 <b>Reigate &amp; Banstead</b> BOROUGH COUNCIL Banstead   Horley   Redhill   Reigate	<b>TO:</b>	PLANNING COMMITTEE
	<b>DATE:</b>	17 May 2017
	<b>REPORT OF:</b>	HEAD OF PLACES & PLANNING
	<b>AUTHOR:</b>	Billy Clements
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<b>AGENDA ITEM:</b>	7	<b>WARD:</b> Redhill East

<b>APPLICATION NUMBER:</b>	17/00460/F	<b>VALID:</b>	27 February 2017
<b>APPLICANT:</b>	Aviva Life & Pensions UK Ltd	<b>AGENT:</b>	Lichfields
<b>LOCATION:</b>	<b>WARWICK QUADRANT, LONDON ROAD, REDHILL</b>		
<b>DESCRIPTION:</b>	<b>Infilling of the ground floor colonnade along London Road and Station Road (511sqm) and the conversion and extension of the existing toilet to form a new retail unit (115sqm)</b>		
<b>All plans in this report have been reproduced, are not to scale, and are for illustrative purposes only. The original plans should be viewed/referenced for detail.</b>			

## SUMMARY

This is a full application for the extension and reconfiguration of ground floor retail units within the Warwick Quadrant through infilling of the existing covered colonnade, as well as conversion of an unused disabled toilet to create a new retail unit.

The principle of retail development/expansion within the town is considered to be acceptable, consistent with national policy and supports wider local policy and regeneration aspirations for Redhill by improving potential retail mix and increasing active frontage along London Road and Station Road. Whilst it is acknowledged that the proposal would result in the loss of the existing disabled WC, given the availability of other similar facilities nearby in the town, this is not considered to be unacceptable and any disbenefit is felt to be outweighed by the provision of a new retail unit and greater activity onto this otherwise blank frontage adjacent to the bus station. Furthermore, its loss or closure could not be resisted in planning terms and so should not weigh against this proposal.

The design of the proposals is considered to be reflective of a modern town centre shopping environment and would complement other recent public realm improvements in the locality and support a more active, welcoming and visible retail frontage. The loss of the utility of the colonnade during wet weather is noted; however, in terms of public realm and streetscape, it is an outdated and overshadowing feature and its removal is considered to have a positive effect overall.

The site is within Flood Zone 1 according to the Council's Redhill specific flood modelling and therefore retail extensions/conversions of this nature are acceptable.

**RECOMMENDATION(S)**

Planning permission is **GRANTED** subject to conditions.

## **Consultations:**

Highway Authority: No objection

Environment Agency: Follow standing advice – no bespoke comments

UK Power Networks: No objection

## **Representations:**

Letters were sent to neighbouring properties on 23<sup>rd</sup> March 2017

No responses were received.

## **1.0 Site and Character Appraisal**

- 1.1 The application site consists of the southern part of the Warwick Quadrant development in Redhill, predominantly comprising ground floor retail units with community facilities in the form of The Harlequin Theatre and Redhill Library above, accessed by the recently completed new canopy and stairwell. The site adjoins the new Sainsbury's store to the north (which is currently under construction) and stretches south to the corner with Station Road. The retail units are presently set back under a ground floor colonnade.
- 1.2 The site is within Redhill Town Centre, within the Primary Shopping Area and is therefore classified as "in centre" for the purposes of national retail planning policy set out in the NPPF. The site is within Flood Zone 2/3 according to the EA Flood Maps but falls only within Zone 1 according to the modelling in the Council's Redhill Strategic Flood Risk Assessment.
- 1.3 The surroundings are typical of an urban, town centre environment, comprising a mixture of retail, leisure and office uses with some residential to upper floors. Buildings vary significantly in appearance and architectural style, ranging from the modern commercial appearance of the adjoining new Sainsbury's store, the 1970/80s vernacular of the Warwick Quadrant itself, and the Victorian buildings within the Conservation Area on Station Road. Buildings in the immediate locality are typically 3 storeys or greater in height.

## **2.0 Added Value**

- 2.1 Improvements secured at the pre-application stage: Pre-application advice was sought, which supported the principle of retail extensions subject to de
- 2.2 Improvements secured during the course of the application: None required as the application is considered acceptable in principle.
- 2.3 Further improvements could be secured: Conditions regarding details of the proposed shop fronts and materials to be used in the development will be imposed.

### 3.0 Relevant Planning and Enforcement History

- |     |              |  |  |
|-----|--------------|--|--|
| 3.1 | 13/00168/S73 | Construction of a Class A1 use retail food store of 15,093sqm gross external floorspace, a hotel, a gym, a multi storey car park of 927 spaces, general townscape improvement and associated works. Variation of condition 1 of permission ref no 11/00212/F seeking an amendment to reduce the size of the hotel to 70-bedrooms | Approved with conditions<br>6 March 2013 |
| 3.2 | 17/00461/S73 | Variation of condition 24(e) of permission ref no 13/00168/S73 variation to the wording of Condition 24(e) so that it allows these details to be completed and installed within three months of occupation of the supermarket (rather than prior to occupation as currently approved).   | Under consideration                      |
| 3.3 | 17/00510/F   | Application for a new grocery online (gol) vehicle loading area and minor alterations to existing gol service yard   | Under consideration                      |

3.2 There are also various historic signage, shopfront and change of use applications associated with the individual retail units which are not detailed in full in this report.

### 4.0 Proposal and Design Approach

4.1 This is a full application for extension and reconfiguration of the ground floor retail units within the Warwick Quadrant through the infilling of the covered colonnade along London Road and Station Road. A new retail unit would also be created through the conversion of the unused disabled toilet off Station Road.

4.2 Along London Road, the shop front of the retail units would be replaced and brought forward in line with the upper floors, thus removing the covered walkway. Along Station Road, the same would occur and – in addition – additional shop frontage would be created where there is presently a blank wall at ground floor. To the rear, the disabled WC would be removed and a small retail unit with new shop frontage introduced.

4.3 A design and access statement should illustrate the process that has led to the development proposal, and justify the proposal in a structured way, by demonstrating the steps taken to appraise the context of the proposed development. It expects applicants to follow a four-stage design process comprising:  
Assessment;  
Involvement;  
Evaluation; and  
Design.

4.4 Evidence of the applicant's design approach is set out below:

Assessment	The site is a town centre site in retail terms and is located within the Primary Shopping Area of Redhill Town Centre. The colonnade currently inhibits visibility of the retail units and there is an opportunity to improve the relationship of the retail frontage to the street.
	No features worthy of retention are identified.
Involvement	No community consultation took place. Pre-application advice was sought.
Evaluation	No other options are discussed in the applicants submission
Design	The applicant's rationale for the design approach is that the colonnade presently inhibits visibility of the retail units which are set back and overshadowed. Bringing forward the units improves this, allows for greater quantum of floorspace, mix of unit sizes and a stronger street scene.

4.5 Further details of the development are as follows:

Site area	0.06ha
Existing use	Covered walkway/disabled WC
Proposed use	Retail (A1 use class)
Proposed parking spaces	None (no change to existing)
Increase in retail floor area	626sqm

**5.0 Policy Context**

5.1 Designation

Urban Area  
Redhill Town Centre  
Primary Shopping Area  
Flood Zone 1/2

5.2 Reigate and Banstead Core Strategy

CS1(Presumption in favour of sustainable development)  
CS4 (Valued townscapes and historic environment)  
CS5 (Valued people/economic development)  
CS7 (Town and local centres)  
CS10 (Sustainable development)  
CS17 (Travel options and accessibility)

### 5.3 Reigate & Banstead Borough Local Plan 2005

Shopping	Sh1, Sh2, Sh5
Movement	Mo4, Mo5, Mo7
Utilities	Ut4

### 5.4 Other Material Considerations

National Planning Policy Framework	
National Planning Practice Guidance	
Supplementary Planning Guidance	Local Distinctiveness Design Guide Surrey Design Developer Contributions SPD
Other	Human Rights Act 1998 Community Infrastructure Levy Regulations 2010 (as amended)

## 6.0 **Assessment**

6.1 The application site is situated within Redhill Town Centre where there is a presumption in favour of sustainable development and where the principle of retail development/expansion is acceptable in land use terms.

6.2 The main issues to consider are:

- Principle of retail development
- Design and effect on the character of the area
- Access and parking
- Infrastructure contributions
- Other matters

#### Principle of retail development

6.3 The application site is within Redhill Town Centre and situated within the Primary Shopping Area. For the purposes of national retail planning policy (as per the NPPF), the site is categorised as “in-centre” and is therefore a sequentially preferable location for additional retail development. In this context, there is also no requirement for the applicant to carry out a retail impact assessment.

6.4 The expansion of the units, through infilling of the covered colonnade, together with the conversion of the disabled WC, would provide an additional 626sqm of A1 retail floorspace. Local Plan policies Sh1 and Sh5 are supportive of improvements to shopping provision and the creation of additional retail space within town centres such as Redhill and the Core Strategy (Policy CS7) identifies Redhill as the “*prime focus*” for retail uses and developments. The Core Strategy specifically seeks to ensure Redhill becomes a “*better connected and more vibrant town centre*” and to deliver this it sets a strategy of directing the majority of retail growth to Redhill. This proposal would support this ambition and contribute to delivering the retail needs of the town by making good use of underutilised space.

- 6.5 At present, the site comprises 13 retail units, largely ranging from 250sqm to 400sqm in size. Under the proposed scheme, this would be reconfigured to provide 12 units ranging from 110sqm to over 800sqm, thus providing a greater mix and variety of unit sizes to meet retailer and consumer needs. The provision of a number of larger sized units will also help to meet a recognised need in the town, as identified within the Council's latest Retail Needs Assessment (2016), which identifies that in Redhill "*the space currently on offer does not meet retailer requirements for larger floorplates*" and recommends "*increasing the provision of large format retail units*" as an area for improvement in the town.
- 6.6 The proposal would result in the loss of the existing ground floor disabled WC, which would be replaced with a new retail unit. However, there are a number of other accessible facilities within the immediate locality, including within The Harlequin, Redhill rail station, within the existing/new Sainsbury's superstore and in various retail outlets in the town (including The Belfry). Given the availability of alternative provision within the town, the loss of the utility of this disabled WC would not be unduly prejudicial to less mobile town centre users (and so are not considered to conflict with limb vii of Policy Sh2) and any disbenefit is considered to be outweighed by the benefit of a new retail unit and greater activity onto this otherwise blank frontage. Furthermore, its loss or closure could not be resisted in planning terms and so should not weigh against this proposal.
- 6.7 It is therefore considered that the principle of retail development/expansion is acceptable, supports wider aspirations for Redhill and complies with the thrust of policies Sh1 and Sh5 of the Local Plan and CS7 of the Core Strategy.

#### Design and effect on the character of the area

- 6.8 The proposed development would infill the existing covered colonnade at ground floor level on the Warwick Quadrant by bringing forward shop fronts of the retail units.
- 6.9 Whilst it is recognised that the colonnade provides some utility during wet weather, in design terms it is not considered to contribute positively to the streetscape of the town, instead creating an overshadowed area which diminishes the visibility of the retail frontage and has an outdated appearance.
- 6.10 Along London Road, the bringing forward of the shopfronts would create a coherent building line. Together with the installation of consistent, well-proportioned and fully glazed shopfronts along the entire frontage, this would achieve a crisper, more modern street scene, complementing the recently replaced and more slender stairwell and canopy. The retail units themselves would have greater prominence and visibility and would appear more welcoming to town centre users than the current enclosed environment, supporting the role of this part of the town as a primary shopping frontage.
- 6.11 Along Station Road, much of the same benefits would accrue. However, additionally, the proposals would create additional active frontage by introducing new areas of shopfront where there is presently blank wall. This, coupled within

the bringing forward of the units, would improve the role and appearance of Station Road as a retail frontage. Given the nature of the changes, including the simple, modern appearance of the shop fronts, it is not considered that these changes would be harmful to – and indeed would likely enhance – the setting of the adjoining Redhill Conservation Area and various locally listed Victorian buildings. Again, these improvements would complement the public realm improvements which have been implemented on Station Road in recent years. The conversion of the disabled WC to the rear of the site (facing the bus station) would similarly improve the active frontage on this approach to the town and would appear more welcoming than the current environment.

- 6.12 Any new shop signage associated with the development would be the subject of subsequent separate applications under the Advertisement Regulations. However, the proposals show an identified area for signage/signage zone which is consistent across the units and would therefore theoretically support appropriate positioning of shop signs.
- 6.13 In summary, the design of the improvements and extensions is considered to be of high quality and reflective of and appropriate to a modern town centre shopping environment. The proposals complement other recent public realm improvements in the locality and support a more active and welcoming retail frontage. The proposal would therefore comply with policies Sh1, Sh2 and Sh5 of the Borough Local Plan and policy CS4 of the Core Strategy.

#### Accessibility, parking and traffic implications

- 6.14 The proposed retail units would be serviced in the same way as existing, via the rear service yard which is accessed from Princess Way. A new internal service corridor would be created to serve the reconfigured retail units. No dedicated parking provision is currently attached to these retail units, which are served by general town centre car parks. This position would remain unchanged.
- 6.15 The County Highway Authority has reviewed and assessed the application in terms of the likely net additional traffic generation, access arrangements and parking provision and has raised no objection subject to a number of conditions.
- 6.16 On this basis, the proposal is considered to be acceptable in respect of its servicing provision and impact on the highway and therefore complies with policies Mo4, Mo5 and Mo7 of the 2005 Borough Local Plan and Policy CS17 of the Core Strategy.

#### Effects on the amenity of neighbouring properties

- 6.17 The proposals, in terms of their nature, layout, scale and physical changes, are not considered to give rise to any material change in relationship to, or harmful impact on the amenities of, neighbouring properties, including residential properties at upper floors, particularly given the urban town centre context within which the site is located. As such, the development would comply with policy Sh2 of the 2005 Borough Local Plan in this regard.



### Infrastructure contributions

- 6.18 As the proposals involve the creation of new commercial floorspace, the development would technically be CIL liable. The applicants have indicated through the application that the proposed retail floorspace/units are intended to be used for predominantly comparison retail which falls outside the Council's CIL charging schedule and the development would attract a nil charge; however, this would be determined formally in the event the application is approved.
- 6.19 Legislation (Regulation 122 of the CIL Regulations) and national policy requires that only contributions that are directly required as a consequence of development can be secured through planning obligations. Requests of this nature must be fully justified with evidence including costed spending plans to demonstrate what the money requested would be spent on. In this case, no such requests have been made.

### Other matters

- 6.20 Whilst the site is located partially within Flood Zone 2 according to the Environment Agency flood maps; it falls within Flood Zone 1 based on the Council's own more detailed modelling carried out through the Jacobs Redhill Strategic Flood Risk Assessment (which has been accepted by the EA as an appropriate basis on which to make planning decisions in the town). As the site would be in Flood Zone 1, a sequential test is not necessary. As the proposed retail use is defined as 'less vulnerable' in terms of flood risk planning, an exceptions test is not required (and would not be required even if the site were in Flood Zone 2/3a where less vulnerable uses are appropriate). The Environment Agency were consulted on the application and recommended following standing advice which the above is considered to do.
- 6.21 As set out in the applicants Flood Risk and Surface Water Drainage Statement, the proposals, including the bringing forward of the retail units, would not result in any change to surface water drainage arrangements.
- 6.22 In view of the above, the proposal is considered to be acceptable with respect to the requirements of Local Plan policy Ut4 and Core Strategy Policy CS10.

## **CONDITIONS**

1. The development hereby permitted shall be carried out in accordance with the following approved plans:

<b>Plan Type</b>	<b>Reference</b>	<b>Version</b>	<b>Date Received</b>
Proposed Plan	1795-SK-41		24.02.2017
Floor Plan	1795-SK-30	B	24.02.2017
Location Plan	1795-EX-00	E	24.02.2017
Elevation Plan	1795-EX-06	B	24.02.2017
Elevation Plan	1795-EX-05	B	24.02.2017
Floor Plan	1795-EX-03	A	24.02.2017
Elevation Plan	1795-SK-35	C	24.02.2017

Floor Plan	1795-EX-02	B	24.02.2017
Elevation Plan	1795-SK-37	B	24.02.2017
Floor Plan	1795-EX-04	A	24.02.2017
Elevation Plan	1795-SK-36	C	24.02.2017
Floor Plan	1795-SK-33	B	24.02.2017
Floor Plan	1795-SK-34	A	24.02.2017
Floor Plan	1795-SK-31	D	24.02.2017
Floor Plan	1795-SK-32		24.02.2017
Elevation Plan	1795-EX-07	A	24.02.2017
Floor Plan	1795-EX-01	B	24.02.2017

Reason:

To define the permission and ensure the development is carried out in accord with the approved plans and in accordance with National Planning Practice Guidance.

2. 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(1) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.

3. Notwithstanding the plans, the shopfronts installed to the extended units shall fully accord with the approved plans and be fully glazed with powder coated frames in the following range of colours only: RAL7001 RAL7012, RAL7024, RAL7031 or RAL7040 with a signage zone above the shopfront.

Any variation from the approved plans and materials specified above shall require separate approval by the Local Planning Authority.

Reason:

To ensure that a satisfactory external appearance is achieved of the development with regard to Reigate and Banstead Borough Local Plan 2005 policies Sh2 and Sh5.

## INFORMATIVES

1. You are advised that the Council will expect the following measures to be taken during any building operations to control noise, pollution and parking:
  - (a) Work that is audible beyond the site boundary should only be carried out between 08:00hrs to 18:00hrs Monday to Friday, 08:00hrs to 13:00hrs Saturday and not at all on Sundays or any Public and/or Bank Holidays;
  - (b) The quietest available items of plant and machinery should be used on site. Where permanently sited equipment such as generators are necessary, they should be enclosed to reduce noise levels;
  - (c) Deliveries should only be received within the hours detailed in (a) above;
  - (d) Adequate steps should be taken to prevent dust-causing nuisance beyond the site boundary. Such uses include the use of hoses to damp down stockpiles of materials, which are likely to generate airborne dust, to damp down during stone/slab cutting; and the use of bowsers and wheel washes;
  - (e) There should be no burning on site;

- (f) Only minimal security lighting should be used outside the hours stated above; and
- (g) Building materials and machinery should not be stored on the highway and contractors' vehicles should be parked with care so as not to cause an obstruction or block visibility on the highway.

Further details of these noise and pollution measures can be obtained from the Council's Environmental Health Services Unit. In order to meet these requirements and to promote good neighbourliness, the Council recommends that this site is registered with the Considerate Constructors Scheme - [www.ccscheme.org.uk/index.php/site-registration](http://www.ccscheme.org.uk/index.php/site-registration).

2. The permission hereby granted shall not be construed as authority to carry out any works on the highway. The applicant is advised that prior approval must be obtained from the highway authority before any works are carried out on any footway, footpath, carriageway, or verge to form or modify a vehicle crossover to install dropped kerbs. Please see [www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/vehicle-crossovers-or-dropped-kerbs](http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/vehicle-crossovers-or-dropped-kerbs)
3. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

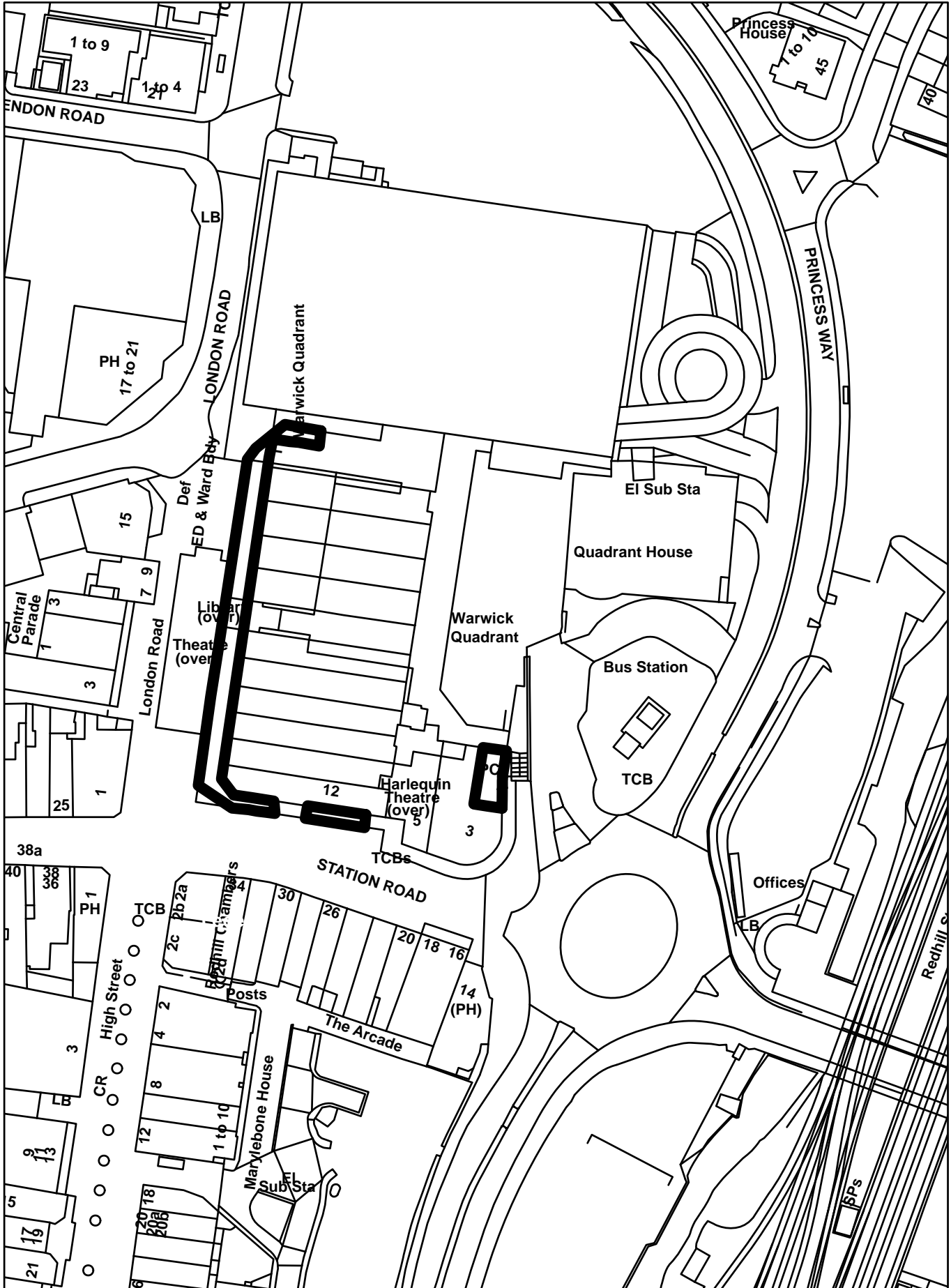
## **REASON FOR PERMISSION**

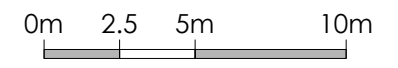
The development hereby permitted has been assessed against development plan policies Sh1, Sh2, Sh5, Mo4, Mo5, Mo7 and Ut4 of the 2005 Borough Local Plan and policies CS1, CS4, CS5, CS7, CS10 and CS17 of the Reigate and Banstead Core Strategy and material considerations, including third party representations. It has been concluded that the development is in accordance with the development plan and there are no material considerations that justify refusal in the public interest.

## **Proactive and Positive Statement**

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development where possible, as set out within the National Planning Policy Framework.

# 17/00460/F - Warwick Quadrant, London Road, Redhill





**PLANNING**

NOTE: All measurements to be checked on site.  
Do not scale.  
All drawings copyright Crane & Associates

REV.	DATE	INIT.	REVISION
A	03/08/16	JC	General amendments to elevation in line with revised existing elevation
B	11/01/17	JC	General amendments to shopfronts.
C	31/01/17	JC	General amendments to shopfronts' signage and note about signage consent added.

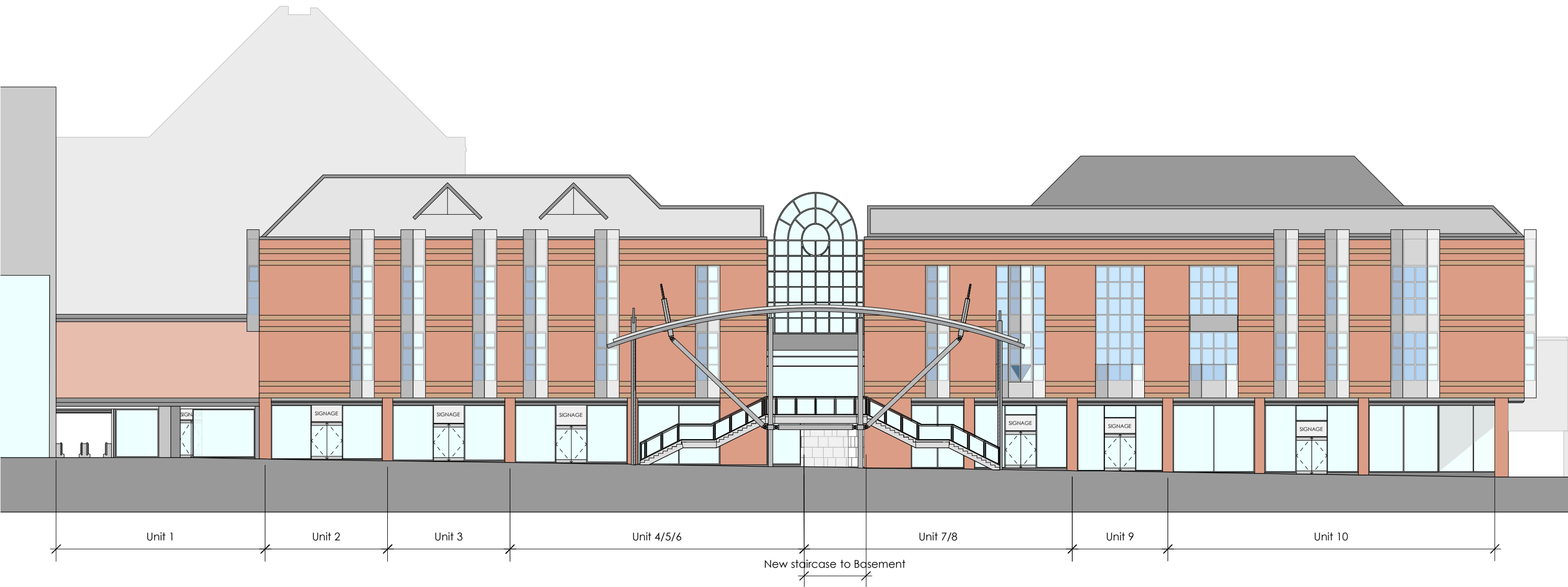
**CRANE&ASSOCIATES**  
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 1 Dawes Court High Street Surrey KT10 9QD  
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 email admin@craneassociates.com  
 website www.craneassociates.com

JOB  
 London Road, Redhill

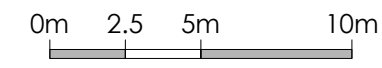
DRAWING  
 Proposed Front & Side extension - Side elevation

DATE August 2016	SCALE 1:250 @ A3	DRAWN JC
DRAWING NO 1795-SK-36	97	REVISION C

**Note:**  
 Advertisement consents for signage to be applied for by tenants.



**Note:**  
Advertisement consents for signage to be applied for by tenants.



**PLANNING**

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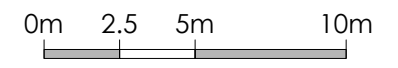
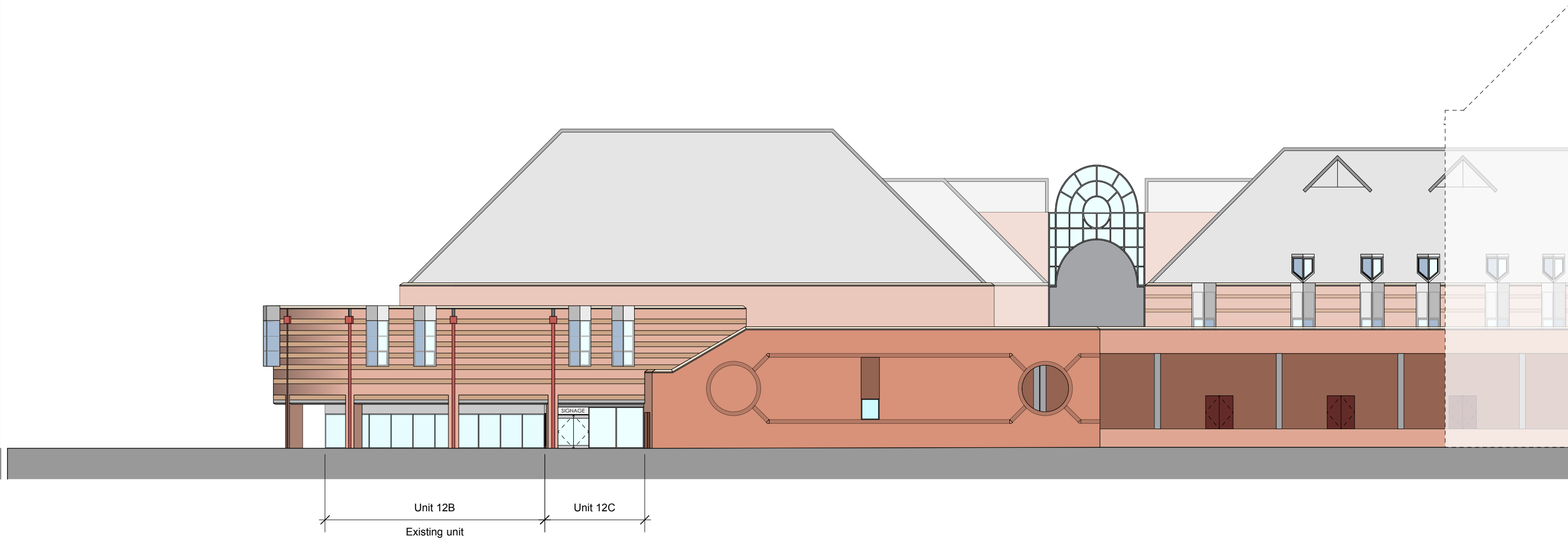
REV.	DATE	INIT.	REVISION
A	03/08/16	JC	General amendments to elevation in line with revised existing elevation
B	11/01/17	JC	General amendments to shopfronts. Trespa cladding for new staircase shown.
C	31/01/17	JC	General amendments to shopfronts' signage and note about signage consent added.

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London Road, Redhill

DRAWING  
Proposed Front & Side extension - Front elevation

DATE August 2016	SCALE 1:250 @ A3	DRAWN JC
DRAWING NO 1795-SK-35	98	REVISION C



**PLANNING**

NOTE: All measurements to be checked on site.  
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REV.	DATE	INIT.	REVISION
A	11/01/17	JC	General amendments to shopfronts.
B	31/01/17	JC	General amendments to shopfronts' signage and note about signage consent added.

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 website www.craneassociates.com

JOB  
 London Road, Redhill

DRAWING  
 Proposed Front & Side extension - Rear elevation

DATE August 2016	SCALE 1:250 @ A3	DRAWN JC
DRAWING NO 1795-SK-37	99	REVISION B

**Note:**  
 Advertisement consents for signage to be applied for by tenants.



1. Proposed view of London Road



2. Proposed view of Station Road



1. Existing view of London Road



2. Existing view of Station Road

PLANNING

NOTE: All measurements to be checked on site.  
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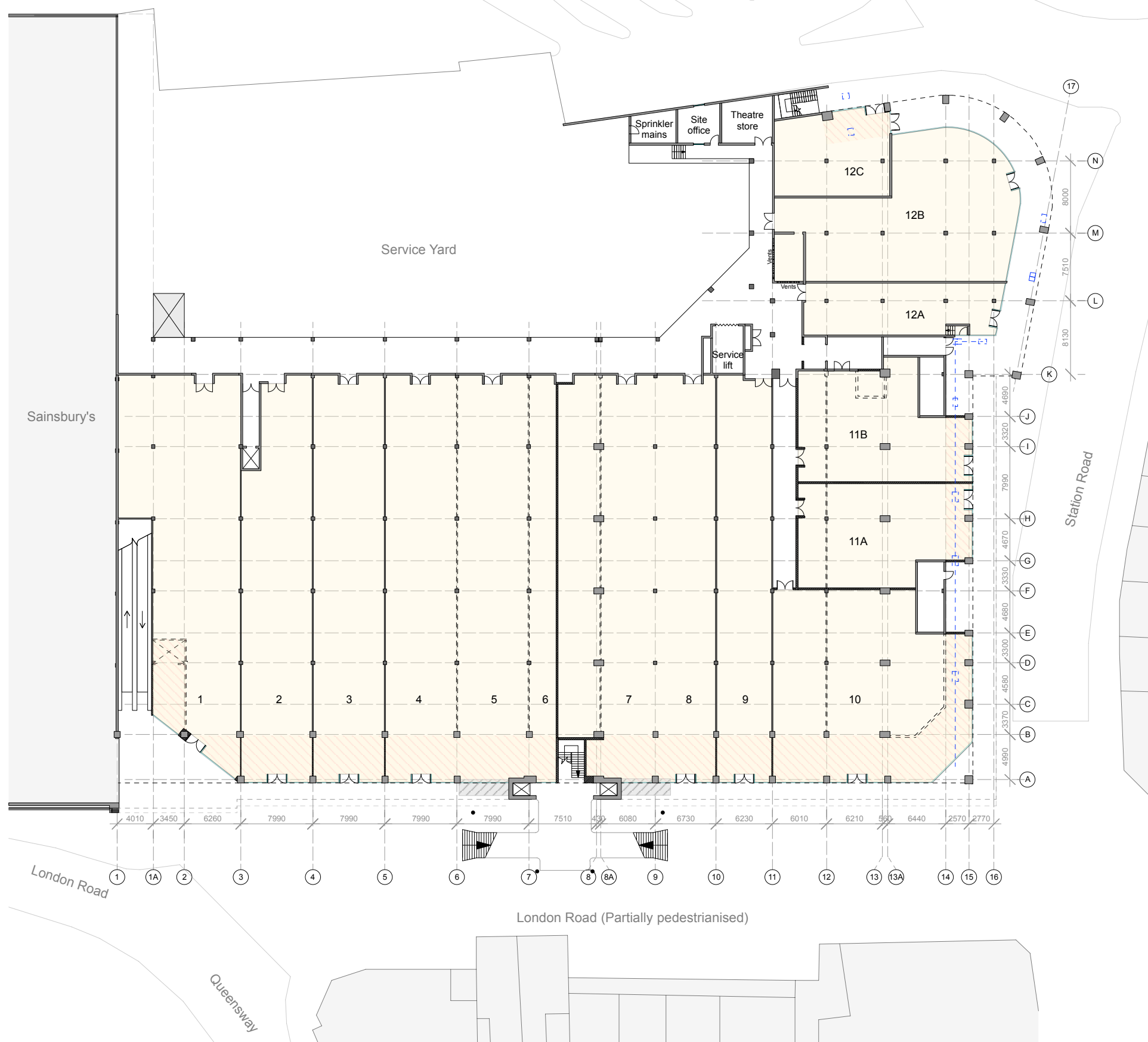
JOB  
 London Road, Redhill

DRAWING  
 Proposed Front & Side  
 extension visuals

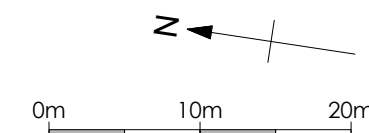
DATE	SCALE	DRAWN
Jan 2017	NTS	NL/JC
DRAWING NO	SCALE	REVISION
1795-SK-41	100	*



**NB**  
GL Dimensions based on  
outline survey (TBC)



NEW UNIT	NET INTERNAL AREA	
	SQM	SQFT
1	450	4843
2	320	3444
3	345	3713
4/5/6	840	9040
7/8	750	8072
9	265	2852
10	420	4520
11A	195	2098
11B	200	2152
12A	115	1237
12B	335	3605
12C	110	1184
<b>TOTAL</b>	<b>4345</b>	<b>46760</b>
<b>EXISTING TOTAL</b>	<b>3847</b>	<b>41401</b>
<b>NIA GAINED</b>	<b>+498</b>	<b>+5359</b>
<b>GIA GAINED</b>	<b>+626</b>	<b>+6737</b>



**PLANNING**

NOTE: All measurements to be checked on site.  
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REV.	DATE	INIT.	REVISION
A	09/08/16	JC	General amendments as per revised existing plan.
B	06/01/17	JC	Corner of Unit 10 (GL 15A) removed.
C	09/02/17	JWC	Area amended (GIA to NIA).
D	21/02/17	JC	Notation for Net Internal Area amended with GIA included.

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JOB  
London Road, Redhill

DRAWING  
Proposed Ground Floor Plan  
Front and side extension

DATE August 2016	SCALE 1:500 @ A3	DRAWN JC
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DRAWING NO 1795-SK-31	REVISION D
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