



**Sainsbury's Supermarkets Ltd and Cranford (Hayle) LLP**  
**Land at Marsh Lane, Hayle**  
**Proposed Foodstore and Nature Reserve**  
**PLANNING SUMMARY**

**July 2010**



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## 1.0 INTRODUCTION

1.01 This Planning Summary has been prepared by WYG Planning & Design and is submitted in connection with a revised planning application by Sainsbury's Supermarkets Ltd and Cranford (Hayle) LLP for a new foodstore and nature reserve on land at Marsh Lane, Hayle.

1.02 This statement is structured as follows:

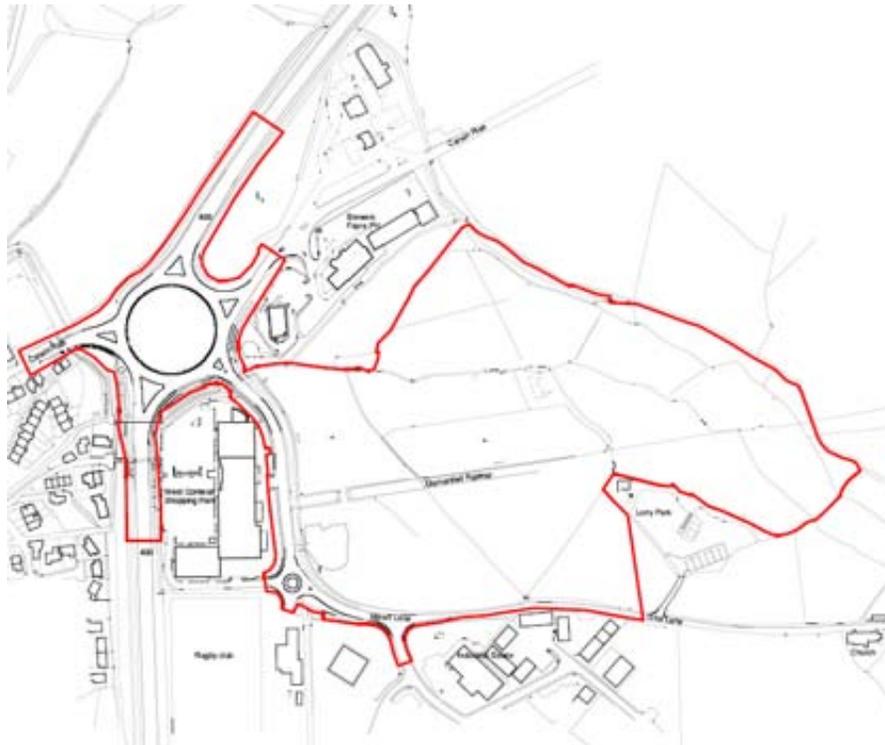
- Section 2 describes the site and surrounding area
- Section 3 explains the key features and benefits of the application
- Section 4 confirms key planning policy themes
- Section 5 examines the proposal against planning policy
- Section 6 sets out conclusions.



## 2.0 THE SITE AND SURROUNDING AREA

### The Application Site

- 2.01 The application site comprises land to the east, north and west of West Cornwall Shopping Park. It extends to about 13.89 ha and a plan showing the site outlined in red is provided below.



- 2.02 The main body of the application site comprises a large area of undeveloped land to the east of West Cornwall Shopping Park, most of which designated in the Local Plan as a County Wildlife Site (CWS). It is bordered by Marsh Lane in the south and west, open land in the north beyond which lies a trunk road service area, and a lorry park and agricultural land in the east.
- 2.03 The foodstore and associated development is proposed in the south west corner of the application site on land extending to about 2.30ha (5.68 acres). This land is identified on the plans in Section 3.
- 2.04 The application site also includes land in the public highway on parts of Marsh Lane, Carwin Rise

and the A30, including the Loggans Moor roundabout where highway improvements are proposed, as well as wetland to the north of the foodstore site.

### **The Surrounding Area**

- 2.05 The photograph below illustrates the setting of the site, which particularly in the south and west is characterised by large scale commercial and retail uses (Hayle Industrial Park and West Cornwall Shopping Park). Extensive trunk road service facilities are located to the north of the application site



## 3.0 KEY FEATURES AND BENEFITS OF THE REVISED APPLICATION

### Introduction

3.01 This section identifies the key features and benefits of the revised application with reference to the planning application submitted on 20 November 2009 for a foodstore on the same site. This application was withdrawn in February 2010 to enable the applicant to consider consultation responses principally relating to retail policy and ecology as well as 3<sup>rd</sup> party objections.

### Withdrawn Application

3.02 The withdrawn application (ref 09-1273-P registered on 3 December 2009) proposed the following works:

- Foodstore (3,042 sq m net; 4,983 sq m gross and 325 customer car parking spaces)
- Petrol filling station (6 pump islands and 137 sq m gross kiosk)
- Improvements to Marsh Lane, including a new roundabout access serving the foodstore and petrol filling station, road widening, a new signalised pedestrian crossing, enhancements to the roundabout serving the West Cornwall Shopping Park and a new bus lay-by serving the foodstore and the Shopping Park
- Improvements to the A30 Loggans roundabout comprising part-signalisation, widening, re-alignment and at grade pedestrian/cyclist crossing facilities
- A new bus service between the foodstore and Hayle
- Ecology mitigation including new water features, comprehensive planting and a boardwalk network.

3.03 The key issues raised by consultees in connection with this application related to:

1. Ecology
2. Retail policy
3. Flood risk sequential test
4. Comments by local residents.

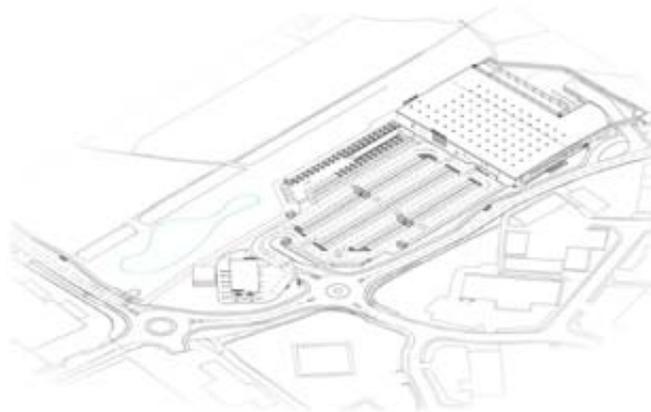
3.04 In a presentation to Angarrack Community Committee on 2 November 2009, representatives of the village identified a requirement for a new footpath on Marsh Lane, traffic calming measures on Marsh Lane to slow traffic entering Angarrack and a buffer zone between the development and Angarrack.

### Key Features of the Revised Planning Application

3.05 A masterplan identifying the key features of the revised application is shown below.



3.06 The foodstore and petrol filling station are largely unchanged from the withdrawn application, although car parking numbers have reduced from 325 to 317. The offer to fund a new bus service between the foodstore and Hayle is also retained as are the improvements to Marsh Lane and A30 Loggans roundabout.



3.07 The visual above indicates that an additional bus stop and a bus turning facility are proposed on Marsh Lane close to the foodstore entrance. Improvements have also been made to the Marsh Lane elevation of the foodstore, following verbal comments made by planning officers. The following additional improvements have been made to the scheme in response to consultation responses:

- Construction of a new footpath between Angarrack and the foodstore on the north side of Marsh Lane
- Inclusion of an additional 2.30 ha (5.68 acres) of land between Angarrack and the foodstore (including the lorry park) into an improved CWS. The area of CWS to be lost to the foodstore is 1.74 ha (4.30 acres) and the additional land will therefore result in a net increase in the size of the CWS of 0.56 ha (1.38 acres)
- Remediation of the contaminated lorry park (subject to separate planning approval)
- An offer to dedicate the improved CWS in the applicants' control (10.46 ha / 25.85 acres, outlined in green on the plan below) to Cornwall Council in perpetuity, together with funds for future management.
- A new boardwalk, bird hide, bat roosts and visitor interpretation boards on land to the north of the former railway embankment
- Visitor car parking on the former lorry park.



### **Key Benefits of the Revised Planning Application**

3.08 The proposed foodstore would result in the following benefits:

- A modern energy efficient foodstore (4,983 sq m gross/3,042 sq m net) that provides wider choice and greater competition in Hayle's convenience sector
- The creation of about 270 jobs that would be likely to appeal to local people
- Support for local food producers and suppliers, such as Roddas Clotted Cream
- More sustainable travel patterns
- A development that is genuinely accessible from Angarrack via the new footpath on Marsh Lane and from Hayle via a new at grade pedestrian and cycle crossing on the A30 (to compliment the existing footbridge) and the new bus service to be funded by Sainsbury's
- A safe new footpath link on Marsh Lane to Angarrack that would enable villagers to walk to the foodstore and the Shopping Park as well as the new bus stops. It would also act as a traffic calming measure, naturally slowing traffic using Marsh Lane
- A larger CWS potentially owned by Cornwall Council, including a permanent "green" buffer between the foodstore and Angarrack
- The creation of a managed nature reserve with comprehensive but low-key visitor facilities that would be available to local people and visitors and would be a valuable education resource for local schools
- Removal of intensive commercial vehicle storage use on the lorry park and the remediation of any contamination.

### **Scope of the Planning Application**

3.09 The proposals have been subject to extensive statutory and non-statutory pre-application consultation, extensive survey work and rigorous information gathering. This is a detailed planning application that is supported by a comprehensive package of information, comprising:

- Covering letter, application forms and ownership certificates
- Site Location Plan showing the application site outlined in red
- Existing and proposed site layouts and roof plan
- Proposed elevations
- Proposed Masterplan, submitted for illustrative purposes only
- S106 heads of terms



- Planning Summary
- Planning Statement
- Design & Access Statement
- Sustainability Statement
- Retail Assessment
- Transport Assessment and interim Travel Plan
- Phase 1 Ecology and Habitat Surveys and Winter Bird Survey
- Ecology Mitigation Strategy: Visual Interpretation
- Ecology Mitigation Strategy: Technical Statement
- Landscaping Strategy
- Flood Risk Assessment
- PPS25 Sequential Test Assessment
- Statement of Community Consultation.

## 4.0 PLANNING POLICY

4.01 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the development plan unless material considerations indicate otherwise.

4.02 The statutory development plan for Hayle comprises of the following:

- RPG 10 (RPG10)
- Saved Policies in Cornwall County Structure Plan (2004) (CCSP)
- Saved Policies in Penwith Local Plan (2004) (PLP).

4.03 In respect of national planning policy guidance, PPS4 "Planning for Sustainable Economic Growth" is an important material consideration. It sets out the key policies for assessing proposals for retail development, which is classified as 'economic development'. National guidance in respect of design, sustainability, transportation, drainage and flood risk and bio-diversity are also material.

### **Key Policy Themes**

4.04 A review of the prevailing planning policies identifies the following key policy themes of relevance to the determination of the current application proposals:

4.05 The Principle of Development: Whether the site is suitable for development given its character, context and relationship with Hayle.

4.06 Delivering Sustainable Development: Notably to deliver sustainable economic development which minimises the need to travel and promotes self-containment, delivers high energy efficiency, mitigates against climate change and reduces waste.

4.07 Economic Development Considerations: Encouraging a positive and constructive approach to economic development, a desire to deliver a strong economy, quality well paid jobs and good training opportunities.

4.08 Retail Planning Considerations: To satisfy the sequential approach to site selection and the impact assessment, including wider economic, environmental, transport, design and social impacts.

4.09 Design and Landscaping Matters: Encouraging good quality, inclusive design and landscaping.



- 4.10 Transportation and accessibility: To ensure the development is well served by a choice of means of transport, does not give rise to any highway safety issue, and seeks to minimise the need to travel.
- 4.11 Hydrology: To consider the risk of flooding and to satisfy the flooding sequential test.
- 4.12 Biodiversity: To consider the impact on species and habitats and any mitigation proposed.
- 4.13 The next section of this Statement considers the application proposal against these key policy themes.

## 5.0 PLANNING ISSUES

### **Principle of Development**

- 5.01 In the last 10-15 years, significant commercial development has taken place to the east of the A30 on greenfield land. This development includes Hayle Industrial Park, the West Cornwall Shopping Park and the trunk road services and comprises mainly large retail, industrial, commercial and service buildings.
- 5.02 The adopted Local Plan does not identify a development boundary for Hayle and by definition the application site cannot be outside it.
- 5.03 The site is therefore within an area to the east of the A30 characterised by large scale commercial and retail development on greenfield land. The proposed foodstore will not extend the pattern of built development towards Angarrack further than the line established by the local authority's Hayle Industrial Park. The improved CWS will prevent further development between the foodstore and Angarrack in perpetuity.

### **Sustainable Development**

- 5.04 The proposed foodstore will promote more sustainable travel patterns in 3 main ways:
- 5.05 First, existing main food shopping travel patterns are unsustainable and lead to unnecessary vehicle emissions. The proposed foodstore will persuade more Hayle residents to undertake their weekly shopping in Hayle, thereby reducing journey length and emissions and making travel patterns more sustainable.
- 5.06 Secondly, there are likely to be significant linked trips made to the foodstore by existing visitors to the adjoining Shopping Park, who will no longer have to make a separate trip for their main food or top up shopping needs.
- 5.07 Thirdly, the store will be served by a new bus service, enabling Hayle residents, including those who do not have access to a car, to travel to the foodstore by bus. The provision of high quality footpath/cycle linkages, including a grade level crossing of the A30 to compliment the existing footbridge and a new footpath to Angarrack along Marsh Lane and cycle parking close to the store entrance will also encourage trips to the foodstore by foot and cycle.
- 5.08 Energy efficiency is one of the key influencing factors in the design of the building. The store will achieve a minimum level of performance equivalent to BREAM Rating "Very Good" and will include

the following initiatives:

- Cantilevered canopy acting as a brise soleil
- Glazing to maximise use of daylight
- Natural daylight sun pipes
- Rainwater harvesting to flush WC's
- Sustainable Urban Drainage system



- 5.09 Cutting edge energy saving technologies will be installed for lighting, heating/cooling and refrigeration systems. This will include presence detector systems for lighting in staff areas and the service yard, the use of cool air from the refrigeration aisles to cool areas of the store such as computer rooms and hot air from the refrigeration packs to heat the store.

#### **Economic Development Considerations**

- 5.10 PPS4 defines retail development as being "economic development" because it provides employment opportunities and generates wealth. The proposed foodstore would generate a number of economic development benefits.

- 5.11 Sainsbury's would employ about 270 staff in the foodstore, split between 60 full time and 210 part-time, offering greater flexibility for those seeking to balance home commitments. 90% of store colleagues live within 1.5 miles of the store and this means that most of the jobs are likely to appeal to local people. Sainsbury's offers literacy and numeracy training, bakery meat and fish apprenticeships, as well as supporting colleagues seeking to attain NVQ qualifications. Sainsbury's prides itself on being a quality employer that offers dedicated local recruitment, competitive pay and a high quality working environment.
- 5.12 About 150 construction jobs would be created during the build process and the foodstore would also support local suppliers such as Roddas Clotted Cream. On this basis, it is considered that the proposed development would have a significant positive benefit on local employment. This is especially important in Hayle, which the Penwith Retail Study recognises as suffering from social deprivation and a lack of economic investment.

#### **Retail Planning Considerations**

- 5.13 A Retail Assessment (including a sequential site assessment) has been undertaken that considers the foodstore proposal against development plan and PPS4 considerations.
- 5.14 The Assessment suggests that Hayle is underperforming against its position in the spatial settlement hierarchy and significant expenditure leakage occurs for convenience and comparison goods expenditure, which is generated in Hayle but is spent in Penzance and Camborne. These spending patterns are socially exclusive and unsustainable and led the Penwith Retail Study to conclude that Hayle is *the* settlement in the former Penwith district that needs a step change in convenience and comparison retail provision.
- 5.15 The proposed Sainsbury's has a net retail area of 3,042 sq m and 317 parking spaces. In the context of competing stores in Penzance and Camborne, it is considered that this level of convenience floorspace is large enough to provide genuine choice and will persuade a significant number of those local residents who currently shop elsewhere to shop in Hayle instead.
- 5.16 The Assessment therefore concludes that the proposed foodstore will provide an important opportunity to develop a modern socially inclusive foodstore on a site adjoining an established retail destination to serve Hayle residents.
- 5.17 The proposal is also considered to satisfy the sequential approach to site selection. The Heritage Impact Assessment appended to the PPS4 and PPS25 (flood risk) sequential site assessments concludes that none of the potentially sequentially preferable sites on the Harbourside identified by

the Council are suitable to accommodate a foodstore in terms of the impact such a development would have on the Outstanding Universal Value of the World Heritage Site. A foodstore development on any of the Harbourside sites is also likely to result in congestion and highway safety issues.

- 5.18 A foodstore on the application site will facilitate a significant level of linked shopping trips with the Shopping Park and will also be accessible to visitors without access to a car. It will improve shopping facilities for the significant numbers of tourists and other visitors to Hayle, as well as those passing by on the A30 and as noted above, will create around 270 full and part time jobs that are likely to appeal mainly to local people.
- 5.19 The effects on Foundry and Copperhouse are considered unlikely to lead to store closures. The foodstore could operate side-by-side with the consented Hayle Harbourside regeneration scheme and would not prejudice other public or private sector investment.

### **Design and Landscaping**

- 5.20 The development surrounding the site is predominantly retail, commercial and industrial in character. The buildings are generally large grain and functional and do not provide any strong architectural reference points.
- 5.21 As the visuals below demonstrate, with a height of 4.8m, the foodstore has been designed to sit low down in the landscape. It would be of a human scale and incorporates large glazed areas to create interest and activity. The application also includes a comprehensive landscaping scheme.



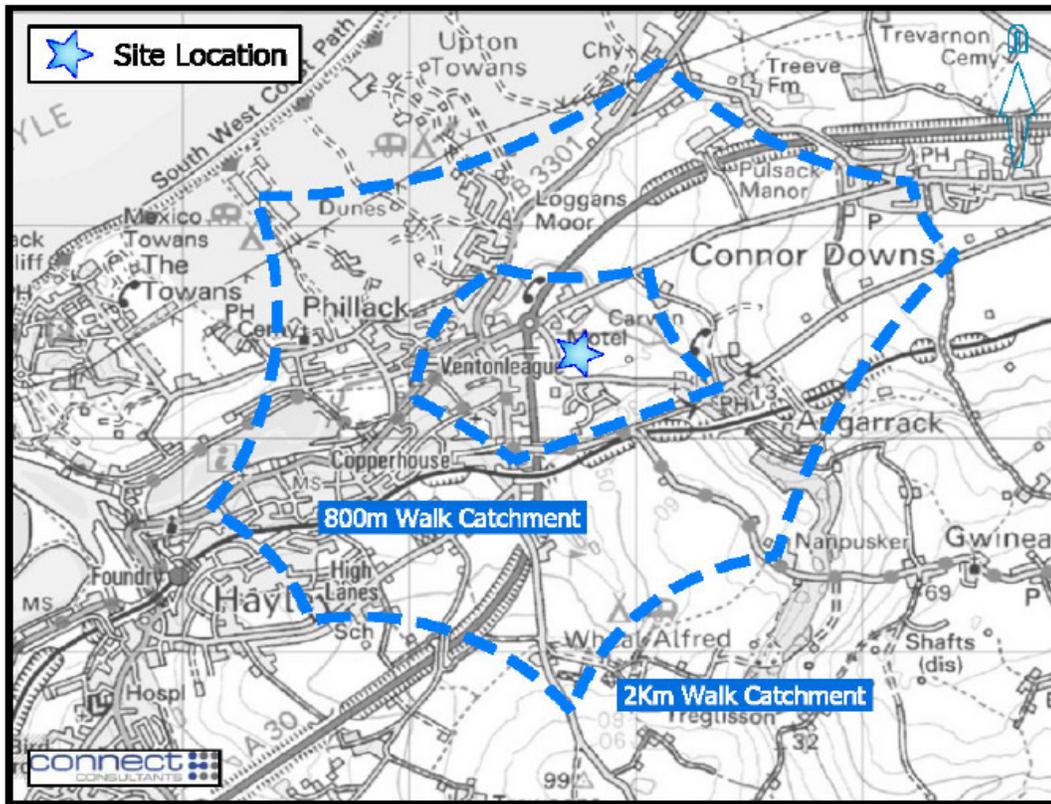


### Transportation and Accessibility

5.22 The following improvements are proposed to Marsh Lane, Carwin Rise and the A30 Loggans Moor roundabout:

- A new footpath on the north side of Marsh Lane between the foodstore and Angarrack
- Sainsbury's funding of a new bus service linking the Shopping Park, the foodstore and Hayle
- A new customer vehicle access to the foodstore via a new 4 arm roundabout at the existing Hayle Industrial Park access
- A new service access off Marsh Lane combined with a bus turning area
- 2 new bus stops on Marsh Lane to the south and west of the foodstore site respectively
- Widening Marsh Lane between the foodstore site and West Cornwall Shopping Park including a 2-lane entry to the Shopping Park roundabout to ease the flow of traffic entering the foodstore and travelling onwards to Angarrack
- A new signalised pedestrian crossing on Marsh Lane between the foodstore and the Shopping Park
- Partial signalisation of the A30 Loggans Roundabout and a new at-grade pedestrian/cycle crossing over the A30.

5.23 The map below indicates that a sizeable residential catchment area is within the 800m customer walk catchment area while a large proportion of north and west Hayle is within walking distance for staff trips.



5.24 The application is supported by a full Transport Assessment (TA), which concludes that the site will be accessible by a choice of travel modes; furthermore, the proposals include a package of physical measures to improve the site's accessibility by bus, cycle and foot. In addition, Sainsbury's will work with the Highways Agency and Cornwall Council to secure improvements to local public transport services.

### Hydrology

5.25 A Flood Risk Assessment (FRA) has been submitted in connection with the application and detailed consultation has been undertaken with the Environment Agency to scope the hydraulic modelling exercise in order to establish accurate flood zones for the application site.

5.26 The FRA demonstrates that the proposed foodstore and associated development lies almost entirely within Flood Zone 1 (low risk of flooding). The highway works to the A30, Loggans roundabout and Marsh Lane are located partly within Flood Zone 3, but as no increases in ground levels are proposed, these works are considered to be acceptable in terms of PPS25 requirements.

- 5.27 A review of a variety of Sustainable Urban Drainage (SUDs) techniques has been undertaken. It has been concluded that the 100 year plus climate change rainfall event could be readily stored in geo-cellular storage units beneath the car parking areas or the new waterbody to be excavated on the north west of the foodstore site. The geo-cellular storage would be discharge to a minor land drain (leading to the off-take channel) at no more than the greenfield rate for the site.
- 5.28 A revised PPS25: Sequential Test Assessment is also submitted in connection with the application that concludes that the application proposal satisfies the Sequential and Exceptions tests in PPS25. In particular, it concludes that the application site is sequentially preferable in flood risk terms to the Harbourside including South Quay and Jewson.

**Biodiversity**

- 5.29 Most of the application site (including the foodstore site) is a locally-designated CWS, although it has never been actively managed as such and has never been publicly accessible. In the absence of management, the habitats recorded on the site are likely to disappear and there is nothing in policy or legal terms to require their management or retention.
- 5.30 The applicant has adopted a positive and constructive approach to the CWS. Species and habitats were surveyed in May 2009 and winter 2009/2010 and the findings have influenced the scale and form of the scheme. A detailed mitigation strategy is submitted in connection with the application that is identified on the plan below and it is envisaged that this strategy would be subject to a planning condition as well as a S106 agreement.



- 5.31 The foodstore is proposed on about 1.74 ha (4.30 acres) of the site that has the lowest value in terms of its contribution to the wider CWS by virtue of fly-tipping and the encroachment of relatively low-value habitat.
- 5.32 In order to mitigate the effect of development on the CWS, a key element of the revised strategy is the inclusion of 2.30ha (5.68 acres) of additional land to the east of the foodstore site within an improved CWS. This land delivers a net increase in the size of the CWS of 0.56 ha (1.38 acres). It will be acquired by the applicant and includes the contaminated lorry park which will be fully remediated and planted with species rich grassland. It is proposed to offer to dedicate about 10.46 ha / 25.85 acres of the improved CWS to Cornwall Council together with funds for future management.
- 5.33 In addition, the improved CWS incorporates the following key features:
- A new wetland water feature between the petrol station and the railway embankment
  - An extension of the existing wet woodland, being a Local biodiversity Priority Habitat (1 on the above Masterplan)
  - Visitor parking on the remediated lorry vehicle park, with links to the boardwalk network (2 on the above Masterplan)
  - Maintenance and management of ditches and water corridors and new water bodies (3 on the above Masterplan) linked by ditches with aquatic and reed planting elsewhere on the site
  - Installation of an environmentally friendly boardwalk, bird hide, bat roost and interpretation boards on land to the north of the railway embankment (4 on the above Masterplan)
  - A new area of marshy grassland to the east of the foodstore site
  - Protection of a main badger sett on the railway embankment.
- 5.34 It is envisaged that the improved CWS would become a highly prized local asset, attracting local school children, bird watchers and wildlife enthusiasts alike.

## 6.0 CONCLUSIONS

6.01 Sainsbury's is seeking planning permission for a foodstore, associated development and a nature reserve on land at Marsh Lane, Hayle. The planning application is supported by a series of technical assessments that enable the following conclusions to be made:

- The principle of development on the site is acceptable
- The foodstore satisfies the sequential approach to site selection and will not have significant adverse impacts on existing centres
- The foodstore is acceptable in design terms and will incorporate cutting-edge technology to maximise energy efficiency, minimise the use of water and recycle waste
- The development will be accessible by non-car modes of transport and is acceptable in terms of impact on the highway network. An interim Travel Plan is submitted in connection with the application that seeks to reduce single occupancy car journeys to the store by Sainsbury's colleagues
- The foodstore would create about 270 new jobs and represents a multi-million pound-investment by Sainsbury's
- The development is acceptable with regards to flood risk and it satisfies the flood risk sequential test. The development incorporates SUDs technology and water run-off rates will be no more than for a greenfield site
- The proposal includes the remediation of the contaminated lorry park and its inclusion within an improved CWS
- The development will create significant bio-diversity benefits that will outweigh any loss of habitat. Sensitive habitats and species will be protected. The CWS will be enlarged and new habitats will be created which will be accessible for the first time as part of a new management regime.

6.02 The revised application seeks to address consultation responses and comments made by the community and it is considered that the application proposal is supported by the development plan (RPG10, CSP and PLP) and material considerations.