

PARKHOUSE INTERCHANGE (FORMER CHRISTIAN SALVESEN), PARKHOUSE
FRIAR'S HOUSE INVESTMENTS LIMITED. 12/00610/FUL

The Application is for full planning permission for the change of use of the existing Warehouse (use Class B8) to Manufacturing and Warehousing (Use Classes B2 and B8), two storey extension to form new offices, new loading bay, increase in the car parking, enlargement of the existing service yard, provision of plant and floodlighting.

The proposal would provide the following breakdown of floor areas:-

Warehouse – 4496sqm
Manufacturing - 1206sqm
Office and training facilities - 1086sqm
Trade counter – 137sqm

The application site is located within the urban area of Newcastle-under-Lyme as indicated on the Local Development Framework Proposals Map.

Access to these premises is off Parkhouse Road West, which in turn connects with the A34 part of the Strategic Highway Network as indicated in the key diagram of the Structure Plan

The 13 week period for this application expires on 25 January 2013.

RECOMMENDATIONS

(a) That subject to the applicant entering into a S106 obligation by 23 January 2013 to secure a financial contribution of £16,591 towards the Newcastle (urban) Transport and Development Strategy (NTADS).

Permit subject to conditions relating to the following matters:

- (i) Standard Time limit.**
- (ii) Approved plans/drawings/documents.**
- (iii) Approval of all external facing and roofing materials.**
- (iv) Landscaping scheme including replacement trees planting.**
- (v) Retained trees protection and replacement measures.**
- (vi) The provision of oil and fuel interceptors to the surface water drainage system.**
- (vii) The provision of bound surface to the parking, turning and servicing areas.**
- (viii) Demarcation of the parking spaces.**
- (ix) External lighting to be designed to prevent light spillage on the public highway.**
- (x) Provision of internal directional signage.**
- (xi) Provision of a cycle shelter.**
- (xii) Mitigation measures for the noise generating plant.**
- (xiii) Measures to prevent noise emitted from the building.**
- (xiv) The installation of the external lighting.**
- (xv) Details of boundary treatments.**
- (xvi) Approval of waste material storage and collection.**
- (xvii) Contaminated land.**

(b) That should the matters referred to in (a) above not be secured within the above period, the Head of Regeneration and Planning Services be given delegated authority to refuse the application on the grounds that without such matters being secured the development would fail to secure measures to ensure that the development achieves sustainable development outcomes or, if he considers it appropriate, to extend the period of time within which the obligation can be secured.

Reason for Recommendation

The use of the site for warehousing (use class B8) has been established over a number of years and the site is located within an established business park where the type of uses sought including B2 general industrial

uses can already be found. The proposal provides an acceptable design which is in accordance with planning policy and design guidance. It is considered that issues of residential amenity, highway matters and landscaping can be adequately controlled through the imposition of conditions. An obligation either by undertaking or agreement is being sought which would make the proposed development acceptable from a sustainable transport viewpoint, the development accords with the provisions of the development plan and there are no other material planning considerations that would justify refusing the proposed development.

Proposed Statement as to How the Local Planning Authority Has Worked With the Applicant in a Positive and Proactive Manner in Dealing With This Application

During the course of the consideration of the application the Council sought amendments to the proposals to ensure that the development is carried out in an acceptable and appropriate manner. It is therefore considered that the proposals meet the provisions of paragraphs 186-187 of the National Planning Policy Framework.

Policies and Proposals in the Approved Development Plan Relevant to This Decision:-

West Midlands Regional Spatial Strategy 2008 (WMRSS)

- Policy QE1: Conserving and Enhancing the Environment
- Policy QE3: Creating a High Quality Built Environment for all
- Policy T7: Car Parking Standards and Management

Staffordshire and Stoke-on-Trent Structure Plan 1996 – 2011 (SSSP)

- Policy D1: Sustainable Forms of Development
- Policy D2: The Design and Environmental Quality of Development
- Policy D3: Urban Regeneration
- Policy D8: Providing Infrastructure Services, Facilities and/or mitigating Measures associated with development
- Policy E7: Existing Industries
- Policy T1A: Sustainable Location
- Policy T12: Strategic Highway Network
- Policy T13: Local Roads
- Policy T18A: Operational Requirements for Employment Developments
- Policy NC13: Protection of Trees, Hedgerows and Woodlands

Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy 2006-2026 (adopted 2009) (CSS)

Strategic Aim 5: To foster and diversify the employment base of all parts of the plan area, both urban and rural, including development of new types of work and working lifestyles, and supporting the office development sector, new technologies and business capitalising on the inherent advantages of North Staffordshire.

Strategic Aim 16: To eliminate poor quality development and establish a culture of excellence in built design by developing design skills and understanding, by requiring good, safe design as a universal baseline and distinctive design excellence in all development proposals, and by promoting procurement methods which facilitate the delivery of good design.

- Policy SP1: Spatial Principles of Targeted Regeneration
- Policy SP2: Spatial Principles of Economic Development
- Policy SP3: Spatial Principles of Movement and Access
- Policy CSP1: Design Quality
- Policy CSP3: Sustainability and Climate Change
- Policy CSP10: Planning Obligations

Newcastle-under-Lyme Local Plan 2011 (NLP)

- Policy T16: Development – General Parking Requirements
- Policy T18: Development – Servicing Requirements

Policy N12: Development and the Protection of Trees

Other Material Considerations Include:

National Planning Policy Framework (March 2012)

Supplementary Planning Guidance

Newcastle-under-Lyme and Stoke-on-Trent Urban Design Guidance SPD (2010)
Supplementary Planning Document on Developer Contributions (2007)

NTADS 2008 – 2013

Waste Management and Recycling Planning Practice Guidance Note (2011)

Relevant Planning History

1980	N9302	Warehouse and industrial building (not implemented) – permit
1980	N9707	Erection of warehouse unit and ancillary offices – permit
1988	N17723	Security Gate House (not implemented) - permit

Views of Consultees

The **Police Architectural Liaison Officer** makes no adverse comments relating to the proposal.

The **Landscape Development Section** has requested additional information and confirmation is sought in respect of the Root Protection Areas (RPAs) of the retained trees on the site.

The **Environment Agency** has no objection to the proposal subject to a condition requiring the installation of an oil and fuel interceptor on the surface water drainage system.

The **Highway Authority** has no objections subject to:

- The parking, turning and servicing areas being surfaced in a bound material and parking bays clearly marked prior to the development being brought into use.
- Car park lighting to be installed to prevent light spillage onto the public highway.
- The provision of internal directional/information signs.
- Prior approval of cycle shelter.

They advise that whilst the application is supported by a Travel Plan, the proposed development does not exceed the DfT threshold for the requirement of a Travel Plan to be submitted and as such they are not requesting a monitoring fee for the travel plan.

They consider the proposal would result in additional PM peak trips from and to the site and as such they are requesting a financial contribution towards NTADS. The contribution sought is £16,591.

The **Environmental Health Division** has no objection subject to the following conditions:

- Prior approval of mitigation measures for the noise generating plant
- Conditions restricting noise emitted from the building
- Condition removing permitted development rights for further plant and machinery
- Condition setting boundary noise limits
- Conditions relating to Night Time HGV movements
- Control of Internal Noise Levels within office and training facilities
- Control of Lighting intensity
- Control of Waste and recyclables storage and Collection arrangements
- Contaminated land Conditions

The **Waste Management Division** has been consulted and having not responded by the due date must be

assumed to have no observations to make on this proposal

Representations

None received

Applicant/Agent's Submission

The application is supported by:

- Planning Supporting Statement / Design and Access Statement
- Geo-Environmental Phase 1 Desk Study
- Transport Statement
- Travel Plan
- Noise Impact Assessment
- External Lighting Outline Description
- Arboricultural Report
- Tree Condition and Value Assessment

The full versions of these documents are available for inspection at the Guildhall, and on www.newcastle-staffs.gov.uk/planning/parkhouseinterchange

However, in summary:-

The Planning/Design and Access Statement makes the following points:

- It is intended that the premises would be occupied by International Decorative Surfaces who manufacture kitchen work surfaces. The company intend to relocate from their existing premises in Chesterton and Tunstall as these sites no longer meet their growth aspirations on account of their size, configuration and facility restrictions.
- The Company are the UK's largest distributor of surfacing material specialising in flooring, worktops, laminates, panel products and solid surfacing currently having 16 sites across the UK and the Company's intention is for its headquarters to be based at the Parkhouse Interchange site due to the site's central location.
- The proposed development seeks to maintain approximately two thirds of the building for the storage and distribution of kitchen work surfaces whilst incorporating manufacturing within the remaining third to enable the manufacturing of these components on site.
- The existing offices are proposed to be expanded to meet the requirements of the new occupier and will be used to accommodate administration activities for the premises as well as acting as a head office role on account of the site's central location
- Training facilities are also proposed to facilitate in-house and external training as well as board meetings but will remain entirely ancillary to the main operation on site.
- A trade counter element is also proposed which will enable products to be sold from the premises to local tradesmen within the North Staffordshire area. The trade counter area would only represent approximately 2% of the total floor area.
- The manufacturing element of the proposal would initially be on a two shift pattern with a third day shift being incorporated at a later stage. Each shift will involve 16 staff.
- The distribution element would have two shifts – the day shift involving 23 staff and the night shift 6 staff.
- The office element would operate on normal daytime hours of 8.30am to 6pm and would accommodate a core staff of 25, in addition to these its headquarters function would sporadically

accommodate other staff from other branches for meetings, etc.

- The training room would be used for board room functions, demonstrating products to tradesmen and in house training.
- The trade counter sales would be limited to non bulky goods (wooden flooring products).
- The existing single storey office will be removed and replaced by a new 2 storey office block. This would contain the head office facilities with a mix of open plan and individual offices together with meeting and board rooms.

The Transport Statement provides the following conclusions:

- Parkhouse Interchange is an existing warehouse/industrial unit of a relatively modest size. When in operation its traffic generation would have been relatively modest. The proposed increase in the scale of the development is relatively small and, due to the type of operation, the associated increase in traffic flows will also be small and barely perceptible on the highway network.
- Parking is proposed at a level below the LPA maximum standards and cycle parking will be provided at or above the minimum level.
- The level of traffic at the site access will be relatively low and it has been demonstrated that the access will operate well within its practical capacity at forecast 2018 traffic levels. The site access is an existing access and is of such a standard that it can easily deal with the anticipated levels of heavy traffic using it. Visibility from the site access is unimpeded from a 2.4m setback from the edge of carriageway.
- Parkhouse Road West is lit, has a 30mph speed limit. It has good quality footways and wide verges. Journeys to the site on foot are a realistic option from nearby Crackley and Chesterton. Local traffic-free cycle links are provided from Parkhouse Lane West Industrial Estate towards areas in the northwest of Stoke-on-Trent and also towards central and southern areas of the City. A very good level of bus service is available close to the site serving areas between Audley and Stoke-on-Trent and Kidsgrove and Stoke-on-Trent running early in the morning and late at night.

Key Issues

The application seeks full planning permission for the change of use of the existing warehouse building (use Class B8) to manufacturing and warehousing (Use Classes B2 and B8). The proposal also includes the demolition of an existing single storey office building to be replaced by a two storey extension to accommodate new offices, the creation of a new loading bay, increase to the car parking area around the site, enlargement of the service yard and the provision of associated plant and floodlighting.

The existing vehicular access would be utilised which is served off Parkhouse Road West.

The application site is located adjacent to a traffic roundabout at its junction of the A34 dual carriageway and Parkhouse Road West and Parkhouse Road East. The site is sited adjacent to existing industrial/commercial uses. Residential properties are located approximately 40 metres at its closest point to the north and northwest of the site and at a higher ground level than the application site.

The application site is elevated above the adjacent traffic roundabout.

The issues to consider in the determination of this proposal are:

- The principle of the development
- The design of the proposal
- Traffic and highway safety considerations
- Residential Amenity
- Landscaping

Principle of the development

The building has an existing warehouse use (Use Class B8) which has been established for a number of years, the site is located within a well established business park containing a mix of uses you would expect to find on a business park such as warehousing, storage and distribution, manufacturing, and offices together with limited retail use.

Development plan policies generally support the principle of existing industries extending and expanding subject to such development not have a detrimental environmental impacts so the principle of the proposal is acceptable. The matters of details of the application are considered further below.

Design of the proposal

The existing building is a traditional portal steel framed building with sheet cladding and brick exterior finishes, the existing building also has a single storey flat roofed office accommodation at the front of the premises.

The proposal involves the removal of the existing single storey office block to be replaced by a two storey office block located on the southern corner of the existing building extending approximately 46 metres across the front elevation, including 8.5 metres beyond the corner of the building. (The front elevation of the existing building extends to approximately 94 metres) The proposed office building would an overall height of approximately 8 metres which is approximately 4 metres lower than the height of existing building. The proposed office building would extend approximately 8.5 metres from the front face of the existing building

The proposed office block would have a slightly cantilevered roof with a deep eaves and would be clad in colour panels, curtain wall glazing interspersed with vertical cladding panels.

The proposal also involves the replacement and extension of a covered loading bay area on the south west elevation of the existing building. The existing loading facility has six bays to load HGVs from the rear of the vehicles. The proposed alteration would reduce the number of bays to three however this alteration would allow the vehicles to be loaded or unloaded from the side as well as the rear of the HGVs. The loading bay would be open fronted and its sides finished in a similar corrugated sheet cladding to the existing building with the exception of its eastern elevation which be overclad using flat sheeting to provide some contrast. It is also proposed to install photovoltaic panels on part of the flat roof of the proposed loading bay canopy.

Paragraph 56 of the NPPF states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Policy D2 of the SSSP under the heading of 'The Design and Environmental Quality of Development' advises development should generally conserve and where possible, improve the quality of life and the environment and should ... be informed by, or sympathetic to, the character and qualities of its surroundings, in its location, scale and design ... be designed to relate to its surrounding context while not excluding innovative and creative design.

Policy CSP1 of the CSS under the heading of 'Design Quality' advises new development should be well designed to respect the character, identity and context of Newcastle and Stoke-on-Trent's unique townscape.

The adopted Urban Design Guidance SPD's purpose is to provide a practical tool to help to:

- Promote good, sustainable, urban design
- Explain how spatial principles and design policies in the Core Spatial Strategy will be applied
- Provide guidance in relation to planning applications: to applicants when formulating proposals; to planning officers when assessing them; and to politicians when making decisions, on what constitutes good, sustainable urban design

Section 8 of the guidance specifically addresses Employment Design Guidance.

Given the starting point of a relatively uninspiring, but functional, building which occupies a dominant position on one of the main routes into and out of the Borough, it is considered the proposal to extend and alter the

building provides an opportunity to improve and generally lift the appearance of the building and the site generally, whilst still providing a functional and adaptable building. It is considered the proposal does not conflict with the development plan policies relating to design and subject to the control of the palette of external materials to be used, the design of the proposal is considered acceptable.

Traffic and sustainable travel implications

The site is served off the vehicular access from Parkhouse Road West, it is proposed to use this arrangement for the extended building. This access provides a wide access with good visibility onto the highway network.

The proposal involves increasing the existing area for car parking at the front of the building to 72 spaces which is an increase of 35 spaces. This new layout would provide 4 disabled person spaces close to the building entrance. The increase in parking spaces would involve the removal of 6 trees, this is addressed in the section on landscaping below.

The proposal also involves an increase in the size of the service yard adjacent to the new loading bay, to enable HGVs to manoeuvre and circulate in and out of the proposed new loading bay area. In the corner of the service yard a further 18 car spaces are being proposed, these would be tandem to each other and it is understood these be used as an overflow car park for example when there is a Board meeting in the offices and staff from other branches are required to attend the site. Three larger vehicles spaces are being proposed in the service yard area - these are intended to be used by customers using the proposed trade counter.

The proposed increase in parking levels is due to the additional staff being employed on the site for the manufacturing of products and the extended administration offices.

The Highway Authority has no objections subject to a number of conditions.

They have however requested a financial contribution to NTADS of £16,591 and have explained how this figure has been arrived at.

In terms of ensuring that the scheme would promote the use of more sustainable modes of travel, an NTADS contribution should be sought and this would be fully in line with development plan policy and the Strategy. The National Planning Policy Framework replaces the previous guidance on planning obligations in Circular 09/2005. There is a statutory test which planning obligations must now pass. The test requires that a planning obligation should be:-

- Necessary to make the development acceptable in planning terms
- Directly related to the development
- Fairly and reasonably related in scale and kind to the development

The calculation of the required NTADS sum has a clear and reasonable rationale and the criteria in the test would be met, and accordingly the NTADS contribution would be justified. This would have to be achieved by means of a planning obligation, secured either by agreement or undertaking.

Residential amenity issues

As stated previously the building has a long established use for warehousing purposes, the original permission does not impose any hours of use restriction on the premises and such as the building as it stands could operate on a 24 hour basis.

Since the building on the application site was constructed a further planning permission has been granted and a mixed use development constructed including a residential use to the northwest of the application site. At the closest point the residential properties are approximately 40 metres from the existing building, but they are elevated above the application site level.

The proposal and introduction of new uses on the site has the potential of adversely harming the reasonable residential amenity of the existing residential occupiers by virtue of noise generated from the site.

Policy D2 of the SSSP advises that development should generally conserve and, where possible, improve the

quality of life and the environment and should (amongst other issues)...minimise ...nuisance of noise.

The application submission is supported by a Noise Impact Assessment, which concludes the proposal would not have an adverse impact by virtue of noise nuisance to adjacent residential occupiers.

The Environmental Health Division have no objections to the proposal subject to a number of conditions being imposed relating to noise mitigation measures, control of waste material and contamination land survey and mitigation.

One of these suggested conditions would prevent the movement of HGVs to and from the site between 2300 hours and 0700 hours until a further assessment of the impact of night time vehicle movements has been undertaken and the position accepted as satisfactory by the LPA. The Environmental Health Division has been reminded that the site could operate for warehouse purposes without any similar time limit i.e. 24 hours a day. It has also been pointed out that the capacity of the loading bay would be reduced with this proposal from the existing 6 bays to the proposed 3 bays. As result of this a further review of the proposal by them is to be undertaken and the result of this will be reported to your meeting.

A further condition being recommended by the Division relates to the control of internal noise levels to the office and training facilities. Given the nature of the use of these facilities, the justification for such a condition is questionable and its inclusion is not recommended.

It is considered the proposal would not have a detrimental impact on the reasonable living conditions of the local residents subject to the imposition of the remaining conditions recommended.

Landscaping

The proposal requires the removal of 11 trees on the site to accommodate the extension, the extended parking area and the extended servicing yards, these being around the front aspect of site facing the traffic roundabout and elevated above the traffic roundabout and therefore prominent. The applicant has indicated their intention to replace some of the trees on the front aspect of the site. The details of these replacement plantings are limited and also considered inadequate and as such it would be prudent to attach a condition to any permission that notwithstanding the submitted landscaping scheme a comprehensive landscaping should be submitted for approval which at least compensates for the loss of the trees and enhances the landscaping on the site.

The Landscape Development Section has raised a concern in respect of impact of the development on the trees which are to be retained. The applicant's agent has been made aware of this and additional detail is expected which addresses those concerns. Further discussion have taken place between your officers and the applicant's agent and it has been verbally agreed that less intrusive construction methods are employed in the area of the trees to be retained and it has also been discussed that should any of the retained trees suffer as a result of the development and die or become diseased within a five year period suitable replacements are provided. Officers are generally happy with this approach. Any further information received on this issue will be report in an advance supplementary report or at your meeting.

Background Papers

Planning file

Planning documents referred to

Date Report Prepared

6 December 2012