

PLANNING COMMITTEE

17th July 2019

Planning Application 19/00630/FUL

Change of Use (in part) from B8 (storage and distribution use) to B2 (general industrial use) and the extension of the existing building for B2 use together with the provision of additional car parking, service yard alterations, external store and gatehouse and associated works

Pilkington Factory, 7 Old Forge Drive, Park Farm North, Redditch, B98 7SN

**Applicant: Prudential Assurance Company And NSG Pilkington
Ward: Greenlands Ward**

(see additional papers for site plan)

The author of this report is Steven Edden, Planning Officer (DM), who can be contacted on Tel: 01527 548474 Email: steve.edden@bromsgroveandredditch.gov.uk for more information.

Site Description

The application site is located in the Park Farm Industrial Estate and is bounded by an industrial area to the south, a predominantly residential area to the north and west and Old Forge Drive to the East.

The site extends to approximately 6.35 hectares and is broadly rectangular in shape, approximately 350 metres along the northern border and has a depth of 170 metres.

The site consists of the logistics warehouse and ancillary offices currently occupied by NSG Pilkington which extends to approximately 23,228 m², a service yard, a car park consisting of a total of 123 spaces and an area of hardstanding at the rear which forms the proposed warehouse expansion area. The site is bounded by perimeter trees which protect the visual amenity of the nearby residential area.

Existing and proposed access to the site is from Old Forge Drive.

Background

This application represents the expansion of NSG Pilkington's operations in Redditch to accommodate the transfer of business from a secondary site in Kings Norton.

The applicant comments that the Kings Norton site is no longer fit for purpose as a leading-edge production facility. This proposal seeks to consolidate the existing Aftermarket Glass Replacement distribution centre at Old Forge Drive with the manufacturing operations from Kings Norton making Redditch the sole operational location for Pilkington's UK Automotive business.

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An extant planning permission (ref: 1998/266/FUL) exists on this site which was granted on 24th June 1998. This granted permission for a distribution centre (B8) together with associated offices, servicing, car parking and landscaping. This consent was granted in two phases, of which only the first phase was built out. The site therefore has extant planning permission for a second phase of 9,290 square metres, the principle of which is materially very similar to the proposed development.

Also relevant is a 2018 planning permission for the erection of 5 buildings (B1/B2/B8) in the site immediately to the south which was granted in June 2018 (ref: 18/00339/FUL) and is currently under construction. This application came before the Planning Committee at the meeting of 23rd May 2018.

Proposal Description

The proposal is for a partial change of use of the existing warehouse from B8 to B2 (5,099 square metres) and the extension of the building to provide an additional area for B2 use.

This application seeks permission for a similar type of development as the aforementioned extant permission but with a revised layout, footprint and operations.

The total proposed floorspace (GIA) including the existing building would be 29,883 square metres, representing an extension of 6,693 square metres. Of this, 18,090 square metres would be B8 use and 11,793 square metres would be production space (B2). This would all be contained within the same unit.

At the south western end of the site would be an external dry store facility of 1,110 sq.m which would measure 6 metres to eaves and 9.5 metres to the highest part of its (dual pitched) roof. A gatehouse measuring approximately 20m² (GFA) is proposed at the entrance of the site.

The main (6,693 square metre) extension would match the existing industrial building in terms of its design and materials (Kingspan RW-KS1000RW roof panels in white to match the existing building and Kingspan RW-KS1000RW wall panels in off-white to match the existing). The extension would be 10 metres to eaves with a ridge height of 14 metres.

The application includes some internal alterations to the site access arrangements to improve circulation but no alterations to the access onto Old Forge Drive itself are proposed.

The proposal includes an additional 140 car parking spaces to be provided at the western end of the unit to accommodate extra staff, accessed via a new surface road to the north side of the building. The proposed development would bring the total no. of car parking spaces up to 276 from the current 136 spaces. There would also be 6 Electric Vehicle charging spaces.

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Cycle parking would be provided within a covered cycle shelter within the car park with easy access to the entrance and visible from the offices.

Landscaped areas exist to the northern and western boundaries of the site and act as a buffer between the existing employment and residential uses. The landscaped buffers would remain but would be subject to some minor alterations, the detail of which will be elaborated upon later in this report.

The building would require 24-hour access/use due to the intended industrial/distribution type uses proposed. The existing facility benefits from 24 hour operations.

The number of existing employees at the site is 209 (full time equivalent). If planning permission is granted, this figure would rise to 409 FTE. Over the 200 additional employees (spread across rotating shift patterns), most are likely to be staff transferred from the applicants other site at Kings Norton, although it is expected that approximately 40 of the 200 jobs would be 'new'.

The application is supported by a Design and Access Statement, Planning Statement, Landscape Planting Scheme and Tree Survey, Transport Statement, Travel Plan, Noise Assessment, Ecology Survey, Drainage Strategy and external lighting assessment.

Relevant Policies :

Borough of Redditch Local Plan No. 4

Policy 1: Presumption in Favour of Sustainable Development
Policy 3: Development Strategy
Policy 5: Effective and Efficient use of Land
Policy 15: Climate Change
Policy 16: Natural Environment
Policy 17: Flood Risk Management
Policy 18: Sustainable water Management
Policy 19: Sustainable travel and Accessibility
Policy 20: Transport Requirements for New Development
Policy 23: Employment Land Provision
Policy 24: Development within Primarily Employment Areas
Policy 39: Built Environment
Policy 40: High Quality Design and Safer Communities

Others

NPPF National Planning Policy Framework (2019)

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Relevant Planning History

98/266	250,000sq ft (23,225 sq m) distribution centre together with associated offices, servicing, car parking and landscaping	Granted 24.06.1998
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Consultations

Highway Network Control

Comments summarised as follows:

The site is accessible via a range of modes of travel, particularly by bus and a combination of rail and bus, offering reasonable alternatives to the private car.

Proposed car parking provision on site together with the provision of 6 electric vehicle charging points is considered to be acceptable. The layout of the site has been configured to ensure that servicing vehicles are separated from staff's private vehicles ensuring that servicing vehicles are not blocked by parked cars and have sufficient available space to manoeuvre in the servicing yard.

Turning areas are provided at the end of the servicing yard to enable service vehicles to manoeuvre properly and leave safely via the exit in forward gear; service vehicle access would be managed via a gatehouse to ensure the servicing yard operates within capacity.

The junction analysis within the Transport Assessment confirms that the impact on the surrounding junctions and the local highway network would be minimal.

I agree with the applicants assertions that the proposed development would generate less traffic than the consented site and there would be no discernible impact on the operation of the site access junction or the wider highway network.

The Highway Authority has concluded that there would not be a severe impact on the surrounding highway network and that therefore there are no justifiable grounds on which an objection could be maintained. No objections are raised subject to the imposition of conditions with respect to the provision of Electric vehicle charging points and cycle parking.

Worcestershire Regulatory Services: Contaminated Land

The site has been reviewed for any potential contamination issues. We have also reviewed the submitted report entitled "Phase I geo-environmental assessment: NGS Redditch, 7 Old Forge Drive, Redditch, B98 7AU" dated March 2019 and completed by Geo Environmental Group. The application site has been subject to various industrial uses in the past and is also situated within an area of unknown filled ground. In addition,

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the site is located in nearby proximity to the BA Tubes site which, we understand, has been subject to a remediation scheme for chlorinated solvent contamination of soils, groundwater and surface water.

In order to ensure that the site is suitable for its proposed use and accordance with The National Planning Policy Framework appropriate conditions are recommended for inclusion on any permission granted.

Worcestershire Regulatory Services: Light Pollution

The proposed external lighting scheme appears acceptable in terms of potential light spill. The proposed scheme should be implemented as detailed in the submitted document 1016888-RPT-E-1001 dated 17th May 2019.

Worcestershire Regulatory Services: Noise

The submitted noise assessment appears satisfactory and predicts that, with the recommended noise mitigation measures implemented, there will be no adverse noise impact at the nearest noise sensitive receptors.

The recommended noise mitigation measures, detailed in section 8.3 of the noise assessment should be conditioned.

Environment Agency

No objections subject to the imposition of (tiered contamination) conditions

North Worcestershire Water Management

The submitted drainage layout and Flood Risk Statement are acceptable. No objection subject to the development being carried out in accordance with Drainage Layout: Project No: C7468, Drg 02 Rev P1 and Flood Risk Statement ref C7468_FRA.01 Rev A

Police Crime Risk Manager

No objection

North Worcestershire Economic Development and Regeneration

The proposal seeks to provide an extension to an existing business facility at Old Forge Drive. NSG Pilkington is a large local employer. The proposal would allow for additional manufacturing space to be delivered and a large number of jobs created. This type of economic investment within Redditch is something to be welcomed.

The proposal is in conformity with the adopted 'Economic Priorities for Redditch', specifically the following priorities:

- o Nurturing existing businesses and helping them to grow;
- o Encouraging new inward investment into Redditch; and
- o Creating a higher wage economy

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The location of the proposed extension is on an area allocated on the adopted policies map as a 'Primarily Employment Area'. These areas are safeguarded to allow employment opportunities to be delivered, which is what this application is seeking to achieve.

We are supportive of the application which seeks to ensure the continued presence of a large local employer, whilst also allowing for potential further job creation within the manufacturing sector.

Public Consultation Response

54 letters received objecting to the application for the following summarised reasons:

- An increase in traffic would be harmful to highway safety and residential amenities
- Noise would increase to the detriment of adjoining and nearby residents, particularly those in Hoveton Close
- An increase in industrial activity would increase light pollution
- Privacy and daylight would be compromised
- Visual impact would be huge
- Wildlife less likely to visit rear gardens of houses in Hoveton Close

One letter received in support of the application for the following summarised reason:

- No objection to the application, but request that the applicant be considerate to nearby neighbours in carrying out development works

Other matters which are not material planning considerations have been raised but are not reported here as they cannot be considered in the determination of this application.

Assessment of Proposal

Principle of development

The site is within an area designated as a Primarily Employment Area in the Borough of Redditch Local Plan. In Policy 23 provision has been made for the identification of approximately 55 ha of land which is available for employment uses for the period leading up to 2030. 27.5 ha will be accommodated within Redditch Borough. The site is identified as IN19 and 1.44 ha is allocated for employment development.

The primary aim of Policy 24 is to maintain uses within Classes B1 (Business), B2 (General Industry) or B8 (Storage or Distribution) of the Town and Country Planning (Use Classes) Order 1987 (as amended) and to safeguard employment land.

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Policy 24 states that development will not be permitted where it would restrict the current or future use or development of Primarily Employment Areas for employment purposes.

The application seeks the redevelopment of this vacant part of the site for employment purposes and as such, in principle, the proposals clearly accord with the policies of the adopted Plan.

The policy direction within the National Planning Policy Framework (NPPF) follows a number of broad themes which help to ensure that development is sustainable. The key theme relevant to this application is 'building a strong, competitive economy'.

Paragraph 80 of the NPPF states that planning policies and decisions should help create conditions in which businesses can invest, expand and adapt. It stresses that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

Paragraph 82 acknowledges that planning policies should recognise and address the specific locational requirements of different sectors including the need to make provision for storage and distribution operations at a variety of scales and in suitably accessible locations.

Layout and design

The proposed layout and design has been informed by the site's constraints and opportunities.

The main extension would follow the existing buildings portal framed arrangement and would be finished in profiled metal sheets (Kingspan RW-KS1000RW panels) in a white and off-white colour to match the existing building and would follow the existing eaves and ridge lines.

Your officers are satisfied that the design, layout and external appearance of the proposed development would respect the context of the site and would accord with relevant policies and guidance as set out within the development plan.

Highways, access and parking

The Transport Statement (TS) submitted with the application demonstrates that the application site lies in an accessible location, which forms part of a wider employment area, and can be easily reached by foot or bicycle from nearby residential areas. The site can also be accessed by public transport. The applicant also states that they are considering operating private buses to improve accessibility via public transport. A travel plan has been submitted with the application which has been agreed by WCC Highways and adherence to which would form part of any planning approval.

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WCC Highways consider that the existing site access is suitable to accommodate the proposed development without alterations having regard to vehicle trip data.

As stated earlier in this report, on site car parking provision would double to accommodate 276 car parking spaces. WCC Highways consider this to represent sufficient provision having regard to shift working arrangements.

Overall, your officers are satisfied that the application proposals have maximised opportunities for sustainable travel and is acceptable in terms of its highway impact and that therefore there are no transport issues which should prevent planning permission being granted.

Impact of the development on residential amenity

The site already has planning permission (ref: 1998/266/FUL) for an as yet uncompleted Phase 2 which would occupy a further 9,290 square metres to the western end of the building. The proposal would have a lower impact than that of the extant planning permission, as it would take up only 6,693 square metres rather than the consented 9,290. This would leave an extra buffer between the residential area to the west.

The site is bounded to the north and west by residential properties. A detailed noise survey has been submitted as part of the application and has been carefully examined by Worcestershire Regulatory Services (WRS) as the Environmental Health body. They have concluded that with appropriate mitigation of the fabric of the manufacturing building area, the level of noise can be reduced to acceptable levels and the impact on residential amenity would be minimised. The recommended noise mitigation measures, detailed in section 8.3 of the noise assessment would be conditioned in the case of planning permission being granted.

A lighting survey has also been submitted with the application and has again been inspected by WRS who have raised no objections subject to the scheme being implemented in accordance with document 1016888-RPT-E-1001 dated 17th May 2019. This again would be conditioned in the case of planning permission being granted.

Ground levels serving gardens to dwellings beyond the western and northern boundaries to the site are set at a higher level than that of the ground level serving the existing Pilkington Factory building. Section drawings submitted as part of the application demonstrate the difference in levels which vary from approximately 2.5 to 3.2 metres.

The distance which currently exists between rear walls of dwellings serving numbers 51 to 65 Hoveton Close beyond the western boundary of the site and the existing end elevation of the Pilkington factory ranges from between 90 to 98 metres. By granting permission for the proposed extension, the distance would be shortened to a figure ranging from between 41 and 49 metres. This distance is however far greater than the distance which would exist if the extant application 1998/266/FUL were to be fully implemented where the same measurement would range from between only 18 to 26 metres.

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Taking into consideration level differences and separation distances which would exist between existing dwellings in Hoveton Close and the proposed development, your officers have concluded that the proposed extension would not have an overbearing impact upon nearby residential occupiers.

Nature Conservation and landscaping

An Ecological Appraisal has been submitted in support of the planning application and concludes that the development will not affect any designated protected species. A landscape buffer measuring approximately 4.8 metres wide exists to the northern boundary of the site. A much wider buffer exists to the western boundary of the site.

Some of the existing planting to the western buffer would need to be trimmed back to accommodate the proposed parking area. However, a landscaped area measuring a minimum of 4 metres in width would remain and would be enhanced by the planting of additional native woodland species including Alder, Hornbeam and Holly, the detail of which would be agreed via planning condition in conjunction with the Councils Tree Officer.

Flood Risk and Drainage

The submitted drainage strategy demonstrates that the site is not at risk of fluvial flooding, nor from other sources. North Worcestershire Water Management have examined the drainage strategy and are satisfied with its contents.

Planning Balance and Conclusions

The application site comprises of a vacant piece of land within an existing employment area. The development area already has consent for an (unimplemented) 9,290 square metre B8 extension.

The expansion of the applicants operations within an established employment area would accord with the economic policies of the Borough of Redditch Local Plan 4 which seek to safeguard and enhance employment sites in core employment areas.

The proposals would provide significant economic benefits by expanding an existing employment site for employment uses generating jobs both during the construction and operational phase of the development.

Through investing in the local economy and by providing employment opportunities the application would have wider social benefits and would have no material adverse impact on the environment whilst securing the use of underutilised land in a sustainable location.

Account has been taken of environmental issues through the preparation of technical reports on transport, ecology, noise, lighting, drainage and contamination with mitigation

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measures identified being implemented through the consent and via recommended planning conditions.

Subject to compliance with conditions as listed below, a favourable recommendation can be made.

RECOMMENDATION:

That having regard to the development plan and to all other material considerations, planning permission be GRANTED subject to the following conditions:

Conditions:

- 1) The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of the grant of this permission.

Reason :- In accordance with the requirements of Section 91(1) of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2) The development hereby approved shall be carried out in accordance with the following plans and drawings:

Drg 17085-0300 Rev 02	Site Location and Existing Site Plan
Drg 17085-0301 Rev 02	Existing Ground Floor Plan
Drg 17085-0302 Rev 02	Existing Elevations
Drg 17085-0310 Rev 02	Proposed Site Plan
Drg 17085-0311 Rev 02	Proposed Ground Floor Plan
Drg 17085-0312 Rev 03	Proposed Manufacturing offices and Amenity
Drg 17085-0313 Rev 03	Proposed Elevations
Drg 17085-0314 Rev 02	Proposed Section
Drg 17085-0317 Rev 01	Façade Materials
Drg 17085-0318	Gatehouse Plans & Elevations
Drg 17085-0319	External Dry Store Elevations
Drg C7468-01 Rev P1	External Levels Layout
Drg C7468-02 Rev P1	Drainage Layout
Drg C7468_FRA.01 RevA	Flood Risk Statement
Drg C7468-03 Rev P1	Surface Finishes Layout
Drg 19-038-01 Rev A	Landscape Strategy
1016888-RPT-E-1001	External Lighting Scheme
1021208-RPT-AS001-A	Environmental Noise Assessment
T19515	Hub Transport Planning Ltd Travel Plan

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Reason: To provide certainty to the extent of the development hereby approved in the interests of proper planning.

- 3) Prior to their first installation, details of the form, colour and finish of the materials to be used externally on the walls and roofs shall be submitted to and approved in writing by the Local Planning Authority. The development shall then be carried out in accordance with the approved details.

Reason: To ensure that the development is satisfactory in appearance, to safeguard the visual amenities of the area

- 4) With the exception of the proposed internal and alteration development works proposed, no development shall take place until full details of both hard and soft landscape works to include plans showing all utility services to be installed and their routing have been submitted to and approved in writing by the Local Planning Authority. These details shall include proposed boundary treatment and other means of enclosure, hard surfacing materials, new planting, trees and shrubs to be retained, together with measures to be taken for their protection while building works are in progress.

Reason:- In the interests of the visual amenity of the area

- 5) All hard and soft landscaping works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing by the local planning authority. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar sizes or species unless the local planning authority gives written approval to any variation.

Reason:- In the interests of the visual amenity of the area

- 6) The Development hereby permitted shall not be first occupied until 6 of the proposed car parking spaces been fitted with an electric vehicle charging point. The charging points shall comply with BS EN 62196 Mode 3 or 4 charging and BS EN 61851 and the Worcestershire County Council Streetscape Design Guide. The electric vehicle charging points shall be retained for the lifetime of the development unless they need to be replaced in which case the replacement charging point(s) shall be of the same specification or a higher specification in terms of charging performance.

Reason: To encourage sustainable travel and healthy communities

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- 7) The Development hereby approved shall not be brought into use until sheltered and secure cycle parking to comply with the Council's adopted highway design guide has been provided in accordance with details which shall first be submitted to and approved in writing by the Local Planning Authority and thereafter the approved cycle parking shall be kept available for the parking of bicycles only.

Reason: To comply with the Council's parking standards.

- 8) 1. Previous reports submitted to the Local Authority in support of the application have identified that potential unacceptable risk(s) exist on the site as represented in the Conceptual Site Model. Detailed site investigation and risk assessment must be undertaken and a written report of the findings produced. This report must be approved by the Local Planning Authority prior to all development with the exceptions to any alterations to existing buildings taking place. The investigation and risk assessment must be undertaken by competent persons and must be conducted in accordance with DEFRA and the Environment Agency's "Model Procedures for the Management of Contaminated Land, CLR11"
2. Where identified as necessary a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to identified receptors must be prepared and is subject to the approval of the Local Planning Authority in advance of undertaking. The remediation scheme must ensure that the site will not qualify as Contaminated Land under Part 2A Environmental Protection Act 1990 in relation to the intended use of the land after remediation.
3. The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development, other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority.
4. Following the completion of the measures identified in the approved remediation scheme a validation report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval of the Local Planning Authority prior to the occupation of any buildings.
5. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where necessary a remediation scheme must be prepared, these will be subject to the approval of the Local Planning Authority. Following the completion of any measures identified in the approved remediation scheme a validation report must be prepared, which is subject to the approval in writing of the Local Planning Authority prior to the occupation of any buildings.

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Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

Procedural matters

This application is reported to Planning Committee for determination because the application is for major development (more than 1000 sq. metres of new commercial / Industrial floorspace), and as such the application falls outside the scheme of delegation to Officers. Further, more than two objections to the application have been received