR3 in offering equivalent facility elsewhere. There would be a small loss of housing but it would be offset by the overall community gain and thus would satisfy policy HOU16. I have taken into account all other matters raised, including concerns about traffic and highway safety, but I have found none to be of such weight as to override my conclusions that the appeal should be allowed and permission granted subject to the conditions set out in the attached Schedule.

Mary O'Rourke

Inspector

APP/G2625/A/07/2034574
Schedule of Conditions attached to the Permission

1. The development must be begun within three years of the date of this permission.

2. Prior to the commencement of the development hereby permitted details or samples of the materials to be used in the construction of the external walls and roof of the building shall be submitted to and approved in writing by Local Planning Authority and development shall be carried out as approved.

3. Prior to the first occupation of the building, walls and fences shall be erected or hedges provided in accordance with details to be first approved in writing by the Local Planning Authority. These shall thereafter be permanently retained.

4. Prior to the first occupation of the building car parking areas shall be laid out, surfaced and available for use and bicycle storage provided, in accordance with a scheme to be first approved in writing by the Local Planning Authority. This shall thereafter be permanently retained.

5. Prior to the first occupation of the building, details of the pedestrian access routes through the site shall be submitted and approved in writing by the Local Planning Authority. They shall be provided before the use hereby permitted commences and thereafter retained in full accordance with the approved details.

6. Within six months of the completion, or first occupation of the development hereby permitted (whichever is the earlier) landscaping, planting and site treatment works shall be carried out in accordance with a scheme to be first approved in writing by the Local Planning Authority and shall be permanently retained thereafter.

7. Any trees or plants which comprise part of the approved landscaping scheme and within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

8. Prior to the first occupation of the development, details of any extract ventilation or fume extraction system including the position of ventilation, fume or flue outlet points and the type of filtration or other fume treatment to be installed and used in the premises in pursuance of this permission shall be submitted to and approved in writing by the Local Planning Authority. The approved system shall be installed before the use hereby permitted commences and thereafter retained in full accordance with the approved details.

9. No materials shall be kept, deposited or stored in the open on the site the subject of this permission other than within any screened area specifically permitted in writing by the Local Planning Authority for this purpose. Any

materials/goods/containers/refuse deposited or stored in the defined area shall not be stacked to a height exceeding the approved means of enclosure.

10. The use of reversing alarms by service delivery vehicles on the site is prohibited and means of reverse warning shall be by other methods.

11. Refrigeration units fitted to delivery vehicles shall be switched off when on site.

12. The loading and unloading of vehicles shall only take place in the designated delivery area.

13. The dock leveller shroud and associated rubber buffer shall be maintained in a good state of repair at all times. The shroud shall be used at all times during loading and unloading operations.

14. No cages are to be used for the transfer of goods.

15. No deliveries to the store nor refuse disposal from the store hereby permitted shall take place outside the hours of 07.30 to 22.00 Monday to Saturday, and 09.00 to 16.00 hours on Sundays/Bank Holidays.

16. The installation or use of any plant or machinery on the premises shall be in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for the reduction, where necessary, of the level of noise and vibration emanating from the premises, such that noise levels from the building hereby permitted shall not exceed 26dBA as measured or calculated at the nearest noise sensitive premises between the hours of 23:00 and 07:00 seven days per week, and 36dBA at any other time.

17. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987, or any order revoking or re-enacting that order, the premises the subject of this permission may be used for the sale of convenience goods, with no more than 15% of net floor areas to be allocated to ancillary sales without the express permission in writing of the Local Planning Authority.

18. No works shall commence on site until a detailed scheme for the off-site highway improvements as indicated in principle on drawing 2173/10/F, (including the proposed pedestrian crossing) has been submitted to and approved in writing by the Local Planning Authority.

19. Prior to the first occupation of the development hereby permitted the off site highway improvements works referred to in condition 18, shall be completed to the written satisfaction of the Local Planning Authority.

20. Prior to the first occupation of the development hereby permitted, or such other time period as maybe agreed in writing with the Local Planning Authority, a car park management plan shall be submitted to and agreed in writing by the Local Planning Authority. The car park management plan

shall include a review procedure. The car park management plan shall be implemented as approved.

21. Prior to the first occupation of the development a scheme indicating the measures to be taken to direct traffic entering and leaving the site to make a left turn only in and out of the site shall be submitted to and approved in writing by the Local Planning Authority. The approved traffic management scheme shall be implemented prior to the commencement of the use and permanently retained thereafter in full accordance with the approved details

22. The development hereby permitted shall not be commenced until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority.

23. No part of the development hereby permitted shall be occupied prior to the implementation of the Travel Plan approved in accord with condition 22. Those parts of the approved Travel Plan implemented in accordance with the timetable contained therein shall continue to be implemented as long as any part of the development is occupied.

24. Prior to the first occupation of the development, a scheme shall be submitted to and approved in writing by the Local Planning Authority for the provision and screening of refuse storage areas for the Heartsease Public House. The approved scheme shall be implemented prior to the commencement of the use and permanently retained thereafter in full accordance with the approved details

APPEARANCES

FOR THE APPELLANTS:

Ben Ellis	Planning Potential, 3 Palace House, Cathedral Street, London SE19DE
Nick Bradshaw	Connect Consultants, 78 Broad Street, Chipping Sodbury BS37 6AG
Jon Spires	Harris Partnership, 101 London Road, Reading RG1 5BY
Garry Ellis	Chalden Properties Ltd, Carldane Court, Bromley Lane, Much Hadham SG10 6HU
Roland Stanley	Aldi Stores Ltd, Sheepcote, Springfield Business Park, Chelmsford, Essex CM2 5AS

FOR THE LOCAL PLANNING AUTHORITY:

Richard Smith	Planning Officer
Councillor David Bradford	Crome Ward Member and Chair of the City Planning Committee, City Hall, Norwich NR2 1NH

INTERESTED PERSONS:

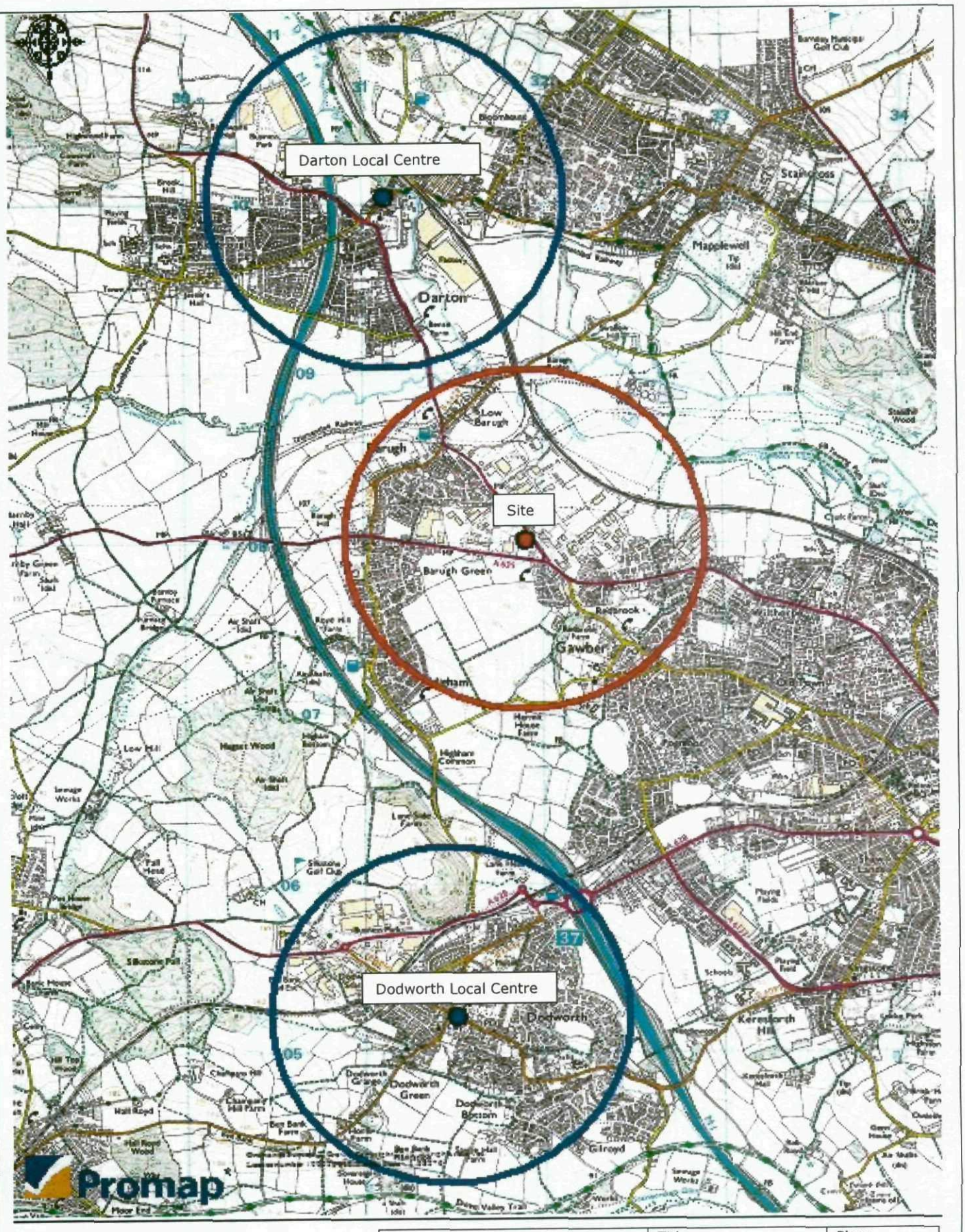
Councillor George Nobbs	County Councillor for Crome Division, County Hall, Norwich
Mark Scarfe	86 Harvey Lane, Norwich NR7 OAQ
Ian Newbury	18 Spinney Road, Thorpe St Andrew, Norwich NR7 0PN
Ron Mobbs MIOB MICW MIBC	168 Plumstead Road, Norwich NR1 4JY
John Staples	215 Plumstead Road, Norwich NR7 9NN
Roy Fisher	1 Valley Side Road, Norwich NR1 4LD
Sarah Layton	29 Wormersley Road, Norwich NR1 4QA
Mr King	172 Plumstead Road, Norwich NR1 4JY

DOCUMENTS

1 List of those present at the Hearing
2 Correspondence between the City Council and GO-East on 'saved' policies in the City of Norwich Replacement Local Plan 2004
3 Additional information submitted by Norwich City Council relating to the loss of urban greenspace
4 Unilateral Undertaking by the appellants dated 26 October 2007 relating to contributions towards Lakenham Bowling Green, Pilling Park and Plumstead Road Shopping Centre and for the making of a Traffic Regulation Order.
5 List of agreed conditions

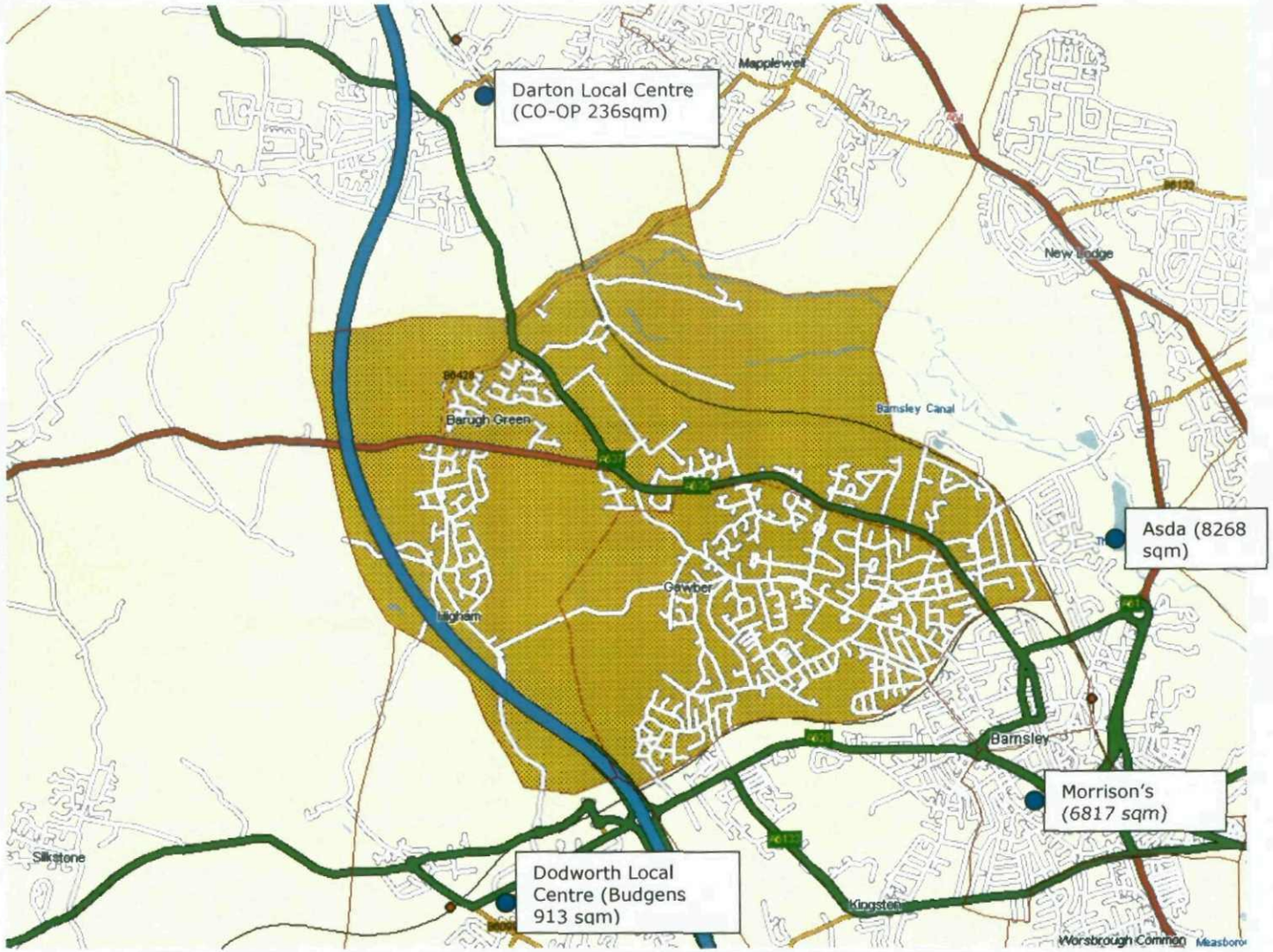
PLANS

A Application drawings
PP1 Site location plan
2173/10F site plan (Scheme 5)
2173/11C floor plan (Scheme 5)
2173/12C elevations (Scheme 5)
B Drg 2173 – 15a at 1:400 scale of the appeal development in context



Planning Potential Planning Regeneration and Development Magdalen House, 148 Tooley Street, London SE1 2TU Tel: 0207 357 8000 Email: info@planningpotential.co.uk www.planningpotential.co.uk	Title: Aldi Barugh Green and existing Local Centres 1 km Catchment Map
	Plan:
	Date: 12/08/2010
Job: 09/874	Author: GO'D

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Planning Potential
Planning Regeneration and Development
Magdalen House, 148 Tooley Street, London SE1 2TU
Tel: 0207 357 8000
Email: info@planningpotential.co.uk
www.planningpotential.co.uk

Title: Aldi Barugh Green 5 Minute Drivetime Catchment with Retail *Provision*	Plan: 004
	Date: 10/03/2010
Job: 09/874	Author: SA

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Table 1: Population and expenditure projections for convenience goods in 5-min PCA

	2010
Population	12,415
Expenditure per head	1,328
Available expenditure	16,239,813

Population	12,668
Expenditure per head	1,389
Available expenditure	17,331,914
Expenditure growth 2010-2	1,092,101

1. Populationbased on MapInfo Analysis of 5-Minute Drivetime PCA
2. Population growth identified in Barnsley Retail Study
3. Special forms of trading deducted at 1.5%.
4. Expenditure projections (1%) updated by MapInfo brief 08/02 and refinements provided by OEF
5. Expenditure per head figures Barnsley Retail Study 2007

Table 2

Population and expenditure projections for comparison goods within the catchment of the Aldi store for 2010 and 2015

	2010 Updated growth rates
Population	12,415
Expenditure per head	2,739
Available expenditure on convenience goods	34,004,685
	2015
Population	12,668
Expenditure per head	3,299
Available expenditure on convenience goods	41,791,732
Expenditure growth 2010 - 2015	**7,787,047**

Notes

Population and expenditure per head figures based on MapInfo Analysis of 5-Minute Drivetime PCA

2. Expenditure projections (3%) using mapinfo brief 08/02 and refinements provided by OEF

3. Special forms of trading (5%) deducted at base

Table 3 Turnover of Proposal

Aldi Foodstore

2010

	Floor Area (sqm net)	Turnover (£ per sqm)	Turnover (£)
Convenience Goods	792	4554	3,606,768.00
Comparison Goods	198	4554	901,692.00

2015

Convenience Goods	792	4733	3,748,536.00
Comparison Goods	198	4733	937,134.00

Notes
Turnover estimate taken from Mintel UK Retail Rankings 2006 and VAT 7%
Projected forward using growth rate of 0.9% from Mapinfo brief 08/02

	Floor Area (sqm net)	Turnover (£ per sqm)	Turnover (£)
Retail Units			
Comparison Goods	571	5000	2,855,000.00

Assume 80% net floor area
Turnover estimate taken from Barnsley Retail Study assumed figure for 2011 and 2021

Table 4

Capacity for additional convenience floorspace within the catchment at 2015

1 Total available expenditure within the catchment at 2010	16,239,813
2 Total available expenditure within the catchment at 2015	17,331,914
3 Available expenditure due to growth	1,092,101
4 Assumed leakage at 100% (2015)	17,331,914
5 Total Expenditure following leakage.	17,331,914
6 Turnover of proposed Aldi (2015)	3,373,682
7 Continued leakage following ontroduction of Aldi.	13,958,232

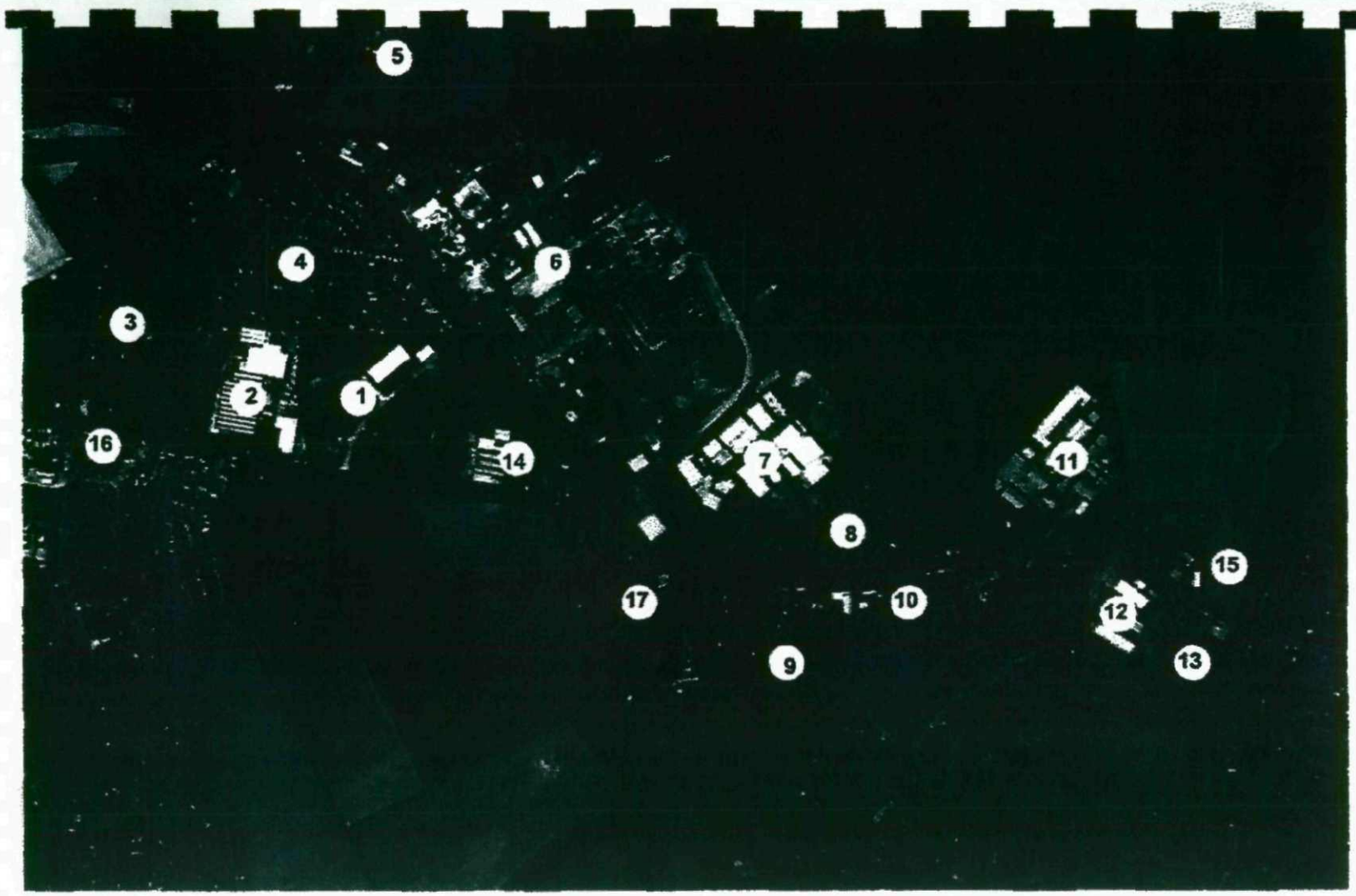
Notes

1 *All main food shopping trade currently leaking to out of centre stores*

2 Assumed leakage at 100% to stores outside PCA ie continued unsustainable position

Appendix 3

Assessment of Alternative Sites



Site 1. Land between Claycliffe Road & Barugh Green Road
Site 2. Metro Trading Estate
Site 3. Land at Barugh Lane
Site 4. Land at Claycliffe Road
Site 5. Deane Hall Farm lane
Site 6. Claycliffe Industrial Estate
Site 7. Claycliffe Industrial Estate
Site 8. Dayhouse Farm, Wilthorpe
Site 9. Land at Wilbrook Rise
Site 10. Land at Wilthorpe Road
Site 11. Redbrook Business Park
Site 12. Barnsley Business Innovation Centre
Site 13. Land at Innovation Way
Site 14. E.B. Equipment building & adjacent land
Site 15. Land north of Wilthorpe Road
Site 16. Land at Barugh Green Road
Site 17. Land at Redbrook Close

SITE SCHEDULE

Site Number	Site Name
Site 1	Land between Claycliffe Road and Barugh Green Road
Site 2	R.J. Masters, Metro Trading Estate, Barugh Green Road
Site 3	Land at Barugh Lane
Site 4	Land at Claycliffe Road
Site 5	Deane Hall Farm land
Site 6	Claycliffe Industrial Estate, Claycliffe Lane
Site 7	Claycliffe Industrial Estate (Zenith Park), Claycliffe Road
Site 8	Dayhouse Farm,Wilthorpe
Site 9	Land at Wilbrook Rise
Site 10	Land at Wilthorpe Road/Ripley Grove
Site 11	Redbrook Business Park, Wilthorpe Road
Site 12	Barnsley Business Innovation Centre, Innovation Way
Site 13	Land at Innovation Way/Ripley Grove
Site 14	E.B. Equipment building and associated land.
Site 15	Land north of Wilthorpe Road, Redbrook
Site 16	Land at Barugh Green Road
Site 17	Land at Redbrook Close

Site 1	Land between Claycliffe Road and Barugh Green Road
Description	This site is allocated within the Barnsley UDP for development for employment uses under policy BA4 (1). Part of this site has been developed as Claycliffe Business Park for B1, B2 B8 use classes (7.5 ha). Part of the site, north of E.B. Equipment, is still available (2.2 ha) and is currently open space.
Site Area	9.7 ha
Comment	The site is located within an employment zone and as such majority of the site has already being brought forward for this purpose. The majority of this site is therefore not available as it is has already undergone redevelopment for employment uses. The remainder of the site which is still available is allocated for employment purposes and due to its location and setting it is well suited to this use. It offers no advantages over the application site in policy or accessibility terms. On this basis this site is discounted.

Site 2	R.J. Masters, Metro Trading Estate, Barugh Green Road
Description	This site is allocated within the Barnsley UDP as an existing employment area and as such is protected under policy BA5 (1). The site currently contains a haulage, storage and distribution depot. Small industrial units have been provided along the western side of the site. Majority of the units are occupied.
Site Area	3.7 ha
Comment	Existing employment site. The site is not currently available as it is already in employment use. The site may theoretically be available for redevelopment but due to the its location, access and use employment development would remain the most viable option for this site. On this basis this site is discounted.

Site 3	Land at Barugh Lane
Description	This site is allocated for housing within the Barnsley UDP under policy BA1/2. This area consists of three areas of land accessed from Barugh Lane which are now occupied by residential accommodation. The entire site has been developed for housing in accordance with the UDP.
Site Area	2.42 ha
Comment	The site is located within a predominantly residential setting and has already being brought forward for housing. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 4	Land at Claycliffe Road
Description	This site is allocated for housing within the Barnsley UDP under policy BA1/3. The entire site has been developed for housing in accordance with the UDP.
Site Area	7.85 ha
Comment	The site is located within a predominantly residential setting and has already being brought forward for housing. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 5	Deane Hall Farm land
Description	This site is allocated for housing within the Barnsley UDP under policy BA1/1. The site has been developed for housing in accordance with the UDP.
Site Area	0.79 ha
Comment	The site is located within a predominantly residential setting and as such has already been brought forward for housing. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 6	Claycliffe Industrial Estate, Claycliffe Lane
Description	This site is allocated within the Barnsley UDP as an existing employment area and as such is protected under policy BA5 (3). This site is a well established industrial estate and is occupied by employment units. There are parts of the site which could still be developed, for example, to the north east an area is going to be developed as a new business park providing 2,500-60,000 sqft of factory, warehouse and office space.
Site Area	34.3 ha
Comment	The site is located within an employment zone and as such majority of the site has already being brought forward for this purpose. The majority of this site is therefore not available as it is has already undergone development. The remainder of the site which is still available is allocated for employment purposes and due to its location and setting it is well suited to this use. Moreover, the land that remains available for development is at the periphery of the site and has a low profile. It is less central and less accessible to the identified demand, and is commercially unappealing. It offers no advantages over the application site in policy or accessibility terms. On this basis this site is discounted.

Site 7	Claycliffe Industrial Estate (Zenith Park), Claycliffe Road
Description	This site is allocated within the Barnsley UDP for development for employment uses under policy BA4/2. As the site is in several ownerships it has been brought forward for development at different stages. The site has now been fully developed for the following: • 1.2 ha of the site owned by the Langtree Group provides 19 small advance units for B1, B2, B8 uses. • 3.0 ha of the site owned by the Langtree Group provides 8 small/medium advance units for B1, B2, B8 uses. • 3.7 ha of the site owned by Yorkshire Forward has several buildings for B1, B2, B8 use classes. • 1.2 ha of the site owned by Westleigh Developments has several buildings providing B1 office space.
Site Area	9.2 ha
Comment	The site is located within an employment zone and the majority of the site has now been brought forward for this purpose. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 8	Dayhouse Farm,Wilthorpe
Description	This site is allocated for housing within the Barnsley UDP under policy BA1/4. The site has been developed for housing in accordance with the UDP.
Site Area	6.71 ha
Comment	The site is located within a predominantly residential setting and has already been brought forward for housing. The site is therefore not available as it has already undergone redevelopment. On this basis this site is discounted.

Site 9	Land at Wilbrook Rise
Description	This site is allocated for housing within the Barnsley UDP under policy BA1/5. The site has been developed for housing in accordance with the UDP.
Site Area	1.8 ha
Comment	The site is located within a predominantly residential setting and has already been brought forward for housing. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 10	Land at Wilthorpe Road/Ripley Grove
Description	This site is allocated for housing within the Barnsley UDP under policy BA1/6. The site has been developed for housing in accordance with the UDP.
Site Area	0.55 ha
Comment	The site is located within a predominantly residential setting and has already been brought forward for housing. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 11	Redbrook Business Park, Wilthorpe Road
Description	This site is allocated within the Barnsley UDP for development for employment uses under policy BA4/3. The site has been developed and provides buildings for B1, B2, B8 uses.
Site Area	4.6 ha
Comment	The site is allocated for employment development and has now been brought forward for this purpose. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 12	Barnsley Business Innovation Centre, Innovation Way
Description	This site is allocated within the Barnsley UDP for development for employment uses under policy BA4/4. All phases of development have been built out and it is now a B1 employment site providing 84 units of managed hi-tech incubation workspace varying from 198 to 2,000 sq ft.
Site Area	2.7 ha
Comment	The site is allocated for employment development and the site has now been brought forward for this purpose. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

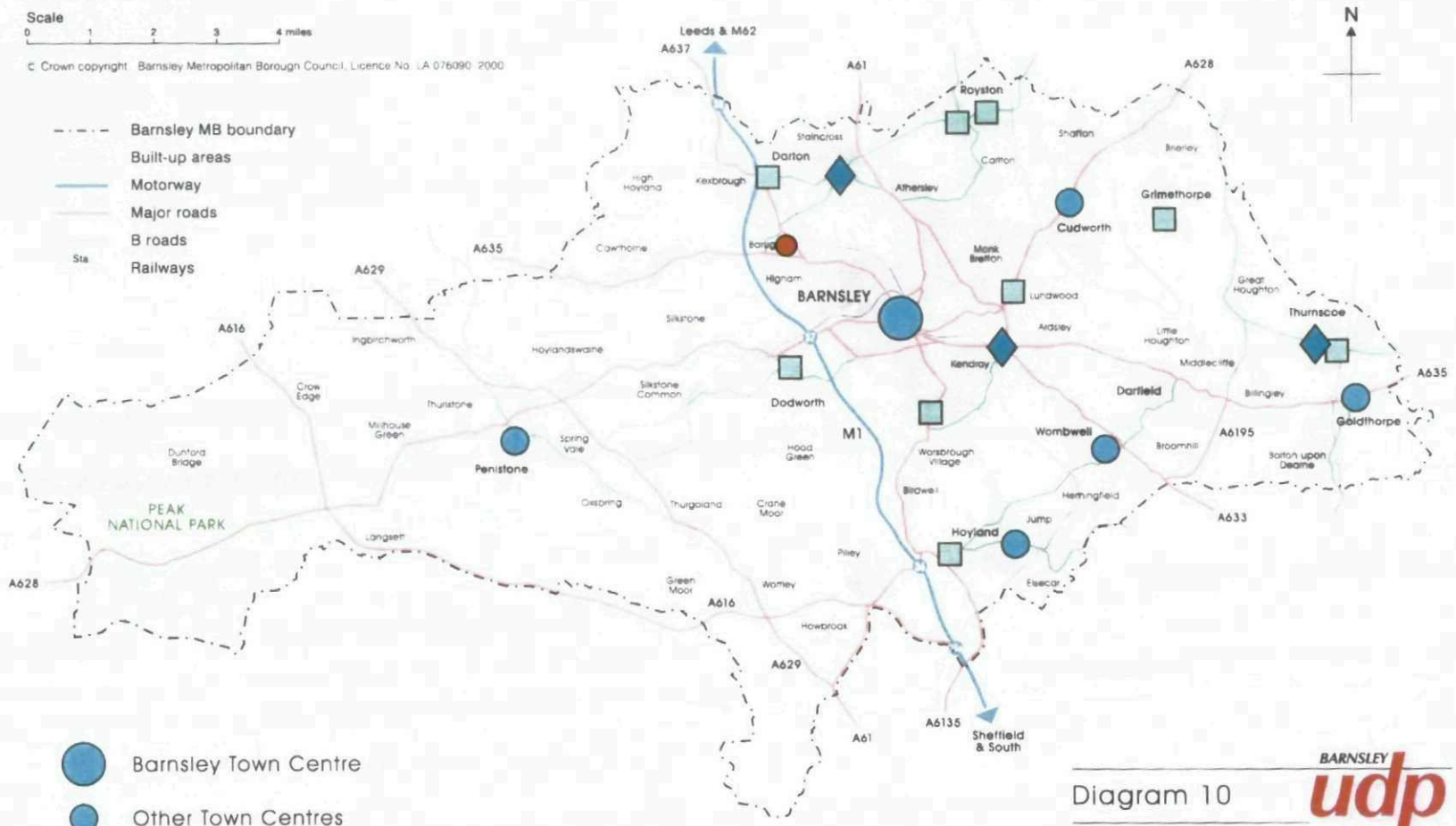
Site 13	Land at Innovation Way/Ripley Grove
Description	This site is allocated for housing within the Barnsley UDP under policy BA1/8. The site has been developed for housing in accordance with the UDP.
Site Area	4.15 ha
Comment	The site is located within a predominantly residential setting and has already been brought forward for housing. The site is therefore not available as it is has already undergone redevelopment. On this basis this site is discounted.

Site 14	E.B. Equipment building and associated land.
Description	This site is allocated within the Barnsley UDP as an existing employment area. This site contains the premises of E.B. Equipment, a long established agricultural equipment firm, a public house (Chestnut Tree) and vacant land formerly used as a garden centre, garage and dwelling. The vacant land is suitable for redevelopment, and is the subject of the current proposals.
Site Area	3.5 ha
Comment	The majority of this site is occupied by E.B Equipment and the public house and is not available. The vacant part of the site is the subject of the current proposals.

Site 15	Land north of Wilthorpe Road, Redbrook
Description	This site is allocated as land to remain undeveloped within the Barnsley UDP under policy BA11/2. This land is located between two areas of existing development but has no satisfactory means of access. It is also valued locally as open land. In the longer term it may have potential for development if a satisfactory access solution can be found and if the extent and form of development can be satisfactorily related to adjacent development and to the landscape of the Dearne Valley.
Site Area	1.6 ha
Comment	The site is protected and offers no advantage over the application site in policy terms. It is less central and less accessible to the identified demand. On this basis this site is discounted.

Site 16	Land at Barugh Green Road
Description	The site is not allocated for any specfic use within the Barnsley UDP. The site is a small area of open space situated in a predominantly residential setting. The site is "L" shaped and is generally level. The site has outline planning permission (reference 2007/0800) for a residential development of one three storey block and one two storey block of nine apartments. The permission was granted on 3 August 2007. The site is currently for sale.
Site Area	0.12 ha
Comment	Residential development is most appropriate for this site. It is too small by some margin for the current proposals. It is also less central and less accessible to the identified demand. On this basis this site is discounted.

Site 17	Land at Redbrook Close
Description	This site is not allocated for any specific use within the Barnsley UDP. The site is currently being developed for housing.
Site Area	0.61 ha
Comment	The site has already been brought forward for housing and is therefore not available as it is currently undergoing redevelopment. On this basis this site is discounted.



BARNSLEY udp

Diagram 10

SHOPPING CENTRE HIERARCHY

Neighbourhood Statistics

Office for National Statistics

Original URL: http://www.neighbourhood.statistics.gov.uk/dissemination/LeadTableView.do?a=7&b=6156071&c=darton+west&d=14&e=16&f=81&g=362552&i=1001x1003x1004x1005&l=161&o=1&m=0&r=1&s=1281625320181&enc=1

Cars or Vans (UV62)
Period: Apr01

Area: Darton West (Ward)

		Darton West	Barnsley (Metropolitan District)	Yorkshire and The Humber	England
All Households (Households)[1]	Count	[2] 4,338	92,165	2,064,748	20,451,427
No car or van (Households)[1]	Count	[2] 969	29,633	625,896	5,488,386
1 car or van (Households)[1]	Count	[2] 1,953	40,427	911,246	8,935,718
2 cars or vans (Households)[1]	Count	[2] 1,193	18,374	433,671	4,818,581
3 cars or vans (Households)[1]	Count	[2] 168	2,917	73,202	924,289
4 or more cars or vans (Households)[1]	Count	[2] 55	814	20,733	284,453
Total cars or vans (Vehicles)[1]	Count	[2] 5,082	89,530	2,090,309	22,607,629

Last Updated: 01 March 2007
Source: Office for National Statistics

Notes

1 National Statistics

2 Value derived by aggregating data supplied using the Neighbourhood Statistics Geography Hierarchy

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Neighbourhood Statistics

Office for National Statistics

Original URL: http://www.neighbourhood.statistics.gov.uk/dissemination/LeadTableView.do?a=7&b=6156071&c=darton+west&d=14&e=16&f=54& g=362552&i=1001x1003x1004x1005&l=107& o=1&m=0&r=1&s=1281625428507&enc=1

Economic Activity (UV28)
Period: Apr01

Area: Darton West (Ward)

		Darton West	Barnsley (Metropolitan District)	Yorkshire and The Humber	England
All People (Persons)[1]	Count	[2] 7,556	157,569	3,574,331	35,532,091
Economically active (Persons)[1]	Count	[2] 4,943	95,352	2,328,541	23,756,707
Economically active: Employee (Persons)[1]	Count	[2] 4,083	76,722	1,846,421	18,695,282
Economically active: Employee: Part-time (Persons)[1]	Count	[2] 1,005	19,458	460,689	4,196,041
Economically active: Employee: Full-time (Persons)[1]	Count	[2] 3,078	57,264	1,385,732	14,499,241
Economically active: Self-employed with employees (Persons)[1]	Count	[2] 190	3,736	101,742	1,049,823
Economically active: Self-employed with employees: Part-time (Persons)[1]	Count	[2] 20	510	15,007	151,575
Economically active: Self-employed with employees: Full-time (Persons)[1]	Count	[2] 170	3,226	86,735	898,248
Economically active: Self-employed without employees (Persons)[1]	Count	[2] 328	6,119	157,074	1,905,165
Economically active: Self-employed without employees: Part-time (Persons)[1]	Count	[2] 83	1,476	42,950	542,458
Economically active: Self-employed without employees: Full-time (Persons)[1]	Count	[2] 245	4,643	114,124	1,362,707
Economically active: Unemployed (Persons)[1]	Count	[2] 195	6,207	132,508	1,188,855
Economically active: Full-time Students (Persons)[1]	Count	[2] 147	2,568	90,796	917,582
Economically inactive (Persons)[1]	Count	[2] 2,613	62,217	1,245,790	11,775,384
Economically inactive: Retired (Persons)[1]	Count	[2] 1,193	23,624	510,132	4,811,595
Economically inactive: Student (Persons)[1]	Count	[2] 241	4,909	173,792	1,660,564
Economically inactive: Looking after home / family (Persons)[1]	Count	[2] 421	11,516	230,344	2,316,229
Economically inactive: Permanently sick / disabled (Persons)[1]	Count	[2] 594	16,438	217,756	1,884,901
Economically inactive: Other (Persons)[1]	Count	[2] 164	5,730	113,766	1,102,095

Last Updated: 18 November 2004
Source: Office for National Statistics

Notes

1 National Statistics

2 Value derived by aggregating data supplied using the Neighbourhood Statistics Geography Hierarchy

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Vacant Employment Sites



KEY

1. Redbrooke Industrial Estate BNP Parabis Shelf 33,681 sqft
2. Morston Claycliffe Office Park 10,763 sqft
3. Zeneth Parl Networkcentre 11,435 sqft
4. Zenith Park Whaley Road 5,562 sqft
5. Rear of Zeneth Park 60,000sqft
6. Centenary House, Whaley Road 5,500sqft
7. North Barugh Green Road 10,000sqft
8. North of Barugh Green Road 10,000sqft
9. North of Barugh Green Road 12,600 sqft
10. North of Barugh Green Road 89,000sqft
11. Dearne Mills 340,000sqft
12. Junction 38 Business Park 250,000sqft

Proposed Site Location

Planning Potential
Planning Regeneration and Development

14-15 Regent Parade
Harrogate HG1 5AW
Tel: 01423 226144

Email: info@planningpotential.co.uk

www.planningpotential.co.uk

Title:	Plan:
Vacant Employ-ment Land	Date: 19.05.10
Job: 09/874	Author: SA

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PLANNING POLICY CONTEXT

Relevant planning policy is contained in National Policy Guidance Notes (PPGs) and Statements (PPSs), the Regional Spatial Strategy for Yorkshire and the Humber (RSS), saved policies in the Barnsley UDP (2000) and the emerging Local Development Framework (LDF).

Prior to considering the Development Plan Context policies, we set out the context provided by National Planning Guidance.

National Planning Policy

PPS1 Delivering Sustainable Development (2005)

1. PPS1 sets out the Government's main objectives for the planning system. These are largely based on the principles of sustainable development – economic development, social inclusion, environmental protection and prudent use of resources. Central to this is the need to make more efficient use of land, the promotion of high intensity development and the reuse of previously developed land.

2. PPS1 aims to encourage economic growth and to minimise social inclusion. Paragraph 23 concerns sustainable economic development and confirms that the Government is committed to promoting a strong, stable, and productive economy that aims to bring jobs and prosperity for all. Planning authorities should attempt to ensure that suitable locations are available for industrial, commercial, retail, public sector, tourism and leisure developments so that the economy can prosper.

3. The application site forms a highly sustainable location to serve the surrounding residents of Barugh Green, allowing them to meet their day to day shopping needs. The site is Brownfield and will provide approximately 50-60 jobs, as well as the potential to act as a catalyst for further investment and regeneration within Barugh Green.

PPS 4 Planning for Prosperous Economies

4. Principle national guidance in relation to retail development is contained within the newly published PPS4, which supersedes PPS6. Notably PPS4 recognises the significant role retail developments play in terms of economic investment.

5. Policy EC10, Determining Planning Applications for Economic Development states that local authorities should adopt a positive and constructive approach towards planning applications for economic development. Planning applications that secure sustainable economic growth should be treated favourably. The proposal meets the criteria outlined in EC10.2. The planning application proposes a new local centre which will promote sustainable shopping patterns, assisting in meeting both quantitative and qualitative needs. A new local centre facility in this location will provide a number of job opportunities, as well as the potential to attract further economic investment, particularly in terms of the positive effects regeneration of a vacant and redundant site will provide, resulting in more positive perceptions of Barugh Green. This policy also sets out a number of criteria by which applications should be assessed which are addressed within the Planning Statement.

6. Policy EC11 addresses the determination of planning applications for economic development not in accordance with an up to date development plan highlighting the need to take into account the long term benefits including job creation and consideration of the proposals in light of the wider objectives of the development plan. Although the site is not specifically allocated for retail development, as set out in the Development Plan Context section, the proposals do accord with wider objectives in terms of promoting economically, environmentally and socially sustainable communities.

7. PPS4 requires the consideration of impact, policy EC16 sets out an impact assessment required where retail uses are proposed in locations

not in accordance with an up to date development plan. The impact assessment is addressed within the Planning Statement. Further guidance for such uses not in accordance with an up to date development plan is set out in policy EC17.

PPG13: Transport (March 2001)

8. The latest version of PPG13 was formally published in March 2001. Although dated many of the key aims and objectives remain relevant. It emphasises the need to minimize the length of motor journeys and to encourage alternative means of travel and reduce the reliance on the private car. It seeks to encourage Local Planning Authorities to integrate transport and land use planning to influence the mode of travel chosen through infrastructure and transport policies contained in the Development Plan. Generators of significant numbers of journeys should be focused within existing shopping centres and/or be highly accessible to alternative means of travel other than the private car.

9. To this end, PPG13 endorses the advice provided through PPS4 on accessibility and easy walking distances between sites for proposed new retail development. Indeed such sites should be emphasised that are highly accessible to alternative modes of transport.

10. PPG13 positively encourages alternative modes of transport including walking and cycling, in addition to public transport other than car borne modes of transport. In respect of walking it states that this is the most important mode of travel at the local level and offers the greatest potential to replace short car trips, particularly under 2km. Walking also forms a forgotten part of all longer journeys by public transport and cars. Paragraph 76 sets out a number of key objectives in order to ensure that a high proportion of trips are made by those choosing to walk. These include the promotion of local day to day shops which are within easy walking distance of housing.

11. Plan PP2 contained within Appendix 2 demonstrates how the application proposals will integrate with other existing uses within Barugh Green and will form a highly accessible local centre to serve surrounding residents.

Regional Guidance

Yorkshire and Humber Regional Spatial Strategy

12. The Yorkshire and Humber RSS was adopted in 2008 and outlines the overall spatial vision for the Region.

13. Within the RSS, Barnsley is identified as a Sub-Regional Town. Such centres are identified as being the prime focus for housing, jobs and services in the Region where the majority of new development will be concentrated.

14. The Regional Spatial Strategy proceeds the current adopted UDP, Policy E1 recognises the potential of retail development as a key economic and employment generator.

15. Policy E3 identifies the appropriate use of previously developed land, including the use of allocations to meet the needs of the modern economy taking into account the need for additional retail floorspace.

16. Policy SY1 sets out the South Yorkshire sub area approach and states that all plans and strategies will seek to transform Barnsley as a vibrant, healthy, accessible, attractive and safe place to live, visit and work. Development where possible should support regeneration.

17. As such, retail proposals in this location are considered to accord with the regional guidance set out in the Yorkshire and Humber RSS (2008), in terms of their potential to generate employment, regenerate a redundant site, as well as provide a local convenience facility to meet

the day to day needs of the surrounding population encouraging a vibrant, healthy, accessible and safe place to live.

Development Plan Context

Barnsley Unitary Development Plan (UDP) (2000)

18. The current development plan for Barnsley is the UDP adopted in 2000. A number of the UDP policies have been saved whilst the Local Development Framework is prepared. The Barnsley *UDP* pre-dates PPS4, but still contains site specific policies.

19. The Local Development framework is at an early stage in the preparation process, the core strategy is scheduled for adoption in 2011.

20. Section 5 of the UDP sets out the Council's policies on Town Centres and Retailing.

21. The UDP aims to enable adequate provision for retail development consistent with the needs of the community; reflect the needs of individual communities for ready access to convenience based facilities; and ensure that less able members of the community have ready access to a choice of retail facilities. There are currently no defined centres in Barugh Green to meet the needs the local community.

21. Specific guidance for new retail development outside of defined shopping centres is detailed in policies S3, S4, S5 and S6. Policy S3 outlines that new retail development on an out of centre site will be permitted where there are no alternative suitable sites available within defined centres, and where the site is accessible. Policy S6 Local Shops, states that "*Local shopping facilities, serving the day to day needs of an immediate locality will be permitted subject to scale, traffic and environmental considerations.*"

22. The proposed development is in line with the retail objectives set out in the UDP, in the absence of a defined centre to meet the needs of the local community a new foodstore will increase access, range and choice to convenience facilities for the residents of Barugh Green.

23. The application site is identified on the UDP proposals map as an 'Employment Policy Area', part of the Claycliffe Industrial Estate. As outlined above PPS4 recognises the contribution retail development can provide in relation to employment generation. Further, in respect of this policy, it has already been accepted in the previous application granted in 2009, in relation to this site, the suitability for retail uses.

24. The application will provide the creation of 50-60 jobs, as well as significantly improving the appearance and perceptions of Claycliffe and the wider Barugh Green Area, which is turn is likely to attract further investment.

25. In terms of employment land provision the Committee report for the previous approved scheme noted that no schemes promoting B1, B2 and B8 uses have been forthcoming and that A1 development upon the site would be necessary in terms of viability, in order to bring other employment generating uses to the site. The site has remained vacant for over 15 years therefore it is no longer considered feasible that the site will come forward solely for employment uses.

26. Policy ED7 of the UDP indicates that other employment generating uses may be acceptable upon the site. Although this policy sets out that A1 uses should not normally be permitted, since the adoption of the UDP new policy guidance namely PPS4 and the RSS acknowledge retail development as a form of economic development. As such, retail development is considered appropriate in this location due to the ability to generate employment; regenerate the site; attract further investment; and provide a localised convenience provision to serve the surrounding community. Further guidance is contained within SPG 23

Uses on Employment Sites and SPG 24 Re-use of Employment Policy Areas.

27. In terms of transport, the site is located in a prominent location on a main transport route into Barnsley. Policy T2 states that development will only be allowed if additional demand can be accommodated on the highway network without significant detriment to the environment or the safety and ease of movement of vehicles and pedestrians using the network. A full transport assessment accompanies this planning application.

28. Relevant policies providing guidance on design and conservation issues are contained within policy BE6 which sets out the Councils design standards, and sets out the criteria by which proposals for development will be assessed and policy GS22 Woodland Trees and Hedgerows seeks the retention and management of existing hedgerows, woodlands and trees. Further guidance is available in SPG 9 Trees and Hedgerows.

29. The proposals are in line with council policy encouraging planning applications to contribute to creating and maintaining an attractive built environment.

Employment Land Review

29. Barnsley does not have a current employment land review, although this will be undertaken in the future to support the local development framework.

Retail Study

30. A Retail Capacity study update was undertaken in 2007 for Barnsley Borough. This retail capacity study will form part of the evidence base for the preparation of the Development Plan Documents forming the Local Development Framework. This document is a material

consideration in the determining of planning applications and is addressed within the Planning Statement.

31. To summarise, the proposals are fully compliant with the policies and objectives of both National and Local Planning Guidance. They will deliver significant benefits generating employment, regenerating a redundant site, as well as provide a local facility to meet the day to day needs of the surrounding community, thus addressing social exclusion.