

**ITEM NO:**  
Application No.  
**17/00003/FUL**

Ward:  
Harmans Water

Date Registered:  
6 February 2017

Target Decision Date:  
3 April 2017

Site Address:

**Tesco Stores Ltd Whitton Road Bracknell Berkshire  
RG12 9TZ**

Proposal:  
**Change of use of nine parking spaces to hand car wash and valeting operation including installation of an office and erection of a canopy.**

Applicant:  
Mr Jon-pall Bonnett

Agent:  
(There is no agent for this application)

Case Officer:  
Michael Ruddock, 01344 352000  
[development.control@bracknell-forest.gov.uk](mailto:development.control@bracknell-forest.gov.uk)

**Site Location Plan** (for identification purposes only, not to scale)



## **OFFICER REPORT**

### **1. SUMMARY**

1.1 The proposed development is for the change of use of nine parking spaces to a hand car wash and valeting operation. The operation would include separate washing and valeting areas either side of a central office.

1.2 The proposed development relates to a site within the settlement boundary in a 'Town Centre' location. It would not result in an adverse impact on the streetscene or the character and appearance of the area. It is not considered that the development would result in an unacceptable impact on highway safety, biodiversity or the amenity of adjoining occupiers subject to the implementation of measures to control noise and lighting.

<b>RECOMMENDATION</b>
Planning permission be granted subject to conditions in Section 11 of this report

### **2. REASON FOR REPORTING APPLICATION TO COMMITTEE**

2.1 The application is reported to the Planning Committee at the request of Councillor Mattick due to concerns regarding the loss of car parking spaces.

### **3. PLANNING STATUS AND SITE DESCRIPTION**

<b>PLANNING STATUS</b>
Within Defined Settlement
'Town Centre' location

3.1 The Tesco store is located within a residential estate and adjoining the Martins Heron rail station. The current store, retail units and community centre form a neighbourhood centre that is defined as a 'Town Centre' on the Bracknell Forest Borough Policies Map. Vehicular access to the main car park store is from Whitton Road opposite nos. 3-7, with deliveries and staff access from a mini roundabout on Whitton Road close to the junction with Cross Gates Close. This access also serves the adjoining station car park.

### **4. RELEVANT SITE HISTORY**

4.1 Relevant planning history can be summarised as follows:

Application 610811 - Erection of 50,000 ft (gross) retail store, 7 unit shops with associated car parking, community centre, British Rail car park and associated road works - Outline Application Allowed at Appeal by the Secretary of State

Application 07/00994/FUL - Erection of single storey extension to store to provide an additional 1548sq.m gross external floor space including an extended loading bay, a bulk store extension, sales floor extension and two unit shops. Rearrangement of car park to provide a total of 421 car parking spaces and relocation of recycling facility. (Amendment to scheme approved under 07/00487/FUL relocating the 'dot com' facility into the previously approved 2no. shop units and the 2no. shop units and coffee shop within the main store, and changes to car parking resulting in 421 rather than 475 car park spaces) - APPROVED 2008

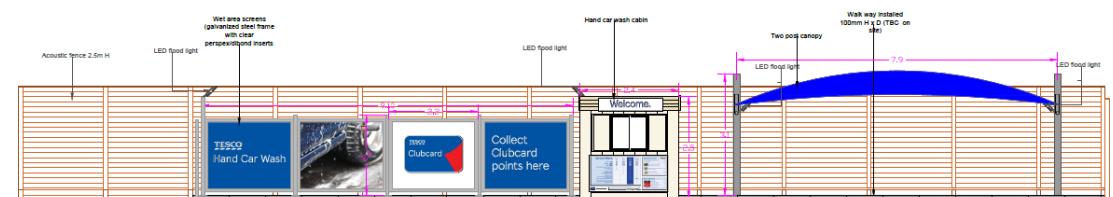
Application 13/00214/FUL - Installation of pod with canopy (for "Click and Collect" Customer Collection) - APPROVED 2013

Application 17/00004/A - Display of 4 no. non illuminated fascia sign and 6 no. free standing signs – pending consideration and will be determined once the current application has been determined.

## 5. THE PROPOSAL

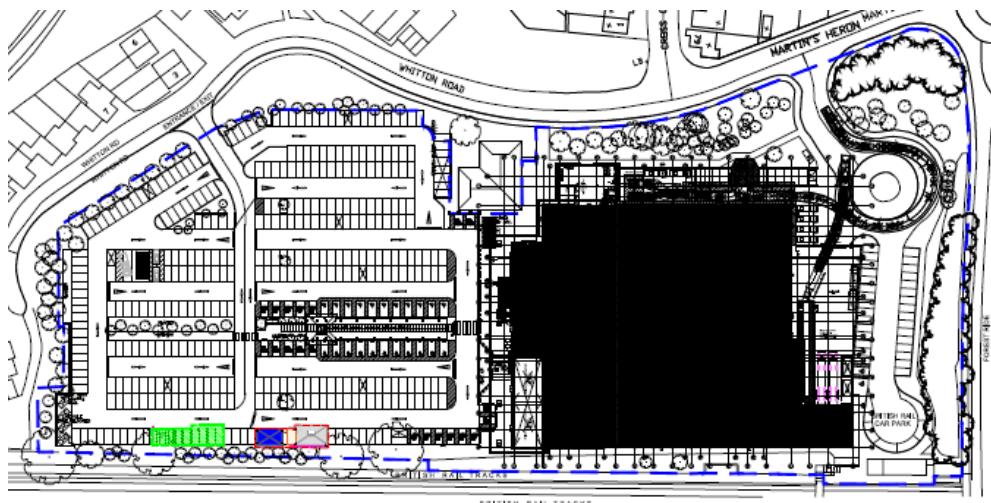
5.1 The proposed development is for the change of use of nine parking spaces to provide a hand car wash and valeting operation. The existing spaces are currently located on the southern site boundary with the railway line, approximately 50m from the front elevation of the store. The car park currently has 405 spaces which would be reduced to 396 as a result of the proposals.

5.2 The operation would consist of three main elements – a wet area, a valeting area and an office. The wet area would have a width of 9.6m with a depth of 5.8m, surrounded by 2m high steel screens. The valeting area would have a width of 7.9m and a depth of 5m, covered by a 3.1m high canopy. The office would be a single storey flat roof building constructed from painted steel with a depth of 4.8m, a width of 2.4m and a height of 2.5m. A wooden acoustic fence with a height of 2.5m is proposed to the south and the west of the facility.



5.3 Seven 150 Watt polycarbonate floodlights are proposed – four underneath the canopy skin, two on the roof of the office and one on the top of a pole above the screens. The proposed opening hours for the operation are 08:00 hours until 19:00 hours Monday to Saturday, and 10:00 hours until 16:00 hours Sunday. Four full time and four part time staff would be employed at the operation.

5.4 During the course of the application the location of the operation has been moved further east within the site. The below site plan shows the original location outlined in green and the proposed location outlined in red. An acoustic report, a lighting impact assessment and drainage details were provided.



## **6. REPRESENTATIONS RECEIVED**

### Winkfield Parish Council

6.1 Concerns raised with regard to the practicality of the proposals therefore it is recommended that any permission is granted on the basis of a limited time period to demonstrate that there would be no loss of public amenity.

### Other representations

6.2 Five letters of objection were received to the proposed development. The reasons for objection can be summarised as follows:

- The development would further increase traffic and would compromise traffic flow around the site.
- The development would result in an adverse impact on parking provision at the site.
- Additional noise from the development would result in an adverse impact on residential amenity.
- The development would result in groundwater pollution.
- The site of the development is on the only access route to the recycling area.

*[OFFICER COMMENT: The site of the operation has been moved east during the course of the application, therefore it would no longer affect access to the recycling area]*

## **7. SUMMARY OF CONSULTATION RESPONSES**

### Highways Officer

7.1 Recommend approval, subject to any planning permission being on a temporary basis.

### Environmental Health Officer

7.2 Recommend conditional approval.

### Biodiversity Officer

7.3 Recommend approval.

## **8. MAIN POLICIES AND OTHER DOCUMENTS RELEVANT TO THE DECISION**

8.1 The key policies and associated guidance applying to the site are:

	<b>Development Plan</b>	<b>NPPF</b>
General policies	CP1 of SALP, CS1 & CS2 of CSDPD	consistent
Design	CS7 of CSDPD, Saved policy EN20 of BFBLP.	consistent
Residential Amenity	Saved policies EN20 and EN25 of BFBLP	consistent
Highway Safety	CS23 of CSDPD, Saved policy M9 of BFBLP	consistent
Biodiversity	CS1 and CS7 of CSDPD	consistent
Retail	CS21 of CSDPD, E5 and E11 of BFBLP	consistent
<b>Other publications</b>	National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG). Parking Standards SPD,	

## **9. PLANNING CONSIDERATIONS**

9.1 The key issues for consideration are:

- i Principle of the Development
- ii Impact on character and appearance of the area
- iii Impact on residential amenity
- iv Transport implications
- v Community Infrastructure Levy

### **i. Principle of the development**

9.2 Tesco, Whitton Road is located in a defined settlement within a 'Town Centre' location as designated by the Bracknell Forest Borough Policies Map, known as Martins Heron. Development within a defined settlement is considered to be in accordance with Core Strategy Policies CS1 (Sustainable Development) and CS2 (Locational Principles). Core Strategy Policy CS21 (Retail Development in Town Centres) and Bracknell Forest Borough Local Plan 'Saved' Policies E5 (Hierarchy of Shopping Centres) and E11 (Village and Neighbourhood Centres and Local Parades) are also considered relevant to this proposal. BFBBLP 'Saved' Policy E5 defines Martins Heron as a 'neighbourhood centre'.

9.3 The NPPF makes reference to ensuring the vitality of town centres, therefore Policy CS21 is considered to be consistent. The Glossary to the NPPF defines 'Town Centres'. Whilst the definition includes district centres and local centres, the term 'neighbourhood' is not included. The NPPF continues by stating that 'small parades of shops of purely neighbourhood significance are excluded'. As a result, Bracknell Forest Borough Local Plan 'Saved' Policies E5 and E11 are not entirely consistent with the NPPF and therefore the weight that can be given to these policies is reduced.

9.4 CSDPD Policy CS21 states that 'Retail development will be directed to the identified Town Centres. The scale and nature of the retail uses will be consistent with the role and function of the centre.' The policy also gives guidance with regard to the scale and function of development, its impact on vitality and viability of other Town Centres, whether it is accessible by a choice of means of transport and potential environmental impacts.

9.5 It is considered that a car wash would be an ancillary feature to the existing retail use that would be consistent with the existing role and function of the centre. It is appropriate in scale and function to the location and it is not considered that it would result in an adverse impact on the viability and vitality of any other town centre. Transport and environmental impacts will be considered elsewhere in this report.

9.6 As such, the proposed development is considered to be acceptable in principle. This is subject to no adverse impacts upon residential amenities of neighbouring properties, character and appearance of the surrounding area, highway safety and transport implications, biodiversity etc. These matters are assessed below.

### **ii. Impact on the character and appearance of the area**

9.7 Due to its location adjacent to the railway line it is not considered that the facility would result in an overly prominent feature in the streetscene when viewed either from within or outside the site. Furthermore it is not considered that such a facility would appear out of keeping with the existing retail character of the site.

9.8 None of the associated elements are considered to be excessive in height. The scale of the development is considered to be similar to the existing Click and Collect and Timpsons

pods that are present on the site as existing. As such, the proposal would not adversely affect the character and appearance of the surrounding area and would be in accordance with 'Saved' Policy EN20 of the Bracknell Forest Borough Local Plan, Policy CS7 of the CSDPD and the NPPF.

### **iii. Impact on residential amenity**

9.9 The site of the proposed facility would be approximately 70m from the closest residential property on Whitton Road. Due to the scale of the development and this separation distance it is considered that the development would result in a minimal impact on the neighbouring properties by means of loss of light or overbearing. The facility would be closer to residential properties to the south on Upshire Gardens at a separation distance of approximately 35m however it is not considered that a development of the scale proposed at this distance would result in an unacceptable loss of amenity due to loss of light or overbearing. Furthermore the railway line provides an intervening feature to these properties.

9.10 The proposal has the potential to result in impacts on the neighbouring properties as a result of disturbance from the floodlights and noise from the operation of the car wash. As such a Lighting Impact Assessment and an Acoustic Report have been submitted to allow this assessment to be made.

9.11 The Lighting Impact Assessment sets out that the ground floor view from housing on Whitton Road will be blocked by the brick wall boundary on the west of the site. There might possibly be some views from the upper windows but these would look down on the car wash. The houses to the south of the railway line would have a view of the site however this would be largely blocked by the railway line which is on an embankment. A 2.5m high acoustic fence to the rear of the facility would reduce the impact of the lighting as no lights are shown any higher than 2.5m.

9.12 Furthermore, due to the proposed operational hours of the car wash, there will be few hours where the floodlights would be seen after dark. It is also noted that there is existing lighting within the Tesco car park that is operational for longer than the proposed car wash. The operational hours of the car wash will be secured by condition.

9.13 The assessment recommends that the floodlights are kept under the canopy and in order to avoid any upwards light that they are aimed at no more than 45 degrees away from the straight down position. Although the wet area lights would be slightly higher than the canopy, the acoustic fence will ensure that there would be no intrusion into residents' windows. This would also ensure that the development meets the Institute of Lighting Professions (ILP) recommendations for such lights in such a location. These mitigation measures will be secured by condition.

9.14 The Acoustic Report concluded that the car wash in its original location would have resulted in a sound level 9dB above the background sound level from properties in Whitton Road which was likely to be an indication of adverse impact. As such the car wash was moved to its currently proposed location. The Acoustic Report also recommends a noise barrier to the south and west, which has been incorporated into the scheme in the form of a 2.5m high acoustic fence.

9.15 These recommendations have been incorporated into the revised scheme which results in a level equal to the background sound level. It is therefore not considered that the development would result in an unacceptable level of noise and disturbance to these properties. As the recommendations have been incorporated into the scheme a condition regarding the implementation of these measures is not necessary.

9.16 The Environmental Health Officer has considered the Lighting Impact Assessment and the Acoustic Report and is satisfied that there would not be an adverse impact on the neighbouring properties through an increase in noise and disturbance, provided that the measures recommended in these documents are implemented in full.

9.17 As such it is not considered that the development would result in a detrimental effect on the amenities of the residents of the neighbouring properties. The proposal would therefore not be contrary to BFBLP 'Saved' Policies EN20 and EN25 or the NPPF.

#### **iv. Transport Implications**

9.18 The proposed facility would be sited within the Tesco car park, utilising current access arrangements. The facility would result in the loss of nine existing car parking spaces that serve the Tesco store at present. Furthermore it is likely that two or three spaces around the facility would be used by staff working at the car wash, and customers wishing to have their car washed would park around the facility.

9.19 It is likely that the car park would be busy at peak times and weekends and the applicant has carried out parking surveys on a consecutive Friday, Saturday and Sunday during December 2016. The surveys have counted the number of cars parked within the car park at the start of the survey period and then counted the number of cars entering and exiting the car park to derive parking accumulation. The applicant carried out a parking beat at the same time to support the results. This is a recognised approach to parking surveys and the Highway Authority has no reason to question the results.

9.20 The parking surveys indicate that the car park reached 75% occupancy at 12 noon on the Saturday, with Friday and Sunday peaking slightly lower at 64% and 65% which is a reasonable time for the store to be at its busiest. 75% means that 302 of the 405 parking spaces were occupied and the Highway Authority is of the view that the loss of nine spaces would have a minimal impact on parking provision and capacity based on these surveys.

9.21 The existing Tesco store, together with the other units, originally had a floor area of 4645 square metres as approved under application 610811. This was subsequently extended by 1548 square metres on the implementation of approval 07/00994/FUL to 6193 square metres. The Parking Standards SPD (March 2016) requires a 1 space per 17 square metres of floor area, which equates to a parking requirement of 361 spaces. As such, even with the loss of nine spaces leaving 396 spaces and the likelihood of customers and staff using a number of parking spaces around the facility, the site would still have a level of parking in excess of that required by the Parking Standards.

9.22 The applicant notes that approximately 146 cars are likely to use the facility per week, based on the average number of washes per week over surveyed sites. However the applicant has indicated that, based on existing sites, around 89% of car washing/valeting users would be store customers. This figure is considered reasonable as it is considered unlikely that the facility would attract a significant number of users that would not be using the store. 11% of 146 cars would equate to 16 additional cars visiting the site over the course of the week. The Highway Authority do not consider that this would have a significant impact on the operation of the local road network. Furthermore this would indicate that the facility would not add a significant additional parking pressure to the site, and given the capacity in the car park demonstrated in the parking survey this adds additional weight to the view that the site as existing can support this facility.

9.23 It is noted that the Highway Authority and Winkfield Parish Council have recommended that any consent should be temporary. The Highway Authority have made this recommendation for the reason that Bracknell is experiencing growth which will likely

increase demand for retail. The parking surveys provide a snapshot of the situation and while this is sufficient for now, the Highway Authority consider that the parking situation should be monitored so that parking would not be lost in perpetuity.

9.24 However Planning Practice Guidance states 'A condition limiting use to a temporary period only where the proposed development complies with the development plan...will rarely pass the test of necessity.' As the proposed development complies with the Development Plan in respect of parking it is not considered that temporary permission is justified. The Guidance also states that temporary permissions may be appropriate 'where it is expected that the planning circumstances will change in a particular way at the end of that period', however to impose such a condition the Local Planning Authority would need sufficient evidence to demonstrate that this would be the case. It is not considered that such evidence exists, and as such a temporary consent is not considered appropriate or justifiable on this occasion.

9.25 As such it is not considered that the development would result in an adverse impact on parking provision or highway safety. The proposal would therefore not be contrary to CSDPD Policy CS23, BFBLP 'Saved' Policy M9 or the NPPF.

#### **v. Biodiversity Considerations**

9.26 Allsmoor Pond is in close proximity to the application site, approximately 120m to the west, and discharge of water from the car wash into the surface water drainage system would be likely to result in an adverse impact on protected or notable species that are found at Allsmoor Pond. The application as originally submitted did not contain any drainage drawings or any new kerbs to prevent water from overflowing into surface water drains and as such did not demonstrate that it would protect biodiversity.

9.27 In response to these concerns, drainage plans have been submitted which show details of how water from the site will be collected and pumped into the Tesco foul sewer. The applicants have also confirmed that there would be no discharge into the surface water drainage system. As such there are no concerns relating to the impact of the proposed development on biodiversity and the development would not be contrary to CSDPD Policies CS1 and CS7.

#### **vi. Community Infrastructure Levy (CIL)**

9.28 Bracknell Forest Council introduced charging for its Community Infrastructure Levy (CIL) on 6th April 2015. CIL is applied as a charge on each square metre of new development. The amount payable varies depending on the location of the development within the borough and the type of development.

9.29 CIL applies to any new build (except outline applications and some reserved matters applications that leave some reserved matters still to be submitted), including new build that involves the creation of additional dwellings. The proposed development is not CIL liable.

### **10. CONCLUSIONS**

10.1 It is not considered that the proposal would result in an adverse impact on the character and appearance of the area or affect the vitality or viability of retail areas. The applicant has demonstrated to the satisfaction of the Local Planning Authority that the development would not result in an adverse impact on residential amenity, biodiversity, highway safety or parking provision, subject to appropriate conditions.

10.2 The proposed development would therefore not be contrary to CSDPD Policies CS1, CS7 or CS23, BFBLP 'Saved' Policies EN20, EN25 and M9 or the NPPF. As the proposal accords with the Development Plan a temporary consent is not considered to be appropriate.

## **11. RECOMMENDATION**

**11.1 APPROVE** the application subject to the following conditions:-

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

REASON: To comply with Section 91 of the Town and Country Planning Act 1990

02. The development hereby submitted shall be carried out only in accordance with the following approved plans received by the Local Planning Authority on 03.04.17 and 08.06.17:

WCRG12-PL-002 (Rev A)  
WCRG12-PL-003 (Rev A)  
WCRG12-PL-004 (Rev A)  
WCRG12-PL-005 (Rev B)  
WCRG12-PL-006  
WCRG12-PL-007  
WCRG12-PL-008  
WCRG12-PL-009  
WCRG12-PL-010  
WCRG12-PL-011 (Rev A)

REASON: To ensure that the development is carried out only as approved by the Local Planning Authority.

03. The operation hereby permitted shall not be open to customers outside 08:00 hours to 19:00 hours Monday to Saturday, and 10:00 hours to 16:00 hours Sunday and Bank Holidays. No lighting shall be operational outside these hours.

REASON: In the interests of the amenities of the occupiers of nearby residential premises.

[Relevant Policies: BFBLP EN20, EN25]

04. The development shall be carried out in accordance with the Alan Tulla Lighting document 'Survey Report and Recommendations' dated 21 March 2017.

REASON: In the interests of the amenities of the occupiers of nearby residential premises.

[Relevant Policies: BFBLP EN20, EN25]

05. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and re-enacting that order), no external lighting shall be installed on the site or affixed to any structure on the site except in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority except for any lighting which may be shown on the approved drawings.

REASON: In the interests of the amenities of the residents of neighbouring properties.

[Relevant Policies: BFBLP EN20, EN25]

**Informatives:**

01. The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.
02. No details are required to be submitted in relation to any of the imposed conditions, however they are required to be complied with.