
Report of the Head of Strategic Investment

STRATEGIC PLANNING COMMITTEE

Date: 08-Feb-2018

Subject: Planning Application 2017/94080 Erection of precast concrete production unit, demolition of existing casting shed and ancillary buildings, associated site works to modify external storage areas and installation of gantry cranes C R Longley And Co Ltd, Ravensthorpe Road, Thornhill Lees, Dewsbury, WF12 9EF

APPLICANT

Michael Longley, Longley
Concrete Ltd

DATE VALID

28-Nov-2017

TARGET DATE

27-Feb-2018

EXTENSION EXPIRY DATE

Please click the following link for guidance notes on public speaking at planning committees, including how to pre-register your intention to speak.

<http://www.kirklees.gov.uk/beta/planning-applications/pdf/public-speaking-committee.pdf>

LOCATION PLAN



Map not to scale – for identification purposes only

Electoral Wards Affected: Dewsbury South Yes

Ward Members consulted

RECOMMENDATION:

DELEGATE approval of the application and the issuing of the decision notice to the Head of Strategic Investment in order to complete the list of conditions including those contained within this report and to resolve the following matters:

- The assessment of flood risk and the proposed drainage strategy
- The impact of HGV movements upon Air Quality Management Areas (AQMA's) in Scout Hill and Dewsbury
- Hours of operation for deliveries and dispatches to and from the site
- The provision of landscaping within the site

In the circumstances where the matters have not been satisfactorily resolved within 3 months of the date of the Committee's resolution then the Head of Strategic Investment shall consider whether permission should be refused on the grounds that the proposals are unacceptable; if so, the Head of Strategic Investment is authorised to determine the application and impose appropriate reasons for refusal under Delegated Powers.

1.0 INTRODUCTION:

- 1.1 The application seeks full planning permission for the development of a new precast concrete production unit, associated site works to modify external storage areas and the installation of gantry cranes.
- 1.2 The applicant is Longley Concrete Ltd., a privately owned family run business which operates three sites across the UK at Dewsbury, London and in Northern Ireland. The company produces a range of concrete products including beam and block floors systems, lift shafts, staircases and stadia components.

2.0 SITE AND SURROUNDINGS:

- 2.1 The site occupies approx. 3.3Ha of land bounded to the north by the Huddersfield to Wakefield railway line, to the east by Lees Hall Farm and agricultural grazing land (Council owned), to the south by Ravensthorpe Road and to the west by existing industrial development.
- 2.2 The site is accessed from Ravensthorpe Road and then steps down towards the railway line with the lowest part of the site being approx. 8m below the road level. The main car parking provision is immediately off the Ravensthorpe Road entrance.

- 2.3 Existing office buildings lead directly off the car park. These are single storey buildings with a lower ground floor to the north taking advantage of the change in levels. To the north of the offices is an existing workshop building.
- 2.4 The majority of the site is given over to concrete hardstanding areas which accommodate the storage of finished products awaiting dispatch. On the lowest section of the site is the existing main casting shed. There are three further semi-permanent casting shed structures within the site.
- 2.5 At the transition between the main yard and the lower yard towards the northern boundary is the batching and mixing plant. This is a tower structure clad in composite sheeting and extending to 23m high. It has external metal access stairs and 3No associated bulk storage silos. To the south of the batching plant is a maintenance building. There are various containers and prefabricated buildings interspersed between the main buildings across the site which provide ancillary storage and welfare accommodation. Generally the existing buildings are typical of the type of commercial manufacturing structures to be found on operations of this nature and scale.
- 2.6 Within the site to the western boundary is an existing concrete waste tip.

3.0 PROPOSAL:

- 3.1 The proposal is for a new purpose built casting shed to replace the existing casting sheds and facilitate the installation of new modern concrete casting machinery and the rationalisation of operations within the site.
- 3.2 The new structure will be located within the main yard area, at the lowest part of the site, running east west roughly parallel to the northern boundary and to the railway line. It will provide an internal clear space (nominally 26m x 156.5m x 12.4m high) within which to operate a fully mechanised casting process, producing a range of beam and plank products.
- 3.3 It is proposed to install gantry cranes within the main yard to handle the heavier plank product. These will be approx. 8m high.
- 3.4 The application also proposes a one-way traffic system within the site which will improve the flow of materials and offer benefits in terms of operational control of vehicle movements.

4.0 RELEVANT PLANNING HISTORY (including enforcement history):

2017/90871 - Excavation and Removal of Concrete Waste Tip

2014/93635 - Erection of Two Storey Rear Extension to Existing Offices

2012/90746 - Installation of Pre-fabricated Portacabin

2005/92785 - Change from Waste Tip to Hardstanding

2004/91354 - Installation of New Batching and Mixing Plant

2001/91896 - Erection of Extension to Casting Shed

5.0 HISTORY OF NEGOTIATIONS (including revisions to the scheme):

- 5.1 Negotiations have taken place with the applicant to secure the provision of landscaping within the site and hours of operation for deliveries and dispatches.
- 5.2 Further information has been requested in respect of flood risk, the drainage strategy and the potential impact of HGV movements upon Air Quality,

6.0 PLANNING POLICY:

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Kirklees currently comprises the saved policies within the Kirklees Unitary Development Plan (Saved 2007). The Council's Local Plan was submitted to the Secretary of State for Communities and Local Government on 25th April 2017, so that it can be examined by an independent inspector. The Examination in Public began in October 2017. The weight to be given to the Local Plan will be determined in accordance with the guidance in paragraph 216 of the National Planning Policy Framework. In particular, where the policies, proposals and designations in the Local Plan do not vary from those within the UDP, do not attract significant unresolved objections and are consistent with the National Planning Policy Framework (2012), these may be given increased weight. At this stage of the Plan making process the Publication Draft Local Plan is considered to carry significant weight. Pending the adoption of the Local Plan, the UDP (saved Policies 2007) remains the statutory Development Plan for Kirklees.

Kirklees Unitary Development Plan (UDP) Saved Policies 2007:

- 6.2 The site predominantly lies in an area that is unallocated within the Kirklees Council Unitary Development Plan (UDP). In such areas policy D2 is applicable, which permits development providing that the proposal does not prejudice:
 - I. The implementation of proposals in the plan
 - II. The avoidance of over-development
 - III. The conservation of energy
 - IV. Highway Safety
 - V. Residential Amenity
 - VI. Visual Amenity
 - VII. Character of the surroundings
 - VIII. Wildlife interests
 - IX. Efficient operation of existing and planned infrastructure
- 6.3 The site is also in part allocated for business and industry. Policies B1/B2 (meeting the employment needs of the district) will be material considerations.
- 6.4 Other relevant policies are as follows:
 - BE1/2 – Design of new development
 - BE 23 – Crime prevention
 - EP4 – Noise generating development
 - EP6 – Existing and projected noise levels
 - NE9 – Retention of trees
 - T10 – Highway safety
 - T19 – Parking standards

G6 – Ground contamination

Emerging Kirklees Local Plan (Publication Draft):

- 6.5 The site is proposed to be safeguarded for mineral infrastructure in the emerging Kirklees Local Plan. Policy PLP39 specifically identifies the site as providing facilities associated with the transport, storage, handling and processing of minerals within the district and should therefore be safeguarded from development which would otherwise result in the loss of such facilities.

National Policies and Guidance:

- 6.6 National planning policy and guidance is set out in National Policy Statements, primarily the National Planning Policy Framework (NPPF) published 27th March 2012, together with Circulars, Parliamentary Statements and associated technical guidance.

- 6.7 The NPPF constitutes guidance for local planning authorities and is a material consideration in determining applications:

Section 1 – Building a strong, competitive economy

Section 2 – Requiring good design

Section 10 – Climate change, flooding and coastal change

Section 11 – Conserving and enhancing the natural environment

- 6.8 Other Guidance

Planning Practice Guidance Suite March 2014

West Yorkshire Air Quality Emissions Strategy and associated technical planning guidance

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 The application has been advertised by means of neighbour notification letters and site notices. Two letters of representation have been received. Concerns raised relate to:

- The outlook from existing houses on Ravensthorpe Road. The unsightly appearance of the existing works and disturbance from noise and dust associated with operations.
- The proposed one way traffic arrangement within the site for production will mean concrete trucks etc. moving within and around the facility all day. Residents on Ravensthorpe Road, who have rear of properties facing very close to the facility, will have unbearable noise throughout the day.
- Proposed Production Facility with gantry cranes will increase further noise from the cranes/production and concrete tracks throughout the day. Production will also increase which will mean more concrete trucks on Ravensthorpe road causing noise to residents and traffic.
- Traffic on Ravensthorpe Road and surrounding areas will be at dangerous levels and unsafe for children and adults.

- Ravensthorpe Road has speed humps. Trucks from Longley's with concrete blocks cause more noise to residents due to the size and heavy load of the trucks.

8.0 CONSULTATION RESPONSES:

KC Business & Economy: The Business Team supports the application and recognises the investment the applicant is making in the modernising of this site to retain 177 local jobs.

KC Conservation & Design: No objection as the works will not affect the setting of the Thornhill Lees Hall complex or the nearest non designated heritage assets.

KC Ecology: No objection subject to imposition of conditions recommended in the ecological report.

KC Environmental Health (Pollution & Noise): Request conditions to control the hours of deliveries and dispatches to and from the site, the prior approval of a lighting scheme for the site, prior approval of details for the installation of any boiler system and external plant and site remediation works. Further information is requested in respect of the potential impact of HGV movements upon Air Quality Management Areas (AQMA's) in Scout Hill and Dewsbury.

KC Highways: Overall the proposal is considered acceptable from a HDM prospective. If minded to grant planning permission conditions requiring the surfacing and laying out of the car park and the submission of a traffic management plan should be included.

KC Trees: The protected trees on the site's road frontage do not appear to be affected by these proposals therefore no objections.

KC Lead Flood Authority: Object and request further information in respect of flood risk and drainage strategy.

Environment Agency: Object, the Flood Risk Assessment does not establish the flood risk for the site. Once this has been established, we will be in a position to consider the adequacy of proposed mitigation measures.

Yorkshire Water: No observations/comments required

Coal Authority: No objection subject to the imposition of conditions requiring an appropriate scheme of intrusive site investigation to be undertaken and a scheme of remediation work to be agreed

Network Rail: No objection in principle to the development, request conditions in respect of drainage, boundary treatments, a construction method statement and lighting.

Police Architectural Liaison Officer: No objections

9.0 MAIN ISSUES

- Principle of development
- Layout, scale and appearance

- Residential amenity
- Landscape issues
- Highway issues
- Drainage issues
- Representations

10.0 APPRAISAL

Principle of development

- 10.1 Longley Concrete Ltd is a privately owned family run business which operates three sites across the UK at Dewsbury, London and in Northern Ireland. First established at Dewsbury in 1947 as a local concrete block manufacturer the company has evolved through development and expansion to its current standing as national concrete product supplier to the building materials sector. Nationally the company employs 177 people of which 74 are based at the Dewsbury headquarters.
- 10.2 A core principle of the NPPF is to proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs and to 'respond positively to wider opportunities for growth'. The application has been considered taking into account this and the presumption in favour of sustainable development at the heart of the NPPF. The retention and reorganisation of an established business, retaining and enhancing employment opportunities and assisting in the performance of the local economy is consistent with this core principle.
- 10.3 The site is brownfield, previously developed land. It is well served by public transport and is considered to be in a sustainable location in terms of its proximity to existing settlement. The development would maintain employment opportunities within an area where there is a mix of industrial and commercial uses and residential properties.
- 10.4 Policies B1 and B2 of the Kirklees UDP support the proposed development and its contribution to meeting the employment needs of the district given that part of the site is allocated in the Kirklees UDP for Business & Industry.
- 10.5 The site also lies in an area that is unallocated within the Kirklees Unitary Development Plan. In such areas policy D2 is applicable which permits development providing that set criteria (as defined in paragraph 6.2) are met. Subject to the impacts of the development being satisfactorily mitigated, the development proposed is considered to be acceptable.
- 10.6 The site is proposed to be safeguarded for mineral infrastructure in the emerging Kirklees Local Plan. Policy PLP39 specifically identifies the site as providing facilities associated with the transport, storage, handling and processing of minerals within the district and should therefore be safeguarded from development which would otherwise result in the loss of such facilities. The development proposed would be consistent with emerging Local Plan policy.
- 10.7 The general principle of development is therefore considered to be acceptable having regards the NPPF, the Kirklees UDP and the emerging Kirklees Local Plan.

Layout, Scale & Appearance

- 10.8 The proposal is for a new purpose built casting shed (which allows Longley Concrete to install new concrete casting machinery), the installation of gantry cranes (to handle the heavier plank product) and for a general re-organisation and rationalisation of current site operations.
- 10.9 The new casting shed is proposed to be located within the northern part of the site, running east west roughly parallel to the northern boundary and to the railway line.
- 10.10 It is proposed to be 26m wide x 156.5m in length x 12.4m in height, the size of the building being defined by the needs of the process lines to be contained within.
- 10.11 The building is proposed to be constructed of concrete frame with concrete panel walls to a height of approximately 10m. Above this, a ribbon clerestory element to the long elevations is proposed. Colour coated profiled metal cladding is proposed to the roof and upper wall section. The colour palette is restricted to goosewing grey, deep blue and denim blue set against cast concrete.
- 10.12 A two gantry crane loading system is proposed within the upper yard to service the loading area. The finished product stock yard is proposed to the lower yard area, east of the production building.
- 10.13 The existing waste tip is proposed to be removed (planning permission granted July 2017, ref 2017/90871) to form an additional storage area.
- 10.14 The circulation of traffic within the site is proposed to be managed via a one way system that runs to the perimeter of the site, connecting the upper and lower yard areas, providing access for deliveries of raw materials and dispatch of finished products.
- 10.15 The existing walling and palisade fencing to the boundaries of the site are shown to be retained.
- 10.16 Although large and dominant, the proposed production facility building would be set on a lower part of the site to help limit its visual impact and would more generally relate to other industrial buildings and structures in the vicinity, to the north of Ravensthorpe Road and off Calder Road. The appearance of the building and associated structures would be both functional and reflective of the use of land and the processes undertaken. The new building would also facilitate the rationalisation and consolidation of activities currently undertaken within a number of existing buildings on site which would as a result be removed.
- 10.17 Representations express concern about disturbance from noise and dust associated with operations. In particular concern is expressed about increased noise and disturbance for existing residents from operations within the site given the proposed one way traffic system and the operation of gantry cranes and concrete tracks.

- 10.18 KC Environmental Services (Pollution & Noise Control) have considered the noise report submitted by Waterman Infrastructure and Environment Ltd (Nov 2017) and recognise the concerns of local residents. They recommend the imposition of a condition to control the hours of deliveries and dispatches to between the hours of 0700 and 1900 hours Monday to Saturday.
- 10.19 The application details hours of operation as being between 0500 and 1900 hours Monday to Saturday for the B2 (general industrial) operations; 0830 and 1700 Monday to Friday for the B1(a) office use. Further negotiation is therefore required with the applicant to fully resolve this issue, the outcome of which will be included in the update report.
- 10.20 In addition, Officers have asked the applicant to consider the provision of landscaping within the site to the boundaries with the adjacent land allocated as provisional Open Land in the UDP, Lees Hall Farm and houses on Ravensthorpe Road. The outcome of these negotiations will be included in the update report.

Highway issues

- 10.21 Access to the site is taken from Ravensthorpe Road, which is a single track two way road of approximately 8.0m in width with street lighting present and vertical traffic calming along its length.
- 10.22 A transport statement has been submitted (Waterman ref WIE13342-101-R-1-2-3-TS). The existing trip rate for HGV is suggested in the statement is 27 two way movements to the site. The proposed two way movements for HGV's to the site are 53 two way movements. Whilst it is not anticipated to increase the number of staff working at the premises, there is however plans to make minor alterations to rearrange the existing parking provision and it appears that there would be sufficient room to accommodate additional parking provision if required.
- 10.23 Overall the proposal is considered acceptable from a Highways Development Management prospective subject to the imposition of conditions requiring the surfacing and laying out of car parking and the prior approval of a traffic management plan for the construction period, including the routing of construction traffic and the provision of wheel washing facilities.

Drainage issues

- 10.24 The Environment Agency objects to the application on the basis that the Flood Risk Assessment does not establish the flood risk for the site. KC Lead Local Flood Authority also objects and request further information in respect of flood risk and drainage strategy.
- 10.25 Further information has been submitted by the applicant's drainage consultant. The Environment Agency and KC Lead Local Flood Authority have been re-consulted. The advice of the Environment Agency and KC Lead Local Flood Authority will be included in the update report.

Representations

- 10.26 Representations received are detailed in section 7 of the report. The concerns raised are considered as part of the appraisal of the application.

11.0 CONCLUSION

- 11.1 The development would help to secure the continued operation of a long established local business, safeguarding employment opportunities in a sustainable location where there are other similar uses. The potential for any adverse impacts have been considered and are proposed to be mitigated by the imposition of appropriate conditions.
- 11.2 The NPPF has introduced a presumption in favour of sustainable development. The policies set out in the NPPF taken as a whole constitute the Government's view of what sustainable development means in practice. This application has been assessed against relevant policies in the development plan and other material considerations. It is considered that the development would constitute sustainable development and therefore subject to satisfactorily resolving the outstanding matters detailed in the report the proposed development is considered to be acceptable in principle.
- 11.3 The outstanding matters committee are requested to delegate authority to officers to resolve are:
- The assessment of flood risk and the proposed drainage strategy
 - The impact of HGV movements upon Air Quality Management Areas (AQMA's) in Scout Hill and Dewsbury
 - Hours of operation for deliveries and dispatches to and from the site
 - The provision of landscaping within the site

12.0 CONDITIONS (Summary list. Full wording of conditions including any amendments/additions to be delegated to the Head of Strategic Investment)

1. 3 Year Time limit for commencement
2. Development in accordance with the plans
3. Surfacing and laying out of car parking
4. Traffic management plan
5. Phase 2 Intrusive site investigation
6. Remediation Strategy for contaminated Land
7. Implementation of remediation strategy
8. Validation Report
9. Lighting scheme
10. Prior approval of details for boiler system and extract ventilation
11. Hours of operation
12. Drainage
13. Details of cladding
14. Landscaping scheme

Background Papers:

Application and history files

Website link to be inserted here

Certificate of Ownership – Certificate A signed