

COMMITTEE REPORT

Date: 10 February 2011 **Ward:** Haxby And Wigginton
Team: Major and Commercial **Parish:** Haxby Town Council
Team

Reference: 10/01870/ADV
Application at: Somerfield Haxby Shopping Centre The Village Haxby York
For: Display of illuminated fascia sign to front, and non illuminated lettering sign to the rear, non illuminated signs at both store entrances, totem sign and various car park signs to rear
By: Sainsbury's Supermarkets Limited
Application Type: Advert Application
Target Date: 17 November 2010
Recommendation: Refuse

1.0 PROPOSAL

1.1 The application relates to the display of a number of signs to the front and rear elevations of the building. There are also signs proposed within the car park to the rear of the site. The following signs have been applied for:

Front Elevation/ The Village

1.2 Sign B1 - 1 no. fascia to the front elevation. The fascia would measure 0.886 metres in height and 4.716 metres in length as specified in the submitted plans. The acrylic sign would be matt orange lettering on a white background. The lettering would be maximum 0.69 metres in height. It is not clear from the plans but as the sign is smaller than the total size of the fascia, the fascia may be sited to the front of the existing. The agent has confirmed that the proposed sign would protrude 95mm from this front of the building. The sign would be internally illuminated and together with the larger background fascia would be illuminated by strip lighting that is existing. According to the agent the sign in situ is temporary.

1.3 Sign W1 - 2 no. aluminium signs that are to either side of the front entrance. The signs are orange in colour with white lettering. The signs would be 2.181 metres in height from the ground and 1.43 metres in width and fixed in front of the existing windows. The signs are non-illuminated.

1.4 Sign W3 - This aluminium sign would surround the proposed ATM. The orange sign would have white lettering indicating the ATM. The sign would measure 2.4 metres in height (0.15 metres above the ground) and 1.59 metres in width. The sign would not be illuminated.

1.5 Sign W4 - The bus stop sign would be sited above Sign W3. The dark orange sign would contain an orange circle advertising the ATM below. The sign would protrude 1.08 metres from the front elevation and be 0.42 metres in height; the depth

of the sign has not been shown. The plans submitted are not to scale and as such the height above the ground is unclear.

1.6 Sign W5 - The bus stop sign would be sited on the front elevation on the protruding fascia. The predominantly orange sign would protrude from the fascia by 0.925 metres and be 0.625 metres in height, the depth has not been specified. The top of the sign would be 3.8 metres above the ground level.

Rear Elevation/South Lane

1.7 Sign B2 - Non-illuminated lettering sited on a frame above the proposed glazed lobby. The stated measurement of the lettering is 4.716 metres in length and 0.886 metres in height and is shown to span just under the full width of the lobby. However the roof of the proposed lobby is only 4.55 metres in width and as such there is discrepancy in the measurements shown. There is another measurement indicating that the maximum size of the lettering is 0.69 metres, which does not correspond with the 0.886 metres specified. The plans have not been drawn to scale but it could be that the lettering and the distance above the roof are including in this measurement. The agent has confirmed that the depth of the sign is 95mm. The lettering would be 3.431 metres above the adjacent ground level.

1.8 Sign W2 - The Welcome Wall sign is sited adjacent to the entrance of the glazed lobby. The sign is 2.565 metres in height and 2.7 metres in width. The sign is orange with a darker orange box with the opening times of the store specified. The size of the lettering is unknown as it has not been specified.

Signs within the car park

1.9 Sign 1 - Is a double sided blue disabled non-illuminated sign on an aluminium pole sited against the retaining wall adjacent to the disabled parking spaces. There are two measurements have been given for the total height - 2.85 metres and 3.15 metres. The sign itself would measure 0.75 metres by 0.75 metres.

1.10 Sign 2 - The 'Parent and child' sign would be wall mounted to the rear of the parent and child parking spaces. Again the specified total height varies between 2.85 metres and 3.15 metres. The circular sign measures 0.75 metres in diameter.

1.11 Sign 4 - The 2 no. triangle pedestrian crossing signs would be affixed to each of the belisha beacons, the sign is 0.6 metres in height and the maximum height when affixed would be 2.7 metres. This sign has deemed consent under Class 2a of The Town and Country Planning (Control of Advertisement) (England) Regulations 2007.

1.12 Sign 5 - The 'No Entry' and 'Deliveries Only' sign would be sited in front of the unloading bay, the total height of the sign including the pole would be 3.15 metres. This sign has deemed consent under Class 2a of The Town and Country Planning (Control of Advertisement) (England) Regulations 2007.

1.13 Sign 7 - The 3 no yellow background maximum stay parking signage measures 0.75 metres in height and 0.625 metres in width. The signs would be affixed to 3 of

the external lighting columns. The sign would be at its top edge 2.85 metres above ground level

1.14 Sign 8 - The 2 no blue badge and parent and child bay signage would measure 0.7 metres in height and 0.625 metres in width. One of the signs would be sited on the external lighting column adjacent to the disabled parking sign. The other sign would be wall mounted adjacent to Sign 2.

1.15 Sign T01 - The non-illuminated totem sign would be sited adjacent to the vehicle access. The sign would have a maximum height of 3 metres and be 1.4 metres in width. The depth of the sign has not been indicated. The orange sign indicates the stores name, opening hours etc.

1.16 There is ambiguity between the signs applied for in the application form and the signs submitted in the elevations. As such the measurements and sitings have been taken from the plans and elevations (drawing numbers 5220 Revision D received 11 Jan 2011, Drawing Number PL100 Revision B received 8 October 2010, Drawing Number 6201 received 19 October 2010, and Drawing Number 6200 Revision A received 19 October 2010)

1.17 The site is within the Haxby Conservation Area and the Haxby District Centre as identified in the proposals map that accompanies the Draft Local Plan. The site is also in close proximity and lies within the setting of a listed building opposite the front elevation - 48 The Village. The unit is part of a development constructed in the 1970s (planning permission was granted in 1972 - 4/2/492 T). No opening hours were specified as part of this original application. This side of the The Village and South Lane is predominantly retail of a modest scale and appearance. The appearance from South Lane of the rear of these properties is a mixture of designs, that do not necessary reflect the attractive frontages onto The Village. To the south/rear of the site is a large suburban housing estate built in the 1960s - 1970s with a mixture of housing types, and the streets closest to the proposed site have an open, modest, and pleasant character.

1.18 The application has been brought before committee at the request of Cllr. Firth on the basis of the amount of public interest shown in this application. As there have been objections to the proposed scheme a site visit is also required. There are two other applications for this site 10/02418/FUL and 10/01869/FUL both of which are also considered on this agenda.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Conservation Area GMS Constraints: Haxby CONF

City Boundary GMS Constraints: York City Boundary 0001

DC Area Teams GMS Constraints: East Area (2) 0005

2.2 Policies:

CYGP21
Advertisements

CYHE2
Development in historic locations

CYHE3
Conservation Areas

CYHE4
Listed Buildings

CYHE8
Advertisements in historic locations

3.0 CONSULTATIONS

INTERNAL CONSULTATIONS

HIGHWAY NETWORK MANAGEMENT

3.1 Defer until the layout of the car parking to the rear has been agreed with the applicant

DESIGN, CONSERVATION AND SUSTAINABLE DEVELOPMENT – Object

3.2 The large scale of the fascia sign to the principal elevation of the supermarket appears visually dominant and is of a much greater scale than the slim horizontal emphasis fascia signage present to adjacent shopfronts within the immediate context. The large scale of the individual acrylic letters applied to the shopfront is emphasised by the white coloured background to the fascia sign. The method of attachment and profile of the lettering requires to be confirmed in support of this application. The proposed internal illumination of the large scale three dimensional orange coloured acrylic letters reading ‘Sainsbury’s’ attached to the deep white fascia to the principal elevation will have a negative visual impact on the character and appearance of the conservation area and harm the setting of the Listed Building situated opposite at no. 48 The Village. The proposed internally illuminated acrylic letters applied to the fascia will appear visually intrusive at night within the context of The Village.

3.3 It is proposed to erect non-illuminated acrylic letters reading ‘Sainsbury’s’ above the rear entrance to the store that will be visible from South Lane. The large scale of the orange coloured acrylic letters is likely to appear visually intrusive within this context. Further details of the method of attachment and profile of the lettering should be submitted in support of this application. The scale of the lettering should be reconsidered to address concerns regarding the negative visual impact of the proposed signage on the character and appearance of the conservation area.

3.4 A variety of signs are proposed to the rear car park to denote different elements of the parking facilities, safe pedestrian routes to cross the car park and the delivery area. A large scale totem sign is proposed at the entrance to the car park that in combination with the design, scale and range of the signs proposed, is likely to have a negative visual impact on the existing character and appearance of South Lane within the context of the conservation area. The large scale of the totem sign at the entrance to the rear car park should be reconsidered.

EXTERNAL CONSULTATIONS/REPRESENTATIONS

HAXBY TOWN COUNCIL - Object

3.5 Support objections raised by the CYC Conservation Officer

3.6 Strongly object to the internally illuminated sign to the front and the number, type, and height of the signs to the rear car park

3 LETTERS OF OBJECTION (2 by the same objectors)

3.7 Contrary to designation of The Village as a conservation area.

3.8 Concerned regarding the additional light pollution caused by the signage to the front.

3.9 Why are the LPA accepting drawings that are not up to date when compared to the latest revision of the store development drawings for 10/01869/FUL. The drawings showing the location of the signs within the car park is wrong and as such unable to make comments and objections to the application. Unable to consider the impact of the signs on their property

3.10 The sign above the proposed glazed lobby is too large and must not be allowed to extend upwards past the flat roof skyline. The sign (nearly 5 metres in length) would be very intrusive to local residents. It is unlikely to attract any additional potential customers because South Lane is predominately used by local residents and persons who have already planned to park and shop at the supermarket.

3.11 The orange and red welcome sign to the side of the glazed lobby is gaudy and too large (nearly 3 metres by 3 metres). It is larger than the ones to the front of the store and will cause a major visual impact to local residents.

3.12 The signage within the car park will provide an urban activity playground for children and youths especially outside opening hours. In addition to the car park furniture such as bollards, walls, ramps, the trolley and cycle shelters etc. There is already an existing problem.

3.13 The number of signs within the car park mainly on 3 metre poles are too numerous, will add to the playground setting and cause a noise nuisance. A reduced quantity and more discrete signage is recommended and would reduce the visual impact.

3.14 The large totem sign at the car park entrance will cause further unacceptable visual intrusion on South Lane and to local residents.

WARD COUNCILLOR

3.15 Representations have been received from one of the ward councillors for the area - Cllr Richard Watson. His comments are as follows:

3.16 Within the conservation area there is a strict policy of no internally illuminated signage. Please ensure that this policy is adhered to.

4.0 APPRAISAL

4.1 SITE HISTORY

10/00169/ADV - Display of 1no. externally illuminated fascia sign and 2no. non-illuminated rear and side fascia signs following the removal of former Somerfield signs (retrospective) - Partial Approve/Partial Refuse

- The two signs to the rear elevation were approved
- 17100mm x 1450mm EXTERNALLY ILLUMINATED FRONT FASCIA SIGN REFUSED Due to a combination of its scale, appearance, extent of illumination and proportion in relation to the adjoining signage and settings it is considered that the front fascia sign, being displayed in a prominent location in the heart of a Conservation Area appears incongruous, out of character and out of proportion and fails to respect the special architectural and historic merits of Haxby Conservation Area to the detriment of visual appearance and amenity. The front fascia sign is therefore contrary to the guidance set out in Planning Policy Guidance Note 19 "Outdoor Advertisement Control" and Policies GP21 and HE8 of the City of York Draft Local Plan 2005.

KEY ISSUES

1. Impact on amenity, specifically the visual impact on the building and the conservation area
2. Impact on public safety

ASSESSMENT

PLANNING POLICY

4.2 The Town and Country Planning (Control of Advertisements) Regulations 2007 state that the display of outdoor advertisements can only be controlled in the interests of "amenity" and "public safety". Central Government advice is contained within Planning Policy Guidance 19 "Outdoor Advertisement Control" (PPG19).

4.3 Para.4 of PPG19 states that a building can contribute positively to a sense of pride and place, however it warns that the appearance of a building can be spoilt by a poorly designed or insensitively placed signs, or by choice of the sign/adverts materials, colour, proportion or illumination which are out of keeping with the building's design or fabric. Such signs can appear over-dominant and out of place.

4.4 As stated in paragraphs 11 and 12 of PPG 19, consideration should be given to the amenity of the area and the effect on the appearance of the building or on visual amenity in the immediate neighbourhood where it is to be displayed. Consideration is given to the local characteristics of the neighbourhood, including scenic, historic, architectural and cultural features, which contribute to the distinctive character of the locality.

4.5 The site is within the Haxby Conservation Area. PPG19 states that it is reasonable to expect that more exacting standards of control will prevail in conservation areas. However, it cautions that many conservation areas are thriving

commercial centres where the normal range of advertisements on commercial premises is to be expected, provided they do not detract from visual amenity. Local Planning Authority's (LPA's) should use advertisement controls flexibly in such areas, so as to conserve or enhance particular features of architectural or historic interest. The statutory duty of LPA's to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas includes the control of outdoor advertisements.

4.6 Further Central Government advice is contained within Planning Policy Statement 5 "Planning for the Historic Environment" (PPS5). Policy HE10 of PPS5 states that when considering applications for development that affect the setting of a heritage asset, local planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset. When considering applications that do not do this, local planning authorities should weigh any such harm against the wider benefits of the application. The greater the negative impact on the significance of the heritage asset, the greater the benefits that will be needed to justify approval.

4.7 The relevant development plan is The City of York Council Draft Deposit Local Plan, which was placed on Deposit in 1998. Reflecting points made, two later sets of pre inquiry changes (PICs) were published in 1999. The Public Local Inquiry started in 1999 but was suspended by the Inspector for further work to be done on the Green Belt. A Third Set of Changes addressing this further work was placed on deposit in 2003. Subsequently a fourth set of changes have been drafted and approved by Full Council on 12th April 2005 for the purpose of making Development Control Decisions, on the advice of Government Office for Yorkshire and the Humber.

4.8 Policy GP21 "Advertisements" in the City of York Council Development Control Local Plan (2005) states that permission will only be granted if the size, design, materials colouring of signs, hoardings and large panels and any form of illumination does not detract from the visual amenity of the area in which they are displayed particularly with regard to the character of listed buildings and conservation areas. Additionally any proposal should not have an adverse effect on public safety. In residential areas and on sites clearly visible from the road the advertisement should be in keeping with the scale of the surrounding buildings and public areas.

4.9 Policy HE8 "Advertisements in Historic Locations" states that within conservation areas, or on listed buildings advertisements should be of a design and scale that respects the character and appearance of the area and be of sympathetic materials. Within conservation areas externally illuminated advertisements that require large light fittings are not permitted.

IMPACT ON THE BUILDING AND THE CONSERVATION AREA

- Front Elevation

4.10 The existing large fascia on the front elevation is unduly prominent within the streetscene and the conservation area, and the introduction of large orange lettering against a white background which would protrude forward of the existing fascia by

95mm would appear clumsy, bulky and awkward. The existing fascia is already set forward of the building. In addition the internally illuminated acrylic lettering and the external illumination proposed would be very prominent within the streetscene causing significant harm to the appearance of the host building within its context and the conservation area, but also affecting the setting of the listed building opposite the retail unit - 48 The Village. The trough lights set along the top of the large fascia would be clumsy and discordant, creating an appearance of clutter and excessive visual intrusion when seen in context of the other proposed signage. This type of illumination in this location further detracts from the visual amenity of the area and the character and appearance of conservation area and listed building and is contrary to Policy HE8.

4.11 The design of the bus stop signs are awkward and have a bulky appearance, in addition their siting and design is considered to add to the visual clutter of this elevation. This is further emphasised by the three wall mounted signs adjacent to the entrance and surrounding the proposed ATM. The ATM would have two signs advertising its presence: the ATM surround (Sign W3); and the projecting bus stop sign protruding 1.08 metres (although this part of the elevation is set back slightly from the doors, windows, and fascia). When viewed in the context of the overall number and size of the signs, the ATM surround is considered to be excessive and visually harmful. The surround also reduces the amount of brickwork in the elevation, which otherwise helps to break up the elevation. The large expanse of orange signage (Signs W1x2 and W3) when viewing the shopfront has a discordant and incongruous appearance and is not considered to reflect the domestic scale of the conservation area or the buildings within it.

4.12 The cumulative impact of the proposed signs to the front elevation including scale, number of the signs, design, location do not appear to take into account the context of the site within a conservation area and the potential impact on its setting and fails to respect the special architectural and historic merits of Haxby Conservation Area. The resulting impact is an over advertised, cluttered appearance that would cause significant visual harm to the visual amenity and character of the conservation area, street scene and the host building. A reduced number and size of non-illuminated advertisements in this location might be considered more favourably.

- Rear Elevation

4.13 As discussed in paragraph 1.7 there is some discrepancy in the measurement of Sign B2. However by virtue of its large scale, appearance (set on a frame above the roof of the proposed glazed lobby), depth of the sign, and its proportion in relation to the host building and the modest surroundings it is considered to be unduly prominent in a location which is very modest in scale both in terms of its commercial and residential uses and appearance. As a result it is considered to cause harm to the visual amenity and character of the area and as such is contrary to Policy GP21 and advice within PPG19. The proposed sign would be visible from a considerable distance by virtue of the position of the building in relation to the road. The prominence is further compounded by the overlarge Welcome Board adjacent to the lobby (sign W2).

4.14 By virtue of its bulky and awkward appearance, together with its location, the proposed totem sign (Sign T01) would be very prominent and intrusive, resulting in harm to the modest streetscene and the character of the conservation area. It is accepted that some signage may be required in this location but it should be of a scale compatible with the surroundings.

4.15 The number and scale of the signs within the car park (albeit Signs 4 and 5 have deemed consent) on their own merit and when viewed in context with Signs B2, W2, T01, and the alterations proposed in the pending applications 10/01869/FUL and 10/02418/FUL would cause a cluttered over-advertised appearance when viewed from the streetscene. Smaller and fewer signs would be recommended with possible sharing of posts.

IMPACT ON PUBLIC SAFETY

4.16 It is not considered that the proposed signs would cause harm to public safety.

5.0 CONCLUSION

5.1 The proposed internally and externally illuminated fascia to the front elevation by virtue of a combination of its scale, appearance, protruding forward of the existing fascia, extent of illumination, proportion in relation to the adjoining signage and setting, being displayed in a prominent location in the heart of a Conservation Area appears incongruous, and is considered to be out of character and out of proportion and fails to respect the special architectural and historic merits of the Haxby Conservation Area.

5.2 All the proposed signs are of a considerable size. The number and scale of the adverts would cumulatively impact on the character and setting on the conservation area, but also the host building. By virtue of the scale and number of the signs in relation to the relatively small scale of the site, the resulting impact both to the front and rear elevations is undue prominence and a cluttered and ultimately over-advertised appearance causing significant harm to the visual amenity and character of the area. The harm they would cause to the building, the conservation area, and the setting of a listed building would be contrary to Policies GP21, HE3, HE4, and HE8 as the design and scale does not respect the character and appearance of the area or the host building. The proposed signage is considered to be contrary to Policy HE10 of PPS5 and PPG19 as it does not make a positive contribution to the historical asset or its setting.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Refuse

1 The proposed internal and externally illuminated fascia to the front elevation, by virtue of a combination of its scale, appearance, protruding forward of the existing fascia, the extent of illumination, its proportion in relation to the adjoining signage and setting, and being displayed in a prominent location in the heart of Haxby

Conservation Area, would be visually intrusive and result in harm to the visual amenity and character of the host building, the streetscene, and the historic merits of the Haxby Conservation Area, and the setting of the listed building immediately opposite (48 The Village). For these reasons the display of the fascia sign is considered to conflict with Policies GP21, HE2, HE3, and HE8 of the City of York Development Control Local Plan 2005 and national planning advice set out in Planning Policy Guidance Note 19 "Outdoor Advertisement Control" and Planning Policy Statement 5 'Planning for the Historic Environment'.

2 The proposal, by virtue of the number of signs and their excessive scale, the method of illumination of the fascia to the front elevation, their location and consequent cumulative impact would be unduly prominent and create a cluttered appearance that would be harmful to the visual amenity of the host building, the street scene, and the character and appearance of the conservation area, and the setting of the listed building immediately opposite (48 The Village), and therefore conflicts with Policies HE8, HE2, HE3, and GP21 of the City of York Development Control Local Plan and national planning advice contained within Planning Policy Guidance Note. 19 "Outdoor Advertisement Control" and Planning Policy Statement 5 'Planning for the Historic Environment'.

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