

Agenda Item A7	Committee Date 2 November 2009	Application Number 09/00281/FUL
Application Site Christie Park Lancaster Road Morecambe Lancashire	Proposal Demolition of existing football buildings and erection of Sainsbury's food store (Class A1) together with new vehicular accesses, servicing area, car parking and ancillary landscaping	
Name of Applicant Sainsbury's Supermarkets Ltd	Name of Agent Mrs Samantha Ryan	
Decision Target Date 27 July 2009	Reason For Delay Negotiating design and access, and assessing retail need and impact	
Case Officer	Mr Andrew Drummond	
Departure	No	
Summary of Recommendation	Approval	

1.0 The Site and its Surroundings

1.1 The 2.05 hectare application site is located about a mile south east of Morecambe's primary shopping area. It is currently the home of Morecambe Football Club, Christie Park, and at present the majority of the site is taken up by the football pitch and surrounding stadium. As you would expect of a football pitch, the site is level.

The western boundary is defined by a 2.3m high metal fence that wraps round the adjacent playing fields whilst garden fences of the Christie Avenue properties demark the southern and eastern boundary. The car wash building and Lancaster Road forms the remaining boundary to the north. There is minimal landscaping at present. There are 3 mature trees located adjacent to the school site with a few additional trees situated in the verge along Lancaster Road and within the car wash site.

1.2 The site falls within an area that is predominantly residential. However, adjacent to the site is Lancaster Road Primary School and playing fields to the north and west respectively. An electricity sub-station and a club building separate the school from the site along the Lancaster Road frontage. This road forms the northern boundary along with an existing car wash business. Rear gardens serving the residential properties on Christie Avenue form the eastern and southern boundaries. Access into the site can only therefore be gained from Lancaster Road, either north or south of the car wash business.

1.3 The site is designated in the Lancaster District Local Plan as an Urban Greenspace and a Major Sports Ground. Lancaster Road is allocated as a Primary Bus Corridor.

2.0 The Proposal

2.1 The application seeks full planning permission for the demolition of the existing Morecambe Football Club stadium and associated buildings and for the erection of a major foodstore of 40,000 sq ft net sales floorspace with ancillary car parking, servicing facilities and landscaping.

- 2.2 The proposed foodstore would be located towards the northern end of the site, forming a single block measuring 90m in width, up to 78.5m in depth and over 11m in height. The sales area would be located on the ground floor with staff and restaurants areas located on a mezzanine level.

The building is generally rectangular in shape with a few appendages for entrance lobbies, toilets, storage, loading bays and online deliveries. White and grey metal cladding panels would be the predominant material on the elevations with glazed curtain walling to the south facing onto the car park. A large “Sainsbury’s” sign is proposed above the main doors, supported on the roof by a frame with further and similar signage facing Lancaster Road and the playing fields. The signs would measure 2.5m, 2m and 1.2m respectively with the lettering in Sainsbury’s brand colour of orange. The main entrance would have an overhanging canopy supported on white metal columns which would fall away to the rear of the store along the side elevations. A glazed stair/lift core is proposed to the south east corner. A small, flat feature would be created to mark the approximate location of the centre spot of the existing football pitch.

- 2.3 A new traffic light controlled access would be created forming the entrance to the store car park, which would have 330 spaces, including 18 disabled and 18 parent and child spaces. The car park also accommodates taxis with a designated drop-off/pick-up point. The bus stop on the south side of Lancaster Road would be relocated to accommodate the new junction. In addition a service access would be located adjacent to the sub-station, also off Lancaster Road. Pedestrian access would be provided either side of the car wash with a gated access provided along the western edge of the building to the school. Kerb stones would be dropped in appropriate crossing points for easier access. No permeability is proposed into the site from the west, south or east. For bicycles, a total of 23 covered cycle hoops are proposed split between 2 locations.

- 2.4 The proposed scheme seeks to utilise the existing boundary treatment whilst softening it with additional landscaping. The trees adjacent to the school would be retained, though some mature trees along Lancaster Road would be lost to accommodate the new access arrangements. To compensate for this loss, 3 small landscaped areas are proposed adjacent to the car wash and the site access, as well as 13 further trees within the car park.

3.0 Site History

- 3.1 There have been a number of planning applications previously received by the Local Planning Authority relating to this site, though none directly relating to the current application. However, one application of relevance relates to the relocation of Morecambe Football Club to its Westgate site;

Application Number	Proposal	Decision
08/00174/HYB	Hybrid Application for development of a football stadium and related accommodation, outdoor multi-sports area for club and community use, associated car parking and vehicular access and outline proposals for commercial development on Westgate frontage including hotel, food and drink, drive through restaurant, Morecambe FC club shop, associated car parking and amenity space.	Approved

4.0 Consultation Responses

- 4.1 The following responses have been received from statutory and internal consultees:

Consultees	Response
County Highways	<p>The Highway Authority made a series of comments on this application:</p> <ul style="list-style-type: none"> ▪ Main access - the location of the access is not ideal with respect to other junctions in the immediate vicinity, and it is felt that an alternative access location would have been preferable. However, discussions have reached a level where County feel a solution to the access layout can be achieved; ▪ Car wash access - The proximity of the car wash entrance to the proposed

	<p>access remains a concern. However, Safety Audit concludes that the proximity to the proposed junction is not ideal but that due to the low flows it may be made to work;</p> <ul style="list-style-type: none"> ▪ Lathom Avenue - banning a right turn movement from Lathom Avenue onto Lancaster Road would assist in the prevention of conflict between vehicles at the proposed junction. However, it would be difficult to enforce such a ban. A Safety Audit has stated that with regard to the safety of the scheme, the ban would be useful but not essential; ▪ Local Safety - the store could generate "rat running" along it between Broadway and Lancaster Road. County suggests the investigation and implementation of a traffic safety scheme in the Burlington Avenue/Lathom Avenue area should be funded by the development under S106 Agreement (see below); ▪ Minimum of 45 secured, covered cycle parking spaces to be provided <p>Section 106 agreement to be entered into to secure £595,232, which would help finance the following:</p> <ol style="list-style-type: none"> 1. A contribution of c£200,000 towards Real Time Information on the 2/2A bus service 2. Upgrade footpath from Greenway to Bartholomew Road/Wingate Avenue to cycle path to link store to a large housing area 3. Improve pedestrian/cycle crossing facilities at Broadway/Burlington Avenue/Beaufort Road junction (i.e. provide refuges on either side of the junction) 4. Path across school field to Cartmel Place 5. Improvement to cycle facilities at both Shrimp and Prawn roundabouts 6. A contribution of £24,000 towards advice and guidance on Travel Plan development and implementation 7. The investigation and implementation of a traffic safety scheme in the Burlington Avenue/Lathom Avenue area <p>Section 278 (highway agreement) to be entered into to cover the following works:</p> <ol style="list-style-type: none"> 1. Convert footway on south side of Lancaster Road from Christie Avenue to Primary school entrance and pelican crossing by Burlington Avenue to cycle path. 2. Convert footway on north side of Lancaster Road from Burlington Avenue to proposed refuge outside store entrance to a cycle path. 3. Convert pelican by Burlington Avenue to a toucan.
County Travel Plan Co-ordinator	A final Travel Plan needs to be developed with realistic and meaningful targets and actions. The Travel Plan must cover travel by staff and customers if traffic congestion on Lancaster Road is to be avoided. A minimum of 45 secured, covered cycle parking spaces must be provided. A pedestrian/cycle link from the south west corner of the development site directly to the Lancaster/Morecambe Greenway should also be provided to improve accessibility by non-car modes and encourage active travel by staff and customers.
County s106 Officer	No contributions sought except towards sustainable transport (see County Highways).
County Planning	County Planning considers that the proposed development conforms to the Regional Spatial Strategy provided that there are no sequentially preferable sites available within the town centre and that there will be no significant adverse impact on Lancaster and Morecambe Town Centres. They have concerns about the impact on Morecambe Town Centre.
County Ecology	The following planning conditions are recommended:

	<ul style="list-style-type: none"> ▪ Tree felling, vegetation clearance works, demolition work or other works that may affect nesting birds will be avoided between March and July inclusive, unless the absence of nesting birds has been confirmed by inspection; ▪ A landscaping scheme to be submitted for approval, in consultation with specialist advisors. The approved landscaping scheme shall be implemented in full; ▪ If the presence of bats is suspected at any time during construction work will cease and Natural England will be contacted for advice
County Archaeology	No comments to make.
Environment Agency	No objections in principle and are pleased to see the commitment to attenuating surface water discharges from the site to existing levels by means of a Sustainable Drainage System (SUDS). However, no details have been submitted a condition requiring the use of SUDS is requested. The land contamination survey is accepted. A condition should be included to ensure that any unexpected contamination can be dealt with. Foul drainage from the development of this site must be drained to the foul sewer. Prior to being discharged into any watercourse or surface water sewer, all surface water drainage from parking areas in excess of 100 spaces and hardstandings shall be passed through an oil interceptor designed and constructed to have a capacity and details compatible with the site being drained. Roof water shall not pass through the interceptor.
United Utilities	No objection to the proposal provided the site is drained on a separate system, with only foul drainage connected into the foul sewer. Surface water should discharge to the soakaway/watercourse/surface water sewer and may require the consent of the Environment Agency. United Utilities would ask for the installation of sustainable drainage systems (SUDS) in order to assist with surface water run-off. Foul drains must have adequate grease traps.
Police	Strongly recommend that the builders of the supermarket adopt Secured By Design. Any bushes/shrubs planted on site should be ground covering only and not allowed to grow to a height in excess of one metre. Any tree should have all the boughs removed below a height of 2.4 metres. There should be good and open natural surveillance to the entire site. The customer car park should be planned and constructed to the ACPO approved 'Park Mark' initiative. Appropriate lighting should be carefully designed to cover potential high risk areas. Due consideration must also be given to lighting levels within the areas the CCTV will patrol.
Morecambe Town Council	No comments received during the statutory consultation period.
Environmental Health	No objection subject to a number of conditions covering air quality (including dust and odour) noise, contamination and lighting.
Tree Officer	Agrees to the landscape scheme subject to: <ul style="list-style-type: none"> ▪ Implement all proposed tree protection measures in compliance with BS 5837(2005). All tree protection measures must be implemented and be in place before any site activities and prior to any site demolition works and protective barriers retained on site until completion of the development; ▪ A detailed Method Statement being submitted and agreed in writing for all works within proximity to trees proposed for retention; and, ▪ A detailed landscape maintenance programme must be submitted and agreed in writing and include maintenance for a minimum period of 10-year post planting.
Land Drainage	Requests a condition that surface water discharges should be restricted to a maximum of 6 litres per second per hectare (equivalent to greenfield run off for this

	area) in order to protect the local area from flooding and protect the land drainage infrastructure.
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5.0 Neighbour Representations

5.1 28 pieces of correspondence of support have been received. The reasons for support include the following:

- A large trade name will increase confidence in the area
- Reduction in trip length to a food store for local residents
- Greater choice of food retailers, and therefore greater competition

Despite their support, a few concerns/suggestions were raised:

- Access/egress arrangements
- No activity between 11pm and 7am
- That the car wash has not been incorporated into the scheme
- Provision of allotments
- The building should be as environmentally friendly as possible

3 letters of objection have also been received stating the following reasons:

- Increase in noise both during construction and thereafter
- Increase in traffic, including rat running from Broadway
- Poor site access
- Poor design

3 businesses have also objected to the scheme:

- Adverse impact on the car wash due to the access arrangements
- The extent of the catchment area used to justify the store is not realistic and thereby the applicant has over-estimated the amount of available expenditure
- The proposed store would fail to initiate any linked trips to Morecambe town centre and therefore would have an adverse impact on the vitality and viability of the town centre
- The proposal would have an adverse impact on the investment potential of Morecambe town centre

6.0 Principal Development Plan Policies

6.1 National Planning Policy Statements (PPS) and Guidance notes (PPG)

PPS1 (Delivering Sustainable Development) - provides generic advice for all new built development. Sites should be capable of optimising the full site boundary and should deliver an appropriate mix of uses, green and other public spaces, safe and accessible environments and visually pleasing architecture. The prudent use of natural resources and assets, and the encouragement of sustainable modes of transport are important components of this advice. A high level of protection should be given to most valued townscapes and landscapes, wildlife habitats and natural resources, conserving and enhancing wildlife species and habitats and the promotion of biodiversity.

PPS6 (Planning for Town Centres) - seeks to promote the vitality and viability of town centres by planning for the growth and development of existing centres and promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.

The objectives which need to be taken account in the context of this are:

- to enhance consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly socially-excluded groups;

- to support efficient, competitive and innovative retail, leisure, tourism and other sectors, with improving productivity;
- to improve accessibility, ensuring that existing or new development is, or will be, accessible and well-served by a choice of means of transport;
- to promote social inclusion, ensuring that communities have access to a range of main town centre uses, and that deficiencies in provision in areas with poor access to facilities are remedied;
- to encourage investment to regenerate deprived areas, creating additional employment opportunities and an improved physical environment;
- to promote economic growth of regional, sub-regional and local economies;
- to deliver more sustainable patterns of development, ensuring that locations are fully exploited through high-density, mixed-use development and promoting sustainable transport choices, including reducing the need to travel and providing alternatives to car use; and
- to promote high quality and inclusive design, improve the quality of the public realm and open spaces, protect and enhance the architectural and historic heritage of centres, provide a sense of place and a focus for the community and for civic activity and ensure that town centres provide an attractive, accessible and safe environment for businesses, shoppers and residents.

The main town centre uses to which this policy statement applies are retail, leisure, entertainment facilities, the more intensive sport and recreation uses, offices, arts, culture and tourism.

PPG13 (Transport) - encourages sustainable travel, ideally non-motorised forms of transport such as walking and cycling, but also other means like public transport. The use of the car should be minimised. This can be encouraged by the location, layout and design of new developments.

6.2 Regional Spatial Strategy - adopted September 2008

Policy **DP2** (Promote Sustainable Communities) - fostering sustainable relationships between homes, workplaces and other concentrations of regularly used services and facilities, improving the built and natural environment, conserving the region's heritage, promoting community safety and security including flood risk, reviving local economies especially in areas in need of regeneration and housing restructuring such as Morecambe, promoting physical exercise through opportunities for sport and formal / informal recreation, walking and cycling.

Policy **DP4** (Make Best Use of Existing Resources and Infrastructure) - development should accord with the following sequential approach: first, using existing buildings (including conversion) within settlements, and previously developed land within settlements.

Policy **DP5** (Reduce the Need to Travel, Increase Accessibility) - development should be located so as to reduce the need to travel, especially by car, and to enable people as far as possible to meet their needs locally. All new development should be genuinely accessible by public transport, walking and cycling, and priority will be given to locations where such access is already available.

Policy **DP7** (Promote Environmental Quality) - understanding and respecting the character and distinctiveness of places and landscapes, the protection and enhancement of the historic environment, promoting good quality design in new development and ensuring that development respects its setting, reclaiming derelict land and remediating contaminated land and use land resources efficiently, maximising opportunities for the regeneration of derelict or dilapidated areas, promoting green infrastructure and the greening of towns and cities.

Policy **W5** (Retail development) - promote retail investment where it assists in the regeneration and economic growth of the town and city centres. In considering proposals and schemes any investment made should be consistent with the scale and function of the centre, should not undermine the vitality and viability of any other centre or result in the creation of unsustainable shopping patterns.

Policy **RT2** (Managing Travel Demand) - measures to discourage car use (including the incorporation of maximum parking standards) should consider improvements to and promotion of public transport, walking and cycling. Major new developments should be located where there is good access to public transport backed by effective provision for pedestrians and cyclists to

minimise the need to travel by private car.

Policy **RT9** (Walking and Cycling) - encourage the delivery of integrated networks of continuous, attractive and safe routes for walking and cycling to widen accessibility and capitalise on their potential environmental, social and health benefits.

Policy **EM10** (A Regional Approach to Waste Management) - promote and require the provision of sustainable new waste management infrastructure, facilities and systems that contribute to the development of the North West by reducing harm to the environment and improving the efficiency of resources (waste management principles set out in Policy EM11).

Policy **EM16** (Energy Conservation & Efficiency) - ensure that the developer's approach to energy is based on minimising consumption and demand, promoting maximum efficiency and minimum waste in all aspects of development and energy consumption.

Policy **EM18** (Decentralised Energy Supply) - new non residential developments above a threshold of 1,000m² and all residential developments comprising 10 or more units should secure at least 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources.

6.3 Lancaster District Local Plan - adopted April 2004 (saved policies)

Policy **E29** (Urban Green Spaces) - Areas protected from development and where appropriate enhanced. Exceptionally essential education or community related development will be permitted.

Policy **S1** (Retail Hierarchy) - new shopping development, other than small local shops, will be permitted only within the identified District centres. Development will only be permitted that is appropriate to the size and function of the centre concerned.

Policy **T9** (Providing for Buses in New Developments) - seeks to locate development, which will significantly increase the demand for travel as close as possible to existing or proposed bus services (i.e. within a 5 minute walk or 400m).

Policy **T26** and **T27** (Footpaths and Cycleways) - Requirements to include cycle and pedestrian links for new schemes.

Policy **R3** (Major Sports Clubs) - development will be permitted where it directly relates to the sports and social activities and account has been taken of development's impact on amenities of the surrounding area.

Policy **R21** (Access for People with Disabilities) - requires disabled access provision.

6.4 Lancaster District Core Strategy - adopted July 2008

Policy **SC1** (Sustainable Development) - Development should be located in an area where it is convenient to walk, cycle or travel by public transport between homes, workplaces, shops and other facilities, must not result in unacceptable flood risk or drainage problems, does not have a significant adverse impact on a site of nature conservation or archaeological importance, uses energy efficient design and construction practices, incorporates renewable energy technologies, creates publicly accessible open space, and is compatible with the character of the surrounding landscape.

Policy **SC2** (Urban Concentration) - 95% of new employment floorspace to be provided in the urban areas of Lancaster, Morecambe, Heysham and Carnforth.

Policy **SC5** (Achieving Quality in Design) - new development must reflect and enhance the positive characteristics of its surroundings, creating landmark buildings of genuine and lasting architectural merit.

Policy **SC8** (Recreation and Open Space) - Protect and enhance green space and informal recreation around the Lancaster-Morecambe cycle track.

Policy **ER5** (New Retail Development) - new comparison retailing will be focused on Lancaster or central Morecambe. New local food retailing to be provided in town or local centres, or at an

appropriate scale in sustainable locations in areas of deficiency.

Policy **ER7** (Renewable Energy) - To maximise the proportion of energy generated in the District from renewable sources where compatible with other sustainability objectives, including the use of energy efficient design, materials and construction methods.

Policy **E1** (Environmental Capital) - Development should protect and enhance nature conservation sites and greenspaces, minimise the use of land and non-renewable energy, properly manage environmental risks such as flooding, make places safer, protect habitats and the diversity of wildlife species, and conserve and enhance landscapes.

Policy **E2** (Transportation Measures) - This policy seeks to reduce the need to travel by car whilst improving walking and cycling networks and providing better public transport services.

7.0 **Comment and Analysis**

7.1 **Retail**

7.1.1 **Need for the development**

When assessing the quantitative need for a new foodstore, consideration must be taken of the existing supply and the existing and projected spending capacity (on convenience goods) of the local population that live within the catchment area that the new store would serve. The applicant demonstrates that even when very conservative projections are incorporated into the calculations due to the current market conditions (though some time in the future these are likely to improve), there is enough capacity for a 40,000 sq ft net floorspace foodstore, albeit the capacity is marginal. The turnover required to sustain a foodstore of this size would be generated by the residents within the catchment area the store serves. This may take trade away from the other 2 major supermarkets, Asda and Morrisons, but as these stores are currently overtrading (larger turnover than average for stores of their size), it would not affect their viability.

The need for comparison goods is recognised in various retail studies. Even when taking into consideration the outstanding permissions in Morecambe (assuming they are all implemented) for new retail space there remains sufficient quantitative need for the comparison goods element of the proposal. However, this should be controlled for the reasons set out in 7.1.4 below.

As for the qualitative need, a large-format foodstore is required in Morecambe to provide a genuine alternative to the dominant Morrison's store. This proposal would improve competition and customer choice.

7.1.2 **Scale of the development**

The scale of the development relates to the issue above on need. When the facts are analysed a 40,000 sq ft (net floorspace) foodstore meets the needs of the catchment it serves and therefore it can be concluded that the store is of an appropriate scale.

7.1.3 **Sequential test**

National planning guidance on retail development sets clearly that developers should seek to locate new retail space in town centres, and if no central sites exist, then on the edge of the town centre. Only as a last resort should new retail be provided in out of centre locations.

The applicant has analysed alternative sites for their scheme, but a more centrally located site of an adequate size does not exist with the exception of Frontierland. As this site is owned by a competitor, Morrisons, it is unavailable to the applicant.

A preferable site could be the library car park, which is adjacent to the primary shopping area in Morecambe. The owners of the Arndale Centre along with Tesco's agents have shown an interest in delivering a foodstore on this site as part of the redevelopment plans for the centre. However, to date the Council has not received any deliverable proposals. Firstly the site is not available (the site is not in the ownership of the Arndale Centre and they have no agreements in place with the current

landowners of the library and its car park), secondly the scheme tabled is unlikely to be financially viable (it relies upon a suspended store), and thirdly the proposal is not suitable (in terms of car parking and service arrangements). As this aspiration is undeliverable it has to be discounted.

7.1.4 Impact on existing centres

The site is located between the shopping areas of central Morecambe, the West End, Bare and Torrisholme. Each has a role and function in serving its local area and therefore the vitality and viability of these existing centres must be protected.

County Planning has raised a concern that the proposal may have an adverse impact on central Morecambe. This is understandable as the centre is currently not thriving as can be seen by the number of empty units. However, it is very difficult to ascertain how much of an impact a new foodstore on the Christie Park site would have on central Morecambe. The centre definitely needs an anchor store to provide that confidence for other retailers to invest in Morecambe. If this application is approved it would leave little, if any, capacity for another foodstore in the Morecambe area, and a foodstore is the kind of anchor the centre needs. That said, as discussed above in 7.1.3 no central site currently exists. As comparatively few people currently undertake their food shopping in central Morecambe (the Arndale Centre and its environs), the proposal is unlikely to take trade away from this existing shopping area. Unfortunately though it is unlikely to provide any opportunities for linked trips either given the distance of a mile between the site and the centre.

In conclusion, the proposed foodstore may have some negative impact on the turnover generated in central Morecambe but the main impact is the lost potential for additional investment in the existing centre. However, this is largely unquantifiable, hence very difficult to argue a defensible case against the proposal. In terms of its impact on other major foodstores, as both Asda and Morrison's are also located in out of centre locations, no account needs to be taken of the proposals impact on these stores.

It is recommended that conditions are attached to any planning permission granted to limit the size of the proposed store to 40,000 sq ft net sales floorspace and limit the area designated to the sales of comparison goods to 25% of this net floorspace. This will help to protect the viability of the existing centres.

7.1.5 Accessibility of the site location

The site is adjacent to Lancaster Road, a Primary Bus Corridor and the main road from central Morecambe to Lancaster. This opens up the site to foot, cycle and car traffic originating from the west, north and east as well as public transport along this key corridor.

Therefore the site is quite accessible, though it could be vastly improved if a direct link from the site could be created through to Greenway (Lancaster to Morecambe cyclepath). This would provide a safe and designated foot and cycle way whilst enhancing links to the south.

7.2 Design, Layout and Landscaping

The layout has been dictated by the size of the store, its associated car parking, the position of the existing car wash business and the neighbouring uses. To fit a 40,000 sq ft (net) foodstore on this site, the building could not have the desired street frontage due to the existing position of the car wash. It therefore could be positioned in the north or south part of the site, though the latter was quickly dismissed as this would place the service yard adjacent to the residential properties on Christie Avenue. With the building situated to the north, design elements were incorporated to minimise its impact on the school. These include the 1.2m drop from Lancaster Road into the loading bays (to reduce the impact of the delivery lorries) and lowering the height of the building at the rear to reduce overshadowing).

In terms of the building itself, it is bulky with similar dimensions to that of the football stadium and as such its visual impact is no worse than the structure that currently exists on site. Though there are some detailed features, such as a canopy falling towards the back of the store along the side elevations, they do not limit the impact of this tall, 'boxy' structure. The limited palette of external materials (predominantly white and light grey metal cladding with large areas of glazed curtain walling to the front) makes this an inappropriate building in its setting, giving it an appearance of a

large warehouse amongst inter-war semi-detached housing that are half its height. It is therefore recommended that should planning permission be forthcoming, that a condition be attached to the permission if the application is approved that requires the applicant to agree the palette of materials with the Council prior to commencement of works to ensure the building makes better reference to its context and limits its visual impact on its environment.

The existing landscaping is very limited, and therefore the additional planting proposed is supported. To accommodate the new traffic light controlled junction 2 trees may be lost. However, a scheme of tree planting has been submitted with the application which would provide additional trees along Lancaster Road, both at the new entrance and nearer the school. Furthermore, the established trees along the boundary of the school would be retained with more planting proposed along the west and south boundaries.

The signage shown on the plans is indicative as this will need to be subject to a separate Advertisement Consent application.

7.3 Access and Servicing

The accessibility of the site is discussed above in 7.1.5, so is not re-visited here in detail.

The new traffic light controlled junction provides for pedestrian and cycle crossings as well as vehicular access into and out of the site. This improves the links west-east and also to the north for visitors on a bike or on foot. The lack of permeability to the south is disappointing, and therefore the direct link to the Greenway is highly desirable.

The scheme does provide for cycle parking, but the 23 covered cycle hoops are situated in 2 different locations, one of which (just north of the car wash site) is poorly situated. A condition requiring the details of the cycle parking, including location, is advised if Members are minded to grant planning permission. Likewise a condition is required to secure the provision of a covered, seated waiting area for the taxi pick-up point. Though the taxi drop-off/pick-up point is supported, again it is poorly located as it is away from the building and its canopy.

The service yard is situated to the north of the site with a separate access, reducing the conflict between deliveries and shoppers. Though it is located adjacent to the school, a new gated access is provided as part of the scheme allowing safe passage from the store's car park into the school's playground for school children and their parents.

7.4 Sustainability - renewable energy and energy efficiency

Sainsbury's has a reputation of being a sustainable company, winning awards for some of their initiatives. They have sought to reduce their impact on the environment by using initiatives such as 'Bags for Life', internet home deliveries, organic food, reducing food miles, increasing recycling facilities at their stores, reducing packaging and reducing construction waste.

Furthermore, according to their Sustainability Statement Sainsbury's is committed to sourcing energy responsibly, minimising energy demand and promoting efficient consumption. They already purchase their electrical energy from suppliers that produce 10% of electricity from renewable sources with an additional 40% coming from Combined Heat and Power (CHP) plants. A technology such as CHP that could be accommodated on site to meet the requirements of the RSS policy (RM18). To secure at least 10% on site renewable energy production, this should be conditioned accordingly if Members are minded to approve the application.

However, to minimise the energy requirement of the scheme it is important that measures are incorporated to improve the building's efficiency. Environmental/sustainable features proposed include Solatube daylighting to provide natural light to the sales floor areas, rainwater harvesting, low flush toilets and waterless urinals, weir screens and night blinds for the refrigeration, the use of LEDs in the cold rooms and energy ICT sub-metering. The Design and Access Statement accompanying the application states that Sainsbury's aim for BREEAM 'excellent' on all its new builds. This objective should be achieved on this scheme delivering the above features. Again this should be conditioned.

In terms of flooding, a Flood Risk Assessment was submitted with the application, the conclusions of

which satisfied the Environment Agency (EA). However, due to part of the site being undeveloped at present (the football pitch), the Council's land drainage engineer seeks the surface water run-off is limited to that of a greenfield site (6 litres per second per hectare). Both the EA and United Utilities recommend the use of a sustainable urban drainage system (SUDS) in this regard. These points can be attached as a condition if Members are minded to approve the scheme.

7.5 Open Space

The site is designated as a Major Sports Ground and as Urban Greenspace. The applicant argues in their submission that their scheme helps to facilitate a better sports ground through their purchase of Christie Park, and that due to the football pitch having limited use by Morecambe Football Club and being enclosed by spectator stands, the greenspace has little recreational value and no visual amenity value.

The application also refers to the District's PPG17 (open space and recreation) study, which advises that there is a surplus of amenity greenspace in Morecambe and Heysham. The submission therefore concludes that this amenity space can be lost to development. However, the purpose of this study is to identify existing supply of a number of different open space and recreation types, and balance this against a number of criteria, including quality, demand and accessibility. It advises that where excess supply is found in one type of open space that opportunities should be investigated to convert it to a type of open space that is undersupplied in that area.

Whilst it is recognised that there is a net gain in outdoor sports facilities due to the relocation of the football club to Westgate and the additional sport pitches and courts being provided as part of that scheme, there is an overall net loss in open space. This should be compensated for either within the Christie Park site or in the neighbouring area, and secured by a Section 106 legal agreement. As the layout shows no space for provision within the site, a financial contribution should be provided to secure the facility in the surrounding area to serve the neighbourhood. The provision may be a type of open space or a children's/young people's recreational facility.

7.6 Amenities

The current use on the site, a football stadium, generates a significant level of noise pollution during matches, with a further issue of light pollution when matches are played in fading daylight or at night. Furthermore, the existing use generates a high level of trip rates, especially by car, which creates a parking problem in the area around match times.

In contrast, though the proposed use would generate more car journeys on average over the period of a week, it would not create the high peaks in traffic that are currently experienced. In addition it would also provide adequate car parking on site thereby removing the existing nuisance of car parking on residential streets during matches. However, due to the foodstore attracting visits continuously throughout the week at various hours, this may generate a level of rat-running through the neighbouring residential streets that is not currently experienced. This could be visitors driving to the store off Broadway, or drivers trying to avoid traffic created by the new traffic light controlled junction. As a result, a traffic calming scheme is required in the Burlington Avenue area, and its investigation and implementation should be secured by way of the Section 106 agreement.

In terms of the proposed scheme's visual impact both the existing stadium and the proposed store are 11m in height and of a similar bulk and therefore have a similar impact. Though the footprint of the foodstore is different to that of the stadium, the visual impact of the proposal when compared to the stadium remains similar despite its different siting.

7.7 Regeneration

Redevelopment of a brownfield site is encouraged in national, regional and local planning policy, and therefore much of the proposal is supported in this regard. However, part of the site is undeveloped (the football pitch), so this scheme in effect seeks to develop a greenfield site. This aspect can only be supported if provision of open space or a recreational facility can be delivered as part of this development, either on site or in the neighbouring area. This is discussed in paragraph 7.5 above, so the analysis is not reiterated here.

The regeneration of the previously developed section of the site delivers a small benefit of

decontaminating a small area of made ground that currently has low levels of contamination created by this imported material.

A more significant benefit is an economic one. The scheme would provide up to 350 full and part time posts. As Sainsbury's generally recruits locally this would be an employment benefit to Morecambe.

8.0 Conclusions

8.1 For the reasons set out above, the application is recommended for approval subject to referral to the Government Office (under the Shopping Directive), the signing of a Section 106 agreement and a number of conditions.

Recommendation

Subject to referral to the Government Office, it is recommended that Planning Permission **BE GRANTED** subject to the signing of a Section 106 legal agreement covering:

1. Financial contribution towards foot/cycle way improvements, including a direct foot/cycle path from Greenway into the site;
2. The investigation and implementation of a traffic safety scheme in the Burlington Avenue/Lathom Avenue area;
3. Financial contribution of £100,000 towards open space or children/young people's recreational provision

and the following conditions:

1. Standard 3 year planning permission timescale
2. Development to accord with plans
3. Standard amended application condition
4. Net sales floorspace not to exceed 40,000 sq ft
5. No more than 25% of the net sales floorspace to be used for the sale of comparison goods (with the residual floorspace being used for the sale of convenience goods)
6. At least 10% renewable energy requirement from on site production
7. Development to be constructed to BREEAM 'excellent' standard
8. Development to accord to 'Secured by Design' principles
9. CCTV system required
10. Submission of materials - notwithstanding plans
11. Boundary treatments - details required
12. Landscaping scheme - agreed scheme to be implemented
13. Retention of existing trees/hedges
14. Scheme for protection of trees during construction
15. Refuse storage - details required
16. Adoptable highway detail required
17. Off-site highway improvements including 2 Quality bus stops, upgrade of the pelican crossing by the school to a Toucan crossing and foot/cycle way improvements to Lancaster Road
18. Provision of car parking
19. Mobility car parking spaces
20. Cycle storage - details required
21. Provision of drop-off/pick-up area with covered, seated waiting area
22. Travel Plan - details required
23. Wheel cleaning facilities - temporary during construction
24. Separate drainage system
25. Provision of interceptor - car parks
26. Use of SUDS to limit surface water run-off to 6 litres per second per hectare
27. Hours of construction - 0800-1800 Mon to Fri, 0800-1400 Sat
28. Hours of opening - 0730-2300 Mon to Sat, 1000-1800 Sun and Bank Holidays
29. Hours of operation in service delivery yard - 0600-2000 Mon to Sat
30. Site deliveries - 0600-2000 Mon to Sat for deliveries; 0800-2200 no refrigeration or engines left running on delivery vehicles on Lancaster Road, 0700-2200 use of waste compacter

31. Air quality assessment
32. Scheme for dust control
33. Standard contaminated land condition
34. Contaminated land - importation of soil, materials and hardcore
35. Contaminated land - prevention of new contamination
36. Bunding of tanks
37. Asbestos survey
38. Construction noise - pile driving
39. Restriction of external loudspeakers
40. Commercial/industrial noise break out
41. Scheme for odour control - cooking and food
42. Ventilation details
43. External lighting - details required

Human Rights Act

This recommendation has been reached after consideration of the provisions of The Human Rights Act. Unless otherwise stated in this report, the issues arising do not appear to be of such magnitude to override the responsibility of the City Council to regulate land use for the benefit of the community as a whole, in accordance with national law.

Background Papers

None.