

Planning Reference No:	09/2329N
Application Address:	Tesco, Vernon Way, Crewe
Proposal:	Erection of a Replacement Foodstore (A1 retail) with Ancillary Café, Associated Parking, Highway Works and Landscaping
Applicant:	Tesco Stores Ltd.
Application Type:	Outline Planning Permission
Grid Reference:	370700 355480
Ward:	Crewe East
Earliest Determination Date:	9 th September 2009
Expiry Dated:	29 th October 2009
Constraints:	Settlement Boundary

SUMMARY RECOMMENDATION:

APPROVE subject to Section 106 Agreement and conditions

MAIN ISSUES:

- Acceptability in Principle
- Sustainability
- Landscape and Ecology
- Crime and Disorder
- Drainage and Flood Risk.
- Public Consultation
- Impact on neighbour amenity
- Highway Considerations

1. REASON FOR REFERRAL

The application has been referred to committee because it is a commercial building of over 1000 square metres in floor area.

2. DESCRIPTION OF SITE AND CONTEXT

The application relates to the existing Tesco store in Crewe, which is a single storey retail unit of red brick construction with a pitched and tiled mansard roof. The store occupies a 2.5ha site and was built in the early 1990's as a Safeway store and was taken over by Tesco in 2004. The store is situated to the rear of the site, with a large surface level car park in front and a petrol filling station (PFS) adjacent to the site entrance. The site is bounded to the east by the West Coast Main Line, to the west by Vernon Way and to the South by the Crewe Heritage Centre and Crewe to Chester Railway Line.

3. DETAILS OF PROPOSAL

The proposed development involves the demolition of the existing 2,740sq.m store and the erection for a replacement 5,500 sq.m store, which will be constructed over two levels. The sales floorspace will be provided at first floor level suspended on stilts, above the car

parking at ground level. In order to facilitate access from the car park to the store, travelators, stairs and lifts will be provided within the glazed double height atrium to the front of the store.

493 car parking spaces, including 21 disabled and 17 parent and child spaces are to be provided beneath the store and are, therefore, screened from views by the store and boundary landscaping. 32 cycle parking spaces will also be provided. Access will be from the roundabout on Vernon Way / Lyon Street, which will also provide the service access.

The application is submitted in outline, with all matters reserved, although the indicative layout shows that unlike the existing retail unit on the site, the new store will face towards the town centre, and will front on to Vernon Way. The existing PFS will be retained and integrated into the scheme.

4. RELEVANT HISTORY

7/13945 - Use of Land as Heritage Centre. Approved 17th February 1987

7/18292 - Use of land as heritage centre. 45,000 sq/ft foodstore, associated car parking and petrol filling station. Approved 15th March 1990

P95/0582 - Extension to form coffee shop and crèche. Approved 24th August 1995.

P05/0507 - Single storey extension and alterations to service yard. Approved 9th June 2005

5. POLICIES

North West of England Plan - Regional Spatial Strategy to 2011

Policy DP 5 Manage Travel Demand; Reduce the Need to Travel, and Increase Accessibility

Policy DP 7 Promote Environmental Quality

Policy DP 9 Reduce Emissions and Adapt to Climate Change

Policy RDF 1 Spatial Priorities

Policy W 1 Strengthening the Regional Economy

Policy W 5 Retail Development

Policy RT 1 Integrated Transport Networks

Policy RT 2 Managing Travel Demand

Policy RT 3 Public Transport Framework

Policy RT 9 Walking and Cycling

Policy EM9 Secondary and Recycled Aggregates

Policy EM 11 Waste Management Principles

Policy EM 12 Locational Principles

Policy EM 15 A Framework For Sustainable Energy In The North West

Policy EM 16 Energy Conservation & Efficiency

Policy EM 17 Renewable Energy

Policy EM18 Decentralised Energy Supply

Policy MCR 4 South Cheshire

Cheshire Replacement Waste Local Plan

Policy 11 (Development and Waste Recycling)

Borough of Crewe and Nantwich Replacement Local Plan 2011

BE.1 (Amenity)
BE.2 (Design Standards)
BE.3 (Access and Parking)
BE.4 (Drainage, Utilities and Resources)
BE.5 (Infrastructure)
TRAN.1 (Public Transport)
TRAN.3 (Pedestrians)
TRAN.4 (Access for the Disabled)
TRAN.5 (Provision for Cyclists)
TRAN.6 (Cycle Routes)
TRAN.9 (Car Parking Standards)
S.10 (Major Shopping Proposals)
S.12.2 (Mixed Use Regeneration Areas) Mill Street, Crewe
E.7 (Existing Employment Sites)

National policy

PPS 1: Delivering Sustainable Development
PPS 6: Planning for Town Centres
PPS 25: Development and Flood Risk
PPG 13: Transport
Department for Transport – Manual for Streets
Proposed Changes to PPS6: Planning for Town Centres – Consultation

6. CONSULTATIONS (External to Planning)

Highways Authority

Formal comments awaited at the time of report preparation.

Network Rail

The attached photo shows the bridge parapet without a limited headroom sign and the Council have an obligation to provide these. This photo was been forwarded to their Structures Engineer for investigation. The Structures Engineer has now reported as follows.

He has spoken to the council on a number of occasions regarding the signage on this structure but the council seem very reluctant to act. The structure is struck by over-height vehicles on a regular basis so they can only assume that the signage is being displaced at a faster rate than Cheshire East can replace it. The key problem with this structure is the Tesco signage attached to the parapet. Network Rail standard NR/L3/CIV/076 states that advertising is forbidden on structures which can be subjected to bridge strikes and they

are sure that this sign causes distraction to drivers approaching the bridge, although the huge billboard on the wing wall may also exacerbate matters.

Additionally, they have no objection in principle to the development. However due to its close proximity to the operational railway; they would request that a number of informatives are taken into account if approving the application.

Environment Agency

The proposed development will only be acceptable if the following planning conditions are imposed:

- The development hereby permitted shall not be commenced until such time as a scheme for the provision and implementation of a surface water regulation system has been submitted to and approved in writing by the Local Planning Authority.
- The maximum discharge of surface water from the site is to be that which discharges via the site's existing surface water drainage system, or a rate confirmed by the water company, United Utilities. Attenuation will be required for discharges up to the 1 in 100 years design event and to include allowances for climate change.
- No development approved by this permission shall be commenced until a scheme for the management of overland flow from surcharging of the site's surface water drainage system has been submitted to and approved in writing by the Local Planning Authority.

Scientific Officer

Prior to the commencement of development:

- (a) A contaminated land Phase 1 report shall be submitted to, and approved in writing by the Local Planning Authority (LPA).
- (b) Should the Phase 1 report recommend that a Phase 2 investigation is required, a Phase 2 investigation shall be carried out and the results submitted to, and approved in writing by the LPA.
- (c) If the Phase 2 investigations indicate that remediation is necessary, a Remediation Statement including details of the timescale for the work to be undertaken shall be submitted to, and approved in writing by, the LPA. The remedial scheme in the approved Remediation Statement shall then be carried out in accordance with the submitted details.
- (d) Should remediation be required, a Site Completion Report detailing the conclusions and actions taken at each stage of the works including validation works shall be submitted to, and approved in writing by, the LPA prior to the first use or occupation of any part of the development hereby approved.

Environmental Health

Do not object to this application

7. VIEWS OF THE PARISH / TOWN COUNCIL

N/A

8. OTHER REPRESENTATIONS

Sustrans:

Large supermarkets such as this generate significant traffic. They would like to see a greater attempt at encouraging walking cycling to the site for staff and for those local customers who may not be purchasing much, by improving the immediate infrastructure. Examples are:

- i. A direct pedestrian / cycle route from the store to Prince Albert Street with a toucan over Vernon Way,
- ii. A shared pedestrian / cycle track on Vernon Way itself.
- iii. Completing the town centre to station walking and cycling route at Mill Street Bridge by opening up the east arch.
- iv. Providing cycle parking to a modern standard under cover and at conveniently locations for both staff and shoppers. They have had little success with supermarkets generally on this and look to the planners to enforce this through conditions.

Crewe Heritage Centre

Have several concerns as listed below.

- 1) As it would appear that Tesco's delivery vehicle access will utilise their main entrance driveway they need assurance that this will not be blocked by delivery vehicles waiting for access to the unloading bays at any time during the daytime, either by parking on the drive itself or in their car park which is alongside the driveway.
- 2) As the access to the upper level where the loading bays are will be by means of an inclined ramp which closely follows their fence line, they need assurance that this will be securely fenced to prevent anyone from gaining access to the Heritage Centre site from off of this ramp.
- 3) As the new store will hide the Heritage Centre site from Vernon Way far more than the existing one, they would expect Tesco to make some provision for suitable signage to clearly indicate the presence of the Heritage Centre. As a Charitable Trust we rely entirely upon volunteers and our income from visitors and other supporters so would not wish to incur additional costs for signage as a result of the building of this new store.
- 4) Subject to these concerns being satisfactorily addressed then we have no objections to the planning application.

9. APPLICANT'S SUPPORTING INFORMATION

Retail Statement

- There is quantitative capacity within the defined catchment area to support the additional convenience and comparison goods retail floor space proposed within the new food store. In addition to that within existing committed developments, and the currently proposed Sainsbury's Store in Crewe.
- There is an important qualitative need to resolve the operational deficiencies of the existing store, and enhance the food and non-food offer to more fully meet the customer needs as well as providing effective competition to the existing Morrison's and

Asda stores in Crewe, and help to alleviate the overtrading they are currently experiencing.

- The proposed food store would be of an appropriate scale in the context of the defined Catchment Area, the current role and function of Crewe Town Centre and the need which has been identified, both in terms of expenditure and capacity and in terms of enhancing the offer an customer environment provided by the existing stores
- There are no sequentially preferable sites which are fully suitable, viable and available to accommodate the proposed replacement food store and meet the needs identified above.
- The proposed foodstore would not have a significant adverse impact upon the overall vitality and viability of any existing centre, reflecting the fact that it would compete primarily with large food stores in Crewe, which are currently performing strongly.
- The scheme would also deliver other significant benefits including enhancing consumer choice and helping to enhance the vitality and viability of Crewe Town Centre as a result of its edge of centre location. Such benefits also include the accessibility of the store by a choice of means of transport, creating valuable employment opportunities and reducing the distances travelled by those undertaking food shopping and the incorporation of many of Tesco's initiatives to maximise potential energy saving.
- In the context of the above it is clear that it has been demonstrated that the proposed development is consistent with relevant national, regional and local planning policy. It is therefore respectfully requested that the subject application by Tesco be approved.

Supplementary Retail Statement

- The statement provides additional information in relation to the issues of retail capacity and impact
- On the basis of a revised Primary Catchment Area, there is quantitative capacity within the defined Catchment Area to support the additional convenience goods retail floorspace proposed, in addition to that within existing committed developments. This is the case even if the most up to date (August 2009) growth rates are applied.
- Using these most recent growth rates, there also sufficient expenditure capacity to support the additional comparison goods retail floorspace proposed in addition to existing commitments. This takes into accommodation both the potential of such facilities in Crewe to increase their existing market share of expenditure, following implementation of the Modus scheme and committed proposed foodstores, and the current strong performance of existing facilities.
- The proposed footsore would not have any material adverse impact upon the successful implementation of the Modus Scheme (or any successor to this scheme.) The delays to the implementation of this scheme are primarily as a result of the demise of the lead developer, and the current economic climate
- The new Tesco store would also be unlikely to have any material impact upon the vacancy rate within Crewe town Centre, or its overall vitality and viability. This reflects a number of factors, including the limited proportion of uses within the centre which would compete with the new store, and the nature of the comparison goods that it would sell. In practice, the store would help to generate additional linked trips to existing facilities within the centre, and thereby complement its ongoing regeneration.

Bat Survey

- The survey identified that there are some suitable access features for bats associated with the main building including gaps under soffit boards and loose or raised ridge tiles. The building has been assessed as being of low-moderate potential for small numbers of crevice dwelling bat species during spring, summer and autumn. Other, ancillary buildings were recorded as having negligible potential for bats, with no visible, suitable access features.
- A belt of broad leaved trees and grassland along Vernon Way offers very limited potential for roosting bats and is of limited value as foraging habitat. However, this feature would be retained and augmented by further planting, offering enhanced habitat for bats. It is recommended that the species used here are native and of local provenance.
- Further emergence and dawn surveys of the superstore building are recommended to take place between May and July 2009, the results of which would inform any mitigation and licensing requirements. Should bat roosts be recorded following further detailed survey, a European Protected Species License would be required to allow the proposed demolition to proceed lawfully.
- In the absence of detailed survey information, the report proposes a substantial level of mitigation to provide replacement roost features should these be required. This would include provision of a number of roof features for crevices dwelling species including bat boxes, bricks and tiles.
- The provision of replacement roost features would need to be carried out in conjunction with provision of high quality foraging habitat. It is recommended that use of lighting along Vernon Way is restricted to low and/or cowl lighting to minimise light spill.

Transport Assessment

- The current store size is 4,542sq.m. GFA with 406 car parking spaces including 12 parent and child spaces and 13 disabled spaces
- Vehicular access to the site is via a roundabout on Vernon Way. An initial access road leads from this junction to the store car park. The Crewe Heritage Centre, located to the south of the site is also accessed from this internal road.
- The proposals consist of a replacement foodstore of 8,231sq.m GFA. This building will be supported by columns above the main body of the car park. A concept adopted at a number of Tesco stores across the country.
- The car park layout would be amended to provide a total of 493 parking spaces of which 21 would be set aside for the use of people with disabilities and 17 for parents with children. Both the disabled and parent spaces would be located such that they would be near the store entrance.
- Under these proposals the existing vehicular site access and PFS will be retained
- Sainsbury's have recently submitted an application to construct a foodstore opposite to the existing Tesco site on Vernon Way. Sainsbury's transport consultants Savill Bird and Axon have agreed with Cheshire County Council (now Cheshire East) an appropriate method of assessing the traffic impact of the proposed store on Vernon Way. This was to use, where possible, the Crewe Town Centre SATURN model which has been developed by the MVA consultancy.
- It is considered that as this methodology has been found appropriate by Cheshire County Council that it may be a reasonable method by which to assess the impact of the replacement foodstore as it is located on the same part of the highway network. Under

Crewe & Nantwich Borough Council Modus secured planning permission in November 2007 to redevelop sections of Crewe town centre, comprising a 32,528sq.m. scheme anchored by a departments store and four other medium sized units. A further 25 shop units are to be provided adjacent to the town's relocated bus station and a provision of 840 car parking spaces to accommodate expected traffic levels to the town.

- Modus are no longer operating and therefore the scheme is unlikely to be built out in the short term. However, the scheme has gained planning permission and it could conceivably be constructed. Therefore, the proposed trips to the redeveloped town centre are included in the 2015 scenarios of the assessment.
- The report demonstrated that the proposed development is genuinely accessible by a choice of means of transport the proposals include a commitment to a Travel Plan.
- Vehicular access and traffic impact has also been assessed. Overall the results indicate that the highway network local to the store would operate satisfactorily in the design year.
- The roundabout junction at Earl Street/Vernon Way is shown to operate above capacity during peak periods in 2010 even without the replacement store. However, the impact of the store trips at this junction is low. Further, as food shopping primacy trips are discretionary, customers will simply choose to shop at a different time if the network begins to experience congestion.
- The provision and design of parking spaces would conform to planning guidance and best practice standards.

Draft Travel Plan

- With many sites across the country Tesco has made, and continues to make, substantial corporate contributions to transport infrastructure in the vicinity of its stores. At a national level, Tesco's approach to Corporate Responsibility is based on the principles of sustainable development and integrates many elements of the Company activities including transport and environment.
- Tesco has developed a corporate Travel Plan Framework based upon best practice guidance and principles, to be used as a basis for all new schemes including this Travel Plan for the store at Vernon Way, Crewe.
- The Government's main focus for Travel Plans has been towards employers and as such, the key target audience would be store staff. It is considered realistically more desirable to evaluate travel patterns and successfully implement quantifiable initiatives with staff.
- Customers have a more variable travel base and pattern. Measures for customers are generally more orientated towards increasing awareness of alternative to private car use through notices within the store.
- The Travel Plan will be implemented by the store under the supervision of a Travel Plan Co-ordinator (TPC). They will liaise with the local planning authority on the continuing provision of the Plan. As a matter of course, Tesco would liaise with the local community on a range of matters including travel. There will an on-going improvement process including periodic monitoring, as necessary, co-ordinated by the TPC.
- The TPC at each Tesco store with a Travel Plan is supported at a national level by a corporate Travel Plan Steering Group which is responsible for the development of Tesco National Policy with respect to Travel Plans and liaison with relevant national organisations such as the Department for Transport.
- Information on the Travel Plan, for example new initiatives, will be disseminated to staff via the existing Team 5 communications system. This includes weekly meetings

that encourage two-way communication and staff feedback. Staff feedback on the Travel Plan will also be possible via the periodic “Staff Forum Meetings”.

Sustainability Statement

- Tesco Stores has undertaken a full review of the environmental impacts of their stores and building operations.
- This has resulted in the new Tesco Environmental Format Store (TEFS) which contains many of the very latest environmental technologies
- Commutatively the design and specification of the TEFS have been assessed using the BREEAM Retail Methodology. This pre-assessment has predicated that if a Design Stage BREEAM Retail 2006 assessment was undertaken for the TEFS it would achieve a good rating.
- By following best practice, a total carbon emissions reduction of 29% has been achieved. This balanced approach ensures that the best environmental options are utilised.
- By deploying the latest CHP technology 25% of the residual energy will be derived from decentralised low carbon technology.
- A Flood Risk Assessment has been produced for the site and suitable attenuation proposed to ensure that floor risk for the site will be in line with the 1:100 year + 20% climate change event.
- Water efficient appliances and rainwater harvesting will be installed to keep the use of potable water within the store to a minimum.
- Tesco provide all site contractors with a Good Practice Guide to Sustainable Construction to prevent pollution on site and have commissioned an Environmental Assessment for the site to investigate potential ground contamination during construction.
- Tesco are committed to reducing disturbance to the local environment and consider potential operational noise impacts when designing the store. In addition best practice measures to reduce air and water pollution have been employed.
- Tesco are providing recycling facilities for both customers and for retailer generated waste and a Site Waste Management Plan accompanies the planning application
- Numerous bus services are provided within the vicinity of the site and cycle spaces are to be provided adjacent to the store entrance to encourage staff and customers to switch from private car travel to access the store.
- Both an Arboricultural Survey and Bat Survey have been carried out and their findings considered when developing the landscaping proposals for the site. Trees on the site will be retained wherever possible and additional tiered planting proposed to increase the habitat value of the site
- The proposed store will provide 70 additional jobs and is designed to provide a pleasant shopping and working environment.

Phase 1 Environmental Assessment.

- Historically the site has been occupied by railway infrastructure and railway engineering works including tanks, possibly associated with fuel storage.
- Following a desk study and an inspection of the site, the main potential sources of contamination at the site are the current PFS and historical railway use. A source-pathway-receptor risk assessment has been undertaken in the context of the site being redeveloped and in accordance with Part 2A of the Environmental Protection Act 1990.

Possible pollutant linkages have been identified at the site and the main potential receptors are considered to be any perched groundwater, construction works, future site users and site service.

- On the basis for the information obtained and reviewed as part of this assessment and the conclusions drawn above it is considered that a Phase II Environmental Assessment is required which focuses on the identified sources and to provide a general coverage of the site. The investigation should specifically include groundwater and ground gas monitoring and would also provide preliminary waste classification data.

- It is recommended that the Assessment should include coverage in the immediate vicinity of the PFS

- Further information should be sought from the Petroleum Licensing Officer and obtaining wetstock data for the UST's. It is also recommended that any available information is obtained from the Contaminated Land Officer.

- Prior to an intrusive investigation a Coal Authority Report should be obtained.

- In addition development abnormal should be considered in the context of redevelopment. These include.

- The potential for a QRA and any subsequent soil and ground water remediation.

- A waste classification exercise and the removal of engineering soils

- The potential ground gas protection measures and a vapour barrier in the proposed foyer.

- The use of PPE for construction workers

- The use of upgraded water supply pipes

- The use of clean and certified topsoil in some or all new areas of landscaping and inert material in service runs

- A Type III (Destructive) asbestos survey will need to be undertaken at the site prior to any demolition works.

Public Consultation Statement

- There have been no fundamental objections to the proposals for the store and the majority of respondents have been overwhelmingly positive.

- It is considered that this is due to the high level of pre-application consultation which took place prior to the development of the proposals, via the in-store surveys and customer focus groups. This feedback allowed Tesco to develop proposals that met customer needs and actively responded to the suggestions and requests received.

- The additional, feedback which will be acquired during the store exhibition should allow further development of the proposals during a reserved matters application. This will ensure that as many of the suggestions and concerns raised by the consultation can be addressed via the redevelopment proposals

Flood Risk Assessment.

- The development site is located within Flood Zone 1 on the Environment Agency's Indicative Flood Map with little or no risk of flooding from fluvial sources and confirmed by the Strategic Flood Risk Assessment.

- An infiltration drainage solution will be investigated, if it is proven that soakaways cannot be used then an underground attenuation tank system will be used as a means of attenuating surface water discharge from the site. If soakaways prove to work then an infiltration drainage solution is proposed.

- The provided drainage scheme and attenuation (soakaway and/or underground attenuation tank) will be designed for the 1:100 year + 20% climate change and restricted to the existing 1:30 year storm events discharge rate with no flooding on site.
- During an extreme event the proposed levels for the site will be designed to contain any flood water within the car parking areas, as suggested by PPS25.
- It is not proposed to increase flow off site, as this will have a detrimental effect on the existing sewer system and would increase any surface water flooding to the development and neighbouring development.
- There will be no increase in surface water runoff from the proposed development and therefore no increased risk of flooding due to lack of capacity.
- The normal precautions regarding water quality will be observed by the provision of appropriate petrol interceptors, deep silt trapped gullies and silt boxes to channel drains.
- Rainwater harvesting will also be incorporated within the scheme to reduce non-potable water demand by a potential amount of up to 50%
- The site is classified as "Less Vulnerable" (Floor Risk Vulnerability Classification). Therefore, from Table 3.4 the development is classified as "appropriate".

Design and Access Statement

Use

The proposed use of the site will remain unaltered and therefore will continue to comprise an A1 (Use Class) retail supermarket selling a range of items, but focusing mainly on the sale of convenience/food goods.

Amount

The replacement foodstore will provide 8,231 sq. m. (88,597 sq. ft.) gross floorspace and a net sales area of approximately 5,500 sq. m. (59,202 sq. ft). The additional floorspace proposed as part of the replacement store is required in order to enhance the shopping environment provided and ensure that the food and non-food retail needs of customers are fully met.

Layout

The store will be elevated on 'stilts' with the majority of the car parking provided underneath the store at ground level. Access from the car park to the store will be obtained via a number of options, including travelators, stairs and lift located within the glazed double height atrium to the front of the store.

The main entrance to the store will be located fronting onto Vernon Way. The positioning of the entrance on this elevation will ensure that the store relates to Crewe town centre and will also provide an active frontage to Vernon Way. The service yard will be located to the rear of the store with the majority of the car parking accommodated underneath the store (provision will be made for taller vehicles elsewhere).

Scale

The final building height will be determined at detailed design stage. However, the store will have an indicative ridge height of approximately 13.8m, which is driven by the height required for under-store parking, natural ventilation and natural daylighting within the store

as well as other considerations, such as roof thickness and servicing requirements. The store will also be approximately 102.6m wide by 82m deep. In addition to this there will be a couple of partially enclosed projections to the rear, which will accommodate the DotCom unloading area and the cage marshalling area, measuring 15m x 12m and 24.5m x 15.5m respectively. These dimensions are indicative and subject to a maximum 10% variation.

The store is set back from Vernon Way, and is positioned centrally within the site with a substantial landscaped buffer to the front of it, and a two storey development will enhance the visibility of the store from Vernon Way, which is also in keeping with double height scale of the adjacent retail park;

Its double height glazed facade provides a much needed presence to Vernon Way, whilst respecting existing trees which will soften the impact of the store;

The proposed building also enhances pedestrian connectivity to Crewe town centre, and the location of the glazed double height atrium (with cafe above) provides a positive 'stop' to the pedestrian and cycle links into the city centre, along with activity and natural surveillance to Vernon Way. PPS6 also advises that developments should be of an appropriate scale in terms of the size and role of the centre in which they are located. Against this background, it is considered that the proposed foodstore is of an appropriate scale to meet the needs of the defined Catchment Area (provided in the Planning and Town Centre Retail Statement), and its location on the edge of Crewe Town Centre. Crewe is the largest settlement in the Catchment Area, and the largest centre, which not only serves the town itself, but also the surrounding rural areas.

Access and servicing

The site is located close to Crewe town centre close to shops and services and is therefore easily accessible by pedestrians, cyclists and cars. Vehicular, pedestrian and servicing access will be from Vernon Way. Servicing will be located to the rear of the store via the proposed service yard. Shared access arrangements for the Tesco store and the adjacent Railway Age museum will be retained, with access to the Railway Age diverting off at the junction of the petrol filling station.

The existing site offers approximately 406 car parking spaces. After redevelopment, a total of 493 spaces will serve the larger store, including 21 spaces for the disabled and 17 parent and child spaces. As the proposed store is to be elevated on stilts, the majority of car parking spaces that are proposed will be located underneath the store at ground level. Parking provision for disabled people will be provided in accordance with Building Regulations and Local Authority Requirements. In order to facilitate access from the car park to the store, travelators, stairs and lifts will be provided within the glazed, double height atrium to the front of the store.

Based on gross floorspace of the store post extension, 493 car parking spaces are considered to offer an appropriate amount for a store of this size and the provision is in accordance with the advice set out in PPG13 and the Council's own guidance.

In addition, 16 bicycle stands, with the ability to accommodate 32 cycles, will be provided adjacent to the store entrance.

Appearance

Proposals for the elevational treatment of the store will be developed at detailed design stage and submission of Reserved Matters. The appearance of the store, however, will be driven by the desire of Tesco Stores Ltd to create a more sustainable store through the use of more renewable materials, i.e. the use of timber cladding system. It is also proposed to incorporate clerestory glazing, where applicable, roof lighting and expansive glazing to the front of the store (atrium).

Landscaping

The approach to landscaping will be developed further at Reserved Matters. At this stage the landscaping strategy includes for:

- The retention and enhancement of the belt of mature planting along Vernon Way, in close proximity of the store, which will provide an attractive setting for the proposed building and enhance the habitat potential of the site;
- Promotion of pedestrian safety through the retention of the grassed frontage area associated with the footpath link and the absence of under storey planting, ensuring good intervisibility between the road corridor and store entrance;
- The use of soft landscaping, in the form of a shrub layer to the north-east and south-west boundaries of the site;
- The inevitable loss of some trees, in the area of the existing car park and backland areas. However these trees do not contribute to the landscape character of the area, the number of trees lost will be minimal and none of them are grade A trees (see Arboricultural Report); and, The loss of existing trees will be off-set by the new semi-mature and advanced nursery stock trees which will be planted in sustainable soft landscape areas to reinforce boundary features and compliment the built form.

Waste Management Plan

- Demolition material from the site will where practical be minimized, reused and recycled.
- A dedicated area will be allocated on site for waste storage
- Waste materials will be sorted into streams for potential recycling
- Opportunities will be sought to utilise materials from the waste stream, either in the new build or external markets
- Waste arising will be monitored regularly, enabling targets to be set for the mitigation of construction waste
- Construction waste will be segregated and recycled in line with Tesco policy
- Only the required quantity of materials will be ordered to avoid over order and materials exceeding their shelf life.
- Tesco is committed to purchasing timber from legal sustainable sources The store will be constructed using glulam beams with 17% embedded carbon
- The walls will be an off-site manufactured cassette system finished with a Larch cladding system with 8% embedded carbon
- Materials will be specified to achieve an A rating as defined by the Green Guide to Specification.
- Durability measures such as impact rails and bollards will be specified where protection is required for vulnerable parts of the building.
- With regard to operational waste, initiatives implemented by Tesco such as switching to reusable plastic trays for the delivery of products have saved 20,000 tonnes of waste in the UK

- Design measures of the development will ensure that operational waste management and recycling facilities are provided within the supermarket service yard.
- Tesco customers recycle 200,000 tonnes of waste each year at Tesco facilities
- Facilities will be provided at the Crewe store which will enable customers to bring their recyclables to drop off at the facilities. It is anticipated that facilities will be provided to enable the recycling of glass, paper, textiles and shoes, plastic bottles, and metal food and drinks cans.

10. OFFICER APPRAISAL

Acceptability in Principle

The site is located outside, but adjacent to, the Crewe Town Centre Boundary where according to Policy S10, major retail developments will be permitted only if all the following criteria are met:

- there is a proven need for the development;
- a sequential approach to site identification has been followed, giving first preference to town centre sites, followed by edge of centre sites where suitable, viable and available opportunities exist and only then out of centre sites that are or can be made accessible by a choice of means of transport;
- the proposal, either by itself or together with other shopping proposals or developments, will not harm the vitality or viability of another shopping centre;
- the proposal is of acceptable scale, materials and design and does not harm the urban or rural environment or residential amenity;
- the traffic generated by the proposal can be accommodated safely on the local highway network and sufficient car parking and servicing will be provided on the site;
- the proposal is sited so as to reduce the number and length of car journeys and can serve not only car-borne shopping but is also accessible to those on foot, bicycle or those who rely on public transport.

This is in accordance with Government guidance contained in PPS 6: Planning for Town Centres which states that in considering retail developments outside town centres it is necessary to address the following tests

- a) the need for the development;
- b) that the development is of an appropriate scale;
- c) that there are no more central sites for development;
- d) that there are no unacceptable impacts on existing centres; and
- e) that locations are accessible.

It is notable that PPS6 highlights (paragraph 3.5) that: *'as a general rule, the development should satisfy all these considerations.'*

The Planning Statement prepared by Nathaniel Litchfield and Partners (NLP), on behalf of the applicant seeks to address these issues, most notably quantitative need for the proposed development, and this has been summarised in Section 9 of this report.

The Council employed White Young Green (WYG) who were the authors of the Cheshire Retail Study 2006 to carry out a Retail Audit to assess the supporting information provided by the applicant.

Their initial assessment concluded that the extent of the catchment area (which underpins the need assessment) was too large for the proposed development. PPS6 states that the catchment area used to assess future need should be realistic and well related to the size and function of the proposed development taking into account competing centres.

The catchment extended beyond a 15-minute driving time in some directions and includes the centres of Winsford, Middlewich and Holmes Chapel to the north, Alsager to the east.

The inappropriate size of the catchment for the proposed development in Crewe is reflected by the survey evidence provided in support of the application, which identifies that only 1% of convenience goods expenditure generated in the Winsford Zone is currently directed to Crewe. Despite very limited residents within this part of the catchment using facilities in Crewe the assessment of need undertaken by NLP assumes that all the expenditure generated is available to support additional floorspace in Crewe.

Similarly, only 8% of shopping trips within the Middlewich Zone (which includes the centres Middlewich and Holmes Chapel) currently use facilities in Crewe. Again, despite the limited influence of facilities in Crewe on residents within this part of the catchment, it has been assumed that all the expenditure generated is available to support the proposed development in Crewe.

In identifying sufficient capacity to support the proposed development in Crewe, the level of capacity identified is available to support further retail floorspace within the whole catchment and not just in Crewe. For example, the approach adopted seeks to meet future need in Middlewich and Winsford in Crewe despite both centres being located some 20 minutes away. WYG therefore questioned the robustness of this approach.

Given these concerns with regard to the extent of the defined catchment, WYG did not consider the evidence presented to date was sufficient to justify the proposed development. The underlying assumption with regard to the extent of the catchment together was that 100% of the catchment expenditure is available to support additional floorspace. This was considered to be unrealistic and WYG recommended that the need assessment be revised to take into account current shopping patterns.

In response, NLP, provided a 'Supplementary Retail Statement' in support of the application. WYG have now considered this additional information and their advice is summarised below:-

The Need for the Proposed Development

In assessing quantitative need for the proposed development, whilst WYG question some of the assumptions adopted by NLP and consider that the level of retail capacity has been overstated, based on a realistic increase in current market share it is accepted that there is a quantitative need (albeit marginal) and qualitative need for the proposed development.

Appropriateness of Scale

Regional and local planning policy highlights that Crewe Town Centre is the largest centre in south Cheshire and is an appropriate location to focus further retail development.

Furthermore, the scale of the proposal by Tesco is smaller in size than the recently permitted Sainsbury's store.

Given this, together with a need being demonstrated for the level of floorspace proposed, WYG accepts that the proposal is of an appropriate scale to the centre and catchment it is intended to serve.

The Application of the Sequential Approach

It is accepted that there are no sequentially preferable site within Crewe that is available, viable or suitable to accommodate a modern supermarket capable of meeting the identified need.

Potential Impact

The proposed development either in isolation (or together with outstanding commitments) is unlikely to have a deleterious impact on the vitality and viability of Crewe or any other defined centre within the PCA. The location of the proposed development means that it is well positioned to retain footfall within Crewe, which will maintain and enhance the 'spin off' benefits for existing and future local businesses.

Conclusion

In summary the assessment has demonstrated that there is sufficient capacity to support the level of floorspace proposed and outstanding commitments and that it would not have an adverse impact upon the vitality and viability of Crewe Town Centre or any other centre in the PCA. Therefore, WYG considers that the proposal conforms to relevant retail planning policy. However, should the Council decide to permit this application it is important that appropriate conditions are attached to any permission restricting the overall sales area to 5,500 sq m and the proportion of floorspace dedicated to the sale of comparison goods to reflect that currently proposed.

Highway Considerations

It is important to ensure that adequate parking and servicing facilities are available within the site and that a safe access can be achieved into and out of the site which does not result in an unacceptable level of congestion or queuing at any of the existing roundabouts. The impact of the additional traffic generated on the wider highway network must also be taken into account and the developer has submitted a Traffic Impact Assessment. The Highway Authority has pointed out a number of issues in respect of the way in which the traffic impact has been assessed. Specifically, the Assessment had not considered the impact of the extant permission for a new Sainsbury's store on the opposite side of the road.

In the event that the Sainsbury's permission is implemented, additional traffic would be experienced on Vernon Way. However, a number of highway infrastructure improvements, including a new cycle link along Vernon Way would also be carried out, which would mitigate the impact, but which would also improve access to a new Tesco Store. Conversely, if the permission were not implemented the traffic levels would be less but the cycle improvements, which are also required to off-set the impact of the Tesco Store would not be undertaken.

However, discussions have taken place between the applicant's consultants and these issues have now been resolved. The Highway Authority is now satisfied that the scheme will not result in an unacceptable level of congestion or an adverse effect on highway, even if both the Tesco and Sainsbury's schemes go ahead.

With regard to the issue of the 2 possible outcomes in respect of Sainsbury's, it is recommended that a sum of money (£50,000) should be provided to be spent on pedestrian and cycle link improvements within the town centre. In the event that Sainsbury's did not implement their permission, it would be necessary to spend this money on Vernon Way. If Sainsbury's do implement their permission, these works would be carried out by them and the money could be spent on cycle improvements elsewhere within the vicinity, to improve access to the store. These would be carried out in accordance with the cycling masterplan for Crewe town centre which the Council has produced. As a monetary contribution towards highway improvements cannot be secured by condition a Section 106 Agreement is required.

Crime and Disorder

It is important to ensure that large new retail developments and public spaces are designed in such a way as to minimise opportunities for crime and anti-social behaviour.

As with all large retail proposals involving substantial car parks there are concerns about car-related antisocial behaviour on the car park when the supermarket is closed. Such problems have been experienced at the other stores in the Borough and it is therefore suggested that conditions should be imposed requiring CCTV and speed humps to be installed within the car park areas.

Public Consultation

In support of the application, the developer has submitted a Consultation Statement. The Borough Council's Adopted Statement of Community Involvement, which provides guidance on the production of Statements of Local Engagement states, at Paragraph 8.3, that such documents should show how applicants have involved the local community and where the proposals have been amended, as a consequence of involving the local community.

The Statement, submitted as part of this planning application, outlines the public consultation that has taken place and summarises the responses. The feedback which appears to have been received in terms of the principle of the development is overwhelmingly positive, and comments with regard to the detail should allow further development of the proposals during a reserved matters application. This will ensure that as many of the suggestions and concerns raised by the consultation can be addressed via the redevelopment proposals.

Sustainability

Policy EM18 of North West England Plan Regional Spatial Strategy (RSS) which outlines that, in advance of the setting of local targets for decentralised/renewable/low-carbon source energy supply that a least 10% of predicted energy requirements should be from such sources unless it is demonstrated not to be viable.

Tesco as a company are dedicated to reducing their carbon footprint and have pledged to investigate a number of sustainable construction techniques and energy saving / generating systems which can be incorporated into the building. A supplementary statement has been submitted which provides information on how this sustainable agenda will apply to the store proposal in Crewe. The intention is to construct a store which achieves a 'Very Good' BREEAM rating. These factors align with policy EM16 of RSS to minimise energy consumption, promote maximum efficiency and minimise waste.

Precise details of how this will be achieved will be an issue for the reserved matters stage. However, it is recommended that conditions be added to any approval to ensure that such measures as outlined above are incorporated into the final design of the building and to ensure compliance with RSS Policies DP 9 (Reduce Emissions and Adapt to Climate Change), EM 16 (Energy Conservation & Efficiency), EM 17 (Renewable Energy), and EM18 (Decentralised Energy Supply).

The proposal will involve the demolition of a number of existing buildings on site. Tesco have provided a waste management plan to ensure that opportunities are taken to reuse on site or for appropriate disposal of demolition waste off site. This process is in line with policies EM9 (Secondary and Recycled Aggregates) and EM11 (Waste Management Principles) as well EM11 of the RSS which relate to waste management principles and the provisions of Policy 11 (Development and Waste Recycling) of the Waste Local Plan

Landscape and Ecology

There is a significant amount of existing well-established landscaping around the site perimeter. It will be important to ensure that as much of this as possible is retained and integrated into the development to soften the impact of this large new building. The retention of the semi-mature trees along the Vernon Way frontage will be particularly important to screen the undercroft parking and un-slightly service area and rear elevation to the petrol station. Whilst the submitted plans and the design and access statement indicate that the majority of the trees will be retained, given that the site layout is only indicative at this stage, it will be necessary to ensure that these principles are adhered when the reserved matters are finalised.

An ecological survey has also been undertaken, which has concluded that there the existing buildings on site may have some potential for bat roosting and it is recommended that further surveys be undertaken or, alternatively, that mitigation measures be prepared. The Council's Ecologist has examined the application and commented that he advised the applicants that a bat activity survey was required to enable the Council to make a full assessment of the impacts of the proposed development upon bats. The survey report submitted with the application is, however, only the results of the initial bat assessment undertaken in December 2008 and does not include the results of the recommended activity survey.

The reasons for requesting an activity survey was that parts of the lofts were inaccessible during the initial assessment. The ecologist has advised that if the applicant's consultant can gain access into all of the loft areas an activity survey will not be necessary. If this is not possible plans showing which parts of the lofts have been surveyed would help the Council to decide whether a 'reasonable amount of survey effort' has been expended. The applicants have agreed to survey the loft areas and to provide the required information for

consideration, and this will be reported to the Board, along with further comments from the ecologist, at their meeting.

Impact on neighbour amenity

Given the town centre location and the nature of the surrounding land-uses, which are predominantly associated with commercial and retail activity, this is not considered to be a significant issue in this case.

Drainage and Flood Risk.

There is a need to ensure that the proposed development does not generate a risk of on-site flooding or exacerbate existing flooding problems elsewhere. A Flood Risk Assessment and Drainage Strategy have been produced and have been scrutinised by the Environment Agency. They have not raised any concerns in respect of the methodology and conclusions. Consequently, they have no objection to the scheme subject to the imposition of the relevant conditions. United Utilities have also been consulted, although no response had been received at the time of report preparation.

Other matters

The Crewe Heritage Centre, which is located to the rear of the site, has raised a number of issues. The first is concern that Tesco vehicles may obstruct their right of way. This is a private legal matter between the adjoining land owners, although Tesco's highway consultants have confirmed that they are liaising with the Heritage Centre over access issues.

Concern has also been raised about security of the Heritage Centre as a result of the access ramp. However, it is considered that this can be addressed through boundary treatment conditions.

The Heritage Centre is also concerned that the new store will make it more difficult for visitors to locate their premises. In order to encourage walking and cycling and to ensure that the new store integrates with other facilities in the town centre, it is considered to be appropriate to attach conditions to the permission requiring directional signage to the town centre and heritage centre to be provided as a condition. Similar conditions have been applied to the Sainsbury's permission and the two schemes of signage will integrate and complement each other.

11. CONCLUSION

The proposal seeks to create an enlarged replacement Tesco store of 8,231 sq m (gross) comprising a net floorspace of 5,500 sq m. The net floorspace is identified to comprise 3,300 sq m (60%) for the sale of convenience goods and 2,200 sq m (40%) for the sale of comparison goods.

The site is located outside the Town Centre Boundary, where for major shopping proposals it is necessary to demonstrate the need for the development; that the development is of an appropriate scale; that there are no more central sites for development; that there are no unacceptable impacts on existing centres; and that locations are accessible.

The Retail Impact Assessment submitted with the application has demonstrated that there is sufficient capacity to support the level of floorspace proposed and outstanding commitments and that it would not have an adverse impact upon the vitality and viability of Crewe Town Centre or any other centre in the PCA. Therefore, it is considered that the proposal conforms to relevant retail planning policy. However, it is important that appropriate conditions are attached to any permission restricting the overall sales area to 5,500 sq m and the proportion of floorspace dedicated to the sale of comparison goods to reflect that currently proposed.

It has also been adequately demonstrated that, the proposed development will not have an adverse effect on traffic levels or highway safety within the vicinity irrespective of whether or not the extant Sainsbury's planning permission is also implemented. However, it is important to ensure that the proposal is accessible through the provision of a monetary contribution towards cycling improvements in the town centre.

The remaining issues are largely matters of detail and can be adequately addressed at Reserved matters Stage.

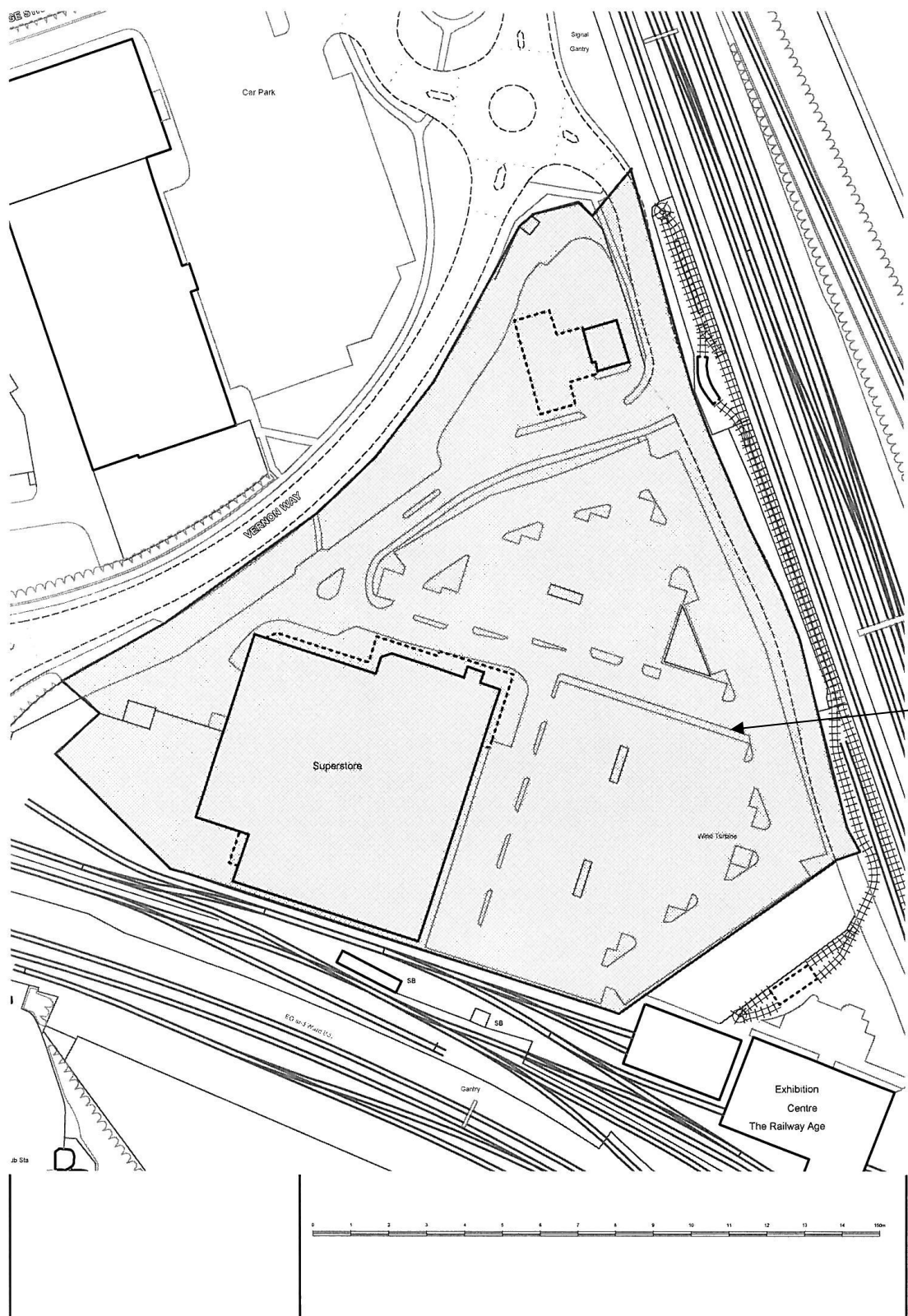
Having due regard to all other matters raised, it is considered that the proposal complies with the relevant Development Plan policies, as set out above and in the absence of any other material considerations, it is recommended for approval subject to conditions as set out below.

12. RECOMMENDATIONS

APPROVE subject to a Section 106 Legal Agreement to provide a sum of money (£50,000) to be spent on pedestrian and cycle link improvements within the town centre and the following conditions:

- 1. Standard Outline – time limit**
- 2. Standard Outline – submission of reserved matters**
- 3. Approved Plans**
- 4. Materials**
- 5. Landscape Scheme**
- 6. Implementation of Landscaping**
- 7. Tree protection measures**
- 8. No works within protected area**
- 9. Surface water regulation system**
- 10. Maximum discharge**
- 11. Sustainable Urban Drainage System**
- 12. Scheme for management of overland flow**
- 13. Incorporation of sustainable features**
- 14. CCTV and speed humps to car park**
- 15. Boundary Treatment**
- 16. Contaminated Land**
- 17. Signage to Town Centre and Heritage Centre**
- 18. Protected Species**
- 19. Limit on comparison goods floorspace**

Location Plan



The Site