

COMMITTEE REPORT

APPLICATION DETAILS

APPLICATION NO: 4/10/00775/FPA

FULL APPLICATION DESCRIPTION: Demolition of warehouse and replacement by open compound, external alterations to a second warehouse, and change of use of third warehouse with office to warehouse with trade shop, with associated parking area, means of enclosure and external lighting

NAME OF APPLICANT: Calamander Developments Ltd and Saint Gobain Group Ltd

ADDRESS: Archibald Site, Damson Way, Dragonville, Durham, DH1 2RL

ELECTORAL DIVISION: Belmont

CASE OFFICER: Peter Herbert, Principal Planner
0191 3018723
peter.herbert@durham.gov.uk

DESCRIPTION OF THE SITE AND PROPOSALS

1. The group of commercial buildings that are the subject of this proposal stand on two sides of Damson Way within the Dragonville Industrial Estate.
2. The two warehouses on the northern side of Damson Way are in a deteriorating condition with poor vehicular access. It is proposed that one be demolished and replaced by an open storage compound, to include staff parking and improved access, and the other externally refurbished.
3. The third warehouse, on the south side of Damson Way, which has been the subject of recent extensive refurbishment, would become a combined warehouse and trade shop, with associated offices and dedicated parking to the front.
4. The newly created compound to the north of Damson Way would be illuminated by column mounted lighting and enclosed by 2.4 m high galvanized steel palisade fencing. Similar fencing would enclose the car park associated with the unit to the south of Damson Way.

5. In terms of floor areas, the northern warehouse to be refurbished would remain at 2290 sq m, and the new storage compound would measure 3600 sq m plus 21 staff car parking spaces.

6. The southern building would comprise 2649 sq m warehousing, 718 sq m trade retailing area, and 600 sq m office space. 24 customer car parking spaces would be located to the front.

7. This application is supported by full drawings, a Planning and Design and Access Statement, Refurbishment and Demolition Survey Report, Flood Risk assessment, and a Protected Species Report.

8. This application is being referred to committee as it involves industrial floorspace exceeding 5000 sq m.

PLANNING HISTORY

9. Planning permission was granted in 2009 for the following refurbishments to the warehouse to the south of Damson Way that forms part of the current planning application.

10. Alterations to front of building, including partial demolition, erection of replacement extension, and formation of 24 space car park with reconfigured vehicle access, together with refurbishment of building to include replacement of windows and doors, cladding over existing high-level openings, and erection of covered loading bay to east elevation.

PLANNING POLICY

11. NATIONAL POLICY:

Planning Policy Statement 1: Delivering Sustainable Development sets out the Governments overarching planning policies on the delivery of sustainable development through the planning system.

Planning Policy Statement 4: Planning for Sustainable Economic Growth outlines the Government's objectives to help achieve sustainable economic growth including the positive approach to be taken to development that helps to build prosperous communities, promote regeneration and tackle deprivation.

Planning Policy Guidance note 13: Transport seeks to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight.

12. REGIONAL PLANNING POLICY:

The North East of England Plan - Regional Spatial Strategy to 2021 (RSS) July 2008, set out the broad spatial development strategy for the North East region for the period of 2004 to 2021. The RSS set out the region's housing provision and the priorities in economic development, retail growth, transport investment, the environment, minerals and waste treatment and disposal. Some policies have an end date of 2021 but the overall vision, strategy, and general policies will guide development over a longer timescale.

In July 2010 the Secretary of State for Communities and Local Government signaled his intention to revoke Regional Spatial Strategies with immediate effect, and that this was to be treated as a material consideration in subsequent planning decisions. This was successfully challenged in the High Court in November 2010, thus for the moment reinstating the RSS. However, it remains the Government's intention to abolish Regional Spatial Strategies when the forthcoming Localism Bill becomes law, therefore only limited weight should be attached to the RSS.

The following policies are considered relevant:

Policy 4 (The Sequential Approach to Development) provides that a sequential approach to the identification of land for development should be adopted to give priority to previously developed land and buildings in the most sustainable locations.

Policy 7 (Connectivity and Accessibility) seeks to promote the need to reduce the impact of travel demand particularly by promoting public transport, travel plans, cycling and walking, as well as the need to reduce long distance travel, particularly by private car, by focusing development in urban areas with good access to public transport.

Policy 8 (Protecting and Enhancing the Environment) seeks to promote measures such as high quality design in all development and promoting development that is sympathetic to its surroundings.

Policy 9: (Tyne and Wear City Region) seeks to secure a scale and quality of development that reflects Durham City's role as a major service and employment centre.

Policy 12: (Sustainable Economic Development) focuses the majority of new economic development and investment in the City Region's conurbation and in its main settlement of Durham City.

13. LOCAL PLAN POLICY:

Policy EMP8 – General industrial Sites, of the City of Durham Local Plan 2004 identifies the application site as lying within the Dragonville General Industrial Estate, where land use classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) are deemed appropriate.

Policy E16 – Protection and Promotion of Nature Conservation, requires account to be taken of the possible impact upon protected species of development proposals, particularly where demolition is intended.

Policy T1 – Traffic Generation – General, precludes development likely to lead to traffic levels prejudicial to highway safety.

Policy T10 – Parking – General Provision, requires a level of off street parking appropriate to the development associated with it, but must take into account the promotion of sustainable transport choices.

Policy Q7 – Layout and Design – Industrial and Business Development, requires a standard of design appropriate to the area within which it is located.

Policy U8A – Disposal of Foul and Surface Water, seeks effective drainage to all development.

Policy U9 – Water Courses – seeks to prevent the contamination of protected waters.

Policy U10 – seeks to ensure that large areas of hard surfacing do not lead to local flooding.

The above represents a summary of those policies considered most relevant in the Development Plan the full text, criteria, and justifications of each may be accessed at <http://www.cartoplus.co.uk/durham/text/00cont.htm>

CONSULTATION AND PUBLICITY RESPONSES

14. STATUTORY RESPONSES:

The County Highway Authority welcomes the improved vehicular access, circulation and on - site parking that will be afforded by this proposal, which will reduce on - street parking, which currently causes an obstruction to other road users.

The Environment Agency raises no objections to this proposal subject to conditions being attached to any planning permission requiring a finalised surface water drainage scheme, and the installation of an oil interceptor within parking and hardstanding drainage arrangements.

15. INTERNAL CONSULTEE RESPONSES:

The County Ecologist has examined the Bat Risk assessment that accompanies this application and accepts its findings that a bat presence is highly unlikely within the building to be demolished.

16. PUBLIC RESPONSES:

None

17. APPLICANTS STATEMENT:

This proposal represents a significant investment to allow the Archibald Company to develop as a building industry materials supplier within Durham. The current buildings and their use are capable of being more efficient and less confused, and the development proposed will help alleviate vehicle movement conflicts, and rationalize trading, with clear separation between storage, deliveries, and staff and customer parking within a split site dissected by a busy road.

The above represents a summary of the comments received on this application. The full written text is available for inspection on the application file which can be viewed at <http://82.113.161.89/WAM/showCaseFile.do?action=show&appType=planning&appNumber=10/00775/FPA>

PLANNING CONSIDERATIONS AND ASSESSMENT

18. The three main issues raised by this proposal are the appropriateness of the land use, quality of layout and design, and impact upon highway safety.

19. The application site lies centrally within a designated general industrial estate, is operated under the well established Archibalds name, and is positioned where land uses B1, B2 and B8 are deemed appropriate. The proposal seeks to primarily continue B8 (storage and distribution) activity, with ancillary B1 (office) use, plus an element of A1 (retailing) within the trade shop that forms part of the southern warehouse which is currently available for rent. At 718 sq m in floor area the retailing space is small, and its close relationship with the main function of the building within which it will be located, warehousing, is likely to determine the goods sold. Provided the trade shop operates as an ancillary and closely related part of the warehouse, such A1 use is acceptable in this industrial location.

20. Accordingly, the proposal is considered to fully accord with the objectives of Local plan Policy EMP 8.

21. Although the vehicular access points from Damson Way remain unchanged, the demolition of a warehouse and reconfiguration of the remaining site will actually improve access and traffic circulation. By separating staff and customer car parking circulation will be further improved, while the number of parking spaces provided are considered acceptable by the Highway Authority.

22. The objectives of Local Plan Policies T1 and T10 are therefore considered to have been met.

23. By demolishing a deteriorating warehouse, refurbishing another, and rationalizing the site's layout, the business' appearance and function are expected to significantly improve.

24. Local Plan Policy Q7 objectives are therefore considered to have been met.

25. In all other respects, this application is fully compliant with national and local planning objectives, while the current position in respect of the RSS has little bearing upon the acceptability of the proposal currently under consideration.

CONCLUSION

26. This proposal represents a significant investment by a local business employing 160 staff, 80 of which are based at Dragonville. By rationalising the disposition of activities on this site, improving parking, access and traffic movements, and enhancing the site's appearance, this is a very positive initiative for this part of Durham. Furthermore, by investing for growth at an economically challenging time, jobs will hopefully be protected, and in the longer term created.

RECOMMENDATION

That the application be **APPROVED** subject to the following conditions;

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. The development hereby approved shall be carried out in strict accordance with the following approved plans. Plan Reference No. 591-01 591-05 591-06 591-07 591-08 591-09 591-10.
3. Development shall not begin until a finalised surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include details of maintenance and management responsibilities for the design life of the development.
4. Prior to being discharged into any watercourse, surface water sewer or soakaway system, all surface water drainage from parking areas and hardstandings shall be passed through an oil interceptor installed in accordance with a scheme previously submitted to and approved in writing by the LPA. Roof water shall not pass through the interceptor.
5. The area shown on approved drawing 591 - 08, and identified as the trade shop shall operate as an ancillary facility to the operation of the attached warehouse, and shall not otherwise operate in any other independent retail capacity.
6. No site works, including demolition, shall take place until a pollution control strategy has been agreed in writing with the Local Planning Authority. Thereafter, the terms of that agreement shall be complied with in full. Site operating hours shall be limited to 08:00 – 17:00 Mon - Fri, and 08:00 – 12:00 Sat, with no works to take place on Sundays and Bank Holidays.

REASONS FOR THE DECISION

1. The proposed development is considered acceptable having regard to Policies EMP8, E14, T1, T10, Q7, U8A, U9 and U10 of the City of Durham Local plan 2004.
2. More specifically, this proposal represents a consolidation and rationalization of an existing builder's merchant business within a General Industrial Estate.
3. No objections have been raised to this proposal by any party.

BACKGROUND PAPERS

Submitted Application Forms and Plans
Design and Access Statement
Refurbishment and Demolition Survey Report
Flood Risk assessment
Protected species report
North East of England Plan Regional Spatial Strategy to 2021 (RSS) July 2008
City of Durham Local Plan 2004
Planning Policy Statements / Guidance, PPS1
Responses from County Highways, County Ecologist and Environment Agency





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4/10/00775/FPA - Archibald Site, Damson Way

Comments

Date

26 November 2010

Scale

1:1673

COMMITTEE REPORT

APPLICATION DETAILS

APPLICATION NO:	4/10/00798/FPA
FULL APPLICATION DESCRIPTION:	Substitution of house types resulting in 10 bungalows and 17 houses pursuant to 4/09/00347/RM, plus erection of communal car port
NAME OF APPLICANT:	Dunelm Homes
ADDRESS:	Land at former Cape Asbestos Works, Durham Road, Bowburn, Durham, DH6 5NG
ELECTORAL DIVISION:	Durham South
CASE OFFICER:	Peter Herbert, Principal Planner 0191 301 8723 peter.herbert@durham.gov.uk

DESCRIPTION OF THE SITE AND PROPOSALS

1. The application site is the former Cape asbestos site situated on the northern edge of Bowburn and west side of the A177 that runs through the village.
2. The site is currently being developed with a mix of housing, both social and private and employment uses.
3. In response to a challenging and changing housing market, the developers wish to change the type of housing previously approved within phase 1 of their scheme.
4. This change would take the form of 10 bungalows for rent on behalf of the Durham Aged Mineworkers Homes Association, 7 detached Climat Hus Eco homes and 13 redesigned 'starter homes', making a total of 30 dwellings on the 0.763 hectare site at a density of 39 dwellings per hectare. This would replace the 37 dwellings on the same site approved by the earlier scheme, and would mean that the overall provision of affordable homes on the development as a whole would increase to 41%. A communal car port would be erected within a parking courtyard to the rear of the eco houses to serve their occupants.
5. The overall phase 1 estate design and layout incorporating the central open space, would remain unchanged, although the approved landscaping strategy would be amended to accommodate the house type changes.

6. The bungalows would form a courtyard, with parking within. The highly contemporary Hus houses comprise an innovative minimalist and highly sustainable Swedish inspired house type featuring a range of environmentally friendly features including, air source heat pumps photovoltaic panels and energy efficient appliances.

7. The application is supported by full drawings and a Design and Access Statement, and is being referred to committee as more than 10 dwellings are proposed.

PLANNING HISTORY

8. Outline planning permission was granted at appeal in 2007 for the redevelopment of the former Cape factory site for housing and employment land uses.

9. Approval of the reserved matters relating to that planning permission was granted in 2009 for phase I of this site's redevelopment by the construction of 121 dwellings.

PLANNING POLICY

10. NATIONAL POLICY:

Planning Policy Statement 1: Delivering Sustainable Development sets out the Governments overarching planning policies on the delivery of sustainable development through the planning system.

Planning Policy Statement 3: Housing underpins the delivery of the Government's strategic housing policy objectives and our goal of ensuring that everyone has the opportunity to live in a decent home, which they can afford in a community where they want to live.

Planning Policy Guidance note 13: Transport seeks to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight.

11. REGIONAL PLANNING POLICY:

The North East of England Plan - Regional Spatial Strategy to 2021 (RSS) July 2008, set out the broad spatial development strategy for the North East region for the period of 2004 to 2021. The RSS set out the region's housing provision and the priorities in economic development, retail growth, transport investment, the environment, minerals and waste treatment and disposal. Some policies have an end date of 2021 but the overall vision, strategy, and general policies will guide development over a longer timescale.

In July 2010 the Local Government Secretary of State for Communities and Local Government signalled his intention to revoke Regional Spatial Strategies with immediate effect, and that this was to be treated as a material consideration in subsequent planning decisions. This was successfully challenged in the High Court in November 2010, thus for the moment reinstating the RSS. However, it remains the Government's intention to abolish Regional Spatial Strategies when the forthcoming Localism Bill becomes law, therefore only limited weight should be attached to the RSS. Of particular relevance are the following policies;

Policy 4 (The Sequential Approach to Development) provides that a sequential approach to the identification of land for development should be adopted to give priority to previously developed land and buildings in the most sustainable locations.

Policy 7 (Connectivity and Accessibility) seeks to promote the need to reduce the impact of travel demand particularly by promoting public transport, travel plans, cycling and walking, as well as the need to reduce long distance travel, particularly by private car, by focusing development in urban areas with good access to public transport.

Policy 8 (Protecting and Enhancing the Environment) seeks to promote measures such as high quality design in all development and redevelopment and promoting development that is sympathetic to its surroundings.

Policy 24 (Delivering Sustainable Communities) refers to the need to concentrate the majority of the Region's new development within the defined urban areas, and the need to utilise previously developed land wherever possible.

12. LOCAL PLAN POLICY:

Policy H3 (New Housing Development within the Villages) allows for windfall development of previously developed sites within the settlement boundaries of a number of specified former coalfield villages across the District, provided that the scheme is appropriate in scale, design location and number of units. The policy exceptionally allows the development of greenfield sites under 0.3ha where there are clear and quantifiable benefits and where these benefits cannot be achieved through the development of previously developed land or conversion of existing buildings. This exception policy includes a number of former coalfield villages including Bowburn.

Policy H12 (Affordable Housing) seeks the provision of an element of affordable housing on schemes where over 25 units are provided or where the site area would exceed 1.0ha.

Policy H13 (Residential Areas – Impact upon Character and Amenity) states that planning permission will not be granted for new development or changes of use which have a significant adverse effect on the character or appearance of residential areas, or the amenities of residents within them.

Policy T1 (Traffic Generation – General) states that the Council will not grant planning permission for development that would generate traffic likely to be detrimental to highway safety and / or have a significant effect on the amenity of occupiers of neighbouring property.

Policy T10 (Parking – General Provision) states that vehicle parking should be limited in amount, so as to promote sustainable transport choices and reduce the land-take of development.

Policy R2 (Provision of Open Space – New Residential Development) states that in new residential development of 10 or more units, open space will be required to be provided within or adjacent to the development in accordance with the Council's standards.

Policy Q3 (External Parking Areas) requires all external parking areas to be adequately landscaped, surfaced, demarcated, lit and signed. Large surface car parks should be subdivided into small units. Large exposed area of surface, street and rooftop parking are not considered appropriate.

Policy Q5 (Landscaping – General Provision) sets out that any development which has an impact on the visual amenity of an area will be required to incorporate a high standard of landscaping.

Policy Q8 (Layout and Design – Residential Development) sets out the Council's standards for the layout of new residential development. Amongst other things, new dwellings must be appropriate in scale, form, density and materials to the character of their surroundings. The impact on the occupants of existing nearby properties should be minimised.

Policy U8a (Disposal of Foul and Surface Water) requires developments to provide satisfactory arrangements for disposing foul and surface water discharges. Where satisfactory arrangements are not available, then proposals may be approved subject to the submission of a satisfactory scheme and its implementation before the development is brought into use.

The above represents a summary of those policies considered most relevant in the Development Plan the full text, criteria, and justifications of each may be accessed at <http://www.cartoplus.co.uk/durham/text/00cont.htm>.

CONSULTATION AND PUBLICITY RESPONSES

13. STATUTORY RESPONSES:

The County Highway Authority offers no objection to this proposal, accepting the level of parking, and accepting that the previously approval layout will not materially change.

14. INTERNAL CONSULTEE RESPONSES:

None

15. PUBLIC RESPONSES:

None

16. APPLICANTS STATEMENT:

This proposal is a reaction to a changing housing market, and an attempt to provide potential purchasers with homes that meet their spatial requirements and budgets. The site has already been accepted as suitable for housing, and the approved layout will not change. The additional “affordable” housing would fulfil an identified social need.

The above represents a summary of the comments received on this application. The full written text is available for inspection on the application file which can be viewed at <http://82.113.161.89/WAM/showCaseFile.do?action=show&appType=planning&appNumber=10/00798/FPA> Officer analysis of the issues raised and discussion as to their relevance to the proposal and recommendation made is contained below

PLANNING CONSIDERATIONS AND ASSESSMENT

17. The acceptability or otherwise of the proposed substitutions turns primarily upon the appropriateness of the revised designs within their context, the principle of housing in such a location having been long since accepted.

18. The “affordable” bungalows sit comfortably into the plots chosen, and visually echo similar bungalows already built at the entrance to the site. The provision of such additional social housing is welcome within Bowburn.

19. The traditional housing also appears elsewhere on the site; while the highly contemporary eco houses represent smaller versions of a four bedroom eco house already built which is attracting much interest. By offering smaller and thus cheaper examples of this innovative type of home, sustainable living is offered to a wider range of people.

20. The overall design concept, scale and layout of this development remains unchanged, chosen materials and landscaping are considered acceptable, as is the proposed parking provision.

21. The position regarding the disposal of foul sewage and the capacity of the Bowburn Sewage treatment works remains unchanged from the arrangements agreed with the statutory undertaker when the previous application was approved and since 7 fewer dwellings are now proposed there is no greater demand upon capacity.

CONCLUSION

22. The proposed house type changes fully accord with the objectives of Policy Q8 of the Local Plan in terms of disposition, design and materials.

23. The provision of further “affordable” housing on this site is welcomed, satisfying the objectives of Policy H12 of the Local Plan.

24. On balance, the changes proposed compliment an already approved scheme, and their approval will hopefully help delivery of much needed housing within the county.

RECOMMENDATION

That the application be **APPROVED** subject to the following conditions;

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. The development hereby approved shall be carried out in strict accordance with the following approved plans: "Climate Hus Car Port", Layout 906A, 904/WD/E/01, 810/WD/L/01, 840/2BB Gable/PD Rev C, 840/2BcornB/PD Rev C, "Climat Hus H, J, and K Plans and Elevations", 0025SK001 Rev5, 3860SK103, and LN-Std-00.

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3. Notwithstanding any details of materials submitted with the application no development shall commence until details of the make, colour and texture of all walling and roofing materials have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.
 4. Prior to the commencement of the development details of the surface treatment and construction of all hard surfaced areas shall be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details.
 5. Prior to the commencement of the development details of means of enclosure shall be submitted to and approved in writing by the Local Planning Authority. The enclosures shall be constructed in accordance with the approved details prior to the occupation of the dwelling to which they relate.

REASON FOR THE DECISION

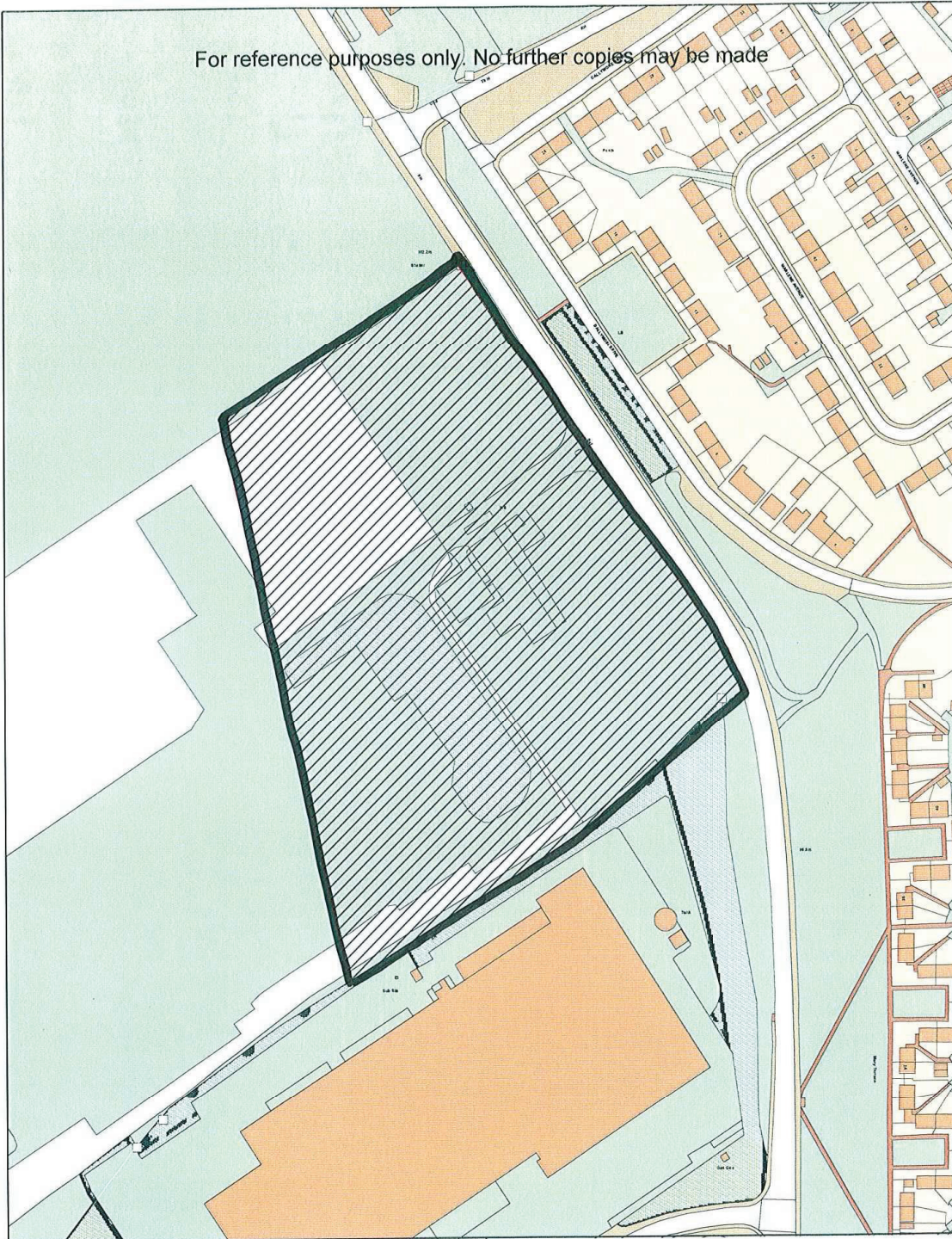
1. The proposed development is considered acceptable having regard to Policies Q8 and H12 of the City of Durham Local Plan 2004.
2. More specifically, this proposal represents a variation of an approved planning theme, and offers additional “affordable” housing within Bowburn.
3. No objections have been raised to this proposal by any party.

BACKGROUND PAPERS

Submitted Application Forms and Plans
Design and Access Statement
North East of England Plan Regional Spatial Strategy to 2021 (RSS) July 2008
City of Durham Local Plan 2004
Planning Policy Statements / Guidance, PPS1
Response from County Highways



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Planning Services

4/10/00798/FPA - Land At Former Cape Asbestos Works

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Comments

Date

26 November 2010

Scale

1:2204

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