

GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	3 rd November 2020
Address/Location:	Land at Barnwood Link Road Gloucester
Application No:	20/00775/REM
Ward:	Barnwood
Expiry Date:	12.11.2020
Applicant:	Peveril Securities Ltd
Proposal:	Application for approval of reserved matters (for appearance, landscaping and layout) for the erection of a new Class B8 storage and distribution facility and associated parking (pursuant to outline planning permission ref. 18/00299/FUL).
Report by:	Caroline Townley
Appendices:	Site location and site layout plan Decision Notice for the outline planning permission ref. 18/0229/FUL.

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site occupies an area of approximately 5.13 hectares and is located adjacent to existing commercial leisure uses. The site is bounded to the east by the Barnwood Bypass, to the south by Corinium Avenue, to the west by the Unilever site and to the north by the railway line with residential properties beyond
- 1.2 The site is currently disused scrub land and part of Unilever's former and disused car park. It is crossed by a public footpath, water main and sewer. The wider site is currently occupied by a number of leisure uses including a ten-pin bowling alley, health and fitness club, public house and hotel. These leisure uses have a shared car parking area.
- 1.3 Outline planning permission for development for employment purposes to include a mix of Use Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) was granted in 2015 (ref. 14/01035/OUT). The application also included a car showroom. The indicative masterplan proposed a maximum floorspace of 27,917 square metres of development with the floorspace being accommodated in two units together with a separate building for the car showroom. Access to the site was proposed from the existing access from the Barnwood Bypass by way of a new all movement, traffic light controlled junction. This permission was subject to 34 conditions.
- 1.4 An application for a Minor Material Amendment to vary conditions on the outline planning permission to allow for the phased development of the site was subsequently granted on 6th June 2018 (ref. 18/00299/FUL).
- 1.5 Planning permission was granted on 19th October 2018 for the enabling development including the revised site access off the A417 Barnwood Link Road, with internal access roads and roundabout, along with revisions to an existing car park to facilitate the mixed use employment development (Use Classes B1, B2 and B8) and car show room granted outline

planning permission .

- 1.5 Approval of reserved matters was granted on 31st January 2019 for for appearance, landscaping and layout in relation to the first phase of development comprising the proposed improvements to the site access, internal roundabout and length of part of the internal road network (ref. 18/00969/REM). These works included the works granted under the above application. Applications were also submitted and approved to discharge the relevant conditions to enable the first phase of development and the works to upgrade the access are now complete and operational.
- 1.6 The current application seeks the approval of reserved matters (appearance, landscaping and layout), for the erection of a new Class B8 storage and distribution facility and associated parking.
- 1.7 The proposed building would provide 11,385 sq. m of floorspace comprising 9,025 sq. m for storage and distribution at ground floor level and 2,340 sq. m of associated offices at the mezzanine / first floor. The proposal also includes HGV docking bays and a multi-deck van overnight storage facility for delivery vans. Car parking is located on the site of the main building with surface level van parking also located on adjacent land. The reconfiguration of an existing car park will also provide an additional eight car parking spaces.
- 1.8 It is proposed to provide 183 car parking spaces for employees and visitors, of which 9 spaces are to be designated as disabled parking bays. In addition, there would be a total of 18 motorcycle parking bays. It is also proposed to provide 2 enclosed secure cycle shelters comprising a staff shelter with space for 20 bicycles and a visitor shelter with a 10 bicycle capacity.
- 1.9 HGV's would access the site from an access point from the south west which leads to the main HGV yard within which there are 10 dock spaces adjacent to the building together with a compactor and waste management platform. A dedicated van storage area would also be accessed from the south-west leading to a multi-storey van deck and a further surface level van storage area.
- 1.10 The site would also include prefabricated units to provide a guard unit at the vehicle gates and a van wash office adjacent to the surface van storage parking area.
- 1.11 The proposed warehouse building would measure 11.08m at eaves parapet level, 126m in length, 72m in width. The multi storey van deck would measure 143m in length and 51m in width at the surface level of the upper deck, an average upper deck level of 12.9m with the highest point of the structure measuring 16.7m.

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
13/01158/EIA	Screening Opinion request - Redevelopment of site for mixed use development including non-food retail, employment uses (B1 & B2) and A3.	Screening Opinion issued.	05.12.1013
14/01035/OUT	Mixed use employment development (Use Classes B1, B2, B8) and car showroom.	Outline permission granted.	22.09.2015

	Outline application means of access and scale not reserved.		
16/00800/CON DIT	Discharge of Condition 9 (Archaeological Investigation) on planning permission ref: 14/01035/OUT	Part discharged.	11.10.2016
16/01316/CON DIT	Discharge of condition 8 (Reptile Mitigation Strategy) for planning permission ref. 14/01035/OUT.	Discharged	15.11.2016
18/00299/FUL	Variation of conditions 1, 3, 4, 6, 9, 10, 11, 13, 14, 16, 17, 18, 19, 22, 27, 33 of planning permission reference 14/01035/OUT for mixed use employment development (Use Classes B1, B2, B8) and car showroom. Outline application means of access not reserved. Variation to conditions sought to allow for the phased development of the site.	Granted	06.06.2018
18/00968/CON DIT	Discharge of conditions 6 (noise mitigation), 8 (Slow Worm translocation), 9 (Archaeology), 10 (materials) ,11 (Contaminated land), 13 (Landscaping), 16 (Flood management), 22 (Lighting scheme), 27 (Access), 29 (relocation of lay-by), 31 (Cycle/footway diversion) and 33 (Fire hydrants) for Phase 1 of the development. Discharge of conditions 7 (Biodiversity Strategy), 12 (Drainage) and 15 (Tree protection) for the development site as a whole. (Application 18/00299/FUL)	Discharged	03.09.2019
18/00969/REM	Consent sought for appearance, landscaping and layout in relation to Phase 1 of the proposed development comprising amendments to the site access, roundabout and new access road.	Approved	31.01.2019
18/01094/CON DIT	Discharge of condition 17 (Construction Method Statement) on planning permission ref. 18/00299/FUL for Phase 1 of the development.	Discharged	16.01.2019
19/00722/CON DIT	Discharge of condition 12 (Surface Water Drainage) on planning permission ref. 18/00299/FUL.	Discharged	21.08.2019
20/00266/CON DIT	Discharge of Condition 9 (archaeology) on planning permission ref. 18/00299/FUL for Phase 2.	Part discharged	30.03.2020
20/00479/CON DIT	Discharge of Condition 9 (revised Written Scheme of Investigation) on planning permission 18/00299/FUL.	Discharged	07.07.2020
20/00776/CON DIT	Discharge of Condition 6 (Noise Management Plan) on planning permission ref. 18/00299/FUL.	Pending	
20/00777/CON DIT	Discharge of Condition 11 parts A and B (Remediation) on planning permission ref. 18/00299/FUL.	Discharged	07.10.2020
20/00778/CON	Discharge of Condition 17 (Construction	Discharged	07.10.2020

DIT	Method Statement) on planning permission ref. 18/00299/FUL.		
20/00779/CON DIT	Discharge of Condition 31 (Footpath diversion) on planning permission ref. 18/00299/FUL	Pending	
20/00780/CON DIT	Discharge of Conditions 7 -(Biodiversity) and 13 (Landscape) on planning permission ref. 18/00299/FUL.	Pending	
20/00781/CON DIT	Discharge of Conditions 10 (Materials), 33 (Fire Hydrants) and 34 (Sea Gull mitigation) on planning permission ref, 18/00299/FUL. Condition 34 - Details of access for inspection of roof and proposed inspection schedule	Pending	
20/00782/CON DIT	Discharge of Conditions 12 (Surface Water Drainage) and 16 (Flood Management Plan) on planning permission ref. 18/00299/FUL.	Pending	

3.0 RELEVANT PLANNING HISTORY

3.1 The following planning guidance and policies are relevant to the consideration of this application:

3.2 National guidance

National Planning Policy Framework (NPPF) and Planning Practice Guidance

3.3 Development Plan

Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted 11 December 2017)

Relevant policies from the JCS (Main Modifications) include:

SD3 – Sustainable design and construction

SD4 – Design requirements

SD6 – Landscape

SD8 – Historic Environment

SD9 – Biodiversity and geodiversity

SD14 – Health and environmental quality

INF1 –Transport network

INF2 – Flood risk management

INF3 – Green Infrastructure

INF4 – Social and community Infrastructure

INF6–Infrastructure delivery

3.4 City of Gloucester Local Plan (Adopted 14 September 1983)

The statutory Development Plan for Gloucester includes the partially saved 1983 City of Gloucester Local Plan. Paragraph 215 of the NPPF states that '*... due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.*' The majority of the policies in the 1983 Local Plan are out-of-date and superseded by later planning policy including the NPPF and the Joint Core Strategy. None of the saved policies are relevant to the consideration of this application.

3.5 **Emerging Development Plan**

Gloucester City Plan

The Gloucester City Plan (“City Plan”) will deliver the JCS at the local level and provide policies addressing local issues and opportunities in the City. The Pre-Submission version of the Gloucester City Plan (City Plan) was approved for publication and submission at the Council meeting held on 26 September 2019. On the basis of the stage of preparation that the plan has reached, and the consistency of its policies with the NPPF, the emerging policies of the plan can be afforded limited- moderate weight in accordance with paragraph 48 of the NPPF, subject to the extent to which there are unresolved objections to each individual policy (the less significant the unresolved objections, the greater the weight that may be given).

Relevant policies include:

A1 – Effective and efficient use of land and buildings

B3 – New employment development and intensification and improvements to existing employment land

C1 – Active design and accessibility

C5 – Air quality

C7 – Fall prevention from taller buildings

D1 – Historic environment

D3 – Recording and advancing understanding of heritage assets

E2 – Biodiversity and geodiversity

E4 – Trees, woodlands and hedgerows

E5 – Green infrastructure: Building with nature

E6 – Flooding, sustainable drainage, and wastewater

F1 – Materials and finishes

F2 – Landscape and planting

F3 – Community safety

F4 – Gulls

G1 – Sustainable transport

G2 – Charging infrastructure for electric vehicles

G3 – Cycling

G4 – Walking

3.6 **Other Planning Policy Documents**

Gloucester Local Plan, Second Stage Deposit 2002

Regard is also had to the 2002 Revised Deposit Draft Local Plan. This has been subjected to two comprehensive periods of public and stakeholder consultation and adopted by the Council for development control purposes. The following “day-to-day” development management policies, which are not of a strategic nature and broadly accord with the policies

contained in the NPPF, should be given some weight:

E.4 – Protecting Employment Land

- 3.7 All policies can be viewed at the relevant website address:- national policies:
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
Gloucester City policies:
<http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy/Pages/current-planning-policy.aspx>

4.0 **CONSULTATIONS**

4.1 **Highway Authority**

There is a proposed crossing over the road from the roundabout to the site. The drawings indicatively show a crossing facility but do not provide sufficient detail. It is considered that a suitable crossing can be provided at this location in accordance with national guidance but given the absence of the design it is necessary for a pre commencement condition to be introduced requiring the details to be agreed. It is suggested that a crossing is provided perpendicular to the kerblines and of sufficient width to allow a cycle to manoeuvre given the approach position on the cycle lane.

The number of parking spaces including disabled spaces, motorcycle parking spaces and cycle parking spaces is acceptable.

Electric vehicle parking is illustrated on the submitted plans is acceptable.

The swept path tracking plans illustrate sufficient turning space in and out of the site for vehicles.

The Highway Authority has undertaken a robust assessment of the planning application. Based on the analysis of the additional information and amended plans submitted the Highway Authority concludes that there would not be an unacceptable impact on Highway Safety or a severe impact on congestion. There are no justifiable grounds on which an objection could be maintained, and no highway objection is raised subject to the inclusion of conditions.

4.2 **Highways England**

No objection.

4.3

Landscape Adviser

Original Plan

The proposed planting plan has a narrower strip of planting along the brook than the approved master plan. This plan also has less tree and shrub planting than shown on the approved master plan. Notably there are no trees within the large expanse of parking. The area was previously a biodiverse green area and significant mitigation is required, the development needs to be offset from the brook and a wider area of planting provided. Much of the planting areas are proposed to be sown with wildflowers seeds. Wildflower meadows are now sadly a rare habitat and it is a good to try to establish new ones, however at this scale it is considered that replacing some of the proposed wildflower planting with trees and shrubs will be more beneficial both with regards to landscape amenity and wildlife habitat. Trees and shrubs should be planted along the eastern boundary.

In order for the proposed development to mitigate for the removed planting and wildlife habitat and be in accordance with the current landscape policies the layout needs to be amended to include:

- Tree planting within the car parking area.
- Tree and shrub planting along the eastern boundary.
- A strip of landscaped area along the southern boundary beside the brook.

Amended plan

An amended plan has been provided indicating an additional 30 trees. These trees should be a variety of native or native cultivars, and some should be larger species.

There are still no trees shown within the large parking areas on the basis that there is a need to maximise the number of parking spaces and due to underground services. This is disappointing as when the original outline application was approved amendments had been made to satisfy the comments from the biodiversity and landscape officers, and the boundary planting and car parking areas showed approximately 120 trees. This reduction in both space for landscaping and reduction in number of trees gives the impression that the applicant considers the requirements to mitigate for biodiversity loss, despite this having been a biodiverse greenfield site, to be a low priority. There is a system that allows the provision of both EV charging points and the planting of trees through the use of a multi-functioning tree pit. It is recommended that a plan should be submitted prior to the determination of the application to incorporate a system that will facilitate tree planting within the parking areas and its use should be included as part of a landscaping condition.

A further revision to the landscaping plan is proposed to address some of the outstanding concerns. Details of the amended plans and the Landscape Advisors response will be reported as late material.

4.4

Arboriculturist

The car parking areas would benefit from additional tree planting. The formal tree planting areas are made up of fairly uninteresting species and recommend some species that would have more of an impact in the vicinity. Recommend that additional tree planting is included in the thin strip of land to the east and within the car parking areas.

4.5

Ecology Adviser

Generally, the information submitted is sufficient subject to the inclusion of the positions of the bat boxes, bird boxes and insect boxes indicated on a plan.

4.6 **Environmental Health Officer Adviser**

The submitted noise report is an acoustic appraisal of how the development will impact on the existing noise climate and in particular on the hotel and nearby residents. The report is a far more robust approach to that required by condition 6 on the outline planning permission. The report details how certain activities (with assumptions) will impact the noise climate, for example HGV movements and also quantifies the impact. No objection is raised but it is recommended that the operator complies with the recommendations set out in Section 9 of the Noise report to further mitigate any impact.

4.7 **City Archaeologist**

No comments as the archaeological issues are dealt with by way of condition 9.

4.8 **Urban Design Adviser**

No objection but supports the recommendations of the Landscape Adviser that further planting and landscape mitigation should be provided.

5.0 **PUBLICITY AND REPRESENTATIONS**

5.1 Neighbouring properties were notified, and press and site notices were published.

5.2 No letters of objection have been received.

5.3 The full content of all correspondence on this application can be viewed on:
<http://www.gloucester.gov.uk/resident/planning-and-building-control/Pages/public-access.aspx>

6.0 **OFFICER OPINION**

6.1 ***Legislative background***

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Local Planning Authority to determine planning applications in accordance with the Development Plan, unless material considerations indicate otherwise.

6.2 Section 70(2) of the Town and Country Planning Act 1990 (as amended) states that in dealing with a planning application, the Local Planning Authority should have regard to the following:

- a) the provisions of the development plan, so far as material to the application;
- b) any local finance considerations, so far as material to the application; and
- c) any other material considerations.

6.3 The development plan consists of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) and the partially saved 1983 City of Gloucester Local Plan. However, as outlined earlier, the 1983 Local Plan is considered to be out-of-date.

6.4 It is considered that the main issues with regards to this application are as follows:

Appearance, Layout and Scale

6.5 The NPPF emphasises the importance of high quality and inclusive design for all development. JCS Policy SD3 requires all developments to demonstrate how they contribute to the principles of sustainability, Policy SD4 sets out requirements for high quality design while Policy SD6 requires development to protect or enhance landscape character.

6.6 The application site is located in a predominantly commercial area with the existing leisure uses to the east and south and the Unilever site immediately to the west.

- 6.7 The proposal is for a single warehouse building with integral offices to be sited adjacent to the Unilever site. The facility will operate as a parcel delivery depot with inbound deliveries by HGV and outbound deliveries undertaken by smaller vans. The proposed service yard would be located to the north of the building adjacent to the railway line and includes the provision of 10 HGV loading docks. A multi-storey van storage facility would be located along the eastern side of the building with surface level car and van parking also provided within the site.
- 6.8 Vehicular access to the site would be from the existing access road. The main site entrance would be to the south west of the warehouse building and provide two-way traffic along the western side of the boundary to the service yard. This route would be used by the HGV delivery vehicles. A secondary site entrance would be provided to the south east of the building providing access to the staff car park and for the local delivery vans.
- 6.9 The proposed development relates to the outline planning permission originally granted in 2015 and amended in 2018, which included the provision for a large B8 building. The proposed building would be set back as far as possible from the hotel and leisure buildings so that it relates to the adjoining Unilever site to the west. The existing buildings on the Unilever site have ridge heights of between 14 and 29.8 metres. The adjacent Premier Inn has a more domestic appearance with a ridge height of 12.5 metres. The proposed building would have a ridge height of 14.7 metres with an eaves parapet level of 11.08 metres. The parapet will hide the roof behind. The proposed multi decked van store has an eaves height of 11.08 metres and is 16.7 metres to the highest part of the structure.
- 6.10 The outline application reserved all matters with the exception of the means of access and the scale of development. An illustrative masterplan accompanied the outline planning application to establish the parameters for the scale of development and confirm that the amount of development applied for could be satisfactorily accommodated within the site.
- 6.11 The illustrative masterplan indicated a potential building for a car showroom and an office unit on what is now proposed as car parking together with a large building with a floorspace of 11,973 sq. m for potential B1, B2 or B8 use on the same part of the site as that of the current application. The anticipated ridge height of this building was indicated to be approximately 11 metres with a separate office building being some 3 storeys high and approximately 13 metres to the ridge. It was recognised that the layout and mix of uses within the building may not be delivered in the form shown. Its purpose was to establish the main principles and overall scale of development that would allow reserved matters applications to be submitted and it was accepted that these may take a different layout and forms of buildings to those shown.
- 6.12 The building materials comprise of a composite facing cladding. The originally submitted plans proposed the use of varying shades of grey composite cladding panels with very little detailing. Revised plans have now been submitted to help address Officers concerns about the design and materials, proposing enhanced cladding to the southern elevation of the building and to the corners of the eastern and western elevations. The revised materials include a fine micro rib cladding to the office (southern elevation) with cladding of a broader texture on the other elevations, in varying shades of mushroom and grey. The southern elevation also includes a grey 'crown' feature incorporating the plant room louvres.

- 6.13 The proposed multi deck van storage area would be constructed from an open steel frame with infill concrete structures at each deck level. Steelwork would be of a galvanized finish. The amended plans also now include cladding to the decked van storage area to incorporate 100 x 400 mm box section 'fins' that would be articulated between 90 and 45 degrees. These fins would be powder coated in the 'mushroom' colour to match the cladding on the main building. It is proposed that the fins would be angled and located to minimise the visibility of headlights and create a vertical or wave type pattern concentrated on the southern and eastern elevations. The staircase steelwork would be enclosed in blockwork with a rendered finish also in a mushroom finish to match the main building.
- 6.14 The proposed scale of the building is within the thresholds for both the Class B1 and B8 buildings floorspace permitted under the outline planning permission of 20,538 sq. m and 11,973 sq. m respectively as set out in condition 25.
- 6.15 Overall, given the context of the building within and adjacent to an existing commercial area, it is not considered that the proposed development would be out of keeping with the design and scale of the surrounding buildings and would not result in unacceptable harm to the character of the area. The building is well separated and screened from the closest residential properties to the north. For these reasons the proposal is considered acceptable. No objection has been received from the Urban Design Adviser.
- 6.16 Policy C7 of the City Plan requires mitigation measures to be provided in buildings or structures above 12 metres in height to help prevent falls. The explanatory text to the policy states: "*The statement should outline what public access there will be to any roof, open element, or structure above 12 metres and what measures will be integrated into the design of the building to reduce the opportunities for suicide and falls. This could be as simple as ensuring that there is no public access to roof top spaces or designing out open sides above 12 metres on a car park for example. Where public access to an open roof top or element is possible, over 12 metres, suitable well-designed suicide prevention measures will be required to be incorporated into the design of the building. These will be subtle and cohesive to the architectural design.*" In this instance the end user is committed to provide 24 hour on-site security to specifically prevent unauthorised public access coming onto the site. These will be manned security supported by CCTV cameras. It is considered that these measures satisfactorily address Policy C7.

Landscaping

- 6.17 The NPPF emphasises the importance of high quality and inclusive design for all development. Landscaping is considered to be integral to good design and Policy SD6 requires development to protect or enhance landscape character.
- 6.18 The illustrative masterplan submitted as part of the outline planning application was amended in line with comments from the City Council's Ecologist, Landscape Officer and Drainage Engineer to incorporate a wider band of planting along the eastern boundary adjacent to the Brook. The plan also indicated significant tree planting within the car parking area.
- 6.19 The submitted landscaping plan has a narrower strip of planting along the brook with less tree and shrub planting than indicated on the illustrative masterplan. There are also no trees proposed within the large expanse of car parking.

- 6.20 The area was previously a biodiverse green area and significant mitigation is required in the form of a comprehensive landscaping scheme. A revised landscaping scheme is being prepared to address some of the concerns expressed by the Landscape Adviser and Arboriculturist. The agent has, however, indicated that there are technical difficulties in providing tree planting within the car parking areas due to easements associated with the sewer and high pressure water main that cross the site, the electric vehicle charging infrastructure and underground storm water attenuation chambers. It has also been indicated that the end user requires a specific level of car parking and van storage to support the development. It is understood that as a gesture of good will the end user is prepared to lose a small number of car parking spaces to allow some limited tree planting within the main car park.
- 6.21 Reducing emissions and mitigating climate change should be given the highest priority in order to prevent catastrophic climate change and mitigate for the unavoidable changes already happening. The installation of EV charging points is a positive action with this regard. However, trees also help to reduce climate change by mopping up carbon both above ground and by sequestering it into the soil. Trees also help mitigate for the effects of climate change. Gloucester will experience wetter winters, with extreme storm events and hotter drier summers. Tree planting with in the car park would help to build resilience to extreme weather events by buffering winds, reducing flood risk by improving infiltration and by providing shading. Without tree planting the expansive parking areas will be uncomfortably hot during extreme heat waves which are predicted to become much more frequent. The inclusion of additional tree planting is also considered integral in improving the overall design quality of the site.
- 6.22 While the response in relation to tree planting within the car parks area is disappointing, the preparation of an amended landscaping scheme to maximise the amount of tree planting to the boundaries and provide some limited tree planting within the main car park is welcomed.

Traffic and transport

- 6.23 The NPPF requires that development proposals provide for safe and suitable access for all and that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Policy INF1 of the JCS requires safe and accessible connections to the transport network
- 6.24 As the proposed floorspace is within the quantum of development already assessed and granted outline planning permission there is no additional floorspace to consider in terms of impact on the highway.
- 6.25 A shared footway/cycleway currently crosses the site linking the development site to Liddington Road to the north, via an underpass and also the west of the site connecting to Barnett Way to the south via a shared use footbridge over Corinium Avenue. Condition 31 on the outline planning permission requires details of the diversion, (including any temporary works required to maintain safe use), of the existing footway/cycleway prior to the commencement of development. The approved works are required to be implemented prior to the occupation of the development. The Secretary of State has now approved the stopping up and diversion of this footpath and the details have also been submitted to address condition 31.
- 6.26 The Highway Authority requested clarifications and amendments to the originally submitted plans and these have now been addressed to the satisfaction of the Highway Authority. No highway objection is raised subject to the inclusion of conditions.

Residential amenity

- 6.27 Paragraph 17 of the NPPF provides that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. This is reflected in Policy SD14 of the JCS which requires that new development must cause no harm to local amenity including the amenity of neighbouring occupants.
- 6.28 It is intended that the facility would operate on a 24-hour basis with HGV deliveries occurring between 22:00 and 05:00 hours with van delivery operations leaving the site between 06:00 and 21:00 hours.
- 6.29 The closest noise sensitive properties are the residential houses located to the north of the site, beyond the railway and the Premier Inn to the east of the site. At its closest point the distance between the site boundary and rear garden boundary of the closest residential properties on Liddington Road is approximately 42 metres, with a distance of some 220m from the nearest dwelling to the northern façade of the proposed warehouse building. The railway line bounding the development is approximately 3 metres above ground level. A condition was included on the outline planning permission requiring the submission of a noise management plan to include any noise mitigation measures necessary to protect the amenity of the occupiers of the residential properties to the north of the site together with the adjacent hotel.
- 6.30 The submitted noise report is an acoustic appraisal of how the development will impact on the existing noise climate and in particular on the hotel and nearby residents. The Environmental Health Advisor has indicated that this report is a far more robust approach to than what was required by condition 6 on the outline planning permission. The report assesses the potential noise generation by the proposed new facility to determine any adverse impacts on neighbouring noise sensitive properties.
- 6.31 The surveys undertaken found that the existing noise climate across the site and at the nearest dwellings and hotel is currently primarily determined by traffic flows on the A417 with some intermittent rail noise to the north and the Unilever site to the west. There will also be additional noise at times from activities at the other commercial premises.
- 6.32 The assessment concludes that the operation of the proposed facility will not have any significant adverse impact upon the occupants of the houses to the north or the Premier Inn to the east and therefore no specific control measures are required. The report does, however, state that it would be beneficial to adopt good practice measures to minimise any extraneous noise emissions from the site. The measures recommended include:
- Placement of prominent signs at key locations instructing visiting personnel of the need to minimise noise emissions;
 - Instruction to all drivers to turn off the engines of stationary vehicles;
 - Instruction to drivers to use vehicle horns only in cases of emergency;
 - Instruction to drivers to switch off vehicle radios when on site; and
 - Minimise the number of external storage areas or waste skips and restrict the disposal times to daytime only.
- 6.33 No objection is raised by the Environmental Health Adviser subject to a condition to ensure that the operator complies with the recommendations set out in Section 9 of the Noise report to further mitigate any impact.

Ecology

- 6.34 Policy SD9 of the JCS provides that the biodiversity and geological resource of the JCS will be protected and enhanced.
- 6.35 In accordance with the requirements of Condition 7 of the outline planning permission a Biodiversity Management Plan has been submitted in support of the current application.
- 6.36 The site currently comprises an area of rough grassland with scattered and dense scrub, hard surfacing, amenity grassland and amenity planting. The Horsbere Brook runs along the north-east corner of the site. It is proposed to retain and enhance the Horsbere Brook and attenuation pond with newly created habitats proposed to benefit and enhance the overall ecology on the site to include new shrub and tree planting, flowering lawn and wildflower grassland together with additional faunal specific enhancements for bats, birds, reptiles and invertebrates.
- 6.37 The Ecological Advisor has confirmed that the recommendations of the Biodiversity Management Plan are acceptable subject to a plan being provided indicating the positions of the ecological enhancements. These details are to be included on the amended landscaping plans.

Economic considerations

- 6.38 The construction phase would support employment opportunities and therefore the proposal would have an economic benefit. No information has been provided by the end user on the definitive number of people that are likely to be employed on the site. However, based on general employer density guides the agent for the application has calculated that approximately 200 jobs would be a reasonable estimate.
- 6.39 In the context of the NPPF advice that 'significant weight should be placed on the need to support economic growth through the planning system', this adds some weight to the case for granting permission.

Overall Balancing Exercise and Conclusion

- 6.40 Section 38(6) of the Town and Country Planning Act 1990 provides that, if regard is to be had to the development plan, the determination must be made in accordance with the development plan unless other material circumstances indicate otherwise. Section 70(2) of the Act provides that the local planning authority shall have regard to the provisions of the development plan, so far as material to the application.

The application has been considered in the context of the policies and guidance referred to above.

Benefits

- 6.41 The proposed development would bring about the development of a vacant employment site with significant economic benefits and employment opportunities both during and post construction.

Harms

6.41 The application site is currently undeveloped and provides a biodiverse green area. Ideally there would be a greater amount of planting within the site to help mitigate the loss of this biodiversity. As submitted the proposed landscaping scheme is unacceptable to the Landscape Advisor and Arboriculturist on the basis that there is insufficient tree planting proposed. A revised landscaping scheme is being prepared to address some of these concerns with additional tree planting to be proposed to the periphery of the site with the potential for some tree planting within the car park. It is, however, understood that any planting within the car parks will be limited due to the site specific constraints outlined in paragraph 6.22.

Neutral Impacts

6.42 The proposal will mitigate the impact and provide some enhancement to the ecology on the site. Evidence submitted in the Noise Management Plan indicates that development will not have any significant adverse impact upon the occupants of neighbouring properties.

6.43 **Conclusion**

This application has been considered in the context of the policies and guidance referred to above. The proposal is generally consistent with the outline planning permission and with those policies and guidance in terms of design, materials, highway safety implications, impact upon the amenity of any neighbours and the local area. There is, however, an outstanding objection from the Landscape Advisor in relation to the lack of tree planting within the car parking areas. While this is regrettable and the inclusion of the additional tree planting would improve the overall quality of the scheme in terms of both sustainability and visual impact, the applicants have sought to work with Officers to further improve the overall landscaping scheme. In light of the above assessment and in particular the substantial investment and employment opportunities to be generated by the development, on balance, and subject to the receipt of a satisfactory landscaping scheme, the proposal is considered acceptable and accordingly it is recommended that reserved matters approval is granted.

7.0 **RECOMMENDATION OF THE CITY GROWTH AND DELIVERY MANAGER**

7.1 That subject to the submission of an acceptable amended landscaping scheme, reserved matters approval is GRANTED subject to the following conditions;

Condition 1

The development hereby permitted shall be carried out in accordance with the application form, the and drawing numbers:

- Site Plan – Drawing No. 000-PEV-XX-ZZ-DR-A-1250 Rev. P21
- Proposed Elevations – Drawing No. 000-PEV-02-ZZ-DR-A-9000 Rev. P09
- General Arrangement Plan – Drawing No. 000-PEV-02-DR-A-1201 Rev P04
- Proposed Sections Vehicle Storage – Drawing No. 0000-PEV-01-ZZ-DR-A-4101 Rev P05
- Proposed Elevations Vehicle Storage – Drawing No. 0000-PEV-10-ZZ-DR-A-9001 Rev P05
- Typical Layout Vehicle Storage – Drawing No. 0000-PEV-01-01-DR-A-1205 Rev P05
- Ground Floor Plan – Drawing No. 000-PEV-02-00-DR-A-1200 Rev P06
- First Floor Plan – Drawing No. 000-PEV-02-01-DR-A-1201 Rev P03
- Roof Plan – Drawing No. 0000-PEV-02-DR-A-5300 Rev P04
- Typical Cross Sections – Drawing No. 000-PEV-02-ZZ-DR-A-4100 Rev P05
- Swept Path Analysis 7.5 Tonne Rigid Vehicle – Drawing No. CWA-19-286-701 Rev P2
- Swept Path Analysis Articulated Vehicle – Drawing No. CWA-19-286-700 Rev P2

Except where these may be modified by any other conditions attached to this permission.

Reason

To ensure that the development is carried out in accordance with the approved plans.

Condition 2

The recommendations identified in Section 9 of the Noise Impact Assessment Revision 2-01 June 2020, prepared by Hoare Lea (Project number 10/12218, Document reference: Barnwood Gloucester – REP-1-12218-05-AM-20200526-Noise Impact Assessment-Rev2.docx) shall be implemented in full prior to the first use of the site and thereafter maintained for the lifetime of the development.

Reason

In the interest of the amenity of the occupiers of neighbouring properties.

Condition 3

Notwithstanding the submitted plans the development shall not commence until details of pedestrian and cycle crossing over the northern road has been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to the first use of the development hereby permitted.

Reason

To promote active travel and ensure a safe and suitable crossing is provided.

Condition 4

The development hereby approved shall not be brought into use until a minimum of 5% (10) staff/visitor car park electric vehicle charging spaces have been provided with electric charging points in locations in accordance with drawing number 000-PEV-XX-ZZ-DR-A-1252 – Rev P10 and power points shall be kept available and maintained for the use of electric vehicles as approved.

Reason

To encourage sustainable travel and healthy communities.

Condition 5

No building or use hereby permitted shall be occupied or use commenced until the vehicle parking area (and turning space) shown on the approved plans Highways Clarifications Site Plan 000-PEV-XX-ZZ-DR-A-1258 Rev P01 has been completed and thereafter the area shall be kept free of obstruction and available for the parking of vehicles associated with the development.

Reason

To ensure that there are adequate parking facilities to serve the development constructed to an acceptable standard.

Condition 6

The development hereby permitted shall not be occupied until the cycle storage facilities including showers and changing facilities have been made available for use in accordance with the submitted plan Highways Clarifications Site Plan 000-PEV-XX-ZZ-DR-A-1258 Rev P01 and those facilities shall be maintained for the duration of the development.

Reason

To ensure the provision and availability of adequate cycle parking.

Person to Contact: Caroline Townley (396780)

Planning Application: | 20/00775/REM

Address: | Land at Barnwood Link Road
Gloucester

Committee Date: |

