



**REGULATORY
SERVICES
COMMITTEE**

REPORT

15 March 2012

Subject Heading:

P1865.11 – Former Ricon Site, Ashton Road, Romford

Outline permission for principle of development of the site for employment generating uses within Use Classes B1(c), B2 and B8.

(Application received 15 December 2011)

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Policy context:

Local Development Framework

Financial summary:

None

SUMMARY

The application seeks approval for a range of uses capable of being accommodated at the site to include a number of different configurations of warehousing, distribution and industrial uses. The application is in outline form, within a proposed “parameters plan” with all matters reserved. A maximum total floor area of 4,405 sqm (GIA) is proposed.

The application contains three separate development options capable of being developed within the parameters plan. In the event that approval is granted,

development will be required to proceed in accordance with one of the development options.

The application is put before Committee owing to the proposal being classified as a major application. The planning issues are set out in the report below and cover the principle of the development, impact on streetscene, residential amenity at the interface with industry, and highways/parking. Staff are of the view that the proposal is acceptable and it is recommended that permission be granted subject to conditions.

RECOMMENDATIONS

It is recommended that planning permission be granted subject to the following conditions:

1) *Reserved matters*: The development hereby permitted may only be carried out in accordance with detailed plans and particulars which shall previously have been submitted to and approved by the Local Planning Authority, showing the access, layout, design and appearance of the buildings and landscaping, including all matters defined as "landscaping" in the Town and Country Planning (Development Management Procedure) (England) Order 2010 (herein after called "the reserved matters").

Reason:

The particulars submitted are insufficient for consideration of the details mentioned and the application is expressed to be for outline permission only.

2) All reserved matters details for the for the new buildings hereby approved shall conform to the layout principles illustrated on the Development Parameters Plan (30121-PL-101C), and

- Option 1 (30121/PL/102 C) or,
- Option 2 (30121/PL/103 C) or,
- Option 3 (30121/PL/104 C).

Reason:

The particulars submitted are insufficient for consideration of the details mentioned and the application is expressed to be for outline permission only.

3) The total new floorspace constructed pursuant to this planning permission shall not exceed 4,405 sqm (GIA) and no internal works to increase this floor area shall take place.

Reason:

To ensure that the development complies with the maximum floorspace provisions contained within the parameters plan hereby approved.

4) Time limit for reserved matters: Application/s for approval of the reserved matters shall be submitted to the Local Planning Authority within three years from the date of this permission.

Reason:

To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004)

5) Time limit for commencement of works: The development to which this permission relates must be begun not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last reserved matter to be approved.

Reason:

To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

6) Phased Development. Prior to the approval of any reserved matters as required by Condition 1 a plan showing the phasing of the development shall be submitted to, and approved by the Local Planning Authority. The development shall be carried out in accordance with the Phasing Plan. In the event that any Option is developed in phases, prior to occupation of the site, a plan must be submitted to and approved in writing by the Local Planning Authority, detailing how the vacant portion of the site will be maintained.

Reason: To maintain an appropriate appearance, and level of amenity of vacant land within the Strategic Industrial Locations within the Borough and to accord Policy DC61 of the LDF Development Control Policies Development Plan Document.

7) Parking and highway provision: The reserved matters shall include full details of the proposed alterations to the Public Highway and the internal access, parking and turning arrangements.

Reason:

To ensure that adequate car parking provision is made off street in the interests of highway safety.

8) Noise Mitigation. Prior to the commencement of development details of a scheme shall be submitted to and approved in writing by the Local Planning Authority which specifies the provisions to be made for the control of noise emanating from the site. Such provisions shall be in the form of an appropriate acoustic barrier addressing the western boundary, located to the east of the proposed landscaped area. Such scheme as may be approved shall be implemented prior to first occupation and thereafter retained in accordance with approved details.

Reason:

To prevent noise nuisance to adjoining properties in accordance with the recommendations of Planning Policy Guidance Note 24 "Planning & Noise" 1994.

9) New plant / machinery. Before any works commence on any phase a scheme for any new plant or machinery shall be submitted to the local planning authority to achieve the following standard. Noise levels expressed as the equivalent continuous sound level LAeq (1 hour) when calculated at the boundary with the nearest noise sensitive premises shall not exceed LA90 -10dB and shall be maintained thereafter to the satisfaction of the Local Planning Authority.

Reason:

To prevent noise nuisance to adjoining properties in accordance with the recommendations of Planning Policy Guidance Note 24 "Planning & Noise" 1994.

10) Hours of Construction: No construction works or construction related deliveries into the site shall take place other than between the hours of 08.00 to 18.00 on Monday to Friday and 08.00 to 13.00 hours on Saturdays unless agreed in writing with the Local Planning Authority. No construction works or construction related deliveries shall take place on Sundays, Bank or Public Holidays unless otherwise agreed in writing by the Local Planning Authority.

Reason:

To protect residential amenity, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

11) Landscaping: No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the Local Planning Authority.

The plants comprising the landscaping shall be of a substantial size on planting (trees at least 3.0 metres high on planting) and all plants capable of forming large specimens when mature

Reason:

In accordance with Section 197 of the Town and Country Planning Act 1990 and to enhance the visual amenities of the development, and that the development accords with the Development Control Policies Development Plan Document Policy DC61

12) Boundary treatment: No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the building is first occupied. Development shall be carried out in accordance with the approved details.

Reason:

To protect the visual amenities of the development and that the development accords with the Development Control Policies Development Plan Document Policy DC61.

13) Refuse/Waste: Prior to the first occupation of the development hereby permitted, provision shall be made for the storage of refuse awaiting collection according to details which shall previously have been agreed in writing by the Local Planning Authority. Unless otherwise agreed in writing these details shall include provision for underground containment of recyclable waste.

Reason:

In the interests of amenity of occupiers of the development and also the visual amenity of the development and the locality generally, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

14) Wheel washing: Before the development hereby permitted is first commenced, details of wheel scrubbing/wash down facilities to prevent mud being deposited onto the public highway during construction works shall be submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be permanently retained and used at relevant entrances to the site throughout the course of construction works.

Reason:

In order to prevent materials from the site being deposited on the adjoining public highway, in the interests of highway safety and the amenity of the surrounding

area, and in order that the development accords with the Development Control Policies Development Plan Document Policies DC61 and DC32.

15) Land contamination: Prior to the commencement of any works pursuant to this permission the developer shall submit for the written approval of the Local Planning Authority;

a) A Phase I (Desktop Study) Report documenting the history of this site, its surrounding area and the likelihood of contaminant/s, their type and extent incorporating a Site Conceptual Model.

b) A Phase II (Site Investigation) Report if the Phase I Report confirms the possibility of a significant risk to any sensitive receptors. This is an intrusive site investigation including factors such as chemical testing, quantitative risk assessment and a description of the sites ground conditions. An updated Site Conceptual Model should be included showing all the potential pollutant linkages and an assessment of risk to identified receptors.

c) A Phase III (Risk Management Strategy) Report if the Phase II Report confirms the presence of a significant pollutant linkage requiring remediation. The report will comprise of two parts:

Part A - Remediation Statement which will be fully implemented before it is first occupied. Any variation to the scheme shall be agreed in writing to the Local Planning Authority in advance of works being undertaken. The Remediation Scheme is to include consideration and proposals to deal with situations where, during works on site, contamination is encountered which has not previously been identified. Any further contamination shall be fully assessed and an appropriate remediation scheme submitted to the Local Planning Authority for written approval.

Part B - Following completion of the remediation works a "Validation Report" must be submitted demonstrating that the works have been carried out satisfactorily and remediation targets have been achieved.

d) If during development works any contamination should be encountered which was not previously identified and is derived from a different source and/or of a different type to those included in the contamination proposals then revised contamination proposals shall be submitted to the LPA ; and

e) If during development work, site contaminants are found in areas previously expected to be clean, then their remediation shall be carried out in line with the agreed contamination proposals.

For further guidance see the leaflet titled, "Land Contamination and the Planning Process".

Reason:

To protect those engaged in construction and occupation of the development from potential contamination. Also in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC53.

16) Construction Method Statement: Before development is commenced, a scheme shall be submitted to and approved in writing by the Local Planning Authority making provision for a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers. The Construction Method statement shall include details of:

- a) parking of vehicles of site personnel and visitors;
- b) storage of plant and materials;
- c) dust management controls;
- d) measures for minimising the impact of noise and ,if appropriate, vibration arising from construction activities;
- e) predicted noise and, if appropriate, vibration levels for construction using methodologies and at points agreed with the Local Planning Authority;
- f) scheme for monitoring noise and if appropriate, vibration levels using methodologies and at points agreed with the Local Planning Authorities;
- g) siting and design of temporary buildings;
- h) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;
- i) details of disposal of waste arising from the construction programme, including final disposal points. The burning of waste on the site at any time is specifically precluded.

And the development shall be carried out in accordance with the approved scheme and statement.

Reason:

To protect residential amenity, and in order that the development accords the Development Control Policies Development Plan Document Policy DC61.

17) Car Parking: Before the development hereby permitted is commenced, details of the extent, construction and surface materials of the parking and other hard surface areas, including an area for the turning of vehicles and a scheme for the parking layout, shall be submitted to, and approved in writing by the Local Planning Authority. Such hard surface areas shall then be constructed in accordance with the approved details prior to the first occupation of any building(s).

Reason:

To ensure that adequate car parking provision is made available off street in the interests of highway safety.

18) **Energy Statement:** No development shall be commenced until the developer has provided an Energy Assessment, which has been agreed with the planning authority showing how the development will meet the on-site renewable energy requirement of 20%. Thereafter the renewable energy system shall be installed in strict accordance with the agreed details and operational to the satisfaction of the Local Planning Authority prior to the occupation of any part of the development.

Reason:-

In the interests of energy efficiency and sustainability in accordance with Policy DC50 in the LDF Development Control Policies Development Plan Document and Policies 5.7 of the London Plan (2011).

19) **Sustainability Statement:** Prior to the commencement of the development a sustainability statement assessing the measures to be incorporated into the construction of the proposed development shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to the first occupation of the any building on the application site.

Reason:

In the interests of energy efficiency and sustainability in accordance with Policies DC49 and DC50 of the Council's LDF and Policies 5.3 of the London Plan (2011).

20) **External Lighting:** Prior to the commencement of the development hereby approved, details of all external lighting shall be submitted to and agreed in writing by the Local Planning Authority. No external lighting, other than that approved, shall be erected within the site. The approved lighting shall be installed in accordance with the agreed details prior to the first occupation of any building(s) to the satisfaction of the Local Planning Authority.

Reason: In the interests of amenity.

21) **Cycle storage:** Prior to completion of any phase of the works hereby permitted, cycle storage of a type and in a location previously submitted to and agreed in writing by the Local Planning Authority shall be provided and permanently retained thereafter.

Reason:

In the interests of providing a wide range of facilities for non-motorists, in the interests of sustainability.

22) **Secured by Design:** Prior to the commencement of the development hereby approved a full and detailed application for the Secured by Design award scheme shall be submitted to the Local Planning Authority, setting out how the principles and practices of the Secured by Design Scheme are to be incorporated. Once approved in writing by the Local Planning Authority in consultation with the

Havering Crime Prevention Design Advisor the development shall be carried out in accordance with the agreed details.

Reason:

In the interest of creating safer, sustainable communities and to reflect guidance in PPS1, Policy CP17 of the LDF Core Strategy DPD and Policy DC63 of the LDF Development Control Policies DPD.

22) CCTV: Prior to the commencement of the development hereby approved a scheme showing the details of a CCTV system to be installed for the safety of users and the prevention of crime shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Havering Crime Prevention Design Advisor. No part of the development shall be occupied or used before the scheme is implemented in accordance with the agreed details.

Reason:

In the interest of creating safer, sustainable communities and to reflect guidance in PPS1, Policy CP17 of the LDF Core Strategy DPD and Policy DC63 of the LDF Development Control Policies DPD.

23) Travel Plan: Prior to occupation of any phase of the development hereby permitted, a Travel Plan shall be submitted. The Travel Plan shall be monitored for a year from the date of occupation of each phase of the development and the results submitted in writing to the Local Planning Authority.

Reason:

In the interests of encouraging safe and sustainable modes of travel and to accord with Policy DC32 of the LDF Development Control Policies Development Plan Document.

INFORMATIVES

1. Reason for Approval:

It is considered that the proposal satisfies the relevant criteria of Policies CP3, DC9, DC33 and DC61 of the LDF Development Control Policies Development Plan Document.

2. The applicant is advised that planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted, considered and agreed. Any proposals which involve building over the public highway as managed by the London Borough of Havering, will require a licence and the applicant must contact StreetCare, Traffic and Engineering on 01708 433750 to commence the Submission / Licence Approval process.

3. In promoting the delivery of safer, stronger, sustainable places the Local Planning Authority fully supports the adoption of the principles and practices of the Secured by Design Award Scheme and Designing against Crime. Your attention is drawn to the free professional service provided by the Police Crime Prevention Design Advisor through Havering Development and Building Control or Romford Police. He is able to provide qualified designing against crime advice, taking account of local conditions and risks.

REPORT DETAIL

1. Site Description

- 1.1 The application site is an irregular shaped parcel of land covering an area of 0.76 hectares known as the former Ricon site. The site was previously used for manufacturing purposes. This use has now ceased and the site is vacant and devoid of buildings or significant landscaping.
- 1.2 The site is located on the western side of Ashton Road close to the junction with Tangent Link. The site has a frontage to Ashton Road of 68 metres. It has an existing access point to Ashton Road on the north of the site.
- 1.3 To the south of the site is a major B&Q centre that fronts Colchester Road. This site has its service entrance close to the eastern corner of the subject site.
- 1.4 To the north of the site is the Trade City industrial park, which features large two storey industrial buildings (circa 8m-10m in height), setback approximately 2.0 metres from the common boundary. At the rear of Trade City is an area of tall established landscaping and acoustic fencing.
- 1.5 The site shares an interface with residential properties to the rear (west). To the north-west there is residential development in the form of terrace housing on Neave Crescent and Hatherleigh Way. These properties are separated from the subject site by car parking and a service road.
- 1.6 The majority of the rear of the subject site abuts an assisted living residential complex that fronts Neave Crescent. This shares a common boundary with the former Ricon site, with a 1.8m high fence which features intermittent landscaping.
- 1.7 The residential complex is a two storey building with habitable room windows facing the subject site at first and ground floor level, and open space separating the building and the fence line. The building was approved by the Council in 2005 as part of the comprehensive redevelopment of the Grange residential site. It is setback 3.4 metres from the boundary at its closest point.

- 1.8 The application site is designated as a "Strategic Industrial Location" and forms part of the Harold Hill Industrial estate.
- 1.9 The site has the benefit of a recent approval for outline permission for the development of the site for an automotive (sui generis) use to include sales, mechanical and servicing engineers. This has yet to be implemented.

2. Description of Proposal

- 2.1 The Council is in receipt of an outline application for "the development of industrial and warehouse unit(s) within B1c, B2 and B8 use classes up to a maximum floor area of 4,405 sqm together with ancillary offices, service areas, car parking, gate house, service/ancillary structures and informal landscaping." The application comprises an outline parameters plan. In addition to the requisite supporting information, (Design and Access Statement, Traffic and Access Statement, Daylight Impact Assessment, and Environmental Noise Assessment) the application contained three separate masterplan options that could potentially be developed within the parameters plan. (these are discussed further below)
- 2.2 All matters are reserved. The application seeks to extend the range of uses capable of being accommodated at the site to include a number of different configurations of warehousing, distribution and industrial uses. The benefit to the applicant of this approach is that they are able to positively seek the redevelopment of the site with certainty in the knowledge that there is a degree of flexibility that can be afforded future tenants with regard to the optimum layout.
- 2.2 Members are effectively being asked to consider an application for a parameters plan allowing for development to occur within an established building envelope plan. Future development must comply with one of the three options considered as part of the application.
- 2.3 The site has an irregular frontage to Ashton Road and an angled rear boundary, adjacent the residential properties to the west. The parameters plan (Drawing Number 30121-PL-101C) proposes a rectangular building envelope of:
- Maximum Building width: 63m
 - Maximum Building length: 96m
 - Maximum Building height: 12m
 - Maximum Floor Area of 4,405 sqm (GIA)
- 2.4 The building envelope as proposed will result in a triangle of land at the western end that will not be developed by buildings. This area will be setback of a minimum of 5.0 metres, and maximum of 21.0 metres from the western perimeter (rear boundary). There will be a minimum front setback of

2.0 metres. A 5.0 metre wide landscaped buffer is proposed at the western perimeter (rear).

2.5 The proposal allows for redevelopment of the site for a number of different development options including:

- Option 1: A single building comprising 4,124sq.m floorspace. There would be 32 No. car parking spaces and 5 spaces for Heavy Goods Vehicles (HGVs); The building would be setback from the Ashton Road Frontage, with vehicle parking in the front setback area. This would comprise separate car and lorry parking and would entail the creation of separate ingress and egress points for each. Under this option there would be no access to the rear of the site for vehicles.
- Option 2 Three small scale units within a single building comprising a mix of medium and small scale employment units measuring 4,054 sq.m floorspace including ancillary office space. There would be 37 No. car parking spaces and 4 spaces for HGVs. This option entails the building be sited close towards the front of the site, and adjacent the southern boundary. Vehicular access and parking would be to the north, with some car parking to the rear.
- Option 3: A range of smaller employment units comprising 4,081sq.m floorspace divided between 10 units. These would be configured in two buildings, separated by a central access and parking area. There would be some parking at the rear of the site. There would be 50 No. car parking spaces and 12 loading bays for medium to HGVs.

2.6 The external appearance of the building is a reserved matter but is indicated to be a modern and mainly metal cladding. Note the difference between the maximum floor areas of each of three Options and the parameters plan (4,405 sqm) is to allow for any internal plant equipment that may be required.

2.7 Access is a reserved matter as each of the development options proposes individual access arrangements.

3. Relevant History

3.1 P0266.07 - Outline application for redevelopment of site for automotive (Sui generis) to include sales, mechanical and servicing engineers. Approved on Appeal.

3.2 P0337.11 - Extension of time of planning permission P0266.07 – Outline application for development of site for automotive use (sui generis) to include sales, mechanical and servicing engineers – Approved.

3.3 P1169.11 - Outline Permission for principle of development of the site for employment generating uses within Use Class B1C,B2 and B8. Withdrawn by applicant.

4. Consultations/Representations

- The proposal has been advertised on site and in the local press as a major application. Neighbour notification letters have been sent to 44 nearby properties. No letters of representation have been received at the time of writing the report.

5. Relevant Policies

5.1 LDF Core Strategy Development Plan Document

- CP3 – Employment
- CP9 – Reducing the need to Travel
- CP10 – Sustainable Transport
- CP15 – Environmental Management
- CP16 – Biodiversity and Geodiversity
- CP17 - Design

5.2 LDF Development Control Policies Development Plan Document

- DC9 – Strategic Industrial Locations
- DC32 – The road network
- DC33 – Car parking
- DC34 – Walking
- DC35 – Cycling
- DC36 – Servicing
- DC49 – Sustainable Design and Construction
- DC50 – Renewable Energy
- DC51 – Water supply, drainage and quality
- DC52 – Air Quality
- DC53 – Contaminated Land
- DC55 – Noise
- DC61 – Urban design
- DC62 – Access
- DC63 – Delivering safer places
- DC72 – Planning Obligations

5.3 The London Plan (2011)

- 2.17 (Strategic Industrial Locations)
- 4.4 (Managing Industrial Land and Premises)
- 5.5 (Sustainable Design and Construction)
- 5.7 (Renewable Energy)
- 5.11 (Green Roofs and Development Site Environs)
- 5.13 (Sustainable Drainage)

- 5.21 (Contaminated Land)
- 6.3 (Assessing Effects of Development on Transport Capacity)
- 6.9 (Cycling)
- 6.10 (Walking)
- 6.13 (Parking)
- 7.3 (Designing out Crime)
- 7.4 (Local Character)
- 7.7 (Location and Design of Tall and Large Buildings)
- 7.14 (Improving Air Quality)

5.4 Government Guidance

- Planning Policy Statement 1 – Delivering Sustainable Development
- Planning Policy Statement 4 – Planning for Sustainable Economic Growth
- Planning Policy Statement 5 – Planning for the Historic Environment
- Planning Policy Guidance Note 13 – Transport
- Planning Policy Guidance Note 24 – Planning and Noise

6. Staff Comments

- 6.1 This application is put before Committee as the proposal is a major application.
- 6.2 The issues to be considered are the principle of development, the layout and form of development, impact on the character of the street scene, impact on amenity, development at the boundary of residential and industrial areas, and highway and car-parking issues.

6.3 Principle of Development

- 6.3.1 The ability to apply for outline planning permission with reserved matters, including a “parameters plan” and subsequent development options is established within the provisions of the Town and Country Planning Act, 1990.
- 6.3.2 Policy CP3 aims to maintain sufficient land within main employment areas, to be protected for business, industrial and some warehousing uses. This accords with the requirement of the London Plan that boroughs should promote and manage Strategic Employment Locations. The site falls within one of the Borough’s Strategic Industrial Locations (SILs) as identified in Policy DC9 of the Council’s LDF. Policy DC9 seeks to ensure that the Council will generally permit only business and industrial uses such as B1 (b+c), B2 and B8.
- 6.3.3 The policy guidance contained within Policy DC9 is further supported by the London Plan (2011), Policy 2.17 which states that boroughs should promote, manage and protect SILs. It goes further to state that all development proposals in SILs should be refused unless they a) fall within

the broad industrial type activities; b) they are part of a strategically co-ordinated process of SIL consolidation through an opportunity area planning framework or borough development plan document; c) is for employment workspace to meet identified needs for small and medium sized enterprises (SMEs) or new emerging industrial sectors or d) the proposal is for small scale “walk to” services for industrial occupiers such as workplace crèches or cafes.

- 6.3.4 The proposal would be for a speculative development to provide for warehousing, distribution and industrial floorspace within Use Class B1(c), B2 and B8. The proposal is therefore consistent with the above mentioned policies in respect of its proposed use and function.
- 6.3.5 The application site is vacant with all buildings removed. According to recent Ministerial advice on “Planning for Growth” local planning authorities should support enterprise and facilitate housing, economic and other forms of sustainable development. Appropriate weight should be given to the need to support economic recovery and applications that secure sustainable growth should be treated favourably (consistent with policy in PPS4).
- 6.3.6 The proposal is supported by relevant local and regional planning policies, and is consistent with development existing on adjacent sites. The principle of development is supported.

6.4 Impact on Local Character and Street Scene

- 6.4.1 Policy DC61 of the LDF Development Plan Document seeks to ensure that new developments are satisfactorily located and are of a high standard of design and layout. Furthermore, the appearance of new developments should be compatible with the character of the surrounding area, and should not prejudice the environment of the occupiers and adjacent properties. Policy DC61 of the DPD states that planning permission will only be granted for development which maintains, enhances or improves the character and appearance of the local area.
- 6.4.2 In terms of the options proposed each is considered to be an acceptable introduction into the streetscene in terms of scale and building bulk, given the nature of the industrial area and buildings located on each side. The maximum building height would be 12 metres, in all of the three options.
- 6.4.3 Option 1, proposes a single large unit extending across the width of the site. However this building would be setback approximately 30 metres allowing for vehicle parking in the front taking up the majority of the site area. The floor space for this building would be 4,124 sq.m with a width facing Ashton Road of 60m and depth of 65m. The maximum ridge height of Option 1 is 12m with a maximum eave height of 11.0m above FFL.
- 6.4.3 Although design and layout are reserved matters, it is considered that the set-back from the edge of the highway will result in the building not having a

significant presence when as seen from Ashton Road. The provision of car parking and loading bays for HGVs are not uncommon to the front of industrial units in the vicinity. At present there is no landscape treatment. Should permission be granted, details of hard and soft landscaping in the front setback area, and perimeter will be required to be agreed upon submission of a detailed planning application. This will be required to be considered in the context of appropriate access arrangements being agreed. (see para 6.6 below)

- 6.4.4 Option 2 presents three smaller units with a larger building, with a small setback to the Ashton Road road frontage, having a width of almost two thirds of the site. The main bulk of the building would be towards the southern elevations. The proposal will result in a building in close proximity to the nearby B&Q building. A building in the location proposed is appropriate in that it follows a similar alignment to that on the northern (Trade City) and southern (B&Q) sides and will be of similar height. Unlike Option 1, Option 2 provides for a landscaped area in the front setback area and a strip along the northern boundary. This is considered an important element in terms of integrating any new building into the existing built form environment of the surrounding Industrial Estate. The maximum ridge height of Option 2 is 12m with a maximum eave height of 11.0m above FFL.
- 6.4.5 As such, Option 2 is not considered to have any harmful impact on the character and appearance of the street scene.
- 6.4.6 Option 3 is proposed as ten smaller units, within two separate freestanding buildings. The front setbacks of these are similar to that proposed in Option 2, ie close to Ashton Road. The southern most building would be a narrow rectangular building close to the side boundary, with the northern building being slightly wider and staggered along the northern side to account for the orientation of the north side boundary. The maximum ridge height of Option 3 (Units 1 -4 and 7-9) is 12.0m with a maximum eave height of 9.0m above FFL. Units 5 and 6 (rear) would have maximum ridge height of 9.0m and eave height of 7.0m above FFL.
- 6.4.7 Option 3 also presents a degree of landscaping to the front with the access road and parking running down the centre of the site. As the proposal is for two separate buildings the overall bulk is less than that of Options 1 and 2 when viewed from Ashton Road. This is similar in design to that of the adjacent Trade City Development to the north and would present an acceptable appearance to the street scene.
- 6.4.8 Overall, the proposed building envelopes and locations for all 3 Options are considered acceptable in terms of their impact on the character and appearance of the street scene. The units would all be of a similar character and design as industrial units in the immediate vicinity. The maximum height of 12 metres is not considered excessive in this location, and is comparable to those buildings on adjacent sites. Final details on appearance in particular materials and finishes, will be agreed upon

submission of a detailed planning application for Reserved Matters in the event that outline permission is granted.

- 6.4.9 Given the scale of the site, and nature of the proposed development, there is the potential for the buildings on the site to be constructed in a phased manner. In the event that approval is granted, conditions are attached to ensure that relevant car parking and amenity standards are maintained, together with requirements for a suitable appearance of any part of the site that would remain undeveloped.
- 6.4.10 Signage will be required to be the subject of a separate planning application. The Council will be keen to ensure that there is not a proliferation of signs on the site, that are developed in an ad hoc manner, particularly as there is the opportunity for multiple occupiers under options 2 and 3. Future signage should be in a single Totem style panel sign (similar to that in place on the site to the north), close to the front of the sign.

6.5 Impact on Amenity

- 6.5.1 The subject site is within an existing industrial area, where development such as that proposed is encouraged. The site shares two common boundaries with industrial uses. However, the site is also at the interface with existing residential development to the rear. As such, careful consideration needs to be given to the amenity impacts of new industrial development on dwellings that exist nearby. In determining the application a balance is required to be achieved between what can reasonably be expected to be developed on the subject site, and the quality of residential amenity for those that live near the boundary.
- 6.5.2 The nearest neighbouring properties are those to the north-west of the application site, along Hatherleigh Way, and those to the west in the assisted living development. The two most significant impacts from the proposal upon neighbouring residential properties are likely to be the access to daylight and views, together with noise and artificial light associated with the industrial buildings and activities on the subject site.
- 6.5.3 In support of their proposal the applicants have submitted a noise impact assessment and daylight impact assessment. During the course of the processing of the application the applicants have responded to concerns raised with regard to the potential impact of buildings on sites to the rear and submitted amended plans. These amendments have resulted in a lower overall building height and increased setbacks from the rear boundary for Options 2 and 3.

Daylight

- 6.5.2 The impact of all three options on neighbouring amenity would have slightly different impacts upon the neighbouring residential properties, however, all options are considered acceptable. It is noted also that the maximum height

that would be allowed under the approved parameters plan would be 12 metres, which would be to the top of any roof pitch. It is likely that building of this scale proposed will have a hipped roof that will involve any side wall being to a height of less than 12 metres.

- 6.5.3 Of the terrace dwellings to the north west of the site fronting Hatherleigh Way the closest is number 6. The parameters plan sets a building footprint that would result in the industrial building being located a minimum of 25 metres from the dwelling in option 1, 34 metres in Option 2, and 28 metres in Option 3.
- 6.5.4 There is a service road, fence and established trees separating this dwelling from the subject site. The proposal will effectively present a similar scenario that which exists in relation to the Trade City development in terms of which built form and separation. The combination of the setbacks, service road, landscaping and restriction of a building height of 12 metres in all options, will result in an acceptable level of visual amenity being maintained for these properties and those further to the north in Hatherleigh Road.
- 6.5.5 The adjacent assisted living facility is located closer to the subject site than the terrace properties. This two storey building has a minimum rear setback of approximately 3.4 metres, which includes a landscaped area. A shade canopy is erected in part of this area. Daylight is provided to habitable room windows at both ground and floor facing the subject site, and in the two rear projections.
- 6.5.6 The applicant's daylight assessment indicated that there would be a potential impact in terms of unacceptable loss of daylight to a number of rear facing windows. (Note that this did not factor in the impact of the existing shade canopy on site, which currently reduces daylight to these windows). The impact of loss of daylight is based on an assessment based on the BRE Guide, which uses British Standards for the assessment of adequate daylight and access to visible vertical skyline. The applicant's report indicated that a greater separation distance and lower building height between the existing residential building and the proposed building would assist in achieving an acceptable level of daylight to windows and rear open space on the residential site.
- 6.5.7 Following discussions with the applicant revised proposals were submitted. Of significance is a new building envelope with lower height and the rear setbacks that will allow for greater light access and visible vertical skyline between the new building(s) and properties to the rear. Additional layouts for options 2 and 3 were submitted, together with an amended "parameters plan" indicating a reduction in maximum building height from 15 metres to 12 metres.
- 6.5.8 Revised Option 2 involved removal of the proposed rear building, and the creation of a central corridor for vehicle movement and parking

6.5.9 Revised Option 3 locates the building to the south, with access and parking to the north.

6.5.10 These amendments result in all three proposed options being considered to have an acceptable level of visual bulk for properties in a location immediately adjacent an industrial area. With a detailed final design (ensuring that materials are not highly reflective) and appropriate landscaping, any potential visual impact can be limited.

6.5.11 There is the potential for there to be artificial light spill into the rear elevations of residential properties. Conditions are recommended requiring prior approval for rear lighting that would minimise the impact of light from the site.

Visual Outlook

6.5.12 It is recognised that whilst the site is now vacant there was a previous building on the site. Photographic records show that the previous building was industrial in nature, that occupied the majority of the site, with a small setback from the rear boundary. The site is flanked by industrial buildings. The residential premises in Neave Crescent and Haverleigh Road, are on the boundary of a designated Strategic Industrial area where by it can reasonably be expected that there will be a different outlook to that which can be expected in a wholly residential area.

6.5.13 In terms of visual amenity when viewed from the rear of the site each option will provide a different appearance. All options are considered appropriate, in the context of proposed treatments to the rear and setbacks.

6.5.14 Option 1 will present a single wall across the majority of the rear of the site. Whilst this will be visible to residents of Neave Crescent, the presence of a 5.0 wide landscaped area, that will be required to provide substantial mature trees on commencement of development, and setback of the new building is considered acceptable. The rear facing wall of the new building will be required to be finished in muted colours, which will provide a backdrop to the landscaping. The setbacks will allow for direct views of the vertical sky to be available.

6.5.15 Option 2 will be similar in outlook to Option 1, however the building would only be for a width of approximately two-thirds of the width of the site, allowing for long range views from the upper windows of the northern component of the assisted living building at the rear.

6.5.16 Option 3 provides for two buildings located along a central corridor. As such long range views from the upper windows from the centre of the building at the rear.

6.5.17 Noise. The nature of the proposed development is such that the operations on the site can be undertaken on a 24 hours per day basis. This is

considered acceptable within a Strategic Industrial Location. Notwithstanding this, consideration is still required to be given to the existing conditions whereby the site abuts established residential premises.

6.5.18 To assist in consideration of issues relating potential noise and disturbance as a result of the proposal, the applicants have submitted a Noise Impact Assessment based on an assessment of all three original development options. The report consider all three options to be appropriate in terms of general noise levels likely to be generated as a result of activities on the site. However this was premised on original design options that maintained a solid building wall at the rear of the site, which could be used to reduce direct noise emanating from the site.

6.5.19 Revised Options 2 and 3 result in design outcomes which do not have a solid building line along the rear perimeter. Planning Policy Guidance (PPG24) sets out a number of means of mitigation including:

6.5.20 "...reduction of noise at point of generation: containment of noise generated: adequate distance between source and noise-sensitive building or area: screening byother buildings". It is noted that the development of the adjacent Trade City site required the applicant's to construct a 4.5 metre high noise barrier at the rear of the site, which reduces the noise impact to the residential properties behind.

6.5.21 As such the amended options 2 and 3 allow for future noise sources to have direct line to the rear residential properties. Without a rear barrier the noise assessment criteria for day and night would not be likely to be met.

6.5.22 Mitigation for this issue will require further consideration of treatment of the western most component of the site to allow for an appropriate noise barrier to be constructed, to the east of the proposed perimeter landscaping. A condition is attached requiring this.

6.5.23 Staff are of the opinion that with appropriate conditions the proposals can be acceptable on noise amenity grounds to allow industrial use to function on the site without significantly impacting upon residential amenity for neighbours.

6.6 Highways / Parking Issues

6.6.1 The three different options propose different parking and access arrangements for each.

6.6.2 In respect of parking, Annex 5 of the Council's LDF requires the provision of 1 parking space per 100sq.m. of floorspace for B1, B2 and B8 uses.

6.6.3 Option 1 would involve the largest building, comprising approximately 4,124sq.m of floorspace for industrial / warehousing and ancillary offices (B1, B2 and B8). The proposal would provide 32 car parking spaces. There

would also be 5 No. spaces / loading bays for HGVs. This option would also retain 2 accesses to the site. Based on 4,190sq.m, the development would require the provision of 41 car parking spaces. Annex 5 further requires 1 lorry space per 200sq.m of floorspace for B8 uses or a minimum of 1 lorry space, plus 1 space per every 500sq.m. This would require the development to provide approximately 8 – 9 lorry spaces.

- 6.6.4 Option 2 would comprise of 4,054sq.m floorspace. Car parking spaces for 49 vehicles would be provided and 4 HGV spaces with 3 spaces for smaller goods vehicles. Based on the requirements of Annex 5, a building of this size would require 40 car parking spaces and 8 – 9 lorry parking spaces. Option 2 would provide in excess of the required car parking.
- 6.6.5 Option 3 would be for units measuring approximately 4081sq.m in total with 37 car parking spaces and provision for 4 HGVs and 8 smaller goods vehicles. Annex 5 would require the provision of 40 car parking spaces and 8 – 9 spaces for lorries. Option 3 would therefore also fall short of the required number of spaces.
- 6.6.6 Whilst the level of car parking is below the required number of spaces as specified in Annex 5, in Option 1 and 3, Staff consider that this level of provision sufficient in this instance, as each contains a substantial amount of car spaces and that a vehicle management plan is required prior to the commencement of the preferred Option. It is not considered that the proposal would result in an overspill of parking onto the adjoining roads and no objections are raised by the Council's Highways Authority.
- 6.6.7 Staff do not have concerns in respect of the levels of lorry parking provision. Whilst the options show less than 9 spaces, there is the potential to have internal parking and loading bays due to the size of the proposed buildings. The scale and nature of the operations in each option is also likely to affect the number of large vehicles that use the site. No objections are raised by the Council's Highways Authority. A condition is recommended requiring the applicants to submit a vehicle management strategy, should Members be minded to grant permission.
- 6.6.8 Access is a reserved matter. The applicants will be required to receive Council approval for the proposed access to Ashton Away. At present there are concerns with regard to the proposed access for lorries in Option 1, given its proximity to the round-a-bout and the existing B&Q access point. An amended access point will be required to be provided at a point further to the north.
- 6.6.9 Overall, the proposal is considered acceptable in respect of parking provision and would not compromise highway or pedestrian safety.

7. Conclusion

- 7.1 The application is speculative for the principle of the development of the site for employment generating uses within Use Classes B1(c), B2 and B8. The development is presented within a "Parameter Plan", providing three different options of development.
- 30121-PL-101C – Development Parameters Plan Maximum GIA 4,405 sqm
 - 30121/PL/102 B – 4,124m² / Option 1
 - 30121/PL/103 B – 4,054m² / Option 2
 - 30121/PL/104 B – 4,081m² / Option 3
- 7.2 Recent Ministerial advice recommends that Local Authorities should give substantial weight to applications which will contribute to economic growth and encourage sustainable development. The development would therefore be acceptable in principle as the proposal for B1, B2 and B8 purposes is in accordance with the aims and provisions of Policy DC9 of the LDF and Policy 2.17 of the London Plan (2011). Although speculative at this stage, the development would potentially provide employment to the local area. The proposal is therefore considered to be acceptable in principle.
- 7.2.1 The site subject site sits within an existing industrial area, where development such as that proposed can be reasonable expected o occur. However as the site is adjoins the boundary of and existing residential development to the rear any assessment must be cognisant of the potential impact upon amenity.
- 7.3 Although the application is in outline form Staff consider, that the proposal would be acceptable in other respects subject to relevant planning conditions to control reserved matters relating to the layout, detailed design, access and landscaping of the site, as well as conditions to protect residential amenity, sustainability objectives and the manner in which the development is carried out.
- 7.4 Overall, it is considered that the proposed scale of development would be compatible with the existing street scene and neighbouring properties. It is considered that the proposed building envelope within the presented parameters plan provides for an acceptable degree of spacing between buildings.
- 7.5 Buildings constructed within the agreed building envelopes would be compatible in scale to those to the north and south and would not appear as unacceptably dominant or visually intrusive when viewed from Ashton Road.
- 7.6 It is considered that the proposal would not have any detrimental impact on neighbouring residential properties to an extent which would justify refusal of this application. There are no highways or parking issues in respect of the application.

- 7.7 The proposal is considered to be acceptable and compliant with the relevant LDF Policies. The proposal is therefore recommended for approval, subject to conditions.

IMPLICATIONS AND RISKS

Financial implications and risks:

None.

Legal implications and risks:

None.

Human Resources implications and risks:

None.

Equalities implications and risks:

The Council's planning policies are implemented with regard to Equalities and Diversity.

BACKGROUND PAPERS

Application forms and plans received on 15 December 2011. Amended plans received on 21 February 2011.