

DC/2017/00761

PROPOSED SINGLE STOREY SHOP EXTENSION AND FORMATION OF ADDITIONAL CAR PARKING

ABERGAVENNY SERVICE STATION, 5 HEREFORD ROAD, ABERGAVENNY

RECOMMENDATION: APPROVE

Case Officer: Kate Bingham
Registered: 22/06/2017

1.0 APPLICATION DETAILS

- 1.1 This application is for the redevelopment of an existing sales kiosk building serving an established Esso fuel filling station with an extension to provide better facilities for customers and staff. The extension to the shop would require the access to the existing car wash to be pushed back utilising a small amount of the vacant land to the rear which would also provide space for three staff parking bays. It is also proposed to create a customer car park for the shop to the side of the garage on existing vacant land. The extension would increase the existing shop by 208 sq.m creating a gross floor area of 278 sq.m, of which 190 - 200 sq.m would be net sales area (about 2000sq.ft.). To put this in context, Members should note that the approved Morrison's foodstore would have a net sales area of 2850 sq.m. (30,677 sq. ft.) while the existing Lidl's store is 860 sq.m. net (9256 sq. ft.).
- 1.2 All pumps and tanks would remain as existing along with the car wash and plant room.

2.0 RELEVANT PLANNING HISTORY

DC/2015/01243 – Residential development to rear. Invalid (objections from Welsh Government Transport in relation to access onto A40)

3.0 LOCAL DEVELOPMENT PLAN POLICIES

S6 – Retail Hierarchy
S13 – Landscape, Green Infrastructure and the Natural Environment
S16 - Transport
S17 – Place Making and Design

RET4 – New Retail Facilities
NE1 - Nature Conservation and Development
EP1 – Amenity and Environmental Protection
DES1 – General Design Considerations
MV1 – Development and Highway Considerations

4.0 REPRESENTATIONS

4.1 Consultation Responses

Abergavenny Town Council – recommends refusal. Increased use of the site will impact on traffic. Access/egress arrangements considered inadequate.

Natural Resources Wales – No objection. Gross contamination not present at the site in this location.

WG Highways – Awaiting comments.

Dwr Cymru- Welsh Water – No objection. Note that the site is crossed by a public sewer.

MCC Environmental Health – No objection subject to condition (noise).

4.2 Neighbour Consultation Responses

No comments received.

4.3 Other Consultation Responses

Abergavenny and District Civic Society - The proposed retail extension is outside the Central Shopping Area and the applicant has not demonstrated that a suitable site is unavailable in the CSA. It is also not in a designated neighbourhood centre. The applicant has also not demonstrated a local need for the development, which is not sited in a residential area.

Despite the pre-application advice, such policy considerations would seem to suggest a refusal of the application, though we continue to be surprised at the amount of retailing permitted at service stations, garden centres, etc. Furthermore we would expect Welsh Government to object to extra vehicle movements on this increasingly busy trunk road junction. The parking provision may meet standards but the servicing arrangements seem unworkable.

We are aware that a 2015 application to develop backland between Hereford Road and Ross Road failed to show a satisfactory access. There may be an opportunity here for the parties to cooperate to devise an acceptable scheme.

5.0 EVALUATION

5.1 Principle of Development

5.1.1 Policy RET4 relates primarily to new retail proposals but it also applies to extensions to existing retail premises. It states that where development is proposed outside the defined Central Shopping Area (CSA) the proposal will be assessed against the following criteria:

- a) a demonstrable need exists for the proposed development;
- b) the proposed development, either individually or cumulatively with other recent or proposed developments, would not have a detrimental impact on the trade /turnover, vitality and viability of town, local or neighbourhood centres;
- c) the proposed development is of an appropriate scale and type to the size, character and function of the centre and its position in the retail hierarchy;
- d) the proposed development would not have a detrimental impact on future public or private investment needed to safeguard vitality and viability of the centres;
- e) the proposal is in a location accessible to public transport facilities;
- f) the proposal is not on land allocated for other uses.

5.1.2 Although outside the Central Shopping Area (CSA) the site is very close to the CSA (within 50m) and has an existing well-established retail use. The existing shop is small and notably cramped inside. It generally relies on trade from passing motorists who stop

to purchase fuel and this will remain as the primary purpose of the site. Even enlarged it is unlikely to draw significant customers away from the shops in the Central Shopping Area as there would be a much more comprehensive range of goods available within the much larger grocery stores in the CSA.

5.1.3 Any sale of hot food on the premises would require change of use from A1 retail to mixed A1/A3 in its own right and has not been included as part of this application.

5.2 Residential Amenity

5.2.1 The existing fence at the rear of the site is proposed to be re-positioned by approximately 10m to accommodate the new development but there would still be approximately 13 metres between the proposed rear of the new shop and access to the car wash and the end of the gardens of the nearest properties to the east. This separation will ensure that the residential amenity of these properties is not harmed by noise and disturbance caused by the operation of the car wash plant or from general noise and disturbance as a result of the activity related to the new shop and the car wash. Indeed, the car wash building and its related plant room are not being moved (it is only the access to them that is being moved about 13m to the east) and this change should not cause unacceptable harm to any nearby properties and nor should the use of the three staff parking spaces off this internal access driveway.

5.2.2 The proposed car park to the south will adjoin the car parking area for a building that is subdivided into flats and therefore the impact on residential amenity is not expected to be harmful for residents.

5.3 Visual Impact

5.3.1 The proposed redeveloped shop will be similar in appearance to the existing having a glazed front, Kingspan panelling (coloured mid-grey) and a flat roof that will be lower than the existing canopy for the pumps. The proposed design is appropriate for this type of development and would not harm wider visual amenity.

5.3.2 There will be no changes to the boundary around the proposed new car park which as existing is vacant land with an informal hard surface.

5.4 Access and Parking

5.4.1 Existing parking is limited to informal parking on the forecourt and three spaces to the rear of the shop. It is proposed to utilise vacant land to the side of the forecourt to provide twelve new customer parking spaces including two dedicated disabled parking spaces. Three spaces for staff would also be retained. Currently customers park in an ad hoc manner across the front of the site and the new car park should regularise and encourage them not to block the vacuum and air services or the HGV pump.

5.4.2 Access would be from the forecourt with no alterations to the access onto the A40 proposed. The existing sight lines at the exit are in the order of 2.4 x 90m to the south and 2.4 x 50m to the north which are considered adequate for an egress onto a road subject to a 30mph speed limit in an urban area. It is hoped that as a result of an improved shop, customer numbers will increase but this is obviously not guaranteed. Notwithstanding this, a traffic assessment (TA) has been provided as part of the application submission. This shows that the development proposals could result in an increase in of 53 two way trips in the afternoon peak hour period on a Saturday. However, as the majority of trips to a petrol filling station are already on the local road network, albeit not necessarily passing the site, it is generally accepted that 60% of trips to a service station

are already on the immediate local road network. On this basis the number of new trips on the local highway network would be 40% of the figures given in Tables provided in the TA, which would result in only 14 additional traffic movements per hour during the morning peak hour period and 19 vehicles per hour in the evening peak hour period. There would be an increase in traffic on a Saturday afternoon of 22 traffic movements per hour.

5.4.3 When comparing the additional traffic movements to the existing traffic flows on Hereford Road (see Tables 2A and 2B) the percentage change is only about 2% during the weekday peak periods and 2.6% during the Saturday peak period. It is therefore considered that the additional traffic movements generated by the development proposal will have no significant impact on the local highway network.

5.4.4 In light of the aforementioned comments there are no highway grounds to sustain an objection to the application.

5.5 Environmental Health Issues

5.5.1 An external plant compound area is planned on the western façade of the proposed extension. No detail has been provided regarding the equipment intended and the operating noise level(s). It is therefore recommend in order to minimise any potential noise impact from this area on nearby residential properties that any grant of planning permission is subject to a condition requiring these details to be provided prior to their use commencing.

5.5.2 The land was not found to be contaminated with the fuel pumps remaining in situ at the front of the site.

5.6 Well-Being of Future Generations (Wales) Act 2015

5.6.1 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

6.0 **RECOMMENDATION: APPROVE**

Conditions:

1.	This development shall be begun within 5 years from the date of this permission.
2.	The development shall be carried out in accordance with the list of approved plans set out in the table below.
3.	Details of the noise level(s) from the mechanical plant and equipment to be located in the external plant compound area and noise level(s) to be expected at the boundary of the nearest residential property shall be submitted to and approved in writing by the Local Planning Authority prior to their use commencing.

Informatives:

Please note that Bats are protected under The Conservation of Habitats and Species (Amendment) Regulations 2012 and the Wildlife and Countryside Act 1981 (as amended). This protection includes bats and places used as bat roosts, whether a bat is present at the time or not. If bats are found during the course of works, all works must cease and Natural Resources Wales contacted immediately. Natural Resources Wales (NRW) (0300 065 3000).