
2017/0248

Applicant: Miss Miranda Steadman

Description: Proposed 7,225 sq m (gross external area) industrial unit at Plot A for general industrial (B2) and storage and distribution use (B8) with ancillary office (B1) (Reserved Matters pursuant to outline planning permission 2016/0713 - appearance, landscaping, layout and scale).

Site Address: Unit A Land at Capitol Park, Capitol Close, Dodworth, Barnsley

Site Location and Description

The site lies within the Sheffield City Region Enterprise Zone.

The land lies off Capitol Close immediately to the west of the existing Capitol Park developments, close to Dodworth and Junction 37 of the M1 motorway. Of roughly triangular shape, it is bounded to the east by Higham Lane, Capitol Close with a level access to the land, and the A628 Whinby Road. The site is comprised of scrubby grass with some ephemeral wet areas laying at a slightly higher elevation than Whinby Road.

In total the red line application site boundary covers around 5.61 hectares (13.88 acres) of which 5.11 hectares (12.65 acres) is net developable. This is the area of Capitol Park which has remained undeveloped following outline planning permission reference B/04/1998/DO dated 23 February 2005.

The first phase of the Capitol Park development, comprising a hotel and pub/restaurant built out in 2006, is located to the east at the Whinby Road roundabout. Later phases of Capitol Park, comprising a mix of office and incubator units, are located to the north and east beyond Capitol Close which is the principal estate road. Higham Road marks the western boundary of the site beyond which there is a densely vegetated area and Whinby Road is located immediately to the south.

Planning History

B/04/1998/DO – Outline employment development proposal comprising B1, B2 and B8 uses, Hotel, Park and Ride site and associated work. With Environmental Impact Statement. Approved 23 February 2005.

B/04/2272/DO - Phase 1 employment development site – Reserved Matters details. Erection of Class B1/B2 hi-tech units, spine road, landscaping and levelling. Approved 23 February 2005.

2005/2073 – Erection of industrial unit with office space (Reserved Matters). Approved 23 April 2006.

2006/0334 – Variation of condition 1 of planning consent B/04/1998/DO relating to expiry dates for the Reserved Matters application. Approved 5 April 2006.

2016/0713 - Outline planning application including means of access for general industrial (B2) use and storage and distribution (B8) use with ancillary office (B1) use. Approved 7 October 2016.

Proposed Development

The proposal is a 7,225 sq m (gross external area) industrial and warehousing unit at Plot A. The intended occupier proposes to use the building to take pallets for storage, full height, which will be stored and then taken out for delivery in full packs not individual items.

However, to preserve flexibility for other uses in the future permission is sought for general industrial (B2) and storage and distribution (B8) with ancillary office (B1) use.

The inside wall measurements of the building will be 79.3 metres x 84.7 metres. The height to eaves is 13m (12 metres to underside of haunch) and to the ridge it will be 15 metres high.

The unit will be of steel framed construction. Materials will principally comprise dark grey horizontal profile cladding with paler grey vertical clad panels. Office elevations to be of composite cladding with powder coated aluminium framed curtain walling and windows.

The proposal is expected to provide employment of 20 employees in the office unit and a further 35 employees in the warehouse;

The hours of operation will initially be as shown below, although going forward a 24hour operation would be required:

Office, 0900 to 1700, Monday to Friday; Warehouse, 0800 to 1600, Monday to Friday, and 0800 to 1400 on a Saturday

Traffic generated is proposed to be approximately 10 HGV movements per day, Monday to Friday, and approximately 3 HGV movements on a Saturday. The Transport Statement indicates this equates to 38 two movements in Peak Hours.

A car park with 72 parking spaces accessed off the main access road into the wider site at the front (north) of the unit including disabled parking. Due to the changes to the Illustrative Masterplan in respect of the first phase of the development resulting from the occupier's requirements for a single, larger unit, the secondary access that was agreed by the outline consent is no longer required and will not be pursued. Instead, all vehicular movement will be via one access to the north of the site.

A service yard is proposed to the rear (south) of the unit, accessed via the turning head of the main access road into the wider site. The service yard includes a 25 m turning circle and provides access to two no. proposed surface level doors and four no. proposed dock levelling doors.

Landscaping Proposals include wildflower meadow grassland, to enhance the biodiversity of the site, and a range of heavy standard and extra heavy standard trees, with a native hedgerow to the western side with additional tree and shrub planting. Existing perimeter landscaping to be retained. The perimeter of the building, car park and service yard will be protected by 2.4m high V guard security fencing in dark green with matching gates.

The application was accompanied with proposed measures to reduce CO2 emissions which were required to be submitted under condition 8 of the outline permission and have been separately discharged.

Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The development plan consists of the Core Strategy and the saved Unitary Development Plan policies. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Notes, which are other material considerations.

The Council has submitted our emerging Local Plan to the Secretary of State but we are at an early stage in the examination process. It establishes policies and proposals for the development and use of land up to the year 2033. The document is a material consideration and represents a further stage forward in the progression towards adoption of the Local Plan. As such increasing weight can be given to the policies contained within the document although, in accordance with paragraph 216 of the NPPF, the extent of this will depend on:

- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given) and;
- The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF (the closer the policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given).

Unitary Development Plan (UDP)

Employment Proposal DO3

Coal Authority Coal Mining Referral Area

Core Strategy (CS):

CSP 1 – Climate Change
CSP 2 - Sustainable Construction
CSP 5 – Including Renewable Energy in Developments
CSP 8 - Location of growth
CSP11 – Providing strategic employment locations
CSP12 – Distribution of new employment sites
CSP19 – Protecting Existing Employment Land
CSP26 – New Development and Highway Improvement
CSP29 – Design
CSP36 - Biodiversity and Geodiversity
CSP40 – Pollution Control and Protection

Unitary Development Plan (UDP) (Saved policies):

ED4 – Economic Development and Residential Amenity.

NPPF

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or

where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

In respect of this application, relevant policies include:

Para 9 Sustainable Development – positive improvements
Para 17 Core Planning Principles
Para 32 Transport Assessment
Para 58 Good design – considerations
Para 123 Noise
Para 124 Air Quality

SPDs/SPGs

Parking

Emerging Local Plan (Publication Draft 2016)

Identifies the site as part of Employment Policy Area UB8 and lies within the Sheffield City Region Enterprise Zone. Development on the greater site will be expected to retain the woodland planting on the sites northern embankment and the section of hedgerow and associated mature trees running adjacent to Higham Lane.

Consultations

Air Quality Officer – no further comments following condition attached to outline permission
Biodiversity officer – No objections have been received. In addition a condition has been imposed on the outline requiring mitigation and enhancements. A condition is proposed on this application to require the detail of that to be submitted for this phase of the development.
Coal Authority – no objections
Contaminated Land Officer – no comments received although a condition at the outline stage requires intrusive site investigation
Design – no comments received, there were no objections at outline stage
Drainage – No objection subject to conditions
Enterprising Barnsley – Enterprising Barnsley support the proposed development, which will secure investment, generate a business rate income and lead to potential increase in employment opportunities in the borough
Forestry Officer - no objections to what is proposed for this part of the site as trees to be retained are outside the red line boundary and will be unaffected by the development
Highways DC – No objections have been received.
Highways Agency – No objection subject to being kept informed of future reserved matters applications on the larger site, and subject to comments set out in response to the Transport Assessment and Travel Plan submitted as part of the outline application.
Pollution Control – No objections
PROW- no objections
Superfast Broadband – Guidance for developers provided
SYAS – no comments received
SY Police- The development would benefit from secured by design standards
SYPTTE – no comments received
SYMAS – No objections
Ward Councillors – no comments received
Yorkshire Water – no objection, request for conditions which were imposed at outline stage.

Representations

The application has been advertised by way of a press and site notices. In addition commercial and residential properties close by have been consulted in writing. No objections have been received.

Assessment

Principle of Development

Members will recall the granting of outline permission under reference 2016/0713 for general industrial (B2) use and storage and distribution (B8) use with ancillary office (B1) use including means of access for 5.61 ha of land remaining a Capitol Park. An indicative masterplan set out anticipated development in four units of varying sizes which could generate between 200 and 450 jobs in total set out in the following units:

Description	Use	Floor Area (Sq ft)	Floor Area (Sq m)	No. of Parking Spaces
Unit A	B2/B8	27,500	2,554	42
Unit B	B2/B8	30,000	2,787	63
Unit C	B2/B8	70,000	6,503	118
Unit D	B2/B8	50,000	4,655	74
TOTAL		177500	16,499	297

This application seeks to approve details of the remaining Reserved Matters (appearance, landscaping, layout and scale) for unit A. It is these matters that are the sole consideration for the application.

Accordingly there are no land uses planning policy considerations with this application.

Design, Scale and Layout

The proposed building is of a modern design and of high quality materials and appropriate for the proposed use. The indicative masterplan submitted for the outline application suggested 4 units of varying sizes could be accommodated on the whole site.

The proposal is a warehouse and office building 6716 square metres in size, which would include 713 sqm of ancillary office space, over 2 floors. This unit is similar to the expected size of the largest unit envisaged by the masterplan.

The layout of the site proposes car parking to the north of the unit, and service yard to the south of the unit with the eastern elevation of the unit would face the Whinby Road/Capitol Close roundabout. It is acknowledged that the site would be prominent when viewed from Whinby Road as a consequence of level differences. However, this layout of a square unit sitting centrally within a triangular site allows the elements of the site with lowest visual impact (ie parking and storage areas) to be closest to the highways, enabling the building to be set back from Whinby Road and Capitol Close, thereby reducing visual impact.

Overall it is considered the scale of the development, both in terms of size and height is appropriate to the local context.

With regard to parking arrangements the car parking layout and scale is considered appropriate and complies with the adopted SPD Parking.

Having full consideration to the design merits of the proposal and the layout of the scheme it is considered that the development would deliver a high quality building of modern design and layout appropriate for an employment use. The scale reflects that in the indicative masterplan and is considered acceptable.

It is therefore, considered that the proposal adheres to the objectives of CSP Policy 29 which stresses the importance of achieving high quality design.

Residential Amenity

The site lies a considerable distance from the nearest residential dwellings on Barnsley Road to the south, separated from them by Whinby Road and the Penistone railway line. The dwellings face away from the site and lie at a lower level. The site would be unlikely to be visible from the vast majority of the dwellings. The proposed offices would face to the north towards the site car park and other employment uses beyond Capitol Close on the establish Capitol Park site. Taking into account the existing traffic and existing employment and other uses in the area, I do not consider that the proposal would have any effect on residential amenity.

Highway Safety

Details of the access location were approved as part of the detail submitted with the outline application which included a detailed Transport Assessment. As such, it falls outside the scope of the Reserved Matters that are being considered under this application.

However, Members may recall that outline planning permission was granted for a phased development of the larger site in order to control the amount of traffic at peak hours and prevent additional congestion.

Condition 26 of the outline permission envisaged 2 phases; the first phase comprising three units of a maximum 11844 sqm in total, resulting in 64 and 63 two way trips at peak hours. This Phase of development would not require any mitigation to the local highway network prior to the occupation of any units.

The fourth unit would form phase 2 with a maximum size of 4655 sqm of development and no more than 24 and 25 two way trips during peak hours and would require a scheme of mitigation.

The proposed unit in this application is slightly larger than indicative unit C above, which was expected to be developed under phase 1 of the site. As such, it complies with the indicative quantum of development anticipated during the first phase, leaving 4619sqm for 2 further units in the first phase. The number of trips expected to be generated by the proposal are proposed to be a maximum of 38 two way movements as set out in the Transport Statement. This is considered acceptable as they fit well within the maximum allowed at peak hours for the first phase under conditions attached to the outline permission.

Overall the proposal is considered to comply with Core Strategy Policy CSP 26 and para 9 of the NPPF.

Conclusion

In summary, this application seeks approval for the details of the layout, scale, appearance and landscaping of the proposed 7,225 sq m (gross external area) industrial unit at Plot A for general industrial (B2) and storage and distribution use (B8) with ancillary offices (B1). The principle of allowing the site to be development for employment purposes, and the location of the means of access have already been established by the decision to grant outline planning permission on application 2016/0713.

The development would be set within part of the remaining Capitol Park employment area, and whilst the unit is large, it is of high quality modern design and materials and fits into the quantum of development anticipated in Phase 1. The proposal will result in approximately 55 jobs and the two way peak traffic levels anticipated as a result of the proposal is acceptable. Overall sustainable objectives can additionally be achieved through the building's design and ecological enhancement.

It is considered that there are no other material considerations to indicate that a decision should be made at variance to the above policies. There are no significant or demonstrable adverse impacts associated with the development and the application has successfully demonstrated that the Reserved Matters have been successfully addressed.

Therefore it is recommended to the Board that the application is granted Reserved Matters approval subject to the identified conditions.

Recommendation

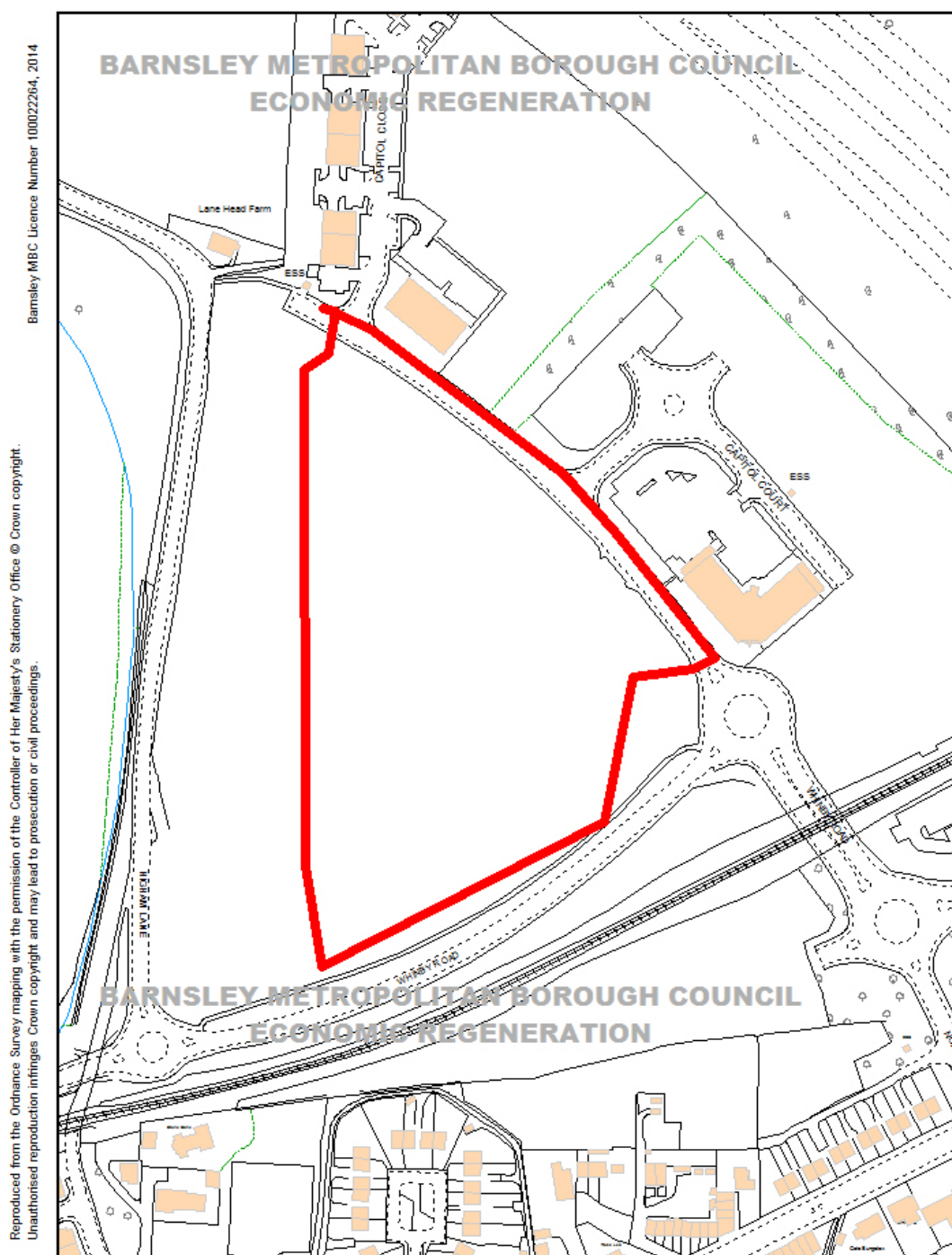
Grant Reserved Matters approval subject to conditions

- 1 The development, hereby permitted, shall be begun before the expiration of two years from the date of this reserved matters approval.
Reason: In order to comply with the provision of Section 92 of the Town and Country Planning Act 1990
- 2 The development hereby approved shall be carried out strictly in accordance with the plans and specifications as approved unless required by any other conditions in this permission:
The development hereby approved shall be carried out strictly in accordance with the plans and specifications as approved unless required by any other conditions in this permission as follows:
M3016-00-SK4 Location Plan
M3016-01-SK5 Site Layout
M3016-02-SK4 Floor Layout Plan
M3016-03-SK4 Elevations
M3016-05-SK4 Site Sections
M3016-07-SK4 Proposed Roof Plan
2450.2017-DSK1 Drainage Layout
SF2651 LL01 REV A Landscape Proposals
Phase 1 Transport Statement dated 15 February 2017 by Aecom
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.
- 3 The approved Capitol Park - Phase 1 Transport Statement dated 15 February 2017 by Aecom shall be fully implemented for the duration of the development.
Reason: In the interests of sustainable travel and in accordance with CSP 25.

- 4 No development shall take place until full details of the proposed external materials have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 29, Design.
- 5 The parking/manoeuvring facilities, indicated on the submitted plan, shall be surfaced in a solid bound material (ie not loose chippings) and made available for the manoeuvring and parking of motor vehicles prior to the development being brought into use, and shall be retained for that sole purpose at all times.
Reason: to ensure that satisfactory off street parking/manoeuvring are provided, in the interests of highway safety and the free and safe flow of traffic and in accordance with Core Strategy Policy CSP26, New Development and Highway Improvement.
- 6 Prior to the occupation of the development a detailed scheme of ecological mitigation and enhancement and maintenance shall be submitted for approval to the Local Planning Authority. The scheme shall broadly follow the measures set out in Section 5 of the ERAP Ecological Assessment and shall identify a timetable for implementation and maintenance for 5 years. The scheme shall be accompanied by a plan which clearly identifies what ecological features are proposed to be retained, mitigated and enhanced. Thereafter the development shall be carried out in accordance with the approved measures.
Reason: In the interests of biodiversity and in accordance with CSP 36.

PA reference :-

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Scale 1:2500