



Report of the Chief Planning Officer -

SOUTH AND WEST PLANS PANEL

Date: 3rd April 2014

Subject: Application number 14/00477/FU – Rebuild of existing factory facility on similar footprint with service yard and internal access road, replacement car parking, widening of existing entrance road, demolition of cottages with hard and soft landscaping at Park Mills, Leeds Road, Rawdon

APPLICANT

Airedale International

DATE VALID

28 January 2014

TARGET DATE

29 April 2014

Electoral Wards Affected:

Horsforth

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION

GRANT PERMISSION subject to the following conditions

1. Time limit on full permission
2. Development in line with approved plans
3. Samples of walling and roofing materials to be submitted
4. Plan showing proposed measures to control access to the site comprising any gates/bollards at the Leeds Road access for pedestrian and cycle route
5. Details of cycle/motorcycle provision
6. Vehicle spaces to be laid out
7. Provision for contractors during construction
8. Travel plan
9. Specified activity and delivery hours
10. Hours of construction
11. Construction practice
12. Sound insulation scheme including plant room
13. Details of fencing and walls to be provided
14. Details of bin storage and waste disposal
15. Details of foul and surface water disposal
16. Construction Environmental Management Plan (Biodiversity)

17. **Biodiversity Enhancement and Management Plan**
18. **Lighting design strategy for bats**
19. **Details of BREEAM to achieve a 'very good' standard**
20. **Submission of remediation statement**
21. **Amendments to remediation statement**
22. **Submission of verification reports**
23. **Reporting unexpected contamination**

1.0 INTRODUCTION

- 1.1 The original factory building was damaged by fire in September 2013. The firm was no longer able to operate from these premises and the company has temporarily moved to premises on Gelderd Road following assistance from the Council. This application is for a new factory building to replace the fire damaged building on a similar footprint so the company can move back onto the site. The company hope to be back operating in Rawdon by Autumn 2015. The firm are a significant local employer and the new factory will have significant economic benefits for the local economy and significantly improve the operation at the premises as a result of the new building. Councillor Cleasby has requested the scheme is brought to Plans Panel for determination to enable proper scrutiny of the proposal as he has some concerns about the community engagement and due to the increase in height (approx. 2.2m) - he is also keen to facilitate the firm moving back to the site.

2.0 PROPOSAL:

- 2.1 This application is for a new factory to replace an existing factory which burnt down last year and is currently being demolished. The company make and test large commercial air conditioning units. The proposed floorspace will be smaller than the existing by 792 square metres and it gives an opportunity to build a modern factory all on the same level and have the parking and servicing separated. There are also some cottages within the curtilage of the building which will also be demolished but not replaced. One was used for the Multiple Sclerosis Society who are moving to new premises in South Leeds whilst the others were offices for the applicant.
- 2.2 The access to the site is off the main A65 and will remain in the same place but will be widened to accommodate an extra exit lane to reduce end of shift congestion. The traffic will be separated once entering the site with staff turning left to the proposed new parking and HGVs turning right to a new separated service yard which will be to the North of the building on the A65 side.
- 2.3 The factory will be for 22,662 square metres of light industrial floorspace which is a reduction of 792 square metres from the current factory on the site. The building will be 166m in length and 130m in width. It will be 8.5 metres in height at the northern side of the site (A65 side) and 13 metres at the southern side of the site (New York Road side). This is 2.2 metres higher than the existing factory. The proposed entrance to the building will now be located to the south of the site on the elevation facing New York Road.
- 2.4 There will be 275 car parking spaces (6 disabled) which is an overall reduction of 8 spaces. The number of cycle spaces on the site will remain the same at 26. Most of the parking will be in an open sided but covered car park underneath the building at the southern end of the site. There will be a small amount of surface parking close by.

- 2.5 The number of employees will remain the same at 352 full time and 2 part time employees. Hours of opening will be 7am to 0130am Monday to Friday, Saturday 8am to 1300 hours and not at all on a Sunday and bank holidays. None of the existing landscaping around the perimeter of the building will be affected by the proposal and there is no proposal to plant any further landscaping.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is an existing factory which was damaged by fire in September 2013 and is currently being demolished. On the site as well is a building occupied by a company who treat people with Multiple Sclerosis, and two cottages which are offices for Airedale which will be demolished and not replaced.
- 3.2 The site is bounded by roads on three of its sides with the A65 on its northern boundary and New York Road on its western and southern boundaries. The main housing area of Rawdon is located on the opposite side of the A65 over 100 metres away. There are residential properties along the Western and Southern boundary on New York Lane. The front of these properties face towards the site and they are located on the opposite side of New York Lane approximately 36 metres away from the nearest south western corner and 63 metres on the nearest south eastern property.
- 3.3 The site slopes significantly from the northern part of site on the A65 side to the southern part of the site on the New York Lane side. The current building is set back from the A65 by 70 to 120 metres and is set lower so only the upper section and roof of the existing building can be seen from the A65. There is a field which separates the site from the houses on the western boundary and this part of the lane is also set at a higher level.
The houses on New York Lane are level with this rear part of the site. There are no properties which face directly onto the southern boundary but there are a number which have oblique views.
- 3.4 There are trees on all the boundaries although the thickness of this belt of trees varies around the boundaries. The main vehicular access is off the A65 but there is also a closed access further along the A65. New York Lane forms the boundary of the green belt to the south and west with open fields beyond. Green belt also lies to the east. The site although surrounded by green belt it is not washed over by it.
- 3.5 The current access is off the A65 and there is a small redundant access further along the A65 which is not wide enough to be used by vehicular traffic. There is landscaping along the boundaries and on the open land to the north of the building is a pond adjacent to the redundant access to the site.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 13/05296/DEM – demolition of existing building to allow for redevelopment approved 11/12/13 (officer delegated decision)
- 13/02083/FU – new technology centre with car parking approved 20/8/13 (officer delegated decision)

5.0 PUBLIC/LOCAL RESPONSE:

- 5.1 The application was advertised by a major development site notice posted around the site on 14th February 2014 with an expiry date of 7th March 2014. An advertisement was also published in Wharfe Valley Times on 13 February 2014 with an expiry date of 7 March 2014.
- 5.2 Councillor Cleasby considers that this is a valuable company within the area who need to be back on the site as quickly as possible. There is an increase in height which will have the greatest impact on the residential properties on New York Lane to the south of the building so there needs to be adequate screening on this boundary. Noise from the plant room could have an impact but this can be controlled by attenuation measures. There was an issue with doors being left open on the existing factory on warm days creating noise disturbance to residents so hopefully the new factory will have adequate ventilation to control this.
- 5.2 Rawdon Parish Council have replied stating that the Parish Council supports this application by a major employer within the parish. However, The Parish Council would however seek the following in any approval
- (1) The finish of the new buildings should be non-reflective and in muted colours to blend in with the surrounding rural environment. The roof in particular should be green . This is to protect the visual amenity of the area.
 - (2) There should be additional planting of mature trees along the boundary of the A65 at either side of the entrance this is in the interests of enhancing the visual amenity of the site and to reduce noise nuisance to neighbouring residential properties.
 - (3) Any additional signage should be in keeping with the surrounding area and no future changes without further permission.
 - (4) Consideration should be given to the provision of an additional exit from the site to the west of the pond.
 - (5) The location of the plant room should be reviewed and if it cannot be relocated further from residential properties then appropriate noise reduction measures are taken to ensure that any noise generated is inaudible from any noise sensitive location. This condition should also apply to other machinery such as the back up generator which will have a similar effect on residents.
 - (6) The hours of operations must not extend beyond the existing.
 - (7) Timings of construction activities to be limited to 8am-7pm Mon-Fri and 9am 7pm at weekends and bank holidays.
 - (8) External illuminations and signage to be turned off after 10pm especially in locations that create light pollution for residents.
 - (9) The site travel plan must address current issues with off site parking that affect residents of the Layton Park estate.
- 5.3 One letter of objection – this is concerned with the widening of the existing access and will this allow more traffic into and out of the site and increase the number of juggarants using the access and the impact residential properties.
- 5.4 Two letters of support – consider that neighbours have been consulted and whilst bigger and higher the design looks okay. Suggest more landscaping along the southern boundary which will help with noise and visual amenity.

6.0 CONSULTATION RESPONSES:

Highways

- 6.1 No objections subject to conditions. In relation to the use of the redundant access is to be reinstated for pedestrian and cycle use only, it would not be a safe point of access to the site for vehicles due to the bend in the road and the trees that would obstruct visibility looking right from the access. In order to achieve visibility there would be significant tree loss, the road would also need to be widened and this would add significant cost but would also be likely to have a detrimental effect on trees and possibly the pond. On entering the site there would also be a bigger conflict between cars and HGV movements, the existing access is well established on a straight section of road and moving back to the redundant access point would not be in the best interests of road safety or the development.

Neighbourhoods and housing

- 6.2 There is potential for noise disturbance from activities on the site and fixed plant/machinery and noise and dust pollution during construction. The noise survey submitted is a noise survey to determine existing environmental noise levels and to assess noise from new plant on the residential properties. The report gives an overview of the site and proposed development, baseline survey information obtained in 2012 and methodology for a forthcoming assessment in relation to BS4142. The report indicates that the noise levels will be assessed in the design and will then be inform with suitable mitigation measures to prevent disturbance to local residents. Further information is required into the exact proposals for the mitigation of noise and on the determination of the significance of plant noise from the proposed development. A full plant noise assessment report will be provided in due course and if planning permission is granted this can be conditioned.

Public Rights of Way

- 6.3 No PROW affected by the development so no objections

Yorkshire Water

- 6.4 No objections subject to condition for foul and surface water drainage.

Coal Authority

- 6.5 The Coal Authority recommends that the LPA impose a Planning Condition should planning permission be granted for the proposed development requiring site investigation works prior to commencement of development. The site investigation works should extend to determining the location of the mine entries.

7.0 PLANNING POLICIES:

- 7.1 Under Section 38 of the Planning and Compulsory Purchase Act 2004, decisions on planning applications must be made in accordance with the Development Plan unless material considerations indicate otherwise.

Development Plan

- 7.2 The development plan for Leeds is made up of the adopted Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013.
- 7.3 The site is unallocated in the UDP and not in the Green Belt but adjoining the Green Belt.

The following policies are therefore relevant to the consideration of the application:

- GP5 – General planning considerations, including amenity.
- GP11 – Sustainable design principles
- E1 – Retention of existing firms where strengthen the existing economy without creating significant environmental disbenefits.
- N13 – Design and new buildings
- N24 – Development proposals abutting the Green Belt
- N25 – Development and site boundaries
- T2 – Highway safety
- T2B – Requirement for Transport Assessment
- T2C – Requirement for a Travel Plan
- T2D – Requirement for public transport contribution where necessary
- T5 – Provision for pedestrians and cyclists
- T6 – Provision for disabled people and those with mobility problems
- T7A & T7B – Cycle and motorcycle parking
- T24 – Parking requirements
- BD5 – New development and amenity
- LD1 – Landscaping

Draft Core Strategy

- 7.4 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed and examination has largely taken place.
- 7.5 As the Council has submitted the Publication Draft Core Strategy for independent examination and the Inspector has indicated suggested modifications which have now been advertised weight can now be attached to the document and its policies.
- 7.6 The following policies within the Draft Core Strategy are relevant.

- Spatial policy 1 – Location of development
- Policy EC1 – General employment land
- Policy EC3 – Safeguarding existing employment land and industrial areas
- Policy P10 – Design
- Policy P12 – Landscape
- Policy T2 – Accessibility requirements and new development
- Policy EN2 – Sustainable design and construction

Supplementary Planning Guidance and Documents

- 7.7 The following Supplementary Planning Documents (SPDs) are relevant to the consideration of the proposals:

- Public Transport and Developer Contributions SPD
- Travel Plans SPD
- 'Building for Tomorrow Today': Sustainable Design and Construction SPD.

National Planning Policy

- 7.8 The National Planning Policy Framework (NPPF) was published on 27th March 2012 and replaces previous Planning Policy Guidance/Statements in setting out the Government's planning policies for England and how these are expected to be

applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development.

- 7.9 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.

The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

The development plans have to achieve economic, environmental and social aspects of sustainable development.

The economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure.

The social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the communities needs and support its health, social and cultural well-being.

The environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimize waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy. from good planning, and should contribute positively to making places better for people.

8.0 MAIN ISSUES

- Principle of development
- Design and massing
- Residential amenity
- Highway safety
- Representations.

10.0 APPRAISAL

Principle of development

- 10.1 The site is an existing factory and whilst surrounded by green belt it is not within green belt or allocated for any purpose in both the UDP and Core Strategy. As it is not allocated for other uses and the application is a replacement for an existing factory then the principle of development on the site is considered acceptable and will retain a valued local employer and provide improved facilities on site which will benefit the local economy.

Design and layout

- 11.2 The land slopes significantly from the A65 side of the site down to New York Lane . This allows for the building to be higher at the New York Lane side and for the car park to be built underneath the factory and for the production to be on one level (it was not previously). The factory design and use of materials are industrial in nature and will take the appearance of its intended use. The southern elevation which faces towards New York Lane side will be the main entrance and there is a glazed entrance area and the use of render with cladding on this side. The building will be long but the proposed design and use of different materials, adds features and allow for this long elevation to be broken up. The elevation that faces the vehicular access to the site again will use a mixture of materials and this helps to break up this long elevation. The other two elevations are cladding only but these two elevations are 'back of house' where there are no comings and goings from the public and due to the orientation and levels will generally not be visible from outside of the site.
- 11.3 The building will be just over two metres higher than the existing building. The largest impact of this will be the view from New York Lane but there is an open car deck on the ground floor which helps to lessen the impact. The boundary does have some landscaping and whilst the building is high it is set back from the boundary by 18 to 30 metres and has a 10 metre line of landscaping in place.

Views out over the building to the wider landscape will still be retained due to the level differences from the A65.

- 11.4 For all the above reasons the design and scale of the development are considered acceptable.

Residential amenity

- 11.5 The building is a replacement for the existing operation. However, there are a number of differences between the existing factory and the proposed factory which need to be assessed in terms of impact on existing residents.
- 11.6 The new factory will be 2.2 metres higher than the existing factory. On the A65 side of the development this will have minimal if no impact on the residents on the opposite side of the road due to its distance of 70 to 120 metres from the boundary and the fact the factory is at a much lower level than the A65 and houses beyond.
- 11.7 The increase in height could have an impact on the properties on New York Lane which is on the western and southern boundaries. The properties on the western side of the development will face onto the proposed side elevation. There is 50 to 60 metres distance between the new factory and these residential properties which is the same distance as exists today. There is a road and field separating these houses and the factory will be at a much lower level so its likely the residents will overlook the roof of the proposed factory. This distance and levels ensure that the addition in height of 2.2 metres should not impact negatively on the residential properties on this part of New York Lane.
- 11.8 On the southern boundary there are no residential properties that are the opposite the side of New York Lane on this boundary. However, there are properties which will look onto the south/western and south eastern corner of the building. As well as 2.2 metres increase in height the factory will be closer to the residential properties. In terms of the southern western corner the building will be 4 metres closer whilst on

the south eastern corner it will be 25 metres closer. This still leaves the building 36 metres away from the nearest property on the south western corner and 63 metres to the nearest south eastern property. Whilst the building is nearer and higher there are still significant intervening distances which along with an existing belt of landscaping should not increase the impact to a significant detrimental extent. The main gardens of these houses are to the rear of the houses facing away from the proposal and have open views over the fields. For all these reasons it is considered that the factory will not have a significant detrimental impact on residential amenity in terms of visual amenity.

- 11.9 The proposal also needs to be assessed in terms of potential noise and disturbance to the surrounding residents. The service yard has been moved to the northern part of the site. The building and the intervening distance will help to prevent any noise and detrimental impact from the service yard in relation to the properties on New York Lane. In terms of properties on the opposite side of the A65 the distance and the noise on the A65 will prevent the service yard having a detrimental impact on residential amenity.
- 11.10 In terms of the noise from the use itself, the factory will be a modern factory rather than a piecemeal development that has happened previously. The building of a new factory will allow for sound attenuation measures to be fitted on the building to prevent any detrimental impact in terms of noise.
- 11.11 There is a proposed plant room on the southern/western corner of the building closest to the residential properties on New York Lane. This could have potential to disturb the residents. However, a condition can be attached to any approval requesting noise attenuation measures for the whole of the building including the plant room so that none of the activities having a detrimental impact on residential amenity.
- 11.12 Overall it is considered that the proposal will not have a detrimental impact in terms of residential amenity.
- Highway safety
- 11.13 The new factory will be a lower floorspace than the previous factory (792 square metres) and will employ the same number of employees as the existing factory so there should not be an increase in traffic generation. The access will also be in the same position as the existing access. The access will be widened to allow for two lanes leaving the site to assist staff leaving the site after shifts have finished. This allows for one lane for turning right and one lane for turning left as any queueing traffic will be within the site and will not have a detrimental impact on the traffic using the A65 than what already exists.
- 11.14 The proposal has a slight reduction in the number of car parking spaces but this should not have a detrimental impact on safe and free flow of traffic.
- 11.15 One advantage of note of the redevelopment it is allows for the service yard and car parking areas to be separated. Once traffic enters the site it will go one way for the service yard and the other way for cars. The entrance to the building will be on the car park side of the site well away from the service yard which improves access for pedestrians as previously the pedestrians would have to walk through the service yard area to reach the previous entrance.
- 11.16 The Parish Council have asked for a redundant access further along the A65 to be used as the houses in this location are further away from the access than the

houses closest to the current location. There is a tarmacked path and this will be used for pedestrian and cycle traffic and if this was to be used it would have to be significantly widened to accommodate traffic. In highway terms it would not be a safe point of access to the site for vehicles due to the bend in the road and the trees that would obstruct visibility looking right from the access. In order to achieve visibility there would be significant tree loss, the road would also need to be widened and this would add significant cost but would also be likely to have a detrimental effect on trees and possibly the pond. On entering the site there would also be a bigger conflict between cars and HGV movements, the existing access is well established on a straight section of road and moving back to the redundant access point would not be in the best interests of road safety or the development.

- 11.17 The track is well landscaped with hedges and trees on either side which would be lost plus there is an existing large pond within this area which could also be affected. The land either side of this track rises sharply so there would have to be significant engineering works to move the access to this location. It has to be remembered that there was an existing factory on the site and this is the replacement. The insurance company is paying for a like for like replacement and would not pay for the access to be changed when there are no significant highway objections to the current location. For all these reasons the access will remain in its current position.

Representations

- 11.18 The comments submitted have been generally been discussed above, however the Parish Council comments need to be addressed.

- (1) The finish of the new buildings should be non-reflective and in muted colours to blend in with the surrounding rural environment. The roof in particular should be green . This is to protect the visual amenity of the area. *This is acceptable and is conditioned.*
- (2) There should be additional planting of mature trees along the boundary of the A65 at either side of the entrance this is in the interests of enhancing the visual amenity of the site and to reduce noise nuisance to neighbouring residential properties. Noise is being dealt with via conditions. *The applicant has been asked regarding the planting of additional landscaping and have replied that there was no intention to provide more landscaping on the site. There is a significant amount of existing landscaping surrounding the site and on visual amenity grounds the addition of further landscaping is not required. Officers do not disagree with this.*
- (3) Any additional signage should be in keeping with the surrounding area and no future changes without further permission. *This would require advertisement consent and can be dealt with at that stage.*
- (4) Consideration should be given to the provision of an additional exit from the site to the west of the pond. *This has been addressed above*
- (5) The location of the plant room should be reviewed and if it cannot be relocated further from residential properties then appropriate noise reduction measures are taken to ensure that any noise generated is inaudible from any noise sensitive location. This condition should also apply to other machinery such as the back up generator which will have a similar effect on residents. *The plant room cannot be moved as this would require significant redesign of the internal layout and*

operation. However, conditions can be attached to allow for attenuation measures to prevent noise disturbance to residents.

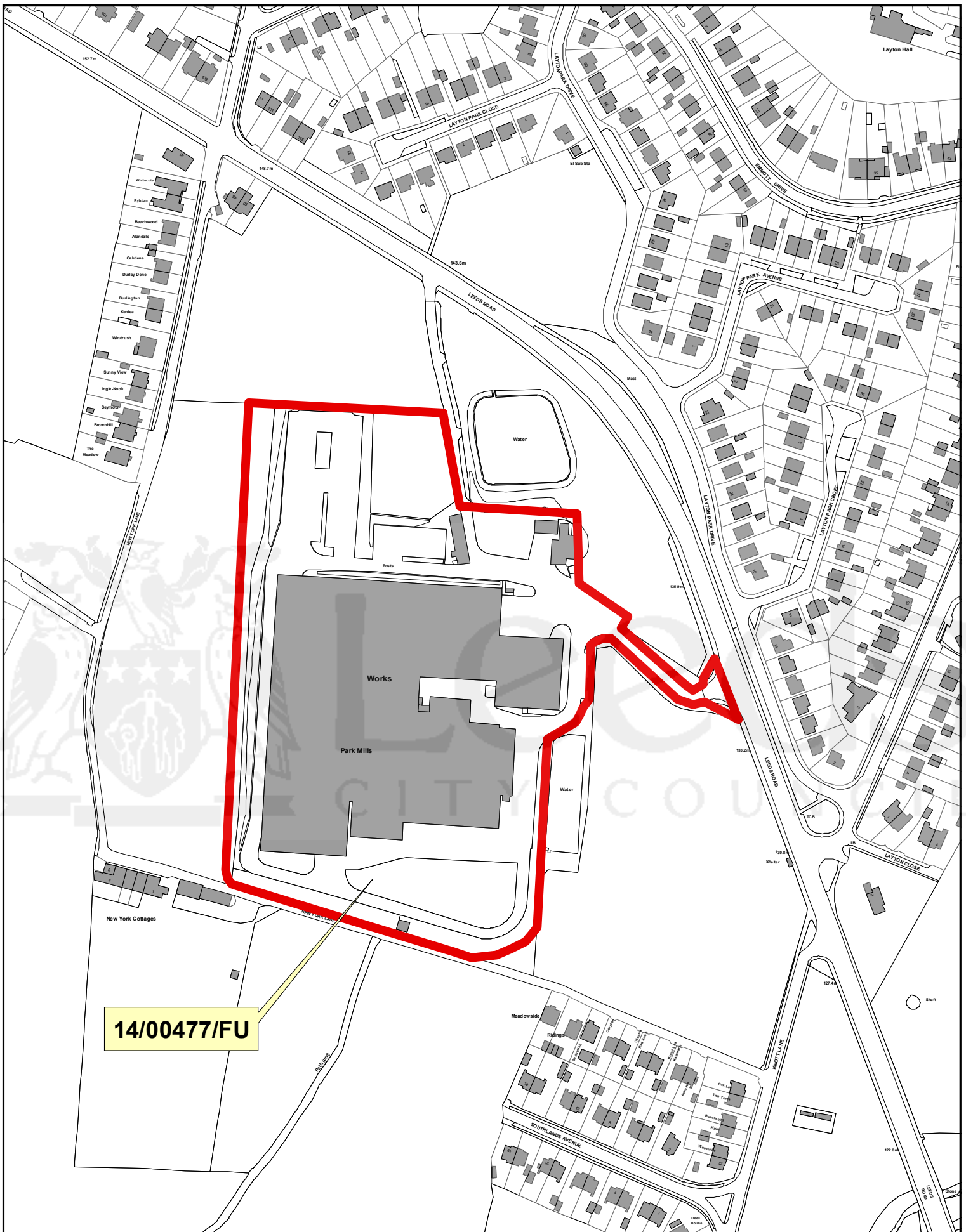
- (6) The hours of operations must not extend beyond the existing. *This can be conditioned*
- (7) Timings of construction activities to be limited to 8am-7pm Mon-Fri and 9am 7pm at weekends and bank holidays. *This can be conditioned*
- (8) External illuminations and signage to be turned off after 10pm especially in locations that create light pollution for residents. *This can be conditioned*
- (9) The site travel plan must address current issues with off site parking that affect residents of the Layton Park estate. *This can be conditioned.*

12.0 CONCLUSION

- 12.1 The application is for a new factory to replace an existing factory on the same site. The building is higher and is a smaller floorspace than the existing. There are also alterations to the position of the factory on the site. Whilst the factory is higher this is only by 2 metres and there are significant distances to the surrounding properties so this higher building is considered to have minimal effect.
- The new factory will provide planning benefits over the factory that exists at the current time. It allows noise attenuation measures, the car parking and service areas will be separated which will have benefits to the users of the site and the surrounding areas over the existing factory. The proposed building will be better quality and is an improvement in terms of design.
- This company is a major employer in the area employing a high number of local staff and the company has had to temporarily locate to another part of Leeds. The company wants to move back to this site as quickly as possible and there are significant economic benefits to the area.
- For all these reasons the application is supported and is considered to comply with policies in the Development Plan.

Background Papers:

Certificate of ownership: signed by applicant.
Planning application file.



SOUTH AND WEST PLANS PANEL

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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/2500

