

SITE PLAN ATTACHED

05. CAR PARK AT SAINSBURYS WILLIAM HUNTER WAY BRENTWOOD ESSEX

DEMOLITION OF EXISTING CAR PARK DECK AND CONSTRUCTION OF A REPLACEMENT DECK TO THE FRONT AND SIDE OF THE STORE; ALTERATIONS TO THE CAR PARK ACCESS, LAYOUT AND CIRCULATION; THE RECONFIGURATION OF THE CAR PARK; AND LANDSCAPING WORKS.

APPLICATION NO: 16/00507/FUL

WARD	Brentwood North	13 WEEK DATE	13.07.2016
CASE OFFICER	Mr Mike Ovenden	POLICIES	CP1 T2 T5 T7 T10 C5 C18 C25 PC4 PC6 PC7 TC12
Drawing no(s) relevant to this decision:	DESIGN AND ACCESS STATEMENT; SURFACE WATER STATEMENT; PLANNING STATEMENT; TRANSPORT NOTE; ARBORICULTURAL REPORT; AIR QUALITY ASSESSMENT; CHQ.16.11492-09; CHQ.16.11492-PL08;		

1. Proposals

The Sainsburys supermarket is an established site to the north of William Hunter Way to the rear of Brentwood High Street. The supermarket has surface level car parking and above part of it a raised car park deck which was granted planning permission in 2007. This is in front of the supermarket (to the west of the Sainsburys entry roundabout when viewed from William Hunter way). This application relates to the complete removal of the 2007 parking deck and the erection of a replacement deck along the eastern side of the supermarket and to a lesser degree along its front. The proposed decked section would have a T-shaped (on its side) footprint in contrast to the square footprint of the existing one. There is no extension to the size of the supermarket.

The current deck has reached the end of its life – it is very noisy in use and has maintenance issues. The provision of a replacement deck would provide the applicant the opportunity to increase the number of spaces and alter the layout and circulation route of the car park. The vehicular access into the car park would still be from the existing roundabout but once off the public highway the route would be simplified to manage flows better and avoid tail backs onto William Hunter Way. The route to reach the proposed deck would be more circuitous than the route to the existing ramp. The proposed deck would maintain its 4.5 metre height so that it would retain level access at mezzanine level, with guards/handrail at 1.1 metres up to 1.8 m in places. The parking deck has been designed to be much more airy and open at ground floor level than the existing structure with its semi enclosing brick walls.

The parking deck would have a simple metal frame design, with the minimum of stanchions, and clad in silver coloured aluminium. Like the existing structure it would be open/unroofed at first floor level. Samples of the materials are expected to be available for the committee meeting. The total number of spaces to be provided in the car park may vary slightly depending on the details of a landscaping scheme currently being negotiated but currently represent an increase of around 45. The dimensions of the proposed spaces meet current standards, rather than the smaller dimensions of the existing spaces.

Comparison between existing and proposed car parking:

	Existing	Proposed
Ground floor spaces	310	300
Deck level spaces	186	246
Total number of spaces	496	541
Total height	5.2 to 6.3m	5.7 (6.3 m along NE corner)
Size of spaces	4.8 x 2.4 (12 at 2.6 wide)	5.0 x 2.5
Disabled spaces	30	34
Child/parent spaces	22	27

If permitted the car park would be developed in phases, not all at once, to allow parts of the car parking to remain open throughout the development starting later this year and being completed next Spring.

2. Policy Context

National Planning Policy Framework (NPPF)
 Planning Practice Guidance (NPPG)

- CP1 General Development Criteria
- T2 New Development and Highway Considerations
- T5 Parking – General
- T7 Off-Street Public Car Parking
- T10 Access for Persons with Disabilities
- C5 Retention and Provision of Landscaping and Natural Features in Development
- C18 Ancient Monuments and Archaeological Sites
- C25 Floodlighting and Other Forms of Illumination
- PC4 Noise
- PC6 Transport Pollution
- PC7 Areas of Poor Air Quality
- TC12 Landscaping in the Town Centre

3. Relevant History

07/00048/FUL- Alterations and Extensions to Existing Supermarket, Reconfiguration of Existing Car Park and Provision of New Decked Car Park to Front of Site (Including Modified Pedestrian Access to Site) And Alterations to Service Yard to Rear 30 October 2007 (including approx. £250,000 for off site highway works – paid 2009).

4. Neighbour Responses

Ninety three letters were sent and 3 site notices were displayed around the perimeter of the site and a press notice was published. 1 letter of support and 6 of objection have been received making the following points:

Support

Brentwood Access Group: Support application subject to the blue badge spaces being provided undercover as shown.

Objections

30, 32, 36 and 40 Ongar Road, Victoria Arms PH (50 Ongar Rd) and The Meads:

- Overwhelming intrusive nature of proposal
- Visual impact/'eyesore'
- Higher than existing surface parking close to our property
- Overshadowing
- Close to our property/garden/bedrooms
- Overlooking and invasion of privacy
- Overlooking beer garden which is important asset to the public house
- Increase in pollution – Nitrogen Dioxide levels are already high and this will make it worse
- Rubbish is/will be thrown which will encourage rats
- Noise during construction and operation
- Existing deck has rattled since it was new
- Loss of natural light from structure and trees
- Lighting including from car lights
- Joy riding/race track/anti social behaviour
- Vehicles crashing through deck onto neighbouring property
- Traffic issues during construction
- Increase in spaces is small and wont address congestion
- Park and ride is required
- Devalue our property
- Suggest deck remains in existing position or look for alternatives e.g. third level or underground parking

5. Consultation Responses

- **Principal Urban Design and Heritage Officer:**

The development site is situated immediately adjacent to the Brentwood Town Centre Conservation Area at William Hunter Way. Advice at preapplication stage included that the principle of the development was accepted in design terms subject to the

appearance, landscaping and impact upon the Victorian row of buildings upon Ongar Road.

Having assessed the submission in respect of Design I raise no fundamental objections to the proposals, however I do have concerns regarding the material sample supplied with the application. On page 13 of the DAS (Design & Access Statement) the precedents referred to and illustrated are more considered, reflecting a public art approach to elevational treatment, consequently further consideration for materials is required. The site is highly visible and given the current development of the Brentwood Town Centre Design Strategy it is critical the design intent is not value engineered and serves to enhance the location.

- **Environmental Health & Enforcement Manager:**

Air Quality Assessment

With regards to dust production during the construction phases the Air Quality Assessment must be incorporated into any Construction and Environmental Management Plan. This can be achieved by condition.

Construction Statement

Noise limits at the site boundary to protect the local amenity should be undertaken in accordance with BS 5228-1:2009 - Code of practice for noise and vibration on construction and open site and approved with the Local Authority prior to any development commencing.

Lighting scheme

Details of any floodlighting (including times of illumination) and external illuminations, including measures to control light spillage, shall be submitted to the Local Planning Authority.

- **Assets Manager:**

No comments to make

- **Arboriculturalist:**

The arboricultural information submitted is inadequate. Discussions have been undertaken to address these inadequacies. Planning conditions can be used to address these short comings.

- **ECC SuDS (Flood and Water Management):**

No objections subject to conditions (and relevant informatives) relating to:

- detailed surface water drainage scheme for the site,

- Maintenance Plan for different elements of the surface water drainage system
- Approval of drainage maintenance plan
- **Highways Authority:**

From a highway and transportation perspective the impact of the proposal is acceptable to the Highway Authority, given that the additional parking improves town centre facilities, the new layout improves manoeuvrability within the site and reduces points of conflict and hesitation which, in the past, has led to queues back onto the highway, subject to a condition requiring spaces to be at least 5.0 by 2.5 metres and a minimum of 6.0 metres between isles.

6. Summary of Issues

The starting point for determining a planning application is the development plan. The application must be determined in accordance with the development unless material considerations indicate otherwise.

The site is within the town centre and previously developed land where as a consequence there is no objection in principle to its redevelopment, subject to consideration of other planning matters.

Design and appearance

The existing decking is semi concealed behind a brick façade and a line of Plane trees. It is of no particular merit and there is no objection to its removal.

There are no adjacent listed buildings and the site lies to the north of the Conservation Area (runs along southern side of William Hunter Way). This part of the town betrays its Northern Service Road origins and in approaching the development officers have sought to balance the functional aspect of the car park with the need to improve the appearance of the area which has been a part of planning decisions in recent times on other sites in this area. Car parks can be unattractive and while aesthetics can be personal issues, the applicant has worked with officers to achieve a visually light weight and simple open structure – with few stanchions along its southern elevation – with a much less enclosed feeling than the current deck with its semi concealed brick façade. The applicant is proposing to clad the deck's structure with silver coloured panels. These have the benefit in providing an element of public art, overcoming would otherwise be a stark functional structure and screening neighbours from the activity and overlooking (see section on amenity).

Landscaping also contributes to the character of an area and negotiations have been undertaken to retain the perimeter trees where possible – particularly the Plane trees along William Hunter Way. This will help integrate the development into the street scene, although the semi mature trees within the body of the car park will have to be

removed when the deck is built. The current proposal is to reduce or remove the line of immature trees and ground cover along the west side of the existing deck. Negotiations with the applicant are continuing in order to provide an appropriate public face to the car park – this may involve planting along the perimeter or within the car park which may affect the final number of spaces provided on site. However, this is a rare opportunity to improve the visual experience of users of this well walked path (Millennium Way) from the High Street to the Supermarket.

Subject to agreeing final details of the cladding and of landscaping, the development would enhance this part of the town, and comply with Brentwood Local Plan Policies CP1, C5 and TC12 as well as reinforcing local distinctiveness as advocated in the National Planning Policy Framework (NPPF).

Residential amenity

The existing deck is well away from any residential properties. This proposed new deck would be much closer to properties along Ongar Road – a mixture of commercial and residential properties.

The current layout has ground level parking up to a three metre high brick wall. This arrangement and its length and width would remain largely intact. The significant change in this area would be that this area would gain a deck above the surface level. As described above the car park at this point would be approximately 6.3 metres tall (from ground to the top of the 1.8m privacy screen). The application plan shows there to be a 4-5m wide ribbon of land between the car park and the edge of the site. The submitted landscape drawing shows a number of semi mature Acer Campestre (Field Maple) would be planted in this area to soften the impact of the proposal. The outlook from these properties would be affected but with the privacy screen proposed, the properties would not lose privacy or suffer from vehicle lights. The cladding would be particularly important in determining the visual impact from these properties. Design and light spill of the proposed car park lights can be controlled by condition.

For the first 33 metres from the northern boundary, the car park deck would be approximately parallel to the boundary. From around the Victoria Arms, the edge of the car park deck would move away from the boundary so that at the end of the row of properties it would be 16 metres from the common boundary. However, all down this run of the deck the 1.8m deck privacy screen would be maintained. As the distance increases from the boundary its affect diminishes. The existing amenity area adjacent to Ongar Road and within the site would be retained largely unaltered. South of this the ramp would make the transition from ground to deck level and as a result the level of the deck would be between 12 and 15 metres from the boundary.

Some representations have made reference to concerns about noise, pollution, exhaust emissions. No overall concerns have been raised by the environmental health team. The visual screening may mitigate some noise but no information has been submitted about their acoustic qualities, but noise in car parks is largely a management issue – vehicle speeds and times of use. Representations indicate inappropriate speeding in the car park. While the extent of this is not known and it is not proposed to be covered by condition, the applicant has shown that the first floor of the car park can be closed with

gates. As a responsible company the applicant would be expected to manage the car park as a good neighbour. It is considered that the development once constructed and in use would not materially affect the amenity of these properties.

A construction management plan has been submitted to address amenity and other issues during construction and while it is largely acceptable it requires minor amendment before approval. The proposal complies with Policies C25, PC4, PC6 and PC7.

Highways and parking

The application submission states that the floor area of the supermarket is 9302 sqm (Gross floor area). Car parking standards for destinations (such as a supermarket) set maximums for parking provision and the existing and proposed levels are both within that maximum. The standards also set minimum provision for the number of 'disabled spaces' and both the existing and proposed layouts exceed those levels. The site generates its own need for short stay car parking but due to its location also makes a contribution to car parking for joint trips to the town centre. According to the applicant's survey figures the existing car park reaches occupancy rates of over 90% and at times 100%. On completion the redeveloped car park will provide more spaces than at present and it will continue to contribute to shared short stay use general town centre parking provision enhancing the viability of the existing shopping area in accordance with Policy T7 Off-Street Public Car Parking.

It is understood that at times the traffic entering the car park tails back onto the public highway. The applicant has taken a different approach by removing and postponing some of the options to drivers when entering the site to manage flows better with the intention of making tails backs less likely. This represents an improvement to highway safety and is supported by the highways authority and meets the requirements of policy T2 New Development and Highway Considerations.

The existing spaces in the car park do not comply with current minimum dimensions and the proposal will address this and meet the requirements of Policy T5 Parking – General – although to make them larger still to achieve the preferred size of 5.5 by 2.9 metres would reduce the number of spaces that could be provided. The highways authority accepts this proposal.

The resultant car park will continue to exceed the minimum number of disabled spaces and as recognised by the Brentwood Access group all would be under cover on the ground floor. The proposal complies with Policy T10 Access for Persons with Disabilities.

Other matters

Some representations have made reference to the potential effect on value of property along Ongar Road as well as the effect the proposal may have on views. However, the courts have held that the effect on property value or the loss of a view are not material planning considerations. The issues of amenity and design are considered elsewhere in this report. A representation has suggested rebuilding on the site of the existing deck or using an additional level or underground parking. Alternative were discussed at the pre-

application stage and were discounted. The issue is whether this proposal is acceptable in planning terms – this is discussed in the rest of this report.

The County Council's archaeological team has confirmed there are no issues relating to the redevelopment of this site and no requirement for a condition. The proposal complies with Local Plan Policy C18.

While not central to the applicant's case the proposal would support the continued vitality of the supermarket and contribute to the vitality of the broader town centre. This lends weights in favour of the proposal.

In conclusion the proposal is considered to be acceptable in planning terms subject to resolving detailed issues of cladding and landscaping, subject to conditions as specified below.

7. Recommendation

Approval with conditions and delegated authority to the Development Manager in agreement with the Chairman of Planning and Licensing subject to agreeing the landscaping and detailed layout of car park.

1 Standard Time - Full

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

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

2 Accordance with the approved drawing(s)

Unless otherwise required by this permission the development hereby permitted shall not be carried out except in complete accordance with the approved drawing(s) listed above and specifications.

Reason: To ensure that the development is as permitted by the local planning authority and for the avoidance of doubt.

3 Samples of the materials

Notwithstanding the details indicated in the application, the erection of the new car park deck shall not commence until samples of the materials to be used in the construction of the external surfaces of the building hereby permitted have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: In order to safeguard the character and appearance of the area.

4 Parking dimensions

Vehicular parking spaces shall be provided each with minimum dimensions of 2.5 metres x 5.0 metres and 6m aisles between parking rows.

Reason: To ensure adequate space for parking off the highway is provided in the interest of highway safety.

5 Scheme of hard and soft landscaping

Prior to the commencement of the erection of the new car parking deck a scheme of hard and soft landscaping shall be submitted to and approved in writing by the local planning authority. The submitted scheme shall indicate the existing trees shrubs and hedgerows to be retained, the location, species and size of all new trees, shrubs and hedgerows to be planted or transplanted, those areas to be grassed and/or paved. The landscaping scheme shall include details of all surfacing materials and existing and proposed ground levels. The landscaping scheme shall be completed in accordance with a programme to be agreed in writing by the local planning authority. Any newly planted tree, shrub or hedgerow or any existing tree, shrub or hedgerow to be retained, that dies, or is uprooted, severely damaged or seriously diseased, within five years of the completion of the development, shall be replaced within the next planting season with another of the same species and of a similar size, unless the local planning authority gives prior written consent to any variation.

Reason: In order to safeguard and enhance the character and appearance of the area.

6 Protection of trees

All trees and hedges to be retained, including trees outside the site whose canopies overhang the site, shall be protected by strong fencing, the location and type to be previously approved in writing by the local planning authority. The fencing shall be erected in accordance with the approved details before any equipment, machinery or materials are brought onto the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed within any fenced area, and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the prior written consent of the local planning authority.

Reason: In order to protect trees and hedges of importance to safeguard the character and appearance of the area.

7 Revised Construction Method Statement

No development shall take place, including any works of demolition, until a revised Construction Method Statement has been submitted to, and approved in writing by, the local planning authority to provide the following information:

The Construction Statement shall be revised to state noise limits at the site boundary to protect the local amenity. This should be undertaken in accordance with BS 5228-1:2009 - Code of practice for noise and vibration on construction and open site and approved with the Local Authority prior to any development commencing.

The approved Statement shall be adhered to throughout the construction period.

Reason: In the interests of highway safety, visual and neighbour amenity.

8 Lighting details

No lighting shall be erected until details of the lights, (including times of illumination) and external illuminations, including measures to control light spillage, have been submitted to the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of neighbours and the character of the area.

9 Revised Construction Statement

No development shall take place, including any works of demolition, until a revised Construction Statement has been submitted to, and approved in writing by, the local planning authority to provide the following information:

Mitigation measures to be taken with regards to dust production during the demolition and construction phases.

The approved Statement shall be adhered to throughout the construction period.

Reason: In the interests of neighbour amenity.

10 Detailed surface water drainage scheme

The erection of the new car park deck shall not take place until a detailed surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented prior to occupation and should include but not be limited to:

- A maximum discharge rate of 15l/s for all events up to and including the 1 in 100 year plus 20% climate change, in line with the strategy proposed in the revision c of the surface water drainage strategy statement.
- The provision of 950m³ of attenuation storage

- Appropriate treatment for run off leaving the site, in line with the CIRIA SuDS, manual C753. Where possible the performance of proprietary devices should be rated according to the index based approach in this document.

Reason

To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site; to ensure the effective operation of SuDS features over the lifetime of the development and to provide mitigation of any environmental harm which may be caused to the local water environment

11 Surface water maintenance plan

No part of the new car parking deck shall be used until a Maintenance Plan detailing the maintenance arrangements including who is responsible for different elements of the surface water drainage system and the maintenance activities/frequencies, has been submitted to and agreed, in writing, by the Local Planning Authority.

Reason

To ensure appropriate maintenance arrangements are put in place to enable the surface water drainage system to function as intended to ensure mitigation against flood risk.

BACKGROUND DOCUMENTS

DECIDED: